

**GO-NGO Collaboration at Local Level:
A Study of the Office of the Deputy Commissioner**

AHMED KAMRUL HASAN

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**Master in Public Policy and Governance Program
Department of General and Continuing Education
North South University, Bangladesh**

Abstract

This study is an attempt to identify the Government and Non-Governmental Organizational relationship that exists in the district level. Effective and meaningful collaboration between Government and NGOs has become imperative for both partners in accelerating the development activities. Government cannot perform all the activities due to the changing scenario and NGOs have emerged as a strong party in the development process. Time has come for GO and NGO collaboration which will ensure utilization of scarce resources in a more efficient way where comparative advantages will be beneficial for both parties.

In Bangladesh, District administration or DC Offices are the central point in the administrative scenario. Most of the NGOs in Bangladesh have their branches in the District level. But in District level the effective collaboration is lacking between GO and NGOs. A fruitful collaboration at district level can be very significant for the overall development of the country. This study tries to identify whether the District Administration is playing a significant role in the collaboration process at all or not? And how supportive the role of District Administration is in the collaboration process.

In this research, study area was Gazipur District where a considerable number of NGOs is operating. Both the Government Organization and Non Government Organizations have their own view about the collaboration process. Different scholars have identified different theories about collaboration. Comprehensive study of the existing literature provides the background for the study. From the theoretical background a framework was developed which will lead to collaboration. Different indicators identified different variables of the study that will identify the existence of collaboration or not.

Study was conducted by using the interview method. Both open ended and close ended questions were used in this purpose. Respondents from both Government organizations and NGOs give their opinion. From the government side legal framework and attitude towards NGOs were the determining factors and from the NGO view point organizational goal and intention is the determining factor. The study found that the existing legal framework is not in favor of collaboration. Despite of this fact both GO and NGOs are willing to work together. Most of the variables show positive inclination towards collaboration. And the research question about DC office role in collaboration shows a positive trend. This is very significant for a country like Bangladesh.

Here comes the role of Government. Country like Bangladesh Government sector is more powerful in the relationship and holds regulatory authority. So measures should be taken for enactment of adequate rules so that Collaboration can be meaningful for both parties.

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List of Abbreviations

ADAB	Association of Development Agencies in Bangladesh
ASA	Association for Social Advancement
BRAC	Bangladesh Rural Advancement Corporation
CARE	Cooperation for American Relief Everywhere
DC	Deputy Commissioner
DCC	District Coordination Committee
GO	Government Organization
NGO	Non Governmental Organization
NGOAB	NGO Affairs Bureau
UNO	Upazilla Nirbahi Officer
UP	Upazilla Parishad
VGD	Vulnerable Group Development
VSW	Voluntary Social Welfare
WB	World bank

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CHAPTER ONE: INTRODUCTION

1.1 Background

Effective and meaningful collaboration between Government and NGOs has become imperative for both partners in accelerating the development activities (World Bank, 1990). As days are becoming complex and Governments are facing problems, NGOs are emerging as a strong party in development discourse and playing significant role. NGOs have emerged as third sector development organizations (Paul, 1991). In the development arena NGOs cannot work in vacuum, they have to work with cooperation and in coordination with government sector. To attain the target of development, the government of Bangladesh has taken different programs. Many NGOs are also operating programs in this regard. Opportunities are growing for the NGOs to work with Government. But it is not possible for the NGOs to do all the development activities without involving Government. Time has come for GO and NGO collaboration which will ensure utilization of scarce resources in more efficient way where comparative advantages will be beneficial for both parties. If Government and NGOs both can work with mutual respect then common goals can be achieved. Government will attain social agenda and NGOs will be effective in their activities.

1.2 Statement of the Problem

District administration is the central point in administrative scenario. Historically this institution has contributed a lot in the overall national development activities (Muhith, 1968). District administration is assigned with many important and emergency duties. But due to the changing demand expected level of result is not coming. Achievements in many sectors are not only the single functions of District administration. Now District administration is passing a transitional period where collaboration and cooperation with third sector can be effective mechanism in attaining development goal.

NGOs are expanding and increasing their role in various arena of development. NGOs in Bangladesh have been recognized as effective change agents in the socio-economic arena. They play a significant role in the society. In Bangladesh NGOs are continuously trying to address common problems, advance shared interests, and promote collective

actions. It continues to participate alongside state and market institutions in the shaping and implementing development policies designed to resolve problems and promote public good as well as strengthen the society.

But in District level the effective collaboration is lacking between GO and NGOs. Most of the NGOs in Bangladesh are operating in District level. They have to take permission and submit monthly reports to the DC Offices. But their relationship with each other is not complementary. To make the NGOs able to contribute more towards the national development of Bangladesh, the NGOs need active support encouragement and collaboration from Government. In District level DC Office can contribute more in this regard.

1.3 Illustration of the Problem

Governance means interaction and relation between service provider and service receiver. People expect pro-active and responsive administration to serve their purposes in right time and in right manner. Good governance is impossible without strong interaction among the actors and factors. Development-planning, social awareness building, participation in central government's program, cooperation with NGOs as development partner, sound disaster management, and judicial and extra-judicial performances reflect the position and status of governance, good or bad. Political commitment and integrity is one of the most important influencing factors for good governance in District administration. In the context of Bangladesh there are many prospects for institution building and ensuring good governance in the District level. On the other hand, many problems stand as strong obstacles to the way of good governance. It is hoped that prospects will be sustaining and problems will be removed from the path of governance for ensuring better service to the people.

Non-governmental Organizations (NGOs) perform an important role in the economic development of developing countries by providing services to society through welfare works for community development, assistance in national disasters, sustainable development, and popular movements. The rapid growth of NGOs is also seen as a consequence of governments' failure to alleviate poverty (Clarke, 1998, Lewis, 2001).

District is functioning for more than two hundred years. But due to the change of time development goals have also changed and other actors, factors are emerging. This research will try to look at those questions District Administration and NGO collaboration is lacking in District level. Potential and constructive collaboration between the District Administration and NGOs in the local level is very much required to achieve the development goal. This study will be an effort to identify potential areas of mutual support and collaboration.

1.4 Objective of the Study

The overall purpose of the study is to examine the role of the District Administration and its implication as well as the challenges of GO-NGO collaboration for development management and suggesting these policy directions and recommendations. In addressing the said broad objective the study will try to find the answers of the following research questions.

1.5 Research Questions

For the study the following two questions will be taken into consideration:

- ✓ What is the present state of collaboration between DC Office and NGO at the District level?
- ✓ Is the role of District administration is supportive to NGO activities in the context of Bangladesh?

1.6 Significance of the Study

Lots of research has been done on GO-NGO collaboration. But there is not any on particularly at the District level. So this research can be significant one if it can find out the exact GO-NGO collaboration at the local level. Main significance of the research may be as follows-

- A. Knowledge building of the GO-NGO collaboration at the local level.
- B. Describe empirical basis for further strengthening the collaboration between GO-NGO.
- C. Provide new dimension of analysis, policy options and future interventions.

1.7 Scope of the Study

The study will cover only Office of the Deputy Commissioner. The Deputy Commissioner as being a central government representative plays a pivotal role in co-ordination of governmental affairs with all government functionaries with variance of respective functionality. Development activities in the district level are mostly done with the help of District Administration and other organizations are associated with the whole effort. DC offices are the representatives of the central Government and entrusted with the co-ordination and monitoring authority. Most of the NGOs in Bangladesh have their branches in districts. So there is huge scope for interaction between the GO and NGOs at District level.

1.8 Operational Definition

Non-Governmental Organization (NGO): NGOs are private bodies, usually of a charitable nature and legal status, operating on a 'not for profit' basis to provide wide-ranging benefits for individuals or societies. They are sometimes seen as pressure groups, and indeed part of their activity will involve bringing public pressure on governments and international organizations to adopt their preferred policy. In Bangladesh, the term NGO refers to all such organizations and institutions that are registered with the Government under the Voluntary Social Welfare Agencies (Registration and Control) Ordinance of 1961 and the Foreign Donation (Voluntary Activities) Regulation Ordinance of 1978.

Collaboration: Collaboration can be described as a relationship rooted in the acceptance of both parties of their shared vision and responsibilities for the delivery of social services within policy and legislative frameworks governing a country's response to its social needs and problems. It is an acknowledgement, acceptance and respect by each party of the other's distinct but mutually complementary and interdependent roles for the attainment of shared goals.

DC Office: DC Office means Office of the Deputy Commissioner. The administrative boundary of Deputy Commissioner is known as District Administration. District Administration is the centre point of the field administration even the whole civil administration. Deputy Commissioner is the Chief Administrator & highest rank Officer

at the District level. He is the linking bridge between the Govt. & Field Administration. There are 88 different Committees for conducting the different activities of the Govt. at the District Level. The Deputy Commissioner, Ex-officio is the president of all those Committees.

1.9 Limitations of the study

One of the major limitations of the study is the accuracy of information. Government employees might tend to hide facts to cover up their limitations and indifference. They also might not be interested to share real information with the researcher to avoid future complications. On the other hand, the NGO people might hesitate to disclose their current situations and problems as it would likely to hamper their future relationship and possibility to future non co-operation from the DC Office. Access to the study population, particularly the government staff might be another obstacle. As they remain extremely busy it might become difficult to be in touch with them. Time will also be a constraint for the study along with relevant secondary materials as it has been noted earlier that little research has been carried on the issue.

1.10 Chapter Outline

The thesis has been structured into six chapters.

Chapter one deals with introduction and preliminary matters. **Chapter two** gives the overview about NGOs. Origin, history, regulations and GO-NGO collaboration have been discussed in this chapter. **Chapter three** presents the methodology and study design techniques employed in this research. **Chapter four** deals with theoretical consideration which illustrates different theory related with GO-NGO collaboration. With based on this theory, an analytical framework was also developed for the study. **Chapter five** describes and analyzes the findings of the study. Finally, **Chapter six** represents the summary of findings, conclusion and recommendation.

CHAPTER TWO: NGO OVERVIEW

2.1 Origin of NGO

Historically in Bangladesh, NGOs started their operation from the colonial period. During those days their activities were limited within philanthropic activities. Basically by establishing schools, hospitals and orphanages they start the way for future scope of expansion (ADB, 1999). During the East Pakistan period NGOs were came very visible after the massive cyclone in 1970. After the independence of Bangladesh lots of NGOs have emerged to help the new war ravaged country for relief and rehabilitation. In the beginning of 80s NGOs were increased in numbers and area of operation. Initially they were taken the community approach. But later on they change this approach. Failure of Govt. sector and interest of Donors leads to the rapid growth of NGOs (World Bank, 1996).

2.2 Area of operation

NGOs in Bangladesh have concentrated their activities in the following areas:

- Micro credit
- Employment and income generation
- Formal and non-formal education
- Health, nutrition and family planning
- Women's right
- Environment
- Poultry, fisheries and live stock
- Water supply and sanitation
- Human rights and legal aid.

NGOs are also becoming significant in their advocacy role. Major issues taken up so far have been drug policy, breast feeding, reproductive rights, land reform, rights of tribe's, primary education and flood action(ADB,1996).With increasing emphasis on policy advocacy, NGOs working in this areas are showing much promise.

2.3 Types of NGOs

In Bangladesh the size of NGOs is remarkable. More than 50,000 NGOs are working in this country. 45,536 NGOs are registered as voluntary societies with Ministry of Social Welfare (2009). And unknown number is not registered. Registration is not mandatory unless the NGO wishes to engage in transaction with Govt.

All types of NGOs exist in Bangladesh. Organizations run by individuals, groups, provider of services to the poor, networks, funding associations, religious societies, community associations, co-operatives and others. These NGOs operate in all level- National, District, Upazila and Union. From a functional aspect NGOs can be grouped as welfare, relief, research, advocacy, development and micro credit organizations.

2.4 Government policy towards NGO

Rules and Regulations-

NGOs in Bangladesh can obtain legal status and be registered under one of the four laws-

- *Societies Registration Act of 1861*: This law was introduced by the administrators of the Indian Empire to enable its burgeoning civil association to promote social advancement under a legal identity. The law sets out ways in which an organization should be set up managed and maintains control of its accounts.
- *Trust Act of 1882*: This law was created to accommodate private trusts without disturbing or modifying the already existing Muslims and Hindu laws for religious trusts. It allowed for the creation of an organization where a person or persons had some property that they wanted to entrust to a second party to be used on behalf of a third party.
- *Companies Act of 1913*: This law was created specifically for this specialized form of commercial entity. It is not used by development NGOs although some voluntary associations consider their operations as falling within this category.
- *Co-operatives Societies Ordinance of 1964*: This legislation was enacted to make a legal form and status available to private trading companies. Within it, however are provisions for registering non-profit companies. Some NGOs have done so.

NGOs are also required to adhere to a number of Ordinances and regulations that govern their activities. While an NGO can achieve legal status under one of the above Acts, it cannot operate unless it fulfills the following requirements-

- *The Voluntary Social Welfare Agencies (Regulations and Control) Ordinance of 1961*: This Ordinance was promulgated by Pakistan's martial law regime to control the rapid growth of voluntary associations through mandatory registration. It is applicable to all NGOs, including those who receive foreign funds.
- *The Foreign Donation (Voluntary Activities) Regulation Ordinance, 1978*: In Bangladesh, the martial law government of that time passed this Ordinance possibly to control the flow of foreign funds to the voluntary organizations.
- *The Foreign Contribution (Regulations) Ordinance, 1982*: This Ordinance refine the meaning of foreign contributions as "any donation, grant assistance, whether in cash or in kind". The rules pertaining to this Ordinance required the NGOs to seek or receive foreign funds.

2.5 Government-NGO Collaboration: Common Grounds

With respect to national development, the Government and NGOs share common goals e.g. poverty alleviation, human resources development, women's development, protecting the environment and sustainable resource management and building a democratic civil society and others. The institutional approach to address the issues, however, differs due to variations in perceptions as well as responsibilities, expertise, experience, resource base and administrative/management structure.

In particular, Government- NGO collaboration in providing relief, literacy, and health care and family planning services, has a long history of success in the country. The development of sustainable collaboration and partnership requires the acceptance of some fundamental propositions by both the Government and NGOs.

2.6 Government-NGO Collaboration: Experiences and Potentials

Over the years, the vast networks of NGOs that have developed in Bangladesh and the experiences gained by them have created a unique opportunity to work together. The Government, while providing the general policy directions for development, has also recognized its limitations in bringing about sustained improvements in the lives of the poor through its own efforts. The NGOs are now considered to offer the source of a tremendous resource potential to help address the vast poverty alleviation needs.

A review of the collaboration indicates three major types of arrangements: (a) Sub-contract; (b) Joint implementation; and (c) Government as financier of NGO projects (World Bank 1996). The most common collaboration is the sub-contracting arrangement where Government agencies enter into contracts with NGOs. Joint implementation on a partnership arrangement, where NGOs are involved either as co-financier or joint executing agency with the Government, is least practiced. In the area of micro credit there is an emerging trend for the Government to finance NGOs credit operations.

Notwithstanding some deficiencies, there exists a strong realization among both the Government and NGOs, of the need to develop stronger and improved collaboration. Given the imperatives and efficacy of the NGOs in dealing with different issues, increased Government-NGO collaboration is a pragmatic way of addressing some of the common problems. In particular, Government- NGO collaboration in providing relief, literacy, and health care and family planning services, has a long history of success in the country. The development of sustainable collaboration and partnership requires the acceptance of some fundamental propositions by both the Government and NGOs.

2.7 GO-NGO Collaboration in Bangladesh: A Contextual Overview

The relationship between the GO and the NGOs is a talking point in Bangladesh. After the liberation war in 1971 the social structure was changed and economy was destroyed. Several Non Governmental organizations were set up that time to undertake the massive task of rehabilitating the war ravaged country. In independent Bangladesh NGOs have emerged and grows very fast. It is often said that, Bangladesh is very fertile land for NGOs (Hasan, 1990). Since the disastrous floods of 1988 NGOs were at the forefront of

relief and rehabilitation. These floods were experienced as a national crisis, and parallels were frequently drawn with the liberalization struggle, when in a similar way, differences and self interest were amongst the first on the scene after the devastating cyclone of 1970 hit the southeast of the country. Gradually NGOs have become the partners of development along with public and private sectors. NGO movement has gained both momentum and support. NGOs become a significant actor in the development perspective of Bangladesh. The NGOs have been playing an effective role in working with poor in addressing poverty alleviation and awareness building (Aminuzzaman, 1993).

To address the situational demand, various NGOs have emerged. Some of the NGOs are very successful in their efforts and have been recognized internationally. As a result donors are also interested to involve the NGOs in the development process of Bangladesh. Most of the donors agreed that NGOs play a significant role in the socio economic development of Bangladesh. All the leading donor countries and the multilateral agencies like the World Bank, ADB not only judged the NGO experiment in Bangladesh as a success , but also emphasize on the need to utilize NGO experience at the national level (Aminuzzaman,1993).Over the years funding from donors also increased in GO-NGO collaboration projects. A World Bank policy paper stresses that, there is a need to explore how the capacities of some of the successful NGOs can be expanded in order to supplement GO efforts in accelerating the pace of development in Bangladesh. Thus donors have played a significant role in advocating for NGOs as an active partner of Government of Bangladesh in the development process. So in the present socio economic context of Bangladesh GO-NGO collaboration is very much essential.

Examples of GO-NGO collaboration in Bangladesh:

In Bangladesh there are different success stories of collaboration between Government and NGOs. In the health and population sector success rate is more. Some collaborative projects between different Government ministries and leading NGOs showed success stories. In 1985 BRAC entered into an agreement with the Ministry of Relief and became an implementing partner of VGD program. Income generating project for the vulnerable

group is a big success. Another example of GO-NGO collaboration is CARE-TICA project. In EPI program GO-NGO collaboration also showed great success.

2.8 Case on GO-NGO Collaboration by CARE

Project Name: SHOUHARDO

Sector: MultiSectoral

Type: Development

Project Description:

A number of levels of activities are envisioned in SHOUHARDO. Most activities will be implemented at the Union, Pourashava, village and slum levels. The program will facilitate linkages between these and the district and Upazilla level service providers and advocates for development. The activities related to achieving results on the entitlement issues that have been identified will be implemented at multiple levels from villages and slums through the national level. The major types of activities associated with each Specific and sub-Specific Objective are discussed below. Each set of activities will lead to goods and services (Intermediate Results) needed to make planned behavioral and systemic changes at the Sub-specific and Specific Objective levels.

Final Goal: Program Goal is to sustainably reduce chronic and transitory food insecurity of 400,000 vulnerable households in 18 districts of Bangladesh, by 2009. Targeted participants and # of beneficiaries Targeted participants is 400,000 vulnerable household and to be achieved in 2000 villages and 130 urban slums, by the year 2009. Also the target participants will be the poorest and most vulnerable households, and within them women and girls, living in the remote and difficult areas. The total # of beneficiaries will be 2 million.

Targeted Community: The target Community of the program will be the poorest and most vulnerable households, and within them women and girls, living in the most vulnerable and remote areas. It is expected that, the program would collaborate with 30 partner organizations or agencies including NGO, CBOs, Research Institutions, University,

Private Sector, CSGs etc.

The program will be implemented in the following geographical areas: North Chars Region. The northern chars include the 5 Districts of Nilphamari, Lalmonirhat, Rangpur, Kurigram and Gaibandha in the Brahmaputra River drainage. Middle Chars Region. The middle chars include the 5 Districts of Bogra, Jamalpur, Tangail, Sirajganj, Sherpur and Pabna in the Jamuna River drainage and the north bank of the Padma River. Haor Region. The haor region includes the 4 Districts of Sunamganj, Habiganj, Kishoreganj, and Netrokona in the northeast part of the country. Eastern Coastal Zone. The eastern coastal zone includes the 5 Districts of Noakhali, Chittagong, and Cox's Bazar. Islands: Moheskhali, Kutubdia, Sandwip, Hatiya.

SOUHARDO project by CARE is a very successful case on GO-NGO collaboration. This project is designed for the remote areas and ultra poor part of the society. This is a multi-sectoral project. This type of project in different sector could be very successful in case of GO-NGO collaboration.

2.9 NGOs in Gazipur

Gazipur district is very near to Capital Dhaka city. Total area of Gazipur is 1741.53 sq km and many important institutions are situated in this district. As this district is near to the capital city both urban and rural characteristics are seen here. NGOs are also interested to work in this district. There are five upazilas in Gazipur district. Large NGOs like BRAC, PROSHIKA, ASA, CARE, CARITAS, and World Vision have their operations in the five upazillas. Other than these big NGOs more than three hundreds NGOs have their activities in this district. Most of the NGOs in Gazipur are involved in micro credit, formal and non-formal education, healthcare, nutrition and family planning, women's right, environment, poultry, water supply and sanitation, human rights and legal aid. Their activities are both done individually and also in collaboration with the Government organizations. Some particular sectors they showed considerable success.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 Introduction:

Methodology involves a process or techniques in which various stages or steps of collecting data or information are explained and the analytical techniques are defined (Malhotra, 2002). The present study is an attempt to uncover the current status of GO-NGO collaboration at district level. Study has been conducted to investigate the state of collaboration at the DC Office particularly in Gazipur District. The main aim of the present study is to explore the role of the District Administration and its implication as well as the challenges of GO-NGO collaboration. This study will try to find the answers of the above mentioned issues. This chapter presents the methodology applied for collecting and processing data. It will elaborate research strategy, research design, research methods and techniques used for data collection and data analysis. The steps which will be following for this study are discussed below.

3.2 Research Design

The study adopts both qualitative and quantitative method to conduct the research. Qualitative and quantitative approaches are mainly used to examine and understand the opinions of the respondents on social problems which make generalization about the problem and examine the relation among the variables used in research to test theories, respectively, while both are considered in using mixed approach. In qualitative research the researcher has to rely on the respondents' views on the issue studied and examines the information from the perspective of the respondents' perceptions. Research design provides a framework to the researcher to conduct the whole research. The present study utilizes a mixed method approach. The qualitative approach is used as a predominant method because the research is conducted in its natural setting where the quantitative method will be used to analyze the data. The mixed method overcomes the disadvantages of qualitative and quantitative methods. Qualitative approach provides room for discussions between the researcher and participants which allows capturing insights and direct understandings from participant's perspective.

3.3 Research Area

The area of study is Gazipur district of Bangladesh adjacent to Capital Dhaka city. Total area of Gazipur is 1741.53 sq km and bounded by Dhaka, Mymensing, Kishoreganj, Narshingdi districts. There are five upazilas in Gazipur district. They are *Sadar, Sreepur, Kaliakair, Kaligonj and Kapasia*. Gazipur Sadar is the intended research area. In Gazipur district most of the large NGOs have their operation. Besides more than three hundreds NGOs are listed in the DC office. In this study respondents are randomly picked from DC Office, other Govt. offices, and NGOs and local representatives.

3.4 Methodology

A combination of questionnaire-interview and case study method is intended to be used for this research to take advantage of their respective strengths and overcome the limitations of others. The questionnaire is a mixed one including both open ended and close ended question. It also helps to reduce bias of any single method. Combination of these methods is expected to be a reliable tool for the study. Combined method enables us to explore and understand problems, issues and relationships. The case study helps to examine the complex situations and combination of factors involved in that situation so as to identify the causal factors. Interview method is the means to get the best possible response out of them. It enables the study to get an idea what is going on the surface. A combination of interview and structured questionnaire method will be used in the research. Use of different methods will reduce biasness in the study and work as a reliable tool for research.

3.5 Sample Size and Techniques

A total of 50 respondents (from DC Office, NGOs, other Govt. officials and local representative) will be chosen. The composition of the respondents of two groups will be 25 for DC Office and other Government Offices. 25 respondents will be taken from NGOs and local representatives. The NGO people and other officials will be chosen on random basis while the DC office officials and Govt. officials will be selected on the basis of convenience sampling. Each group will be interviewed separately with two different sets of questionnaire. Respondents from the NGOs and other Govt. offices will be chosen

only from Sadar Upazila as this is the largest in terms of jurisdiction and number of NGOs working in the District.

Composition of respondents for Interview:

Respondent	Number
DC Office (Officer & Staff)	16
Other Govt. office	09
NGOs (Officer & Staff)	16
Local elites/representatives	09
Total	50

Table-1: Composition of Respondents

3.6 Tools for Data Analysis

The collected data will be processed and analyzed using computer generated graphs, charts and tables by applying Microsoft Office tools.

3.7 Sources of Data

The data for this study will be collected both from primary and secondary sources. Primary data will be collected through interview and structured questionnaire method.

Secondary data will be collected from relevant publications, dissertations, books, journal articles, reports, government publications, rules regulations and acts, websites etc. The secondary data collected from official sources will be used mainly to validate the information given by the respondents. Moreover, the literatures review facilitated in chalking out the theoretical framework for this study. Previous studies, reports, websites and a few official publications to gathering background and general information about various aspects of the collaboration will be used.

CHAPTER FOUR: THEORETICAL DIMENSION

4.1 Introduction

This chapter will focus on review of relevant literature to achieve a theoretical dimension for the research. The purpose of this chapter is to present review of existing literature, conceptual dimension of collaboration and relationship between dependent and independent variables. A theoretical framework for this study is developed based on the study of literature on theoretical perspectives of coordination. It also formulated an analytical framework based on the relationship of dependent and independent variables.

4.2 Literature Review

There have been a number of studies on collaboration both on national and international level. This study will analyze the relevant literature on GO-NGO collaboration issues.

Aminuzzaman (1993) makes an overview of different institutional frameworks to assess their managerial effectiveness to address poverty alleviation in Bangladesh. Institutional approaches for poverty alleviation from Government, Donors and NGOs have been discussed. A detailed discussion about the NGO sector provides an overview about their functions and role in poverty alleviation as well some aspects of GO-NGO collaboration. After the very independence of Bangladesh different initiatives were taken by the Government to reconstruct the newly independent country. Poverty alleviation was prime concern at that point of time. Different mechanisms were applied to be successful in this regard. NGOs were emerged at that time as a strong party in the overall development process. GO-NGO collaboration and their success in some areas also been highlighted.

Afroza (2003) gives an overview about Bangladesh Government policies regarding the NGOs engaged in development: to examine the existing modalities to collaboration between the government and the NGOs and to see whether the modalities are viable. She also aims at making an assessment of the strengths and weakness of those models in fulfilling the development needs of Bangladesh. Attempts are made to define and categories the NGOs. This study explains the institutional strategies of the NGOs and presents different view on the possible relationships between the Government and NGOs.

Government-NGO collaboration projects, existing legal framework as well as strengths and weakness of collaborative programs are also covered.

Shamsul Haque (2005) mentioned that with the current global trend of streamlining the role of the state, the governments in most countries have transferred some of their economic activities and basic services to non-governmental organizations (NGOs), which are now considered partners in governance. In the developing world, some of the largest and most well-known NGOs are working in Bangladesh where the government has formed partnership with these NGOs in various sectors with a view to enhance human development and social empowerment in rural areas. He briefly introduces the current debate on governance based on partnership between the state and NGOs; explains the forms and dimensions of such partnership in the case of Bangladesh; and evaluates this partnership experience in terms of whether it has achieved the stipulated objectives of development and empowerment. It also explores major factors and interests (internal and external) behind this partnership and offers some suggestions to rethink partnership and overcome its drawbacks in Bangladesh.

Gauri, V. and Galef, Julia (2002) make reports from one of the first large, nationally representative surveys of NGOs in a developing country. The NGO sector in Bangladesh is highly organized and relatively homogeneous. Most NGOs utilize a branch and headquarters structure in which branches have limited autonomy from headquarters. At the branch level, most NGOs in the country, whether big or small, focus on credit services, derive more of their income from fees for services than from grants, rely on salaried rather than voluntary staff, keep detailed financial accounts that are externally audited, and hire middle-class college educated men as managers. The convergence to a modal institutional form probably is the result of the persuasive power of ideas and sociological pressures.

Jamil,I(1998) in his article “NGOs and the administration of Development Aid in Bangladesh: Does there exist a Development Regime” explains the co-operation development Regime that refers the co-operation across institutional boundaries concerning the implementation of development projects. In administration and disbursement of development aid in Bangladesh, there are three actors NGOs,

Government and donor agencies. This study looks whether there exists any development regime among the actors in managing development aid.

The Deputy Commissioner in East Pakistan *written by AMA Muhit* provides the basic ideas about District Administration. Published in June, 1968 this is one of the pioneer studies in District Administration which tries to endeavor different complex and interesting aspect of this office. This book also shows the structural-functional analysis of this office. There is light on the existing and emerging role of District Administration as well as the co-ordination of development administration at district level. This also identifies some operational problems of co-ordination and development offer some solution on them in the light of real life experience. This book contains very useful appendices including nature and extent of the functions of Deputy Commissioner, organizational charts, manuals etc. Indeed this book is a guideline to explore the realm of district administration.

From the above mentioned literature it is found that substantial amount of research has been done on GO-NGO collaboration. But these are all done on a larger perspective. But in case of District level there is still enough scope to work. GO-NGO interface is thus an area of research still unexplored.

4.3 Theoretical Analysis

Emergences of NGOs marked by different researchers and different theories have been developed. As state and market failed to fulfill the societal need NGOs have been emerged as a natural phenomenon. According to Aminuzzaman (1993), the emergence and growth of NGOs in Bangladesh is a function of lack of response on the part of the Government to meet the hopes and aspiration of the disadvantaged rural and urban poor.

A healthy GO-NGO relationship is only conceived where both parties share common objectives, where the government has a social positive agenda and where NGOs are effective, there is a potential for a strong collaborative relationship. Such relationship does not mean the subcontracting of placid NGOs but a genuine partnership between the government and NGOs to work together based on mutual respect, acceptance of autonomy, independence and pluralism of NGO opinion and positions (Korten, 1988).

The limitations of the public sector as well as the recognized contribution of the NGOs bring an opportunity for GO-NGO collaboration because balanced development is a complex undertaking that cannot be achieved by any single sector. Collaboration is an alternative means of using the special capacities of different sectors in development (Brown and Korten, 1991).

There is definitely a need for GO-NGO collaboration. There are two sets of opinion about GO-NGO collaboration (Garilao, 1987; Fernandez, 1987). One group holds that the NGOs should not collaborate formally in program sponsored by government and should not receive funds directly from the governments because that would hamper their independence and altruism. The other group holds that the NGOs have a role to play in government programs aimed at poverty alleviation, a role which is essential to the success of these programs and which the government cannot perform alone. Government should be inclined to involve the NGOs in the process of development because “NGOs are the institutional mechanism for beneficiary participation. By working through and investing in organizations of disadvantaged people they often contribute to efficient, effective, equitable and sustainable development” (Bhatnagar, 1991).

The public and NGO sector have different but complementary strengths (Paul, 1991). The fruitful collaboration between the two sectors have could make a dynamic change in the development perspective. By recognizing the potential advantages, donor agencies like World Bank and Asian Development Bank have explored ways to work with the NGOs and to facilitate co-operative efforts between developing country governments and the NGOs (Paul, 1991).

According to Brown and Korten (1991), in Asia the NGOs are inclined to seek out opportunities for collaboration with GOs. Governments are becoming more and more open to collaborative relationship with NGOs.(Farrington and Bebbington,1993).So it seems that , improved collaboration between GO and NGO is important for the effectiveness of the development process.

In the developing world, opportunities are growing for the NGOs to work together with GOs in helping people improving the quality of their lives (World Bank, 1990). But it is not always possible for the NGOs to do all development activities of a country without

involving the government. As a result emerges the necessity of GO-NGO collaboration. Through this way the scarce resources can be utilized properly. The NGOs are considered to be strong in identifying local peoples need, taking rapid decisions on how to respond to the local needs and support local initiatives. Government has a potentially complementary set of advantages in that it controls major policy instruments, posses a broad revenue base and has the capacity of large scale infrastructure investment and address complex technical issues (Farrington and Bebbington, 1993).

Nazam, Adil (1999) argues that the nature of this relationship between Government and NGOs are dependent on 4 C's. It proposes a four-C framework based on institutional interests and preferences for policy ends and means—cooperation in the case of similar ends and similar means, confrontation in the case of dissimilar ends and dissimilar means, complementary in the case of similar ends but dissimilar means, and co-optation in the case of dissimilar ends but similar means. The final shape of NGO-Government relations is a function of decisions made by government as well as NGOs. Government and nongovernmental organizations vie within the policy arena for the articulation and actualization of certain goals or interests. Where both ends and means are same, cooperative behavior is likely because neither party will consider its intentions or actions to be challenged. Where the goals of government and NGOs are similar, they are likely to gravitate toward an arrangement in which they complement each other in the achievement of shared ends, even through dissimilar means.

An UN study highlighted on GO-NGO collaboration as a harmonious and constructive approach to operate in systematic manner while maintaining the mutual independence (UNESCO, 1989) . Farrington and Babington, (1993) called the GO-NGO collaboration as a linking mechanism between the state and NGO sector. Montgomery (1988) refers GO-NGO collaboration as bureaucratic pluralism in which the state aims to co-opt NGOs in such a way as to counteract the erosion of public trust in GO and help the GO to achieve its policy goals.

The rationale for GO-NGO collaboration lies on the following ground-

- i) collaboration ensures participation,
- ii) ensures utilization of knowledge and ability of both the counterparts,
- iii) ensures expansion and replication of successful program,
- iv) optimum utilization of scarce resources,
- v) ensure cost effectiveness.

World Bank Model of GO-NGO collaboration:

Recognizing the potential role of the NGOs the World Bank has explored ways to facilitate co-operation between developing country governments and NGOs (Paul, 1991). Only a healthy GO-NGO collaboration ensures utilization of the capacities and advantages of both the sector. The World Bank assists the government authorities to learn about NGOs and to consider policies that will foster effective collaboration between them. The World Bank tries to promote a new environment that would be helpful for such collaboration. In some cases the bank assists the governments to soften the rules and regulations on NGO activities, which become an obstacle to collaboration (The World Bank, 1990). Thus the World Bank paves the way to make GO-NGO collaboration faster.

In Asia, the World Bank prescribed eight strategies to enhance the GO-NGO collaboration (Bhatnagar, 1991). The prescribed strategies are:

- i) Using access to government,
- ii) Undertaking policy oriented studies,
- iii) Sponsoring Trilateral Forums,
- iv) Sponsoring Workshop for Sensitization,
- v) Using Existing Training Seminars,
- vi) Encouraging Movements of NGO staff into Government line Agencies,
- vii) Using Incentives to buy co-operation,
- viii) Creating NGO Liaison Units.

In summary, major contributions in GO-NGO collaboration are as follows:

Contributor	Contribution to Collaboration
Korten	Both parties share common objectives, Partnership based on mutual respect, Acceptance of autonomy, independence
Brown and Korten	Using potential of both parties to overcome individual limitations
Paul	Using complementary strength
Farrington and Bebbington	NGOs are strong in identifying local peoples need Government has control over policy instruments
Adil Nazam	Four-C's of NGO–Government Relations Co-operation, co-option, complimentary, confrontation.
UNESCO	Harmonious and constructive approach to each other Mutual dependence and independence
World Bank	Promote a new environment for collaboration. Attempts to make governments inclined to involve NGOs in development activities.

Table 2: Major contribution on GO-NGO Collaboration

Thus, the existing researches and studies provide the opportunity to address the issue of collaboration. From the available literature and discussion the common areas of collaboration are as follows:

- Common objective
- Mutual respect/recognition
- Potential of both parties.

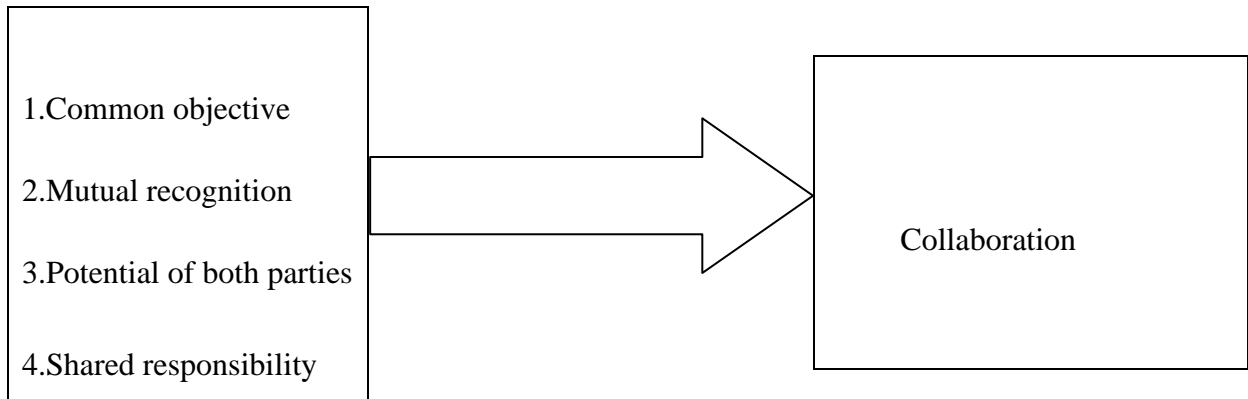


Figure-1: Common areas of collaboration

4.4 Analytical Framework:

The analytical framework has been drawn up to explain the variables of the research in a better way and to understand their causal-effect relation. The analytical framework of the research has been developed based on the studies discussed earlier. It proposes that the collaboration is affected by the independent variables like legal/statutory framework, attitude of the Government employees, organizational goal, NGO intention. All these variables will affect the dependent variable that means collaboration.

Independent Variables

Dependent Variable

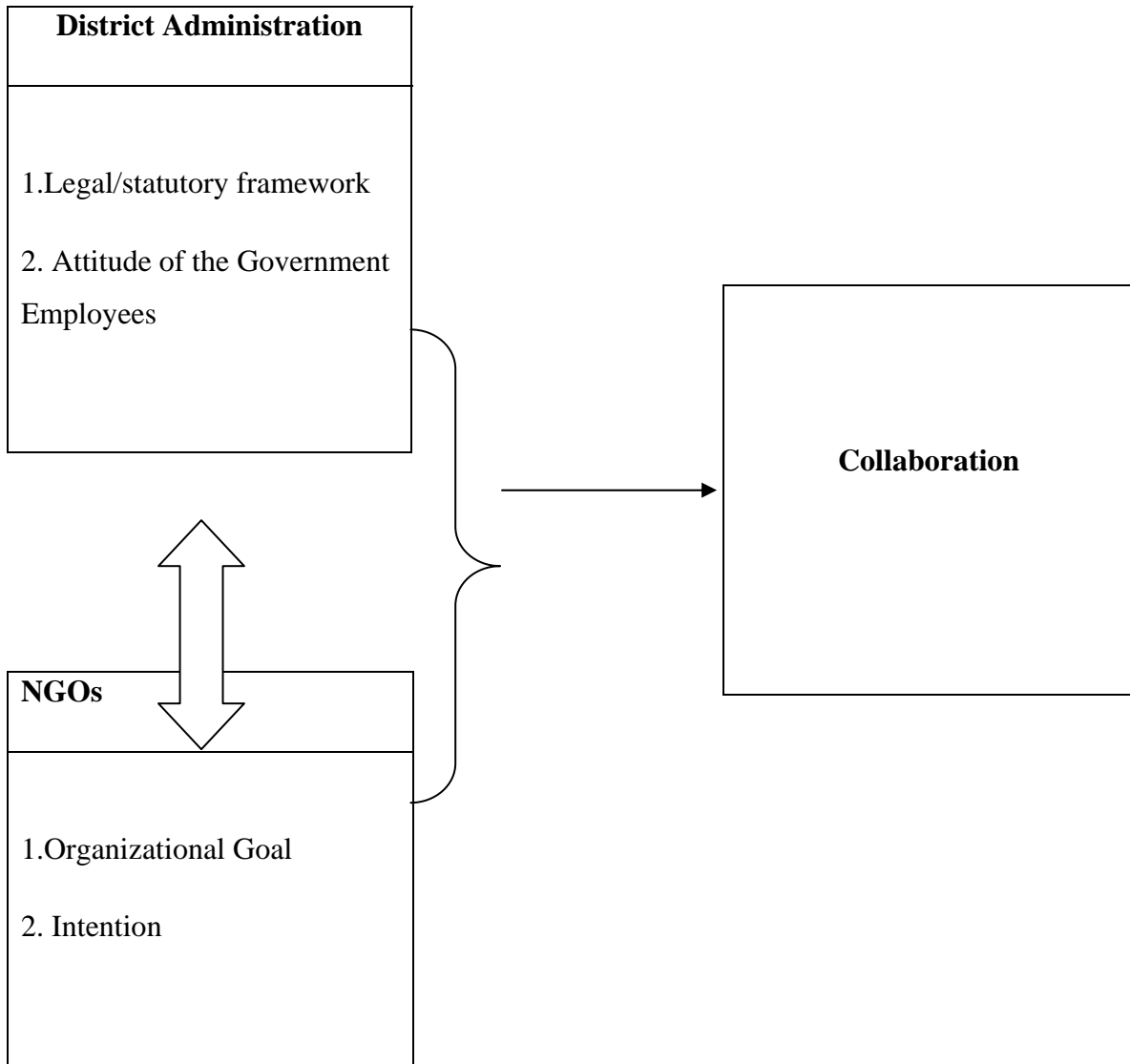


Figure-2: Analytical framework of the study

4.5 Independent Variables and Indicators

Independent Variables	Indicators	Indicative Question
Legal/Statutory framework	Conduciveness of rules Flexibility/openness of rules	Are the rules and regulations Conducive to collaboration? Are the rules flexible enough to include NGOs in Govt. activities?
Attitude of the Government employees	Accessibility Cooperation Treatment	Do the citizens/ customers have easy access to the officers & staff? How the Govt. officers & staff treat the NGO people? Do GO interact with NGOs in a respectable manner?
Organizational Goal	Openness Participativeness	Are the organizational goals open to work in collaboration with GO? Are the goals participatory?
Project Priorities	Priorities and intention Confidence on GO	Are priorities given to the projects which work in collaboration with the GO? Do they have confidence on GO?

Table 3: Independent variables and Indicators

CHAPTER FIVE: FINDINGS AND DATA ANALYSIS

5.1 Introduction

This chapter is mainly designed to present data collected from the field through different methods and analyze them in line with the research questions. Ultimate aim of the study is to find out answers to the research questions. This chapter will attempt to unfold the present state of collaboration between Government and NGOs in district level. What role DC Office is playing in ensuring collaboration? To find out the reality of this chapter will strive to analyze the data collected by the researcher.

5.2 Findings from the Questionnaire-interview

This study used questionnaire interview method. To collect information 50 respondents were taken into consideration. Officers and staffs from DC Office, NGOs and other Government offices and local representatives were interviewed with a pre-designed questionnaire. Two different sets of questionnaire had been used for this purpose. The respondents from NGOs and local representatives were randomly chosen whereas the DC Office staff and other Government officers were chosen by convenience sampling.

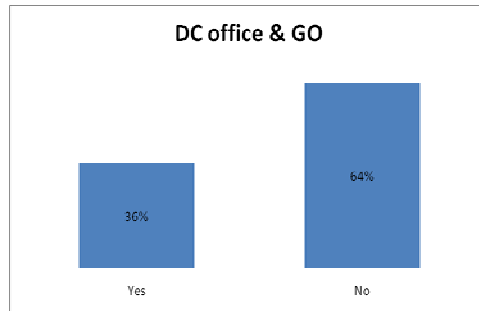
Response from DC Office and Government Officials:

DC Office and Government Officials were asked to give their opinion about the flexibility of the rules, attitude towards NGOs, treatment of NGOs, interaction etc.

Flexibility of rules

This question was about the flexibility of the rules. Respondents from Government offices and DC office were asked to given their opinion about the flexibility of the existing rules to include NGOs in collaboration process.

Chart 1: Response on flexibility of the rules (Govt. officials)



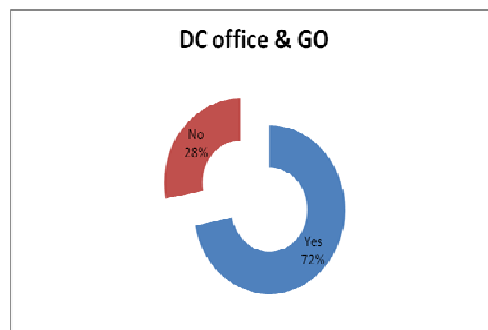
(n=25; Table-1: Annexure-2)

36% of the respondents give their opinion in favor of the flexibility of the rules to include NGOs in the collaboration process. But 64% of the respondents think that the rules are not flexible.

Treatment

Treatment of Government officials with NGO people is one of the determinants of attitudes towards NGOs. By taking feedback from the NGOs government offices show whether they treat the NGOs properly. They were asked whether they took regular feedback from the NGO people.

Chart 2: Response on feedback (Govt. offices)



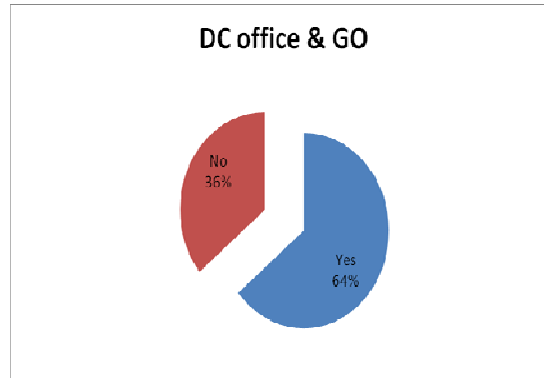
(n=25; Table2: Annexure-2)

72% of the respondents think that feedback provided by NGOs is taken into consideration. 28% of the respondents think that feedback by the NGOs is not entertained.

NGO participation

Respondents from the Government offices were asked whether NGOs regularly participate in the Government meetings and other activities.

Chart 3: Response on NGO participation (Govt. offices)



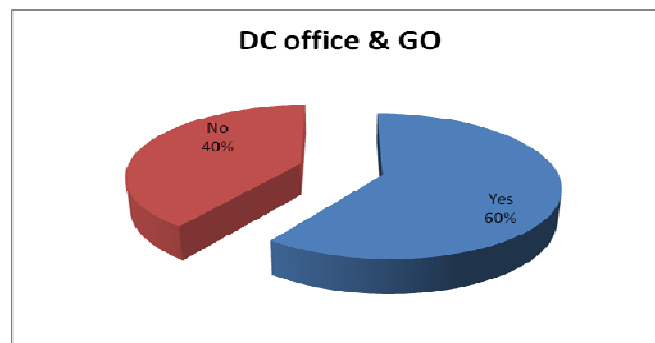
(n=25; Table-3: Annexure-2)

64% of the respondents answered that the NGOs regularly participate in different activities leading to collaboration process. 36% of respondent's answer NGOs do not regularly participate.

Interaction

Interaction between Government organizations and NGOs determine the level of collaboration. So it was inquired whether the NGOs and Government offices interact regularly.

Chart 4: Response on interaction (Govt. offices)



(n=25; Table-4: Annexure-2)

60% of the respondents from DC Office and Government Offices think that NGOs and Government Organizations interact regularly. 40% of the respondents do not agree with this.

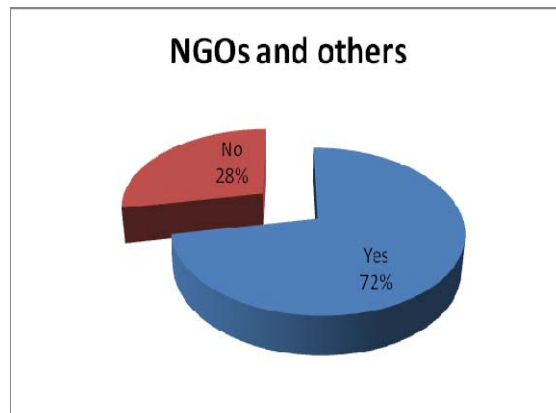
Response from NGOs and other representatives:

NGOs and other representatives were asked to give their opinion about the openness of the rules, priority etc. Organizational goal and project priorities of the NGOs are to be considered in determining the indicating factors related with NGOs and other local representatives.

Openness of goal

NGOs and other local representatives were asked whether the organizational goals are open to work in collaboration with GO.

Chart5: Response on Openness of goal (NGO and others)



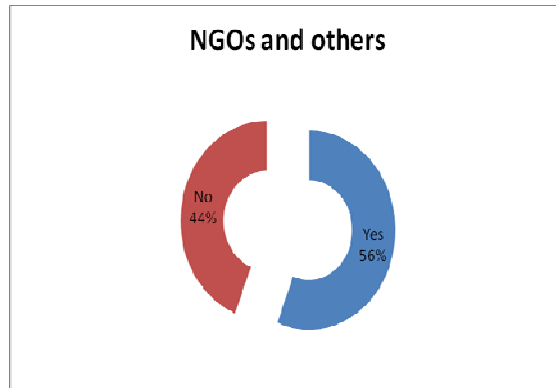
(n=25; Table5-: Annexure-2)

In response to this question 72% of the respondents replied positively. Whereas 28 % of the respondents think the organizational goal is not open to work with the GO.

Participatory

From the NGO perspective question was asked to know whether their activities in collaboration are participatory with the Government.

Chart 6: Response on participation (NGOs and others)



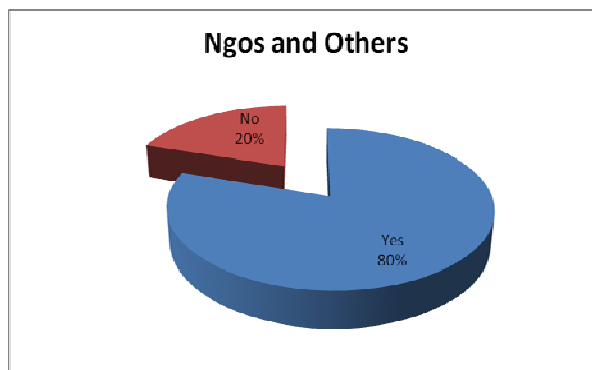
(n=25; Table-6: Annexure-2)

56% of the respondents think that the collaboration process is participatory. But 44 % of the respondents said the collaboration process is not participatory.

Project Priority-

Are priorities given to the projects which work in collaboration with the GO?

Chart 7: Response on Project Priority (NGOs and others)



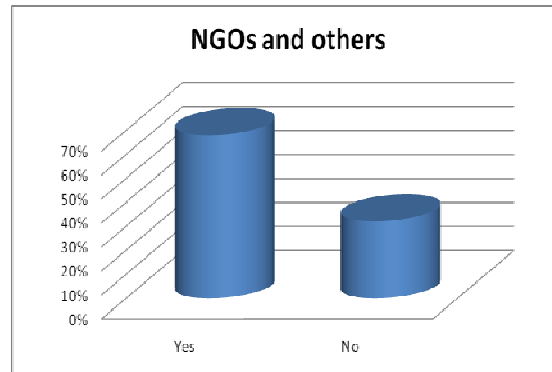
(n=25; Table-7: Annexure-2)

80% of the respondents give answer that priority is given to those projects that are in collaboration with the government organizations.20% of the respondents give their opinion negatively.

Reliability

In collaboration process reliability is an indicator. NGOs and other representatives were asked whether they rely on the GO for collaboration.

Chart 8: Response on reliability (NGOs and others)



(n=25; Table-8: Annexure-2)

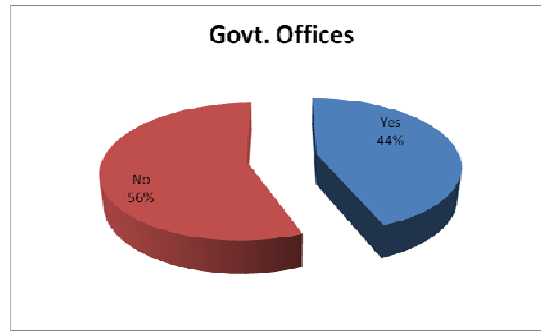
68% of the respondents answered that they have reliability on GO but 32 % of the respondents said they do not have reliability on Government organizations.

Some common questions were asked to both Government and NGOs. Their responses are As follows:

Legal Framework

Legal framework is an important component in case of GO-NGO collaboration. Existing rules and regulations guides both GO and NGOs for their interactive relationship. On the basis of legal guidelines both GO and NGO can operate. To know about this the respondents were asked to give their opinion about whether the existing rules are conducive to collaboration. Both the Government employees and NGOs and other local representatives were asked this question.

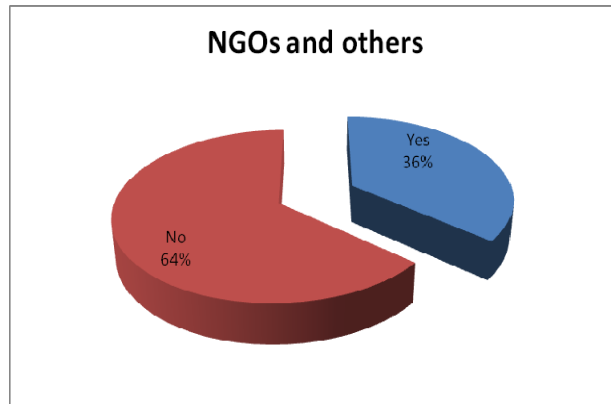
Chart 9: Response on existing rules (Govt. offices)



(n=25; Table-9: Annexure-2)

56% of the Govt. officials think that the existing rules and regulations are not conducive to collaboration. That means more than half of the respondents think the existing rules and regulations are not in favor of collaboration.

Chart 10: Response on existing rules (NGOs & Others)



(n=25; Table-10: Annexure-2)

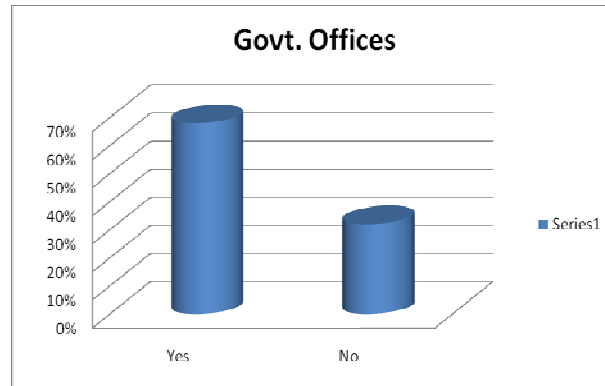
64% of the respondent from NGOs and other local representatives think that the existing rules and regulations are not conducive to collaboration.

Majority of the respondent thinks that the current rules and regulations are not conducive to collaboration. That indicates the legal framework for GO-NGO collaboration is not helpful in the collaboration process.

Informal Communication

In GO-NGO collaboration informal communication can have some implications. The respondents were asked to know about their opinion about informal communication. This question was asked to both the Government employees and also to the NGOs and other local representatives.

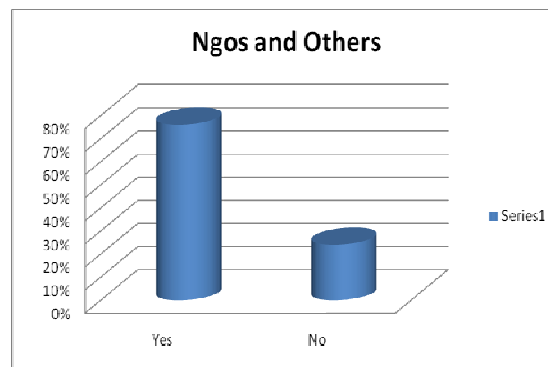
Chart 11: Response on informal communication (Govt. offices)



(n=25; Table-11: Annexure-2)

68% of the Government employees give their opinion in favor of informal communication. 32% does not agree with this statement.

Chart 12: Response on informal communication (NGOs & Others)



(n=25; Table-12: Annexure-2)

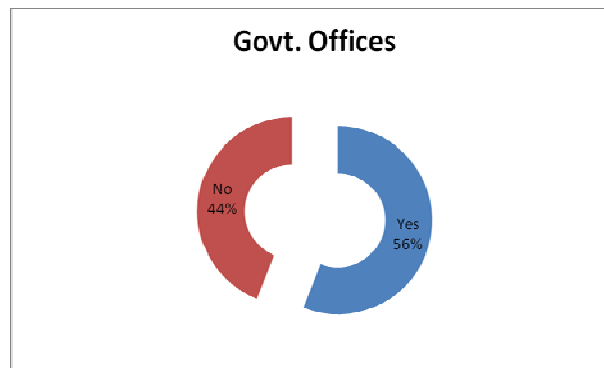
In the other hand 76% of the respondents from NGOs and others think that informal communication increases collaboration.

The respondents emphasize importance on informal communications. According to them lack of informal communication hamper the collaboration process. That means more the informal communication more will be the collaboration.

Working relationship

Both Government organizations and NGOs need to work together for collaboration. So working relationship is needed for collaboration. Question was asked to know about the satisfaction in the working relationship between NGO and District administration? Both of the two groups were asked this question.

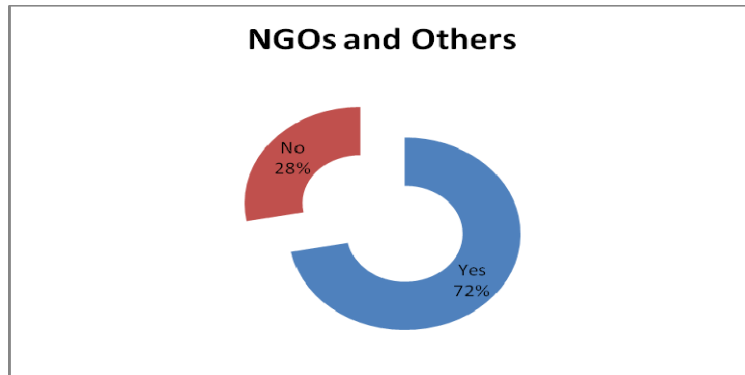
Chart13: Response on satisfaction about working relationship (Govt. offices)



(n=25; Table-13: Annexure-2)

56% respondents from the Government offices are satisfied with the working relationship between NGOs and District administration. 44% is not satisfied with the working relationship.

Char 14: Response on satisfaction about working relationship (NGOs & Others)



(n=25; Table-14: Annexure-2)

In the other hand 72% of the respondents from NGOs and other representatives are satisfied in existing working relationship.

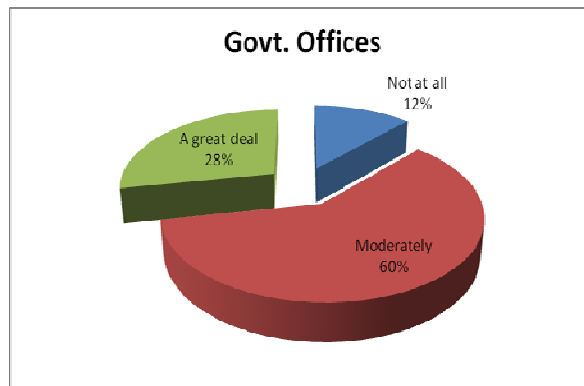
This finding is significant because majorities are satisfied with the existing relationship. These findings can be very important for increasing their future relationship.

Existing mechanism of collaboration

Next respondents were asked to know about the existing mechanism of collaboration.

Whether they are satisfied with the existing mechanism of collaboration. Both respondents from Government organizations and NGOs were asked this question.

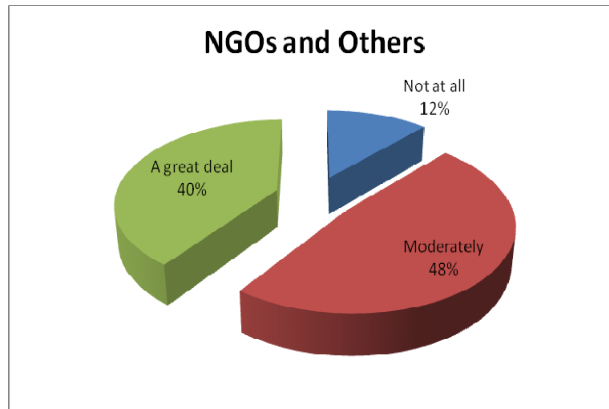
Chart 15: Response on existing mechanism (Govt. Offices)



(n=25; Table-15: Annexure-2)

Only 12% of the respondents do not satisfied with the existing mechanism. The rest are satisfied and 28% are satisfied in great deal.

Chart 16: Response on existing mechanism (NGO & Others)



(n=25; Table-16: Annexure-2)

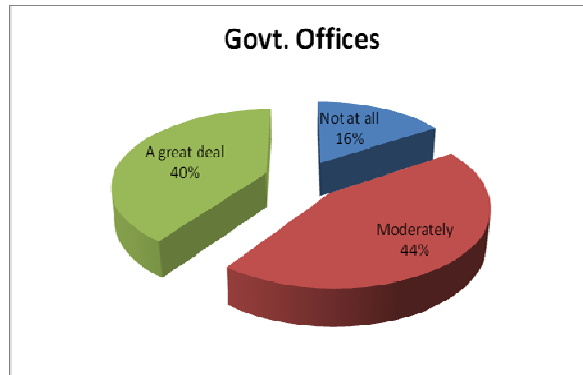
In case of NGOs and others this response is also very positive. 40% of the respondents are highly satisfied, 48% is moderately satisfied and 12% are not satisfied.

Satisfaction level relating to existing mechanism is high for both kinds of respondents. As government organizations are relatively in a controlling position in this mechanism, so their satisfaction is comparatively higher in this question.

Contribution of committee

In District level there are certain committees. These committees include members both from the Government organizations and also from the NGOs and other representatives. Question was asked to both parties to know about the contribution of committees to ensure collaboration.

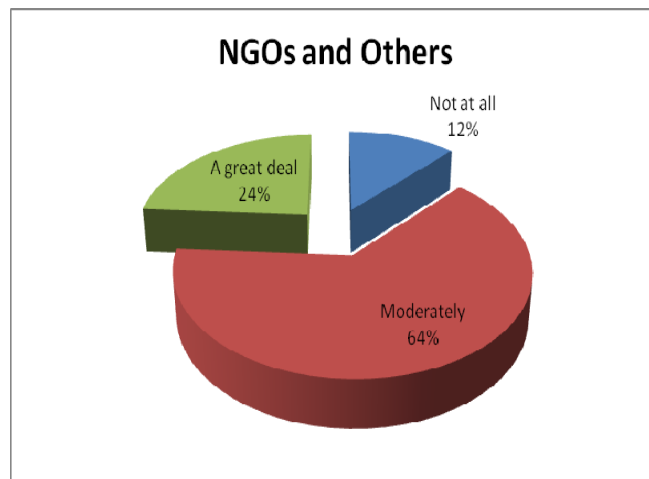
Chart 17: Response on committee's contribution (Govt. offices)



(n=25; Table-17: Annexure-2)

Only 16% respondents of the Government organizations think that committees do not contribute to collaboration. But 44% give their opinion for moderate contribution and 40% give the opinion that committees contribute a lot in collaboration.

Chart 18 : Response on committee's contribution (NGO & Others)



(n=25; Table-18: Annexure-2)

Respondents from NGOs and other representatives also have very positive opinion about contribution of committees in collaboration. 88% respondents are in favor of collaboration.

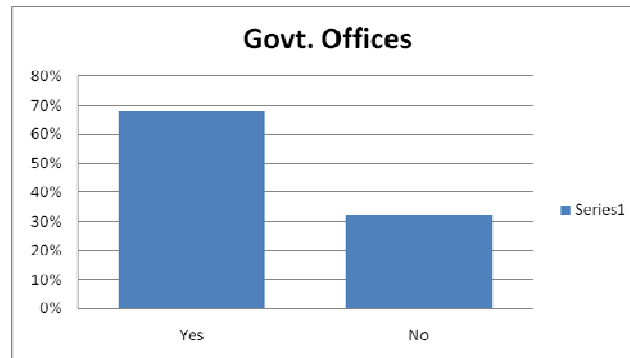
Most of the respondents believe that the committees contribute lot in ensuring collaboration. In DC office every month one meeting held called DCC meeting. This

meeting is very important for the overall performance of the District including both Govt. and NGOs. Majority of the respondent think regular meeting can increase collaboration.

Supervision

Supervision could be one important way to increase collaboration. Question was asked to know whether supervision can facilitate the process of collaboration. This question was for both the parties.

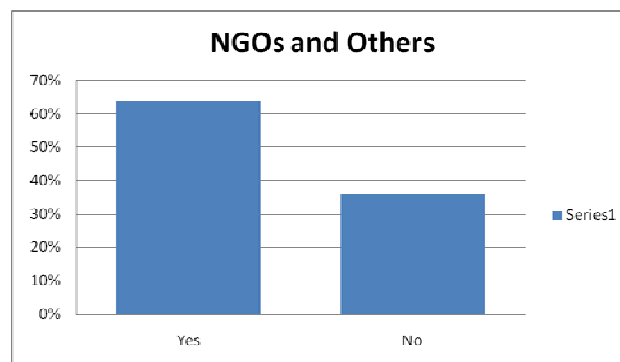
Chart 19: Response on supervision (Govt. offices)



(n=25; Table-19: Annexure-2)

68% of the Government officials give their opinion in favor of supervision.32% of the respondents think that supervision cannot increase collaboration.

Chart 20: Response on supervision (NGO & Others)



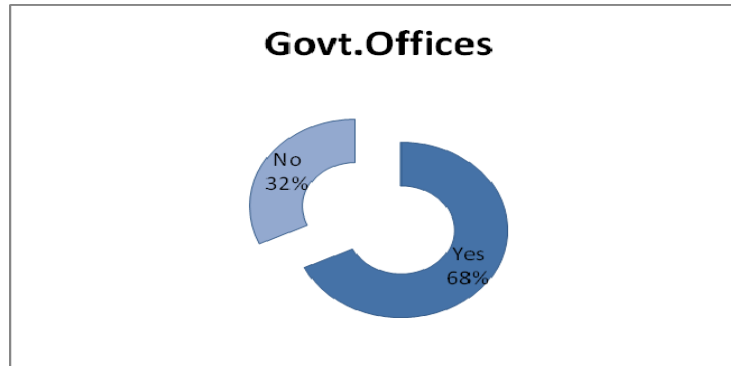
(n=25; Table-20: Annexure-2)

64% respondents from the NGOs and other representatives are in favor of supervision. But 36% thinks that supervision cannot increase collaboration.

Opportunity to involve in collaboration

The respondents from both the Government Organizations and NGOs and others were asked to know whether in their organization, employees have the opportunity to involve in collaboration process.

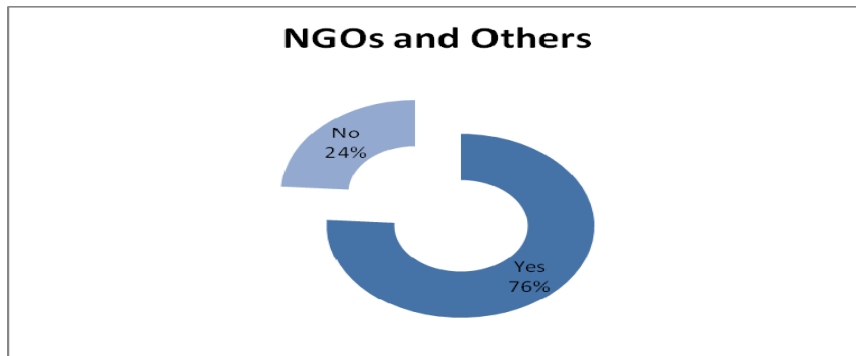
Chart 21: Response on involvement opportunity (Govt. offices)



(n=25; Table-21: Annexure-2)

68% respondent from the Government organizations think that in their organization employees have the opportunity to be involve in collaboration.32% think that there is no opportunity to be involve in the collaboration process.

Chart 22: Response on involvement opportunity (NGO & Others)



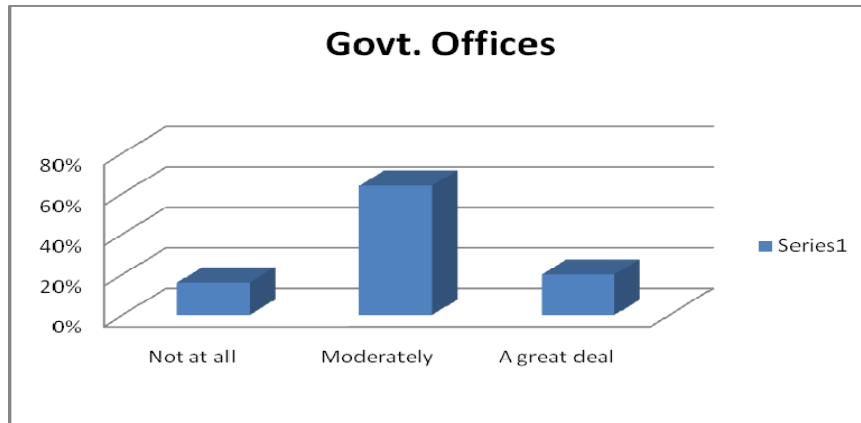
(n=25; Table-22: Annexure-2)

76% respondent from the NGOs and other representatives think that in their organization employees have the opportunity to be involved in collaboration. 24% think that there is no opportunity to be involved in the collaboration process.

Confidence over the success of collaboration

The respondents from both the Government Organizations and NGOs and others were asked to know whether they have confidence over the success of collaboration.

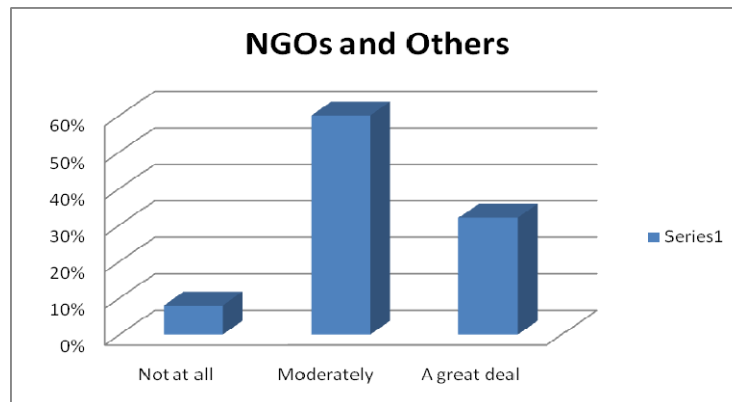
Chart 23: Response on confidence over the success (Govt. offices)



(n=25; Table-23: Annexure-2)

Only 16% respondents from the Government organizations does not have confidence over collaboration. But 64% respondents have moderate confidence and 20% of the respondents have a great confidence in collaboration.

Chart 24: Response on confidence over the success (NGO & Others)



(n=25; Table-24: Annexure-)

92% respondents from the NGOs and other have confidence on collaboration.

Majority of the respondents have confidence in collaboration. This point is very important for the collaboration and this could be one of the most important factors for improving the process.

5.3 Findings from Data Analysis :

1. Majority of the respondent thinks that the current rules and regulations are not conducive to collaboration. 56% respondents from DC Office and Govt. offices, 64% respondents from the NGOs and other respondents think that current rules and regulations are not conducive to collaboration.

2. The respondent emphasis on informal communications. 68% respondents of the DC office and Govt. offices, 76% of the NGOs and the other respondents give their opinion about informal communication. According to them lack of informal communication hamper the collaboration process. That means more the informal communication it will increase the collaboration.

3. Majority of the respondents has confidence in collaboration.88% respondent from DC Office, 75 % respondents from the NGOs and 87% of the other respondents have their confidence in collaboration. This point is very important for the collaboration and this could be one of the most important factors for improving the process.

4. Most of the respondents believe that the committees contribute lot in ensuring collaboration. In DC office every month one meeting held called DCC meeting. This meeting is very important for the overall performance of the District including both Govt. and NGOs. Majority of the respondent think regular meeting can increase collaboration.

5. Respondents believe that supervision can facilitate the process of collaboration.68% respondents from DC office and Government office thinks that supervision increase collaboration. In case of NGOs and other respondents 64% think that supervision increase collaboration.

6. NGOs obtain feedback from DC Office. DC Office undertakes follow up actions. On that basis their mutual belief to each other increases. And this ultimately leads to collaboration.

7. Respondents are satisfied with the working relationship with NGO and District administration. 68% respondents from the DC office and Government office employees are satisfied with the current working relationship.76% respondents from NGOs and other representatives are satisfied with working relationship.

8. In both DC Office and NGOs, staffs have the opportunity to involve in collaboration process.

9. In Government Organizations rules are not flexible. But in case of NGOs the organizational approach is more open to collaboration.

10. Government organizations are more routine and follow the rule based procedure. But NGOs are task oriented and according to project flexibility changes.

5.4 Some Reality Revealed

In case of GO-NGO collaboration there are mainly two parties involved. Government sector has more control and authority over the NGOs. As a result the NGO sector people is not that much strong in bargain with the Government sector. As a result they are not very open to disclose all the facts. So building trust between the two sectors is very important. In that case informal relationship is very important. In District level there are different occasions where DC Office and NGOs get the opportunity to interact with each other. This kind of informal relationship will be helpful for GO-NGO collaboration.

5.5 Consistency with Analytical framework

This part will look into the findings discussed in the previous chapter and try to make an effort to find whether they have any consistency with the analytical framework. Basically it will summarize the findings according to the analytical framework in a cohesive manner. The analytical framework of this research has four indicators of two independent variables. The study assumes that that those variables affect the collaboration. Now let us have a quick look what data has revealed in the previous chapter.

The independent variables of this study were Legal and statutory framework, Attitude towards the NGOs from the DC office perspective. From the NGOs independent variables were Organizational Goal and Project Priority.

Data shows that the existing rules and regulations are not conducive to collaboration. From Government Organizations perspective the rules and regulations are not flexible to include the NGOs in collaboration process.

The respondent emphasis on informal communications. According to them lack of informal communication hamper the collaboration process. That means more the informal communication it will increase the collaboration.

NGOs provide feedback to DC Office. DC Office undertakes follow up actions. On that basis their mutual belief to each other increases. And this ultimately leads to collaboration.

Respondents are satisfied with the working relationship with NGO and District administration. 68% respondents from the DC office and Government office employees are satisfied with the current working relationship.76% respondents from NGOs and other representatives are satisfied with working relationship.

5.6 Implications

The above discussions have summarized the findings of the previous chapter in line with the analytical framework and depicted a compact image of the conditions prevailing in District level. Through various indicators this chapter has drawn a definitive shape of the variables in this study. The next chapter is expected to draw conclusions from the findings about the variables structured in the analytical framework.

CHAPTER SIX: CONCLUSIONS & RECOMMENDATIONS

6.1 Introduction

This chapter will attempt to find the answers of the research questions in light of the previous discussions in chapter 4 and 5. It will also try to evaluate how far it has been successful in finding the answers of the research questions. At the end it will draw a conclusion and propose some recommendations for policy makers. Purpose of this study is to find the answer of two research questions: a) what is the present state of collaboration between DC Office and NGO at the District level? b) is the role of District administration is supportive to NGO activities in the context of Bangladesh?

6.2 Findings

Four variables were undertaken to assess the level of collaboration between GO and NGO in this study. The study reveals that existing legal framework has not been conducive to enhance collaboration. However the other variables like attitude, interaction, treatment, co-operation, intention, and priority have positively influenced collaboration. They have placed positive impact on the level of collaboration between GO and NGO.

From the discussion it is found that the present state of collaboration between DC Office and NGOs at district level is quiet satisfactory. In Bangladesh Govt. sector still dominates in the GO NGO interaction. So the NGOs are interested to keep good relationship with the Government organizations. Under the present scenario District administration is also supportive to NGO activities. Mindset of the Government employees has changed. As a result working relations with NGOs and other sectors also changed.

6.3 Recommendations

The study recommends that there should be specific, clear-cut, and conducive rules and regulations to upgrade or enhance the level of collaboration between GO and NGO.

More emphasis should be given on features like complimentary activity and increase frequency of interaction, more interactions fosters more understanding and they reduce complexity. More concentration on mutual belief and utilizing individual potential

ultimately lead on effective collaboration from both GO and NGO will be benefited at the same time collaboration will be fruitful. The study recommends to-

- Update the existing rules and regulation concerning with NGOs.
- Role of the Government sector and NGOs should be complimentary so that both parties can be benefited from interaction with each other.
- Sanction special allocation in the budget like PPP so that they can operate in more independent way when financial matters involve.
- Take necessary measures and initiatives to increase interaction between both parties through awareness building campaign with the help of both print and electronic media.
- Simplify operational procedure.
- Resources can be mobilized through mutual interaction.

6.4 End Notes

Collaboration between Government and NGOs is being considered as a means to be able to go forward in the process of development. As development is a multi dimensional issue so none of the party can work as an isolated entity. Each sector is distinct from the other but has own potential. In social sector two and two can make five. In case of collaboration the parties can work as catalyst where each can produce the best result by interacting with the other. The recent global development perspective focus on the fact that the Government and the third sector play the most significant role in the process of development as the main target of the both sectors is to gain development for the public. At the same time their mutual relationship becomes the principal determinants that determine what role would be played by them in a particular country. So to be successful in achieving the development goal Government and NGOs have to work together. Only then collaboration in all three sectors can provide a fruitful result.

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Annexure-1 Questionnaires

INTERVIEW FORM (FOR GOVERNMENT OFFICIALS)

(Information disclosed in this interview shall only be used for research work)

Name:

Office:

Age:

Sex:

1. What do you know about collaboration process in District level?
2. How does collaboration takes place in District level?
3. Are the rules flexible enough to include NGOs in Govt. activities?
4. How do you (Govt. officers & staff) treat the NGO people?
5. Do you think that the existing rules and regulations are conducive to collaboration?
a)Yes b) No
6. What roles does DC Office play in ensuring collaboration in District level?
7. What factors affect collaboration process in District administration?
8. Does your office have any effective supervision system to ensure collaboration?
a)Yes b) No
9. What in your opinion are the major challenges/obstacles to collaboration?
10. Which of the following practices of collaboration are followed?
a)Feedback b)Consultation
11. What level of interactive relationship does exist between the GO and NGO at district level?
a) Low b) Medium c) High
12. In your opinion, to what extent does the Committee System contribute to enhancing the collaboration in District level?

a) Not at all b) To some extent c) Moderately d) A great deal

13. Do you think that informal communication facilitates collaboration?

a) Yes b) No

14. How does informal communication takes place in District level?

15. Do you believe that supervision, in general, can facilitate the process of coordination?

a) Yes b) No

16. Do you undertake any follow up actions in the light of the feedback from NGOs?

a) Yes b) No

17. How much confidence do you have over the process of collaboration?

a) Not at all b) low c) Moderately d) A great deal

18. How satisfied you are with the existing mechanism of collaboration?

a) Not at all b) Low c) Moderately satisfied d) Satisfied

19. Do you think that lack of collaboration affects the smooth implementation of national policies and programs?

a) Yes b) No

INTERVIEW FORM (FOR NGOs & OTHERS)

(Information disclosed in this interview shall only be used for research work)

Name:

Office:

Age:

Sex:

1. What do you know about collaboration process in District Administration?

2. How does collaboration takes place in District level?

3. What roles does DC Office play in ensuring collaboration in District level?

4 . Do you find any problems while dealing with GO your works?

a) Yes b) No

5. What factors affect collaboration process in District administration?

6. Do you think that lack of collaboration affects the smooth implementation of programs?

a) Yes b) No

7 . Are the organizational goals open to work in collaboration with GO?

a) Yes b) No

8. Are priorities given to the projects which work in collaboration with the GO?

a) Yes b) No

9. Have you got desired cooperation from the officers and staff of the DC office?

a)Yes b) No

10. What kind of treatment have you got from the officers and staff of DC office?

a) Honorable b) Acceptable c)Indifferent

11. What level of interactive relationship does exist between the GO and NGOs in the District level?

a) Very Low b) Low c) Medium d) High

12. Do you think that the existing relationship between GO and NGO is helpful for collaboration?

a) Yes b) No

13. In your opinion, to what extent does the Committee System contribute to collaboration?

a) Not at all b) Moderately c) A great deal

14. Do you think that informal communication facilitates collaboration?

a) Yes b) No

15. How does informal communication take place in District level?

16. How often do you interact with DC Office?

a) Once a week b) Twice a week c) Once a month

17. Do you believe that supervision can facilitate the process of collaboration?

a) Yes b) No

18. Do you think that your feedback reflected in collaboration?

a) Yes b) No

19. How much confidence do you have over the success of collaboration?

a) Not at all b) Low c) Moderately d) A great deal

20. How satisfied you are with the existing collaboration process at district level?

a) Not at all b) Low c) Moderately satisfied d) Highly satisfied.

Annexure-2 List of Tables

Table1- Flexibility of rules-to include NGOs in Govt. activities

DC Office & GO [n=25]

Response	Percentage
Yes	36%
No	64%
Total	100%

Table2- Treatment with the NGO people

DC Office & GO [n=25]

Response	Percentage
Yes	72%
No	28%
Total	100%

Table 3 -Customer participation in the collaboration process

DC Office & GO [n=25]

Response	Percentage
Yes	64%
No	36%
Total	100%

Table 4 Interaction- feedback from NGOs

DC Office & GO [n=25]

Response	Percentage
Yes	60%
No	40%
Total	100%

Table 5 -Organizational openness to work in collaboration with GO

NGO and others [n=25]

Response	Percentage
Yes	72%
No	28%
Total	100%

Table 6- Participatory collaboration process

NGOs and others [n=25]

Response	Percentage
Yes	56%
No	44%
Total	100%

Table 7- Project Priority to work in collaboration with the GO

NGOs and others [n=25]

Response	Percentage
Yes	80%
No	20%
Total	100%

Table 8- Reliability on GO

NGOs and others [n=25]

Response	Percentage
Yes	68%
No	32%
Total	100%

Table 9- Existing rules and procedures are conducive to collaboration

DC Office & GO [n=25]

Response	Percentage
Yes	44%
No	56%
Total	100%

Table 10- Existing rules and procedures are conducive to collaboration

NGOs & Others [n=25]

Response	Percentage
Yes	36%
No	64%
Total	100%

Table 11- Informal communication to collaboration

DC Office & GO		[n=25]
Response	Percentage	
Yes	68%	
No	32%	
Total	100%	

Table 12- Informal communication to collaboration

NGO & Local representative		[n=25]
Response	Percentage	
Yes	76%	
No	24%	
Total	100%	

Table 13- Working relationship between NGO and GO

DC Office & GO		[n=25]
Response	Percentage	
Yes	56%	
No	44%	
Total	100%	

Table 14- Working relationship between NGO and GO

NGOs & Others		[n=25]
Response	Percentage	
Yes	72%	
No	28%	
Total	100%	

Table 15- Satisfaction with mechanism of collaboration

DC Office & GO		[n=25]
Response	Percentage	
Not at all	12%	
Moderately	60%	
A great deal	28%	
Total	100%	

Table 16- Satisfaction with mechanism of collaboration

NGO & Local representative [n=25]

Response	Percentage
Not at all	12%
Moderately	48%
A great deal	40%
Total	100%

Table 17- Contribution of committees to collaboration

DC Office & GO [n=25]

Response	Percentage
Not at all	16%
Moderately	44%
A great deal	40%
Total	100%

Table 18- Contribution of committees to collaboration

NGO & Local representative [n=25]

Response	Percentage
Not at all	12%
Moderately	64%
A great deal	24%
Total	100%

Table 19-Supervision in facilitating collaboration

DC Office & GO [n=25]

Response	Percentage
Yes	68%
No	32%
Total	100%

Table 20-Supervision in facilitating collaboration

NGO & Local representative [n=25]

Response	Percentage
Yes	64%
No	36%
Total	100%

Table 21- Employees opportunity to involve in collaboration

DC Office & GO

[n=25]

Response	Percentage
Yes	68%
No	32%
Total	100%

Table 22- Employees opportunity to involve in collaboration

NGO & Local representative

[n=25]

Response	Percentage
Yes	76%
No	24%
Total	100%

Table 23- Confidence over the success of collaboration

DC Office & GO

[n=25]

Response	Percentage
Not at all	16%
Moderately	64%
A great deal	20%
Total	100%

Table 24- Confidence over the success of collaboration

NGO & Local representative

[n=25]

Response	Percentage
Not at all	8%
Moderately	60%
A great deal	32%
Total	100%