

## Chapter 2

# The Birth of CDS-IV

Kiran Sankar Sarker (Wilde, 2000)

To reduce the social, institutional and environmental vulnerability faced in char areas, development interventions were necessary to provide a sense of security at different levels and to unleash the development potential that the chars offer (Wilde, 2000). The Governments of Bangladesh and the Netherlands cooperated to work on char development and settlement, starting with the inception of the Netherlands-supported Land Reclamation Project (LRP) in 1977. During this project, which ended in 1991, the focus shifted from surveys and trials of land accretion to the development of new land. In order to continue both planning and land development activities, the LRP was then split into two separate projects: the Meghna Estuary Study (MES), for water-based surveys and trials, and the Char Development and Settlement Project (CDS-IV), a land-based rural development project. In an environment where vulnerability is the most prominent feature, additional investment by the settlers can only be expected if they are provided with a sense of security. Much of CDS-IV interventions are geared towards that purpose (Wilde, 2000).

**Table 2.1.** Chronology of main events

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1975	Identification Mission commissioned by the Government of the Netherlands
May 1977	An Agreement arranging the technical cooperation between the Bangladesh Government and The Netherlands Government was signed
December 1977	LRP started formally
1981	Construction of a pilot polder at Char Baggar Dona started
1986	Settlement of landless in Char Baggar Dona started
November 1990	Appraisal Mission recommended the termination of LRP by mid-1991

September 1994	Char Development and Settlement Project (CDSP-I) started
September 1999	CDSP-II started (1999-2005)
February 2002	ICZM initiative <sup>1</sup> launched
July 2002	Mid Term Review Mission by the Netherlands recommended continuation of CDSP-II and extension of activities in Boyer Char
February 2004	Governments of Bangladesh and the Netherlands agreed the next phase
October 2005	CDSP-III starts for a period of 4 years and later extended for another 3 years (2005-2011)
March 2011	CDSP-IV starts (2011-2018)

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The long-term development objective of the project is defined: ***‘To bring about an improvement in the economic situation and in the living conditions of the coastal chars’*** and the project objectives are:

- Promotion of an institutional environment to sustain CDSP and similar interventions.
- Accumulation and dissemination of data and knowledge on the coastal areas.
- Direct improvement of the economic and social situation of people in a number of coastal chars areas in a sustainable way.

In its first phase, **CDSP-I** (1994-1999) developed three chars covering 6,800 ha in Noakhali District: Char Baggar Dona II, Char Majid and Char Bhatir Tek. A wide variety of activities were undertaken, ranging from infrastructure and water management to community development and health. Experience with char development in LRP and CDSP-I had led to the accumulation of considerable knowledge of the physical and socio-economic characteristics of the char areas as well as the potentials and constraints in char development.

An important factor that shaped **CDSP-II** (1999-2005) was the Integrated Coastal Zone Management (ICZM) concept that started to gain impetus in the late nineties (see Box 1). With the establishment of the ICZM framework, the demand for the experience gained in the coastal areas increased. During CDSP-II, there was room to pay proper attention to increasing the knowledge base in char development as well as to the dissemination of this knowledge.

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<sup>1</sup> To develop the ICZM concept, a Project Development Office (PDO-ICZM), located under the Water Resources Planning Organization (WARPO) was established in 2002.

### **Box 1: The ICZM Concept**

The specific coastal ecosystems, the vulnerability of the coastal zone due to natural disasters, and the land use conflicts justify a specific development approach for the coastal zone. The need for such a specific approach was already recognized in the early eighties. Initiatives from the Government of Bangladesh (GoB) and some donor agencies (UNDP, FAO) did not get the proper follow-up because of lack of political support at that time.

In the late nineties, the ICZM concept again gained momentum through initiatives of the Government and the donor community led by the World Bank. In 1999, the GoB produced an ICZM Concept Paper (Integrated Coastal Zone Management: Concepts and Issues; 1999) and a large-scale ICZM programme was planned to be launched in 2002; ongoing programmes and projects in the coastal zone, like CDSP, would become part of this ICZM programme. With the withdrawal of the World Bank from ICZM, the implementation of the ICZM concept lost part of its thrust. The Government of the Netherlands (GoN) and later on DFID continued with ICZM and funded the first step in the development of the ICZM concept; the elaboration of an ICZM policy framework.

It is the responsibility of the Ministry of Water Resources and the Water Resources Planning Organisation to take a lead and follow up the objectives of ICZM.

CDSP-II contributed to the development of the ICZM framework through participation in the ICZM forums. The ICZM context in CDSP is reflected in the project objectives (see Table 2.3) and in the incorporation of the 'ICZM building blocks': (i) study on fresh water storage, (ii) study on coastal agriculture, (iii) the local level planning pilot. For the pilot on Local Level Planning, assistance was provided to four Unions in four Districts in participatory planning as well as in building the Union database. The resulting Union Development Plans were supported by partly financing some priority projects.

CDSP-II also covered a larger project area (33,000 ha with a population of 400,000), but with a more limited range of activities and a stronger institutional base. It took a more regionally based approach and dealt with both protected and unprotected areas.

CDSP-II resulted in a number of 'lessons learned'; there are two 'lessons' which are of particular relevance: (i) the sustainability of CDSP interventions and closely related to this (ii) the internalisation of char development

#### **CDSP-I (1994-1999)**

4 polders (CBD – I, CBD –II, Char Majid, Bhatir Tek) in Noakhali District

#### **CDSP-II (1999-2005)**

7 areas, including 5 non-poldered areas in Lakshimpur, Noakhali, Feni and Chittagong Districts.

#### **CDSP-III (2005-2011)**

2 areas in Noakhali and Lakshimpur Districts

#### **CDSP-IV (2011-2018)**

5 Chars (Char Nangulia, Noler Char, Caring Char, Urir Char and Char Ziauddin) Command area: 30,683 ha

concepts as developed during CDSP-I and II into the government agencies (see Chapter 13 for detail).

CDSP-II was followed by **CDSP-III** (2005-2011) which was meant to consolidate and monitor the achievements of earlier phases, while at the same time embarking on an intervention programme, specifically in Boyer Char covering about 6,500 ha in Noakhali and Lakshmipur districts. Also, the project needed to establish a bridge to a future char development programme by undertaking feasibility studies.

CDSP-III was followed by **CDSP-IV**, which was implemented from March 2011 until December 2018. The project was financially supported by the United Nations International Fund for Agricultural Development (IFAD), the Netherlands Government, and the Government of Bangladesh. The focus of the activities of CDSP-IV was on the development of five new chars: Char Nangulia, Noler Char and Caring Char (these three chars are contiguous); Urir Char and Char Ziauddin. The total extent of these chars is around 25,000 ha, with an estimated population of 170,000 in 29,000 households (See Table 2.2). The chars are located in Noakhali and part of Chittagong district. See the map of the CDSP-IV area in Figure 2.1.

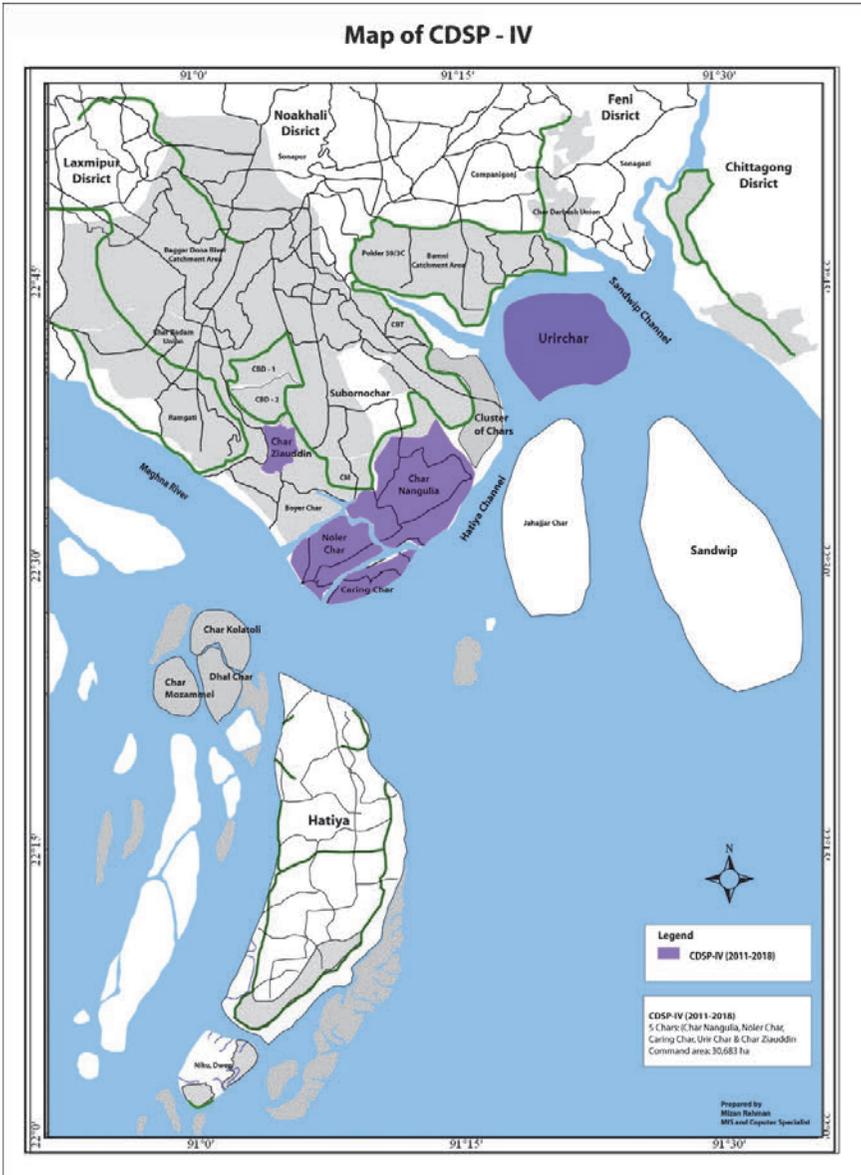


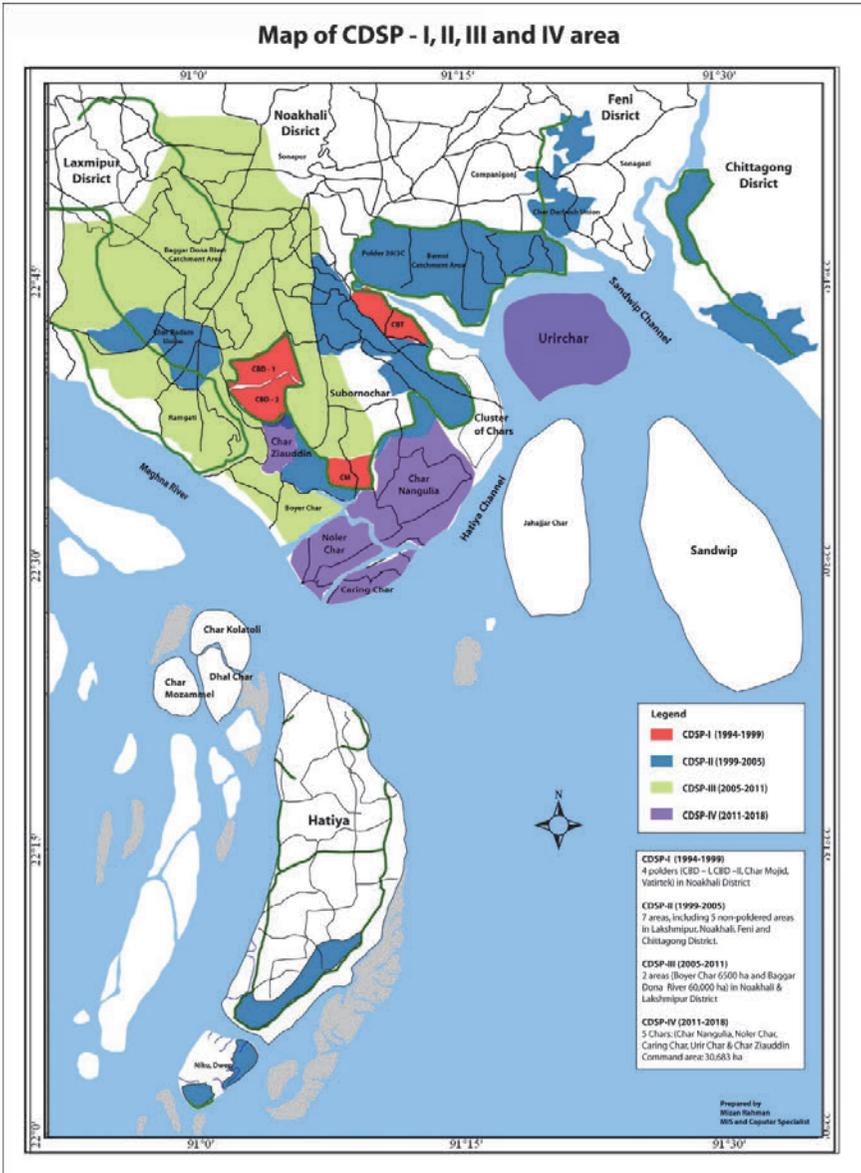
Fig. 2.1. Map of the CDSP-IV area.

**Table 2.2.** Area, population, and households (HH) of chars under CDSP-IV.

<b>Name of the <i>char</i></b>	<b>Area (hectare)</b>	<b>Population</b>	<b>Households</b>
Char Nangulia	8,530	89,000	15,000
Noler Char	2,560	36,000	6,000
Caring Char	2,200	15,500	2,600
Urir Char	10,824	16,500	2,725
Char Ziauddin	1,943	14,000	2,380
<b>Total</b>	<b>26,057</b>	<b>171,000</b>	<b>28,705</b>

These chars accreted over 20-40 years and settlement started 11-15 years ago, except for Urir Char. In Urir Char, people were settled before the 1970s. The settlers are mainly from river eroded adjacent areas like Hatiya, Bhola, Ramgati, Companiganj and Sandwip.

The project continued support to the areas of CDSP-I, II and III with Operation and Maintenance activities and land settlement (in particular in Boyer Char). It also conducted feasibility studies in areas where future char development programmes might be undertaken.



**Fig 2.2:** Map showing the location of the different phases of CDSP.

In CDSP-IV, there were six project components: protection from climate change; climate change resilient infrastructure, and water supply and sanitation; land settlement and titling; livelihood support; institutional development; knowledge management. The components and their direct linkage to project objectives are listed in Table 2.3.

The objectives at output level directly follow the results of the actual project activities and do indeed address the major problems that are at stake in the chars. In terms of substance, major challenges can, to a large extent, be addressed independently from each other. There are however interconnections at a practical level. For example, number and size of bridges and culverts (part of output “climate resilient infrastructure”) have a direct bearing on the water management in the area concerned (output “water resources managed effectively”). Having a title on the land that a family occupies (output “secure land titles”), will substantially contribute to their socio-economic position and capability to cope with the vulnerabilities in the chars (output “improved livelihoods and household resilience”). In addition, all these four outputs feed, for a large part via the Monitoring and Evaluation system, into the output “knowledge management and lessons for ICZM”, and vice versa.

**Table 2.3.** CDSP-IV components and the respective objectives.

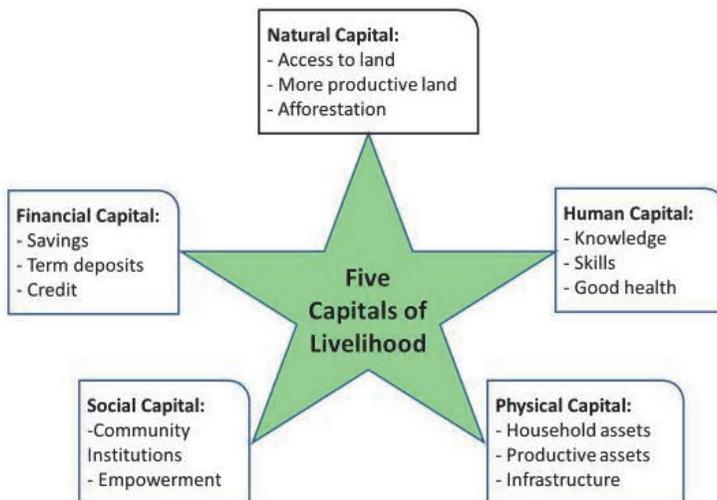
<b>Component</b>	<b>Sub-components</b>	<b>Activities</b>	<b>Objectives at Output levels</b>
1. Protection from climate change:	1.1 Water management	(a) sea dykes; (b) internal embankments; (c) drains and canals;	Effective management of water resources, protection against tidal and storm surges, improved drainage
	1.2 Social forestry	(d) water control sluices; (e) Water Management Organisations; (f) water infrastructure maintenance; (g) formation of social forestry groups; (h) tree planting on embankments, roadsides, foreshores, mudflats etc; (i) plantation caretaking	
2. Climate resilient infrastructure:	2.1 Internal infrastructure	(a) village and union roads and bridges; (b)	Climate resilient internal infrastructure for communication, markets, cyclone shelters, provision of potable water and hygienic sanitation
	2.2 Water and sanitation	cyclone shelters & killas (animal shelters); (c) rural markets; (d) deep tube wells; (e) drinking water ponds and rainwater collection; (f)	

Component	Sub-components	Activities	Objectives at Output levels
3. Land settlement and titling:		hygienic latrines; (g) Labour Contracting Societies for construction; (h) O&M user groups; (i) market management committees; (j) infrastructure maintenance (a) surveys to assess availability of land and current ownership status; (b) selection of target group households; (c) process of land titling; (d) computerized land record management system	Provision to the settlers of a legal title to land
4. Livelihood support:	4.1 Agricultural support  4.2 Social and livelihood support	(a) formation of groups; (b) identification of appropriate technologies; (c) capacity building of service providers; (d) crop training and demonstrations; (e) other skill training; (f) access to livelihood opportunities and markets; (g) promotion of better health and hygiene; (h) social support and rights; (i) disaster preparedness and climate change resilience	Improved livelihoods and household resilience
5. Institutional development:		(a) field level institutions (FLI); (b) local	Institutional development in order to create

Component	Sub-components	Activities	Objectives at Output levels
		government institutions; (c) Gender Action Plan (GAP)	an enabling institutional environment
6. Knowledge management:		(a) studies and surveys; (b) Monitoring & Evaluation	Knowledge management through undertaking and disseminating surveys and studies and by learning from and contributing to ICZM efforts

Robert Chambers' fundamental concept of five livelihood capitals, namely: human capital, social capital, physical capital, natural capital and financial capital, form the pillars of the sustainable livelihood development approach and have particular relevance to the CDSP interventions, as they aim to strengthen all of these five capitals. See below for the five capitals and the interventions of CDSP-IV for each of these capitals.

### Five Capitals of Sustainable Livelihoods



The five different livelihood capitals interact with each other, with each one supporting and enhancing the other four capitals. This is shown in **Table 2.4**. The horizontal rows show how each of the capitals named in the left-hand column enhance and support each of the capitals named across the top row of the table. These five capitals have combined to increase household income significantly and enable households to diversify their livelihoods into new farm and non-farm enterprises (CDSP-IV TR 13, 2017).

“The people of the coastal area have won land, agricultural fields and necessary infrastructure. We hope that soon the chars will no longer be poverty hotspots”, Bazlul Karim, deputy team leader of CDSP-IV.

**Table 2.4.** Complementary linkages between livelihood capitals.

	Natural	Human	Physical	Social	Financial
Natural			Income from farming land used to purchase assets	Obtaining a secure title to land is empowering, especially for women	Formal ownership of land makes household more credit-worthy
Human	Improved knowledge and skills help make land more productive		Knowledge and skills are needed to use livestock and productive assets	Improved knowledge is socially empowering	Reduced danger from ill health reduces risk in taking micro-loans
Physical	Water control infrastructure makes land more productive	Schools in cyclone shelters educate children. Roads improve access to health services.		Roads enable social connectivity. WMG centre buildings strengthen these institutions	Roads make micro-finance provision easier. Water control infrastructure means loans are less risky.
Social	FLI monitor land allocation and titling process	FF disseminate knowledge on farming	WMG operate water control infrastructure. TUG		NGO groups operate micro-finance services

	Natural	Human	Physical	Social	Financial
			maintain DTW		
Financial	Loans invested to lease in and improve productivity of land	Loans also used for education and health expenses	Loans and savings invested in assets and livestock	Social awareness raising at micro-finance meetings	

The positive changes achieved through the project in the five livelihood capitals are discussed in detail in Chapter 11. CDSP is an example of integrated coastal zone management (ICZM) in Bangladesh. The principle of ICZM is that development problems and constraints needed to be tackled by concerted, rather than isolated interventions as poor people are not able to compensate for the missing links. The strong focus on the integration of the different approaches in addressing the multi-dimensional aspects of poverty reduction and food security makes this project stand out among the many single-sector projects dealing with poverty reduction and food security elsewhere in the country. The integration approach is based on the premise that the social and economic situation in the chars, defined by a set of vulnerabilities, cannot be meaningfully improved by one single intervention, nor by one government agency. CDSP is a multi-discipline and multi-agency development effort, undertaking a set of different interventions within the same geographical area in the timeframe of a project. The administrative basis is an umbrella Development Project Proforma (DPP), with separate DPPs for the participating agencies. This common planning and coordinated implementation, but with each agency doing what it is best at and each agency with its own money flow, is now recognized by many as being a “best practice” method of implementing multi-sectoral programmes. CDSP-IV was implemented by six government agencies with the Bangladesh Water Development Board (BWDB) as the lead agency. The roles and responsibilities of these Government of Bangladesh (GOB) agencies have been as follows:

- i) **Bangladesh Water Development Board (BWDB):** construction and maintenance of all water management related infrastructure such as embankments, sea dykes, sluices, irrigation inlets, drainage khals, closure of khals and culverts.
- ii) **Local Government Engineering Department (LGED):** construction of all non-water internal infrastructure, such as rural roads, bridges and culverts, cyclone shelters, and houses.

- iii) **Department of Public Health Engineering (DPHE):** responsible for public water supply and sanitation, with installation of deep tube wells and latrines.
- iv) **Department of Agricultural Extension (DAE):** responsible for all activities related to agricultural development, in particular field crops.
- v) **Ministry of Land (MOL):** responsible for all activities related to the process of land settlement and for the strengthening of the land settlement bureaucracy.
- vi) **Forest Department (FD):** responsible for foreshore mangrove and non-mangrove plantations, embankment and roadside plantations, nursery development and community mobilisation with training.

The project's Technical Assistance (TA) team ensures the integration and coordination of the activities of the different ministries and departments of the Bangladesh Government in the project area. The integration in CDSP went further than only the government agencies. In the coordination mechanisms NGOs were also represented by an NGO programme which was implemented in the same area and in the same period.

**Table 2.5.** Parties involved in CDSP-IV and their respective responsibilities.

<b>Agency</b>	<b>Responsibility</b>
<b>A. Government Agencies</b>	
Bangladesh Water Development Board (BWDB)	Delegated Lead Agency and responsible for main protective and water management infrastructure;
Department of Agricultural Extension (DAE)	Agricultural extension
Department of Public Health & Engineering (DPHE)	Water supply and sanitation
Forestry Department (FD) (since 2005)	Forests and afforestation
Local Government Engineering Bureau (LGED)	Internal infrastructure
Ministry of Land (MoL)	Land settlement
<b>B. NGOs</b>	
Sagarika Samaj Unnayan Sangstha (SSUS)	Responsible for specific chars
Dwip Unnayan Sangstha (DUS)	
BRAC	
Society for Development Initiatives (SDI)	
<b>C. Door Agencies</b>	
International Fund for Agricultural Development (IFAD)	Financing, monitoring
Embassy of the Kingdom of the Netherlands (EKN)	Financing, monitoring
<b>D. Technical Assistance (TA)</b>	Advisory and monitoring

The institutional set-up of the project is depicted below. The top two levels are formed by the coordinating bodies at national level (the Inter-Ministerial Steering Committee) and at project level (the Project Management Committee). The six implementing agencies report to and are coordinated by the Project Management Committee (PMC). This Committee is chaired by the Project Coordinating Director (PCD) of the BWDB, with the Project Directors (PDs) of the other five implementing agencies as members. The Team Leader (TL) and the Deputy Team Leaders (DTL) of the TA team are members as well. The TL acts as secretary to the PMC and advises the PCD in all PMC matters. The Office of the PCD of BWDB serves as the secretariat of the PMC. Main functions of the PMC are related to planning, monitoring of implementation, coordination and knowledge management and dissemination. The agencies are supported by the TA team. The TA team contracts the NGOs for specific social and livelihood support activities.

The central decision-making body and the main coordinating mechanism with regard to planning and implementation of project interventions is the PMC.

### Institutional set-up of the project

