National Forum on Multi-stakeholder Sustainability Planning in Bangladesh

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Proceedings of the National Forum on Sustainability Planning in Bangladesh
Organized by IUCN-Bangladesh, in collaboration with Earth Council, Costa Rica
Held at BRAC Conference Room, 20-21 December 1999

Proceedings of the
National Forum on Multi-stakeholder Sustainability Planning in Bangladesh
Dhaka, Bangladesh

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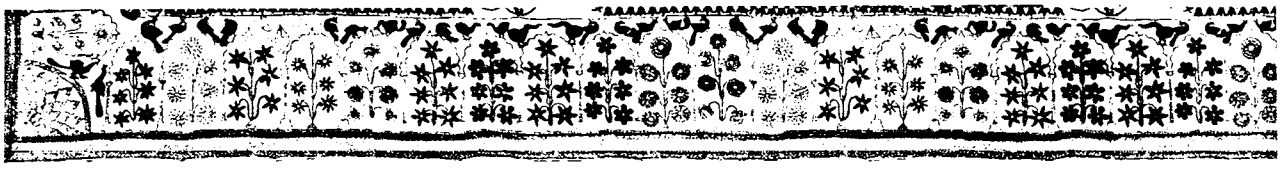


Foreword

Chapters 8 and 38 of Agenda 21 called on all countries to establish multi-stakeholder structures and mechanisms to assume the role of following through with the countries' commitments made in the Earth Summit in Rio in 1992. These multi-stakeholder mechanisms referred to, as National Councils for Sustainable Development (NCSDs) are effective mechanisms for achieving success in sustainable development efforts. They provide a venue for overcoming conflicts among the interest groups, identifying opportunities and barriers to sustainable development, promoting public awareness and participation, and facilitating alliances for private-public action and investments, among others. In view of these strengths, there are plans to institutionalize the participation of the multi-stakeholder NCSDs in global fora such as the annual sessions of the Commission on Sustainable Development (CSD). A prerequisite to this, however, is the organization and strengthening of the NCSDs themselves.

Keeping in mind that Bangladesh is a signatory to the Rio agreements and recognizing the importance of holding a national consultation on the draft Bangladesh National Agenda 21 and the themes of UNCSD 8 in order to make the participation of Bangladesh in global discussions meaningful, IUCN-Bangladesh initiated a partnership with the Earth Council to conduct a National Forum on Multi-stakeholder Sustainability Planning in Bangladesh.

The Earth Council, an international NGO committed to ensure the pursuit of the Rio agreements, has put in efforts and resources towards the strengthening of commitment and capabilities to undertake SD initiatives such as the establishment of SD mechanisms (i.e., NCSDs), planning, investment programming and advocacy. For instance, the Earth Council has been closely involved in the finalization of the Earth Charter and is also working towards holding of a Global NCSD Forum before CSD 8. It has secured resources to help countries participate in sustainable development (SD) discussions and initiatives such as the one from the Swedish International Development Cooperation Agency (SIDA) for a forum in Bangladesh.

IUCN, in collaboration with its members and partners has been catalyzing the participation of different sectors in sustainable development initiatives addressing the policy, legislative, scientific, socio-economic and community involvement perspectives all over the world. IUCN has also been facilitating debates on key conservation and development issues, building bridges between government and non-government sectors. IUCN seeks to help Bangladesh to develop a sustainable future, particularly when the importance of managing natural resources is especially vital in Bangladesh, as the majority of the people live in rural areas and are heavily dependent on them for livelihood. With the advantage of its neutral position with both the government and non-government bodies, IUCN Bangladesh tried to influence, encourage and assist the Government of Bangladesh to conserve the integrity and diversity of nature and to ensure the use of natural resources in an equitable and ecologically sustainable manner through the formation of a multi-stakeholders mechanism referred to, as Bangladesh Committee for Sustainable Development (BCSD).

The Forum was held in Dhaka, at the BRAC Conference room on 20-21 December 1999. A multi-stakeholder gathering of experts from the different sectors of the society including representatives from NGOs, business organizations, academics, government personnel and the Earth Council was organized to share experiences and information and create a platform to establish a separate Bangladesh NCSD with a TOR that is related to the National Agenda 21. It was hoped that the BCSD would serve the government as an expert pool of knowledge on sustainable development in the different sectors. By publishing the proceedings of this workshop, IUCN Bangladesh aims to share its successful experience, the Forum's conclusions and recommendations with all those interested in the CSD-8 and Agenda 21 issues.

I am grateful to all the participants for their valuable contribution to the Forum, which was successful in highlighting the collaborative management between the government, non-government, academic and business institutions towards promoting sustainable development in Bangladesh.

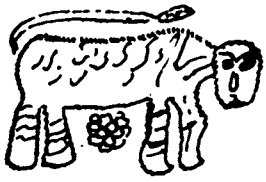
I would like to take this opportunity to thank Dr. Cielito F. Habito, Former Minister of Socio-Economic Planning, Republic of Philippines and Special Adviser to The Earth Council; Ms. Ella S. Antonio, Area Manager for Asia Pacific, Earth Council and Mr. Maximo Kalaw, Executive Director, Earth Council and the members of the Local Convenors' Group (LCG) for their valuable guidance and making this workshop a success. I would also like to thank Dr. Muhiuddin Khan Alamgir, State Minister for Planning, Ministry of Planning and Syed Marghub Murshed, Secretary, MoEF and acknowledge their kind support to the Forum and also SIDA (Swedish International Development Cooperation Agency) for providing financial support for the workshop and printing of this proceedings.

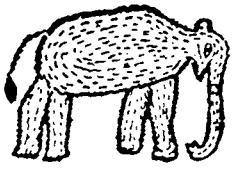
Dr. Ainun Nishat
Country Representative
IUCN Bangladesh

Dated, Dhaka
02 May 2000

Abbreviations And Acronyms

BCAS	Bangladesh Center for Advanced Studies
BELA	Bangladesh Environment Lawyers Association
BEMP	Bangladesh Environment Management Project
BIDS	Bangladesh Institute for Development Studies
CAMPE	Campaign for Popular Education
CBD	Convention on Biological Diversity
CEN	Coalition of Environmental NGOs
CFSD	Center for Sustainable Development
CSD	Commission on Sustainable Development
DESA	United Nations Department of Economic and Social Affairs
ENB	Earth Negotiations Bulletin
FAO	Food and Agriculture Organization
FEJB	Forum of Environmental Journalists of Bangladesh
GEF	Global Environmental Facility
GoB	Government of Bangladesh
GUP	Gono Unnayan Prochestha
HYV	High Yield Variety
IPF	Intergovernmental Panel on Forests
IUCN	World Conservation Union (International Union for Conservation of Nature and Natural resources)
LCG	Local Convenors' Group
LEISA	Low External Input and Sustainable Agriculture
LNR	Land and Natural Resource
MCSD	Mongolia Council for Sustainable Development
MISP	Multi-Stakeholder Integrative Sustainability Planning
MoEF	Ministry of Environment and Forest
NCSD	National Council for Sustainable Development
NEC	National Environment Council
NEMAP	National Environment Management Action Plan
NRM	Natural Resource Management
ODA	Overseas Development Agency
PCSD	Philippines Council for Sustainable Development
PMU	Program Management Unit
SARD	Sustainable Agriculture and Rural Development
SD	Sustainable Development
SEMP	Sustainable Environment Management Program
SIDA	Swedish International Development Cooperation Agency
SIDS	Small Island Developing States
TRIPS	Trade Related International Property Rights
UBINIG	Policy Research for Development Alternatives (Unnayan Bikalpa Nito-nirdharani Gabeshona)
UNCED	United Nations Conference on Environment and Development
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNEP	United Nations Environment Program
UNGASS	United Nations General Assembly
WTO	World Trade Organization





Introduction

Multi-stakeholder participation is essential to the success of a country's efforts towards sustainable development. This was recognized in the 1992 Earth Summit and subsequently Chapters 8 and 38 of the resulting Agenda 21 called on all countries to establish multi-stakeholder structures and mechanisms in line with the countries' commitments made in the said Summit in Rio. Over 100 countries have already established National Councils for Sustainable Development (NCSDs) or similar entities since 1992.

Keeping in mind that Bangladesh is also a signatory to the Rio agreements and recognizing the importance of holding a national consultation on the draft Bangladesh National Agenda 21 and the themes of UNCSD 8 in order to make the participation of Bangladesh in global discussions meaningful, IUCN-Bangladesh initiated a partnership with the Earth Council to conduct a National Forum on Multi-stakeholder Sustainability Planning in Bangladesh.

The Earth Council is a dynamic organization carrying out its programs in collaboration with its members, partners, sponsors and other civil society organizations. As an international NGO committed to ensure the pursuit of the Rio agreements, the Earth Council has put in efforts and resources towards the strengthening of commitment and capabilities to undertake SD initiatives such as the establishment of SD mechanisms (i.e., NCSDs), planning, investment programming and advocacy. For instance, the Earth Council has been closely involved in the finalization of the Earth Charter and is also working towards holding a Global NCSD Forum before CSD 8. It has secured resources to help countries participate in sustainable development (SD) discussions and initiatives.

IUCN- The World Conservation Union created in 1948 is the world's largest conservation related organization, bringing together 76 states, 104 government agencies, 720 NGOs, 35 affiliates and some 10,000 scientists and experts from 181 countries in a unique worldwide partnership. Its mission is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable. Within the framework of global Conventions, IUCN has promoted sustainability and helped over 75 countries to prepare and implement national conservation and biodiversity strategies so far.

The Forum was held in Dhaka, at the BRAC Center Conference Room on 20-21 December 1999. With experts from different sectors of the society including representatives from NGOs, business organizations, academics, government personnel and the Earth Council, a multi-stakeholder assembly was organized to share related experiences and information and create a platform to establish the Bangladesh NCSD with a TOR that is related to the National Agenda 21. It was hoped that the Bangladesh Committee for Sustainable Development (BCSD) would serve the government as an expert pool of knowledge on sustainable development in different sectors.

BACKGROUND TO THE WORKSHOP

1.1 UN General Assembly

On 15 December 1998, the 53rd Session of the UN General Assembly considered and adopted the report of the Second Committee for an overall review and appraisal of the draft resolution containing sustainable development and international economic cooperation issues. The Assembly particularly stressed the need for the effective participation and cooperation between local authorities, other partners and relevant actors of civil society.

The two pertinent reports related to environment and sustainable development are:

- Environment and Sustainable Development
- Implementation of and Follow-up to the outcome of UNCED

1.1.1 Environment and Sustainable Development

The report of the Second Committee on Environment and Sustainable Development (UNEP A/53/609/Add.6) contained one draft decision and three draft resolutions. These were on:

- The impact of the El Niño phenomenon;
- International institutional arrangements related to environment and development; and
- The report of the Governing Council of the United Nations Environment Program.

These resolutions basically emphasized the importance of ecological linkages between the different relevant Conventions, and requested the UN Secretary-General to prepare a report identifying actions to improve coherence in various intergovernmental organizations and processes through better policy coordination at the intergovernmental level. The resolution on the report of the Governing Council of UNEP declared UNEP to be the principle UN body in the field of environment, which is responsible for setting the global environmental agenda.

1.1.2 Implementation of and Follow-up to the Outcome of UNCED

The draft resolution on Implementation of and Follow-up to the Outcome of UNCED (A/53/609/Add.1) stresses the need to accelerate full implementation of Agenda 21 and recognizes the Commission for Sustainable Development (CSD) to be the central forum for reviewing progress in the implementation of Agenda 21. The UNEP urges the CSD to further its efforts and continue to complement and provide inter-linkages to the work of other United Nations organs, organizations and bodies active in the field of sustainable development.

1.2 A Brief Introduction to the UN Commission on Sustainable Development (CSD)

The UN Commission on Sustainable Development (CSD) was created following the 1992 UN Conference on Environment and Development (UNCED) to follow up on the UNCED agreements, enhance international cooperation and examine implementation of Agenda 21. The Division for Sustainable Development of the UN Department of Economic and Social Affairs (DESA) serves as the CSD Secretariat. The CSD meets annually at UN Headquarters in New York. The spring (April-May) meetings are preceded by two weeks of inter-sessional meetings (February-March). Expert meetings often focus on CSD agenda items prior to the inter-sessional meetings and/or the Commission sessions. Earth Negotiations Bulletin (ENB) has covered all of the inter-sessional and CSD meetings (ENB CSD Archives). The following discussion summarizes the CSD's mission, its first five years and the agenda for its sixth till tenth session.

1.2.1 The CSD's Origin and Mission

The Commission on Sustainable Development was envisioned in Agenda 21 and the program of action was adopttted by the 1992 UN Conference on Environmentt and Development (UNCED). In 1992, the 47th session of the UN General Assembly set out, in resolution 47/191, the terms of reference for tthe Commission, its composition, guidelines for the participation of NGOS, the organization of work, its relationship with other UN bodies and tthe secretariat arrangements. The CSD has met annually since then.

Agenda 21 called for the creation of the CSD to :

- ❑ Ensure effective follow-up of UNCED;
- ❑ Enhance international cooperation;
- ❑ Rationalize intergovernmental decisionmaking capacitty; and
- ❑ Examine progress in the implementaion of Agenda 21 at the local, national, regional and international levels.

1.2.2 CSD Agenda and Accomplishments Since its Formation

CSD 1 - 4

The CSD's first substantive session met from 14-25 June 1993 and adopted a multi-year thematic program of work. CSD-2, CSD-3 and CSD-4 subsequently met at UN Headquarters in New York during annual spring sessions. Each session reviewed different sectoral chapters in Agenda 21. They all considered cross-sectoral issues including finance, technology transfer, trade and the environment, and consumption and production patterns. CSD-2 added panel discussions to the work method to enable participants to enter into a dialogue on the session's agenda items. CSD-3 established the Intergovernmental Panel on Forests (IPF). CSD-4 completed the Commission's multi-year thematic program of work and began considering preparations for the 19th Special Session of the UN General Assembly (UNGASS) to Review Implementation of Agenda 21

CSD 5 and UNGASS

Negotiations on the text adopted at UNGASS began during the CSD's ad hoc open-ended Inter-sessional Working Group in February 1997 and continued in April at CSD-5. Due to the large number of outstanding issues, the Chair convened informal consultations from 16-21 June 1997. To review the Implementation of Agenda 21, the 19th United Nations General Assembly Special Session met at UN Headquarters in New York from 23-27 July 1997, five years after UNCED. Fifty-three Heads of State and Government, along with ministers and other high-level officials addressed the Assembly during the weeklong meeting. Negotiations held in a Committee as a whole, as well as several ministerial groups, produced a program for further Implementation of Agenda 21.

CSD - 6 to CSD - 10

Among the decisions adopted at UNGASS was the CSD work program for the following five years. It identifies sectoral, cross-sectoral and economic sector/major group themes for CSD 6-9 to consider. Overriding issues for each year will be poverty and consumption and production patterns.

The agenda for CSD-6 (1998) covered strategic approaches to freshwater management, transfer of technology, capacity building, education, science, awarencess raising, industry, and the outstanding chapters of the Small Island Developing States (SIDS) Program of Action. CSD-7 (1999) focused on oceans and seas, consumption and production patterns, and tourism.

CSD-8 (2000) AND ITS SPECIFIC OBJECTIVES

The major issues to be addressed in CSD-8 are:

- ❑ Integrated planning and managementt of land resources;
- ❑ Financial resources;
- ❑ Trade, environment and economic growth; and
- ❑ Agriculture and Rural development

CSD-8 (2000) will deliberate on integrated planning and management of land resources, financial resources, trade and investment and economic growth and agriculture. There will also be a "Day of Indigenous People." CSD-8 has more current relevance, since they will be focusing on issues of importance of the present year. CSD-9 (2001) will be concentrating on atmosphere, energy and transport, and international cooperation for an enabling environment, information for decision-making and participation. Finally, CSD-10 (2002) will provide a comprehensive review of the previous agendas.

1.2.3 Detailed Discussion on the CSD-8 Themes

Theme 1: Integrated Planning and Management of Land Resources

Land is normally defined as a physical entity in terms of its topography and spatial nature; a broader integrative view also includes natural resources: the soils, minerals, water and biota that the land comprises. These components are organized in ecosystems, which provide a variety of services essential to the maintenance of the integrity of life-support systems and the productive capacity of the environment.

Expanding human requirements and economic activities are placing ever increasing pressures on land resources, creating competition and conflicts and resulting in sub-optimal use of both land and land resources. By examining all uses of land in an integrated manner, it makes it possible to minimize conflicts, to make the most efficient tradeoffs and to link social and economic development with environmental protection and enhancement, thus helping to achieve the objectives of sustainable development.

These issues are addressed in Chapter 10 of Agenda 21, and they have been the subjects of discussion by the CSD at its 3rd session and by the General Assembly in its 19th Special Session. In the context of the Commission's multi-year program of work, integrated land management will again be on the agenda of the CSD at its 8th session in the year 2000. This integrated approach to land management as the coordination of the sectoral planning and management activities related to various aspects of land use and land resources have also been considered in this chapter.

Such an integrated approach should consider, on one hand, all environmental, social and economic factors (including, for example, impacts of the various economic and social sectors on the environment and natural resources) and, on the other, all environmental and resource components together (i.e. air, water, biota, land and geological and natural resources). Its main objective is to facilitate allocation of land to the uses that provide the greatest sustainable benefits and to promote the transition to a sustainable and integrated management of land resources. A lot of emphasis is given to forestry for sustainable land use practice. A large amount of national information already exists on forests and national progress towards sustainable forest management within the United Nations system and other intergovernmental organizations.

Theme 2: Agriculture and Rural Development

Chapter 14 of Agenda 21, on sustainable agriculture and rural development, notes that, by the year 2025, 83 per cent of the expected global population of 8.5 billion will be living in the developing countries. Yet the capacity of available resources and technologies to satisfy the demands of this growing population for food and other agricultural commodities remains uncertain. Agriculture has to meet this challenge, mainly by increasing production on land already in use and by avoiding further encroachment on land that is only marginally suitable for cultivation.

Major adjustments are needed in agricultural, environmental and macroeconomic policy, at both national and international levels, in developed as well as developing countries, to create the conditions for Sustainable Agriculture and Rural Development (SARD). This will involve education initiatives, utilization of economic incentives and the development of appropriate and new technologies, thus ensuring stable supplies of nutritionally adequate food, access to those supplies by vulnerable groups, and production for markets, employment and income generation to alleviate poverty, and natural resource management and environmental protection.

The Commission on Sustainable Development discussed sustainable agriculture and rural development at its 3rd session and by the General Assembly during its 19th Special Session. According to the Commission's multi-year program of work, it will again be considered by the Commission at its 8th session in the year 2000. The Task Manager for this chapter is the Food and Agricultural Organization (FAO) of the United Nations.

Theme 3: Finance

The General Assembly decided that the United Nations Conference on Environment and Development should identify ways and means of providing new and additional financial resources for environmentally sound development programs and projects in a country. These means have to be in accordance with national development objectives, priorities and plans and should consider ways of effectively monitoring the provision of such new and additional financial resources so as to enable the international community to take further appropriate action on the basis of accurate and reliable data.

Various funding mechanisms, including voluntary ones, should be considered and the possibility of a special international fund and other innovative approaches should be examined, with a view to ensuring, on a favorable basis, the most effective and expeditious transfer of environmentally sound technologies to developing countries. (Agenda 21) Decisions on finance for sustainable development were taken by the Commission at its 2nd, 3rd, 4th and 6th sessions and by the General Assembly at its 19th Special Session [Earth Summit] in its Resolution S/19-2 on the Program for the Future Implementation of Agenda 21. Finance for sustainable development will again be considered by the CSD at its 8th session in the year 2000.

Theme 4: Trade and Environment

International Cooperation to Accelerate Sustainable Development in Developing Countries and Related Domestic Policies is the subject of Chapter 2 of Agenda 21. The Chapter states that, in order to meet the challenges of environment and development, states have decided to establish a new global partnership. This partnership commits all states to engage in a continuous and constructive dialogue, inspired by the need to achieve a more efficient and equitable world economy. The partnership commitments have to keep in view the increasing interdependence of the community of nations and the importance of sustainable development as a priority item on the agenda of the international community.

It recognizes that economic policies, both of individual countries and in international relations, have great relevance to sustainable development. A supportive external economic environment is crucial. The international economy should therefore provide a supportive international climate for achieving environmental and developmental goals by following certain procedures.

Procedures for achieving sustainable trade:

- Promiting sustainable development through trade liberalization;
- Making trade and environment mutually supportive;
- Providing adequate financial resources to developing countries and dealing with international debt; and
- Encouraging macroeconomic policies conducive to environment and development.

Trade and environment was discussed from the 1st till 5th sessions of the Commission. Within the framework of the Commission's multi-year program of work, this issue will again be discussed at the 8th session of the CSD as one of the major cross-sectoral themes.

The Task Manager for trade and environment is the United Nations Conference on Trade and Development (UNCTAD).

WORKSHOP DETAILS

2.1 Rationale for the Workshop

Multi-stakeholder participation is essential to the success of a country's efforts towards sustainable development. This was recognized in the 1992 Earth Summit and as such Chapters 8 and 38 of the resulting Agenda 21 called on all countries to establish multi-stakeholder structures and mechanisms to assume the role of following through with the countries' commitments made at the Rio Summit. These multi-stakeholder mechanisms, referred to as National Councils for Sustainable Development (NCSDs), have been accorded importance and given full support and endorsements in view of their unique strategic features that make them effective mechanisms for achieving success in sustainable development efforts. NCSDs provide a venue for overcoming conflicts among various interest groups, identify opportunities and barriers to sustainable development, promote public awareness and participation, and facilitate alliances for private-public action and investments, among others.

The Earth Summit further promoted the integration of the six different dimensions (viz., social, economic, ecological, spiritual, political, cultural) of development to attain sustainable development. These calls in Rio were re-affirmed five years later in Rio-5 Forum and translated into specific recommendations by the Special Session of the UN General Assembly (UNGASS) in June 1997.

Over 100 countries have established NCSDs or similar entities since 1992. However, the success of these mechanisms in integrating sustainable development (SD) into policy and decision-making varies from country to country depending on their mandate, composition and character. Many countries have also prepared National Agenda 21 but some have failed to successfully integrate the six dimensions of development. In short, much still needs to be done to heed the calls of Rio, Rio+5 and UNGASS.

To a large extent, the slower than desired pace of response to above calls has been traced to the lack of political will and capabilities on the part of the major actors. Thus, the Earth Council has put in a lot of efforts towards the strengthening of governmental and non-governmental capabilities in critical SD initiatives such as planning, investment programming and advocacy. It is also working closely with global bodies such as the United Nations and IUCN to strengthen national and multi-stakeholder participation and contributions to global discussions. The Earth Council and financial institutions such as the Global Environmental Facility (GEF) have also been collaborating to help countries integrate their global commitments in their national plans and programs.

All these efforts are geared towards the institutionalization of multi-stakeholder participation in the global forum such as the annual sessions of the Commission on Sustainable Development (CSD). It is hoped that by the 10th anniversary of the Earth

Summit (Rio+10), the NCSDs will already be in the mainstream of UN activities and discussions. The UN, the Earth Council and other global institutions have been working towards the realization of this objective. For instance, work has been underway towards the holding of a Global NCSD Forum immediately before CSD-8. And to ensure that national participation will be meaningful, efforts have also been put into the organization of NCSDs and national preparations for the Forum and the CSD-8.

Bangladesh has always been an active participant in the SD forums and the Earth Council initiatives such as the Rio+5 national consultations and Civil Society Review Process, and special focus reports such as Measuring Progress in the Implementation of the Biological Diversity Convention (IUCN) and Protecting the Atmosphere (World Resources Institute). These initiatives identified a number of priority areas that required to be followed up to support sustainability in Bangladesh.

Moreover, Bangladesh has a good number of active governmental and non-governmental organizations dealing with the SD issues. Bangladesh, however, is yet to organize an NCSD so that the initiatives of all these organizations may be coordinated well. The synergy that can be created from the various strengths and coordinated actions of these organizations, would surely allow Bangladesh to play a leading role in the SD initiatives in the regional and global arenas.

It is within this context that the Swedish International Development Cooperation Agency (SIDA) and the Earth Council, in collaboration with IUCN, helped Bangladesh in holding a national forum on sustainability. The forum would discuss the national issues pertaining to CSD-8 themes, and help Bangladesh become a significant actor centering on the evolving paradigm in national and global organizational structures and processes. The forum would also orient the participants in multi-stakeholder integrative sustainability planning (MISP) so that they might practise this in the discussions and in drawing up the forum outputs (e.g., Action Agenda). Needless to say, the forum would build on the findings, recommendations and reports of the past initiatives earlier mentioned.

2.1.1 Participants

About 40 representatives of governmental and non-governmental organizations playing major roles in leading the process of sustainability in Bangladesh participated in the Forum. The participants were a mix of policy and decision-makers, experts on sustainable development issues particularly on the themes of UNCSD 8, SD advocates, academics, consumers, and producers.

2.1.2 Objectives of the Workshop

- Foster and institutionalize multi-stakeholder constituencies, processes and mechanism (i.e., NCSD) for sustainable development in Bangladesh;

- Reinforce existing capabilities on multi-stakeholder participation and integrative approaches to SD planning and management;
- Strengthen the linkages and contributions of Bangladesh to regional and global SD initiatives;
- Strengthen the capacities of Bangladesh to link Global policy agenda and Agreements into its national sustainable development policies, strategies and programs;
- Promote better understanding of the CSD-8 themes and forge national consensus and positions on attendant issues;
- Prepare for Bangladesh's participation in Global Forum 2000 and Rio+10; and
- Integrate the Earth Charter principles as an ethical framework for national and local Agenda 21s.

2.2 Detailed Description of the Workshop and the Technical Sessions

There were four technical sessions, in total, during the two-day forum, excluding the inaugural and concluding sessions. Detailed descriptions of all the sessions are provided chronologically in the following sections.

2.2.1 Detailed Description of Day 1 Agenda (20 December 1999)

Inaugural Session-Day 1

- ❑ Registration
- ❑ Welcome Address by **Dr. Aniun Nishat,** Country Representative, IUCN, B
- ❑ Address by **Mr. Maximo Kalaw,** Executive Director, Earth Council
- ❑ Address by **Dr. Cielito F. Habito,** Special Adviser to the Earth Council
- ❑ Inaugural speech by Chief Guest **Mr. A. M. Anisuzzaman,** Food and Agriculture Adviser to the Prime Minister, Government of Bangladesh (GoB)

Inaugural Session-Day 1
Chair: Ainun Nishat

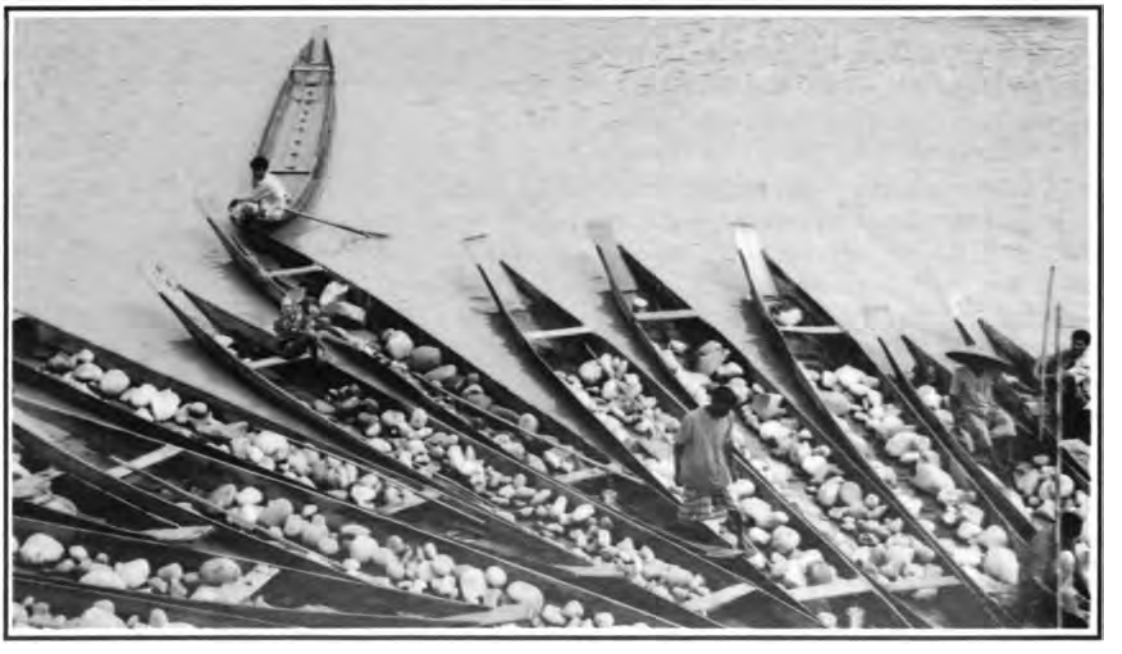
An inaugural session officially launched the workshop on 20 December 1999. The session began with the registration of the participants. The chief guest for this ceremony was **Mr. A. M. Anisuzzaman,** Food and Agriculture Advisor to the Prime Minister of Bangladesh. Other special guests who addressed the forum during the inaugural session were **Mr. Maximo Kalaw,** Executive Director, Earth Council, **Dr. Cielito F. Habito,** Special Adviser to the Earth Council and **Dr. Ainun Nishat,** Country Representative, IUCN-Bangladesh.

In his welcome address **Dr. Nishat,** Country Representative of IUCN-Bangladesh, conveyed regrets and apologies on behalf of Syed Marghub Murshed, Secretary, Ministry of Environment and Forest (MoEF) who could not attend the workshop as he was in a Cabinet meeting. Dr. Nishat also stated the importance and need for our own National Council for Sustainable Development and the role this workshop could play in that regard. He talked about the themes of the CSD-8 with special emphasis on agriculture and rural development and their relevance to our country. He accentuated the efforts of Bangladesh over the last few decades in the agricultural sector and highlighted some of Bangladesh's major achievements and shortcomings in this sector. He expressed his surprise and disappointment at the fact that since signing the Rio agenda till now there were no efforts made towards the establishment of a multi-sectoral body governing the path of sustainable development in our country as was called for by Agenda 21. This was the reality despite the fact that the Chairman of the NCSD, Asia Pacific, Dr. A. Atiq Rahman was from Bangladesh. In closing, he expressed his gratitude to the Earth Council for its support, SIDA for funding the workshop and Mr. Anisuzzaman for consenting to be the Chief Guest at the ceremony.

Mr. Maximo Kalaw, Executive Director of the Earth Council, thanked IUCN for their efforts in organizing the workshop. He stressed the importance of a change in our development paradigms and concepts pertaining to sustainable development. He said that we are at the crossroads; there has been a shift of values from land to mobile international factors of production. Competition among nations is no longer over land but rather over resources and market capital. A new level of access into collective global consciousness has been possible because of new information technology, intellectual property rights etc. Multi-sectoral integrated planning involving stakeholders from all facets of the society (government sector, non-government sector, academia, press, business etc.) is necessary to further the cause of sustainable development, environmental planning and most importantly, for setting an agenda through open dialogue between the concerned parties. He underscored the role of this workshop in linking the agenda 21 activities and nationalizing it according to the needs and requirements of Bangladesh.

Dr. Cielito F. Habito, the former Planning Minister of the Philippines and Special Advisor to the Earth Council, then addressed the participants of the workshop. He stated that planning has recently assumed an integrative multi-sectoral approach in the development sector. He introduced the multi-stakeholder analysis concept, and stated the importance and the expedient need for forming a Bangladesh National Council for Sustainable Development to better prepare Bangladesh to participate in the future global SD (Sustainable Development) initiatives.

The Chief Guest, **Mr. A.M Anisuzzaman,** delivered the final address of the inaugural session. He applauded IUCN and Dr. Nishat for their efforts in furthering the cause of sustainable development in Bangladesh. He spoke of excessive population, poverty, lack of sanitation, poor health, malnutrition, limited marketable resources and low literacy level as the main factors impeding development in the country. He stressed the need for a shift in our development regime towards embracing the issues of the new millennium. He emphasized the need to change our development practices keeping in tune with the WTO and global production and trade focuses. He reiterated the significance of uniting planners, decision-makers and environmentalists in an effort to establish and associate globalization and environmental concerns. He established the importance of combining the two terms 'Globalization' and 'Environment' and evaluating them from the unique perspective of Bangladesh. He stated his hope that the workshop would serve as a platform for establishing a multi-sectoral national body, which would contribute as the National Council for Sustainable Development.



Technical Session 1-Day 1

Chair: Dr. Zafrullah Chowdhury

Rapporteur: Dr. Md. Nazrul Islam

Technical Session 1 began with a keynote speech by **Dr. A. Atiq Rahman,** Director, Bangladesh Center for Advanced Studies. **Mr. Maximo Kalaw,** Executive Director, Earth Council then delivered a speech on Global Sustainable Development (SD) initiatives. The third speaker of this session **Ms. Ella S. Antonio,** Area manager for Asia-Pacific, Earth Council presented an overview of the NCSDs and then described the Philippines and Mongolia experience in formulating and implementing the NCSDs. The floor was then opened for discussion and later, the Chairperson Dr. Zafrullah Chowdury, Program Coordinator, Gonoshasthya Kendra summed up the pertinent issues raised.

Technical Session 1- Day 1

- **"Bangladesh Perspective on Sustainable Development"** by Dr. A. Atiq Rahman, Director, Bangladesh Center for Advanced Studies
- **"Global Sustainable Development (SD) Initiatives (e.g. Earth Charter Campaign, Global Forum 2000, Rio+10)"** by Mr. Maximo Kalaw, Jr.;
  Executive Direcor, Earth Council
- **"Multi-stakeholder National Councils for Sustainable Development: the Cases of the Philippines and Mongolia"** by Ms. Ella S. Antonio, Area Manager for Asia - Pacific, Earth Council.
- Open discussion and summing up by the Chair

"Bangladesh Perspective on Sustainable Development"

by A. Atiq Rahman

Director, Bangladesh Center for Advanced Studies

In his keynote speech, **Dr. A. Atiq Rahman** posed the question that why in spite of an unprecedented amount of wealth in the present world, a major part of the population is malnourished and below the poverty line. He explained that this contradiction needs new thinking towards an approach to sustainable development, both at national and international levels, which would also mean a socially just economic development.

While analyzing the intra-country situation in Bangladesh, Dr. Rahman held that wrong policies are causing discrimination in the distribution of wealth and thus pollution of environment to a disproportionate extent. Because of sectoral approach, Bangladesh's national policy has been extremely inadequate to integrate the six dimensions of the concept of sustainable development namely, the social, economic, political, cultural, ecological and spiritual dimensions.

He identified the major successes that Bangladesh has achieved in the recent years and opined that sustainable development could build up on those successes. Dr. Rahman questioned the validity of some popular myths like 'The poor degrades environment and threatens sustainable development', 'Sustainable development can be possible without addressing poverty', 'The poor do not know what is good for them', The poor are bad managers' etc. and emphasized the need for poverty elimination as a first step towards achieving sustainable development.

The achievements of Bangladesh in recent years:

- ❑ Transition from autocracy to democracy;
- ❑ Decrease in population growth rate;
- ❑ Emergence of garments and related industries;
- ❑ Emergence of NGOs in micro credits;
- ❑ Development of aquaculture and horticulture;
- ❑ Improvement in the public health sector;
- ❑ Increase in legal advocacy;
- ❑ Improvement in disaster management; and
- ❑ Enhancement of the government's capacity to resolve outstanding problems like the Ganges River water dispute and Chittagong Hill Tracts tensions.

The key issues to be addressed at the planning level:

- ❑ Pro-poor planning;
- ❑ Social mobilization for sustainable development;
- ❑ Support witth micro-credit;
- ❑ Enhancing resource availability;
- ❑ Education and human resource development, particularly, for women;
- ❑ Ensuring people's participation in decision making;
- ❑ Developing a better understanding of indigenous knowledge;
- ❑ Ensuring access of the poor to common property resources; and
- ❑ Linking the poor to formal economic system through market support and technology.

He stated that the proposed Earth Charter of Bangladesh must have three aspects: an evaluating mechanism, participation of people and ensuring its meaningfulness. The evaluating mechanism of this National Charter should address poverty, social violation and personal alienation. Participation would mean that people's charter must come from people, not from experts, to reflect the variations in value and belief of people. The Charter must be meaningful, has to be specific, implementable and operational and must contain the basic ethical norms. Dr. Rahman held that such a charter must influence personal behavior, work ethics of professionals, planners and decision-makers and educational curricula both at formal and informal levels and it must be a part of popular culture.

He concluded that national political consensus is a must pre-requisite to address the key challenge of environmentally sound, socially just and equitable development, i.e. sustainable development.

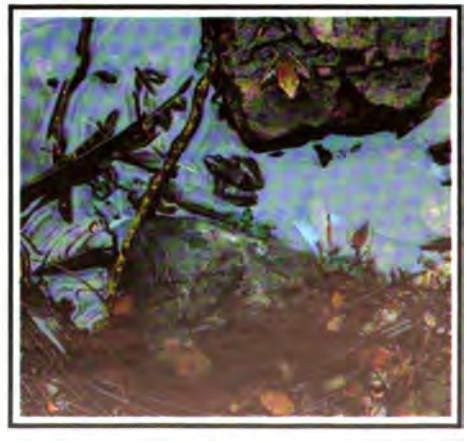
His discussion was followed by some questions raised on the floor. He was asked why he hadn't mentioned shrimp culture and export as one of the few achievements of Bangladesh. In answer, he cited the negative environmental consequences of shrimp culture and stated that even though it has benefited certain aspects of trade, it has at the same time, caused tremendous disruption to the surrounding ecology. He was also reminded of the achievements of Bangladesh in terms of 'disaster management' in the past few decades and was asked to include that in his list of achievements to which he consented readily.

"Global Sustainable Development (SD) Initiatives (e.g. Earth Charter Campaign, Global Forum 2000, Rio+10)"

by Maximo Kalaw, Jr.

Executive Director, Earth Council

Mr. Kalaw emphasized the importance of multi-stakeholder participation in ensuring the success of a country's efforts towards sustainable development. The Earth Summit, 1992 and Chapters 8 and 38 of the Agenda 21 recognized the importance of multi-stakeholders mechanisms referred to as National Councils for Sustainable Development (NCSDs) in view of their unique strategic features for achieving success in sustainable development efforts. Mr. Kalaw observed that the success of the over 100 countries that have established NCSDs varied from state to state and the National Agendas 21 of some of those countries have failed to integrate the six dimensions of sustainable development. He explained the importance of institutionalization of multi-stakeholders participation in the global forums



such as the annual session of CSD and expected that the NCSDs would be in the mainstream of UN activities and discussions by the 10th anniversary of the Earth Summit (Rio+10).

"Multi-stakeholder National Councils for Sustainable Development: The Cases of the Philippines and Mongolia"

by Ella S. Antonio
Area Manager for Asia-Pacific, Earth Council

Ms. Ella Antonio introduced NCSDs as one of the preconditions for attaining sustainable development. While the Earth Charter is the spiritual soul of sustainable development, NCSD is the framework for such development.

Ms. Ella ascribed NCSD as the voice for sustainability, mechanism for policy integration, entities for problem solving, venue for cooperative action and commitment, and vehicle for promoting awareness and information dissemination. A good NCSD should have official status, a clear mandate and wide sectoral representation. It should incorporate substantive agendas and influence national plan, policies and progress, facilitate participation and cooperation among major stakeholders groups, integrate SD efforts in their various dimensions at national level, localize global agreement in national conditions and provide informed participation of civil societies in UN deliberations.

She analyzed the Philippines and Mongolia's experience in Multi-stakeholder National Councils for Sustainable Development and explained the basic features of the Philippines Council for Sustainable Development (PCSD) and Mongolia Council for Sustainable Development (MCSD).

She held that the achieved success of PCSD in implementing the commitments in the light of UNCED and Philippine Agenda 21 is due to meaningful and constructive participatory approach.

According to Ms. Ella, the Mongolian experience has shown that for sustainable development to occur, all government institutions should contribute ideas, information, analysis and evaluation, and collectively help to build the plan for the nation's future.

The challenges Mongolia has faced in developing Multi-stakeholder National Councils for Sustainable Development are:

- ❑ Lack of financial resources;
- ❑ Limited national capacity; and
- ❑ Need for new ecological paradigms and SD.

The challenges and roadblocks, which the PCSD experienced in developing Multi-stakeholder National Councils for Sustainable Development are:

- ❑ Initial suspicion and distrust between government and civil society counterparts;
- ❑ Dynamics within civil society;
- ❑ Differences in consensus building; and
- ❑ Small budget.

She expressed an expectation that the Mongolian NCSD would continue acting as a catalyst and coordinate promoting and supporting the implementation of their Agenda 21 across the country.

Her presentation was followed by some questions from the participants. She was asked whether National Environmental Management Action Plan (NEMAP) and NCSD could be

integrated and also if there were any linkages between CBD, NRM, Agenda 21 and NCSD. She apologized for her lack of familiarity with the NEMAP process and hence attempted to address the latter question only. She responded affirmatively that indeed all of them are complementary to each other since they do address certain overlapping issues. Some suggestions were made from the floor regarding the need for placing some specific questions for ethical and technical support at the National Environment Council (NEC) meetings.

Technical Session 2 - Day 1

Chair: A. R. Khan

Rapporteur : Sharmind Neelormi

This session began with the first paper being presented by **Dr. Cielito F. Habito,** Special Adviser to the Earth Council And the former Planning Minister of the Philippines entitled, "Multi-stakeholder Integrated Sustainability Planning : Towards Holistic Development". The following two papers were presented by **Dr. Enamul Haque,** Associate Professor, Department of Economics, North South University and **Dr. Mahfuzul Haque,** National Program Coordinator, Program Management Unit (PMU), Sustainable Environment Management Program (SEMP), MOEF on "Strengthening of Financial Capacities for Promoting Sustainable Development in Bangladesh" and "Situational Analysis of Sustainable Development Initiatives in Bangladesh" respectively.

After the presentations, the participants were invited to discuss the topics addressed in the papers, question them and to introduce alternative solutions and perspectives to the ones already presented. The session Chair, **Mr. A. R. Khan,** Director General, Department of Environment, summed up the papers presented, also the discussion points.

Technical Session 2 - Day 1

- ❑ **"Multi-stakeholder Integrated Sustainability Planning: Towards Holistic Development"** by Dr. Cielito F. Habito, Special Adviser to the Earth Council
- ❑ **"Strengthening of Financial Capacities for Promoting Sustainable Development in Bangladesh"** by Dr. Enamul Haque, Associate Professor, Department of Economics, North South University.
- ❑ **"Situational Analysis of Sustainable Development Initiatives in Bangladesh"** by Dr. Mahfuzul Haque, National Program Coordinator, PMU, SEMP, MoEF, GoB.
- ❑ Open discussion and summing up by the Chair

"Multi-stakeholder Integrated Sustainability Planning (MISP): Towards Holistic Development"

by Dr. Cielito F. Habito

Special Adviser to the Earth Council

Dr. Habito opened his presentation by introducing the concept of MISP to the audience. He stressed its criticality for developing national sustainable planning programs. He stated that sustainability of any development depends crucially on the process by which planning for development is carried out as much as it does on the substance and content of the development plan itself. Consistent with the preceding philosophy, the concept of MISP puts uniform emphasis on both the mechanisms and processes for formulating sustainable development plans as well as the property features, objectives and substance of such plans. He stated the fundamental principles on which MISP is based:

- Multi-stakeholder mechanism;
- Multi-disciplinary approach;
- Multi-level participation (local, national, regional and global);
- Coordinative network;
- Dynamic and iterative; and
- Flexible and adaptive.

MISP stresses on horizontal and vertical empowerment as a general approach serving as the inceptive stage of guiding framework for planning. He explained both the terms.

The properties of **Horizontal empowerment** are:

- People from all sectors and ecosystems are invited to express their opinions and chart their own course in the development plans;
- Interactions between different sectors of society and economy complement the process for the greater good.

The properties of **Vertical empowerment** are:

- Enhancement of communication, coordination and co-relation among the various levels and strata of society and government;
- The aspirations and needs of the grassroots are integrated and guided by global and national imperatives essential for a holistic development approach.

The procedure of conducting the MISP cycle in Planning :

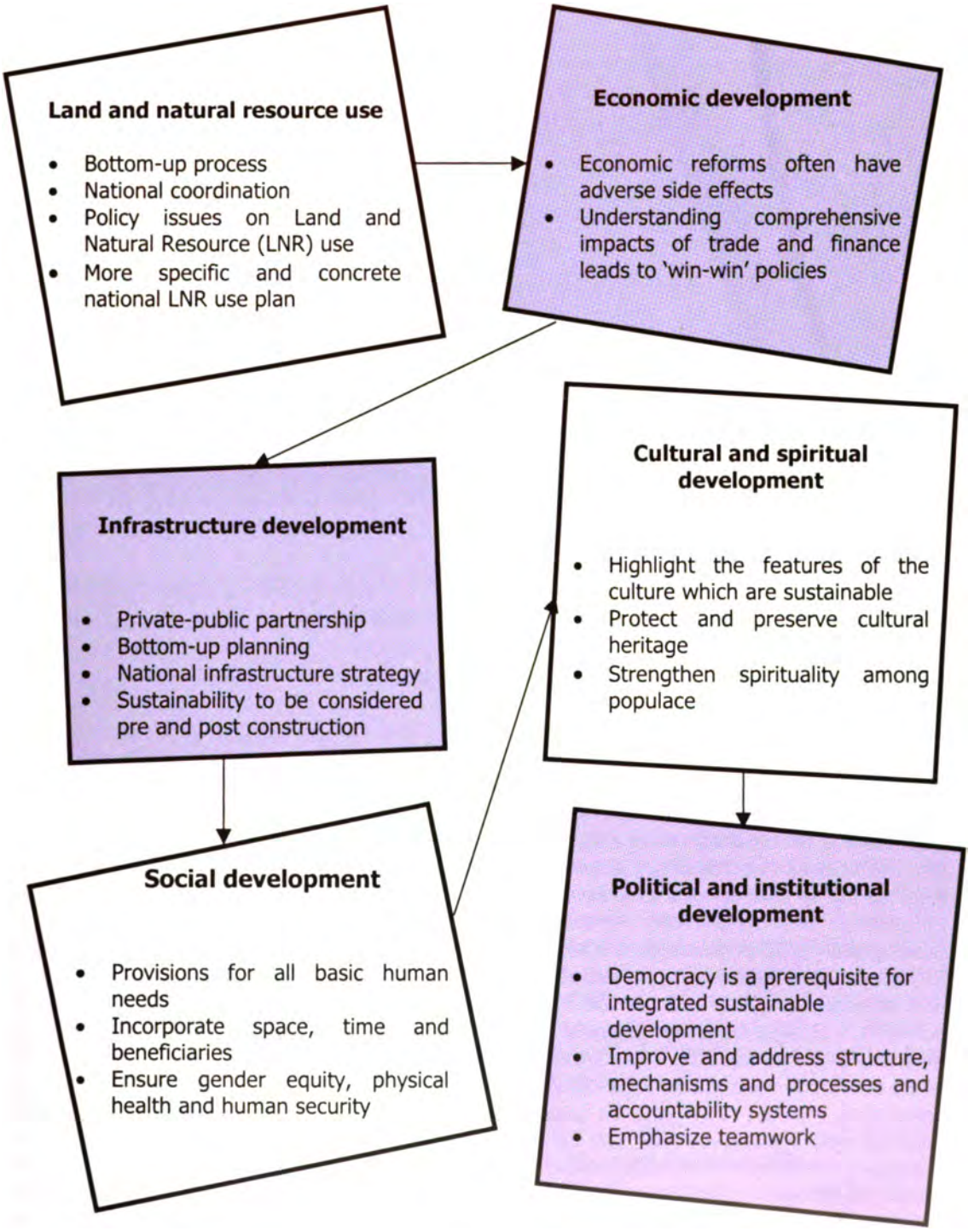
- ❑ Formulate a vision and mission : what do we want to be?
- ❑ Analyze the current situation : where are we now?
- ❑ Set goals, objectives and targets : where do we want to go?
- ❑ Draft sustainable development strategies : how do we get there?
- ❑ Sustainable investment programming: sustainability on the ground.

He reiterated the importance of full comprehension and appreciation of the interrelationships among the dimensions of sustainable development to achieve a truly integrated sustainable development plan. The MISP action matrix is a tool that Dr. Habito promoted to carry out the SWOT analysis and formulating the ICP (issues, concerns and policies) table to get a better and concise understanding of the entire process. He spoke of the six dimensions of development: social, economic, ecological, political, cultural, spiritual.

He compared the development of MISP plan components with staging a theatrical production:

- Land and natural resource use to 'the stage'
- Economic development to 'the production'
- Infrastructure development to 'the props'
- Social development to 'the characters'
- Cultural and spiritual development to 'the stagecraft and artwork'
- Political and institutional development to 'the director and crew'

The six dimensions of a development plan and points to remember



Dr. Habito spoke about the integrated sustainable investment programming and emphasized the necessity to address the requirements of ecosystems besides human needs, by incorporating the multi-dimensions of sustainable development into the development plan. He stressed on the importance of prioritizing according to widely accepted criteria and promoting multi-stakeholder participation. He said that the formulators should have the courage to see the plan through, change and augment the planning structures depending on the circumstances, and monitor the progress and need of the development plan regularly. He explained that ideally the planning team must be composed of representatives from sectors of both the vertical and horizontal strata of society and government, and should be based within a specific time frame. He concluded by saying that, by incorporating the demands of the various stakeholders of a nation or region, the success of a development plan is ensured securing global alliance and the greatest good for the greatest number.

"Strengthening of Financial Capacities for Promoting Sustainable Development in Bangladesh"

by Dr. Enamul Haque

Associate Professor, Dept. of Economics, North South University

Dr. Haque started with the general observation that many developing countries are facing a shortage of funds to live up to their Rio commitment. On the contrary, as he observed, many developing countries had been too busy fighting against poverty and providing other basic needs for the present generation. The paper focused on determining the important issues that need to be covered under financing sustainable development and identifying the gaps and possibilities of enhancing the existing financial system. Bangladesh as a signatory to the Agenda 21, is now obliged to pursue a path of sustainable development so that its future generations are not left with fewer alternatives. Given the framework and methodology developed by CSD to determine the status of sustainability, the paper analyzed a few indicators for Bangladesh. the author summarized the attempts and processes that need to be undertaken and internalized in the national GDP to give a true account of the resource consumption scenario in Bangladesh. He reiterated the importance of adopting new financial instruments to account for the resource expenditure pattern of our country. He also stated the importance of adopting the nationalized Agenda 21 measures for sustainable financial accounting and development of our country. In his paper, Dr. Haque also highlighted the available potential avenues and alternatives that can be explored to finance the efforts to improve upon the prevailing conditions and sustainable development initiatives. He identified some of the problems related to financial schemes undertaken by the government and their potential solutions. Dr. Haque's paper implied two means of strengthening financial capacity:

- Use of fiscal and monetary provisions within the economy; and
- Linkage with globally available funds.

It was mentioned that most of the financial allocations were market driven or dependent on availability of funds. The paper analyzed how the flow of Overseas Development Agency (ODA) funds and net resource transfer to Bangladesh as a percentage of its GDP has not been increasing and is having an adverse effect on its natural resource base. Around 10% of the ODA fund is channeled by the NGOs, which Dr. Haque stated, can be used to fund and introduce sustainable development alternatives.

Mathods that were highlighted to strengthen financial capacities :

- Capacity needs to be met to allow internalization of the true cost of resource consumption in the national GDP;
- New innovative financial instruments need to be adopted to account for the resource expenditure pattern of our country;
- A nationalized Agenda 21 needs to be adopted and implemented for sustainable financial accounting;
- The flat pricing mechanism of resources should be revised;
- Multi-lateral Development banks, institutions and private organizations should be explored as potential sources of funding; and
- Capacity building, technical cooperation among stakeholders and market-based incentives should be promoted.

He highlighted the flat pricing mechanism of natural gas and water, in the country, which is responsible for wastage of valuable natural resources. He also talked about innovative pricing mechanisms for stabilizing the over-consumption pattern prevalent in the course of natural resource extraction in Bangladesh. It was mentioned, in his paper, that the country's debt services to export-ratio was falling and that, to enhance other financial resources and mechanism, the paper considered the multilateral development banks and funds as potential sources. The paper also inquired into other financial resources and mechanisms like the multilateral development banks, institutions and funds as potential sources for assistance in capacity building and technical cooperation, private funding, market based incentives, voluntary fund raising and so on.

The presentation was followed by a lively discussion. Participants raised issues of arsenic contaminated water pricing, compensation schemes, energy sector pricing and wastage, and other means of generating finances for sustainable development.

"Situational Analysis of Sustainable Development Initiatives in Bangladesh"

by Dr. Mahfuzul Haque
National Program Coordinator, PMU, SEMP, Ministry of Environment and Forest, GoB

Dr. Haque opened his presentation by highlighting the socio-economic realities of Bangladesh: poverty, populations pressure, malnutrition, limited resource base, frequent natural disasters, lack of environmental awareness and poor enforcement of environmental laws and regulations. He claimed that in the face of such odds, Bangladesh has tried to make the best use of its resources within its limited capacity and undertake sustainable development ventures in order to manage its scarce resources in a sustainable manner.

In his paper Dr. Haque, with the eco-profile of Bangladesh in mind, raised the issues of concern the country is confronted by. He spoke of the natural calamities the country is faced with almost every year, ranging from flood to tidal surges and tornadoes. He spoke of the salinity problems of the south and the drought conditions of the north, soil erosion, fragile ecosystem of the Sundarbans and the limited forests of the country under the constant threat of depletion. He highlighted some other environmental concerns such as soil fertility, water and air pollution, and degradation of natural ecosystems and coastal environment, industrial pollution, excessive natural resource exploitation etc. He raised the issues of concern regarding the booming population growth and the ensuing problems of scarcity of gas, electricity and running water, health and hygiene and other essential commodities. He stated that over 40% of the population live in dire poverty who are unable to manage the bare minimum for a decent life and are faced with the challenges of limited employment and educational opportunities. The pressure created by the excessive population on land and agriculture is taking an adverse toll on the ecology of the country. The immoderate use of agro-chemicals to increase productivity has damaged the soil and water quality, making the practice unsustainable in the long run. He raised the issues of arsenic contamination and ground water table lowering, water quality and availability, salinity intrusion and water logging and their impact on the overall environment and population. Unplanned industrial development and urbanization have reduced the biodiversity of the country depleting natural habitat reserves. Health impacts related to transportation and energy consumption were also mentioned during his presentation.

He also highlighted the sustainable development efforts undertaken by the GOB in the past and their limitations. He spoke of the Convention on Biological Diversity (CBD), Earth Charter, Agenda 21 and the 'Environment and Sustainable Development' initiatives in the Fifth Five-Year Plan (1997-2002) which identified the major areas of concern faced by the country, reviewed the past performance of the government in this area and outlined the objectives and strategies for preventing environmental pollution and degradation. He spoke of the policies and plans concerning environment and development that the GOB has formulated, and the various government agencies, departments and ministries that have been instituted to support sustainable development initiatives in Bangladesh. While discussing the methodology of planning, the author described the participatory planning process followed during NEMAP formulation phase.

He presented the potential interventions that might be introduced and gave a narrative on the sectoral plans, policies, projects and legislation related to environment and development. Towards the end of his presentation, Dr. Haque discussed, in detail, the five-year program titled Sustainable Environment Management Program (SEMP), being implemented by the Ministry of Environment and Forest with the help of 21 sub-implementing agencies, most of which are NGOs.

Some interventions to promote sustainable development as suggested:

- ❑ Policy interventions;
- ❑ Program and project implementations;
- ❑ Legislation and enforcement;
- ❑ Institutional development; and
- ❑ Awareness and advocacy.

In conclusion, he expressed his hope that with continued political commitment and support from the government organizations, NGOs, professional groups' civil society and entrepreneurs, the country will be able to manage its scarce resources in a sustainable way.

2.2.2 Detailed Description of Day 2 Agenda (21 December 1999)

Technical Session 1-Day 2

Chair: Mr. Mustafa Alam

Repporteur: Ms. Rehana Akhter

Technical Session 1-Day 2

- **"Integrated Sustainable Planning and Management of Land Resources in Bangladesh"** by Dr. S. M. Imamul Huq and S. A. Hossain, Soil Science Department, Dhaka University.
- **"Status and Scope of Sustainable Agriculture in Bangladesh"** by Mr. Farhad Mazhar, Managing Director, UBINIG.
- **"Bangladesh Economy and Sustainable Development"** by Mr. M. Asaduzzaman, Director, BIDS.
- Open discussion and summing up by the Chair

Dr. Nishat briefly reiterated the objective of the workshop and then highlighted the outcomes of the previous day. He also announced the changes in the agenda for the day and reinstated the topics to be discussed by the two groups during group work. During this session, three papers were presented. **Dr. Imamul Huq,** Professor, Soil Science Department of Dhaka University presented his paper on "Integrated Sustainable Planning and Management of Land Resources in Bangladesh" which was followed by a presentation by **Mr. Farhad Mazhar**, Managing Director of UBINIG (Policy Research for Development Alternatives) on the "Status and Scope of Sustainable Agriculture in Bangladesh". The final paper for this session was by **Mr. M. Asaduzzaman,** Director, Bangladesh Institute of Development Studies (BIDS) which was on "Bangladesh Economy and Sustainable Development". After the presentations, the floor was opened for further discussion and questions. The session Chair **Mr. Mustafa Alam,** Professor, Department of Economics, Dhaka University concluded the session by enlisting the apposite and important points raised during the paper presentations and the open discussion.

"Integrated Sustainable Planning and Management of Land Resources in Bangladesh"

by Dr. Imamul Huq

Professor, Soil Science Department, Dhaka University

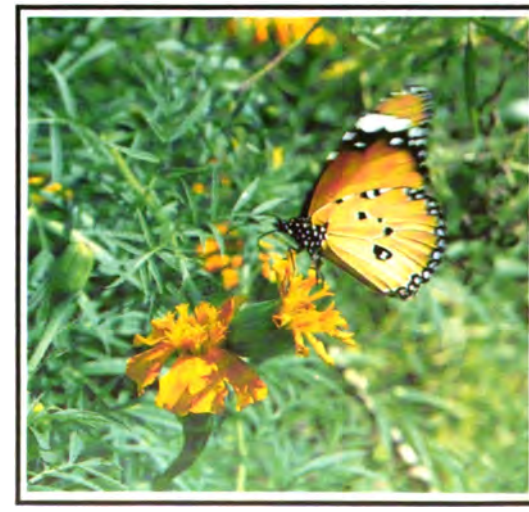
Dr. Imamul Huq began his presentation by projecting the formidable population growth as predicted in Bangladesh beyond the year 2000. He compared the exponential growth of the population with limited land resources and highlighted the potential threat and competition that this might lead to. The competition for land has already led to the utilization of marginal and sub-marginal land and forest area for cultivation and urbanization. He stressed the fact that even though in the official documents it is stated that 13% of our land is under forest cover, in reality, it does not exceed more than 5% with an alarmingly high rate of depletion at 9% each year. He also cited world statistics and compared the ratio of 0.12 ha per person for Bangladesh to 0.3 ha per person worldwide. He stated that by the year 2005 the ratio would peter down to 0.05 ha per person. Thus he argued that our current land use practices are not sustainable in the long run. He accentuated the fact that the decline in forest land is at the root of many environmental problems (green house effect, soil erosion, desertification, reduced navigability of waterways, reduced soil fertility and productivity, reduced rainfall, dearth of fuelwood and timber etc.). He spoke of the high rate of erosion on the hilly slopes due to deforestation that results in the clogging of nearby waterbodies disrupting inland communication. Intensive cultivation dependent on chemical fertilizers and pesticides on the same piece of land all the year round has caused soil contamination reducing its productivity and affecting the surrounding ecological niches, and diminishing the biodiversity of a given area.

He also provided some suggestions to combat and reduce the pressure on soil by practicing certain sustainable use strategies. He stated that, since at present, majority of the land resource available is being used for agriculture, the best way to ensure sustainable use of land is by planning and managing land resources towards sustainable agriculture. He introduced the following concepts to reduce the negative impacts of agriculture on land and its quality:

- Low External Input and Sustainable Agriculture (LEISA) should be introduced;
- Steep hills should be declared as reserve forests and game reserves;
- Only horticultural plantations (fruits, spice, vegetables, rubber, tea) should be allowed in the hilly areas;
- Appropriate watershed management and use should be designed in the hilly regions;
- Salt adapted crops should be introduced in the low salinity regions, allowing salt harvesting in the high salinity regions;
- Shrimp culture should stay clear of productive cultivable lands and appropriate crop-water management regime should be developed;
- Areas prone to drought should have separate and appropriate water storage and rainwater harvesting technologies with packages to maximize the production of *Kharif* crops and some vegetables which require little water;
- Cropping patterns should be restructured according to the different agro-ecological zones and inundation during floods; and
- Special practices should be adopted to reduce the use of fresh water for irrigation purposes such as introduction of wet seeded rice production and water efficient crops, increase water efficiency through recycling etc.

LEISA is defined as the agriculture that seeks to optimize the use of locally available resources by maximizing the complementary and synergistic effects of the different components of the farming system. This type of agriculture seeks to enhance the positive mutual relations between plants, animals, soil, water, climate and people. Maximum atention is given towards recycling of external inputs and efficiency of their use, while minimizing their detrimental environmental impacts. It does not aim at maximizing production within a short span of time but rather at a stable, growing and long-lasting level.

In conclusion Dr. Huq expressed the importance of public awareness raising to ensure proper and sustainable use of our limited land resources.



"Status and Scope of Sustainable Agriculture in Bangladesh"

by Mr. Farhad Mazhar

Managing Director, UBING

Mr. Farhad Mazhar gave a very animated speech on the agricultural concerns of our country. He started off his discussion by introducing the World Trade Organization (WTO) fiasco at Seattle and the reasons behind the retaliation. He said that he would speak on mostly two major topics:

- TRIPS (Trade Related International Property Rights); and
- Sustainable agriculture in Bangladesh.

He spoke of the ongoing debate regarding input-output ratio of the energy-intensive and highly subsidized agriculture of the west and the subsistence farming of the less developed countries. If we claim to be sustainable growers of food, we have to be promoters and practitioners of energy-efficient production systems. He spoke of the need for comparative study of energy use and its effects on crop yields and productivity. He stated that productivity is a relatively new notion worldwide. Not much has been achieved since the Rio declarations or the signing of the CBD (Convention on Biological Diversity) in respect to sustainable agriculture. He spoke of the introduction of new hybrid seeds in Bangladesh agricultural sector and their potential negative impacts on the natural and cultural environment of the rural Bangladesh. He expressed his disappointment with the government for promoting this adverse campaign countrywide. He stressed the importance of installing a strong and competent public research system to foil any such suicidal trends.

Globally, monopolies in this field are growing at an alarming rate despite the fact that the highly advertised positive effects of the hybrid seeds have yet not been possible to substantiate. He spoke of lack of academic research as one of the major causes for so much support for hybrid seeds.

He blamed the green revolution for narrowing down the genetic base with the promise of bountiful productivity. Although initially the introduction of the HYV cultivation did manage to increase the productivity to a certain extent, however, the negative impacts of the energy intensive agriculture (fertilizer and pesticide intensive) has left a tremendous mark on the soil and water quality of the surrounding regions. Mr. Mazhar stated that the reintroduction of indigenous species is, however, a fairly simple task with tremendous scope for improvement in our country.

Some of the negative effects of introducing hybrid seeds into the nature:

- ❑ Technologically not sustainable for a poor country like ours;
- ❑ Reduces veriety and biodiversity in agriculture;
- ❑ The power gets saturated at a certain strata of the society, namely the multi-national companies producing and supplying the seeds; and
- ❑ The age-old methods of preserving seeds will be lost forever, depriving us of this valuable time-tested practice.

He spoke of the success of UBINIG in re-introducing 100 different varieties of seeds in Tangail, which were about to be lost. He said agriculture is a way of life, which has to be reintroduced in rural Bangladesh in order to maintain and conserve our wonderful biodiversity. He emphasized the importance of understanding our agriculture system, developing our indigenous technology and documenting, evaluating and integrating our many cultural practices and knowledge with biodiversity conservation issues. Traditional lifestyle and local/national biological resources need to be conserved, promoted and good practices have to be reproduced widely.

He spoke of the threats some of the local NGOs are posing by collaborating with multi-national companies in their attempts in capturing the national seed market. He stressed the importance of adopting both in-situ and ex-situ conservation steps in order to combat the saturation of the homogenous hybrid seeds in the agricultural sector of our country. Power-tillers and hybrid seeds are the two techniques and inputs being promoted by the government policy makers which are, according to Mr. Mazhar, acting against the concept of conservation and food autarky. He suggested the option of developing a suitable and modern strategy; the advancement of science must be taken into account in scoping out development strategies, but modernism must be handled with care, so as not to disrupt the natural balance of nature. He stressed the need and importance of studies the world over on different aspects of food and agriculture in order to support the decisions being ratified at the government level and to make more informed scientific decisions. Agriculture is interrelated to various other sectors and the choices we make for agriculture can have adverse effect on these sectors as well (fisheries, wildlife, plant species etc.). The importance of studying the interrelationship between these must also be documented and analyzed, according to the author. He suggested the need to initiate a through inventory of the richest and most diverse fish and flora species that is available in Bangladesh.

Some interventions highlighted:

- Traditional knowledge should be integrated with international policies;
- There should be a global plan of action. Germplasms should be created all over the world to preserve genetic diversity;
- Possibilities of reintroducing older genetic material into the nature should be explored;
- Disaster strategies should be adopted to adjust to pre and post flood rehabilitation of land and agricultural resources;
- A comprehensive database should be created by integrating national/ international modern and indigenous knowledge; and
- Identifying the important areas that need to be looked into.

He said that pest management could be best combated by using good quality local seeds and by carrying out mixed cropping practices instead of using chemical pesticides. He said that pest attacks can not be completely eliminated; however, the extent of damage can be reduced and controlled to some extent. He suggested the use of cow-dung and green manure (compost) as fertilizer. This will not affect the soil composition and structure adversely but gently compensate for the elements lost during farming. Mr. Mazhar advocates the possibility of reaching self-sufficiency in food through sustainable agriculture. He states the capacity of the rural people to adapt to these changes and go back to their age-old ways of farming using their indigenous knowledge to combat the adverse weather and natural conditions of the surroundings. Unfortunately, the biggest hindrance towards achieving this is the lack of political will and support.

After the presentation, some pertinent and interesting points were raised by the participants regarding Mr. Mazhar's paper. He was asked if he had raised the issue of the High Yield Variety (HYV) hybrid seeds with the concerned persons at the Ministry of Agriculture and whether he thought it necessary to call for institutional reforms in the agricultural and forestry sectors. In answering this, he said that the pressure of the multinational companies was high and there was little they could do without the aid and support of the GOB in these trade-related matters. He resorted to saying that their pleas against HYV seeds was going unheard and that the only option they had was to build public awareness and resistance through education on the cons of introducing such reforms in the agricultural sector. Another important question was raised on the floor concerning the productivity of indigenous seeds and varieties and their ability to fulfill the food needs of the nation. Even though HYV proliferation has brought about pest attacks, contamination by chemical fertilizers and pesticides, and depletion and deficiency of organic components and nutrients in soils, the question was raised as to the effectiveness of these varieties to support the 200 million plus population of 2025 and the alternative options available.

Mr. Mazhar stated that there is always a balance between population and resource available to support the population. He stated that the green revolution was unable to kèep its promise of being able to match the exponential growth of the population. He commented that these are all ideological arguments and he stressed the importance of resource planning more than population control. He said that we have depleted our fish, forest and food resources without any form of prior stocktaking. He said that *Naya Krishi* Andolan (A New Agricultural Movement- a program of UBINIG involving 50,000 farmers) has proved that a local variety may yield less grain compared to HYV varieties; however, they compensate manifold by producing more biomass and utilities connected with the by-products. If the agro-biodiversity in Bangladesh is maintained, our food needs will be reduced as far as our total cereal requirements are concerned. He said that 40% of the food requirement of the rural poor is fulfilled by roadside plants and vegetables, which are becoming more and more scarce to come across because of homogeneous farming of HYV varieties and use of chemicals. He also stated that HYV is a misnomer when the various inputs (excessive quantity of water, fertilizers, pesticides etc) that are required to produce such crops and the ecological damage (soil quality reduction, nutrient depletion, reduction in biodiversity, chemical pollution etc) caused by them are considered. He argued that Bangladeshi farmers, in spite of subsidy withdrawal, have been able to sustain the productivity to feed the nation. Thus his solution to the productivity problem was to invest in ecological agriculture.

When he was asked who would finance the transition back to the old native varieties and help launch a campaign against input intensive farming of the west, Mr. Mazhar replied that if we can design and develop a campaign for the farmers, we have to be able to fund it with our own resources.

"Bangladesh Economy and Sustainable Development"

by Mr. M. Asaduzzaman

Director, Bangladesh Institute of Development Studies

The paper raised some pertinent issues on sustainable development in the context of Bangladesh. For achieving sustainability, the paper emphasized the harmonious interaction among natural ecosystem, economy and social system. It was mentioned that Bangladesh economy was characterized by almost total dependence on the extraction, use and management of natural resources and the physical environment. Mr. Zaman mentioned that income is the amount, which can be enjoyed and generated in perpetuity. He stressed the fact that human interaction should not hinder the environmental productivity to such an extent that it disrupts the continuity of income generation. Given the very large population and its high rate of growth, the country had to produce as much cereals as it could for consumption on a priority basis, which led to increasing intensity of land use for cropping. Land: man ratio had drastically fallen over the last couple of decades due to population pressure. The energy needs, especially in the rural areas are mostly met from biomass. There are seasonal deficits, which create problems for fish habitat, water for agriculture, industry and powerhouses. Over time, the share of natural resource based commodities to merchandise export earnings had fallen, but despite such falls, it was noticed that the absolute levels had remained higher than before. There has been an intense pressure on the available resources to produce as much as possible by degrading the natural resources to an extent that their continued harvest might become unsustainable.

The Paper cited some estimation of the net value of output loss due to resource degradation. It was also mentioned that there were major uncertainties about the valuation of the extent of degradation. Some of the causes of resource degradation were also mentioned. Two methods were suggested to improve the situation:

- Command and control approach; and
- Market based incentives.

It was recommended that prioritizing our actions could be effective in achieving sustainable development.

Some ways of promoting sustainable economic development :

- ❑ Environmental costs should be internalized;
- ❑ Property rights should be properly defined;
- ❑ Communal property rights should have legal bindings which are enforceable by law; and
- ❑ Development priorities must be set and specific and singular issues must be addressed at a time.

After the presentation, there were suggestions for setting up sustainability indicators for Bangladesh. Some other questions concerning common property rights management were raised. Mr. Asaduzzaman said that most of these were managed by leasing of the property for $1^1/_2$ to 2 years. He also stated that these lease requirements and conditions should be sustainable in nature.

Technical Session 2-Day 2

Chair : Dr. A. Atiq Rahman

This session was the final technical session of the two-day forum and was structured around presentation of the group work and outputs, multi-sectoral input on the group recommendations, exposition of recommendations to the Governmentt officials and reaching a consensus on the potential and prospects of forming a Bangladesh National Council for Sustainable Development and its possible agenda and responsibilities.

Technical Session 2-Day 2

- ❑ Group formation;
- ❑ Working on separate group agenda; and
- ❑ Preparing flipcharts or transparencies for presentation.

The participants were first separated into Groups A and B, depending on their interest and expertise, who worked towards their objectives for two hours. Later, each group selected one of their members to speak and present the group findings at the closing plenary session. Both groups were advised to concentrate more on the first theme on their agenda, since the rest of the points had been discussed during the papers presentation and the open discussion after each session.

Concluding Session-Day 2

Chair: Dr. A. Atiq Rahman

Dr. Atiq started the session by stating the need to look into ways of promoting sustainable development in Bangladesh and the need of setting up a Bangladesh National Council for Sustainable Development, for overviewing the integration of the process of sustainability in developmental activities. He summarized the topics of the papers discussed during the technical sessions of the two-day Forum and spoke about the relevance of the topics and their place in the Agenda 21 and CSD-8 focuses and themes. He also gave a preliminary explanation of the agenda of the two groups, their points of emphasis and responsibilities.

Closing Plenary Session-Day 2

- Presentation of Group A Findings by **Dr. Enamul Haque,** Associate Professor, Dept. of Economics, North South University, Dhaka
- Presentation of Group B Findings by **Mr. Nasimul Haque**, Coordinator, SEMP Component 2.1.2, BCAS
- Plenary session
- Address by Chief Guest **Mr. Muhiuddin Khan Alamgir**, State Minister of Planning
- Address by Special Guest **Syed Marghub Murshed,** Secretary, MoEF, GoB
- Address by **Ms. Shireen Kamal Sayeed,** Assistant Country Representative., UNDP, Bangladesh
- Address by **Dr. Cielito F. Habito,** Special Adviser to the Earth Council
- Address by **Dr. A. Atiq Rahman,** Director, BCAS
- Concluding address by **Dr. Ainun Nishat,** Country Representative, IUCN- Bangladesh

Group A looked into the possible structure and agenda of the NCSD as it would be formed and Group B looked at ways in which sustainable development and Earth Charter principles could be incorporated in the development schemes undertaken in the country. Dr. Enamul Haque and Mr. Nasimul Haque then presented the findings of Group A and B respectively. This was followed by a summarization of the output by the Chair of the session.

Discussion and Recommendations : Group A

by Dr. Enamul Haque
Associate Professor, Department of Economics, North South University

Topic of discussion:

- Action agenda for the formation of NCSD in Bangladesh, including proposed structure, composition, mandate and leadership for meaningful participation in regional and global initiatives;
- Reforming the financial status and mechanisms in accordance with CSD-8 focuses; and
- Issues to consider for national action agenda for trade, investment and economic growth in Bangladesh in accordance with CSD-8 focuses.

The group work and discussion of this group mainly focused on the first discussion point. The other two points were not emphasized during the discussion since they were discussed at length during the paper presentations in the technical sessions.

After detailed discussions, the group members were unanimous on the urgent need to set up a NCSD. Then the main focus of the group was to formulate and draft a possible structure or composition and mandate for Bangladesh NCSD as it is set up.

The members of the NCSD would include representatives from the following sectors:

- Government sector and different ministries;
- Chamber of industries;
- Non-government organizations;
- Media (environmental research activists and journalists);
- Academics (professors and different educational and research institutes);
- Professionals (doctors, engineers, lawyers etc);
- Special groups (ethnic and tribal minorities); and
- Eminent persons.

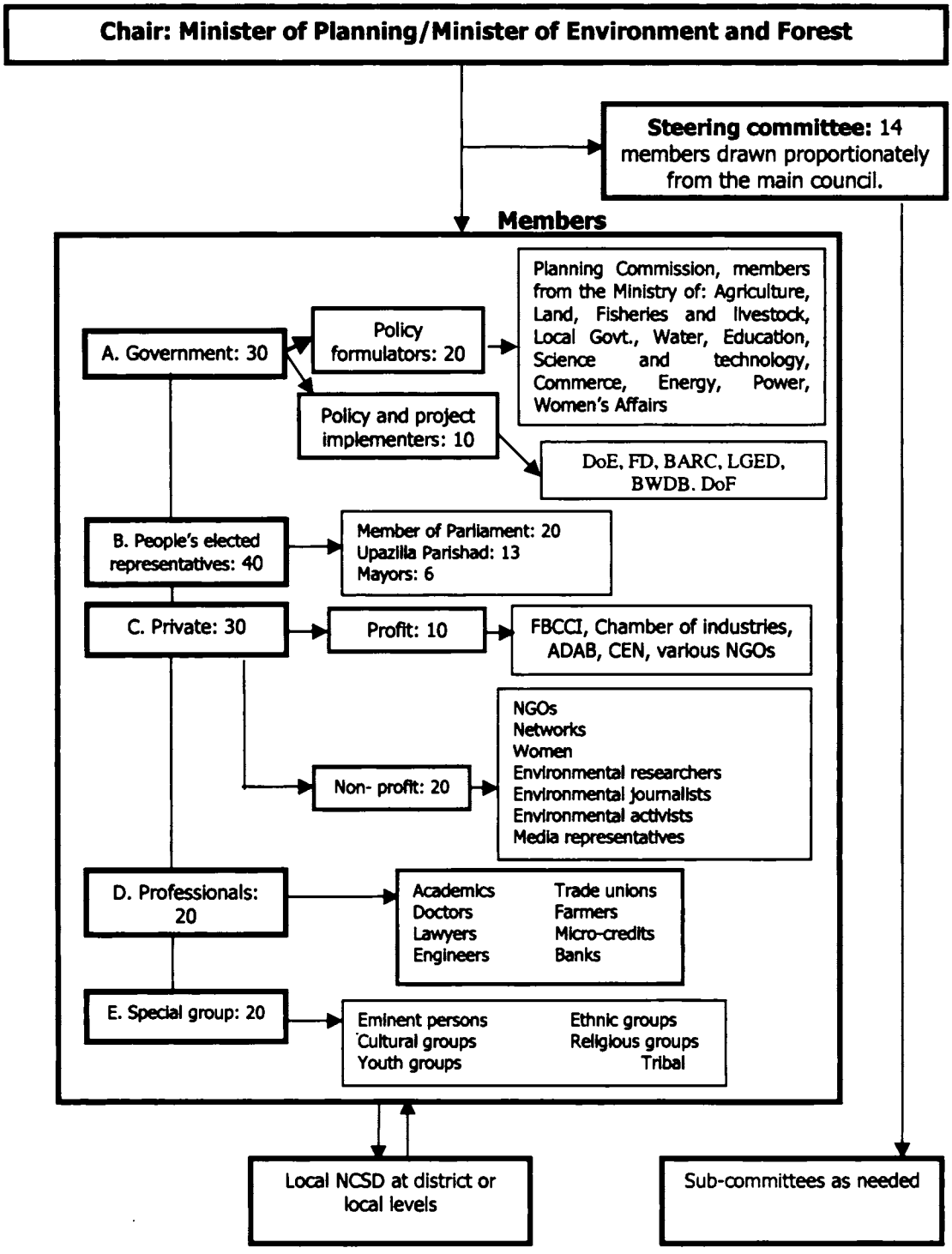
The group emphasized the need to promote :

- Integration among the different sectors of economy;
- Participation of stakeholders;
- A specific set of functions for the Council;
- A mandate based on sustainability planning and Agenda 21; and
- Multi-secttoral and inter-sectoral communication and cooperation.

It was suggested that for integration of sustainability considerations in the development process, effective involvement of the Ministry of Planning would be desirable while the Ministry of Environment and Forest should play a strong role. The group took note of the activity of the existing National Environment Council, headed by the Prime Minister, its executive committee which is chaired by the Minister of Environment and Forest and the National Economic Council, also chaired by the Prime Minister and its executive Committee chaired by the Planning Minister. The group agreed that there is a need to set up a separate NCSD which might function as an independent committee or it might be set up under the existing National Environment Council. It was considered by the group that either the Minister for Planning or the Minister for Environment and Forest may head the NCSD. Subsequently, based on comments of the Planning Minister, it was agreed by the Group, that it might be prudent to be set up as a second committee, with enlarged membership of the NEC.

The group decided on a 10/15-member executive or steering committee that will be in charge of coordinating a larger 'member network' (140 participants) under it to promote and advance sustainable development in the country. The breakdown of the number of participants from different sectors of the civil and government society and a preliminary NCSD structure as suggested by the participants is presented in Figure 2.1:

Figure 2.1 The Proposed Structure of the Bangladesh NCSD as Suggested During the Group Discussion



Discussion and Recommendations: Group B

by Mr. Nasimul Haque

Coordinator, SEMP Component 2.1.2, Bangladesh Center for Advanced Studies

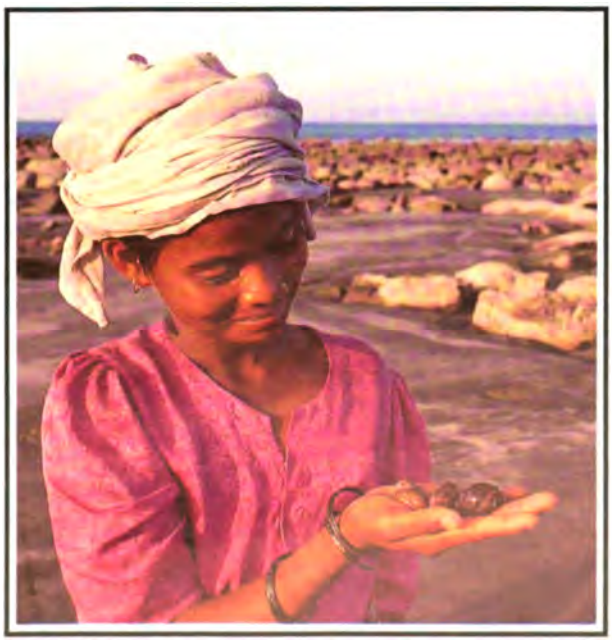
Topic of discussion :

- Action agenda for a national campaign on the Earth Charter;
- Need and methodology for formulating new Sustainable Development plans and programs, or for enhancing existing ones, or for assessing prevailing plans;
- National agenda for agriculture and rural development in Bangladesh in accordance with CSD-8 focuses;
- National agenda for land use and management in Bangladesh in accordance with CSD-8 focuses; and
- National agenda for forests use and management in Bangladesh in accordance with CSD-8 focuses.

The group concentrated on the first two topics of discussion considering the fact that sustainable agriculture and rural development, land use and management, and forest use and management issues have already been discussed at length during the papers presentation and the open discussions that followed.

The group discussed the importance of a National Campaign on Earth Charter in Bangladesh.

The group came up with the suggestion that the National Earth Charter for Bangladesh should be in Bengali so as to reach a wider audience and actions for developing one should be taken expeditiously by converging and mobilizing the stakeholders from all levels of the society. It is necessary to review the progress or lack thereof of development and sustainability related projects or conventions that have been taken up or ratified in Bangladesh since the Rio Conference. It is also important to collect all information regarding the NCSD process and build a national consensus. This data base of successes, failures and experiences should be collected, collated, synthesized, presented and made available as a basis for further development undertakings.

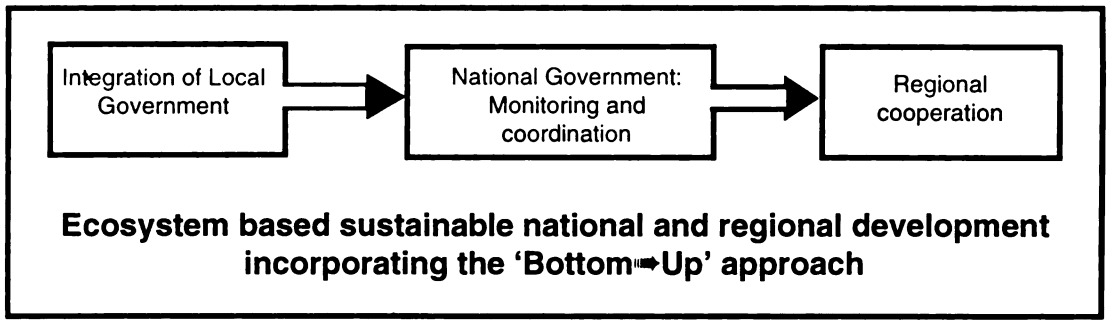


The group suggested that a National Coordination Committee including representatives from the government, non-government and the public sector should undertake the project. This group also emphasized the need for establishing a Bangladesh NCSD which can get the ball rolling for the National Campaign on the Earth Charter. It was suggested that the Earth Charter principles should be internalized and adopted at the civic and political levels with the help of a media campaign, e.g., publication, information dissemination, education both at the formal and the non-formal levels with a major focus on the next generation, their needs and welfare. It was suggested that the Earth Charter principles could be incorporated in the SEMP (Sustainable Environment

Management Program) and BEMP (Bangladesh Environment Management Program) components of sustainable development and could involve other environmental networks and organizations such as FEJB (Forum of Environmental Journalists of Bangladesh), CAMPE (Campaign for Popular Education), CEN (Coalition for Environmental NGOs), BELA (Bangladesh Environmental Lawyers' Association) etc. to promote and aid the media campaign. The group also suggested a pivotal involvement of IUCN in the entire process, in terms of coordinating and linking different organizational networks, to achieve a successful campaign and to monitor the progress of the national coordinating body.

The methodology of action was suggested to be of a 'bottom-up' participatory approach, which would be ecosystem based, suited to the needs and status of specific areas but based on some common goals and agendas (Figure 2.2)

Figure 2.2 Participatory development structure



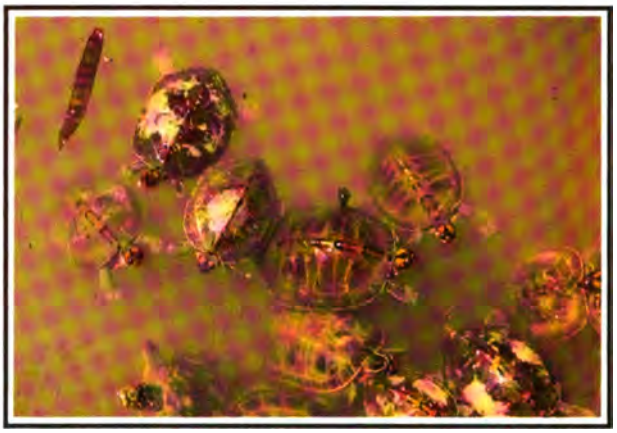
The group emphasized the necessity of sectoral integration to overcome conflicting interests and homogenize the objectives and national agendas related to overlapping sectors. The tools or methods that have been suggested for accomplishing a National Earth Charter Campaign for Bangladesh are media and sectoral advocacy, lobbying by various interest groups to uphold environmental integrity of the country, round table discussions among different stakeholders/ parties and incorporation of parliamentary standing committee members into the group efforts towards sustainable developement.

The basic steps for incorporating the Earth Charter principles:

- ❑ Review existing plans and national priorities;
- ❑ Identify gaps and opportunities;
- ❑ Highlight the priority areas;
- ❑ Catalog responsible actors for taking on responsibilities; and
- ❑ Distribute responsibilities appropriately to avoid overlapping and repetition.

Among other topics of discussion on Group B's agenda, the group members put more emphasis on agriculture (one of the CSD-8 themes) as the national priority. They suggested the need to review and learn more about the current and pervious agricultural practices, their effects on the soil and food productivity, sustainable plant nutrition needs and requirements, past and current programs undertaken in the agriculture sector and their outcomes etc. The group also accentuated the need to incorporate traditional practices/wisdom and global experience in national sustainable agriculture development planning. Some other points of interest during the group discussion were efficient watershed management, and the need to develop non-traditional and renewable energy services in rural and urban areas. There was a brief discussion on some of the points mentioned during the group presentations and great emphasis was laid on inclusion of MPs from both the ruling and opposition parties.

Dr. Muhiuddin Khan Alamgir, the State Minister for Planning, participated in this session as the Chief Guest, which was chaired by **Dr. A. Atiq Rahman.** The other prominent guests of the session were **Syed Marghub Murshed,** Secretary, MoEF; **Ms. Shireen Kamal Sayeed**, Assistant Resident Representative, UNDP, Bangladesh; **Dr. Cielito F. Habito,** Special Advisor to the Earth Council and **Dr. Ainun Nishat,** Country Representative, IUCN, Bangladesh. The Chief Guest was the first to address the audience. Dr. Alamgir spoke about the need for sustainable development for Bangladesh and the need to adopt the concept of sustainable development for effective and comprehensive development. He stated that such issues would continue to be discussed and debated over by the decision-makers, as they still require a lot of honing and fine tuning to be compatible with the development and conservation needs of



the country. He said that democratic practices also support such deliberations. However, as of his opinion on the need to form a separate Bangladesh NCSD, he stated that he didn't feel the time was ripe to form such a committee. Instead, he suggested that we should try and focus on improving the already existing National Environment Council (NEC) which is chaired by the Prime Minister herself and involve other important members of the Government. He also suggested that instead of organizing a completely separate body of action as NCSD, a sub-committee under the NEC could be formed promoting efforts and activities conforming to the NCSD or the CSD-8 objectives. He also reiterated the importance of prioritizing the national needs and agenda and highlighted poverty, ill health and low GDP as the greatest national hindrances. He accentuated the need to increase the national productivity as our first priority, however, not at the cost of our natural environment but rather by integrating the two. He praised the efforts of the members of the Earth Council and IUCN for promoting the idea and process of sustainable development.

After the Minister's address, the Chair **Dr. Rahman** thanked him for highlighting the moot point that there can be no sustainable development without the alleviation of poverty. He then requested **Syed Marghub Murshed,** Secretary, MoEF to address the audience who opened his address with the aphorism that 'sustainable planning and development have no alternatives'. There is no conflict between environment and development, if it is sustainable development or informed and educated development. By eliminating conflicts between nature and development, we can promote the greatest good for the greatest number. He also stated poverty as the main issue that needs to be addressed for the attainment of sustainable development. He also accentuated the redundancy of having another Sustainable Development Council in the light of the already existing NEC. He stressed, however, that the NEC might be made a bit more broad based to deal with tasks on the NCSD agenda. Mr. Murshed also stated the importance of incorporating multi-sectoral participation in the NEC in order to achieve optimal success. While the NEC is primarily a government body, he added that it is important for non-government organizations (e.g. IUCN) to assist the national bodies in every way possible.

The next speech was by **Ms. Shireen Kamal Sayeed** who started by saying that Bangladesh has progressed far in implementing the Agenda 21 principles even though our National Agenda 21 has not been finalized yet. She praised Bangladesh's efforts towards sustainable development. She cited the example of SEMP (Sustainable Environment Management Program) which is a 26-component environment and development integrative program. She said that the involvement and commitment of the NGOs and international bodies, which have a very strong position in the civic society may be very effective in upholding the SD initiatives and assisting the government policy makers and implementers towards the right path. She also agreed with the former speakers on the fact that there is no need for an independent NCSD in the presence of the NEC. She, like the preceding speakers, highlighted the importance of incorporating the Agenda 21 principles in the committee's national strategy and maybe even create a small working group, which would bring together the concerned stakeholders. She also highlighted some other concerns other than poverty that need to be dealt with expeditiously such as watershed and water resource management, the current arsenic contamination problem and sanitation and health care.

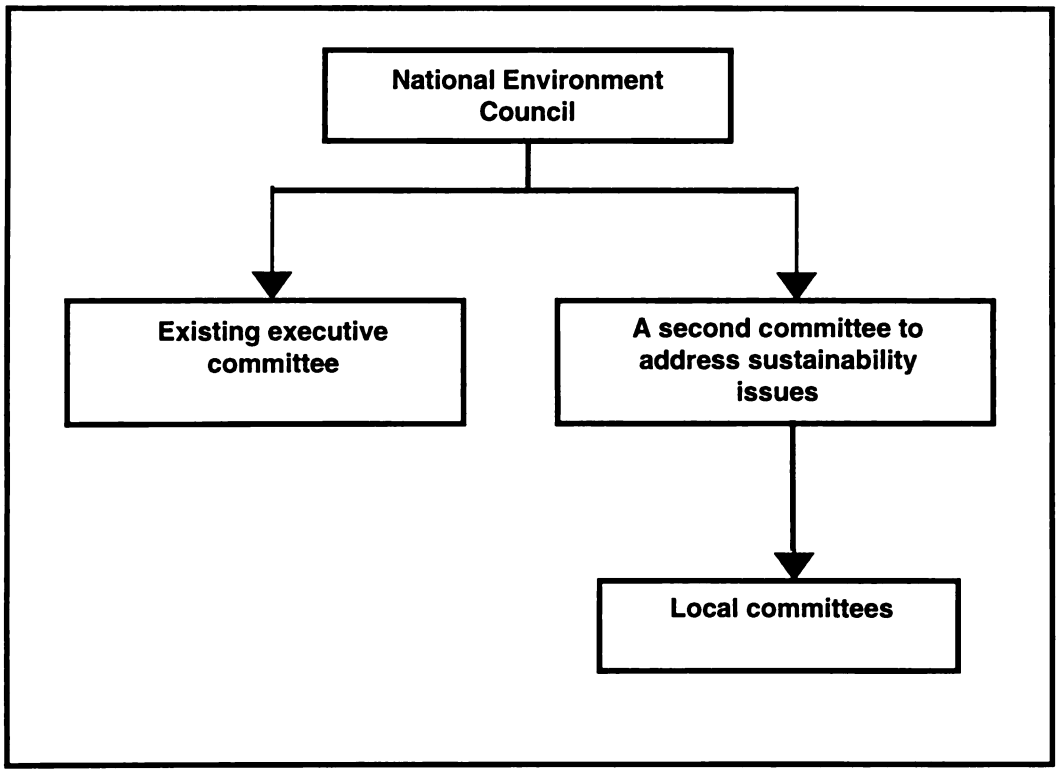
The Chair then thanked the Chief Guest and the Special Guest for their valuable input and requested the members of the Earth Council to respond to the comments made by the speakers. **Dr. Habito** praised and congratulated Bangladesh on having such a strong and active civic society and stated his pleasure for the opportunity of being able to interact with them. He said that he hopes to be able to work with them further in the near future to make Bangladesh's participation meaningful in the global forums. **Mr. Kalaw,** Executive Director, Earth Council appreciated the supportive constitution of Bangladesh and hoped that the government will continue to work together with the NGOs and other relevant organizations to bring about multi-stakeholder participation in execution of sustainable development endeavors in Bangladesh.

Dr. Nishat then finally summarized the status of the NCSD. He pointed out that without the consent of the Prime Minister, it is not really possible to take the strategy forward and achieve any tangible result. He argued that it could be formed as a second committee to this effect under the NEC with representatives of the various stakeholders of the society (Figure 2.3). He also stated that the Local Convenors' Group (LCG) should, for the time being, work as an ad hoc committee and focus on a specific agenda.

Responsibilities and agenda of the LCG as decided by the participants:

- ❑ Increase private sector partticipation;
- ❑ Collate the recommendations which have emerged from the National Forum on Sustainability Planning and compare it with the existing NEC action agenda;
- ❑ Identify the loopholes in the existing plans and strategy and try to make it foolproof;
- ❑ Motivate multi-sectoral and multi-stakeholder involvement in establishing the national agenda for sustainable development; and
- ❑ Formulate a TOR (terms of reference) or guideline for the LCG.

Figure 2.3 Proposed NCSD Structure



After Dr. Nishat's deliberations, representatives from CEN and GUP expressed interest to be members of the LCG to which Dr. Nishat assented. Ms. Shireen Kamal Sayeed volunteered to extend the services of Dr. Aminul Islam, UNDP, who is mandated to perform the follow-up activities of Agenda 21. Other participating members suggested the formation of a TOR for the group as soon as possible.

Finally, Dr. Nishat concluded the workshop by thanking all parties involved, all the participants for their valuable input during the two-day event and the authors for their valuable insight on the various for their valuable insight on the various sectors and their current status in Bangladesh.

Members of the LCG as decided in the Forum are:

- **Mr. Sunil Kanti Bose**, Deputy Secretary, Ministry of Environment and Forest
- Representative from Coalition of Environmental NGOs (CEN)
- **Mr. Ataur Rahman,** Gono Unnayan Prochestha (GUP)
- **Dr. Aminul Islam**, United Nations Development Program, Bangladesh
- **Dr. A. Atiq Rahman,** Director, Bangladesh Center for Advanced Studies (BCAS)
- **Mr. Mahfuzullah,** Secretary General, Center for Sustainable Development (CFSD)
- **Mr. Quamrul Islam Chowdhury,** Chairman, Forum of Environmental Journalists of Bangladesh (FEJB)
- **Mir Waliuzzaman,** Senior Program Officer, The World Conservation Union (IUCN), Bangladesh

annexes

annexes

Program for the Forum on Sustainability Planning in Bangladesh

Day 1 (20 December 1999)

Inaugural Session
Chair: Dr. Ainun Nishat, Country Representative, IUCN-Bangladesh
Chief Guest: Mr. A.M. Anisuzzaman, Food and Agriculture Advisor to the Prime Minister
Special Guests: Mr. Maximo Kalaw Jr., Executive Director, Earth Council
Dr. Cielito F. Habito, Special Adviser to the Earth Council

09:00 a.m.	Registration
09:30 a.m.	Welcome address By Dr. Ainun Nishat
09:40 a.m.	Address by Mr. Maximo Kalaw
09:55 a.m.	Address by Dr. Cielito F. Habito
10:10 a.m.	Inaugural speech by Chief Guest Mr. A. M. Anisuzzaman
10:35 a.m.	Break

Technical Session 1
Chair: Dr. Zafrullah Chowdhury, Program Coordinator, Gonoshasthya Kendra

10:40 a.m.	**Bangladesh Perspective on Sustainable Development** by Dr A. Atiq Rahman, Director, Bangladesh Center for Advanced Studies
11:10 a.m.	**Global Sustainable Development (SD) Initiatives (e.g. Earth Charter campaign, Global Forum 2000, Rio+10)** by Mr. Maximo Kalaw, Jr.; Executive Director, Earth Council
11:40 a.m.	**Multi-stakeholder National Councils for Sustainable Development: the cases of the Philippines and Mongolia** by Ms. Ella S. Antonio, Area Manager, Asia-Pacific, Earth Council
12:10 p.m.	Open discussion and summing up by Chair
12:30 p.m.	Break

Technical Session 2
Chair: Mr. A. R. Khan, Director General, Department of Environment

01:30 p.m.	**Multi-stakeholder Integrated Sustainability Planning: Towards holistic development** by Dr. Cielito F. Habito, Former Minister for Socio-Economic Planning, Republic of the Philippines and Special Advisor to the Earth Council
02:00 p.m.	**Strengthening of Financial Capacities for Promoting Sustainable Development in Bangladesh** by Dr. Enamul Haque, Associate Professor, Department of Economics, North South University, Dhaka
02:30 p.m.	**Situational Analysis of Sustainable Development Initiatives in Bangladesh** by Dr. Mahfuzul Haque, Coordinator, SEMP, MoEF
03:00 p.m.	Open discussion and summing up by Chair
03:30 p.m.	Closing address by Dr. Ainun Nishat

Day 2 (21 December 1999)

Technical Session 1
Chair: Dr. Mustafa Alam, Professor, Department of Economics, Dhaka University

09:25 a.m. **Integrated Sustainable Planning and Management of Land Resources in Bangladesh** by Dr. S.M. Imamul Huq and S. A. Hossain, Soil Science Department, Dhaka University.

09:45 a.m. **Status and Scope of Sustainable Agriculture in Bangladesh** by Mr. Farhad Mazhar, Managing Director, UBINIG.

10:00 a.m. **Bangladesh Economy and Sustainable Development** by Mr. M. Asaduzzaman, Director, BIDS.

10:30 a.m. Open discussion and summing up by Chair

Technical Session 2
Facilitators: Group A: Mr. Mahfuzullah (Secretary General, CFSD)
Group B: Dr. Ahsanuddin Ahmed (BUP)

11:10 a.m. Group formation (into two groups) and group work

Group A

- ❑ Action agenda for the formation of an NCSD in Bangladesh, including proposed structure, composition, mandate and leadership for meaningful participation in regional and global initiatives.
- ❑ Reforming the financial status and mechanisms in accordance with CSD-8 focuses.
- ❑ Issues to consider for national action agenda for trade, investment and economic growth in Bangladesh in accordance with CSD-8 focuses.

Group B

- ❑ Action agenda for a national campaign on the Earth Charter
- ❑ Need and methodology for formulating new Sustainable Development plans and programs, or for enhancing existing ones, or for assessing prevailing plans.
- ❑ National agenda for agriculture and rural development in Bangladesh in accordance with CSD-8 focuses.
- ❑ National agenda for land use and management in Bangladesh in accordance with CSD-8 focuses.
- ❑ National agenda for forests use and management in Bangladesh in accordance with CSD-8 focuses.

01:00 p.m. Break
02:00 p.m. Continuation of group work

Concluding Session
Chair: Dr. A. Atiq Rahman, Director, Bangladesh Center for Advanced Studies
Chief Guest: Dr. Muhiuddin Khan Alamgir, State Minister of Planning
Special Guest: Syed Marghub Murshed, Secretary, Ministry of Environment and Forest; Ms. Shireen Kamal Sayeed, Assistant Country Representative, UNDP; Dr. Cielito F. Habito, Special Adviser to the Earth Council; Dr. Ainun Nishat, Country Representative. IUCN- B.

03:00 p.m. Presentation of Group A findings by Dr. Enamul Haque
03:20 p.m. Presentation of Group B findings by Mr. Nasimul Haque
03:40 p.m. Plenary session
04:00 p.m. Address by Dr. Muhiuddin Khan Alamgir
04:20 p.m. Address by Syed Marghub Murshed
04:35 p.m. Address by Ms. Shireen Kamal Sayeed
04:45 p.m. Address by Dr. A. Atiq Rahman
05:00 p.m. Concluding address by Dr. Ainun Nishat

List of Participants

Chief Guest, Inaugural Session
A.M. Anisuzzaman
Food and Agriculture Advisor to the Prime Minister

Chief Guest, Concluding Session
Muhiuddin Khan Alamgir, State Minister for Planning
Ministry of Planning
Bangladesh Secretariat, Dhaka 1000, Bangladsesh

Special Guest, Concluding Session
Syed Marghub Murhsed, Secretary
Ministry of Environment and Forest (MoEF)
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Welcome Address

Ainun Nishat
Country Representative, IUCN Bangladesh

Honorable Chief Guest Mr. A. M. Anisuzzaman, Food and Agriculture Advisor to the Prime Minister; Mr. Maximo Kalaw Jr., Executive Director of the Earth Council; Dr. Cielito F. Habito, Special Adviser to the Earth Council; Ms. Ella S. Antonio, Area Manager for Asia Pacific of the Earth Council and dear participants, I welcome you on this beautiful winter morning to this National Forum on Multi-stakeholder Sustainability Planning in Bangladesh. I am very happy to note that all of you have come despite this being a day of fasting in the month of Ramadan. We are grateful to our distinguished colleagues from the Earth Council for agreeing to come even though we had to organize this workshop very close to Christmas and the new year's festivities. I am grateful to Mr. Anisuzzaman for his gracious presence here. SIDA has sponsored this meeting but unfortunately no one is present here on their behalf as most of the SIDA officials in Bangladesh are availing themselves to the Christmas and millenium holidays. However, they convey through me their greetings to all participants.

Bangladesh is a signatory to Agenda 21 and we signed this important international protocol in 1992 in Rio. Bangladesh is definitely committed to fulfilling all obligations under this important protocol. One of the commitments is to set up a National Council for Sustainable Development. Unfortunately, we have not been able to accomplish this during the last seven years. Possibly, the problem lies in the absence of appropriate initiatives.

Bangladesh has prepared it's National Conservation Strategy (NCS), based on which the National Environment Management Action Plan (NEMAP) has been drafted. We are very much concerned that all our development efforts and interventions should attain sustainability and all our projects are sustainable. I must admit at this stage that the traditional debate between conservation and development still persists. However, the environmental concerns are still downgraded in the name of achieving competitive edge in international trade. International industrial units continue to pollute without any consideration for the environment and sustainability. Natural resources are being harvested without making any allowance for their regeneration or rejuvenation. What we are doing in the name of growth needs to be debated in order to ensure that the process of development is sustainable.

One of the important elements towards ensuring sustainability in development process is the role of local community. The nascent democracy of Bangladesh cannot be strengthened without the effective participation of it's various communities and that is why we are talking of a multi-stakeholder forum.

Bangladesh has a National Environment Council (NEC) which is headed by the honorable Prime Minister herself. We are hoping that this forum will create a platform to establish the Bangladesh NCSD, which will assist the already existing NEC towards attaining its aim of sustainable development and making Bangladesh's participation in the global forums more meaningful. Once again, I would like to thank you all for coming and I hope this gathering will be a fruitful and constructive exercise towards promoting sustainable development in Bangladesh.

Inaugural Speech

A. M. Anisuzzaman
Food and Agricultural Advisor to the Prime Minister

I am very pleased to be here today to join IUCN's efforts to establish the Bangladesh National Council for Sustainable Development (NCSD) in collaboration with the Earth Council. As a signatory to the Rio agreements, it is appropriate that Bangladesh holds a National consultation on the draft Bangladesh Agenda 21. Again in order to participate meaningfully in global discussions, we need to carefully consider the themes of CSD-8.

We all know that ours is one of the most densely populated countries in the world and even though we are performing well in population planning, we are still growing at 1.8% annually. It is projected that by 2020, our total population will be reaching about 165 million or 16.5 crores.

It is indeed very difficult to devices a development strategy that can cope with such a huge population in a land with limited natural endowments. Whenever you go out in the streets of Dhaka, you can see the impact of population density. The pressure of excessive population would be enormous on factors, such as, limited land resources, already degraded environment, depleting resource base, urbanization, housing and settlement, existing poverty, unemployment, malnutrition, poor health and sanitation. We face a colossal challenge as a nation. We have excessive population and we also have extremely limited marketable resources. On top of this, we have low literacy and, poor health and nutrition.

As I look at the distinguished audience and see so many of whom I have known for years, I am tempted to ask myself the question "Do we know what needs to be done?" The response will vary between a hesitant 'no' and a diffident 'no'. I believe we shall argue that we have to change our strategy, policy and practices to meet the challenge of the new millennium. Traditionally, all our development planning had an inward focus and a sectoral orientation. The emerging paradigms influenced by globalization and WTO force us to rethink our traditional strategy and consider more outward looking policies and multi-sectoral approach.

I must also confess that some of the new 'terms' make me nervous because they appear familiar. Most of you have heard terminologies such as appropriate technology, shadow pricing and import substitution, etc. If you remember that in the '60s and early '70s, these were very fashionable and appealing among academics and subsequently to the planners and decision-makers. Similarly, two terms are very popular today; globalization and environment. While both are very important issues, we need to be able to evaluate them from our unique context and not through imposed constraints from outside. I would like to draw your attention to the recent WTO meeting at Seattle and the efforts to link trade with environmental issues. We would, of course, not like to see them as potential impediments to our development aspirations.

I sincerely hope that this new organization, NCSD would be able to enlighten and at the same time protect our national interests by bringing these issues to the forefront. The forum on Sustainable Development in Bangladesh will be an excellent platform for addressing many such issues with all expert participants and a national perspective. I am, therefore, very pleased that IUCN is undertaking the task of organizing this international forum as a stage for launching of a Bangladesh National Committee on Sustainable Development. I wish IUCN good luck in carrying out all the activities related to the organization and completion of this forum and congratulate it in its endeavors.

Distinguished guests, ladies and gentlemen, thank you very much.

Concluding Speech

Muhiuddin Khan Alamgir
State Minister for Planning

Thank you. I prefer to speak in Bengali. Hence, I would like to request the Bangladeshi participants sitting next to the three non-Bengali speaking participants, to translate the important points of my speech.

Firstly, I would like to say that sustainable development has been accepted by all of us at a conceptual level. We have accepted it because we want our development to be self-reliant. We want the benefits of our development to reach all strata of the society equally and we want to ensure that development does not have harmful effects on the environment. We also want to make sure that our descendants are in no way deprived of what is their rightful inheritance. On the logical ground, we have accepted these terms/conditions. However, from the environmental point of view, we have not been able to fulfil these terms in all spheres of life.

We have been very vociferous about environmental issues recently and have been more aware of environmental concerns; but we have not been able to develop well-thought-out plans or strategies to ensure the realization of these conditions. We still have not been able to completely grasp and articulate the balance between the environment and our present and future needs, or our natural resource consumption pattern in the form of plans and strategies.

However, in spite of all these, what we can claim as our achievement is our increased awareness of the environmental issues and, in the light of the current situation we have all come to a consensus that we need to incorporate our environmental concerns in our national development plans/strategies as accurately and promptly as possible.

Now that we all are in agreement about this, I would like to request you for three things. The first is to request you to continue with your deliberations on environmental issues on which we have not been able to reach an agreement. The second is that we need total commitment from those of you who are present here and are aware of the situation, to advocate for environmental awareness in such a way that it should induce social support.

We are going forward with the desire of creating a democratic society. We believe in democracy and thus we will not undertake any task without the consent of the majority population. This is not an autocratic government and we have to move forward with the approval of the people. Thus it is imperative to spread environmental awareness among the people. I feel that you, who are present here, should take on more of the responsibilities for spreading awareness and educating the public.

The other issue I would like to address is that we often propose formation of committees. You have also proposed to form a national committee that will be chaired by the Prime Minister, co-chaired by two other Cabinet Ministers and comprising of multi-sectoral participants from all spheres of the society. I feel that the time to establish such an institution is not ripe yet. However, we already have an environmental committee at the national level, which is chaired by the Prime Minister. The kind of representatives that you are asking for are represented in this committee to an extent. In spite of this, it is not always possible to achieve the kind of environmental intervention in all sectors that we hope for. I believe that for the time being we can go ahead with the existing committee. At present this committee is working on various issues related to environment, and eventually, the issues you have presented before me today can be incorporated in its agenda.

The reason I am discouraging the formation of another committee is that if there are too many committees with similar sets of agendas, it then becomes very difficult to make progress. The other thing which I have learnt from my last three and a half years of experience in the government is that high-level officials are involved in so many of these committees that it becomes impossible for them to devote their total attention or be extensively involved in any one of them. That is why I feel that for the time being, we can make a headway with the committee that already exists at the national level which is chaired by the Prime Minister. Eventually, sub-committees may be formed to tackle the issues, which require immediate attention. If you agree with my point of view, we can discuss further course of action for these contexts.

Now I would like to come to a separate point. In the name of environmental conservation, we often express our desire to keep the socio-economic and production situation in our country unchanged. For example, it is being proposed that we will not construct new roads and highways; it's being proposed that, we will not clear out any more forests; its being proposed that in spite of having coal reserves in Khalispur; we will not excavate due to environmental consequences; it's being suggested that even after mining coal at Barapukuria, we will not establish or start operation of a thermal electric plant. I believe that the scope for proper analysis of such issues is quite vast.

I believe that to change the socio-economic condition of our country positively, we have to change the present environment to some extent as well. The question that needs to be asked if we want to bring about the proposed changes is; "Do we want to create a positive social change for the majority or do we opt for not changing the status quo because of the minority?" If we see that we are bringing about a positive change for a greater majority, we have to accept such alterations. I want to emphasize once again that we should not become the main barriers against our social and industrial development because of our environmental concerns. We love the environment but that does not translate into our desire to leave the environment untouched and to suffer from hunger and poverty, not to alter the low productive status of our countrymen or us living the rest of our lives hypothesizing about a green world.

We have to keep in mind that at present hunger and diseases are our greatest enemies. We should not forget that our greatest aim is development. And for development, if we have to make certain changes to the environment, if we have to excavate the coal at Khalispur, if we have to establish a thermal electric plant at Barapukuria, then we should do so. If we don't, then we will not be able to conquer the main problems concerning resource scarcity that loom over us.

However, this does not mean that I am against the environment. I am once again emphasizing that we will be able to create a balance in the socio-economic and intergenerational requirements of the population, when we will be able to create an environment where the population or majority of the population will be able to live like human beings and when we can build the capacity required for delivering the basic primary services which are recognized as the basic rights of all citizens. Excluding all these factors, just by being environmentalists we can not hope to achieve sustainable development.

I would like to conclude by saying that I commend the efforts of our associates from abroad for organizing such workshops. Steps taken by them elsewhere and progress attained by them in their respective countries will be documented, which will constitute road signs for us to take the right way along which progress should be achieved in our country. I do believe that in addition to the national and societal forces in a particular national boundary, international cooperation is necessary, just to make sure that whatever we could not achieve in this century, we will be able to achieve, sustain and cherish in the next. Thank you.

Valedictory Speech

Syed Marghub Murshed
Secretary, Ministry of Environment and Forest

Good afternoon, honorable Minister, my distinguished colleagues and the workshop participants. I am happy to see IUCN Bangladesh taking the lead in steering the government towards fulfilling the commitment they made at Rio in 1992. The Earth Summit called on all countries to develop their own Agenda 21 and form a multi-stakeholder body called the National Council for Sustainable Development (NCSD), for guiding the national development process sustainably. Bangladesh, being a participant of the United Nations Conference on Environment and Development (UNCED) is committed to the development and implementation of Agenda 21 and the establishment of a Bangladesh NCSD.

I don't think that there can be any debate on the adage that sustainable development or sustainable planning has no alternatives. There should not be any conflict between environment and development and sustainable development in informed development. The Government of Bangladesh has always been very aware of the need to conserve the natural resources of the country through the promotion of sustainable development. Following the UNCED, Bangladesh took several initiatives in the policy and regulatory regime, formulating plans and strategies, and designing projects/programs, keeping sustainable development as the ultimate goal. In order to address the environmental issues properly, Bangladesh has created a Ministry of Environment and Forests with the Department of Environment (DoE) as its technical arm.

Bangladesh has also adopted its National Environment Policy (1992), formulated the National Conservation Strategy (NCS) in 1990, enacted the Environment Conservation Act (ECA) in 1995, promulgated Environment Conservation Rules (ECR) in 1997, formulated a National Environment Management Action Plan (NEMAP) and as its follow up, initiated the Sustainable Environment Management Plan (SEMP) and the Bangladesh Environment Management Project (BEMP). The ECR has made Environmental Impact Assessment (EIA) mandatory for all projects and programs undertaken, defined environmental offences and penalties for non-compliance of rules, and has also delegated exercising powers to the relevant Ministries and Departments. However, even though we are committed to environmental conservation and sustainable development, it is not always possible to enforce the regulations due to the lack of manpower, limited resources and clearly defined sectoral guidelines.

I am happy to hear that you have identified poverty as the main issue to address in the path of sustainable development attainment. I also tend to agree with the Honorable Planning Minister that too many cooks spoil the broth and hence in the light of the already existing National Environmental Council (NEC), it is not necessary to create another national body with a similar action agenda. However, I feel that the NEC might be made a bit more broad based and may be entrusted with such tasks which might have been undertaken by a NCSD for us. If all actors participate in body or process like the existing NEC, it would be possible to achieve more optimal mileage from it. In effect, the Committee has to be more realizing, more assertive in its role as the guardian of the nation and the development process. You are the people who should keep us in the right track.

Well, this is my instant response to your workshop and outputs that have been presented. I would like to thank our international Earth Council partners for taking an active interest in Bangladesh and would like to welcome further discussions from them on this topic. Once again, I would like to thank IUCN for inviting me to this Forum.

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Bangladesh Perspectives on Sustainable Development

by A. Atiq Rahman

1. Introduction:

Sustainable Development (SD) has emerged as the major key consolidating concept in global development thinking in the nineties. The concept has emerged out of UNCED / Earth Summit and integrates economic, social and environmental components of development. Emergence of SD is an indictment of the limitation of linear economic development of the last four decades, often ignoring social justice and sometimes at the cost of environmental consideration.

The world of today demonstrates a large number of contradictions where continued economic developments of the rich are coupled with increasing poverty, environmental degradation. There is increasing communication technologies, scientific knowledge and data but a drastic loss of biodiversity. There is more food in the planet than needed yet a billion people are hungry and malnourished. A number of global environmental degradative and destabilization processes are on the increase. These include global climate change, ozone layer depletion, biodiversity loss, increasing water stress, loss of soil fertility, increased deforestation. Though cold war has been contained, local level conflicts continue to emerge. Poverty, destitution, malnutrition, lack of basic needs and services for over a billion people threatens sustainability of the global ecological, economic and social system.

Sustainable development aims to integrate externalities such as environmental social costs in the development for the present generation without compromising the development potential and opportunities for future generation. While SD, as a global thinking has considered inter-generational equity, in a country such as Bangladesh inter-generational economic growth and equity are essential to achieving sustainable development. This of course implies involvement of all sections of the population's decision-making processes and access to resources. This is best achieved through multi-stakeholder involvement in all stages of development investment and actions.

Bangladesh is one of the poorest of the developing countries with a low resource base, a very low land-man ratio, threatened by both natural hazards and anthropogenic mismanagement and over-exploitation. The vast majority of the population is amongst the poorest in the world and live almost exclusively on the natural resource base. But this resource base is under serious threat and environmental planning is necessary to signal any hope for survival with dignity and sustainability.

2. Problems, Paradoxes and Opportunities

Economic development based on inclusion of all stakeholders, social justice and environmental consideration is in its earliest stages. The current situation of environmental management in Bangladesh is one of transition, opportunity, uncertainty and perhaps paradox. Conditions remain among the most difficult in the world in which to develop effective and implementable environmental policies and effective regulations, for a set of interrelated reasons. The most important amongst these are:

Mass Poverty

Their access is meager to all resources: whether natural, investment in social infrastructure such as health and education or development such as electricity and natural gas. The people need income and employment now, even, if it means resource mining or heavily polluting actions. Though the poor are often the victims of environmental degradation and mismanagement, they may have to participate in irreversible processes to eke out a living.

Immense Pressures

Extremely high population density exerts tremendous pressures on the natural resources, which are rendered precarious by hazards such as recurring floods, river erosion, cyclones etc.

Low Resource Availability

Lack of internal resources retards investment in remedial and other environment-enhancing investment, e.g. for industrial pollution, upgrading of water supply or sanitation. The greatest resource, the people, is hardly mobilized anywhere near optimal to environmentally sound social and development processes, though some interesting initiatives are being undertaken, particularly by the non-government sectors.

Institutional Weakness

Administrative capability in environment is generally weak and overburdened. Bangladesh has a fair number of environmental laws but the level of observance and enforcement capability is very low. The bureaucracy, for an environmentally sound development agenda, will have to be pro-people and pro-active. The existing bureaucracy, in many cases, still resembles an earlier colonial model.

Poor Information Base

Bangladesh has a literacy rate of less than fifty percent. Very few government agencies or even universities have the capability to address

environmental issue with a sufficient degree of competence. Though recently more discussions are being undertaken, lack of systematic data on natural resource systems is a hindrance to develop proper environmentally sound development options.

Large Projects

These are still being undertaken with little consideration to the environment and appropriate social remedial measures. People's participation is very often missing. Lip service given to environment and people's participation can be misleading and may distort genuine attempts to improve projects toward sustainability.

However, there are some signs of change, with an increase in activities relating to the environment, particularly, in the last few years.

Political commitment

At the political level, there has been an expressed commitment to the environment, even if it is yet to find a clear direction. There are several guidelines, logilogiolation, policies strategies and plans such as National Conservation Strategy (NCS), National Environment Management Action Plan (NEMAP), National Water Policy etc. There is very little harmonization and coordination between these. Implementation processes and institutions are very weak.

Lack of transparent governance: Structures and Implementation

Many policies have been promulgated but often in isolation of other similar sectoral efforts. The implementation is very weak both in public and private sectors. Rule of law is often violated and implementation of regulation is neither universal nor timely.

Impact of Environmental Globalization and Externalities such as Global Climate Change need to be addressed. Global Climate Change threatens Bangladesh with sea level rise, drought and precipitation shift and consequent food security. One study has shown in the worst case scenario thirty years of development efforts may be hampered by such external processes.

Government Initiatives

At the official level, a new Ministry of Environment and Forests and an upgraded Department of Environment have been formed. A National Conservation Strategy exists, an Environmental Policy has been finalized and National Environment Management Action Plan (NEMAP), however, inadequate, is in the pipeline. Their implementation have been initiated and some concerns have been expressed as to the limited scope and lack of an effective public discussions on these. Its integration with other sectoral

polices and plans remain a major challenge. EIA, which has been initiated by review process, is almost non-existent.

Expert Manpower

There is a sizable expert manpower in the country, though very little specifically in environmental science; this manpower can be mobilized to address environmental issues. Some non-government research organizations are giving leadership in these areas. Though a number of country houses have emerged, there is very little quality control.

Increasing NGO Activities

There is growing expertise and emergence of effective non-government organizations and advocacy groups who are raising environmental issues and developing data bases on natural resources and evaluating people's perceptions on the environment. Sustainable development has got to be on the center stage.

Indigenous Knowledge Base

The poverty stricken rural population has tradition of frugal practices and indigenous knowledge, which are often environmentally sound. Their documentation is scanty but examples are many. Mechanism to incorporate these in a SD frame is yet to commence.

3. Population and Poverty Challenges: The Key Challenge

The global concern for environment emerges from the fact that the environment affects all people and future generations. The vast majority of the Bangladesh's population are living in absolute poverty without any security of food, shelter, health, education and other basic survival needs.

Unsustainable consumption of resources in the North and rampant poverty in the South are the greatest threats to the achievement of sustainable global development. The poor are the most vulnerable and the main victims of environmental degradation and ecological disasters. The dual concerns of population growth and increasing number of the poor worldwide despite all development efforts offer the greatest challenges to planners' world over.

Poverty reduction is the most urgent task Bangladesh is facing today. It has been proclaimed that there can be no sustainable development of planet as a whole with the existing level of poverty of the one billion people. The number of poverty stricken populations is increasing in certain population-concentration regions. There may be some reduction in Bangladesh.

Poverty is a challenge that no country, developed or developing, has been able to overcome. However, poverty as a social phenomenon is concentrated in most developing countries and Bangladesh is the leading

country. The implication is that the poor are not able to meet their economic potentials as contributors to effective socio-economic development.

One of the characteristics of the poor anywhere, particularly in Bangladesh is that they not only operate in conventional employment systems but often, more predominantly operate a livelihood system. This implies the managing and optimizing of a wide range of portfolios from maximizing availability of food, fuel for energy, water for drinking, cooking etc. and minimizing risk that they encounter from socio-environmental conditions. Another characteristic of the poor, particularly in a developing country, is that there is very little official, or formal financial, or social service support for them. Hence, they have to create their own networking with counterparts with an equally low resource base. Through this process, they want to maximize the formation of social capital in absence of traditional financial capita. The third characteristic of the poor is a lack of access to resources.

4. Policy Response and Needs for Actions in Poverty Reduction

Hence, the linkages between population and poverty, however complex and difficult to discern, it is most essential that a number of policy-responses actions in specific directions emerge. These include the following.

- ❑ Pro-poor planning;
- ❑ Social mobilization for sustainable development;
- ❑ Support with micro-credit;
- ❑ Enhancing the resource availability (e.g. planting trees, increasing fish productivity);
- ❑ Education and human development particularly for women;
- ❑ Ensuring true people's participation in decision making at local level, particularly in natural resources management;
- ❑ Developing a better understanding of indigenous knowledge and coping strategies of local people and minimization of risk;
- ❑ Ensuring access of the poor to common property resources;
- ❑ Creating employment and potentials for support of livelihood system by inventing environment regeneration activities in degraded ecosystems;
- ❑ Involving the poor in eco-specific intervention;
- ❑ Linking the poor to formal economic system both national and global through market support and technology; and
- ❑ Information technology as an aid to awareness raising and population reduction.

5. Amartya Sen's Five Opportunities

The paper will detail the five opportunities presented by Amartya Sen as contributors to a socially just economic development. The five of Sen's Opportunities are just listed and not detailed here. An inclusion of environmental concerns, protection and restoration of ecosystems would help move such an agenda of diversity towards achieving development which will be more sustainable:

- ❑ Market Opportunity
- ❑ Social Opportunity
- ❑ Technology Opportunity
- ❑ Human Resource Opportunity
- ❑ Protection Opportunity

The above five points may result in a more responsive bureaucracy and responsible private sector as opposed to a few beneficiaries of laberanthyne and rent seeking officialdom and pirate capitalism based private sector. But the protection of environment and natural resources will also be necessary.

6. Impacts of Globalization and Externalities

Besides being internally stressed by resource scarcity, mismanagement, poor governance and lack of accountability, the country faces a number of external globalization impacts, i.e., particularly global climate change and consequent sea level rise and precipitation shift. The paper will discuss some of the key findings based on a number of studies undertaken on the impacts, adaptation potential and mitigation strategies. The bottom line is that Bangladesh is very vulnerable to climate change and the impacts threaten a large portion its area and all the coastal zone with inundation. Further the northern zone is also affected by precipitation shift and drought. Both these areas are likely to decrease their crop production. This may significantly affect food security and consequently all sustainable development efforts.

7. Many Successes: Sustainable Development Can Build on These

Further globalization impact on trade SD can build on it and employment will also be discussed. Bangladesh has emerged as a major success with its ready made garments and textile industries. External environmental conditionality can challenge its export potential in RMG, Shrimp, leather and other emerging industries.

Bangladesh has demonstrated a number of positive achievement in the last decade. These include:

- ❑ A transition from autocracy to democratic roles, however divisive and imperfect.

- A trend towards a significant decrease in the rate of population growth. Presently it is estimated to be around 1.7%. Though there is a need to reduce more drastically, this is a major achievement, a reduction from 2.2% a few years earlier.
- The emergence of the RMG industrial sector and its exports and employment of women in industrial work force.
- The Oral Rehydration and immunization Programs have become integral to urban and rural societies having significant health impacts.
- The emergence of a number of NGOs and some government agencies is delivering micro credit, non-formal education, enhanced livelihood opportunities and other development services to the poor. Non formal schooling has taken root and supplementing government educational efforts.
- Crop diversification and emergence of aquaculture, poultry and horticulture sectors are praiseworthy.
- An emergence of a civil society, particularly NGOs in different sectors in research and advocacy including women issues environment, legal concerns and human rights.
- Demonstrated resilience of people particularly the poor to overcome the impacts of devastating floods of 1998 and government successfully working with people.
- Governments capacity to resolve outstanding problems of Farakka and Chittagong Hill Tracts, despite some opposition to these.

Besides these major, many other large and small initiatives by the people, NGOs and government agencies add to contributing to development efforts.

8. Need For a National Consensus on Sustainable Development

But one of the key needs for successful efforts towards a SD strategy is a national political consensus. The lack of such a consensus threatens many efforts by millions of peoples and many organizations. The political process needs to be based on a national consensus. A need for multi stakeholder involvement and ownership of decision making is a must. Without such a consensus the key challenges of environmentally sound, socially just and equitable economic development i.e. sustainable development will be a far cry. Representative democracy is yet to take proper and functional root. The key issues for achieving a most needed sustainable development paradigm is to enable the people to participate in decision making where democratic Practices can play a pro-people role. A three stage democratic transition which has overlapping phases probably offers the most potential and effective ways of moving on the road towards SD.

These are:

a. *Representative Democracy*

This is being practical in principle but is highly distorted and poor are often unable to benefit from this.

b. *Participatory Democracy*

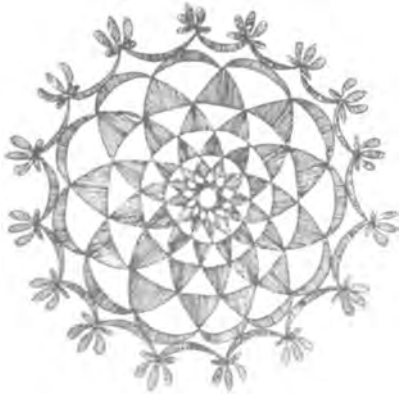
It is of utmost importance that all people, stakeholders and communities can participate in decision making. This implies strengthened local level democracy and institutions and a bottom up decision-making NEMAP may be considered an example. But this participatory democracy must be in all regions, sectors and ensure the involvement of all stakeholders.

c. *Resource Access Democracy*

People and communities must have access to existing resources, economic, social and environmental.

It is through these approaches that people and communities can get over poverty and contribute to rapidly enhanced resources. The complementary mobilization of people, communities, NGOs and pro-people agencies of the government towards SD efforts appears to be an effective approach towards achieving sustainable development in Bangladesh.

The full paper will discuss these approaches in further detail as well as define how to achieve harmonization between the three phases and other existing policies. The SD efforts will result in reduction of poverty and enhancement of sustainable livelihood. Most decisions will be taken by communities at the local level on resources, and ecosystem and management. It will result in a pro-people responsive bureaucracy, a mechanism for conflict resolution and consensual politics based on stakeholder participation, a thriving civil society and a socially responsive and environmentally friendly private sector. All the people of Bangladesh can have their basic needs met and a fairer, more caring and law abiding world around them. With better management and efficient use of natural and economic resources and development of human capital Sustainable Development for Bangladesh is not a pipe dream but a reality to strive for. This can be achieved in the first two decades of the new millennium.



Global Sustainable Development (SD) Initiatives (e.g. Earth Charter Campaign, Global Forum 2000, Rio+10)

By Maximo Kalaw, Jr.

While planning forums are quite common I would to point at the particular significance and need for this planing forum. The elements for planing for sustainable development are becoming more complex and interdependent. When we talk of natural resources we are not only talking of trees and minerals or large organisms but also of molecular structures of DNA that is ushering in the bio-engineering revolution. There is a shift of the relative values of traditional factors of production from land to mobile factors such as capital, and information. Competition is no longer for territories but for market share and knowledge systems. Information technologies have brought an unprecedented level of connectedness and access to information.

It is in this context that I would like to talk about National councils for sustainable development (NCSDs) as mechanisms for multi-stakeholder participation in decision making and integrating the elements of sustainable development, and the Earth Charter process as crafting a deeper normative framework of ethical values that can be the basis for relationships between these planing elements.

The initiative to develop a global network of NCSDs

The two major process contribution of the Rio Earth Summit of 1992 were the participation of civil society and the integration of environment and development concerns.

The fiction of NCSDs is to institutionalize these two major processes at a national level. The participation of major concerned stakeholders is therefore one of its essential features. There is also participation of the cultural and spiritual identities of people, the participation of the inner self and cultural resources.

The other main feature is the conscious effort to integrate the horizontal aspects: the economic, social, environmental, temporal spatial, and the personal and political dimensions of sustainability what we may call the integration of the inner-outer ecology. The vertical integration involves the localization of UN international accords and the globalization of local sustainability. I would like to point out that the only way to mitigate the negative effects of economic and cultural globalization is to have it founded on local diversity and sustainability. We cannot have sustainable globalization that marginalizes communities and local ecosystems just as we cannot have a healthy organism based on sick cells.

The Global NCSD Millennium Forum

There are now more then seventy active NCSDs., Which plan to have a forum on April 17-18 in New York just prior to UN CSD 8. The Forum organized by the UN CSD secretariat DESA and the Earth Council has four

major objectives: One is the sharing of organizational and policy experiences of NCSDs. Second is the sharing of the results of their national and regional consultation son the themes of CSD 8 (Land management,)
And the third is planing for the ten-year review of the Earth Summit agreements and their relevance in view of new realities of the coming decade. And the fourth is to strengthen the electronic link between the growing knowledge developed by the NCSDs.

A global campaign to have a people's Earth Charter

In an increasingly complex and interdependent world the dynamics of sustainable development has become more multi-dimensional then most people realize. While the Brundtland commission of 1987 has defined sustainable development as " addressing the needs of the present without jeopardizing the ability of future generations to meet their needs" this definition has the tendency to focus mostly on resource use, clean technology and environmental regulations.

The experience to date has shown that such efforts are inadequate for creating the necessary changes for a just, equitable, peaceful and sustainable future. For those matter intergovernmental agreements alone, even done at the highest level of government is not going to solve the problem of our unsustainable development path.

Major assessment of progress such as the UNDP 1999 Development Report and the UNEP GEO 2000 All call attention to the growing number of poor people and the gap between " the Majority that have less and the minority that consume more", the critical state of our environmental life support system such as water, forest and ozone. The increasing civil violence and personal isolation of people.

There is a need to deepen people's consciousness and motivation to change their behavior and the structures and culture that perpetuates violence and unsustainable development.

Conceptual Framework

THE PRACTICE OF SUSTAINABLE DEVELOPMENT

I see sustainable development as a system, which has three inter-related dimensions and processes. The Earth Charter is a critical tool and framework for clarifying the values necessary for assuring the integrity and wholeness of the processes.

INTEGRITY OF PEOPLE'S IDENTITIES

Sustainable development needs to be anchored in the multi-level identity of people as agents of their own development. For development is not something that governments or NGOs or educators can give to people. It is something people do for themselves. It requires their empowerment through

tapping their cultural, ethnic and spiritual resources and expanding their personal and communal life stories and identities, as sources of meaning, to the realms of local, national, and global citizenship.

COHERENT RELATIONSHIP VALUES

Sustainability needs a set of coherent relationship values manifesting multi-level and community based identities. It needs values that define the relationship between people and nature, individual and society, economics and ecology, local and global, sovereignty and interdependence, present and future.

Our view of nature now includes the sub-atomic and genetic levels as in the issues of genetic engineering. The relationship between individuals and society includes the issues of private and public goods; The relationship between economics and environment, includes the issues of globalization of markets and the impoverishment of non-market players such as local ecosystems and communities. The relationship between sovereignty and interdependence includes the issues of individual self-determination of states and their cooperative unions such as the European Union and the UN.

These relationships result in creative tensions of paradoxes, which require a deeper level of comprehension and a higher level of response then the conventional "either or" solutions. They can no longer be understood through a "flatland" analysis or through deductive fundamentalism. These relationships all have personal and public, internal and external, as well as present and future dimensions.

This is the reason why the Earth Charter needs to be more then just a restatement of first principles that have already been eloquently expressed by major indigenous and spiritual traditions. The Earth Charter needs to translate these principles to relationship values in the present context, for meaning, and be informed by personal and social interior experiences for authenticity. These require the integration of various value spheres of the social, economic, environmental, cultural and technological regimes as well as a culture of peace and levels of spiritual experiences.

TRANSFORMATIVE PROCESS OF CHANGE

Thirdly sustainability needs to be a process of transformative change. The orienting direction of this change should not be a regression to pre-rational inter-connectedness or the disassociating rationality of the modern but towards an integration at a higher level of evolutionary order or community were values of justice, peace, efficiency and equity are realized.

We cannot revert to living in caves like our ancestors did, but need to preserve a sacred relationships with nature as we transform our habitat from caves to condominiums, a truly alchemical task. A process beyond reform or revolution to that of transformation. This requires the affirmation of differences that modernity has brought to our awareness and the realization of solidarity and interdependence. This transformative process speaks to us

of participation, subsidiarity, peace and equity as principles of movement and creative change.

The process of creating the learning and teaching spaces for people to explore: multi-level identities and citizenship, a coherent system of relationship values and experience a process of transformation is the pedagogy for sustainable development.

THE EARTH CHARTER VALUING PROCESS

The idea of creating an earth charter as a basis for intergovernmental negotiation for agreements in sustainable development has a long history from the Stockholm conference of 1972, to the Brundtland commission of 1987 and the Earth Summit at Rio in 1992 that produced the RIO principles. A major part of the failure to have an Earth Charter adopted was the lack of a political constituency for it. But more important was a lack of appreciation and understanding of the real function that can be performed by an Earth Charter, and what is needed for such a charter to be relevant and effective.

The problematic of sustainable development is not due to a lack of financial resources or technology or governmental will. It is due to, an identity gap, a relationship gap and a process gap in our apprehension and comprehension of the times and ourselves we are living in. Insufficient attending to the questions of who we are, how to relate to each other and the earth, and how to be co-participant in the evolutionary journey of creation. An Earth Charter process that provides the learning and teaching spaces for people to address these gaps is therefore fundamental to the process of sustainable development.

Common responsibility entails the internalization of values and its translation into: personal behavior specially in consumption and production activities; living of Faith teachings; work ethics of professions such as medicine, law and business; ethics of organizations and associations; creation of educational curriculum; and an ethical framework for local and national development strategies.

The Earth Charter draws from its ontological view of reality that more complete truth lay beyond the different locations of an ideology in a spectrum form "right to left". It lays in the ecological relationship between them, in their connectedness. A movement of authority from ideologies to an ecology. This view of reality is anchored not in the disengagement of pure rationality but in the contextual relationship of community of beings, not in the shallow relativism of intellectual tolerance for ambiguity but a way of empowering without losing one's power. The great post- post- modern realization is the interconnectedness of differences, of all things.

The epistemological task of present Earth Charter process is discovering these relationships at different levels and dimensions of reality

The pedagogical task is learning and teaching norms for these relationship and processes. It proposes an educational ethic that makes people responsive to the claims of community upon their lives, not competing for

scarce resources as isolated individuals but creating communities of abundance in their lives as multi-level citizens.

The Earth Charter process is a deeply ethical educational process, one that requires a capacity for connectedness that is at the heart of an ethical and ecological life. It is a call to engagement, mutuality and accountability. This can only happen when the individual and the diverse members of a community are bond by compassion. And when compassion translates into operational terms such as protecting the earth's carrying capacity to support our neighbors.

The Earth Charter global campaign now involves national Earth Charter committees working in over 45 countries.

The Earth Charter drafting process

The formal drafting of an Earth Charter is supervised by a drafting committee chaired by Professor Steven Rockefeller and reporting to The Earth Charter Commission. They have issued a Benchmark draft II and are scheduled to have a global meeting of Commissioners in March of year 2000 to incorporate new recommendations form the national consultations. It is targeted to have a final document presented to the United Nations in the year 2002.

The Earth Charter benchmark draft has been presented at major global forums including The Global Forum of Community Educators in Cambridge, The State of the World Forum in San Francisco, the Parliaments of World Religions in Capetown.

Closing

The power and effectiveness of global initiatives are based on the action and sustainability of local and national units. It requires a process that is not only bottoms-up and top-down but one that involves the inner and the outer – a process of the heart.

Multi-Stakeholder Participation: Mechanism for Sustainable Development[1]

Ella S. Antonio

There are three major elements towards the attainment of sustainable development (SD): the multi-stakeholder mechanism, the sustainability agenda, and the ethical and spiritual framework. The multi-stakeholder mechanism, more commonly known as National Council for Sustainable Development (NCSD), may be viewed as the skeleton or the institutional framework that would support and move the rest of the SD parts. The sustainability agenda may be likened to the flesh that is supported and moved by the skeletal framework. These agenda have been set at the global level in the 1992 Earth Summit and being translated into the national and local contexts to this day. They spell out the policies, strategies, programs and projects for sustainability. The Earth Charter, which embodies the ethical and spiritual framework, provides the soul to the first two elements and completes the SD framework. These three elements underlie the major thrusts of the Earth Council.

This paper will focus on the first element, the multi-stakeholder mechanism or the NCSD. It will describe the mandates, features, and structures, among others, of multi-stakeholder mechanisms worldwide as compiled in the NCSD Report, 1999-2000 that was produced by Earth Council with assistance from the United Nations Development Fund (UNDP).

Multi-stakeholder Participation

Multi-stakeholder participation means that everybody or anybody who will be affected by and benefit from any endeavor must take active part in its planning, decision-making and implementation. Sustainable development is everybody's concern. Everybody must thus take responsibility and get involved in SD. In other words, multi-stakeholder participation is based on the people's right to SD. After all, SD is what people do for themselves. This mandate has been articulated and provided for in several global documents such as in Principle 10 of the Rio Declaration and several sections of Agenda 21. For instance, Agenda 21 called on appealed to "major groups" to get involved in decision-making (Section III), and expressed the need for national consensus through participatory dialogue (Chapter 38).

[1] Paper presented by Ella S. Antonio, Area Manager for Asia Pacific of Earth Council, in the National Forum on Sustainability Planning held on December 20-22, 1999 in Dhaaka, Bangladesh.

Nomenclature

Existing multi-stakeholder mechanisms have various names, usually depending on the form and mandate. For instance, Canada has the national Round Table on Environment and Economy, Mexico has National Consultative Council for SD, while Uganda has National Environment Management Authority. For easy recall, however, the mechanism has been generically referred to as National Council for Sustainable Development or NCSD.

Attributes of a Multi-stakeholder Mechanism

The NCSD Report comprehensively describes the different mechanisms in 21 countries, including their experiences, accomplishments, problems and plans. The experiences in these countries indicate that there are no hard and fast rules in establishing a mechanism and making it work well. The national or local contexts largely dictate the resultant form and substance of the mechanism. Thus, the success and effectiveness of a mechanism depends on how well it has adapted and harnessed the prevailing situation, and on how much support it gets from the stakeholders. Nonetheless, the experiences of the countries provide a good idea on what makes a good and working mechanism.

Status and mandate- The mechanism must have an official status and clear mandate, preferably from the highest authority in government. An official mandate provides legal personality to the mechanism thus allowing it to work well with its constituents, to make its outputs or advocacies carried officially, and to access funds, among others. The official instruments that set up the NCSDs in the Report vary, but in general, the highest authority in the country issued them.

Leadership- Inasmuch as the mechanism is composed of people from different sectors and strata of society, it is always useful to have a leader that has very high rank and stature, has an oversight and comprehensive responsibility, and neutral. In many cases, therefore, the heads or chairpersons of the mechanisms are either the President or Prime Minister of the countries.

Composition and participation- Participation draws support and feeling of ownership from stakeholders apart from ensuring more comprehensive view of SD matters. Thus, wide participation by as many stakeholders must be a major consideration in the establishment of an SD mechanism. In terms of composition, the mechanism must have a good balance of representation from the major groups, i.e., government, civil society and business. Care must be taken, however, such that the size of the mechanism does not become too large and unmanageable.

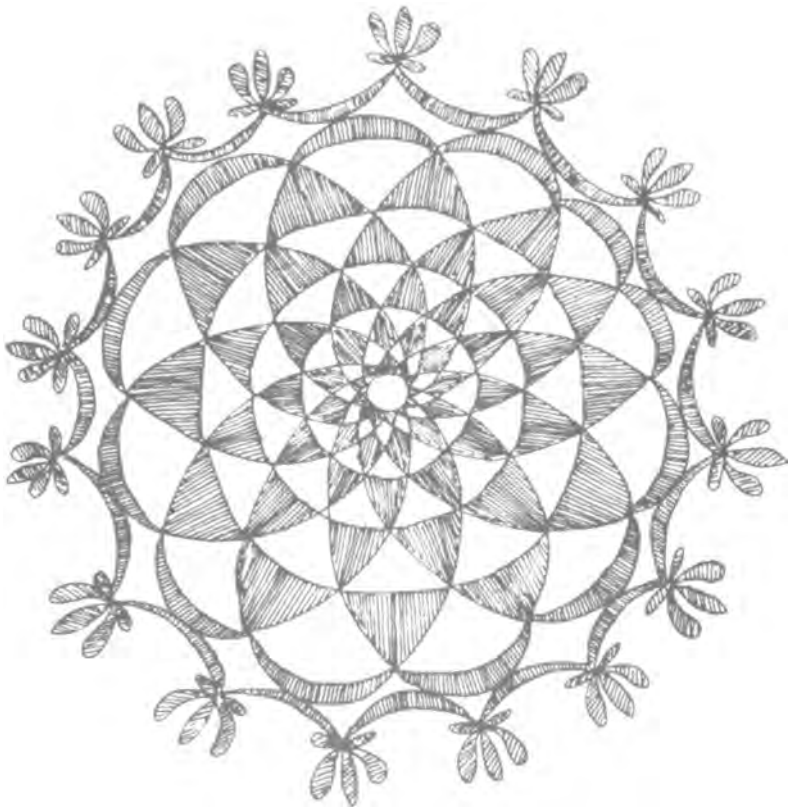
Reach- The mechanism must have an extensive reach, i.e., must have the capability to allow participation of stakeholders in various parts of the country, in order to have a mass base and support. The creation of local counterparts is thus useful.

Influence- The mechanism is preferably a decision-making entity or, at the very least, could influence decision-making. A mechanism that possesses the foregoing attributes would certainly have great influence.

Agenda- It is also important that the mechanism tackles substantive agenda and has good technical support that allows it to handle complicated matters. A mechanism producing well-grounded recommendations or decisions could command respect and become influential.

Conclusion

It does not matter if the mechanisms or NCSDs in the world have different sizes, shapes, compositions, mandates and forms for as long as they all practice multi-stakeholder participation. The important thing is that they perform the tasks that they were set out to do and attain the common objective of achieving sustainable development for all.



Multi-stakeholder National Councils for Sustainable Development: The Cases of Philippines and Mongolia[2]

By Ella S. Antonio

I. Philippine Council for Sustainable Development

The concept of sustainable development (SD) and initiatives therefor started in the 1980s in the Philippines. It was fully recognized as a State policy upon the adoption of the 1987 Philippine Constitution which mandates "the protection and advancement of the right of the people to a balanced and healthful ecosystem in accordance with the rhythm and harmony of nature". In 1989, the Philippine Strategy for Sustainable Development (PSSD), the conceptual framework for a balanced and integrated approach to environment and development issues, was adopted. The PSSD was the Philippine contribution to the UN Conference on Environment and Development (UNCED) or the Earth Summit in 1992. Since then, the Philippines has become an avid SD advocate at the local, national, regional and global levels. Its efforts have been fully recognized globally as evidenced by its continuous membership and participation in all sessions of UNCSD, and its chairing of the Group of 77 in 1995. This recognition was likewise highlighted by the election of its Chairperson to chair the sixth session of the UNCSD in New York.

1. Creation and Mandate

The Earth Summit called on governments to form national coordination bodies that will follow-up and monitor compliance to Agenda 21, specifically Chapters 8 and 38. In swift response to this, newly elected President Fidel V. Ramos issued Executive Order No. 15 on September 15, 1992, which established the Philippine Council for Sustainable Development (PCSD). The PCSD is both the first national multi-stakeholder mechanism created by President Ramos and the first such mechanism created in the world after the Rio Summit. Much of the country's accomplishments in the SD field may be attributed to this multi-stakeholder coordination mechanism.

The PCSD was created to chart the direction and coordinate the implementation of SD in the Philippines. Its main task is to ensure that the commitments made in the Earth Summit are implemented, monitored, and coordinated both at the local and global level. It is primarily an advisory and recommendatory body to the President, the Cabinet and the Legislature. On the strength of its recommendations, Presidential orders are issued and laws are passed. Specifically, the PCSD has the following mandates:

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[2] Paper presented at the National Forum on Sustainability Planning held on December 20-22, 1999 in Dhaka, Bangladesh. The Philippine case substantially draws from the write-up on the philippines in the *NCSD Report, 199-2000* likewise written by the author. The Mongolian case draws heavily from the updated report of the NCSD Secretariat. The author wishes to acknowledge with gratitude the Mongolian NCSD secretariat whose updated report submitted to Earth Council for inclusion in the NCSD Report was substantially used in this paper.

- To review and ensure the implementation of the commitments made by the Philippines in the light of the UNCED and Philippine Agenda 21.

- To establish guidelines and mechanisms that will expand and operationalize the SD principles, as embodied in Agenda 21 and the Philippine Agenda 21 (PA21), and incorporate them in the Medium-Term Philippine Development Plan.

- To formulate policy reforms, programs and projects and recommend new legislation that respond to continuing and emerging issues, and chart future actions related to environment and sustainable development.

- To provide policy advice to appropriate bodies on environment and sustainable development issues of national interest.

- To institutionalize a mechanism that would ensure linkage among the legislative and executive branches, local government units, non-governmental organizations, business and other concerned entities or sectors, in the formulation of policies and decision-making on sustainable development concerns.

- To act as the coordinating mechanism with the United Nations Commission on Sustainable Development (UNCSD) and actively solicit assistance and cooperation towards the realization of Philippine commitments made at the Earth Summit.

- To review and monitor plans, policies, programs and legislation on SD and recommend strategies for promoting efficiency and timeliness of their execution.

- To establish a networking mechanism that will establish links with local and international organizations involved in sustainable development.

- To catalyze the formation and institutionalization of local councils for sustainable development, in close coordination with local authorities.

Over its seven years of existence, however, the PCSD has gone beyond its mandated tasks. It has aggressively pursued the promotion of SD awareness and practices, and has served as venue for resolving issues and sectoral conflicts pertaining to SD in the Philippines. It has likewise contributed in the global SD promotion by serving as a model and providing assistance to other NCSDs.

2. Structure and Membership

Executive Order No. 15 designated the Secretary of Socio-economic Planning and Director-General of the National Economic and Development Authority (NEDA) as Chairperson of the PCSD. This is in recognition of the

need to view SD in a holistic, multi-sectoral and multi-disciplinary perspective. The Secretary of Environment and Natural Resources was designated as co-chairperson in view of the dominant role of environment in SD matters. Sixteen other Cabinet-level departments represent the government in the Council, namely: Agrarian Reform; Agriculture; Budget and Management; Education, Culture and Sports; Energy; Finance; Foreign Affairs; Health; Interior and Local Governments; National Defense; Public Works and Highways; Science and Technology; Social Welfare and Development; Tourism; Trade and Industry; Transportation and Communications.

The Order also provided for the strong participation of the civil society as full members in affirmation of the fact that SD is everybody's concern and responsibility. Civil society has 13 representatives that include nine from non-governmental and people's organizations concerned with SD, two from the labor sector and two from the business sector.

This multi-stakeholder approach extended beyond the PCSD structure and applied to its operations through counterparting and consensus building among its members. It is served by a Secretariat that has two components: 1) PCSD Coordinating Secretariat based at NEDA, the organic agency of the Chairperson, and 2) the NGO/PO Counterpart Secretariat. The former is responsible for coordinating the government side and providing the over-all technical and administrative requirements of the PCSD, while the latter coordinates activities and consolidates inputs of the civil society.

The PCSD encourages the creation of local SD councils to gain ground and mass-based support for SD. To date, some 38 local councils have been established that includes 12 at the regional level, 22 at the provincial level, two at the city level, and two at the municipal level. Efforts to establish more local SD councils are continuing. These include the implementation of the localization projects funded by the CIDA and GEF.

Substantively, the PCSD is supported by four committees, as follows:

Committee on Social and Economic Dimensions –tackles issues related to poverty, consumption patterns, population, human health, human settlements, and decision-making.

Committee on the Conservation and Management of Resources for Development –primarily tackles the physical dimensions of the environment and issues associated with them. Given the breadth of this subject matter, the Committee is divided into four subcommittees tasked with specific areas of concern: Atmosphere, Biodiversity, Water Resources, and Land Resources.

Committee on Strengthening the Role of Major Groups – addresses the various needs as well as the roles of the major participants in realizing SD efforts and ensures the creation of a critical mass of advocates in both the government and non-government sectors.

Committee on Means of Implementation – responsible for the establishment of linkages with, and solicitation of assistance from,

international organizations in the fulfillment of Philippine commitments to the UNCED. It is also tasked to identify local and institutional arrangements and mechanisms that would facilitate the implementation of Philippine commitments to the UNCED. It has Subcommittees on: Financing Arrangement; Science and Technology; Information and Education; and Legal and Institutional Arrangements.

There is no clear indicator of a universally applicable ideal NCSD structure. However, the PCSD structure must be the ideal one for the Philippine context at this time judging from the facts that PCSD has served as a model to other NCSDs, performed its tasks effectively, and moved its agenda forward.

3. Multi-stakeholder Participation and Decision-Making

In the pursuit of democratic principles, the participation of civil society and private business in government policy-making and implementation was encouraged by President Corazon Aquino, and enriched and expanded by President Ramos. The government considered civil society as partners, rather than adversaries, in development. This policy nurtured mutual trust and promoted a stronger sense of partnership and teamwork in Philippine society. This policy has permeated all sectors and all levels of society. The government has even facilitated access by civil society to resources coming from official development assistance and from domestic budgetary resources.

PCSD members have equal voice, and hence influence, in the discussions and decisions of the Council. Decision-making at the PCSD is by consensus, and each member is expected to actively participate and provide inputs, has the right to express his/her opinion, and has one vote in all PCSD activities and meetings. The civil society representatives are given the same level of authority and participation as the government members even in international fora, such as the UNCSD. Thus, it is imperative that these members consult and speak for their respective constituencies.

Substantive deliberations take place primarily at the Committee level, before issues and decisions are brought to the Council level. Executive Committee meetings may also be convened as necessary to tackle cross-cutting issues and concerns that may not require full Council deliberation, or in preparation for such full Council discussion.

Inasmuch as PCSD processes are highly consultative and participatory, the implementation of its decisions or recommendations is usually not so difficult. However, given that SD matters almost always involve competing interests, it can be expected that not everybody will be satisfied by its decisions. Nonetheless, PCSD has so far succeeded in minimizing fall-outs from these conflicts by trying hard to find "win-win" or compromise solutions.

4. Major Contributions of PCSD

The PCSD is the recognized authority and responsible entity on SD matters. It spearheaded and coordinated the formulation of PA 21. It is now coordinating and monitoring its implementation, as well as doing its best to propagate it in the local level. Since PA 21 is the country's SD blueprint, it has guided all local, national and global activities of government and civil society. An example of this is the formulation of various sectoral action plans such as Business Agenda 21, Youth Agenda 21, Regional Action (SD) Agenda, and Palawan Agenda 21 (for the province of Palawan).

The formulation of Plan 21 was consultative and participatory, but admittedly tedious and costly. The process is nonetheless preferred as it ensures broad-based support, something that is needed in order to succeed in the implementation of Plan 21.

Through the efforts of PCSD, the evaluation and programming of the Philippine official development assistance (ODA) now greatly considers SD parameters. The criteria for evaluating projects for ODA now include conformity with PA 21.

As a recognized authority on SD, PCSD has become a consultative venue, sometimes even a clearinghouse, especially for SD matters involving more than one sector. The formulation of plans, policies and projects invariably involved PCSD or its members. For instance, PCSD was at the forefront and succeeded in pushing for the passage of the laws on the protection and promotion of the rights of indigenous people, and regulations on the phase-out of leaded gasoline. It spearheaded the adoption of the National Biodiversity Strategy and Action Plan. It was also involved in the formulation of a draft National Land Use Act, now awaiting Congressional approval.

5. PCSD Roadblocks

The way to PCSD's current state and stature was not exactly easy. It started out in a general atmosphere of suspicion and even mistrust between the government members on one hand, and the civil society members on the other. One manifestation of this was the initial strong resistance of the civil society counterparts to expanding the membership of the Council to include the business sector, on the reasoning that the government members "already represented the interests of business". It was only after four years that consensus was reached to include two business sector representatives, at which time two labor representatives were also added to the membership. Through various "leveling" and team-building exercises undertaken through the years, an atmosphere of trust and teamwork was gradually built and established.

Early on, the dynamics within the NGO community posed issues and even conflicts particularly in the matter of civil society representation in the Council, an issue which the government decided to leave to the civil society counterparts to resolve among themselves. Nonetheless, this posed difficulties for the government secretariat, who had to bear the brunt of complaints from NGO elements who felt excluded from the process. Since

then, a formal process for selection of PCSD representatives has been developed in the civil society community. Although dissatisfaction with the process continues to be expressed by certain quarters, the process has helped in minimizing conflicts and distraction.

PCSD had at the outset been hampered by the lack of dedicated budgetary resources for its operation. Even the original Executive Order creating it did not have a specific regular budgetary provision for the Council. The Council thus operated through resources contributed by the member agencies from their regular budgets, especially the NEDA which acted as the government secretariat for the Council. PCSD also relied heavily on ad hoc external assistance to support much of its substantive work.

Consensus building in a multi-stakeholder group as diverse as the PCSD has admittedly been a challenging exercise. At times in the past, certain members had taken hard-line "non-negotiable" positions that made compromise and consensus building impossible. Nonetheless, this has not stopped the PCSD from achieving consensus on many important matters.

6. Lessons Learned

Many useful lessons have been learned throughout the seven years of PCSD's existence that could guide others in their own organizational process. Foremost of these are the following:

"Trust begets trust." Partnership begins with trust. Much was gained when the government and non-government sides of the Council decided to proceed based on trust for one another. This made it easier to achieve effective counterparting between the two sectors, bringing down initial barriers which got in the way of addressing issues and working for solutions as a team. Council members decided to invest time and efforts in leveling their expectations, their perspectives, and even their paradigms for approaching SD. The civil society counterparts took the effort to study and understand the mainstream economic paradigm that has been guiding much of government policy. The government members similarly shed their strict biases and opted for greater pragmatism in confronting development issues. This leveling process took time, but has made consensus building much easier than it would have been without such initial investment in fostering partnership.

"No pain, no gain." The working partnership achieved in PCSD has not come without trying episodes of friction and disagreement. But the sectors involved persisted in the determination to seek a working partnership, even as the temptation to "disengage" had come at times, and threats to that effect had even been expressed. The multi-stakeholder process indeed requires tremendous patience and tolerance on the part of all those involved, but such patience and tolerance eventually pays off in the form of more stable solutions and outcomes to SD issues and problems.

"Oak trees come from little acorns." PCSD consciously steered clear of tackling major contentious SD issues in the early stages of its existence, when its efforts were more directed at nurturing a growing spirit of trust,

cooperation and partnership. Thus, the substantive issues that PCSD dealt with at the start may be considered as smaller, more specific, and less debatable concerns like the phase-out of leaded gasoline, and improving the environmental impact assessment system. In effect, the less contentious issues served as "practice" to build up capability to seek consensus on more major and more controversial concerns and issues.

"Partnership takes negotiation." A multi-stakeholder process is based on willingness to compromise and seek consensus. Thus, PCSD members realized that "digging in one's heels" and defining certain positions as "non-negotiable" are not consistent with an effective multi-stakeholder process. Open-mindedness and flexibility are crucial elements to building partnership.

7. Conclusion

PCSD has built a reputation that is recognized nationally and globally. It has proven its potency and effectiveness in the SD arena. It has overcome numerous internal and external problems and trials that have made it even stronger and wiser. It has continued to enjoy the trust and confidence of government no matter which Administration. More importantly, it has maintained the trust and confidence of the Filipino people that it is serving.

II. Mongolian NCSD

Amid the difficult transition to democracy and market economy that began in 1992, Mongolia managed to become one of the first countries to support and implement the agreements in the Earth Summit. The Mongolians made it a policy to remain committed to SD as a direction towards their own future. They decided that they must take the SD path in order to face the challenges posed by the new systems that hold both great promise but clear danger to them. Two of its greatest achievements in this regard are the formulation of the Mongolian Action Program for the 21st Century (MAP 21) and the establishment of an NCSD.

1. Creation and Mandate

The NCSD of Mongolia was created through Government Resolution No 73 (GR 73) issued on April 12, 1996. It was established to manage and organize all SD activities in Mongolia, foremost of which is the coordination and provision of overall guidance on the formulation and implementation of MAP 21. The NCSD advises the Chair of the State Great Khural (Parliament Speaker) and the President of Mongolia on SD policy and strategy, on the next steps in building the new management system related to SD and on policies that foster Mongolian participation in regional and SD process.

2. Structure and Membership

The organizational structure of NCSD has been changed four times since its creation. GR 73 provided that the NCSD be chaired by the Prime Minister

and composed of 13 members, namely; six Cabinet Ministers, three Vice-Ministers, three Governors, and Head of International Organization Department of the Foreign Relations Ministry (IOD-MFR). In August 1996, the number of members remained the same but the composition was changed to six Cabinet Ministers, 4 local Governors, Head of Cabinet Secretariat, State Secretary of the Ministry of Finance, Head of IOD-MFR. By May 1998, the membership grew to 18 with the inclusion of the Chairpersons of Parliament Standing Committees (3), the SD Advisor of UNDP Country Office, the Head of the Business Council for Sustainable Development, and a representative from NGOs. In February 1999, the MAP 21 National Coordinator was added and the Advisor to the Prime Minister was designated as the Secretary. While the modifications in membership and composition were brought about by changes in Government, they somehow resulted in an improved institutional framework.

Under the NCSD, the Management and Coordination Working Group (MCWG) headed by the Chief of Strategic Policy Department of the Cabinet Secretariat was set up to coordinate the inputs of different ministries and government agencies during the first phase of the MAP 21. The MCWG was responsible for finalizing the NCSD decisions. Upon the completion of MAP 21, however, the MCWG was reorganized into the Implementation Coordination Working Group (ICWG), signaling the shift of function from program formulation to program implementation. Specifically, the ICWG was tasked to coordinate the activities of the Central and local governments in implementing MAP 21.

Initially, the NCSD did not have its own Secretariat, but relied on the MAP 21 Project Implementation Unit (PIU) for secretariat support, inasmuch as the PIU is headed by the Secretary of NCSD. It was only in February 1999 when the NCSD created its own Secretariat headed by the Advisor to the Prime Minister.

As a precondition to the implementation of MAP 21, the NCSD mandated the establishment of local NCSDs. The Aimag (province) and City Sustainable Development Advisors (ASDA) were tasked to establish the Economic, Social and Environmental Committees (ESECs) to guide the implementation of Aimag/Capital City Action Programs. The ESECs were established through resolutions by local Citizens' representatives who also chose their members. The ESECs are composed of members of local government, citizens' representatives, local and national NGOs and business community. Under each ESEC there are three to four working groups (TWG) specializing on the four Agenda 21 issues - economic, social, environment and civil society participation. But unlike the ESEC, the TWG does not have a decision-making power.

A typical ESEC is comprised of 9-12 representatives of the local governments and 1-5 representatives of NGOs and the private sector depending on Aimag specifics. This lower level of representation from NGOs and the private sector is due to the lack of experience and commitment from the government representatives at both local and national levels in involving NGOs in decision-making. NGOs only became active in the 1990s. Therefore, government agencies had no tradition and skills in working with recently established independent NGOs.

3. Multi-stakeholder Participation and Decision-Making

Civil society participation in SD process started within the formulation of national and local Agenda 21s. In the bottom-up approach employed in Mongolia, the NCSD initially selected Aimag/Capital City Sustainable Development Advisors (ASDAs) to the Governors of Mongolia's 21 aimags and Capital City, for whom PIU organized a training course before they assumed their posts. The primary purpose of the training was to brief the Advisors on the concept of SD and the coordination and preparation of Aimag (province)-level Action Programs for sustainable development, designed to feed into the development of the national MAP 21. The first step in the work of the ASDAs was to organize workshops and seminars in the Aimag centers, as well as in rural areas (Sums and Bags) in order to introduce the concept of sustainable development and generate support for the NGOs, private sector community, government officials, academicians and herders.

The Business Council for Sustainable Development in Mongolia was organized in 1998 to adapt MAP 21 to business activities. A number of private companies and NGOs were involved in the process of formulation and implementation of MAP-21.
The multi-stakeholder participation in NCSD continues to be extended during the implementation stage of MAP 21. It is expected that in the future, there will be further incorporation of NGOs, private sector and academics in the work of the NCSD at both national and local levels. There is also need to extend multi-stakeholder participation in implementation of NCSD decisions not only incorporating NGOs, private sector and academicians, but also involving government officials from different levels. In line with this, the NCSD has established eight working groups comprised of leading experts in relevant fields and civil servants from different ministries. MAP 21 PIU and Secretariat of NCSD consult and articulate with a wide range of stakeholders prior to ICWG (formerly MCWG) and NCSD meetings and prepare draft of NCSD decisions. The ICWG meeting finalizes the agenda and draft of NCSD decisions.

Mongolia has undertaken different approaches to extend multi-stakeholder participation into implementation of MAP 21. Thus, at the request of the Mongolian Government in 1996, UNDP has provided additional funds for implementation of small projects in each Aimag to demonstrate sustainable development principles in rural areas and to strengthen the capacity of local governments. It is expected that the results of the small projects would stimulate the local economy and demonstrate to local governments and local communities how to integrate economic, social and environmental issues in rural areas.

[3]Sums are the rough equivalent of municipalities while bags are the smallest administrative unit, corresponding to villages.

4. Major Contributions of NCSD

The "Mongolian Action Program for the 21-st Century" (MAP 21) document preparation started with Mongolian participation in the Rio Summit in 1992. As the first step towards implementation of Agenda 21, the former National Development Board, and the Ministry of Nature and Environment with UNDP jointly formulated a project document for the national Agenda 21. The program funded by Capacity 21 started in June 1996 and was completed in May 1998, yielding Mongolia's own sustainable development strategy – the MAP 21 document that has been created through an elaborate process of consultation among a wide spectrum of stake-holders at both national and local levels. MAP 21 was developed under the leadership of the NCSD.

The NCSD supported the development of 21 Capital City and Aimag Action Programmes (AAPs), defining development challenges and priorities at the local level. ASDAs with help from the PIU started the document preparation process by conducting workshops that introduced the concept of sustainable development at Aimag, sum and bag levels, and generating support for the work of ASDAs. Subsequently, the ESECs, with the help of working groups and ASDAs, compiled databases in order to establish the needs and resources of their Aimags. The AAPs have been developed following the guidebook provided by PIU that was based on Global Agenda 21. Aimag AAPs outline a vision and the sustainable development strategy based on the most up-to-date and comprehensive situation analysis provided by native scientists, politicians, businessmen, and local government officials. Each Aimag has also identified its priority areas for development, including projects in pursuit of sustainable development.

Guided by the Global Agenda 21, the first draft of MAP 21 was written by the PIU, and was subsequently forwarded to the MCWG and the NCSD for review. The members of both MCWG and NCSD were divided into working groups depending on their field of expertise and jurisdiction. The officials from the ministries, academicians and NGOs in these working groups collaborated with the National Consultants and the PIU and developed the second draft. This draft incorporated the key issues from the first drafts of Aimag Action Programs. The second draft was again reviewed by the NCSD, Members of Parliament involved in MAP 21 and all the working groups, academicians and professors from the Universities. The final version of MAP 21 document has incorporated results of the modeling exercise (one of the MAP 21 pilot projects) as well as main points from the final versions of Aimag Action Programs. Thus, a strong bottom-up process marked the formulation of MAP 21.

5. Aids and Obstacles to NCSD's Accomplishments

Understanding and appreciation of the concept of sustainable development by civil society and preparation of the MAP 21 document at both national and local levels were facilitated by several factors. First, the selected ASDAs were highly educated and well experienced in development of such kind of documents. Thus, all ASDAs have good knowledge and experience of public administration and more than 60 per cent of them are former high level government officials, including Members of Parliament, Aimag Governors,

Deputy Governors, and Heads of Departments. Second, members of civil society were enthusiastic about working to address sustainable development concerns that included not only economic and social issues but also traditional nature and environmental sustainability. The latter were issues close to the hearts of the people, particularly for Herders who had begun to feel the adverse impacts of overgrazing and desertification facing pasturelands. Third, there was a high demand for a long-term comprehensive policy document mapping out a sustainable future which incorporates environmental concerns and social priorities, as well as economic objectives within international development trends.

The most serious roadblocks to implementation of sustainable development activities have been the lack of domestic financial sources and limited national capacity building. The 1999 State Budget of Mongolia is in deficit by more than 100.0 billion Togrogs. More than three fourths of Aimags have subsidies from the Central Government. Even ASDAs have stopped their activities since September 1998 because of lack of financial resources. The problem is not due to too much efforts and projects and too wide coverage in the face of limited resources, but is primarily because of difficulties in the transition from a centrally planned system to a market economy. The Asian financial crisis also had some adverse impacts on the Mongolian economy leading to such resource constraints. The next critical challenge is the re-education of government officials, parliamentarians, NGOs, and businessmen on the creation of new economic activity and the redesign of existing activities in ways that provide sustained economic growth without unduly harming the environment.

6. Lessons Learned

NCSD reflects an intensive inter-ministerial effort within the Central Government that has reached throughout all government ministries. Nearly all institutions of the central government have played important roles in this process and made critical contributions. The Mongolian experience has shown that for sustainable development to occur, all governmental institutions should contribute ideas, information, analysis and evaluation, and collectively help to build the plan for the nation's future.

One of the strongest parts of the MAP 21 process has been the widespread and meaningful participation by all Aimag governments. Each Aimag had created its individual Aimag action program before the national MAP 21 was finalized, and an appropriate demonstration project had been developed for each area designed to fit into the specific action plan. Educational and document development plans had been created by Aimag Advisors who had been part of the MAP 21. This means that the formulation of MAP 21 had been marked by a strong "bottom up" approach. It has engaged members from all parts of society and created an integrated and dynamic agenda shaped by all major groups in Mongolia. The same strong role of local governments and major groups is being asserted in the implementation of MAP 21. For instance, several community-based organizations related to sustainable development have been established not only in Capital City, but also in rural areas. These include the Western Aimags' Center for Sustainable Development, Darkhan Center for Sustainable Development,

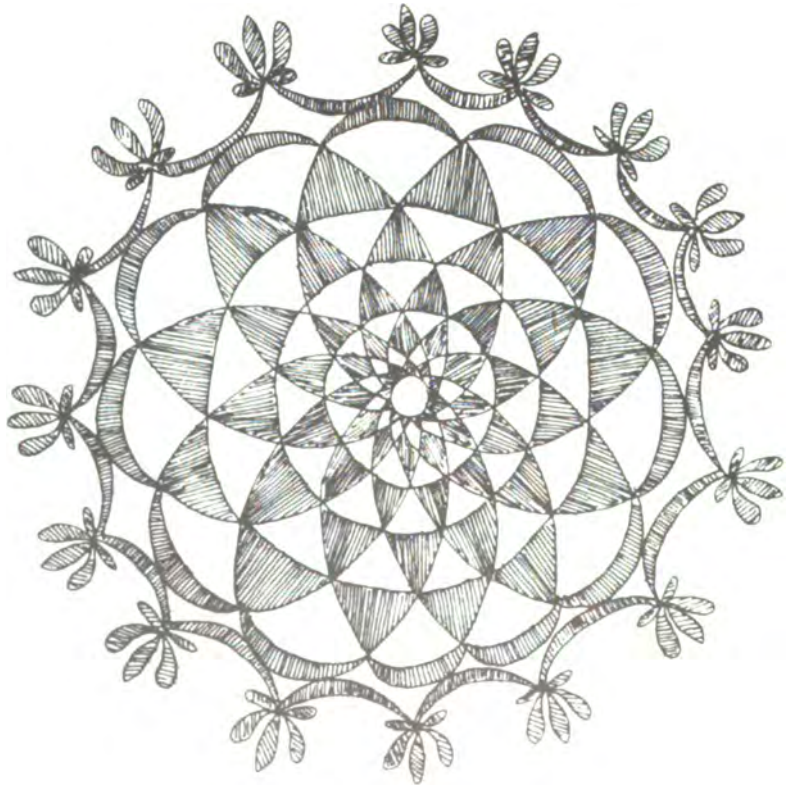
Eastern Aimags' Association for Sustainable Development, Sustainable Development and Youth, and Society of Social Workers.

7. Conclusion

The NCSD will continue acting as a catalyst and coordinator promoting and supporting the implementation of MAP 21 across the country. The NCSD will shift its focus from developing a national sustainable development strategy to promoting implementation of this strategy through national and international partners-supporters for appropriate MAP 21 demonstration projects including curriculum reform, and helping Aimags to find applicable support and information for the implementation of their AAPs.

The NCSD will also help to promote longer term implementation of MAP 21 through support for ongoing public awareness campaigns, organizing workshops and seminars, development of effective participatory systems for monitoring the implementation of MAP 21 and the AAPs, and by establishing a permanent structure within the Government responsible for promoting and monitoring implementation of MAP 21.

The NCSD will likewise provide the necessary attention to international cooperation in building up regional and sub-regional consensus on sustainable development issues, including future elaboration of existing relationship with the UNCSD, Earth Council, UNDP, APNCSD, and other international organizations, donors and neighboring countries.



Multi-Stakeholder Integrated Sustainability Planning: Towards Holistic Development

By Cielito F. Habito and Ella S. Antonio

Preface

We in the Earth Council believe that sustainability of development depends just as crucially on the process by which planning for development is carried out, as it does on the substance and content of the development plan itself. We present in this document a description of an approach to planning towards sustainable development, which we call Multi-stakeholder Integrated Sustainability Planning, or MISP. Consistent with the above philosophy, the approach gives as much emphasis to the mechanisms and processes for formulating sustainable development plans, as to the substance and content of such plans.

We fully recognize that countries and localities vary widely in their prevailing set of political, cultural, social and economic circumstances, and such differences must be acknowledged and respected. Thus, we stress that in describing MISP below, we do not mean to prescribe an exact model of how planning for development must be done. We only mean to describe features and mechanisms of the planning process which, based on actual positive experiences in countries around the globe, help maximize the likelihood for success of the planning exercise. The decision to adopt any or all of these features and mechanisms ultimately rests in individual countries or localities, according to what suits their peculiar circumstances. They may choose to modify the approaches, mechanisms and procedures as they see fit. What is important is that the respective stakeholders participate in such modification.

MISP should be seen as a guide on the directions in which countries and localities may choose to move in pursuit of the ideals espoused in Agenda 21, the global agenda for sustainable development. We hope that in presenting MISP as a model for sustainable development planning, we would have helped guide those who consider Agenda 21 as a commitment, towards translating such commitment to tangible action.

Chapter 1

WHAT IS SUSTAINABLE DEVELOPMENT?

It is crucial to be clear at the outset on the very objective of MISP, which is **sustainable development.** What is development? What makes it sustainable?

The 1998 Nobel Laureate for Economics, Amartya K. Sen, defines **development** as **freedom;** that is, freedom is the end goal of, while in itself being an important means for development (see Sen, 1999). A popular definition now being used, which says essentially the same thing, holds that development denotes the **expansion of people's choices** towards taking control of their human destinies. In the final analysis, the end goal of development is the general improvement in the quality of human lives. Hence, development may be defined as the expansion of choices towards equitable and sustainable improvement in the quality of human lives.

Sustainable development is **broad-based development.** It is a development that is broad in three respects. It is broad in the **geographic** sense, such that participation and benefits are not skewed towards certain regions, especially the capital region and major urban centers, but commensurately involves the rest of the countryside as well. It is broad in the **sectoral** sense, such that all social groups and economic sectors are equitable participants in and beneficiaries of development. And it is broad in the **temporal,** such that the welfare both the present and future generations are well provided for, implying that it is a development that is ecologically sound.

Sustainable development is **holistic development.** It accounts for the six dimensions of human welfare, namely, social, economic, ecological, political, cultural and spiritual, without letting any dimension unduly dominate the others. It recognizes that each of these dimensions impact on one another, and all together determine the quality of human lives (See Figure 1-1). Absence or neglect of any dimension prevents a full attainment of human welfare potentials.

Sustainable development is **participatory development.** It is sustainable because the people who are its very beneficiaries have an active stake in its planning and implementation. The people themselves work to ensure the Plan's success, and it is they who actualize and monitor its implementation.

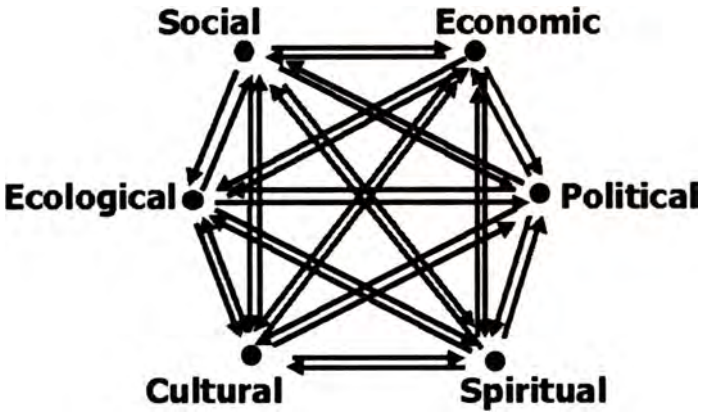


Figure 1-1
The Six Interrelated Dimensions of Development

Sustainable development is **partnership-based** development. It is built on mutually reinforcing efforts and initiatives of the various stakeholders working in principled partnerships to achieve their commonly held goals. It is the spirit of partnership, shared values and complementary initiatives that makes it firm and enduring.

As an illustration of how sustainable development is fleshed out into operational concepts, Philippine Agenda 21 identifies fifteen principles to operationalize the six dimensions of sustainable development. These are:

- ❑ Development of Full Human Potential
- ❑ Holistic Science and Appropriate Technology
- ❑ Cultural, Moral and Spiritual Sensitivity
- ❑ Self-determination
- ❑ National Sovereignty
- ❑ Gender Sensitivity
- ❑ Peace, Order and National Unity
- ❑ Social Justice, Inter- and Intra-generational and Spatial Equity
- ❑ Participatory Democracy
- ❑ Institutional Viability
- ❑ Viable, Sound and Broad-based Economic Development
- ❑ Sustainable Population
- ❑ Ecological Soundness
- ❑ Biogeographical Equity and Community-based Resource Management
- ❑ Global Cooperation

Chapter 2

INTRODUCING MISP

2.1 Why MISP?

Since the historic Rio Earth Summit in 1992, many countries have recognized that planning for a nation's development should be done participatively, integratively, and directed at achieving not simply development, but **sustainable development.** In other words, development planning must take on the nature of Multi-stakeholder Integrated Sustainability Planning (MISP).

The innovative concept of MISP, defined more fully below, is a departure from conventional development planning. It is a response to the felt need to formulate development plans that are holistic, i.e. not dominated by a concern for specific aspects of development (e.g. economic and social), enjoy wide ownership and support, and supportive of Agenda 21, the global agenda for sustainable development.

In practice, development planning is undertaken at various levels, i.e. national, local or even community level. At the aggregate or national level, it is no longer the detailed exercise that it used to be in most countries, a natural consequence of the way centralized planning has fallen out of favor even in countries that used to adhere to it as a matter of ideology. In democratic settings and where the market system is permitted to largely determine resource allocation in the economy, plans at the national level necessarily must be spelled out in broader terms, and must be flexible to accommodate peculiar circumstances that may prevail in a wide range of settings.

Increasingly, such plans especially at the sub-national levels are coming to be more in the nature of physical plans, "setting the stage", as it were, for the various actors in society and the economy to play their various roles in nation building and development. Such plans also identify concrete policies, programs and projects that translate development goals and strategies into tangible activities and impacts, including budgetary resources required for such. In short, a good plan must embody the mechanisms to ensure that the plan will be feasible and implementable.
MISP ensures that such will be the case.

2.2 What is MISP?

Multi-stakeholder Integrated sustainability planning (MISP), as the name implies, is an integrated approach to planning in pursuit of sustainable development (SD), involving the various sectors and components of the ecosystem, or what we refer to as stakeholders of SD.

MISP embodies the following principles:

MISP is multi-stakeholder- It is planning for the people, from the people and by the people. It integrates the aspirations and efforts of the people as stakeholders towards the formulation of a development blueprint that they themselves believe to be most suitable and most sustainable. It generates maximum substantive inputs and elicits wide support for the resulting Development Plan through greatest participation and widest consultation in all aspects of planning. Through wide participation, strong commitments from and active involvement of stakeholders in the implementation of their own Plan are assured. It also encourages objective self-monitoring and evaluation of the Plan's implementation.

MISP is multidisciplinary- It integrates economic, social, ecological, political, cultural and spiritual concerns towards a holistic and sustainable development. It ensures equal recognition and equitable treatment of these six disciplines comprising the different dimensions of human life, towards a balanced development.

MISP is multilevel- It integrates global, regional, national and local priorities and concerns into a coherent Plan that reconciles these various levels of concerns so that they become consistent, complementary and mutually reinforcing.

MISP is coordinative- It brings together efforts of all stakeholders, in the six disciplines, and at different levels. In other words, it ensures both vertical (inter-dimensional) and horizontal (intra-dimensional) integration of sustainable development efforts.

MISP is dynamic and iterative- MISP is responsive to new ideas, inputs, data and developments, provided these are consistent with and supportive of the people's vision and objectives. And it evolves through continuous interaction among the various stakeholders, disciplines and levels of planning.

2.3 How Does MISP Work?

MISP is built on people participation and action

The "be all" and "end all" of MISP is life in general and people in particular. It is what people do and how they do things that determine life's sustainability on planet earth. As people are the "doers" and "recipients" of development benefits and pitfalls, MISP's approach centers on people's participation and action.

In practice, it is necessary to limit the actors in the actual preparation and formulation of the detailed components of the Plan, for reasons of practicality and efficiency. Representatives from the different stakeholder groups are thus tasked to do the job in close coordination and consultation with their constituents.

MISP seeks to reconcile divergent interests of stakeholders.

There are no hard and fast rules on the identification of stakeholder groups. This depends on many factors such as scope and nature of the Plan, capability levels, and societal structure. Stakeholders vary in their paradigms, ideologies and perspectives, and these must be respected and somehow reconciled. MISP does not permit the interests of the most powerful, most influential or most vociferous groups to dominate. In other words, it constantly seeks "win-win" solutions. And because of its participatory and consensus-building nature, it ensures that winners will help compensate losers where tradeoffs are inevitable.

MISP is flexible and adaptable.

MISP's approach allows maximum flexibility and adaptability to enable creative ideas to emerge and flourish, particularly in addressing the complexities of the topics and concerns embodying the Plan. Whenever necessary (usually depending on the nature of the Plan, e.g., a Land Use Plan), area- or context-specific concerns are highlighted to facilitate understanding and consensus among those involved in planning.

MISP promotes vertical and horizontal empowerment.

In consideration of the above, MISP prescribes "horizontal and vertical empowerment" as a general approach that could serve as a starting point or guiding framework for planning, be it at the national, local or sectoral level. The first two principles guide the horizontal aspect of empowerment, while the rest of the principles form the basis for vertical empowerment. It is the horizontal and vertical empowerment approach that spells the difference between ISP and conventional planning.

Horizontal empowerment means that people from all sectors of society and the ecosystem are enabled to chart their own future and development directions. At the same time, they are enabled to actualize and implement the strategies and activities that would lead them to the realization of their aspirations and charted future. These people, or stakeholders, are recognized and empowered so that they themselves exercise some control over their future.

In contrast, some plans in the past were prepared and implemented solely by government technocrats and bureaucrats. MISP recognizes the appropriate roles of each stakeholder group so that these roles may be played out for their common benefit. It also recognizes the respective strengths and weaknesses of the stakeholders, and ensures that strengths are harnessed and weaknesses are overcome.

Horizontal empowerment also means that interactions and complementarities among the various sectors of society and economy are harnessed for the greater good. This contrasts with past tendencies for "compartmentalized" planning wherein plans or development strategies for specific sectors or disciplines are formulated with little or no coordination among one another.

In MISP, the aim is to minimize discordance and maximize synergies among the strategies, policies and projects that are formulated for all development disciplines.

Vertical empowerment, on the other hand, means enhancement of communication, coordination and complementation among the various levels (i.e. micro and macro, or bottom and top) of society and the government.

Vertical empowerment ensures that the starting point for the Plan, i.e. the vision, mission and goals, are derived from expressed aspirations at the grassroots level, guided by global and national imperatives. The grassroots likewise identifies and develops concrete initiatives in the form of programs and projects to put the strategies and policies into action.

The approach also recognizes the importance of setting the general directions and guidelines from the national level taking into account global, regional and national perspectives. Such broad directions and guidelines are needed in order to provide a basis for reconciling contradictory or conflicting local interests (e.g. no local area would like to host needed power plants, or common solid waste management facilities; certain irrigation projects may require inundating certain localities, etc.). These general guidelines are then fleshed out into strategies and policies based on inputs and feedback from the grassroots level.

The horizontal-vertical empowerment approach is also exemplified in the commitment and mobilization of resources and actions, wherein counterparting of resources and initiatives coming from the various levels ensures the fulfillment of principled partnerships among stakeholders.

MISP is a "living" process.

Finally, the MISP approach builds on dynamism and iterative processes. It involves continuous interaction and coordination within and among the various levels, stakeholders, sectors and disciplines. It ensures consistency and coherence of priorities, targets, strategies, policies, programs and projects at the global, regional, national and local levels.

Necessarily, the approach requires flexibility, open-mindedness and cooperation among those involved. As such, the Plan arising from the MISP process is never cast in stone. It is open to "mid-course adjustments" that may arise due to unforeseen developments, new ideas, changes in the resource situation, or shifting priorities.

Chapter 3

THE PLANNING CYCLE: HOW IS MISP DONE?

3.1 MISP and Conventional Planning

MISP consists of the same general phases as in conventional development planning, but MISP is distinctive in substance owing mainly to its integrative and participatory execution. Their individual elements are also generally similar in nature, but their processes and procedures differ, as MISP maximizes activities (e.g., consultations, iterations, and consistency checks) that would ensure the production of a holistic and sustainable plan.

MISP has two levels of activities: the substance and the mechanisms. Substantive activities involve the development of the flesh and content of the Plan and include the following:

- ❑ Formulation of Vision and Mission
- ❑ Situational Analysis
- ❑ Setting of Goals, Objectives and Targets
- ❑ Formulation of the Sustainable Development Strategy
- ❑ Sustainable Investment Programming

Planning mechanisms, on the other hand, refer to the support and operational elements needed for MISP's effective formulation and implementation. These consist of the following:

- ❑ Forming the Planning Team
- ❑ Setting the Work Program for the Planning Exercise
- ❑ Validation, Approval and Adoption of the Plan
- ❑ Formulating a Plan Implementation Mechanism
- ❑ Plan Monitoring and Evaluation
- ❑ Plan Updating and Revision
- ❑ Support Mechanisms

This chapter discusses the initial substantive activities of the planning cycle, up to the setting of goals, objectives and targets. The main "flesh" of the planning exercise, the formulation of the development strategy, is addressed separately in Chapter 4. Chapter 5 discusses sustainable investment programming, while Chapter 6 covers the planning mechanisms to support the planning exercise.

3.2 Formulating the Vision and Mission: What Do We Want to Be?

Planning starts with a bold "dream."

The Vision is a critical element in MISP, as all other parts of the Plan emanate from it. Visioning involves the definition and articulation of the aspirations, even dreams, of stakeholders for the planning area (e.g. community, locality or country). It answers the question: "What do we want to become?" Being an expression of aspirations, it need not be influenced by perceived constraints or weaknesses in the planning area or systems. It may sound ambitious, but should be conceptually attainable given a set of conditions or the correct environment. For instance, even a landlocked and arid area can aspire to be an exporter of agricultural and marine products. While this seems unattainable at the outset, it can be done, as has actually been demonstrated by certain countries in the Middle East, for example.

The Vision Statement should thus spell out the desired attributes of the area at the end of the Plan period or beyond. It usually becomes a battle cry and serves as a rallying point for the planning area and its people to move ahead. As such, the vision statement must be encompassing but concise. It also helps if the statement is catchy, understandable and easy to remember.

The Vision Statement may be elaborated to include specific descriptions of the envisioned attributes of the planning area, and/or provide details on how such attributes may be realized. It could also spell out development principles and challenges and stakeholder roles. Depending on the Plan's chosen literary organization or style, the elaboration of the Vision could either be tagged as the Mission, or as part of the Vision Statement, in which case a separate section on Mission may be dispensed with.

In conventional planning, situational analysis usually precedes visioning since it is desirable to have a good idea of the general situation in the planning area as the take-off point for the vision. The order is not critical in MISP since the people involved in visioning, being the planning area's bona fide stakeholders, possess intimate knowledge of the over-all situation and are likely to have clear aspirations for their respective areas and sectoral representations.

The draft Earth Charter provides a good starting point for visioning

In crafting the Vision and Mission (as well as other sections of the Plan), the benchmark draft of The Earth Charter (see Annex 1) provides a useful basis. The Earth Charter is envisioned to serve as a universal code to guide peoples and nations towards sustainable development. It makes an appropriate take-off point for the visioning exercise as its contents were drawn from international agreements and works of various groups, and the draft itself has been undergoing extensive consultations worldwide.

BOX 3-1
EXAMPLE OF A DEVELOPMENT VISION

"Our development vision for the 21st century is to create a modern and humane society, raise the quality of life of Filipinos – children, youth, women and men alike – and bequeath this society in an ecologically healthy state to future generations."

The Philippine National Development Plan
Directions for the 21st Century

3.3 Situational Analysis: Where Are We Now?

A good plan starts with a thorough understanding of the current situation.

While the stakeholders participating in the planning exercise can be expected to have a good "feel" for the existing over-all situation, an in-depth determination of the prevailing situation in the area and the factors that led to such situation must be undertaken. The question, "Where are we now?" must be asked and properly answered. A comprehensive and incisive analysis of the internal situation as well as the external environment is imperative, as it will provide the basis for development directions and the configuration of the next planning stages. Specifically, this step requires a thorough analysis of strengths, weaknesses, opportunities, and threats (SWOT) of all the aspects of development.

The success of this exercise would rely heavily on the analysis of historical trends and situations, conduct of empirical studies, and close consultation and candid discussions with all stakeholders. It is also useful to seek data or inputs from researchers and elders. It is important that information is tapped from these various sources, as they could complement and supplement one another. The analysis of historical data provides a good basis for projecting the future. This analysis could then be validated by empirical studies and reinforced by the sentiments and opinions of stakeholders.

The current situation must be seen through many eyes.

In line with MISP principles, it is important that all stakeholders participate in this planning stage, inasmuch as they (government, business and civil society) are likely to have varying, and sometimes conflicting, perspectives and assessments of existing conditions. For example, depreciation of a nation's currency may be welcomed by exporters, but will be seen as a problem by importers and consumers who face higher prices for imported and import-dependent goods. Thus, the analysis of the current state of affairs must combine and reconcile the perspectives of the various stakeholder groups in society. Letting a particular group's perspectives

dominate the situational analysis is likely to influence the resulting plan such that the needs and concerns of the other groups will not be adequately addressed.

Empirical studies must be undertaken whenever concrete and reliable information become critical in the determination of the actual situation, in setting directions, and in reconciling differing views on policies and situations. However, these studies could occasionally prove costly in terms of time and resources. When this happens, the other sources of information become all the more critical.

3.3.1 A Tool for Integrated Situational Analysis: The MISP Action Impact Matrix

Crucial to achieving a truly integrated sustainable development plan is a full understanding and appreciation of the interrelationships among the six dimensions of sustainable development, and the policies, measures and actions undertaken to address them. In other words, the situational analysis needs to have an integrated perspective, wherein the interrelationships and cross-dimensional impacts of various elements in the existing state of affairs are understood and accounted for. Once this is done, deriving the needed strategies and the policies, programs and projects to flesh it out in a holistic, integrated way proceeds naturally.

As a systematic approach to undertaking such an integrated situational analysis, we propose an analytical approach that involves the formulation, in two steps, of a matrix which we shall refer to as the "MISP Action Impact Matrix", or MISP-AIM. The MISP-AIM traces the specific impacts, quantified to the extent possible, of various actions and policies addressing each dimension of development, on concerns comprising the other five dimensions of development. In effect, it is the process of defining what goes on in each of the arrows in Figure 1-1. Box 3 outlines the steps towards constructing the MISP-AIM, while an illustrative example is presented in Annex 2.

BOX 3-3
CONSTRUCTING THE MISP ACTION IMPACT MATRIX

The construction of an MISP Action Impact Matrix involves two discrete steps, as follows:

Based on the SWOT analysis, draw up a table (the "Issues, Concerns and Policies or ICP Table") of key development issues or concerns (first column), i.e. social, economic, environmental, political, cultural and spiritual issues/concerns.

- ❑ In the second column, describe corresponding sectoral indicators of the issues/ concerns identified, providing quantitative indicators where feasible.
- ❑ In the third column, identify underlying policies that have a bearing on the issue/concern listed.
- ❑ In the fourth column, describe ongoing or proposed reforms to address the issue in the first column.
- ❑ In the fifth to tenth columns, describe the social, economic, environmental, political, cultural and spiritual implications of the policy reform described in the third and fourth columns.

From the information in the ICP Table, derive the MISP Action Impact Matrix, as follows:

- ❑ Its column headings are the various concerns corresponding to the six dimensions of development. This corresponds to the first column of the ICP Table.
- ❑ Row headings correspond to the policies and reforms identified in the third and fourth columns of the ICP Table.
- ❑ Each cell in the matrix identifies the linkage between the horizontal and vertical variable (i.e. row and column headings), and the directional impacts.

It is extremely important that the MISP-AIM be filled in through an iterative, multi-stakeholder process. Earlier experience with the World Bank's environmental AIM approach showed that the perspectives and biases of the particular analyst constructing such a matrix heavily conditioned the entries in the matrix cells. For example, an economist would fill in the tables differently from a representative of business or civil society. A government analyst may not readily see certain adverse impacts of specific economic policies, while these may be very visible to an observer from civil society working at the grassroots.

Hence, validation of such matrix entries by all relevant stakeholders is necessary to ensure that such biases and narrow perspectives do not limit the usefulness of the matrix for integrative policy analysis and formulation. Only after such multi-stakeholder consultation can the MISP-AIM be confidently used to formulate policies that truly comprise a holistic development strategy.

As constructed, the MISP-AIM provides a comprehensive view of the key linkages among the social, economic, ecological, political, cultural and spiritual concerns facing the planning unit. With clearer understanding of such policy linkages through the MISP-AIM, it is easier to find "win-win" policies to address particular development issues. Hence, a more holistic and truly integrated policy-planning framework is achieved.

The exercise logically leads on to the formulation of a set of new or revised policies and policies that together form a holistic, integrated sustainable development strategy, i.e. one that is sensitive to all dimensions of development. The MISP-PIM, once completed, is therefore a valuable tool for the multi-stakeholder planning bodies to do their work of fleshing out an integrated sustainability plan. Both the construction of the matrix and the holistic planning that it facilitates thereby become effective instruments for consensus-building as the MISP takes shape.

3.4 From Vision to Goals and Targets: Where Do We Want To Go?

Once a good understanding of the prevailing situation is achieved, the next question to ask is: "Where do we want to go?" (i.e. by the end of the Plan period). The answer to this question involves the definition of the Mission, Goals or Objectives, and Targets. This definition must be done holistically, i.e. in full and balanced consideration of all dimensions of development (economic, social, political, ecological, cultural, and spiritual). It is also critical to define the plan's time frame for achieving the defined goals and targets, to guide the planners.

3.4.1 Mission

The Mission operationalizes the Vision and brings it closer to reality. The Mission Statement provides details about the Vision and on ways of attaining it. As earlier stated, specific reference to this element in a plan document is optional as details could be spelled out in the section on Vision.

3.4.2 Goals and Objectives

The Goals present the over-all aims of the Plan within the specified time frame. It must emanate from or be supportive of the Vision and Mission. Although stated in more general terms (e.g. "to reduce income disparities between urban and rural areas"), it specifies aspects of the Vision that could be achieved within the Plan period. The objectives provide flesh and details to the various parts of the Goals (e.g. "to increase employment in the rural areas"; "to stem the tide of rural-urban migration"). It defines the "what", "where", and "when" that make up the Goal. For better definition, however, goals and objectives are also indicated for each component area of the Plan (e.g. infrastructure, human development, etc.). The Vision for each component may be stated or reiterated (if already stated in the section on Vision) in the said element's section.

3.4.3 Targets

The goals and objectives need to be translated into quantified estimates or projections of outcomes at the end of the Plan period. These usually take the form of statistical and measurable physical indicators that serve as bases for assessing the implementation of the Plan within the time frame, and fine-tuning or redirecting it if deemed warranted. Target setting must be guided by the results of the situational analysis, the time frame, and projection of available resources. The holistic and integrated nature of the plan must also be reflected in the targets.

Indeed, here lies an important difference that sets off MISP from past conventional planning, wherein the economic dimension commonly dominated the substance of the development plan. Thus, the yardsticks for success in the past tended to focus on measures of output and income, i.e. growth in gross domestic product (GDP) and gross national product (GDP). Along with this were the usual macroeconomic indicators like the inflation rate, employment/ unemployment rate, balance of payments and its components (trade balance, current account and capital account balances), fiscal balance (government surplus/deficit), interest rate, and so on.

Clearly, none of these indicators are ends in themselves; they merely reflect the status of means to achieve the ultimate goal of development, which is the equitable and sustainable improvement of human lives. It is thus clear that beyond quantifiable economic indicators, other measures are needed to provide a complete and holistic characterization of the state of development, whether in the global, regional, national or local levels.

The Human Development Index (HDI) employed and reported by the United Nations since 1990 represents an improvement over the standard GDP/GNP measure, as it combines health and education indicators with the income indicator. However, the measure still leaves much to be desired, inasmuch as it simply combines literacy rate and life expectancy rate with per capita GDP in deriving the index.

The Minimum Basic Needs (MBN) indicator system now being used by the Philippine government, or the Basic Minimum Needs (BMN) system used in Thailand, provide a more complete basis for measuring the state of human welfare in the country, and therefore, the state of development. The Philippine MBN system keeps track of 33 indicators that can be grouped into survival needs, security needs and enabling needs. The Thai BMN system covers 18 specific indicators (see Table 3-1).

Meanwhile, much work has been done in various institutions to develop Sustainable Development Indicators that would, among other things, facilitate the formulation of concrete targets for sustainable development. The diversity of circumstances among countries makes it extremely difficult to achieve an internationally accepted standard set of indicators. In the end, each country, and even each locality within a country, must devise its own set of SD indicators that most closely addresses its peculiar SD challenges. What is important is that these indicators go way beyond the narrow confines of specific dimensions of development, particularly the economic dimension, but take account of the social, ecological, political, cultural and spiritual

dimensions as well. In turn, this integrated approach must condition the nature of targets to be set under MISP.

Setting targets is often aided by the use of targeting or projecting tools, such as statistical and econometric models. Such tools, however, rely heavily on the accuracy and timeliness of data. In many cases, the inputs to and results of these tools need to be tempered or refined by qualitative inputs (even gut feel). In these cases, inputs from the various stakeholders become all the more important. See Table 3-1, page 1 and Table 3-1, page 2.

Table 3-1
Non-Income Based Human Welfare Indicators

	Thailand's Basic Minimum Needs (BMN) Approach	Philippines' Minimum Basic Needs (MBN) Approach
Objectiv e	To ensure that poverty alleviation programs are responsive to the actual needs especially at the local levels	To ensure that poverty alleviation programs are responsive to the actual needs especially at the local levels
Indicators	Survival Needs 1. Third-degree malnutrition of children from birth to 5 years old 2. Proper nuttrition of children. 3. Infant birth weight not less than 3,000 gm. 4. Latrine according to sanitary standards. 5. Sufficient safe drinding water (2 li/person/day). 6. Clean house & environment (w/ garbage container, no stagnant water, etc.) 7. Children under 1 year receive vaccinations (pertussis, tuberculosis, tetanus, diphtheria, polio, measles). 8. Primary school children receive vaccination (tetanus, typhoid, pertussis and tuberculosis boosters. **Securitty Needs** 9. House made of materials of not less than 5 years durability 10. People have adequate information on occupation, prevenion of disasters and consumer protection.	**Survival Needs** 1. Newborns with birthweight of at least kgs. 2. No severely and moderately underweight children under 5 years old 3. Pregnant/lactating mothers provided with iron and iodine supplements 4. Infants breastfed for at least 4 months 5. Deliveries attended by trained personnel 6. Under 1-year-olds fully immunized 7. Pregnant women given at least 2 doses of tetanus tetanus toxoid 8. Not more than 1 diarrhea episode per child below 5 years old 9. No deaths in the family due to preventable causes within the year 10. Couples with access to family planning 11. Couples practicing family planning in the last six months 12. Solo parent availing of health services 13. Access to potable water (faucet/deep well within 250 meters) 14. Access to sanitary toilets 15. Family members with basic clothing (at least 3 sets of internal and external clothing)

	Thailand's Basic Minimum Needs (BMN) Approach	Philippines' Minimum Basic Needs (MBN) Approach
	Enabling Needs 11. Children between 7-14 years receive compulsory education. 12. People over 12 years are literate 13. Pregnant women are vaccinated for tetanus, are checked four times before giving birth. 14. Pregnant women receive birthing services and a checkup w/in 6 weeks after fiving birth from a government worker or a trained traditional midwife. 15. Farmers use protective measures against harmful plant insects and diseases. 16. Farmers have protective measures against animal diseases. 17. Couples have not more than two children and are able to practice more than one method of birth control. 18. People are members of groups formed to assist themselves.	**Security Needs** 16. Housing owned, rented or shared 17. Housing durable for at least 5 years 18. No family member victimized by crime against person (rape, burglary, etc.) 19. No family member victimized by crime against propertty (theft, burglary, etc.) 20. No family member affected by natural disaster 21. No family member victimized by armed conflict 22. Head of the family employed 23. Other members of the family 15 and above employed 24. Families with income above subsistence threshold **Enabling Needs** 25. Children aged 3-6 attending day care/preschool 26. Children 6-12 year old in elementary school 27. Children 13-16 years old in high school 28. Family members 10 and above able to read and write and do simple calculation 29. Family members involved in at least one people's organization/ association, community development 30. Family members able to vote at elections 31. Children aged 18 years and below not engaged in hazardous occupation 32. No incidence of domestic violence 33. No child below 7 years old left unattended

Chapter 4

FORMULATING THE DEVELOPMENT STRATEGY: HOW DO WE GET THERE?

Formulation of the sustainable development strategy forms the substantive core of the planning cycle. The question to be answered here is: "How do we get there?" Doable and clear strategies must then be set in pursuit of the Plan's various objectives and targets. The strategies may have two levels: the micro-level or those addressing specific sectors, geographical areas or disciplines; and the macro-level or those transcending various sectors and/or disciplines, or of national significance. These two levels must be consistent, both internally and with one another.

It is in formulating and setting the strategy for sustainable development that the multidimensional integration of MISP is highlighted and operationalized. Herein lies the difference in substance that sets off MISP from past conventional planning. In the past, the economic dimension commonly dominated the substance of conventional development plans. The social dimension has increasingly received attention in more recent plans, with often token treatment of the ecological, political, cultural and spiritual dimensions. MISP seeks to change all that.

4.1 Planning Integratively

In the pursuit of each of the six dimensions of development, it is useful to start by identifying the desired objectives under each dimension. The following lists could be a starting point, and should be expanded, enriched and fleshed out by the planning groups at the outset of plan formulation.

Social/Human:

- ❑ Adequate access to basic needs, e.g.:
  - ➢ Food and water
  - ➢ Clothing
  - ➢ Shelter (housing)
  - ➢ Health services, including family planning
  - ➢ Sanitation
  - ➢ Education
- ❑ Equitable access of women and female children to economic, social and political opportunities
- ❑ Physical and sports development
- ❑ Public safety (security against crime and violence)

Economic:

- ❑ Increased income
- ❑ Better access (including favorable prices) to goods and services
- ❑ Better quality of goods and services
- ❑ Wider range of choices of goods and services

Ecological:

- ❑ Balanced and sustainable ecosystem
- ❑ Clean and safe environment (freedom from pollution and other environmental hazards)
- ❑ Efficient (i.e. non-wasteful) utilization of natural resources
- ❑ Preserved biodiversity
- ❑ Protection from and prevention of factors leading to climate change

Political:

- ❑ Ability to participate meaningfully in political processes (e.g. elections)
- ❑ Possession of adequate voice in determining governance decisions affecting the citizenry

Cultural:

- ❑ Preservation of cultural heritage, value systems and practices
- ❑ Development and enrichment of culture and the arts

Spiritual:

- ❑ Uplifting of ethical and moral standards in society
- ❑ Free practice of religious faith
- ❑ Opportunities for further spiritual enrichment

A holistic, integrated approach to development requires that each policy, program or project be subjected to the test of consistency and compatibility with each of the above concerns within each dimension of development.

4.2 Plan Components

To facilitate the formulation of development strategies, it is useful to break up the development concerns into its component systems, analogous to the creation of a full-scale theatrical production, as follows:

- ❑ Land and Natural Resources Use (the stage)
- ❑ Economic Development (the production)
- ❑ Infrastructure Development (the props)
- ❑ Social Development (the characters)
- ❑ Cultural and Spiritual Development (the stagecraft and artwork)
- ❑ Political and Institutional Development (the director and crew)

These would make up components of the plan, regardless of the level, i.e. whether it is a national, provincial, municipal or even village-level plan. Transcending all of these components must be the explicit concern for ecological well being and overall sustainability.

We discuss each of these components in turn below.

4.2.1 Land and Natural Resources Use Strategy: Putting People and the Ecosystem First

Crucial to the success of a development strategy and plan is "setting the stage" on which sustainable development is to take place. The available land and natural resources (LNR) in the planning unit (i.e. country, province, municipality or village) – in other words, the carrying capacity of the ecosystem –need to be taken stock of, and a pattern of utilization and/or preservation agreed upon by the stakeholders. This pattern of utilization must address both efficiency and equity concerns as it addresses the various dimensions of the development process.

Land and natural resource use planning is best done by those who are closest to it.

Local residents know best about their land and local natural resources. Thus, any strategy or plan on their utilization should emanate from them. In other words, formulation of a LNR use strategy must be a bottom-up process. Unilateral imposition of such a plan from above is bound to lead to conflicts which will only make such plan unsustainable, if not unimplementable. The appropriate structures and mechanisms need to be established to undertake such a bottom-up LNR planning process, in a way best suited to local circumstances.

Coordination at the national level is important.

In any case, there still has to be a nationally-defined "master plan" for LNR use that sets broad strategies and directions, so that cohesion and complementation among the regions and localities of the country are maximized, while avoiding costly duplications. Thus, all local LNR plans must be consistent with the national LNR strategy. This requires an iterative process in the formulation of the national, regional and local LNR strategies and plans, marked by constant interaction between those planning from the local perspective on one hand, and those doing it from the national perspective on the other.

Uncoordinated local LNR use planning may lead to inefficient duplications.

At the national level, the strategy for LNR use mostly takes the form of principles, policies, guidelines, and at best, broad directions for the allocation of land and natural resources among alternative possible uses. The role of the national LNR strategy is to avoid costly duplications and maximize cohesion and complementation among the regions and localities of the country. For example, efficiency may imply that there need not be a significant agricultural sector in every province, even if the residents in each province may want it (e.g. to be "self-sufficient" in food) if left to plan entirely by themselves. From a national standpoint, it may make better sense to have provinces which are predominantly industrial and commercial, and others which are more primary sector-based (agriculture and natural resources).

The national LNR strategy must address general policy issues on land and natural resources use.

In economies with a large agricultural sector, the national LNR strategy would embody the policy on land use conversion, commonly a contentious issue in developing countries experiencing transformation towards greater industrialization. In countries with wide disparities in land ownership, this may also embody a policy on land reform and overall asset reform.

In formulating a national land and natural resources use strategy, it is useful to start by identifying key questions that need to be addressed. The following list should be taken as a starting point, and should be expanded, enriched and fleshed out by the planning bodies at the outset:

- What is the carrying capacity of the ecosystem? Has it been reached or surpassed? How can the ecosystem remain balanced? What are the main natural resources supporting, and are adversely affected by, significant portions of the country's economic production and the life and livelihood of the population? How equitable is access to and ownership of such natural resources, and how can it be made more equitable?

- What is the projected water supply-demand balance? How will alternative uses of water supplies be prioritized (i.e. domestic use, commercial/industrial use, irrigation)? What are the implications for water resources management policy? What is the appropriate institutional structure and mechanism for managing the country's water resources?

- Are mining activities a major economic activity and source of national output (or if not so as yet, are they expected or intended to be)? What is the policy on mineral development? How will mining policies be reconciled with claims on ancestral lands of indigenous peoples?

For economies highly dependent on agriculture:

- ❑ What is the appropriate level of irrigation (what total/percentage of agricultural area) to be targeted (i.e. given food security considerations)? What are the resource implications of achieving this rate of irrigation?

- ❑ Under what circumstances will conversion of agricultural lands into non-agricultural uses be permitted? What should be the mechanism for approval of land conversions?

- ❑ Is there a policy on agricultural land zoning (i.e. designating areas for specific crops or crop types or livestock)? How will this be effected (e.g. market instruments vs. regulatory approach or a mix thereof)?

The local LNR use plan can address concrete and specific land uses and associated issues.

At the provincial, municipal and village levels, land and natural resources use planning may move into actual designation of areas for specified uses (i.e. zoning), consistent with principles and policies enunciated at the national level. Local mechanisms for enforcing zoning and land use conversion policies need to be agreed upon and given the necessary mandate, with a particular view towards reconciling possibly divergent interests of stakeholders concerned. The challenge arises when particular local communities or groups may be adversely affected by projects that may actually benefit the greater majority, especially those residing beyond the concerned local area (e.g. flood control, power plant or solid waste management projects). Acceptable arbitration mechanisms must be established to deal with such cases so as to avoid conflicts in settling land and natural resource use disputes.

The following list of guide questions may be further expanded by the local planning groups, as determined by particular circumstances in the locality:

- ❑ How much land needs to be allocated to agricultural, industrial, commercial, and residential housing uses?

- ❑ Under what circumstances should land reclassification and conversion be permitted?

- ❑ What are the local natural resources that can potentially provide viable employment and livelihood activities to the local population? How can they be sustainably utilized?

- ❑ What is the local water supply-demand situation and outlook?

- ❑ What regional and national infrastructure facilities are hosted by the locality? Do local residents get their appropriate share of the benefits from these facilities?

4.2.2 Economic Development Strategy: Making the Economy Work for People (and Not the Other Way Around)

Economic activities comprise the driving force of the development process. There has been general acceptance of reliance on the price system and market forces as the appropriate primary determinant of resource allocation decisions in the economy. But government's active intervention is warranted where the markets fail to provide for outcomes that are efficient, equitable or fair.

Common economic reform measures often lead to undesirable effects on the other dimensions of development

The starting point for setting an economic strategy fully sensitive to the five other dimensions of development is to understand how specific economic policies impact on these other dimensions. The MISP-AIM analysis described in Chapter 3 should facilitate this. In the current thrust towards globalization, three major elements have tended to underlie economic strategies undertaken by individual economies, each one spurring much debate on whether or not they do more harm than good to sustainable human development. These are macroeconomic stabilization, liberalization, and privatization, all of which are focused primarily on the promotion of sustained economic growth. However, certain specific policies comprising these major thrusts have led to adverse impacts on the social, ecological, cultural, political and spiritual dimensions of development. The MISP-AIM analysis should bring out fully the nature of both the desirable and the undesirable "side-effects" of these economic policies and measures (see Box 4-2, for example).

Understanding the comprehensive impacts of economic policies facilitates achievement of "win-win" outcomes.

Understanding such undesirable impacts of economic policies directed primarily at growth and efficiency permits the planners to examine alternative approaches that may achieve "win-win" outcomes. The systematic analysis of such policy impacts through the MISP-AIM provides useful guidance on how economic policies should be revised, redirected, or if necessary, overhauled to ensure that other important concerns are not sacrificed in blind pursuit of economic growth. After all, economic growth is not an end in itself, but just a means towards development, or the sustainable improvement of human lives.

Some general features of an economic policy environment consistent with integrated sustainable development include the following:

- ❑ Leads economic actors to directly feel (i.e. "internalize") the external benefits and costs of their economic actions
- ❑ Fosters proliferation of small and medium enterprises (SMEs), rather than being hostile to them, e.g. by promoting large firm-small firm complementary relationships

- ❑ Fosters cooperation, not in the sense of exploitative collusion among those on the supply side of the market, but in a collective welfare sense that benefits both sides of the market
- ❑ Promotes respect for and preservation of desirable elements of indigenous culture
- ❑ Rewards production of real value commensurately, as opposed to mere possession of strategic assets or information (i.e. more income from real production rather than from speculation)
- ❑ Provides preferential access to opportunities (e.g. quality education, lower-cost credit) to the disadvantaged, rather than the other way around
- ❑ Promotes sound values and responsible consumption, rather than crass consumerism and materialism
- ❑ Promotes full employment, rather than labor-saving "jobless growth"
- ❑ Encourages corporate philantrophy and business-civil society partnerships
- ❑ Provides appropriate controls and safeguards against excessive capital volatility

In analyzing economic policies and measures to comprise the economic development strategy, the following guide questions, among others that the planning groups may identify, should be addressed:

- ❑ Who will be the likely gainers from the policy/measure? Who will be the losers? How can the latter be compensated by the former?
- ❑ What will be the impact on freedom of entry into concerned economic sectors? Will it encourage more players, or will it lead to more concentration in the industry? Will it lead to a "level playing field"?
- ❑ What are the likely impacts on the environment? Will it encourage more environmentally sensitive economic activities? Are there adequate mechanisms and/or measures to mitigate adverse ecological impacts?
- ❑ Will the policy/measure provide equitable benefits between rich and poor, and between large and small players in the economy?
- ❑ Will the policy open up further opportunities for discretion and corruption within the bureaucracy? How can these be avoided?
- ❑ Will the policy encourage greater consumption as against saving and investment? Would it encourage more natural resource-intensive production and consumption activities?
- ❑ Will the policy promote the greatest good for the greatest number?

BOX 4-2
ECONOMIC REFORMS: UPSIDE AND DOWNSIDE

Macroeconomic stabilization consists of policies to keep prices stable (i.e. keep inflation rate at low levels), unemployment rates low, and the foreign exchange rate stable. The main elements are fiscal policy, or policies affecting government expenditures and revenues, and monetary policy, or policies affecting money supply and interest rates in the economy. These along with trade and investment policies affect the balance of payments, or the balance between inflows and outflows of foreign exchange. Macroeconomic stabilization typically entails "prudent" fiscal and monetary policies, i.e. keeping the government budget close to being balanced and keeping money supply growth commensurate with the growth in the real economy, along with keeping the balance of payments stable.

The problem is that macro stabilization policies, especially as commonly prescribed by the International Monetary Fund (IMF), tend to exact heavy costs, particularly in the short run, on poorer segments of society, leading to the question whether the medicine is worse than the disease itself. Budgetary cutbacks reduce social services; high interest rates slow down the economy and worsen unemployment, apart from penalizing small borrowers; and tax increases and new taxes imposed to raise more revenues tend to impose a heavier burden on the poor. Thus, while macroeconomic stabilization policies take time to yield their benefits, the immediate and more directly- felt short tem impacts can be very painful.

Liberalization and deregulation are designed to promote competition and a competitive market environment in the production sectors of the economy, and could promote efficiency in resource allocation, i.e. channeling the limited resources of the economy to their most productive uses. They could also prevent undue concentration of productive activities in one or a few producers/sellers, which would lead to higher prices, restricted output, and lower quality of goods and services than would otherwise prevail under a competitive market. Lowering of trade barriers, including import tariffs, as well as easing of foreign investment restrictions are key elements of the liberalization thrust. Liberalization of foreign exchange transactions, including movement of financial capital, is also a common feature of an overall liberalization strategy.

The downside of liberalization and untrammeled market forces is that market efficiency does not necessarily go with equity and fairness. Big firms, especially transnational corporations, usually enjoy an insurmountable advantage that can even lead to widening disparities between the large firms and the small and medium-sized firms. Among other things, large transnationals enjoy a strong market advantage over firms struggling to break into international markets. Large firms also obtain bank credits much more cheaply (i.e. at prime

rates) than smaller companies, who must pay higher interest rates because they are perceived, rightly or wrongly, as more risky borrowers by the banks. Liberalization can also exact heavy costs in the short term, particularly loss of jobs in uncompetitive enterprises. Furthermore, environmentally damaging production activities may be encouraged if proper safeguards are not in place or enforced.

Privatization refers to the set of policies that assigns the lead role in economic activities to the private sector. Its most commonly known form is the sale of government-held assets, including productive enterprises (e.g. government-owned corporations and state enterprises) and real properties. Such is premised on the expectation that private sector ownership and management leads to greater efficiency and cost effectiveness. A second form of privatization opens up the provision of public infrastructure to the private sector, via Build- Operate-Transfer (BOT) schemes and its variants. In recent years, cash-constrained governments have favored such schemes for expanding infrastructure facilities such as power plants, toll roads and bridges, rail transport and mass transit systems, and others. Another form of privatization that has more recently attracted attention is the transfer of government services into the hands of private sector investors. These cover such services as water supply and sanitation, social security systems, computerization of operations, identification systems (e.g. passport and driver's license issuance) and even basic social services like health care and education.

Unfortunately, jobs are usually lost in the process of transferring government enterprises to private hands, as the drive for greater efficiency often means streamlining or downscaling. Furthermore, some privatizations merely transform a government monopoly into a private monopoly, and little if anything is gained by way of greater efficiency or lower cost to the consuming public. Where privatization involves government services like health care and education, access by the poor to those services may be curtailed, as profit maximization becomes the primary objective of the new private management. And in the case of public facilities like toll highways and electric power, the direct costs to the consuming public tend to rise significantly (although this must be weighed against the fact that taxpayers in general shoulder the costs in the alternative set-up with government subsidy).

The impacts of economic reforms vary across countries and across different sectors within a country. It is thus best to carefully analyze their comprehensive impacts as guide to developing an economic agenda that gives due concern to the other dimensions of sustainable development.

4.2.3 Infrastructure Development Strategy: People Building for People in Harmony with Nature

Public infrastructure addresses two basic concerns of any economy. First, infrastructure is needed to provide for the primary needs of the population like water and sanitation, mass housing, electrification, security (e.g. public lighting, flood control), waste disposal, and recreation (e.g. public parks). Also included here are public facilities for education (public school buildings) and health (pubic health centers and hospitals). Second, infrastructure is needed to facilitate economic activities and commerce, such as power, transport (including road, rail, air and water transport), communications, irrigation, post-harvest and storage facilities.

Infrastructure provision can be a public-private partnership.

As indicated earlier, public infrastructure provision has ceased to be an exclusive function of the public sector. Direct involvement of the private sector in the construction and operation of electric power, transport, communication and even social service facilities has increasingly gained importance especially in developing countries. Thus, a complete infrastructure development strategy and accompanying investment plan should include areas for private sector participation and corresponding guidelines for such involvement.

Infrastructure planning must be a bottom-up process.

As in land and natural resource use planning, people at the local level are in the best position to determine their infrastructure priorities. Hence, it is important to have a bottom-up approach to infrastructure planning. Indeed, there has been a trend towards greater devolution of both infrastructure planning and construction to local governments in many countries around the world, including in the matter of entering into partnerships with the private sector in such investments.

Locally formulated infrastructure plans must be guided by a national infrastructure strategy.

A national-level infrastructure strategy must nonetheless provide general guidance to individual local infrastructure planning activities. For one thing, certain infrastructure facilities transcend local and regional boundaries, such as national electric power grids, national highway systems, telecommunications backbones, and international seaport and airport systems. These must therefore be planned at the national level.

National guidelines are also necessary in order to promote cohesion and coordination, and avoid duplication, in locally provided infrastructure facilities. For example, it may not be necessary to have an airport in every province, even if the local residents desire it, if a nationally coordinated multi-modal transport system makes it more efficient to locate such facilities only in certain strategic locations.

On the other hand, no province or municipality would like to host solid waste management facilities or power plants if the decision would be left entirely to local residents. In these cases, local priorities and preferences need to be reconciled with the broader interests of the larger community and the nation as a whole. Thus, the bottom-up process of infrastructure planning must be guided by a national strategy, which in turn must be formulated taking local concerns into account.

Sustainability must be provided for every step of the way, i.e. during construction and after completion.

In developing the public infrastructure system in a way consistent with sustainable development, sustainability must be provided for in both the construction of the infrastructure facility and in its long-term impact on the community and the overall population that it serves. Key questions that need to be addressed include those listed below. Again, these should be taken merely as a starting point for the planning groups concerned. More relevant questions addressing sustainability concerns must be identified at the outset.

On system-wide concerns:

- ❑ Are planned infrastructure investments equitably distributed across regions and localities of the country, or are they concentrated in certain geographic centers (e.g. the capital region, major urban centers)?
- ❑ Will the planned infrastructure facilities benefit various social groups equitably, or will their benefits be skewed to certain segments of society?
- ❑ Does the transport network interconnect the various modes of transport facilities into an integrated multi-modal system?
- ❑ How much public resources are available for the infrastructure program? How much of the program requirements can potentially be sourced from private sector (BOT, BOO, etc.) arrangements?

On project-specific concerns:

- ❑ Has the affected local community been adequately consulted and informed about the project, particularly of its benefits and costs to all concerned? Has local support for the project been achieved?
- ❑ Does the project upset the ecological balance in the area? Are the ecological costs warranted by the expected benefits from the project?
- ❑ Will the construction activity itself bring adverse environmental effects (e.g. air, water and/or noise pollution; soil erosion)? Can such environmental effects be mitigated?

- ❑ Does the project impinge on cultural or spiritual values or facilities (e.g. historical structures, sacred sites)? Can the project be relocated to avoid such damage?

- ❑ Will the project displace or cause harm to the local community (e.g. a dam project that will submerge a village; a solid waste landfill that may cause health hazards to nearby communities)? Can the project be relocated to avoid such adverse impacts? If not, can the affected communities be relocated or adequately compensated for the damage caused by the project?

4.2.4 Social Development Strategy: Towards Sustainable Human Development for All

There are two levels that need to be addressed in formulating the social development strategy (SDS): the individual human level, and the collective community/society level. In either case, MISP requires that social development be addressed comprehensively, integratively and sustainably.

The social development strategy must address the whole range of basic human needs.

Comprehensiveness implies that the SDS should address the whole range of human development needs. The Minimum Basic Needs (MBN) framework presented in Table 4-1 could be a useful starting point for its formulation. Specific elements of the MBN system may be accorded higher priority depending on prevailing circumstances, including level of adequacy and culturally determined hierarchies of needs.

Social services must converge in space, time and beneficiary groups.

Integrativeness implies that the provision of social services to meet basic human needs, whether by government, civil society or the private sector, should be characterized by convergence in space, time and beneficiary groups of such services. Too much of such efforts have been wasted due to lack of such convergence and complementation. For example, health services can have minimal impact unless potable water and adequate nutrition are first provided for in a specific community. Similarly, public education facilities may not be availed of where families are pushed by poverty owing to lack of employment and livelihood opportunities to keep children out of school to help raise income for the family.

The other important aspect of such convergence is the need to ensure complementation, rather than duplication, of efforts undertaken by various agencies of government, and by civil society and the private sector. This is best achieved by formulating the SDS in a multi-stakeholder context, so that the resources of the various sectors can be taken stock of at the very outset, and allocated in such a way as to ensure such complementation.

Addressing basic human needs must be done in a sustainable way.

Sustainability of the SDS requires that provision of social services is not a one-shot proposition, but can be continuously assured either through continued availability of resources for the purpose, and/or increasing self-reliance of the communities concerned. For example, setting up community health centers would have little significance if continued supply of needed materials like medicines and other basic medical supplies cannot be provided for, a problem commonly encountered in many developing countries.

At the same time, sustainability requires that continued access by the target beneficiaries be ensured. For example, low cohort survival rates (i.e. high dropout rates) negate the impact of the public basic education system. The root causes of such problem must therefore be addressed effectively as well. Providing family planning clinics would have minimal usefulness unless people are convinced to make use of them. Thus, an effective information, education and communication strategy must be an integral part of the program.

Of course, sustainability in this context likewise implies ecological soundness. Provision of basic human needs must be cognizant of the need to conserve natural resources and maintain a healthy environment. For example, providing for adequate potable water must not be done in a way that depletes groundwater supplies. Municipal or community garbage disposal and sewerage systems must not result in the pollution of waterways or groundwater systems. Hospitals must have appropriate waste management systems for the same reason.

The social development strategy must ensure gender equity, physical health and human security.

A primary concern of the Social Development Strategy should be ensuring that women and female children have their proper stake and role in sustainable development. This implies, among other things, equal access to opportunities that would empower them to uplift the quality of their lives, whether in the economic, social, cultural, political or spiritual spheres. Physical empowerment also entails having a coherent physical and sports development program that covers all citizens, young or old. Integral to the SDS are public safety and security concerns, including appropriate measures and mechanisms to address social protection problems like drug dependence and criminality.

The following questions, among others that the planning groups can identify, should guide the formulation of the Social Development Strategy:

- ❑ Which among the minimum basic needs are most widely deficient? Which among them are accorded higher priority in society according to prevailing cultural values?
- ❑ How can the specific social services provided by various levels and agencies of government be made to complement one another and avoid overlaps and duplication?

- How can specific social services provided by non-government entities (e.g. service NGOs, private foundations and businesses) best complement one another and those provided by government?
- How can various stakeholders (e.g. local government, colleges and universities, primary and secondary schools, NGOs, local businesses, etc.) be coordinated to undertake working partnerships in service of the poor and the general community interest?
- How much budgetary resources are needed to ensure continuity and sustainability in social services delivery? How can community self-reliance be promoted to strengthen such sustainability?
- What are the environmental risks that may accompany certain social services? What needs to be done to avoid them?
- Is equitable participation and access to opportunities of women and female children ensured in the various elements of the SDS? How can this be consciously integrated into the strategy?

4.2.5 Cultural Development Strategy: Enriching and Sustaining Human Existence

"Rootless growth" is a term used to refer to economic growth that is achieved at the expense of impairing cultural identity, value systems and indigenous practices that are seen to be desirable and worth preserving. The onslaught of globalization, particularly in the way it has influenced consumption patterns around the world, has brought about concerns about the need to preserve national culture and protect it from a "homogenization" trend being facilitated by international mass media and the global flow of goods and services.

Some would argue that there is really no issue here, inasmuch as communities and societies undergo cultural change on their own choice and volition. Why worry, they ask, that traditional societies increasingly adopt Western ways of living and consumption, if they do so as a matter of choice? Does this not mean that people see something superior in the new ways that they choose to adopt?

The issue boils down to whether certain universally held values are compromised by such cultural influences. There are perhaps at least three such universally held values that are seen to be at stake here.

The first is morality and spirituality. To the extent that alien (e.g. Western) cultures appear to break down moral and ethical standards, by encouraging sexual promiscuity, drug abuse, and atheism, among others, then there are grounds to resist such influences.

The second is sustainability. It has become well acknowledged that the whole world cannot afford to adopt the consumption patterns now prevailing in the developed countries, in terms of the natural resource intensiveness of such consumption, including energy and water consumption per capita.

There simply would not be enough resources to sustain such consumption levels on a global scale, and the impact on the natural environment would simply be untenable.

The third is cultural identity in itself. While perhaps debatable, that maintaining cultural identity per se is a commonly held value by all peoples is indicated by the observed trend towards heightened nationalism in the face of globalization (see, for example, Naisbitt, 1994).

There is a need for a strategy for protection and preservation of cultural heritage, value systems and desirable customs and traditions.

In light of the above, a Cultural Development Strategy becomes an important component of the Sustainability Plan. It is a strategy that provides for protection and preservation of cultural heritage, value systems and desirable customs and traditions. It is also a strategy for the development of the arts in its various forms. The strategy should also address the strengthening of spirituality among the populace. The strategy should highlight the features of the culture which promote sustainability (e.g. sustainable consumption patterns) and environment protection. All of this is geared towards enriching and sustaining human existence, as it promotes not only cultural development per se, but sustaining the very environment within which such culture thrives as well.

As such, the following may be a starting point for questions to be addressed by the Cultural Development Strategy:

- What are the desirable cultural values, customs and practices that need to be preserved?
- What are the key cultural and historical facilities that must be protected and restored?
- What undesirable external cultural influences need to be regulated or counteracted, especially through education and the mass media?
- How can appreciation for and promotion of the arts be further broadened and strengthened?

4.2.6 Political/Institutional Development Strategy: Governance for Sustainability

The very act of plotting out a set of strategies to achieve integrated sustainable development implies a governance structure that ensures that such strategies will be pursued, implemented, and where appropriate, enforced. Here, governance is defined as the exercise of economic, political and administrative authority to manage a nation's affairs at all levels. It comprises all the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights and obligations, and mediate their differences. Governance is not the exclusive domain of government, but transcends government to encompass the business sector and civil society.

Democracy is a necessary condition for integrated sustainable development.

As mentioned earlier, 1998 Nobel Laureate in Economics Amartya Sen asserts that democracy is development. Thus, one may say that a Political/ Institutional Development Strategy (P/IDS) is, ultimately, a strategy for strengthening democracy. For it is only in the context of democracy – in a context of participative governance – that development can be achieved integratively, and can be sustainable. In other words, democracy is a necessary condition for Integrated Sustainable Development.

Clearly, countries vary widely in the degree of democracy prevailing in their political environment. Some are only beginning to acknowledge the role of civil society in governance processes. Others are only beginning to expand the private business sector, particularly where state enterprises had dominated the production sector in the past. Others are relatively advanced in achieving a co-equal partnership among government, civil society and business in governance processes. Many have already established multi-stakeholder bodies to address sustainable development concerns at the national and sub-national levels (e.g. national councils for sustainable development or NCSDs).

The structure, mechanisms and processes, and accountability systems of governance must be well addressed in the plan.

The P/IDS will therefore have to be tailor-made to address most appropriately the individual country's specific context. In all cases, certain specific elements need to be addressed. First is the **structure of governance.** This is determined by the prevailing political and legal system of the country, as embodied in a Constitution or similar charter. Desirable changes in such structure may require different processes that require different levels of authority, time frames and intensity of consultation, depending on the magnitude of the change involved.

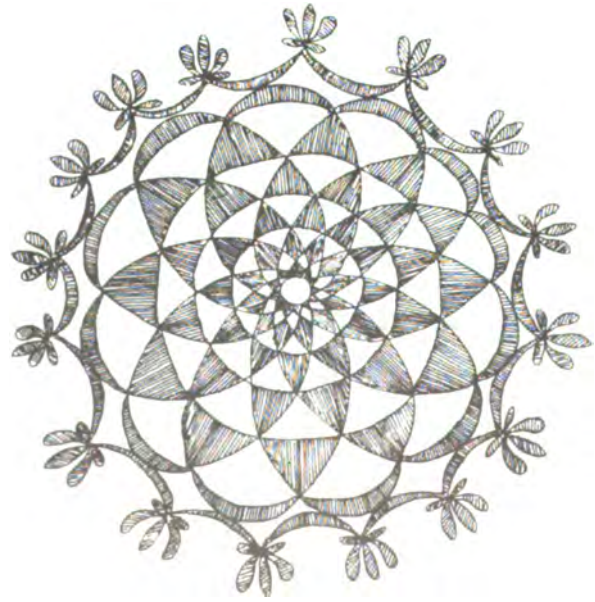
Second are the **mechanisms** and **processes** for governance. The complexity of policy setting and decision-making within a country is determined by the number and nature of steps that must be undertaken to firm up a policy or reach a political decision. The degree of participativeness of such mechanisms and processes reflects the level of democracy prevailing in the concerned country or locality. Reforms to improve such mechanisms and processes need to reconcile the concerns for expeditiousness (i.e. streamlining) on one hand, and adequate participation and consultation on the other, often a difficult tradeoff to decide.

Streamlining of bureaucratic procedures and regulations is made possible where **accountability** systems are strengthened. Excessive bureaucratic processes and steps ("red tape") usually are designed either to forestall dishonest and corrupt practices, or provide opportunities for it. Either way, this is best addressed through strong systems of accountability, where any wrongdoing is readily pinpointed, and appropriate sanctions and penalties imposed consistently.

Governance systems must emphasize the value of teamwork.

It is equally important to achieve "seamless" institutional structures, mechanisms and processes, whereby synergy and complementation are maximized, and overlaps, duplications and disjointed or even inconsistent efforts among separate institutional units are avoided or minimized. This is best achieved by making liberal use of multidisciplinary, multisectoral and multistakeholder mechanisms for addressing tasks of governance, including policy and decision making. This way, teamwork is enhanced, and downstream implementation problems due to internal or intersectoral contradictions are avoided or minimized.
Key questions to be addressed in formulating the P/IDS may thus include the following:

- ❑ What are the weaknesses of the current governance structure? What structural improvements are warranted, and how can they be effected?
- ❑ What bureaucratic steps in specific government processes can be dispensed with, without unduly impairing efficiency and compromising integrity?
- ❑ How can accountability systems be strengthened?
- ❑ What policies, decisions and tasks are best undertaken through multidisciplinary, multisectoral and/or multistakeholder mechanisms to maximize teamwork in governance? What form should such mechanisms take?
- ❑ How open is government to increasing the role of civil society and the business sector in governance processes?



Chapter 5

INTEGRATED SUSTAINABLE INVESTMENT PROGRAMMING: SUSTAINABILITY ON THE GROUND

Investment programming is one of the most important and useful components of the plan as it translates the development strategies into concrete activities on the ground. It is also the best understood and appreciated part, being the most visible part of the Plan, as it is composed of tangible programs and projects that directly impact on the stakeholders in a given area at a given time.

An investment program can come in different forms, depending on area of implementation (e.g. Local Development Investment Program), nature of investment (e.g. Capital Investment Program), source of funds (e.g. Official Development Assistance Program), sectoral focus (e.g., Infrastructure Program) and others.

A good investment program takes into account both the demands (i.e. need or desirability) for an investment, and the availability of resources to support it in the economy. An integrated sustainable investment program (ISIP), on the other hand, goes beyond this and considers both the demand for and supply of investment resources within the ecosystem. Under MISP, an ISIP is formulated to ensure that the plan strategies are implemented in an integrated and sustainable manner.

We discuss the activities that comprise integrated sustainable investment planning below.

5.1 Project Identification and Prioritization

The identification of projects that would operationalize the plan is best done through the determination of needs and translating these needs into project form. The situational analysis undertaken at the outset of planning, as well as the strategies spelled out in the plan, provide good bases for determining the needs of an area, a sector or the ecosystem. But since project identification requires a fair amount of accurate information beyond what the plan itself requires, it is always useful to undertake any or all of the following: further consultations, ocular survey and preliminary study. The objective is to determine gaps and weaknesses, and hence, needs. These could also help determine the relative priorities of the needs.

The investment program must address not only needs of people or places; it must address the needs of the ecosystem.

It is important to emphasize that in MISP, needs identification goes beyond those of people or places: it also covers the needs of the ecosystem. The ecosystem itself is a stakeholder that normally does not have a "voice" in

development processes. Thus, its needs must be represented and expressed by advocates participating in the planning process, or ideally, all participants therein. Examples of ecosystem needs are regeneration for overfished waters, or oxygen for polluted waterways.

Projects must be designed to address the multi-dimensional character of sustainable development needs.

Needs are translated into projects by expressing and costing the interventions that would directly address them in a project proposal. The challenge here is to formulate projects that address the multi-dimensional character of sustainable development needs. For example, an infrastructure project may be so designed as to not only support economic activity in the area, but actually enhance the social, ecological, and even cultural and spiritual well being as well. Similarly, projects in the area of human resources development, say training for local governments, may be designed to provide more holistic capability building that not only improves quality of governance, but also strengthens the economic, social, ecological and spiritual grounding of the those who are trained. Projects that provide opportunities for multi-stakeholder partnerships can provide more meaningful and sustainable outcomes.

Another challenge is to identify and formulate projects that provide a vehicle for multi-stakeholder partnerships in project development, funding, and implementation. Joint government-NGO or business-NGO projects, for example, can provide more meaningful and sustainable outcomes than those undertaken by just one stakeholder group alone. Many such partnership projects, particularly those designed to guard and protect the environment, have already been demonstrated and documented in various parts of the world.

A project proposal is necessary as it spells out the information necessary in determining whether the intervention is worthy of funding and implementation.

There are as many ways of preparing a project proposal as the sources of funds. But the basic information required include objectives of the project, description of how the project would be implemented to attain the objectives, cost of implementation, responsible entity (ies), and duration.

Projects need to be carefully prioritized according to widely agreed criteria.

Needs, hence required projects, are always enormous and cover a wide range of sectors or areas. Sometimes, expressed needs are misplaced or are best addressed by different interventions. At other times, needs are parochial, or addressing them would just benefit a limited number, or the less needy. Meanwhile, the resources that could meet the needs are always limited. This reality makes prioritization of needs and projects an essential step in investment programming.

Unfortunately, prioritization is a ticklish exercise since those doing it have to exercise judgement on the relative importance of the needs and "play God" in the process. Even if properly and fairly done, such judgement is almost always questioned. Prioritization should thus be based on a set of "sustainability criteria" that has been collectively established, scrutinized and agreed upon by at least the majority of all those concerned. It should be transparent and above board.

The ISIP should be able to reconcile and integrate global, national and local environmental priorities.

To the extent possible, a community-based approach, which seeks to reconcile local community concerns with the greater good of the larger overall community (national and global), may be highlighted. In cases where these concerns are not immediately reconcilable, a strategy for a "win-win" solution may be proposed. For example, flood control projects that may inundate certain local communities in order to spare larger areas and numbers of people will have to seek creative "win-win" solutions. In this manner, global environmental priorities can be translated into applicable corresponding local initiatives, thereby integrating global concerns into the national and local priorities embodied in the Plan.

5.2 Resource Assessment

Investment capital in MISP-ISIP goes beyond financial capital.

Investment resources or capital, in the context of MISP-ISIP, are not just financial. They include natural, human and physical capital that may be invested to satisfy needs. It is important to determine how much funds and other such capital resources would be available, where these resources could come from; when or for how long they may be made available, and in what form would they be provided.

Funds traditionally come from the national or local budget, official development assistance (ODA), or private sector. National or government resources are almost always lacking in majority of the countries in the world. Hence, external assistance through ODA and private sector investments, both local and foreign, are tapped to finance required investments.

In the recent past, creative and innovative sources of financing sustain-able development initiatives have emerged and continued to develop. The debt-for-nature swap and similar facilities and philanthropy for nature are good examples of these. Currently being successfully pursued by civil society but still in their development stages are joint venture and venture capital partnerships. These facilities extend development funds to needy communities based on sustainability criteria.

Some resources and investments may be non-monetary in nature, such as those that come in the form of equipment, experts' services, and volunteers. Merely allowing nature to take its course is also a form of investment. Taking the above example on overfishing, nature would invest by way of

regeneration and providing more fish after a period of time if the area is at least temporarily closed to fishing.

5.3 Resource Generation and Mobilization

As already indicated, funds from traditional sources are always limited. This reality calls for development of creative ways of generating resources to implement the Plan. Some of these ways have already been mentioned and much more could be developed if all multi-stakeholder partners participate in the programming and implementation.

It would be useful for planners to cause the development of a sustainable development capital investment framework, including the definition of a system of sustainable development investment criteria. This would also include provision of an intermediation mechanism for capital investment services.

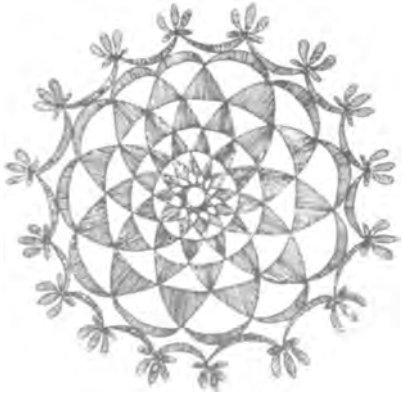
5.4 Matching Project Needs With Resources

The requirements of projects in the priority list must then be matched against available resources. Should there be shortfalls in available resources, lower priority projects may be programmed for implementation on later dates when fresh resources are generated.

Matching is a rather complex process as sources of funds have various requirements and follow different timeframes. This situation could result in top priority projects getting implemented in later dates than lower priority projects and vice-versa.

5.5 Monitoring the Investment Program

Like the development plan itself, the implementation of the program must be closely monitored. This would serve as an early warning device for addressing both substantive and implementation problems, and facilitate necessary adjustments or corrections on the program. It would also provide inputs to guide the next programming cycle.



Chapter 6

SEEING THE PLAN THROUGH

In this chapter, we discuss the mechanisms in support of the planning exercise that would ensure its efficient, effective, and participatory formulation and execution. These activities require as much careful attention and concern as the substantive planning activities themselves, if the resulting Plan is to find wide ownership and support, and therefore a high likelihood of successful implementation.

6.1 Who Should Formulate the Plan?

Membership in the planning team must be representative.

Ideally, the planning team must be composed of representatives from sectors of both the horizontal and vertical strata of society and government. The idea is to ensure that the concerns and needs of all are raised and taken into account. However, doing this in a comprehensive way would be unwieldy and counterproductive. In practice, a purposive selection of sectors to be represented is resorted to, usually based on size of constituency and relative importance of the sector to the planning area or subject. While this approach is the most efficient and practical, such selection almost always yields problems in the form of complaints by those who may feel left out of the planning process.

Under MISP, the selection of team members could be through a combination of external selection (i.e. as described above) and self-selection. The latter involves the grouping of stakeholders and letting the respective groups choose their own representatives using mechanisms and criteria they themselves define. For instance, the formulation of a national plan in a small country may group together the different levels of government (e.g., municipal, provincial, regional) so that they may choose their representative(s).

The stakeholders may also be grouped by discipline (e.g. social, economic), by sector (e.g. labor, business), or other applicable grouping (e.g. mother, children). External selection may have to be done when self-selection yields gaps or leaves out certain critical sectors or groups relevant to the planning area. MISP also ensures equitable representation from government and civil society.

Even with representative membership in the planning team, wide consultations with all relevant stakeholders need to be undertaken in the course of formulating the plan, to ensure that no valid concern is unheard or ignored.

The planners must be committed, responsible and open-minded team players.

The quality of a Plan is as good as the quality of the planners who craft it. Thus, the selection of people that directly compose the planning team is always critical. At the very least, the members of the team must appreciate, understand and be strongly committed to sustainable development. They must be open to new ideas and participation of all stakeholders, have the ability to equitably prioritize and accommodate needs and concerns, and be good team players. The members must also be responsible and responsive representatives of stakeholders of sustainable development.

The planning team leader is critical.

The efficiency of planning and the effectiveness of the resulting plan are also greatly influenced by the team leader. Hence, the leader must have the same desirable attributes as the members, and more. He or she must have the capability to harness the potentials and elicit the cooperation of the team members and participating stakeholders. He or she must have the ability to balance concerns of differing sectors and provide "win-win" solutions to competing interests. He must have a good sense of purpose and urgency but flexible enough to change course whenever necessary.

Good secretariat support is essential.

The secretariat is a critical adjunct of the planning team. It must be composed of competent and responsible persons who are capable of handling the technical and administrative requirements of the team in an effective and timely manner. The secretariat must be proactive and anticipatory such that the requirements of the team would always be available even before they are needed. For instance, it must be able generate relevant data and statistics, as well as identify and conduct research studies that would be needed in planning. During team meetings and stakeholder consultations, it must be able to effectively capture the sense of discussions and final decisions, and translate them into understandable texts for future reference. It must have strong coordinative and organization skills.

The sizes, structures and compositions of the team and the secretariat could vary depending on the requirements of the planning process and availability of human and financial resources. In both cases, however, the selection of members as well as the leaders must be carefully done.

Planning structures could vary to suit the circumstances.

The planning team could also have several layers, depending on need and availability of human and financial resources. There could be a Steering Committee, Advisory Committee, Coordinating Committee, Regional (or area-specific) Committee, Sub-Committees and Working Groups. It is always best to have a "lean and mean" organization but the need to

maximize the involvement of stakeholders sometimes makes more layers necessary for manageability.

The NCSD, where present, is best placed to undertake MISP.

The National Council for Sustainable Development (NCSD) or similar structure, where existing, is in the best position to spearhead the planning process. Should there be none, a similar entity may be created and such entity must stay on even after the completion of the plan to coordinate and monitor its implementation and assess its results.

Where present, the NCSD is also best placed to steer the process. Such authority would normally be provided by either the head of state or by legislative fiat. The chairperson of the NCSD and committees must be elected from among the members following a set of agreed criteria. In certain situations (e.g. in countries with planning agencies), there would be a logical choice for the over-all leader, i.e. chairperson of the NCSD, who could then be designated by the highest authority in the land. In such cases, the planning ministries/agencies or secretariats of NCSDs could serve as the planning secretariat.

6.2 Planning to Plan: Setting and Mobilizing the Work Program

The planning work itself needs to be planned well.

The first task upon organization is to draw up the work and financial program for the planning exercise. The program should detail the specific activities, when and how long they should be done, who will do them, and how much it would cost to do them. This program must be discussed and agreed upon by those involved to ensure that everybody will be guided and abide by it.

Upon approval, the component planning entities (e.g. committees and secretariat) need to prepare their own respective work and financial programs specifying the activities and costing, and situate these within the overall program. For instance, the secretariat should provide details on the tasks and costs of conducting research or holding consultation meetings.

Everyone involved should have a clear idea of critical activities that may hamper the implementation of others for efficiency and ease in mid-course adjustment should it be deemed necessary. The plan formulation exercise is in itself a major project that would benefit from the application of project planning and analysis tools like PERT-CPM analysis.

The progress of the planning work must be well monitored.

In the course of actual plan formulation, the secretariat must monitor progress of work and regularly report to the overall planning body (e.g. the NCSD or steering committee). Such reports should focus on problem areas and decision points. The aim would be to identify substantive issues and operational problems as they arise and prevent them from deteriorating into major obstacles in the planning process.

6.3 Plan Validation, Approval and Adoption

Once the draft plan is completed, it is imperative that it be reviewed by the general public through wide consultations (e.g. public hearings) for completeness, balance, doability, coherence and consistency. Consultations would also serve as the occasion to recalibrate goals and targets vis-a-vis capabilities (e.g. technical and managerial know-how) and constraints (e.g. limited financial resources). It is also the opportunity to draw collective support for the Plan in order to facilitate its implementation.

The inputs from the consultations are synthesized and serve as bases for the revision and finalization of the Plan. The final Plan must then be officially approved and adopted by the highest authority in the planning area (i.e. community, local area or country). Having such legal mandate is important in ensuring the implementation of the Plan and generating resources for its implementation.

6.4 Plan Implementation Mechanism

Many good plans have failed in the past because they failed to (1) provide a mechanism to ensure that the plan was translated into the budgets of the various levels and agencies of government concerned, as well as of the other sectors with a role in its implementation, (2) identify specific concrete actions needed to implement the plan, (3) indicate who was responsible for particular actions needed to implement the plan, (4) specify the time frame for implementing such actions, and (5) provide for systems of accountability in case of implementation failures.

Thus, it is crucial that an Integrated Sustainability Plan also provide for the establishment and operation of a multi-stakeholder mechanism for its implementation. The mechanism must clearly spell out responsibilities for the formulation and implementation of policies, programs and projects; accountabilities for specific actions; and realistic time frames for each such action.

6.5 Plan Monitoring and Evaluation

It is likewise imperative to establish a Plan Monitoring and Evaluation Mechanism to ensure that implementation proceeds as smoothly as possible, with problems addressed along the way. Plan implementation is in itself a learning process, with lessons learned guiding improvements on the Plan along the way (i.e. mid-course plan adjustments as may be necessary), as well as the formulation of subsequent plans. As such, monitoring must not be confined to tracking implementation, but more importantly, must assess the impacts of policies, programs and projects. It must also regularly assess implementation performance of stakeholders. Lessons learned from these exercises, in turn, feed into the next planning exercise.

6.6 Plan Updating and Revision

A mid-course updating of the Plan becomes necessary when any or all of the following happen:

- An unforeseen event that disturbs or affects certain aspects of the Plan (e.g. a natural disaster that destroys infrastructure and agriculture; external disturbances such as the Asian financial crisis);
- Implementation of the Plan is much slower (or faster) than had been anticipated;
- Projections or targets turn out to be defective in the first place.

Such updating is usually done when the Plan period is longer (i.e. five years or more). The areas for updating are identified from the monitoring of actual outcomes and performance of those implementing the Plan. Any Plan updating must undergo the same multi-stakeholder process employed in its original formulation.

6.7 Support Mechanisms

6.7.1 Institutional Support

ISP relies heavily on multi-sectoral stakeholders working together effectively. The stakeholders should be able to agree on and work for a common objective, move in the same direction, and complement rather than compete with one another. To ensure that these requirements for effective formulation of a good plan are met, a working multi-stakeholder planning team must be organized. This team may consist of the National Council for Sustainable Development (NCSD), where present, as the core. These may be supplemented by as many stakeholders and experts as possible, as additional members or resource persons. The NCSD should set the planning policies and directions as well as steer the overall process.

Committees or working groups may be organized to initially handle the formulation of the various parts of the plan. The members could, however, straddle committees to promote a seamless planning process and ensure coordination of strategy formulation. For the same reasons, joint or coordination meetings among committees should also be encouraged.

Crucial to the effective and smooth operation of the planning groups is an efficient and technically competent secretariat. The secretariat should be able to handle research, documentation, write-ups, coordination among committees and personalities, and administrative requirements.

6.7.2 Financial Support

Planning entails costs. It is, therefore, important that a planning activity is assured of adequate funding even before its commencement. It has been customary for government to bear the cost of planning for a country or

community. While this should be so, financial assistance from other stakeholders should be encouraged, inasmuch as planning is an investment that benefits everyone, and not just government. As such, those involved become true stakeholders in its fullest sense.

6.7.3 Communication & Advocacy

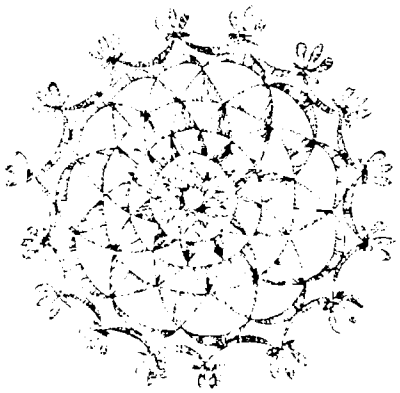
Information, education and communication (IEC) compose the other key support activities of the multi-stakeholder ISP process. They permeate all activities, hence must be handled properly. Documentation must be undertaken every step of the way. Accurate and efficient recording from the very start is necessary because information and activities build upon each other. For instance, the results of the situational assessment will feed into the formulation of strategies. Data and information that would be generated from planning activities must be processed or synthesized for more effective and efficient use.

Education in this context takes the form of research, technical briefings, information exchange, and consultation. It is necessary for purposes of leveling the knowledge as well as perspectives of the individual planners, so as to achieve an effective discussion of issues and concerns.

Communicating effectively the contents of the Plan throughout its development is likewise important. This should generate awareness, discussions and ideas that could enrich the Plan. This could also help illicit support for the Plan.

6.7.4 Political Support

Political support is the most important and critical element of all support mechanisms. Without this, planning may not even take off or when it does, little may be accomplished. Political support comes from two levels: the official leadership and the people. Political will and support from the leadership could move all systems and mechanisms. People's support, on the other hand, would ensure the formulation and implementation of a truly representative Plan, as well as the sustainability of the policies and programs contained in it.



ANNEX 1

THE EARTH CHARTER BENCHMARK DRAFT
(updated January 29, 1999)

Preamble

At this unprecedented time of opportunity and danger, when life on Earth is at risk, it is imperative that we, the Peoples of Earth, declare our interdependence with and responsibility to one another, the greater community of life, and future generations. In the midst of a magnificent diversity of life forms and cultures, we are one Earth community and one humanity with a common destiny.

Humanity is part of a vast evolving universe. Earth, our home, is alive with a unique community of life. The survival and development of life and human culture depends upon preserving clean air, pure waters, fertile soils, a rich variety of plants, animals and ecosystems, and the beauty of nature. The global environment is a primary common concern of all peoples and nations. Earth's biosphere and finite resources are a sacred trust for present and future generations and the community of life as a whole.

The Earth community stands at a defining moment. With science and technology have come great benefits and also great harm. The dominant patterns of production and consumption are degrading the environment, exhausting resources, and driving whole species to extinction. A dramatic rise in population has increased the pressures on ecological systems and overburdened social systems. Injustice, economic inequities, poverty, ignorance, corruption, and armed conflict deepen the world's suffering. Fundamental changes in our attitudes, values, and ways of living are necessary.

The choice is ours: to care for the Earth and one another or to participate in the destruction of ourselves and the diversity of life. As a global civilization comes into being, we can renew efforts to build a truly democratic world, securing the human rights and fundamental freedoms of all women, men and children. We can respect the integrity of different cultures. We can resolve to find more just, peaceful, and sustainable ways of balancing and integrating individual interests with the common good, power with responsibility, diversity with unity, the economy with ecology, short-term objectives with long-term goals, having more with being more.

These aspirations can only be fulfilled if each and every person acquires an awareness of global interdependence and decides to live according to a sense of universal responsibility. This involves developing one's individual potential and committing oneself to the realization of the rights and well being of all human beings and the community of life at large. The spirit of human solidarity and kinship with all life can be strengthened if we live with

reverence for the sources of our being, gratitude for the gift of life, and humility regarding the human place in the larger scheme of things.

Having reflected on these considerations, we recognize that an inclusive vision of shared values is urgently needed to provide an ethical foundation for the emerging world community. Therefore, we affirm the following interrelated principles and commit ourselves as individuals, organizations, business enterprises, communities, and nations to build a global alliance in support of their fulfillment. Together in hope, we pledge to:

I General Principles

1. *Respect Earth and all life,*

   a) Recognizing the interdependence and intrinsic value of all beings;

   b) Affirming the inherent dignity of each and every person with faith in the human potential.

2. *Care for Earth's community of life in all its diversity,*

   a) Accepting the responsibility of each and every person to contribute to the well-being of the greater community of life inclusive of the whole human family;

   b) Affirming that increasing knowledge, power, and freedom bring increased responsibility to protect the common good.

3. *Secure freedom, justice, peace and Earth's abundance and beauty for present and future generations.*

   a) Accepting the challenge before each generation to conserve, rectify and expand the intellectual, cultural, spiritual, and natural heritage and to transmit it safely to future generations;

   b) Acknowledging that the benefits and burdens of caring for Earth and using natural resources should be shared fairly between present and future generations;

   c) Recognizing the role of youth as fundamental actors for change and valuing the wisdom of elders in the pursuit of a better future for all;

   d) Affirming that environmental protection, development, respect for human rights and fundamental freedoms, and peace are interdependent and indivisible.

II Fundamental Ecological, Economic and Social Principles

4. *Protect and restore the integrity of Earth's ecological systems.*

   a) Conserve the biological diversity of land and sea, including the variety of ecosystems and species and the diversity of genes.

   b) Safeguard the evolutionary and ecological processes that sustain and renew life, ensuring their long-term natural regulation.

   c) Promote the recovery of endangered species and populations through in situ conservation, protecting and restoring their habitats.

   d) Establish representative and viable nature and biosphere reserves, including wild lands and other management systems, sufficient to maintain Earth's biological diversity and life-support systems.

5. *Prevent harm to the environment, and when knowledge is limited, take the path of caution.*

   a) Make environmental conservation an integral part of all development planning and implementations.

   b) Give special attention in decision making to the cumulative, long-term, and global consequences of individual and local actions.

   c) Stop activities that involve a threat of irreversible or serious harm even when scientific information is incomplete or inconclusive.

   d) Establish environmental protection standards, require environmental impact assessments, and mandate that the polluter must bear the full cost of pollution.

   e) Ensure that measures taken to prevent or control natural disasters, infestations, and diseases are directed to the relevant causes and avoid harmful side effects.

   f) Uphold the international obligation of states to take all reasonable precautionary measure to prevent transboundary environmental harm.

6. *Treat all living beings with compassion, and protect them from cruelty and wanton destruction.*

7. *Ensure that economic goals and the means of attaining them support and promote human development in an equitable and sustainable manner.*

   a) Promote the equitable distribution of wealth as a fundamental objective of a just national and international economic order.

b) Ensure access to Earth's resources that is fair and just for all, and make clean affordable energy available to all.

c) Establish market prices and economic indicators that reflect the full environmental and social costs of human activities.

d) Assist all nations and communities in developing the intellectual, financial, and technical resources to meet their basic needs, protect the environment, and improve the quality of life.

e) Relieve developing nations of the burden of international debts that impede their progress towards sustainable economic and social development.

8. *Eradicate poverty as an ethical, social, economic and ecological imperative.*

a) Generate productive and meaningful employment, and enable all to attain secure and sustainable livelihoods.

b) Ensure fair and just access to land, natural resources, knowledge, credit and training that enable all to benefit from expanded employment and economic opportunities.

c) Recognize the ignored, protect the vulnerable, serve those who suffer, and respect their right to develop their capacities and to pursue their aspirations.

9. *Affirm and promote gender equality as a prerequisite to sustainable development.*

a) Provide, on the basis of equality of women and men, universal access to education, health care, and employment for the full development of every person's human dignity and potential.

b) Promote the full and equal participation of women in civil, cultural, economic, political and social life.

10. *Honor and defend the right of all persons, without discrimination, to an environment supportive of their dignity, bodily health, and spiritual well being.*

a) Secure the human right to potable water, clean air, uncontaminated soil, food security, and safe sanitation in urban and rural environments.

b) Promote racial, religious, ethnic, and socioeconomic equality as a prerequisite to environmental justice.

c) Affirm the right of indigenous peoples to their spirituality, knowledge, lands and resources and their related traditional sustainable livelihoods.

d) Establish effective and efficient access to administrative and judicial procedures, including redress and remedy, that enable all persons to enforce their environmental rights.

11. *Live sustainably by adopting patterns of consumption, production, and reproduction that respect and safeguard Earth's regenerative capacities, human rights, and community well being.*

a) Eliminate harmful waste and work to ensure that any waste can be either consumed by biological systems or used over the long-term in technical systems.

b) Redesign the life cycle of products in order to reduce, reuse, and recycle materials.

c) Manage the extraction of renewable resources such as food, water, and wood in ways that do not harm the resilience and productivity of ecological systems.

d) Act with restraint and efficiency when using energy and rely increasingly on renewable energy sources such as the sun, the wind, and biomass.

e) Reduce unnecessary material wants.

f) Provide universal access to health care that foster reproductive health and responsible reproduction.

12. *Promote access to information, inclusive democratic participation in decision making, and transparency, truthfulness, and accountability in governance.*

a) Enable local communities to care for their own environments, and assign responsibilities for environmental protection to the levels of government where they can be carried out most effectively.

b) Establish the right of all persons to be informed about ecological, economic and social developments that affect the quality of their lives.

c) Assure the freedom of association and the right to dissent on matters of environmental and social policy.

d) Ensure that knowledge resources vital to people's basic needs and development remain accessible and in the public domain.

e) Hold governments, international organizations, and business enterprises accountable to the public for the consequences of their activities.

13. *Advance the cooperative study of ecological systems, the dissemination and application of knowledge, and the development, adoption, and transfer of environmentally sound technologies.*

a) Promote scientific research and collaboration related to environmental conservation and sustainable resource use, and ensure sufficient funding for research in the public interest.

b) Monitor human environmental impacts and changes in environmental quality.

c) Respect the traditional environmental knowledge of indigenous peoples and local communities.

d) Assess and regulate emerging technologies, such as biotechnology, regarding their environmental, health and socio-economic impacts.

14. *Make the knowledge, values, and skills needed to build just and sustainable communities an integral part of formal education and lifelong learning for all.*

a) Recognize and encourage the contribution of artistic imagination and the humanities as well as the sciences in environmental education and sustainable development.

15. *Create a culture of peace and cooperation.*

a) Practice nonviolence, support comprehensive strategies to prevent violent conflict, and use collaborative problem solving to manage and resolve conflict.

b) Teach tolerance and promote cross cultural and interreligious dialogue and collaboration.

c) Eliminate weapons of mass destruction, promote disarmament, secure the environment against severe damage caused by military activities, and convert military resources toward peaceful purposes.

d) Ensure that the exploration and use of orbital and outer space supports peace, equitable sustainable development, and ecological security.

e) Recognize that peace is the wholeness created by harmonious and balanced relationships with oneself, other persons, other cultures, other life, Earth, and the larger whole of which all are a part.

A New Beginning

As never before in human history, common destiny beckons us to redefine our priorities and to seek a new beginning. There is the promise of a new beginning in these Earth Charter principles, which are the outcome of a worldwide dialogue in search of common ground and shared values. The fulfillment of this promise depends upon our expanding and deepening the global dialogue and taking the actions necessary to adopt, apply, and develop these principles. Individual citizens, families, the arts, business and industry, the media, the religions, the schools, the sciences, non-governmental organizations, and all civil society as well as governments and multilateral organizations have essential roles to play. Our best thought and action will flow from the integration of knowledge with love and compassion.

It is especially important that the nations of the world develop and implement the Earth Charter principles by negotiating for adoption an international convention based on the IUCN Draft International Covenant on Environment and Development.

Strengthening of financial capacities for promoting sustainable development in Bangladesh

By Dr. A. K. Enamul Haque

Introduction

The adoption of Agenda 21 by 178 countries participating in Rio Summit in June 1992 has made it obligatory on participating countries to pursue a plan of action. However, five years after Rio it was realised that many developing countries face a critical shortage of fund to live up to their commitment. More importantly, it was also clear from subsequent deliberations that fighting poverty, financing social development and paving ways for higher economic growth are priorities for many developing countries. Hence, environmental issues are not addressed by them as was originally envisaged by the proponents of the Earth Summit.

At the same time every body admitted that by not pursuing a goal for sustainable development or by their inaction developing countries are putting the future generations in deep trouble. So the Special Session of the UN General Assembly held in June 1997 adopted a comprehensive document entitled Program for the Further Implementation of Agenda 21 prepared by the Commission on Sustainable Development (UNCSD). It also adopted the program of work of the Commission for 1998-2002.

In an earlier resolution, the General Assembly (44/228 of 22 December 1989) decided that the United Nations Conference on Environment and Development should:

> Identify ways and means of providing new and additional financial resources, particularly to developing countries, for environmentally sound development programmes and projects in accordance with national development objectives, priorities and plans and to consider ways of effectively monitoring the provision of such new and additional financial resources, particularly to developing countries, so as to enable the international community to take further appropriate action on the basis of accurate and reliable data;
>
> Identify ways and means of providing additional financial resources for measures directed towards solving major environmental problems of global concern and especially of supporting those countries, in particular developing countries, for which the implementation of such measures would entail a special or abnormal burden, owing, in particular, to their lack of financial resources, expertise or technical capacity;
>
> Consider various funding mechanisms, including voluntary ones, and examine the possibility of a special international fund and

other innovative approaches, with a view to ensuring, on a favourable basis, the most effective and expeditious transfer of environmentally sound technologies to developing countries;

Quantify the financial requirements for the successful implementation of Conference decisions and recommendations and identify possible sources, including innovative ones, of additional resources."

Based on this resolution and the Action plan 'Agenda 21' it was soon realised that a consensus is needed to be developed among the participating countries linking the concept of sustainable development with social, economic, environmental and institutional factors and so a list of indicators were developed to determine the status of sustainability of nations.[1]

However, it became also evident that the achievements of UNFCCC and the Convention of Biological Diversity (CBD) are linked with basic economics of survival in most of the developing countries. Many developing countries could not pay due attention to their commitment given in these conventions since they were too busy fighting poverty and other basic needs of the present generation. This paved the way to find means for financing sustainable development in developing countries. After a considerable search, the table is now set to consider means of financing sustainable development in the year 2000 in the eighth meeting of CSD.

The objectives are:

- To establish measures concerning financial resources and mechanisms for the implementation of Agenda 21;
- To provide new and additional financial resources that are both adequate and predictable;
- To seek full use and continuing qualitative improvement of funding mechanisms to be utilized for the implementation of Agenda 21.

Against this background this discussion is initiated to:

1. Determine the important issues that need to be covered under Financing Sustainable Development.
2. Identify the gaps and possibilities of enhancement in the existing system.

The Context of Bangladesh

Bangladesh is one of the least developing countries which is a signatory to Agenda 21. By being a signatory, Bangladesh is obliged to pursue a path of sustainable development so that the future generations are not left with

[1] UN Division of Sustainable Development, "Indicators of Sustainable Development: Framework and Methodologies", 19 March 1999.

fewer choices. There are several ways one can visualise the concept of sustainable development. Given the framework and methodology developed by CSD to determine the status of sustainability, Table 1 shows the indicators and the status in Bangladesh. It is evident from column 3 of the table that Bangladesh is not definitely improving in terms of sustainability. The question is not much how to improve it but how to finance the effort to improve our conditions for sustainability.

Table 1: Sustainable Development Indicators and Bangladesh

Context of Sustainable development	Indicators	Status of Bangladesh
Water		
Protection of the quality and supply of freshwater resources	• Annual withdrawals of ground and surface water • Domestic consumption of water per capita • Groundwater reserves • Concentration of faecal coliform in freshwater • Biochemical oxygen demand in water bodies • Waste • water treatment coverage • Density of hydrological networks	• rate is increasing • data not available • depleting • increasing • increasing • increasing • data not available • decreasing
Protection of the oceans, all kinds of seas and coastal areas	• Population growth in coastal areas • Discharges of oil into coastal waters • Releases of nitrogen and phosphorus to coastal waters • Maximum sustained yield for fisheries • Algae index	• increasing • increasing • data not available • decreasing • not available
Land		
Integrated approach to the planning and management of land resources	• Land use change • Changes in land condition • Decentralized local • level natural resource management	• conversion to agricultural land • data not available

Context of Sustainable development	Indicators	Status of Bangladesh
Managing fragile ecosystems: combating desertification and drought	• Population living below poverty line in dryland areas • National monthly rainfall index • Satellite derived vegetation index • Land affected by desertification	• increasing • not much change • not available • not available
Promoting sustainable agriculture and rural development	• Use of agricultural pesticides • Use of fertilizers • Irrigation percent of arable land • Energy use in agriculture • Arable land per capita • Area affected by salinization and waterlogging • Agricultural education	• increasing • increasing • increasing • increasing • decreasing • increasing • increasing
Other Natural Resources		
Combating deforestation	• Wood harvesting intensity • Forest area change • Managed forest area ratio • Protected forest area as a percent of total forest area	• Increasing • Decreasing • Decreasing • No Change in area but decreased in tree cover
Conservation of biological diversity	• Threatened species as a percent of total native species • Protected area as a percent of total area	• increasing and the red book yet to be published • increasing
Environmentally sound management of biotechnology	• R & D expenditure for biotechnology • Existence of national biosafety regulations or guidelines	• Not significant • Improved

Context of Sustainable development	Indicators	Status of Bangladesh
Atmosphere		
Protection of the atmosphere	• Emissions of greenhouse gasses • Emissions of sulphur oxides • Emissions on nitrogen oxides • Consumption of ozone depleting substances • Ambient concentrations of pollutants in urban areas • Expenditure on air pollution abatement	• Increasing • Increasing • Increasing • Increasing • Increasing • Not known
Wastes		
Environmentally sound management of solid wastes and sewage-related issues	• Generation of industrial and municipal solid waste • Household waste disposed per capita • Expenditure on waste management • Waste recycling and reuse • Municipal waste disposal	• Increasing • Increasing • Increasing • Not known • Increasing
Environmentally sound management of toxic chemicals	• Chemically induced acute poisonings • Number of chemicals banned or severely restricted	• Increasing • Not known
Environmentally sound management of hazardous wastes	• Generation of hazardous wastes • Imports and exports of hazardous wastes • Area of land contaminated by hazardous wastes • Expenditure on hazardous waste treatment	• Not Known • Increasing • Not Known • Not Known
Safe and environmentally sound management of radioactive wasteS	• Generation of radioactive wastes	• Not Known

Financing Mechanism in Bangladesh

In general, one can mention that financing situation is not encouraging for Bangladesh but that is not all. Poverty and its increasing pressure at the bottom of the scale has significant negative impact on the overall sustainability of our renewable resources like forest, fisheries and wildlife. At the top of it, corruption by the officials who are expected to protect these resources has further deteriorated the conditions. Rate of commercialisation in exploiting resources has increased and this has further added to the fact that the overall sustainability of our resources are at stake. Extinction of species in Bangladesh is mainly due to this reason.

The following table gives a summary of the existing means used to increase sustainability of our environment.

Table 2: Existing means of financing sustainable development in Bangladesh

Context of Sustainable development	Indicators	Status of Bangladesh
Water		
Protection of the quality and supply of freshwater resources	Pricing of water supply in cities, Treatment of liquid wastes in some industries EIA and environmental mitigation Re-excavation of rivers, dredging	Users (price) Producers (cost) Producers (cost) Government (budgetary allocation)
Protection of the oceans, all kinds of seas and coastal areas	Regulating fishing season Regulating alien entry in Bangladesh water bodies	Producers and consumers (welfare loss due to price rise) Government (budgetary allocation)
Land		
Integrated approach to the planning and management of land resources	None	
Managing fragile ecosystems: combating desertification and drought	None	
Promoting sustainable agriculture and rural development	Commercial seeds Withdrawal of subsidy from fertilizer Pesticides prices Training and education	Government (subsidy) and users (price) Users (price) Users (price) Government (budgetary allocation)

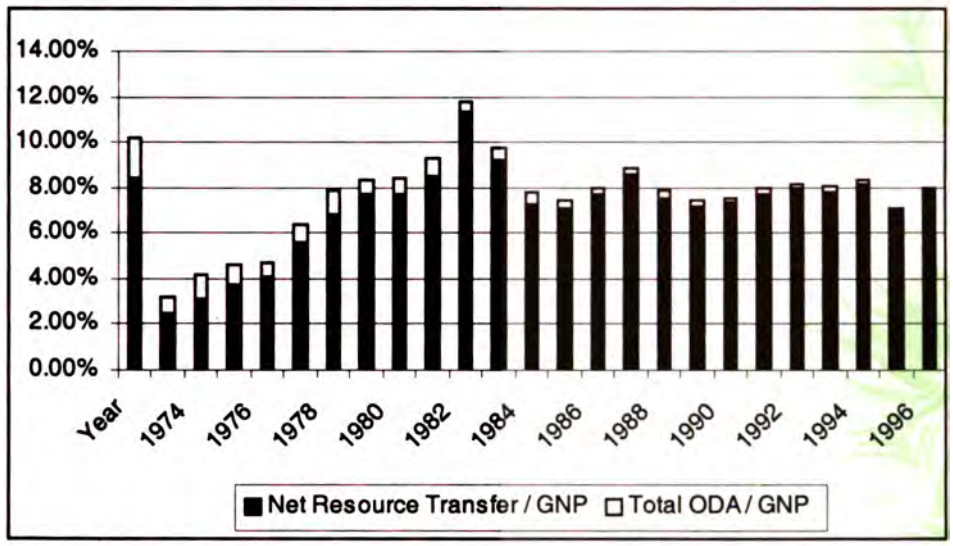
Context of Sustainable development	Indicators	Status of Bangladesh
Other Natural Resources		
Combating deforestation	Protection of Forest land Increased plantation Custom duty reduction on forest produces Social Forestry	Government (budgetary allocation and reduced earnings from custom duty) NGOs (Donor fund)
Conservation of biological diversity	Protected area	Government (budgetary allocation)
Environmentally sound management of biotechnology	Research and Development Awareness campaign	Government (budgetary allocation) NGOs (donor funds)
Atmosphere		
Protection of the atmosphere	Higher tax on 2-stroke engine Lower tax on vehicles used for public transport Higher road tax Computerized facilities for fitness test	Users (price) Government (low tax revenue) Users (tax) Vehicle owners (charges & fines)
Wastes		
Environmentally sound management of solid wastes and sewage-related issues	Municipality holding tax Treatment of sewage Treatment of industrial waste	Land owners (tax) Users (Pricing) Industrial producers (few cases) – (cost)
Environmentally sound management of toxic chemicals	Treatment by some companies	Producers (cost)
Environmentally sound management of hazardous wastes	NONE	
Safe and environmentally sound management of radioactive wastes	NONE	

Table 2 reveals that in terms of water, land, other resources, atmosphere, and wastes Bangladesh has not been able to perform up to the standards. Many of the issues raised in Table 1 were not addressed. The two new taxes that the government has introduced in the last budget are new taxes on import of 2-stroke engines and reduction of tax from imports of public

transports (cars or buses). Most of the other financial provisions are market driven or dependent on availability of funds. Since most of the development funds are donor funds, it is only expected that a reduction of the flow of these funds will eventually have a strong negative impact on the status of our sustainability.

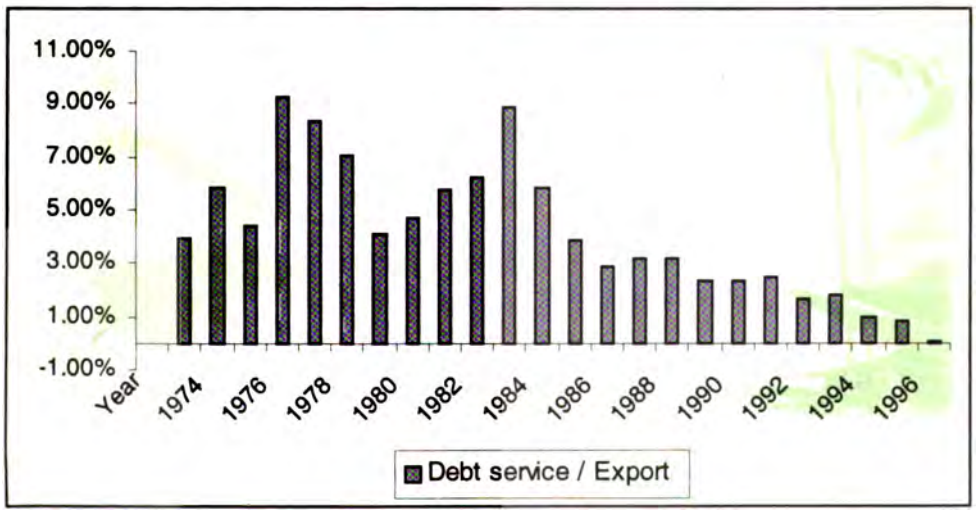
Figure 1 shows the flow of ODA funds and net resource transfer to Bangladesh as a percentage of our GNP. It is clear that the funds are not increasing and given the growing pressure on resources this would mean that eventually the environment will lose the most out of this squeeze.

Figure 1: Net Resource Transfer and ODA to GNP ratio for Bangladesh



At the same time, in terms of our debt services to export ratio is falling (Figure 2). This is a good sign since it will ease off some funds. The question is will the government use such 'surplus' funds for the environment?

Figure 2: Debt Service to Export ratio in Bangladesh



Other Financial resources and mechanism

In general, the financing for the implementation of Agenda 21 will come from a country's own public and private sectors. For developing countries, particularly for the least developed countries, ODA is a main source of external funding, and substantial new and additional funding for sustainable development and implementation of Agenda 21 will be required. Developed countries reaffirmed their commitments to the United Nations to spend 0.7 per cent of GNP for ODA and, to augment their aid programmes to ensure prompt and effective implementation of Agenda 21. Some countries have agreed to reach the target by the year 2000. The Commission on Sustainable Development regularly reviews and monitors progress towards this target. In case of Bangladesh, the official statistics shows that ODA to Bangladesh as percent of GNP has declined.

Funding for Agenda 21 and other outcomes of the Conference should be provided in a way that maximizes the availability of new and additional resources and uses all available funding sources and mechanisms. These include, among others:

The multilateral development banks and funds:

- The International Development Association (IDA). Among the various issues and options that IDA deputies will examine in connection with the forthcoming tenth replenishment of IDA, the statement made by the President of the World Bank at the United Nations Conference on Environment and Development should be given special consideration in order to help the poorest countries meet their sustainable development objectives as contained in Agenda 21;

- **Regional and subregional development banks.** The regional and subregional development banks and funds should play an increased and more effective role in providing resources on concessional or other favourable terms needed to implement Agenda 21;

- **The Global Environment Facility,** managed jointly by the World Bank, UNDP and UNEP, whose additional grant and concessional funding is designed to achieve global environmental benefits, should cover the agreed incremental costs of relevant activities under Agenda 21, in particular for developing countries.

- **Multilateral institutions for capacity-building and technical cooperation.** Necessary financial resources should be provided to UNDP to use its network of field offices and its broad mandate and experience in the field of technical cooperation for facilitating capacity-building at the country level, making full use of the expertise of the specialized agencies and other United Nations bodies within their respective areas of competence, in particular UNEP and including the multilateral and regional development banks;

- **Bilateral assistance programmes.** These programmes will need to be strengthened in order to promote sustainable development;

- **Private funding.** Voluntary contributions through non-governmental channels, which have been running at about 10 per cent of ODA, might be increased.
- **Investment.** Mobilization of higher levels of foreign direct investment and technology transfers should be encouraged through national policies that promote investment and through joint ventures and other modalities.
- **Innovative financing.** New ways of generating new public and private financial resources should be explored, in particular:
- **Debt relief:** Various forms of debt relief, apart from official or Paris Club debt, including greater use of debt swaps;
- **Market Based Incentives:** The use of market based incentive mechanisms, like charges, user fee, pollution tax, tradable permits;
- **Voluntary fund-raising:** New schemes for fund-raising and voluntary contributions through private channels, including non-governmental organizations;
- **Supportive climate for international cooperation:** A supportive international and domestic economic climate conducive to sustained economic growth and development is important, particularly for developing countries, in order to achieve sustainability.

Means of Strengthening Financial Capacities

To strengthen financial capabilities of Bangladesh for promoting sustainable development, two separate ways can be suggested. First, use of fiscal and monetary provisions within the economy to promote sustainable living. Second, linking of global funds to improve sustainability of our environment. Some of these are summarised below in Table 3 for discussions.

Table 3: Existing means of financing sustainable development in Bangladesh

Context of Sustainable development	Financial Tools
Water	
	1. Implement mandatory requirement for treatment of liquid wastes. Encourage investors to invest in treatment facilities for industrial zones (under BOO or BOT). This could be funded through GEF or other programs. 2. Reduce rate of profit tax or increase tax holiday period for industries with treatment facilities.

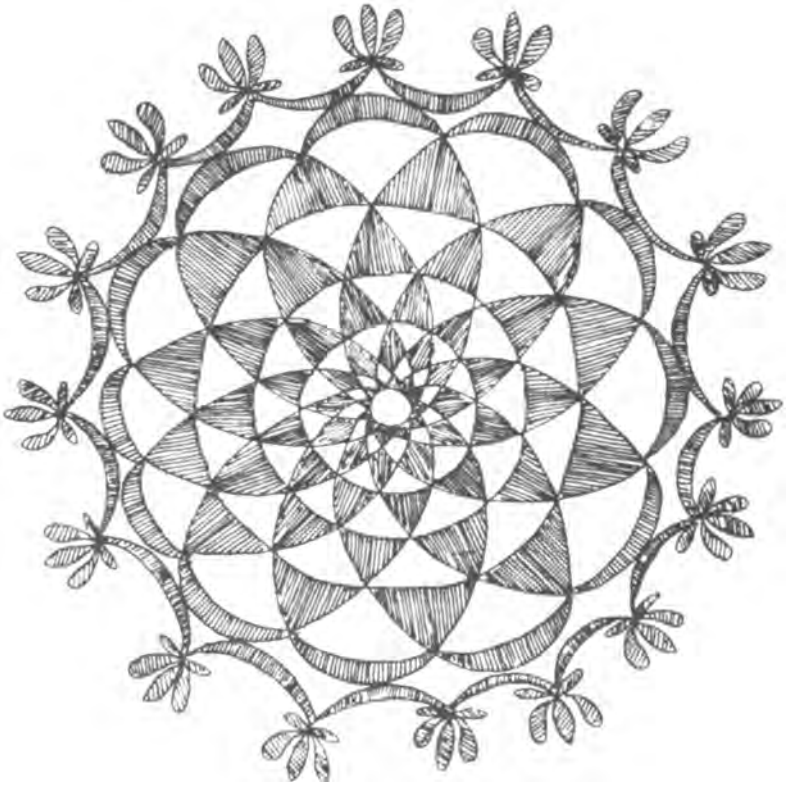
Context of Sustainable development	Financial Tools
Protection of the quality and supply of freshwater resources	3. GEF should be made available to finance treatment plants for hazardous, toxic wastes since it will have global benefits under CBD. 4. Global funds should also be available for the poorest section of people so that they can find alternative sources of income and do not remain dependent on freshwater resources during the spawning season. 5. Extend water pricing charges for all commercial use of water (including agriculture) to reduce pressure on water withdrawal or introduce irrigated land quota in exchange for other incentives to farmers.
Protection of the oceans, all kinds of seas and coastal areas	1. Build the capacity of the government to police international waters to prevent waste dumping in the sea, and to stop over harvesting of resources.
Land	
Integrated approach to the planning and management of land resources	1. Implement land-zoning policy to prevent conversion of land use. 2. Design policies to allow local control on land use through Municipalities and Unions 3. Promote awareness on sustainable management of land resources. 4. Prevent changing landscapes by hill-cutting or other means 5. Construction of roads to reduce soil erosion For these, government should be encouraged to do develop and implement such policies.
Managing fragile ecosystems: combating desertification and drought	1. Campaign along the river basins for promoting lower riparian rights (an international law on using river water) 2. Reduce upstream withdrawal or diversion of river water 3. Plant more trees or afforestation programs (involving private sector, GEF funds, carbon trading mechanism)
Promoting sustainable agriculture and rural development	1. Educate farmers to reduce use of fertilizers and pesticides 2. Research on developing intelligent crops (encourage FDI in this sector) 3. Promote use of renewable energy in agriculture (using an energy pricing policy)

Context of Sustainable development	Financial Tools
Other Natural Resources	
Combating deforestation	1. Promote international transfers through CDM 2. Promote international transfers to reduce emissions (tradeable permits) 3. Carbon trading between Developed Nations and Bangladesh
Conservation of biological diversity	1. International transfers for protected area management 2. Encourage FDI to investment in protected area for promoting ecotourism 3. Provision for debt swaps for protection of endangered species.
Environmentally sound management of biotechnology	1. Transfer of technology from developed to developing countries through special provisions like licensing, technology transfer with debt reliefs. 2. Research in appropriate and environment friendly technologies for developing countries.
Atmosphere	
Protection of the atmosphere	1. Carbon trading 2. Pricing policy to encourage use of clean fuel 3. Pricing policy to promote public transports 4. Investment in city transport facilities
Wastes	
Environmentally sound management of solid wastes and sewage-related issues	1. Encourage FDI using CDM and GEF funds to establish incineration plants. 2. Soft loans to improve waste treatment facilities through international banks.
Environmentally sound management of toxic chemicals	1. Encourage FDI using CDM and GEF funds to establish proper facilities for dumping of toxic chemicals.

Conclusion

In the above paragraphs, I have presented a list to strengthen the financing capacity for promoting sustainable development. It should be noted that sustainable development include other aspects of our livelihood like social, economic and institutional. These are all linked to our environment. In developing countries, these latter aspects draw more attention and are often

more powerful than that of environment. This is natural given lack of education, extreme poverty and hunger that prevails in many of the developing countries. Sustainable future is definitely needed but it cannot be achieved if governments do not have the financial strength to fight poverty. Consequently, the onus is on the international community and the developed nations to help the developing countries. This cannot be underestimated. However, the beauty depends on our success in linking the two: fighting poverty and protecting the environment. This will be a challenge for policy makers.



Situational Analysis of Sustainable Development Initiatives in Bangladesh

By Dr. Mahfuzul Haque

Summary

Bangladesh in the midst of its socio-economic realities, like; overwhelming population pressure, poverty and malnutrition, narrow resource base, frequent natural disasters, lack of environmental awareness, poor enforcement of environmental laws etc. has been trying hard to manage it's scarce resources in a sustainable way. With hardly a week left to reach the next millennium, Bangladesh has to undertake proper plans, policies and projects to achieving its desired goal of sustainable development.

In this article, the author with an eco-profile of Bangladesh, raised the issues of concern, the country is faced with. He raised the probable interventions required and gave a narration of sectoral plans, policies, projects and legislation related to environment and development. While discussing the methodology of planning, the author described the participatory planning process followed during NEMAP formulation phase. Towards the end of the article, the author discussed in details the five-year program titled **Sustainable Environment Management Program (SEMP)** being implemented by the Ministry of Environment and Forest with the help of 21 sub-implementing agencies, most of them are NGOs.

In conclusion, the author expressed his hope that with continued political commitment and support from the government organizations, NGOs, professional groups, civil society and entrepreneurs, the country will be able to manage its scarce resources in a sustainable way.

1. Introduction

Standing on the doorstep of the next millennium, we are often confronted with a very important question and that is whether all the development initiatives undertaken in the country so far are sustainable and environment friendly. Very often, the policy planners and technocrats went on implementing development projects without looking at their likely impacts on the environment and surrounding bio-diversity. Economic gains take priority over environmental consideration. In the early sixties, we undertook many development projects for boosting food production, which have now turned into "development disasters". Most common among them are the flood control drainage and irrigation projects in the coastal areas of the country.

Before proceeding further, let's start with the question, what is meant by environment? According to Section 2[d] of the Environment Conservation Act 1995, "environment" includes water, air, land and physical properties and the inter-relationship which exists among and between them and human beings, other living creatures, plants and micro organism. Now question arises, what's the relationship between environment and development. In a simplistic way, "Development" is intended to bring a positive change for humankind and it's surroundings. Development brings about an improvement in the quality of life and living of the people. Development involves a progressive transformation of economy and society.

We are to find out a relationship between environment and development. Environment is where we live and development is what we all do in attempting to improve our lot within that abode. The two are inseparable. It is impossible to separate economic development issues from environmental issues. Many forms of development erode the environmental resources upon which they must be based, and environmental degradation can undermine economic development. Ecology and economy are becoming ever more interwoven-locally, regionally, nationally and globally- into a seamless net of causes and effects. The need for environmental conservation through development warrants that development should be sustainable, a long-lasting one.

"Sustainable Development" is development that meets the needs of the present without compromising the ability of future generations to meet their own needs. It contains with it two key concepts: a] the concept of "needs" in particular the essential needs of the world's poor, to which overriding priority should be given; and b] the idea of limitations imposed by the state of technology and social organization on the environment's ability to meet present and future needs. At a minimum, sustainable development must not endanger the natural systems that support life on Earth: the atmosphere, the waters, the soils, and the living beings.

2. Eco-profile of Bangladesh

Perhaps, it will be worthwhile, if we could look at Bangladesh from it's geographical perspective. Bangladesh is a live-delta and it's soil is in

formative stage. It's land and water ratio is 60:40. Most of the time, a major part of the land mass remains under water. More than 200 rivers and their tributaries cris-cross the country. Some of them are dancing rivers and constantly changing their courses. We have 54 common rivers with India and 91 percent of their catchment area is outside the borders of Bangladesh. These rivers act as a huge drain to the Bay of Bengal. They transport sediment to the sea. In a study, it is found that the rivers of Bangladesh annually transport 2.4 billion tons of silt to the sea, which is one-fifth of the world's sediment load.

We have haors [bowl shaped depression] and baors [ox-bow lakes] in the north-east, which remain inundated most of the time of the year and look like a vast sea. We also have flood plains in the central and southwestern parts of Bangladesh. On the western side of the country, a vast area called the Barind with one-percent tree cover is under the threat of desertification. On the southeast, the Chittagong Hills, which are one-tenth of the country's landmass, are increasingly being denuded. Faulty agricultural practices, like jhum cultivation continue to erode the hilly topsoil. The coastal areas in the south are saline, warranting saline tolerant varieties of plants and crops. The mangrove forests of the Sundarbans in the south offer unique ecosystem. These are all different ecosystems and deserve to be addressed separately.

Bangladesh is frequently visited by natural disasters; like floods, cyclones, tornadoes, tidal bore, droughts and desertification. Because of it's conical shape on the Bay of Bengal, the land-mass attracts cyclonic storms, which hit the land in the south and south-eastern coast of the country. Casualties due to cyclones and tidal bore are enormous. In April, 1994 cyclone, thousands of people died in the coastal areas. Floods visit us not by once but often by thrice a year. The two devastating floods of 1987 and 1988 were serious in our living memory. The 1998 floods inundating two-thirds of Bangladesh for a prolonged two months period was unprecedented.

3. Issues of Concern

Bangladesh is dependent on its natural resources for employment, earning of revenues and foreign exchange. About 80 percent of the population rely on the primary sector, i.e. agriculture for their main economic activities. This puts on the limited resource base and degrades the environment. The important areas of environmental concern besides regular natural disaster are decline in soil fertility, water and air pollution, degradation of natural forests, wetland and coastal environment. These are mainly due to industrial pollution, excessive use of chemical fertilizer, excessive exploitation of natural resources for commercial purpose, deforestation, floods and other natural hazards. High population growth and massive poverty are also important factors contributing to environmental degradation. These factors accompanied by resource degradation are posing danger to the sustainability of the country. Some of the important areas of concern are as under:

a) **Unplanned population growth and migration:** In a country, where 50% of the population is below 15 years of age, population planning is not an easy job. The economy is not expected to create employment

opportunities that will absorb all those entering the job market mainly in the agricultural sector. The problem may be considered a serious one affecting sustainable development of a country. With population growth, the rise in migration of people towards the city growth centers is causing mushrooming of urban slums everywhere. In the absence of essential services like; running water, gas, electricity, health and hygiene, lives in the slums is a nightmare.

b) **Poverty and malnutrition:** Over 40% of the population live in abject poverty, consuming less than 1800 calories a day. With a poor literacy rate and life expectancy and unacceptably high infant and maternal mortality rate, Bangladesh needs to work hard to come out of the vicious poverty cycle. Due to a large percentage of the population relatively young, pressure on educational institutions and the job market will continue to increase.

c) **Frequent natural hazards:** The floods of 1987 and 1988 were devastating in our living memories. The 1998 floods inundating two-thirds of Bangladesh for two long months were unprecedented, never seen before. Besides, perennial floods, other frequent visitors, like cyclones, tornadoes, tidal surges, drought and desertification are putting a serious pressure on the limited development achieved in the intermediate months.

d) **Threats to sustainable agriculture:** Excessive use of agro-chemicals, insecticides and pesticides coupled with introduction of new variety of hybrid one time crops are posing a serious threat on our agriculture. Loss of soil due to change in land use, soil erosion, salinity intrusion, water logging due to FCD/I projects are all adversely affecting sustainable agriculture in Bangladesh.

e) **Water quality and availability:** Quality and availability of water are being affected due to over extraction of ground water for irrigation. The issues are arsenic contamination, pollution of agro-chemicals and fish diseases. Arsenic invasion has been a major health hazard causing increasing deaths. FCD/I structures are affecting fisheries, causing water logging and forcing people to migrate to the neighboring areas.

f) **Pressures on land:** Due to change in land use and transformation of agricultural land to development projects, pressure is mounting on meager land available with us. River- bank erosion is also causing landlessness as well as over exploitation of common property resources.

g) **Depletion of forests:** Felling of trees for timber, fuel and encroachment on areas covered by forests has reduced the total reserve forest area in Bangladesh by 50 percent in the last twenty years. Salinity has affected coastal mangrove forests. In the hills of Chittagong, felling of trees took place due to rubber plantation, a mono-culture with low economic return.

h) **Threats to fisheries:** Effluent discharges, excessive use of agro-chemicals, faulty fishing practices, construction of FCD/I projects are all contributing to depletion of fisheries in the water bodies of Bangladesh.

Faulty shrimp cultivation has added a new dimension to environmental degradation in the coastal areas of Bangladesh.

i) **Loss of bio-diversity:** Bangladesh, a country with rich bio-diversity, flora and fauna is now under threat due to development activities undertaken. Exploration for oil and gas is apprehended to adversely affect the unique ecosystem of the Sundarbans.

j) **Hazards of industrialization:** There are hazards involved with industrialization. Industries, big and small continue to pollute our water bodies, soil and air indiscriminately. Pre-requisite to sustainable industrial growth is adherence to environmental laws and regulation.

k) **Pollution related to energy and transportation:** Unabated emissions from vehicles and industries in the city's air and noise pollution are seriously affecting health of the city dwellers. All these emissions are also contributing to global climatic change, although, contribution of Bangladesh is bare minimum.

l) **Unplanned Urbanization:** Unplanned construction of multi-storied buildings, high-rise flats are really causing a threat to scarce service sectors, like water and sewage, gas and electricity.

4. Interventions required

In order to address these issues of concern, following interventions are to be taken:

- ❑ Policy Interventions
- ❑ Program/Project Implementation
- ❑ Legislation and Enforcement
- ❑ Institutional Development
- ❑ Awareness and Advocacy

Bangladesh has signed as many as 27 International Conventions, Treaties and Protocols [ICTPs] on environment. UNCED held in Rio-de-Janeiro in 1992 was an important event, where a number of Conventions were signed. Notably, among them are the Framework Convention on Climate Change and Convention on Bio-diversity. Bangladesh has also signed the Earth Charter and the Agenda 21, which gave directions to world community for a healthy 21st century. Efforts are on to implement these conventions and treaties at a national level. Action plans and projects are being developed in line with these ICTPs.

Government of Bangladesh has adopted the Fifth Five-Year Plan [1997-2002]. Chapter Ten entitled, "Environment and Sustainable Development" identified the major areas of concern faced by the country, reviewed the past performance of the government in this area and outlined objectives and strategies for preventing environmental pollution and degradation. An effort was taken in the plan to ensure that the environmental issues are properly addressed in all sectors of development. The government has by now

adopted a number of policies and plans concerning environment and development. They are the Environment Policy 1992, the Forestry Policy 1994, the Forestry Master Plan [1993-2013], draft National Conservation Strategy [NCS], National Environment Management Action Plan [NEMAP], 1995 and a number of sectoral plans and policies. Noteworthy among the sectoral plans and policies, are the Flood Action Plan, 1989, National Energy Policy 1995, Power Policy 1995, National Fisheries Policies, 1997, National Health Policy, 1998, National Water Policy, 1998, New Agriculture Extension Policy, 1995, National Land Use Policy [draft] etc.

Bangladesh has more than 200 rules and regulations on environment. Question is not inadequacy of laws but their poor enforcement. The Environment Conservation Act [ECA] 1995 and Environment Conservation Rules [ECR] 1997 have given institutional shape to the Department of Environment. ECR 1997 has categorized the industries into four based on their level of pollution. Now an entrepreneur has to conduct an EIA for red category of projects.

5. Government Ministries/Agencies

Institutions involved in the implementation of these plans and policies are the Ministry of Environment and Forest, Planning Commission, Department of Forest, Department of Environment, Ministry of Agriculture, Ministry of Health and Family Welfare, Ministry of Fisheries and Livestock, Ministry of Energy, Ministry of Education, Ministry of Water Resources, Ministry of Housing and Public Works etc. At the higher level, National Environment Council [NEC] headed by the Prime Minister and Executive Committee of National Environment Council [ECNEC] headed by the Environment and Forest Minister are providing guidance to the sectoral Ministries/ Agencies on matters of national environmental issues, although, these meetings are not held regularly.

Ministry of Environment and Forest through it's two agencies; the Department of Environment and the Forest Department has been implementing a number of projects in the field of environment and development. Notably among them are the forestry sector project, conservation of bio-diversity in the Sundarbans and the Coastal Green Belt projects of the Forest Department. The Department of Environment is implementing Bangladesh Environmental Management Project [BEMP], Air Quality Monitoring Project [AQMP], "Ozone Cell", and some Global Environment Facility [GEF] and Montreal Multilateral Fund [MMF] projects. MoEF is directly implementing National Conservation Strategy [NCS]-Implementation Phase and Sustainable Environment Management Program [SEMP].

The other Government agencies involved in sustainable development projects are the Ministries of Water Resources, Fisheries and Livestock, Land, Health and Family Welfare, LGED, DPHE, BWDB, WARPO, EGIS, SPARSSO etc. Among them LGED has been a pioneer in developing environmental guidelines like, Thana Plan Book; and Guidelines on Environmental Issues related to physical planning, 1992. WARPO is currently developing a Water Master Plan through a consultative process.

6. Non-Governmental Organizations [NGOs]

In the field of awareness and advocacy, a number of local and international non-government organizations and professional bodies are involved. They are World Conservation Union [IUCN], CARE, CARITAS, RDRS, BRAC, Proshika, Association of Development Agencies in Bangladesh [ADAB], Coalition of Environmental NGOs [CEN], Forum of Environmental Journalists of Bangladesh [FEJB], Campaign for Popular Education [CAMPE], Bangladesh Environmental Lawyers Association [BELA], Bangladesh Center for Advanced Studies [BCAS], Bangladesh Unnayan Parishad [BUP], Center for Sustainable Development [CFSD], National EIA Association of Bangladesh [NEAB], Nature Conservation Movement [NACOM], Center for Natural Resources Studies [CNRS], Environment and Development Alliance [EDA], Prodipan etc. CARE has developed a Basic Guide to Understanding Environmental Impacts of rural roads on the wetlands of Bangladesh, 1994; and Environmental Management Field Handbook for Rural Road Improvement Projects, 1998.

There are also a good number of research and activists organizations involved in sustainable development of Bangladesh. They are UBINIG, Environment and Social Development Organization [ESDO], Community Development Library [CDL] etc. Among the academic institutions, Dhaka University, Jahangir Nagar University, BUET, North South University, Independent University, Khulna University of Bangladesh etc. are providing courses on environment and development.

Private sector bodies and the chambers of commerce are developing their guidelines and good housekeeping practices with the help of World Bank under SEMP. FBCCI, DCCI and other chamber bodies have undertaken program to ensure better management practices in their industrial units.

7. From NEMAP to SEMP

It may be noted here that with exceptions of the few, most of the plans and policies of the government were prepared and implemented following the traditional "top-down" approach. People at grass-roots level were rarely consulted in the formulation, implementation and evaluation of these plans and policies. During the preparation of National Environment Management Action Plan [NEMAP], civil society bodies, professional groups and the NGOs suggested that people at the grassroots should be consulted in order to ensure their ownership of the plan.

NEMAP went through three phases. During the first two phases, from 1991 to 1993, the consultants, both national and international, were hired and a number of project portfolios were developed based on various hot-spots of the country. During the process, people for whom the plans were intended to were not consulted. In the third phase in 1993, as suggested by the civil society, Government undertook the participatory planning process by involving people at the grass-roots level.

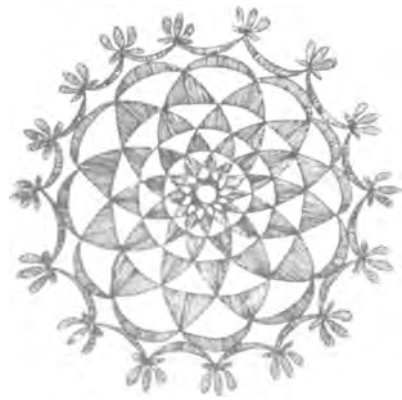
8. National Environment Management Action Plan [NEMAP]

National Environment Management Action Plan was prepared by the Ministry of Environment and Forest with financial assistance from UNDP. The Action Plan followed a "bottom-up" planing process. About 26 grass-roots workshops, six regional workshops and a number of professional group workshops were held all over Bangladesh to get people's views and concern on environmental issues. Association of Development Agencies in Bangladesh [ADAB] and it's local chapters were very helpful in organizing these workshops. NEMAP is the basis for programs and interventions aimed at promoting better resource management, making people aware of environmental problems and reversing the present trend towards environmental degradation. It constitutes a synthesis of the perception of the government and the people of Bangladesh regarding environmental issues and what needs to be done to deal with them.

Overall development objectives of NEMAP are to support the process of identification of key environmental issues, conserve, improve and reduce environmental degradation, promote sustainable development and raise the quality of human life as an integral part of national strategy of poverty alleviation. Important suggestions by NEMAP include:

a] strengthening of institutions with legal power; b] proper training of human resources; c] setting up management mechanisms for pollution abatement; d] strengthening institutional capabilities in planning and management; e] creating awareness among people in conservation and management of the environment; f] promoting sustainable development; and f] improving the overall quality of life with safe drinking water and sanitation, which emerged as the top most priorities of the people. NEMAP aims at benefiting the poor, particularly the women and enhance their productive potentials for better livelihood. Capacity building efforts for public sector bodies and civil society organization will promote increased awareness, enhanced competence and development of conducive policies towards sustainable development.

NEMAP is a living document, which will evolve with the changes in environmental challenges. The present document is appropriate for problems arising during the next five years. NEMAP is now in its implementation phase. A number of development partners are implementing various segments of NEMAP. They are UNDP, World Bank, CIDA, NORAD etc. In the following chart, we can get a clear picture of their interventions:



NEMAP Implementation Phase

World Bank	CIDA	UNDP	NORAD IUCN
Air Quality Monitoring Project [AQMP] • Monitoring, equipment and facilities • Staff Training • Regulatory Mechanism • Awareness and Advocacy • People's participation and Consultation • Compliance and Enforcement • Reporting and Monitoring	Bangladesh Environmental Management Project [BEMP] • Institutional Planning and Development • Policy and Legal reform • Awareness and advocacy • Resource Management in demo plots • Human Resource Development	Sustainable Environment Management Program [SEMP] • Policy and Institution • Participatory Eco-system Management • Community based Env Sanitation • Advocacy and Awareness • Training and Education	National Conservation Strategy [NCS]-Implementation Phase-I • Tech Studies of different eco-systems of Bangladesh √ Barind Areas √ Wetlands [Tanguor Haors] √ Coastal Areas √ Hills and Forests √ Eco-specific Management √ Env Screening

All the four projects are in progress. AQMP, BEMP and SEMP are fairly new. They are being implemented by the Department of Environment and the Ministry of Environment and Forest since last year. In order to ensure coordination between these projects and also to avoid duplication and overlapping, regular coordination meetings are held among the coordinators of these projects with direct supervision of the Ministry of Environment and Forest.

9. Sustainable Environment Management Program [SEMP]

SEMP is a follow-up implementation of NEMAP. With a grant of US$26 million, SEMP is the largest environmental program of UNDP across the world. It has 26 components being implemented by 21 Sub-Implementing Agencies [Government: 08, Professional bodies: 02 and NGOs: 11]. Spread over a period of five years [1998-2003], SEMP has five broad components, they are a] Policy and Institution; b] Participatory Eco-system Management; c] Community Based Environmental Sanitation; d] Advocacy and Awareness; and e] Training and Education. SEMP is intended to benefit the grass-roots level population, particularly women in the eco-specific intervention areas. It supports community capacities for sustainable management of environmental resources and strengthens the capacity of the public sector to develop new framework for policy development in support of enhanced community participation and sustainable management of the country's environment and natural resource.

SEMP puts emphasis on sustainable and participatory environmental management focusing on the following five main areas:

- strengthening the legislative and policy development capacity at all levels;
- promoting effective planning, designing, evaluating and managing ecosystem resources by communities supported by poor's access to productive resources and technologies and enhancing community participation in environmental planning and implementation with special emphasis on the recognition of women's inputs to sustainable resource management;
- developing and transferring appropriate models for enhanced environmental sanitation and waste management;
- strengthening capacities for environmental awareness raising and advocacy by government and civil society bodies; and
- integrating environmental education at non-formal, primary and secondary levels.

All projects under SEMP focuses on strengthening capacity at three levels: a] Community [enabling the poor to have more access to environmental resources]; b] local [developing capacity to protect the interest of the poor]; and c] national [establishing and enforcing enabling laws, policies and plans]. Capacity building efforts are targeted to enhance community-level decision making over environmental resources; sub-national level capacity building targets would enhance capacity for environmental advocacy and awareness; and finally, the national capacity building support would establish environmental agenda in the national development plans and policies.

SEMP is premised within the Sustainable Human Development [SHD] with the aim of offering a special role to the people, especially the poor and amongst the poor, as environmental managers at the grass-root. The

program provides support to enable their much greater access to a means of livelihood in the ecosystem surrounding them and create opportunities for decision-making with employment and income generation. The program aimed at supporting the use of developments and policy changes in the area of devolution of power to local government bodies, which would help to create means for access of the poor and women to common property resources. At the national level, management of resources in a sustainable manner will be promoted and supported thus helping to mainstream environment in the national development agenda.

The program made provision for capacity building for environmental legislation and policy analysis at the Ministry of Environment and Forest, Planning Commission and 14 other sectoral Ministries/Agencies. World Bank is the sub-implementing agency for this component. Among the government agencies, Bangladesh Bureau of Statistics [BBS] is looking into mainstreaming environment in national planning, natural resource accounting and environmental statistics. Participatory ecosystem management includes community based haor and floodplain resources management, which are being implemented by an international NGO, named, IUCN [World Conservation Union]. Sustainable resource management in the brackish areas in the southwestern parts of the country is looked into by CARITAS, a local NGO. Sustainable livelihood in riverine char lands and ecosystem management of in the creeping desertification of the Barind are being addressed by Gonochetona, an NGO and Barind Multipurpose Development Authority [BMDA], respectively. Participatory Upland Resource Management in the Chittagong Hill Tracts [CHT] is a big event, where a number of grass-roots workshops are expected to take place in October-December, this year, in order to prepare an Environmental Action Plan for the CHT.

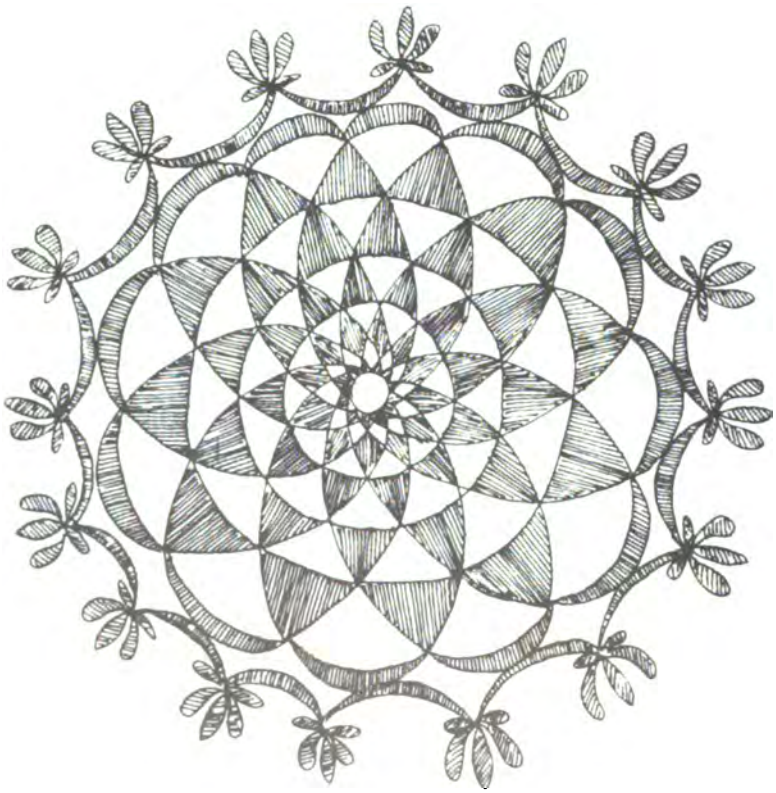
It may be noted here that SEMP mainly addressed the "green" issues related to environmental conservation leaving the "brown" issues to be addressed by other projects of the government. Couple of "brown" issues that drew SEMP's attraction are treatment of urban waste water through duckweed by Prism, Bangladesh; transforming solid waste into compost by Waste Concern; and management of effluents of small dying factories by the Department of Environment. In order to raise awareness and mainstreaming environment in the media, Forum of Environmental Journalists [FEJB] is involved; the Bangladesh Environmental Lawyers Association [BELA] has been involved in public interest advocacy, legal training and awareness raising. Campaign for Popular Education [CAMPE]- a networking organization and Environment and Development Alliance [EDA] are involved in environmental education at the non-formal level and infotainment.

Program Management Unit (PMU) set up at the Ministry has been monitoring implementation of the five-year program. Headed by the National Program Director [NPD] the unit consists of a group of consultants and support staff. There is an inter-Ministerial/Agencies Committee, named the Steering Committee, which is mandated to provide policy guidelines and overall guidance to SEMP.

The expected broad impacts of SEMP are that environmental degradation and resource depletion are reduced in respective pilot project areas and a

better environment is made available through resource management. SEMP is little more than a year old. So far, the achievement could be termed as a modest one. A baseline survey needs to be conducted soon with proper benchmarks established in order to evaluate the program during it's mid-term as well as on the conclusion of it's five year period.

NEMAP is not an end in itself. NEMAP is a continuous process and expected to be revised and updated as time progresses. SEMP is partial implementation of NEMAP recommendations. Besides, SEMP, there would be many other similar programs of the government to address people's views and concerns on environmental issues. For SEMP, it's a long way to go to really find something tangible in the conservation of environment. One thing, we should not loose sight of the fact that political commitment on national environmental issues is a pre-requisite to effective implementation of a plan or a project. Continuity of political commitment irrespective of changes in government is necessary for implementation of a project. NEMAP remained unaffected despite changes in the government, mainly because of the fact that it was prepared through a nation-wide consultative process involving the people at the grassroots. Similarly, it is hoped that SEMP would also continue to enjoy blessing and support of the government machinery in the coming days. Ultimately, the people of Bangladesh, mainly the poor at the grass-roots level would be benefited.



10. Conclusions

The issue of environment has very recently come to the fore in Bangladesh. With environmental conservation, the issue of it's sustainability has cropped up. Incorporation of environmental considerations into the development projects is a pre-requisite for attaining sustainable development. The Environmental Conservation Act 1995 and Conservation Rules 1997 have made provisions for conducting Environmental Impact Assessment [EIA] prior to undertaking of major development projects. So far the public sector bodies in Bangladesh are yet to fully comply with these rules and regulations. Enforcement and compliance are yet to take an acceptable shape. EIA also ensured consultation with the stakeholders. Experience shows that failure to consult people at the grassroots turned many development projects unsustainable. With EIA, issues like Social Impact Assessment [SIA] and Ethnic Impact Assessment [EthIA] are also to be looked into. Needs and priorities of the local and indigenous community, disadvantageous groups, women and minority groups are to be added in the project planning process in order to achieve sustainable development. NEMAP, SEMP, PPP [draft] have shown the way on how to consult people at the grassroots. Recently, some sectoral plans and policies have incorporated the issue of people's participation in their preparatory phase, a welcome move indeed.

With a week left to reach the next millennium, let us hope that Bangladesh despite it's increasing population pressure, poverty, illiteracy and natural disasters, would be able to manage it's scarce resources in a sustainable way with continued political commitment and with the help of public and private sector bodies, NGOs, civil societies and the people at the grass-roots, who as micro-managers, have been managing the common property resources so long.

Abbreviations:

ADAB	Association of Development Agencies in Bangladesh
AQMP	Air Quality Monitoring Program
BBS	Bangladesh Bureau of Statistics
BCAS	Bangladesh Center for Advanced Studies
BELA	Bangladesh Environmental Lawyers Association
BEMP	Bangladesh Environmental Management Project
BHEAP	Bangladesh Health and Environmental Action Plan
BIDS	Bangladesh Institute of Development Studies
BMDA	Barind Multipurpose Development Authority
BUP	Bangladesh Unnayan Parishad
CAMPE	Campaign for Popular Education
CDL	Community Development Library
CEN	Coalition for Environmental NGOs
CFSD	Center for Sustainable Development
DLRS	Department of Land Records and Survey
DOE	Department of Environment
DPHE	Department of Public Health and Engineering

ECNEC	Executive Committee of National Environment Council
EDA	Environment and Development Alliance
EGIS	Environment and GIS Support
ESDO	Environment and Social Development Organization
FCD/I	Flood Control, Drainage and Irrigation
FEJB	Forum of Environmental Journalists of Bangladesh
GC	Gonochetona
ICTPs	International Convention, Treaty and Protocols
IUCN	World Conservation Union
LGED	Local Government Engineering Department
MoEF	Ministry of Environment and Forest
NACOM	Nature Conservation Movement
NEAB	National EIA Association of Bangladesh
NEC	National Environment Council
NCS	National Conservation Strategy
NEMAP	National Environment Management Action Plan
PMU	Program Management Unit
SEMP	Sustainable Environment Management Program
UNDP	United Nations Development Program
US	Unnayan Shamunnay
WB	World Bank
WC	Waste Concern

Related Books and Articles:

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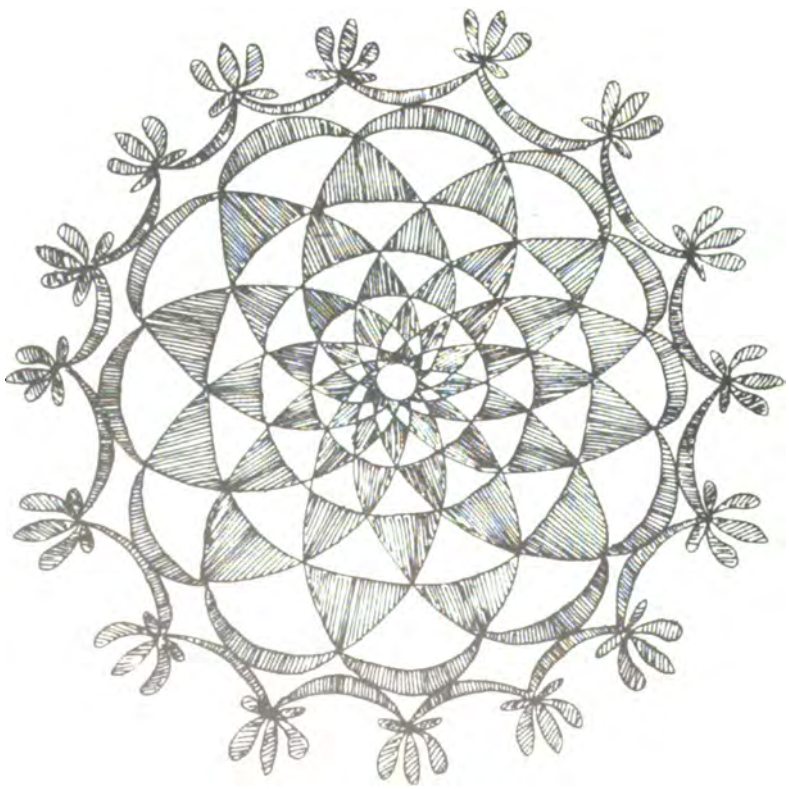

Integrated Sustainable Planning and Management of Land Resources in Bangladesh

By S. M. Imamul Huq and S. A. Hossain

The projected population of Bangladesh in the year 2000 is 137 million and it is expected to stand at 154.5 million by 2010. On the other hand, the possibility of increase in the land area is bleak. The whole of Bangladesh measures 14.79 million hectares out of which 13.70 million hectares are land and the rest is water. It is apparent that the ever increasing population is exerting a tremendous pressure on our limited land. It is estimated that 74% of the effective land area are under cultivation. The marginal and sub-marginal lands are also brought under cultivation. Although it is said that 13% of the land area is covered with forests, in reality the fact is that only about 5% of the land area is under forest, which again, is decreasing annually at the rate of 9% either for homesteads or for crop cultivation. This has resulted in a serious digression in the land: man ratio. The world statistics indicate a ratio of 0.3 ha of land per person whereas in Bangladesh, it is 0.12 ha per person and it is apprehended that by 2005 this ratio will come to 0.05 ha per person. In the following table a comparative picture for a 40-year period is given for lands under forest and lands under crop cultivation. It is very clear from the table that the rate of Decline of the forestland was not at par with the rate of increase of the lands under cultivation.

	1950	1970	1990
Cultivated lands	8.4 m ha (59%)	8.8 m ha (62%)	8.6 m ha (60%)
Forest lands	2.2 m ha (15%)	2.2 m ha (15%)	1.12 m ha (8%)

This is a clear indication of unplanned use of the land resources and definitely it is not a sustainable one. The decline of forest land is causing among others, green house effect, soil erosion, desertification, reduced navigability of the water ways, reduced soil fertility and productivity, reduced rainfall, dearth of fuel woods, timber etc. Deforestation in the hilly and sloppy areas has shown that about 5 cm soil is being lost annually and as high as 130 cm of silt is being deposited in the water ways of those areas. Unplanned deforestation has also caused an adverse economic situation in the area.

The land use intensity has increased tremendously in the country compared to other neighboring countries like India, Myanmar or Pakistan. The

population is the densest in Bangladesh among the other countries mentioned. The density of population in the different countries of the region is as follows:

Myanmar	0.6 person per ha
India	2.3 persons per ha
Pakistan	1.3 persons per ha
Bangladesh	7.6 persons per ha

The country had to resort to crop intensification to meet the food requirement, the scope for crop extensification being null. The evolution of land use intensification during 1950 and 1990 is shown in the following table:

	1950	1970	1980	1990
Single crop	71%	58%	54%	50%
Double crop	29%	36%	38%	41%
Triple crop	0%	6%	8%	9%
Land area	10.9 m ha	12.9 m ha	13.0 m ha	19.2 m ha

So, we see that while in 1950 the land under single crop was 71% has been reduced to 50% in 40 years time. On the other hand, lands under three crops have occupied 9% from nothing. The use of land brought under intensive cultivation was a necessity and this has resulted in the use of agro-chemicals at an increased rate. An enhanced use of agro-chemicals has been the cause of not only soil contamination but also of other ecological niches ultimately affecting the biodiversity.

In fact, the present situation of land degradation, soil pollution and contamination is the second-generation problem of green revolution and advance technology in agriculture.

Sustainable planning and management of land resources

The land resources currently available in the country are mostly used for agriculture purpose. Hence, planning and managing of the land resources towards sustainable agriculture will ultimately lead to a sustainable management of the land resources. Low External Input and Sustainable Agriculture (LEISA) is a technique that aims at sustainable land use. LEISA has been defined as agriculture that seeks to optimize the use of locally available resources by maximizing the complementary and synergistic effects of the different components of the farming system. This type of agriculture seeks to enhance the positive mutual relations between plants, animals, soil, water, climate and people. It promotes the use of external inputs in a complementary way to offset deficient elements in the ecosystem and as a means to enhance available biological, physical and human

resources. Attention is on maximum recycling of external inputs and efficiency of their use, while minimizing their detrimental environmental impact. LEISA does not aim at maximizing production within a short duration but rather at a stable, growing and long lasting level. There is no contradiction between the need for increasing food production and LEISA.

LEISA farming practices require situation-specific development in each ecological and socio-economic system, as each of these systems will show a high degree of variability and diversity contrary to the uniformity sought in industrial agriculture. In this way LEISA will help build indigenous farmers' knowledge and practices, the agro-ecology of the farming system, and also on the science that has supported conventional or high external input agriculture. This will ultimately help in the sustainable management of the land resources of a country. According to experience thus far, several types of LEISA technologies have shown great promise. These include multiple cropping, including agro-forestry; soil management methods that enhance organic matter and soil life and make use of natural processes like nitrogen fixation and mycorrhizza, the use of improved hand tools and animal traction; the integration of animal husbandry and cropping such as aquaculture; crop protection by natural methods; the use of genetic diversity of crops and animals, regarded as unconventional by mainstream agricultural scientists; and techniques for harvesting nutrients and water.

Broadly speaking, Bangladesh has three distinct landscapes: Hills, Terraces and Floodplains. All land resources fall within these three categories. 34 physiographic units and sub-units and 554 different kinds of soils have been identified in these three landscapes. On the basis of physiography, soils and climatic conditions, they are grouped into 30 agro-ecological regions and 88 sub-regions. Sustainable planning and management of land resources will thus, have to consider all these aspects. In the following paragraphs possible planning and management of land resources are proposed.

I. About 12% of the total land surface of the country represents hill areas. More than 50% of the hill areas represent low hills and sloppy lands. Most of these areas are suitable for horticultural crops, like fruits, high value spices, summer vegetables, rubber and tea. The steep hills could be used as reserve forests and game reserves. The water bodies in the hill areas could be used as reserves for aquatic animals. Appropriate watershed management and use of indigenous technologies could help maximize the use of hill resources.

II. In Bangladesh, coastal and offshore islands occupy nearly 2.85 million hectare that constitutes over 30% of the net cultivable area. Cropping intensity in the area is low (62-114% compared to country's average of 160%). Salt adapted crop can be introduced in the low salinity regions with salt harvesting in the high salinity regions. Shrimp culture should be practiced cautiously avoiding the productive cultivable lands. Appropriate crop-water management practices are needed to be developed. Crop diversification is needed to better manage these soils. Cattle grazing in the dry season are an alternative.

III. There is about an estimated 3 m ha of land in the country that is prone to severe drought. The entire Barind and Madhupur tracts that fall in this

category constitute about 12% of the total area. Crop production in all the four Gangetic floodplains is virtually dependent on the availability of the Ganges water. Reduced flow of the Ganges water might create situations of drought in the dry seasons. Sustainable land use in these areas need appropriate water storage and rain water harvest technologies supported with packages of agronomic practices to maximize production for Kharif crops and some vegetables. For the whole of the Ganges belt including the Barind and Madhupur tract, suitable crop cultivars or farming practices need to be developed.

IV. About 18% of the country is flooded each year. During severe floods the affected area may exceed 36% of the country and nearly 60% of the net cultivable area goes under flood. Development of technological packages matching with different types of flood for the varied agro-ecological regions needs high priority. Location specific production plans for different flood prone areas with restructuring of cropping patterns are needed to be prepared

V. At present about 33% of the country's cultivated land is under irrigation. Fresh water supply for irrigation is becoming increasingly scarce. Continuous irrigation faces/ poses the problems of (i) declining water table, (ii) low capacity utilization of irrigation system, (iii) degrading natural resources by water logging, salinization and sedimentation due to excessive water use and (iv) pollution of ground and surface water resources. Strategies for sustainable management of irrigated land will be to go for wet-seeded rice production (uses 20-25% less water than the T .Aman system); managing water supply for increased water use efficiency; restructuring cropping system with low water consuming crops; determine aquifer properties and develop system of conjunctive use of surface and groundwater; establishing methods to encourage better rainfall utilization.

Conclusion

Sustainable planning and management of the land resources of Bangladesh have to consider among others, the prevailing cropping system under the various agro-climatic situations. In addition, public awareness is a prerequisite towards a sustainable development. The political will of the government in situation like that of ours can also not be overlooked. Moreover, sustainable planning and management of land resources becomes a binding for us vis-à-vis our land areas and for the consideration of conservation of nature, the biodiversity and the environment.

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Status and Scope of Sustainable Agriculture

By Farhad Mazhar

Scope of Bangladesh Agriculture

The scope of sustainable agriculture in Bangladesh is enormous. Some of the main features of the predominantly agrarian nature of Bangladesh are the following:

1. Natural, biological and cultural and social history of this young riverine delta. The eco-social evolution of the communities in this delta is organically grounded on creative experience and practice of sustainable production and reproduction of the communities. Traditional use of land, water, forest and integration of the knowledge of river and marine ecology are simply extraordinary and deserve more intimate and intensive research.

2. The unique feature of the agrarian practice is highly developed and can only be captured by notions such as biodiversity-based production system. Homesteads as a cultural practice copies features of natural forest and creatively mixes with household need of food, fibers, biomass, fuelwood, constructional materials, medicinal plants, spices and fodder.

3. The local, indigenous and traditional knowledge is absolutely sound not only in the area of diverse crop production, but also in the in-situ and ex-situ conservation of seed and genetic resources. The highly knowledge based system of genetic resource conservation ensured the reproduction and enhancement of species and genetic diversity of biological resources.

These are the premises upon which Bangladesh can design a highly developed system of agriculture with advanced knowledge on the frontiers of biology, ecology, human resource development and information planning.

Crisis and Constraints

Despite the enormous scope and possibility, Bangladesh has been systematically destroying her agricultural capacity and ingenuity mainly by the government policy makers, particularly bureaucrats who are not accountable to the people and can not be brought to justice for the systematic destruction of environment, ecology and livelihood options of the people. Next to the Bangladesh policy makers the environmentally and ecologically destructive aid packages by the donors are to be blamed for the severe crisis of Bangladesh agriculture. These packages impose certain technological options for Bangladesh without taking into account the socio-economic, ecological and environmental consequences of introduced technologies. Bangladesh is heading towards disaster in food production, not

because that Bangladesh agriculture has reached it's limit and the farmers' ingenuity is lacking, but mainly due to the technological policies the policy makers have been arrogantly following till today. Such policies have destroyed the fertility of land, killed animals, birds, microbes, insects and all other life forms by pesticide, poisoned the aquifer with arsenic killing people slowly and painfully, polluted our rivers and oceans and destroyed our forests because of the monoculture of commercial tree species, etc.

Issue Food Sovereignty

Research on the agricultural sector shows that Bangladesh agriculture is suffering serious stagnation. The sector as a whole grew at 3.2% annually in the 1960s but declined to 2.5% from 1973-1987, and 2.1% from 1982/83-1993/94. According to the Bangladesh Bureau of Statistics (BBS), which has collected data on the production of rice and other important crops since 1972 from a sample of 5,000 five-acre plots nationwide, in the 1980's there was an increase in average rice yields. However, the focus of economists and national policy makers on average yields of a single crop and inadequate accounting of the direct and indirect economic and ecological costs of higher inputs, masked the stagnant trends in total factor productivity and negative impacts on the environment (Bhuiyan, 1991). It is now recognized that this increase was mainly because of the elimination of non-tariff barriers on pumps and power tillers and lower tariffs on key inputs such as fertilizers and seed (McIntire 95). By the 1990s, the serious stagnation of Bangladesh agriculture was apparent. Data from the 1990s (Table 1) shows that the average yield of rice (mainly modern varieties) has not increased, even though the use of fertilizers, modern varieties and irrigation has continued to rise as noted by the World Bank (1995:5,10).

Unfortunately, there is increasing evidence that intensive agriculture practices may be degrading the natural resource base on which agricultural production depends. Yields of modern varieties, far from increasing, may actually be declining, despite higher input levels. The overall picture of rising average yields and rising production in Bangladesh has tended to camouflage evidence of stagnating and declining productivity. That yields should stagnate or decline despite rising input use indicates that productivity is falling and strongly suggests that land degradation is reducing achievable yields.

Stagnant Trend in Rice Production in 90s

Year	Rice Production in '000 tons	Yield per acre in Kg
1990 - 91	17,852	692
1991 - 92	18,251	856
1992 - 93	18,340	729
1993 - 94	18,042	732
1994 - 95	16,833	687
1995 - 96	11,188	455

Sources: *Bangladesh Bureau of Statistics (BBS), Bangladesh Statistical Pocketbook, 1997.*

Stagnant agriculture has serious consequences for food and nutritional security and rural poverty in general and is disastrous for the farming communities. Despite this concern, food insecurity is still understood in mainstream development discourse either as problem of supply of food to the hungry or a problem of inadequate quantity of production of a few types of grains. Declining soil nutrition is often assumed to be the main cause of productivity decline, a soil problem characterized as unrelated to the overall ecological conditions of the farmlands. The conventional recommendation of the Green Revolution is that the soil nutrition problem can be resolved with "balanced fertilizer applications". This perspective has been challenged, however, from within the mainstream research institutions by research from the Bangladesh Rice Research Institute showing that soil nutrition remains unbalanced even when full recommended doses of each nutrient are applied to every crop in the rotation (BARI 1991, also see Saunders 1991).

There is increasing evidence that the question of food security should be posed in the context of the relationship between the activities of farming communities (including farming practices, the production of knowledge and lifestyles) and the agro-ecosystem. The negative consequences of monocropping are increasingly being understood, as are the implications for soil health of the general decline in soil organic matter. The potential contributions of biodiversity to the resolution of these problems are enormous. For example, Bangladesh soil suffers from declines in soil organic matter and potassium, even though many of the sediments from which Bangladesh soils are derived are potassium rich. This problem is most acute in areas where intensive rice cultivation with high yielding, dwarf varieties is most widespread. The use of taller local varieties and a mix of diverse crop production practices would not draw down potassium from the soil at the same rate and would at the same time produce more straw, a source of fuel and fodder for the farming household, a source of potassium and a source of organic matter. The inclusion of the biomass production of the farming system in the analysis of the economics of agriculture would challenge the uncritical assumption of the higher productivity of conventional agriculture. It would also provide new directions for plant breeding efforts and the screening of local varieties farmers have traditionally cultivated as an indigenous solution to the problems of soil management.

The relationship between biodiversity and food security is also evident when one considers the role of uncultivated food in meeting the needs of the poorest sectors of the rural population (Scoones et al 1992; Ubinig 1998). An ongoing study by UBINIG shows that the proportion of uncultivated food in the diets of the poor is very high indeed: not less than 40 percent by weight, and more than 80 percent by items. These uses of plants collected from waterbodies, roadsides and farmers' fields are not taken into account in conventional analysis of agricultural productivity.

The Loss of Agricultural Biodiversity

Historically, seed systems linked the knowledge of farm households and farming communities in a dynamic process of seed conservation ex-situ (at the household level and in national collections) and food production in situ or on farm (at the household and community levels). These systems have declined or been transformed by a variety of forces such as the development

of intensive rice production systems, the exclusion of farmers from national conservation strategies, commercial interests in a limited number and range of plant genetic resources and various development schemes such as flood control mechanisms, micro-credit programs, and others affecting the development of agriculture in Bangladesh.

Currently, the national strategy for conserving plant genetic resources focuses on the ex-situ storage of germplasm in general or crop specific genebanks. Genebanks are very expensive and very vulnerable to technological failure caused by the lack of adequate human and financial resources. For example, in 1915 the Agricultural Research Station in Dhaka estimated that there were about 15,000 varieties of rice in Bangladesh, but after 70 years the Bangladesh Rice Research Institute has only been able to collect about 6000 accessions. Of these only about 2000 accessions are still available to plant breeders, and even these accessions may not include viable seeds. According to the FAO, many developing countries (including Bangladesh) report that they are unable to routinely regenerate even 10 per cent of their collections. The Report on the State of the World's Plant Genetic Resources notes that 'Such a situation is an indicator of poor storage conditions, lack of funds or facilities for regeneration, poor management, or a combination of such factors, in many of the world's genebanks". There is little doubt that over the last 7 decades, more than 60 percent of the rice varieties in the genebanks of Bangladesh have been lost or remain unknown to the national seed system.

Ex-situ collections of plant genetic resources also isolate the resource from processes of co-evolution and selection of biodiversity on farm. These ecological processes are now recognized as critical to the maintenance and development of genetic resources useful to the human community.

Apart from serious technical difficulties, the ex-situ conservation of plant genetic resources raises important political debates concerning the ownership and beneficiaries of the collections. According to Rural Advancement Foundation International (RAFI), the economic value of the flow of indigenous agricultural knowledge (crop genes) from the South to the North through the work of the Consultative Group on International Agricultural Research (CGIAR) is more than $5 billion USD a year. The United States Government places the value of foreign germplasm- for its soybean and maize crops alone - at more than $10 billion annually. National genebanks often end up serving these international interests rather than the needs of national farmers.

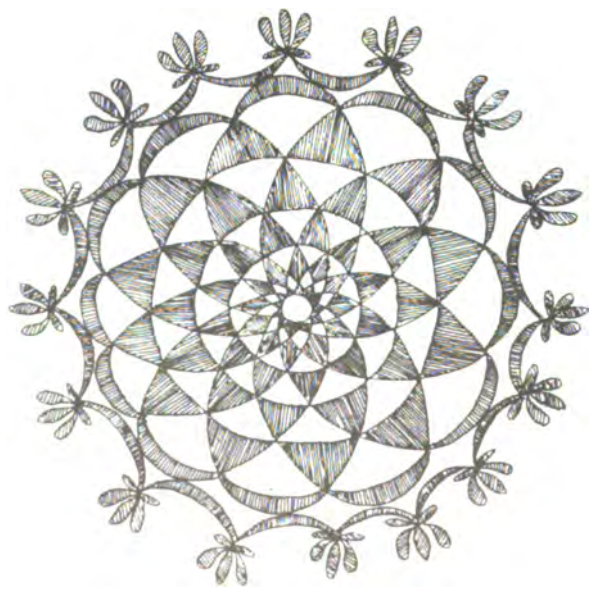
In light of these considerations, the Convention on Biological Diversity and the International Undertaking on Plant Genetic Resources leading to the Leipzig Declaration and Global Plan of Action has called on governments to make significant efforts to put into place programs, strategies and policies linking the ex-situ and in-situ conservation of plant genetic resources at the local and national levels. It is not clear, however, how this can be done or how farming communities can take advantage of the positive policy environment created at the international level. In the absence of information based on practical experience there are few informed options available to governments. A strategy for sustainable agriculture will have to address this question immediately.

a. **Pesticide**

The destructive consequences on environment and human health due to the use of chemical pesticide is no more an issue of debate. The modern agricultural technology primarily promoted chemicals including poisons which killed all life forms, not only "harmful" pests. The question is primarily the pest management. Government must intensively promote Integrated Pest Management Programs and encourage groups who are developing innovative techniques to control pests biologically as well as production designs of mixed cropping and use of local improved seeds. Immediate ban on the use pesticide and intensive promotion of IPM is needed. The government must also ban promotion of hybrid seeds, which need intensive use of pesticides and chemical fertilizer. The maintenance of soil health is very important for pest-management.

b. **Deep tubewell**

The alternative way to use surface water for irrigation is an imperative that can not be denied. The hazardous impacts of the use of Deep Tubewells on environment is already evident in various parts of the country. The farmers knowledge on how to use the surface water for cultivation must be encouraged instead of forcing them using Deep Tubewells. Water Management, specially flood water management is an important issue. Plantation of trees which extracts ground water must be prohibited. On the other hand, the agro-forestry planning must incorporate trees which helps retain soil moisture. It is a well recognized fact now that Deep tubewell is not a solution for irrigation. In fact, it enhances the vulnerability during draught situations. Crop plantations according to the seasonal and local conditionalities are imperative.



Bangladesh Economy and Sustainable Development

By M. Asaduzzaman

I. Introduction

The interrelationships between economic activities and sustainable development are complex and their implications varied to be treated adequately in a small paper as the present one. I would therefore not try to do the impossible. I will only try to raise some, not all, of the pertinent issues.[4]

The last two days have been spent on discussing, I hope, of the multi-faceted nature of environment or its functions. Be that as it may, for understanding the implications of the natural world and environment I would, at the cost of repetition, reiterate some of those. This I will do in the next section. The same section shall also try to give some flavor of the view of an economist on what constitutes sustainable development. The problems of sustainable development in the concrete context of Bangladesh would then be taken up for which I would very briefly discuss the nature of the economy, the little we know of the valuation of resource degradation and then how we can integrate the relevant issues in the process of sustainable development. In this context, I will very briefly discuss some of the organized attempts that are now being made in the country.

II. Environment, Sustainable Development and Society: A General Perspective

2.1 Three interactive systems

To understand properly the environmental issues in the sustainable development process, one may first consider a basic model of interaction among three sets of factors, which together constitute the human ecosystem i.e. an ecosystem with human beings as the central organism.

One of the sets may represent the **natural ecosystem** i.e. the totality of physical and biological world fulfilling four basic functions. These are supply of materials for processing and production activity and also direct consumption; supply of various life forms; absorption of waste and amenity support. Another set may represent the **economy** consisting of two major basic components, production and consumption, which together constitute the primary activities underlying the functioning of an economy and

[4] This will immediately raise question of the criterion used for the choice of the issues. Without going into a debate, I will simply concede that the excluded issues are nnot necessarily unimportant or even less important than those treated here.

generation of employment and income.[5] The third set of factors constitutes the **social system** incorporating social relationships, values and beliefs of individuals, households and groups. Our main concern here is to understand how the economic activities impact upon the environment (the natural ecosystem) and the latter in turn impacts upon man's economic activities and some of their consequences whether adverse or beneficial.[6]

2.2 Sustainable development

What constitutes sustainable development? Till recently, there had been basically two views. The World Conservation Strategy (IUCN: 1980) espoused a deep ecology view by stating the goals of sustainable development to be (i) maintenance of the 'essential ecological process', (ii) preservation of genetic diversity; and sustainable development of species and ecosystems especially fisheries and wildlife.

The then IUCN view has been criticized for its failures to take human society as the central entity (Adams: 1990) in the broader scheme of things. In contrast, the views of the Brundtland Commission (WCED: 1987) put emphasis on the various processes in the human society as the central issues leading to the problem of environmental sustainability which ultimately impact upon the existence of the human society itself. Sustainable development thus has been defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" ... "Even the narrow notion of physical sustainability implies a concern for social equity between generations, a concern that must logically be extended to equity within each generation" (p.43). The Brundtland report puts up seven conditions for sustainability, three of which are as follows: "...

- An economic system that is able to generate surpluses and technical knowledge on a self reliant and sustained basis,
- A social system that provides for solutions for the tensions arising from disharmonious development,
- A production system that respects the obligation to preserve the ecological base for development,...".

Before we move on, it must be pointed out the IUCN itself may be moving away from its earlier view. While the emphasis is still there on the

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[5] Of course, the actual economy is much more complex than the way it has been described here. But, all other activities, trade, investment, exchange system, currency and monetary system are in essence in support of eiher production or consumption.

[6] The interactions between the economy and the natural world, more often than not, are likely to be influenced by the social beliefs and customs. For example, even in these days, in some areas people get to catch fish in leased jalmohals, for alimited period before the actual leaseholders do. Thus, the old social custom ensures that even the poor gets a chance to share in the local resource which is now privately owned and managed. For a practical policy action, therefore, one must not be oblivious of these issues. In the present paper, however, we abstain from any treatment of these issues for lack of space.

preservation and development of environment and its quality, the goal is now also human welfare as reflected in some of its recent pronouncements such as the Fontainebleau Challenge delivered last year during the Union's 50th anniversary.

For our purpose, we would now like to proceed from the percepts of the Brundtland Report and thus define sustainability to have at least three interrelated components, viz., environmental, economic and social.

Environmental sustainability is absolutely essential. Indeed this has direct implications for sustained creation of income in the society. This follows immediately from the Hicksian notion of income, which because of its importance in the current economic literature on sustainability is reproduced below from his book, Value and Capital (Hicks: 1946, p. 172)[7]:

> *"The purpose of income calculations in practical affairs is to give people an indication of the amount which they can consume without impoverishing themselves. Following out this idea, it would seem that we ought to define a man's income as the maximum value, which he can consume during a week, and still expect to be as well off at the end of the week as he was at the beginning. Thus when a person saves, he plans to be better off in the future; when he lives beyond his income, he plans to be worse off. Remembering that the practical purpose of income is to serve as a guide for prudent conduct, I think it is fairly clear that this is what the central meaning must be."*

Quite clearly, therefore, income must mean sustainable income. If it is not sustainable then, it is being estimated in a wrong way. Depreciation of capital, whether man-made or natural, therefore shall have to be subtracted (including defensive expenditures to maintain productivity) from the usual notion of GDP to arrive at a closer approximation to sustainable income (Daly: 1989) what now goes by the name of green national income accounting. In any case, the society must not degrade the natural resource base to the point that its productive capacity cannot recoup the loss in its productivity and result in lower consumable income in subsequent periods.

Again it follows from the Hicksian notion of income that the society must also give adequate attention to economic efficiency that the resource costs at a given time are no more than the absolute minimum necessary under a given technology (which itself may need to be changed for the purpose).[8]

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[7]As Hartwick and Hageman (1993) have observed the history of the concept of Hicksian income may be traced almost a hundred year back to 1893 and certainly also to Marshall in his Principles of Economics.

[8]It is not suggested that every time period must be characterised by the lowest possible use of resources for a given bundle of goods and services produced in the economy. It may be that long run efficiency may well necessitate short-run fluctuations in resource use per unit of the output. For a recent exposition of the problem of dynamic efficiency in a world of economic growth with environment abuse see John and Pecchenino (1994).

Whatever be the outcomes of these two processes (environmental and economic), all will be in vain if it cannot, however, meet the needs of the people at present. Saving for the future will be meaningless if the present generation can not be adequately fed, clothed and educated for a better life.

Looked at in this manner, the interactions among the social imperatives, the economic process and environmental change becomes quite complex but analytically far richer and policy-wise much more meaningful than uni-dimensional exercises. Social sustainability of the development process is, therefore, to be the ultimate goal while environmental and economic sustainability define the space within which this goal may have to be achieved. As we shall see later we can not avoid the issue at the level of policy choice, action and implementation, for our purpose here we shall not elaborate on them any further and concentrate rather only on the interactions between environmental sustainability and economic activities.

If income arises in ultimate analysis because of the interaction with nature which inevitably gives rise to the degradation of the environment, then sustainable development should imply several operational implications or `rules' (some of which are clearly cautionary). These are:

- Avoidance of damage to resources deemed critical for economic activities;
- Assignment of values, wherever possible to environmental degradation for understanding the gravity of the problem;
- Internalizing the environmental costs in economic decision-making as far as possible; and
- Putting resources into abatement for leaving the initial natural capital as much intact as possible or developing technologies to keep its productivity no less than in the beginning.

Of course, the rules must be subject to certain time scales depending on the nature of the problem because environmental degradations are nothing but shocks to the natural system from which it can recover given sufficient time. Among these rules, the scientific discussion on the first problem, I hope, has already taken place and I shall dwell on that no more. I shall therefore begin from the second one. But before that a few words on the nature of the Bangladesh economy.

III. Natural Resource and Environment in Bangladesh Economy and Society

3.1 The interaction between environment and economy

The Bangladesh economy is characterized by almost total dependence on the extraction, use and management of natural resources and the physical environment. Agriculture (including crop production, livestock, fisheries and forestry) accounts for nearly 29% of total GDP in 1997/98 at current prices (BBS: 1998). Add to this the industrial sector with its direct and indirect dependence on agricultural and extractive activities. Rice milling, tea

industry, jute textiles, sugar, tobacco products, paper and newsprint - effectively all major industries except readymade garments are dependent almost exclusively on domestic output of agricultural sector. The fertilizer industry, much of whose output consists of urea is totally dependent on domestic supply of natural gas while its output is sold almost exclusively to the agricultural sector. Whatever little cement production and indigenous ceramic and chinaware production are there depend on domestic output of limestone and china clay.

The energy needs of the people are met mainly from biomass for cooking. The biomass consists of agricultural residues, firewood, other tree residues and cow dung. The production of electricity as has already been indicated depends heavily on use of natural gas while a small proportion is generated as hydroelectricity.

One resource the country has apparently in abundance is fresh water because of the moderate to heavy rainfall in most places of the country and the flow of surface water through the most extensive river system in the world after the Amazon and the Congo. But, reality is that there are seasonal deficits, which create problems for fish habitat, water for agriculture, industry, power generation and checks on salinity along the coast and in parts of the country even for essential domestic purposes. Particularly irrigation based modern agriculture has increasingly become vulnerable.

Merchandise export earnings till recently has largely consisted of those from trading in primary sector output (like raw jute, raw hides and shrimps) or processed domestic primary output (jute textiles, leather and leather goods, tea, paper and paper products and urea). In 1990/91, the merchandise export earnings from natural resource based commodities has been 49%. Only very recently has the share fallen because of the pre-eminence of the ready-made garments. In 1997/98 of a total merchandise export earning of US$5.2 billion, 73 percent came from RMG and knitwear (GOB: 1999). But despite such falls, the absolute levels have remained higher than before.

Bangladesh is one of the most populous countries of the world. While the growth rate of population has fallen to around 1.8% pa, the total population size of more than 120 mn or more remains huge compared to the its resource an base and productive capacity. Over 1951-91, the land -man ratio has fallen drastically from 0.80 to less than 0.32 acres and by now even further putting a tremendous pressure on its capacity to produce enough food and other essential primary commodities.

Despite some improvement in the productive capacity of the economy mainly through technological changes in agriculture, very large groups of people are still without enough employment and income. As a result, the country has remained very poor. The absolute size and proportion of the poor people are both very large. Most recent published figures are 55 million or 48% under absolute poverty in 1995/96 (BBS: 1998). The corresponding figures for the hardcore poor were 29 million and 25%.[9] Apparently, over recent years

[9] Absolute poverty refers to a siuation of access to at most 2212 k cal of energy, which is necessary for normal physical functioning. Hardcore poverty indicates an access to at most 1806 kcal of energy necessary for just physical survival but not adequate enough for normal physical activities.

there has been little improvement either in the total number or the proportion of the poor people in the total population. In such a situation there certainly is no room for any complacency.

Given the very large population and its high rate of growth the country has to produce in the first place enough food for consumption and other commodities for processing. Traditionally, it has meant increasing the intensity of land use for cropping. In 1996, of an estimated 14.8 mn ha of land, some 7.1 mn ha (or 47%) was under crop cultivation (BBS: 1999). This is being cultivated with a grim intensity of 179%.

Much of the growth in crop output during the last two decades has been due to the changes in production of rice, which has by and large kept pace with the growth rate of population. In other crops or for agriculture's other components there had been hardly any improvement in per capita output. The rice output growth has been possible due to a change in the technology to high-yielding varieties along with increased use of fertilizer and under irrigated conditions.

The result of these divergent growth performance of various sub-sectors under agriculture has been that while the real price of rice has been falling or remained stagnant the products of non-crop agriculture has been registering a rise in price. At the same time, however, overall demand has been rising both because of a population increase and a rise in income the latter occasioned by both the rise in rice output and the rise in other secondary and tertiary sector GDPs. The income-induced changes have been due to high-income elasticity for many of the non-crop agricultural products (Asaduzzaman: 1989; Hossain: 1989). There had thus been an intense pressure on the available resources to produce as much as possible very possibly degrading them to an extent that their continued harvest may have either become unsustainable or may soon be so. The question therefore arises as to how much do we know about such degradation. In the next sub-section we briefly review the available evidence.

3.2 Extent of resource degradation

This is a tricky issue because of major theoretical and empirical problems of measurement. Be that as it may, the estimates by Asaduzzaman (1996) put the net value of loss of output due to resource degradation (including only rice land, fisheries, forestry and natural gas) at around Tk. 13 billion in 1990. This represented some 1.7% of GDP but could be as high as 2.4%. As observed by the author these figures compare quite comfortably with those elsewhere being in the range of 4-19%.

Estimates by Ali (1996) refer mainly to the value of environmental damage due to poor sanitation and water facilities. His figures are 1-3% of GDP (US $ 229-721 mn) for poor water and sanitation and 1.9% of GDP (US $ 460 mn) due to air pollution in 1992. Akter (1996) figures are far higher for the latter

[10]There is also a complementarity effect as rice is eaten with other food prepared from vegetables, fish, meat etc which in turn raise the demands for stuff such as edible oils.

(Tk. 172 bn). Her figures for fossil fuel losses come to a staggering upper bound of up to nearly 10% of GDP.

What all these mean is that there are major uncertainties about the valuation of the extent of degradation. Secondly, these are only partial estimates because not all resources have been taken into account and not all services of environment has been considered in arriving at them. Mainly the impacts on productivity have been taken into consideration. Thus, on balance the extent of resource degradation could probably be as high as anywhere between 4-5% of GDP and at least one half, if not more, of it is probably due to loss in productivity of the degraded resources. Note also that as Asaduzzaman (1996) has shown the loss in output in rice in any given year is more or less one half of the import of food grain.

Note that Bangladesh growth rates of GDP have only in current years risen above 5%. Previously, it hovered mostly around 4%. Had the loss been not there or been say one-half of what it is, the growth rate could be 6-7%, if not more at least over the last one decade. A sustained growth rate of 6-7% for 10 years could change the economic picture in Bangladesh quite significantly and probably would also have increased her capability to take defensive measures against degradation.

3.3 Interventions for environmental and resource improvement

The reasons for the above mentioned resource degradations are many and this is not the place to analyze them. Suffice it to say that some of the problems arise because there are not clearly defined property rights as often happens with say open water fishery, internal and marine. Even when there are clearly defined property rights, they are enforced only in name as often happens with forestry. In general where there are public goods from which no one can be excluded from its enjoyment and thus people free ride or over-consume.

In other occasions, particularly pollution and waste generation and their spillover on to environmental resources, degradation is due to the fact that the perpetrator does not pay the cost imposed on the victim due to faulty pricing system. This is the case of pollution from industrial and municipal waste. The same is the case of pesticides leaching into the water bodies.

Yet a third way in which over consumption and resulting degradation can occur when in the name of protection of the interests of one group over others (protection of jobs in developed countries) or farmers through subsidies in developing ones, the commodities are either subsidized or taxed making the market ineffectual.

Basically two types of measures are taken to redress the problems. One is the command and control, ever so popular among all bureaucracies in the world, and the other constitutes the marked-based instruments. So far in Bangladesh there has been little attempt at the use of the latter. In fact use of policies for environmental improvement or halting of degradation is still in its infancy because the nature of the problems had been so far largely unknown and still are. However, given that the gravity of the problems are enormous, one can not but begin to take some measures.

One major attempt that is now on-going is the Sustainable Environment Management program or the SEMP under the aegis of the UNDP which takes its cue from the exercise called National Environment management Action Plan (NEMAP) which had been, however imperfect, an attempt at a participatory appraisal of environmental problems of the country by the rural people. The SEMP envisages advocacy, creation of a legal framework and community management of some of the critical resources, apart from the capacity-building components.

The effort at community management of critical resources, one of which is also under the supervision of the IUCN, Bangladesh, can if it is successful in involving the community actively in sustainable use of the resource, create a quasi-property rights by the community over the resource. Thus it changes the property rights situation and thus, at least in principle, removes the basic cause of the degradation of the resource. But this is about all. There are very few other instances where efforts have been made to use market-based approaches towards environmental management.

Very few attempts at price reforms for regulating resource use are being contemplated. Demand management through price reforms for regulating the use of energy is a case in point. While there may be political reasons for shying away from such reforms, there are other institutional and legal and quasi-legal reasons for not attempting them.

One major resource on which a very substantial amount of financial resources have been expended is water. Also the knowledge base on water is also very substantial. Yet, the use of water has remained inefficient in irrigation, for domestic purposes and for industries. At the same time, water pricing has remained in its infancy till now.

The issue of energy price reform has been just stated. This is important also from the point of view of our own economic growth. Bangladesh's per capita consumption of energy is one of the lowest in the world. Yet, so much energy is wasted just because the private entrepreneurs and public organizations are not forced through price reform to be more efficient. Take the case of industrial boilers.

Industries have been found to be one of the major areas of inefficiency in energy consumption and this is due to inefficient boilers, which are old, leaky, and technically inferior to those available now. The costs of changing these boilers are not in most cases high. But as energy is cheap either because it does not include the costs imposed on the society due to release of effluents or because the 'funny' informal institutional system allow the industries to pass on the costs to others, they do not do so. There has been little attempt at curbing such practices.

The major attempts, if any, has been in instituting a command and control system. Branding industries for regulation of their activities, attempts at land zoning and such others are examples of recent government intervention. Of course standards and the like are necessary as a yardstick, but once this is done, there are far more efficient methods for environmental management through use of tradable permits and other such instruments.

IV. Concluding Remarks

Bangladesh is overwhelmingly dependent on the management and extraction of the natural resources for employment and income of her people. They are under major threat of degradation to the extent that the loss to GDP in terms of productivity is enormous. Had this not occurred, her people probably would have less poor than they are now. Unfortunately, the awareness of such degradation is rather recent and till now there has been no major attempt at halting the degradation.

Putting in place a process of sustainable development in Bangladesh is therefore going to be difficult, if not impossible. This is so because many things have to begin simultaneously towards the goal. My personal view is that we should therefore try to prioritize our actions. One or two areas, which are critical because vast multitudes of people are involved or because these are essential, even in the short run, for survival should be carefully chosen and considerable attention should be given to them in terms of deployment of available human, managerial and financial resources. While the NEMAP exercise has provided somewhat of a prioritization, my personal opinion is that land utilization, energy development and solid waste management should be three such areas. The first one is essential for survival, the second one is essential for continuation of economic activities and the third one is needed for improving the quality of life.

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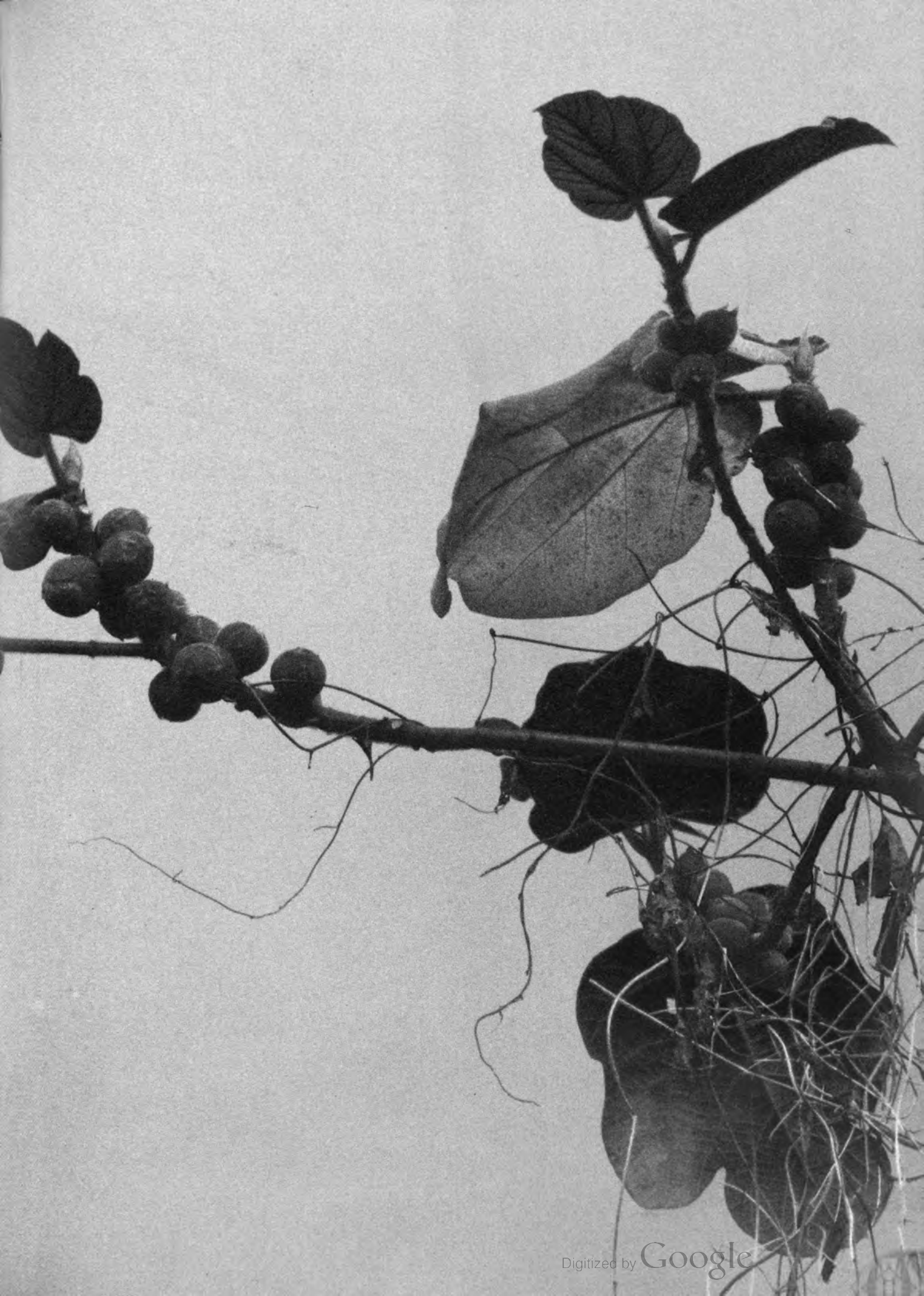

IUCN — The World Conservation Union was created in 1948. It's the world's largest conservation-related organisation, bringing together 76 states, 104 government agencies, 720 NGOs, 35 affiliates, and some 10,000 scientists and experts from 181 countries in a unique worldwide partnership. IUCN, in collaboration with its members and partners has been catalyzing the participation of different sectors in sustainable development intiatives addressing the policy, legislative, scientific, socio-economic and community involvement perspectives all over the world. IUCN has also been facilitating debates on key conservation and development issues, building bridges between government and non-government sectors. Within the framework of global Conventions, IUCN has promoted sustainability and helped over 75 countries to prepare and implement national conservation and biodiversity strategies so far. IUCN has approximately 1,000 staff, 100 of whom work at its Headquarters in Gland, Switzerland, while the remainder are located in 42 other countries.

IUCN seeks to help Bangladesh to develop a sustainable future, particularly when the importance of managing natural resources is especially vital in Bangladesh, as the majority of the people here live in rural areas and are heavily dependent on these resources for livelihood. With the advantage of its neutral position with both the government and non-government bodies, IUCN Bangladesh tried to influence, encourage and assist the Government of Bangladesh to conserve the integrity and diversity of nature and to ensure the use of natural resources in an equitable and ecologically sustainable manner through the formation of a multi-stakeholders mechanism referred to as the Bangladesh Committee for Sustainable Development (BCSD).

The Earth Council, an international NGO committed to ensuring the pursuit of the Rio agreements, has put in efforts and resources towards the strengthening of commitment and capabilities to undertake Sustainable Development (SD) initiatives such as the establishment of Sustainable Development mechanisms. It has secured resources to help countries participate in Sustainable Development discussions and initiatives such as the one from the Swedish International Development Cooperation Agency (SIDA) for a forum in Bangladesh.

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