



**Local Governance and Decentralization Programme for Union Parishad and  
Upazila Parishad**

**Component I  
UNION PARISHAD GOVERNANCE PROJECT (UPGP)**

**Component II  
UPAZILA GOVERNANCE PROJECT (UZGP)**

**EU Contribution Agreement DCI/ASIE/2012/296-095**

**PROGRESS REPORT**

**July, 2013 – June, 2014**

**Submitted on 21 September, 2014**



## List of Acronyms

ADP	Annual Development Plan
AWP	Annual Work Plan
BARD	Bangladesh Academy for Rural Development
BIDS	Bangladesh Institute of Development Studies
BIM	Bangladesh Institute of Management
B MDF	Bangladesh Municipal Development Fund
CBOs	Community-based Organizations
CEDAW	United Nations Convention on the Elimination of All forms of Discrimination Against Women
CSO	Civil Society Organizations
DC	Deputy Commissioner
DDLG	Deputy Director, Local Government
DFs	District Facilitators
DLG	Director, Local Government
DPP	Development Project Proposal
DSCC	Dhaka South City Corporation
DVFs	Divisional Facilitators
EU	European Union
FP	Focal Person
ICT	Information and Communications Technology
LG	Local Government
LGD	Local Government Division
LGIs	Local Government Institutions
LGRD & C	Local Government, Rural Development and Cooperatives
LGSP	Local Governance Support Project
LGSP-LIC	Local Governance Support Project---Learning and Innovation Component
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MI&E	Monitoring, Implementation and Evaluation
MIS	Management Information System
MoU	Memorandum of Understanding
NAPD	National Academy for Planning and Development
NEX	National Execution
NILG	National Institute of Local Government
NGOs	Non-government Organizations
NPD	National Project Director
NWDP	National Women Development Policy

PAG	Policy Advisory Group
PB	Project Board
PM	Project Manager
PMU	Project Management Unit
PSC	Project Steering Committee
RDA	Rural Development Academy
SDC	Swiss Agency for Development and Cooperation
SC	Standing Committee
ToR	Terms of Reference
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNOs	Upazila Nirbahi Officers
UZGP	Upazila Governance Project
UP	Union Parishad
UPGP	Union Parishad Governance Project
UZP	Upazila Parishad
VAT	Value Added Tax
VC	Vice Chairman
VAW	Violence Against Women
WDF	Women Development Forum
WS	Ward Shavas

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# 1. SUMMARY AND CONTEXT OF THE ACTION

## 1.1 Description

Name of beneficiary institution of grant contract:	United Nations Development Programme
Name and title of the Contact Person:	Pauline Tamesis, Country Director
Name of partner in Action:	Local Government Division, Ministry of Local Government, Rural Development and Co-operatives (MoLGRDC); Upazila level line departments Local Government Engineering Department (LGED), the National Institute of Local Government (NILG), the Bangladesh Academy for Rural Development (BARD), the Rural Development Academy (RDA), Bangladesh Institute of Management (BIM), National Academy for Planning and Development (NAPAD), UNDP and UNCDF
Title of the Action:	Local Governance and Decentralization Programme for Union Parishad and Upazila Parishad
EU Contribution Agreement:	DCI/ASIE/2012/296-095
Project Budget:	EUR 25,822,400
Project Start Date:	25 August 2011
Project End Date:	24 June 2017
Target country:	Bangladesh
Target beneficiaries	<p>UPGP: 564 Union Parishads of the seven Districts and their elected members and secretaries including 404 UPs selected for the performance grants.</p> <p>UZGP: 487 Upazila Parishads and their elected members, including 14 Upazilas selected for fiscal grant facility. All 487 Upazilas nationwide as recipient of the capacity development support.</p>

## 1.2. Background and Area

### 1.2.1. Brief Description of Context in Which the Action Was Formulated

Local Governance and Decentralization Programme for Union Parishad and Upazila Parishad is part of the overall Programmatic Framework for UNDP and UNCDF support to the Government of Bangladesh in Local Governance reforms, assisted by the European Union and the Governments of Denmark and Switzerland. The two components of the Programme - UPGP (Union Parishad Governance Project) and UZGP (Upazila Governance Project) - are based on successes and lessons learned from the previously implemented projects - Sirajganj Local Government Development Fund Project (SLGDFP) piloted in 2000-2006, Local Governance Support Project: Learning and Innovation Component (LGSP-LIC) in 2007-2012 and Preparatory Assistance to UZP in 2009-2011.

**Union Parishad (UP)** is an elected local government institution, responsible for providing various services to citizens and coordinating many aspects of local rural development in Bangladesh. The Union Parishad Act 2009 introduced new dimensions in the operations of UPs, which include a citizen participation platform (Ward Shava), provisions to implement Citizen Charters, provisions to implement Right to Information Act, use of information technology and deployment of additional staff from different line departments of seven Ministries<sup>1</sup>. These new dimensions significantly enhance the role and impact of UPs on local development. UPGP complements LGSP II in addressing fiscal issues of UP and, simultaneously, strengthening their democratic accountability and governance.

The **Upazila Parishads (UZP)** are the second tier of local government, re-introduced in 2009 after a gap of 18 years, with the election of 482 UZPs. The number of Upazilas now stands at 487, each with an average population of 300,000. UZPs are entrusted to anchor local democracy, undertake local development and ensure efficient public service delivery within the realm of citizen engagement, accountability and transparency. As the government has undertaken administrative decentralization, 17 designated departments now have Upazila level presence. The Upazila Nirbhai Officer (UNO) has been appointed to act as the vertical and horizontal point of administrative coordination with Central Government, UZP and local administration.

Local Government Institutions (LGI) in general and UZP in particular are facing a number of challenges to their institutional efficiency and effectiveness. These include capacity constraints, limited institutional practice of processes under law and non-availability of elaborative rules and regulations. Poor coordination between Upazila Parishads (councils) and the devolved departments further the fiscal limitations in terms of their collective capacity to plan, budget and ensure service delivery as per available resources to address local level development.

The UZGP is positioned to assist the Government of Bangladesh to implement the local governance reforms, including providing support to identifying and overcoming the various challenges. Both projects (UPGP & UZGP) are designed to improve functional and institutional capacities of the local government institutions so they can deliver pro-poor infrastructure and services in a more effective, efficient and accountable manner.

### 1.2.2. Implementation Modality Adopted

The UZGP and UPGP are Nationally Implemented Projects (NIM), in accordance with the National Implementation Manual, adopted in December 2004 by the Economic Relations Division (ERD), Ministry of Finance and UNDP. While following an identical implementation modality, the UZGP and UPGP projects have an independent structure, as elaborated below:

The *National Project Director (NPD)*, of the rank of Additional Secretary of LGD, leads each project. The NPD is assisted by the Joint Secretary who is the project's Focal Person from the LGD, and by the Project Manager recruited by UNDP.

The *Project Steering Committee (PSC)* is chaired by the Secretary, LGD, and provides strategic guidance and oversight to the project. Separate PSCs have been established for UPGP and UZGP, which act as the key decision-making body for these projects. The PSC provides policy guidelines, reviews all aspects of the project progress against targeted results, including examination of lessons learned and service delivery, and ensures coordination with other national initiatives and development projects. The PSC members include representatives from relevant ministries and departments of the Government of Bangladesh and respective development partners.

The *Project Board (PB)*, chaired by the NPD, is responsible for overseeing the implementation of project activities, including preparing and endorsing the annual and quarterly work plans and progress reports. It supervises the overall project implementation and day-to-day management of the project. Each project

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<sup>1</sup> The Third Schedule of UP Act 2009 – Power of the Government to deploy government officers and employees at the Union Parishad

(UZGP and UPGP) has a PB comprising representatives from UP and UZP, UNDP and UNCDF. In the case of UZGP, the PB also includes UNOs.

The *Project Assurance (PA)* role is vested upon UNDP and UNCDF. UNDP Local Governance Cluster has the overall responsibility for quality assurance of both the projects. The PA role includes ensuring that the projects deliver planned outputs as per the annual work plan, and that the projects are achieving results, which are then conveyed in the monthly, quarterly, and annual progress reports.

### 1.2.3. Geographical Coverage of the Action

In consultation with the Government, seven Districts have been designated as project areas for the UPGP and UZGP. They are: Barguna; Brahmanbaria; Kishorganj; Khulna; Rangpur; Sirajganj; and Sunamganj. This selection was based on four criteria:

- a) proportion of population below the upper poverty line and with different levels of capacity to lift the population out of poverty line through pro-poor service delivery by LGIs;
- b) two districts formerly covered by LGSP-LIC to use them as laboratories of the project for good practices;
- c) one district covered by MDG localization pilot project to draw lesson-learned from MDG based planning for replication in other districts; and
- d) one district supported through SHARIQUE project funded by SDC to establish synergy with projects funded by the same donor with an aim to replicate good practices from that project.

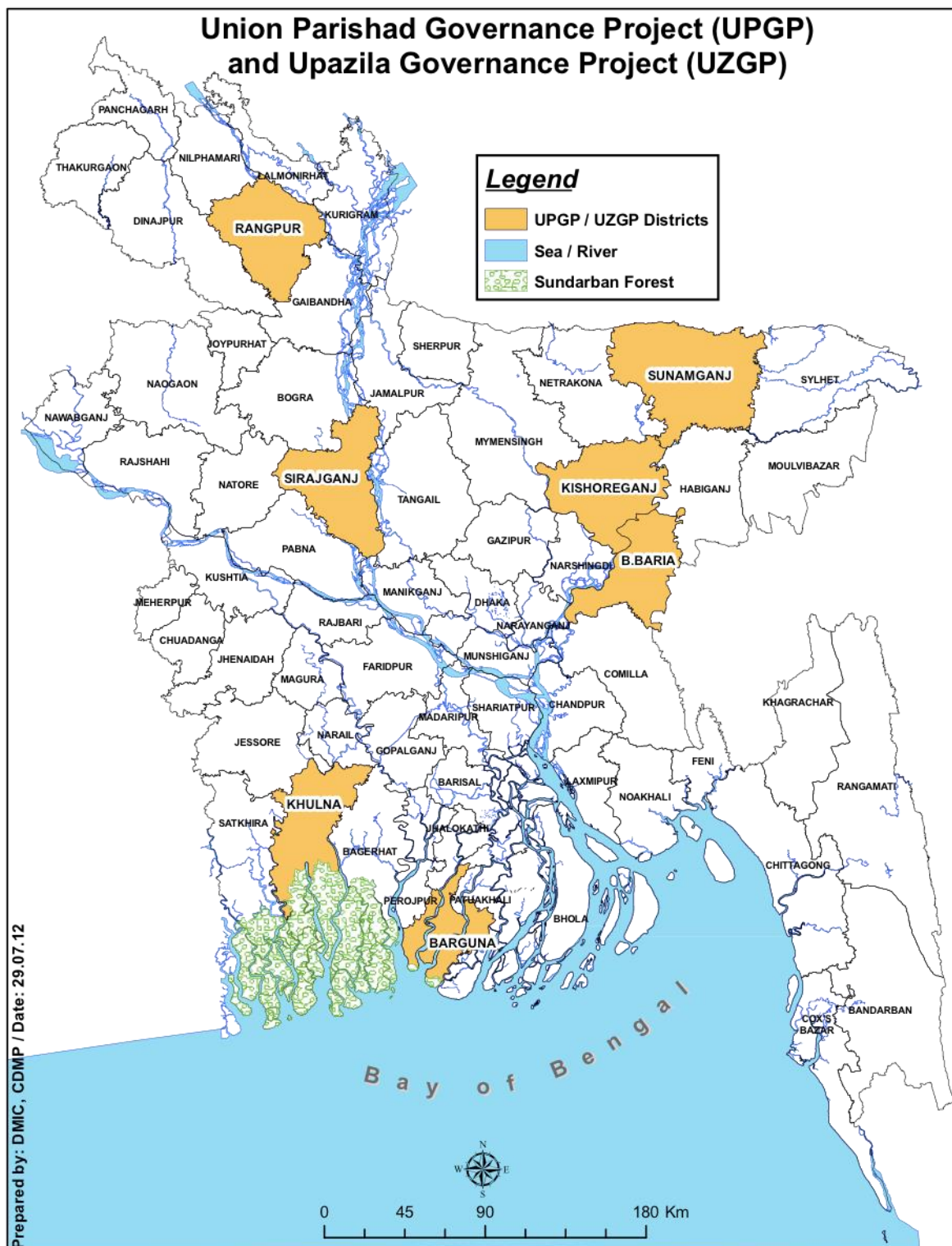
Under the selected seven Districts, 65 Upazilas and Upazila Parishads are the target for UZGP, and 564 Union and Union Parishads falling under the 65 Upazilas are targeted by the UPGP.

The targeted outreach of the two projects is as follows:

Output	UPGP target coverage	UZGP target coverage
<b>Output 1: Capacity building</b>	564 Union Parishads (UP)	487 Upazila Parishad (UZP)
<b>Output 2: Fiscal Facility</b>	400 UP / year	14 UZP / year
<b>Output 3: Policy Research</b>	Nationwide and shared output between the 2 projects	



Map of Bangladesh showing UPGP and UZGP areas of intervention<sup>2</sup>



### 1.3. Executive Summary

#### 1.3.1. Key Objectives and Envisaged Strategic Results of the Action

The goal of the Action as stated in the EU Contribution Agreement is: *“By 2016, Bangladeshis including vulnerable groups are better represented and participate more in democratic processes, and civil service and local governments are more responsive and better able to deliver public services”*.

<sup>2</sup> UZGP capacity development support covers Upazilas all over Bangladesh (487); the UZGP’s fiscal support covers 14 Upazila under the seven districts highlighted in the map.

The anticipated results of UPGP and UZGP are designed to contribute to the attainment of the goal of Action through supporting the Government of Bangladesh in the implementation of local governance reforms and improving functional and institutional capacities of local government institutions for effective, efficient and accountable delivery of pro-poor infrastructure and services.

The results of UPGP and UZGP are similar, but are envisaged to be achieved at different levels – i.e. at the Upazila level and the Union Parishad level respectively. The third expected result in both projects - UPGP and UZGP - is shared.

UPGP Results	UZGP Results
1. Strengthened Democratic Accountability of the Union Parishads through Citizen Engagement	1. Strengthened Upazila Parishads as more functional, transparent and accountable institutions;
2. Innovations in Pro-Poor and MDG-Oriented Planning and Financing of Service Delivery by Union Parishads	2. Strengthened Planning and Budgetary system at UZP with MDG orientation and pro-poor service delivery mechanism;
3. Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of local government institutions (LGIs) for enhanced Local Governance.	

### 1.3.2. Overall Key Achievements for UPGP & UZGP

The UPGP and the UZGP achieved positive results during the 2013-2014 year, and the project remains on-track to meeting the planned overall outputs and contribution to the goal of Action. The main achievements during 2013-2014 were the enhancement of compliance with democratic leadership practices and creation of environment where the Upazilas and Union Parishads put greater emphasis on MDG oriented investments to improve service delivery. These achievements built on the project supported trainings that covered most of the Upazilas and Union Parishads, backstopping support from the divisional and district level teams, and delivery of performance based grants.

In 2014, project extended capacity building support to new elected UZP leads and operationalization of Parishad that will result in training of 3896 (1461 elected representative & 2435 government representative) persons till end July 2014. The improvement in institutional performance of Upazila Parishads and Union Parishads can be summarized as follows:

- 70% UZPs and 93% UPs held mandatory Monthly Parishad meetings, as compare to 30% UZPs and 89% UPs in 2012
- 100% UZP and UP level Standing Committees formed, as compare to 50% at UZP and 74% at UP level in 2012
- 70% UZP and 36% UP level Standing Committees conducted mandatory meetings, as compare to 30% UZP and 28% UP level Standing Committees in 2012
- 100% UZP and 65% UP prepared Annual Budget, as compare to 25% UZP in 2012, but UP data of 2012 is not available.

The institutional capacity development of UP and UZP together with performance based grants and requirements related to the same led to some important results during this period. The key relevant achievements are:

- Institutional capacity of 481 Upazila Parishad and 564 Union Parishad was enhanced to undertake pro-poor and MDG oriented development schemes
- Performance based grant guidelines approved and distributed for UZP and UP
- Two rounds of performance assessment of UZPs and UPs completed
- 410 UPs and 7 UZP received performance based grants
- The Upazila Parishads used the grants to make the investments to improve service delivery, while 1,567 investments were made by Union Parishads benefiting approximately 3 million people

- Transparent and accountable management of UZP and UP promoted through public display of budget/Open budget meeting and citizen charter
- UPs facilitated community engagement in the planning process as 53% UPs completed two Ward Shavas in all 9 wards
- 73% of UPs carried out fresh holding-tax assessment to enhance own source revenue
- 57% UPs increased revenue collection over 10%, and average revenue increased by 25%

Policy research and reform is the shared output between the two projects. During the reporting period, following achievements were made under the two projects:

- The Policy Advisory Group (PAG), a policy think-tank led by the Ministry (MoLGRD&C) was formed to enhance the policy development function of the Government and create a coordinated framework for support to LGI capacity development
- Baseline information was established for respective projects
- M&E strategy and tools for data collection and reporting became operational
- Project communication strategy has been established
- Planning manuals were prepared for UZP and UP
- 22 Knowledge Resource Corners (KRCs) were set up at the divisional and district levels to serve as knowledge depositories on local governance including LG acts, rules, circulars, orders, books, reports.
- Concept notes and ToRs have been developed and services are being procured to undertake two policy studies:
  - Local Government System in Bangladesh: Comparative Perspective and Practices
  - Policy Review of Functional Assignment to Local Governments (Union Parishad and Upazila levels) in the delivery of health and education services

Gender is the other cross-cutting theme between the two projects. The two projects have established a gender strategy to this effect. The collection of gender disaggregated data on the involvement of women and men across project activities is also ensured and documented through structured M&E. The Women Development Forum (WDF) has been the key joint activity between the two projects. WDF will provide structured capacity building, partnership building and advocacy support to elected female representatives at the UPZ and District level across the country, so they can strengthen institutional capacity and political mainstreaming. During the reporting period, 214 WDFs have been formed, comprising of 191 WDF at UPZ and 23 WDF at District level. These forums have been extended beyond the target areas of the two projects. Orientation training for 7,300 WDF members is on going.

## A. COMPONENT I – UNION PARISHAD GOVERNANCE PROJECT

### A.2. ACTIVITIES CARRIED OUT DURING THE REPORTING PERIOD

#### A. 2.1 Summary of activities

Table A.2.1 below summarizes the activities carried out during the reporting period<sup>3</sup>.

**Table A 2.1 Summary of activities**

Activities	Achievements during reporting period	Cumulative achievements since 2012
<b>Result 1: Strengthening Democratic Accountability of the Union Parishad through citizen engagement</b>		
<b>Activity 1.1:</b> Coaching and Support to UP Chairs, Secretaries and Members for roles and responsibilities defined by UP Act 2009		
1.1.1 Day-to-day backstopping and support to the UP Chairs, Secretaries and Members by District Facilitators	1.1.1 District Facilitators carried out 154 backstopping meetings with UPs during 2013 period and 170 during 2014 period	1.1.1 District Facilitators carried out 337 backstopping meetings with UPs, and Inception workshops covered 564 UPs
1.1.2 Formal training provided if a need for this is identified, in specific areas	1.1.2 Formal training on planning and management provided to 545 UPs in 2013 period, and 19 UPs in 2014 period.	1.1.2 Formal training on planning and management provided to 564 UPs, through 197 trainings covering 7809 officials, including 1660 women
<b>Activity 1.2:</b> Activating Ward Shavas for Inclusive Decision Making		
1.2.1 Support the UP for Ward Shava formation process	1.2.1 Capacities for Ward Shava formation and implementation strengthened through formal training described in 1.1.2	1.2.1 Awareness of Ward Shava related requirements introduced through 65 Inception Workshops in 2012-13, and capacity for Ward Shava formation and implementation strengthened through formal training described in 1.1.2
1.2.2 Support the UP to conduct awareness raising of Ward Shava's role, functions and citizen's engagement	1.2.2 564 UPs were supported with guidelines and materials to build awareness and motivate citizens to participate in Ward Shavas in 2013 period, and support continued for 564 UPs in 2014 period.	564 UPs were supported with guidelines and materials to build awareness and motivate citizens to participate in Ward Shavas during 2013 and 2014.
1.2.3 Orientation and strengthening of the capacity of Ward Shava members for effective meetings, conflict resolution, documentation, interface with elected UP representatives and citizens, etc.	1.2.3 191 trainings in 2013 period, and 6 trainings in 2014 period, have oriented UP members and officials, on conducting effective meetings.	1.2.3 197 trainings oriented 6249 UP members and 529 officials, on conducting effective meetings.
1.2.4 Support Ward Shavas to conduct pro-poor planning at ward level	1.2.4 564 UPs were supported to conduct 564 awareness building events that improve citizen engagement in planning activities in 2013 period, and 564 events in 2014 period.	1.2.4 564 UPs were supported to conduct 1128 awareness building events to improve citizen engagement in planning activities

<sup>3</sup> Cumulative achievement of some of the activities looks identical to activities of 2013 mainly due to the fact that UPGP was started in September 2012 and a very few activities such as staff recruitment, inception workshop, etc. were implemented during that period.

<b>Activity 1.3: Strengthening Standing Committees for Effective Governance</b>		
1.3.1 Support the UP for Standing Committees formation	1.3.1 Training described in 1.1.2 supported UP members and officials to establish Standing Committees	1.3.1 Training described in 1.1.2 supported UP members and officials to establish Standing Committees
1.3.2 Support the UP to conduct awareness raising of Standing Committees' role, functions and citizen's engagement	1.3.2 564 UPs supported in the 2014 period to involve CSOs, NGOs and CBOs with Standing Committees	1.3.2 564 UPs have been supported to involve CSOs, NGOs and CBOs with Standing Committees
1.3.3 Orienting and strengthening the capacity of Standing Committee members	1.3.3 191 trainings in 2013 period, and 6 trainings in 2014 period, oriented 6249 UP members of Standing Committees	1.3.3 197 trainings oriented 6249 UP members of Standing Committees from 564 UPs on role of Standing Committees
1.3.4 Support Standing Committees to develop pro-poor sectoral plans	1.3.4 Two rounds of procurement (in 2013 & 2014 periods) to recruit consultant to develop approach and tools for pro-poor sectoral plans; inception report being prepared in 2014 period	1.3.4 Consultant recruited to develop approach and tools for pro-poor sectoral plans; inception report being prepared
<b>Activity 1.4: Up-scaling Women Development Forum</b>		
1.4.1 Support to formation, orientation and registration of Women Development Forum	1.4.1 564 UPs supported to enable their women members to become members of 65 WDFs, in 2013 period	1.4.1 564 UPs supported to enable their women members to become members of 65 WDFs
1.4.2 Promoting the participation of women at Ward Shava meetings and encouraging them to join Standing Committees	1.4.2 Awareness built among 555 women members of UPs on the importance of participation of women in Ward Shavas, during 2013 period	1.4.2 Awareness built among 555 women members of UPs on the importance of participation of women in Ward Shavas
1.4.3 Strengthening of women's voice in planning for better health, education and other services	1.4.3 Training module on women's voice in planning on health, education and other services designed and 647 members of WDFs trained in 2014 period	1.4.3 Training module on women's voice in planning on health, education and other services designed and 647 members of WDFs trained
1.4.4 Supporting WDF role in reducing reduce violence against women	1.4.4 Training module on reducing violence against women and WDF role in this area designed and 647 members of WDFs trained in 2014 period	1.4.4 Training module on reducing violence against women and WDF role in this area designed and 647 members of WDFs trained
1.4.5 Monitoring efficient use of the gender UP budget	1.4.5 Training module on monitoring the use of budget for women friendly schemes was designed, and 647 members of WDFs trained in 2014 period	1.4.5 Training module on monitoring the use of budget for women friendly schemes was designed, and 647 members of WDFs trained
<b>Activity 1.5: Building Citizenship and Promoting Downward Accountability</b>		
1.5.1 Identification of key rights and entitlements that are particularly relevant for the poor and disadvantaged, support to citizens' training and orientation	1.5.1 Study designed in 2013 period to identify key rights and entitlements relevant for the poor and disadvantaged, and related role of RTI; study completed and draft report prepared in 2014 period	1.5.1 Study completed and draft report prepared on key rights and entitlements relevant for the poor and disadvantaged, and related role of RTI
1.5.2 Proactive disclosure of Information on UP resources available, tax collections and use of funds,	1.5.2 434 UPs conducted Open Budget meetings during the 2013 period, and 547 UPs during the 2014 period, as proactive disclosure on resources, taxes	547 UPs conducted Open Budget meetings, as proactive disclosure on resources, taxes and use of funds, with support from the project on awareness generation.

development of communication materials and other instruments for awareness generation	and use of funds, with support from the project on awareness generation. Prepared and send a disclosure of information guideline to ministry to issue to all UPs	
1.5.3 Demonstration of best practice examples of self-disclosure to encourage other UPs to follow	1.5.3 12 UPs organized Peer to Peer Learning to learn about best practices including self-disclosure during the 2013 period, and 6 UPs during the 2014 period	1.5.3 18 UPs organized Peer to Peer Learning to learn about best practices including self-disclosure.
1.5.4 Training of WDF to educate women to apply for entitlements independently	1.5.4 Training being provided on various themes to members of 65 WDFs which will be the platform for capacity building support to apply for entitlements.	1.5.4 Training being provided on various themes to members of 65 WDFs which will be the platform for capacity building support to apply for entitlements.
<b>Result 2: Innovations in Pro-Poor and MDG-Oriented Planning and Financing of Service Delivery by Union Parishads</b>		
<b>Activity 2.1: Enhanced Planning and financial management with Performance-Based Grant System</b>		
2.1.1 Support to management and implementation of Enhanced Planning and UP performance grant system	2.1.1 Second performance assessment of 564 UPs in 2013 period, and reports finalized in 2014 period. 1094 audit personnel were trained to conduct the next round of UP performance assessment in 2014 period. Consultant in place to design MDG planning tool in 2014 period. Grants of Euro 1.28 million provided as grants to 410 UPs in 2014 period.	2.1.1 Performance based grant manual designed. Two rounds of performance assessment of 564 UPs carried out. In all, 2469 audit personnel have been trained to conduct the next round of UP performance assessment. Consultant in place to design MDG planning tool in 2014 period. Grants of Euro 2.56 million provided as grants, so far to 404 and 410 UPs.
2.1.2 Support to the further development of the UP performance grant system	2.1.2 Advice received from consultant on fine tuning the performance assessment tools in the 2013 period; UP Performance Assessment Workbook developed in 2014 period, and provided to performance assessors and UPs.	2.1.2 First round of fine tuning the performance assessment tools carried out; UP Performance Assessment Workbook developed and provided to performance assessors and UPs.
<b>Activity 2.2: Own revenue mobilization and improved local financial management</b>		
2.2.1 Design pilot strategy for enhanced revenue mobilization by UPs	2.2.1 Pilot strategy to enhance revenue mobilization designed in 2013 period; to be initially implemented in 146 UPs including improved financial management with assistance of resource persons	2.2.1 Pilot strategy to enhance revenue mobilization designed to be initially implemented in 146 UPs including improved financial management with assistance of resource persons
2.2.2 Orient and train UPs and other LG levels for pilot activities	2.2.2 Orientation and training on financial management and revenue mobilization related to the pilot completed for 146 UPs in 2014 period	2.2.2 Orientation and training on financial management and revenue mobilization related to the pilot completed for 146 UPs
2.2.3 Roll out pilot revenue mobilization enhancement activities	2.2.3 UP Revenue enhancement pilot rolled out in 146 UPs in 2014, with support of 30 resource persons	2.2.3 UP Revenue enhancement pilot rolled out in 146 UPs, with support of 30 resource persons

2.2.4 Conduct Own-Revenue Raising Campaigns promotional activities	2.2.4 Initial portfolio of IEC materials designed for 564 UPs, also covering Own Revenue Raising activities in the 2013 period	2.2.4 Portfolio of IEC materials designed for 564 UPs, also covering Own Revenue Raising activities
2.2.5 Roll out successful innovations to all target UPs by end of project		
<b>Result 3: Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance</b>		
<b>Activity 3.1: Support to a Policy Advisory Group and National Framework for Local Government Policy and Capacity Development</b>		
3.1.1 Support to core functions of Advisory Group; financing of activities of key staff and other core requirements.	3.1.1 Expanded Policy Advisory Group notified by the LGD in 2014 period (shared Action with UZGP)	3.1.1 Policy Advisory Group notified by the LGD in 2012; expanded Policy Advisory Group notified in 2014 (shared Action with UZGP)
3.1.2 Support to the development of a National Framework for Local Government Policy and Capacity Development	3.1.1 Policy Advisory Group formed and reorganized (Shared action with UZGP)	3.1.1 Policy Advisory Group reorganized (Shared action with UZGP)
3.1.3 Support to action research on local governance	3.1.3 Study on functional assignments to local governments in progress (shared Action with UZGP)	3.1.3 Study on functional assignments to local governments in progress (shared Action with UZGP)
<b>Activity 3.2: Support to LGD (MIE wing), DLG (Division level) and DDLG (District level) for backstopping and monitoring of local government (UZP and UP)</b>		
3.2.1 Support to LGD (MIE wing) to develop and operationalize a general strategy for UP and UZP performance monitoring	3.2.1 UP MIS pilot designed and rolled out in 100 UPs during 2013 period; extended to 46 more UPs and web based MIS and M&E concept developed in 2014 period	3.2.1 UP MIS pilot designed and rolled out to 146 more UPs
3.2.2 Support to the development, collection and analysis of governance and 'democracy' indicators.	3.2.2 Indicators developed with process of collection and analysis at the district and national level to monitor the governance level of Union Parishads	3.2.2 Indicators developed with process of collection and analysis at the district and national level to monitor the governance level of Union Parishads
3.2.3 Support National training institutions and private sector agencies in training and backstopping of UPs and UZPs	MOU has been done with NILG and BIM in 2014. Several training has been planned to conduct this year.	MOU has been done with NILG and BIM in 2014. Several training has been planned to conduct this year.
<b>Activity 3.3: R&amp;D for Knowledge Generation</b>		
3.3.1 R&D fund for knowledge Generation activities		
3.3.2 M&E and project learning review	3.3.2 Baseline survey completed during 2013 period; UP Training evaluation study completed and draft report of Citizen Perception Survey during 2014 period (shared Action with UZGP)	3.3.2 M&E strategy and tools operational; Baseline survey completed; UP Training evaluation completed and draft report of Citizen Perception Survey during 2014 period (shared Action with UZGP)
<b>Result 4: Project Management</b>		
4.1 Establish Project Support Team	4.1 Project Support Team fully recruited & operational	4.1 Project Support Team fully recruited & operational
4.2 Procure equipment/vehicles	4.2 Equipment and vehicles procured during 2013 period	4.2 Equipment and vehicles procured

4.3 Ensure operations and maintenance	4.3 Project office became operational from rented premises in 2013 period	4.3 Project office operational from rented premises
4.4 Reporting Support	4.4 Annual planning exercise completed in 2013 period, and mid-year review in 2014 period	4.4 Annual planning exercise and mid-year reviews completed



## A. 2.2 Detailed description of activities

This section provides details of activities carried out during the reporting period in relation the four Result areas of the UPGP project during the reporting period.

### A.2.2.1. Detailed description of Activities under Result 1

**Result 1:** Strengthening Democratic Accountability of the Union Parishad through citizen engagement

**Activity 1.1:** Coaching and support UP Chairs, Secretaries and Members in fulfilling their roles and responsibilities defined by UP Act 2009

**Sub-activity 1.1.1:** *Day-to-day backstopping and support to the UP Chairs, Secretaries and Members by District Facilitators:*

District Facilitators supported the Union Parishads with back stopping advice on the various activities performed by the local government, including the specific activities financed by UPGP and LGSP II. The District Facilitators and UPs made use of monitoring tools and reports, to track the completion of mandatory tasks and specialized tasks carried out by UPs. During the political turbulence experienced in the 2013 period, Project Officials including DFs also used SKYPE to communicate with and backstop the Union Parishads.



**Table 2.2.1.1: Backstopping support to Union Parishads by District Facilitators in 2013-14**

Sl	District	Total UP	Backstopping support to UP				
			2013		2014		Total
			Q3	Q4	Q1	Q2	
1	Barguna	42	13	13	12	13	50
2	Brahmanbaria	100	13	17	12	14	54
3	Khulna	68	11	11	12	13	46
4	Kishorganj	108	14	6	12	14	44
5	Rangpur	76	11	7	8	14	34
6	Sirajganj	83	21	2	20	10	63
7	Sunamganj	87	11	8	9	16	37
	Total	564	94	64	85	94	337

(Source: Project MIS)

**Sub-activity 1.1.2:** *Formal training provided if a need for this is identified, in specific areas*

After the Inception Workshops, it was evident that some formal training on key operations of the Union Parishad would improve the effectiveness of Union Parishad members and staff in implementing the mandated activities, and the processes being introduced by UPGP. Formal training on planning and management was designed and provided to 545 UPs in 2013 period and 19 UPs in 2014 period. These trainings focused on the various core functions of Union Parishads, and are described in greater detail under sections that follow, which relate to the different mandatory functions of Union Parishads, and with emphasis on thematic areas where significant support from the UPGP has been envisaged. The training has been completed, and all the Union Parishads covered.

**Table 2.2.1.2: Participants in the Planning & Management Training provided in 2013-14**

District	Upazila	Participants in Training						Total		
		UP	UP Chair	Male Member	Female Member	UP Secretary	UISC Entrp.	Male	Female	Total
BBaria	9	100	76	642	233	80	75	867	242	1109
Barguna	6	42	42	371	116	38	40	481	133	614
Kishoreganj	13	108	102	929	310	106	108	1225	326	1551
Khulna	9	68	65	593	205	65	70	782	205	987
Rangpur	8	76	71	672	225	73	75	889	227	1116
Sirajganj	9	83	76	715	244	82	82	951	248	1199
Sunamganj	11	87	80	729	256	82	74	954	267	1221
Annual Total	65	564	531	4651	1598	529	524	6149	1660	7809

**Activity 1.2:** Activating Ward Shavas for inclusive decision-making

**Sub-activity 1.2.1:** Support the UP for Ward Shava formation process (based on UP Act 2009 and relevant rules and regulations)

The Ward Shavas are the platform through which Union Parishads engage with communities. This platform enables Union Parishads to operationalize public disclosure/accountability for performance and secure inputs on priorities and relevant issues to be addressed through their plans and actions. Capacities for Ward Shava formation and implementation strengthened through formal training described in 1.1.2. The training module covered the roles and responsibilities of UPs in relation to formation of and support to Ward Shava.

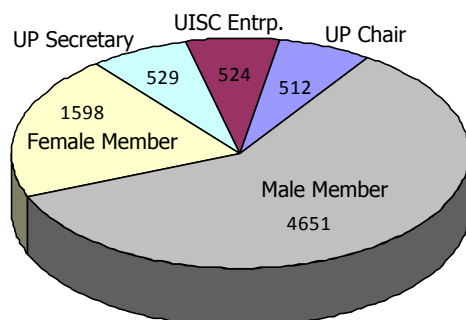
**Sub-activity 1.2.2:** Support the UP to conduct awareness raising of Ward Shava's role, functions and citizen's engagement

The project supported an IEC package to raise awareness among residents of the UPs on Ward Shava's roles, functions and citizen's engagement. 564 UPs were supported with guidelines and materials to build awareness and motivate citizens to participate in Ward Shavas in 2013 period, and support continued for 564 UPs in 2014 period.



**Sub-activity 1.2.3:** Orientation and strengthening of the capacity of Ward Shava members for effective meetings, conflict resolution, documentation, interface with elected UP representatives and citizens, etc.

The formal training on planning and management, described above, provided inputs to UP members and officials about conducting effective meetings. 191 trainings in 2013 period, and 6 trainings in 2014 period, have oriented UP members and officials, on conducting effective meetings. The training had strong participation of women members.



**Sub-activity 1.2.4:** Support Ward Shavas to conduct pro-poor planning at ward level

Further efforts were made to assist Union Parishads to operationalize the awareness generated through the training, and to engage with communities. 564 UPs were supported to conduct 564 awareness building events through financial support and guidelines that improve citizen engagement in planning activities in 2013 period, and 564 events in 2014 period.

**Table 2.2.1.3: Citizen Engagement Events in 2013-14**

District	UPs covered		Wards covered		Type of event
	2013	2014	2013	2014	
Brahmanbaria	42	42	378	378	Meeting, Song, Cultural program
Barguna	100	100	900	900	Mike Announcement, Rally, Folk Song & Meeting
Kishoreganj	68	68	612	612	Drama, Discussion, Meeting, Tax fair
Khulna	108	108	972	972	Pot Song
Rangpur	76	76	684	684	Meeting, Drama, Rally, Festoon
Sirajganj	83	83	747	747	Meeting, Rally
Sunamganj	87	87	783	783	Meeting, Discussion, Mass gathering, Mike Announcement, Board and Wall painting
Total	564	564	5076	5076	

**Activity 1.3:** Strengthening Standing Committees for Effective Governance

**Sub-activity 1.3.1:** Support the UP for Standing Committees formation.

Standing Committees are part of the formal structure of the Union Parishad, and serve as a platform for engaging communities, civil society actors and other stakeholders to develop plans and monitor their implementation in 13 specified thematic areas. The UPGP engaged in structured efforts to ensure that all such Standing Committees were established, and that they carried out their mandated tasks. The formal establishment of Standing Committees has progressed rapidly, after the Inception Workshops organized in the early part of 2013, and nearly 90% of the SCs are in place. However, the quality of their work, in terms of meetings and contributions, has been less impressive. Hence the focus of support has been in the area of strengthening quality of Standing Committees, reflected in the sub-activities described below.

**Sub-activity 1.3.2:** Support the UP to conduct awareness raising of Standing Committees' role, functions and citizen's engagement.

Given the relatively weak operational position of Standing Committees, steps were initiated to supplement the capacity built through the formal training, and mobilize the stakeholders to participate effectively in the

different Standing Committees. 564 UPs were supported by the project to initiate mapping and dialogue with CSOs, NGOs and CBOs, and serve as a platform to more effectively involve them with Standing Committees.

***Sub-activity 1.3.3: Orienting and strengthening the capacity of Standing Committee members***

While the initial orientation on Standing Committees was provided through the Inception Workshops, the capacity strengthening has taken place through the module on Standing Committees in the Planning & Management training for the Chairpersons and elected members of the 564 UPs. A module of the training (see 1.1.2) on Standing Committees specifically addresses operational aspects of forming Standing Committees, including Ward Shava's role in nominating members of the committees and a process through which UP can review a list of nominees and finalize Standing Committee's membership.

***Sub-activity 1.3.4: Support Standing Committees to develop pro-poor sectoral plans***

Specialized technical assistance was procured to support the project to provide practical inputs for assisting the Standing Committees to develop pro-poor plans. Two rounds of procurement had to take place (in 2013 & 2014 periods) to recruit consultant for this purpose, since the person chosen in the first round did not take up the assignment. The tools are being developed and the inception report is being prepared in 2014. This activity is lined to the MDG oriented planning in order to derive synergy for an integrated activity which involves the same set of stakeholders.

**Activity 1.4: Up-scaling Women Development Forum**

***Sub-activity 1.4.1: Support to formation, orientation and registration of Women Development Forum***

Women Development Forums are platforms for elected women representatives from Union Parishads and Upazila Parishads to work together with other key stakeholders inside and outside government, to address the development needs of women, particularly through structured actions of local governments they represent. The formation of WDF is a joint activity with the UZGP. WDF have been formed at the 65 Upazilas and 7 Districts where UPGP operates. The elected women members of all 564 UPs are members of the Upazila level WDF. All 564 UPs were supported to enable women members to join 65 WDFs that have been established.

***Sub-activity 1.4.2: Promoting the participation of women at Ward Shava meetings and encouraging them to join Standing Committees***

Inputs to raise awareness on role of women at Ward Shava meetings and their participation in the Standing Committees were provided in the training on Planning & Management. Awareness was built among 555 women from 564 UPs to promote participation of women in Ward Shavas and Standing Committees.

***Sub-activity 1.4.3: Strengthening women's voices in planning for better health, education and other services***

Systematic training was provided through 65 trainings organized in the 7 districts for members of the WDF. A training module on women's voice in planning on health, education and other services was designed for training programme, and 647 members of WDFs trained.

**Table 2.2.1.4: Women members of WDF who received systematic training on selected themes**

Sl	District	Total UP	WDF Members
1	Barguna	42	54
2	Brahmanbaria	100	97
3	Khulna	68	85
4	Kishorganj	108	129
5	Rangpur	76	82
6	Sirajganj	83	91
7	Sunamganj	87	109
	Total	564	647

***Sub-activity 1.4.4: Supporting WDF role in reducing violence against women***

Reducing violence against women is an important priority area in which capacity was sought to be developed in the WDF. Awareness of this theme, and actions to be taken to address this task were developed among WDF members. As mentioned in 1.4.3 above, a training module on reducing violence against women was designed for training programme, and 647 members of WDFs trained. The training covered different issues like women empowerment, violence against women and related legal procedure, gender responsive LGI services, gender responsive budget etc.

***Sub-activity 1.4.5: Monitoring efficient use of the gender UP budget***

Participation in local level planning and budgeting by women members of UPs was seen as important role for WDF members to play. This involved was also relevant from the perspective of enduring the efficient use of gender budgets. As mentioned in 1.4.3 above, a module on monitoring the use of budget for women friendly schemes was designed, and 647 members of WDFs trained. Objective of the training was to provide basic concept of gender among the female elected representatives, their role as elected representatives, how to prepare gender sensitive budget in their LGIs, how to stop violence against women in their locality etc.

**Activity 1.5: Building Citizenship and Promoting Downward Accountability*****Sub-activity 1.5.1: Identification of key rights and entitlements that are particularly relevant for the poor and disadvantaged, support to citizens' training and orientation on the activities and functions of UPs and the roles and responsibilities of the elected officials in accordance with the relevant law***

A study was initiated and completed on key rights and entitlements relevant for the poor and disadvantaged, and the related role of RTI; the draft report is now being reviewed. The study utilized qualitative data from 28 UPs. The study examined the range of schemes through which the poor and disadvantaged were being provided assistance, the extent of awareness and implementation of the Right to Information, and suggested actions to improve performance in this thematic area.

***Sub-activity 1.5.2: Proactive disclosure of Information on UP resources available, tax collections and use of funds, development of communication materials and other instruments for awareness generation***

Open Budget Meetings have emerged as the most widely used platform for public disclosure and transparency on the financial operations of the UPs. These platforms are seen as a means for elected representatives to share relevant information to the community and allow for public accountability to make a strong impact on local governance. 547 UPs conducted Open Budget meetings, as a platform for proactive disclosure on resources, taxes and use of funds; some of these meetings made use of the support from the project for mobilizing participation and awareness generation among citizens.

***Sub-activity 1.5.3: Demonstration of best practices of self-disclosure to encourage other UPs to follow (using peer to peer methods)***

Best practices related to self-disclosure and other UP governance practices are being widely discussed. UPGP designed a Peer to Peer Learning package, to systematically support UPs to take up a Peer to Peer Learning visits.. The best practices observed, particularly regarding self- disclosure, generate confidence and motivate self-disclosure by UPs. 18 UPs organized Peer to Peer Learning during the reporting period, to learn about best practices including self-disclosure.

**Table 2.2.1.5: Peer to Peer Learning Visits by Union Parishads**

S1	District	Total UP	No. of UPs that had Peer-to Peer Learning Visits
1	Barguna	42	3
2	Brahmanbaria	100	3
3	Khulna	68	3
4	Kishorganj	108	3
5	Rangpur	76	3
6	Sirajganj	83	3
7	Sunamganj	87	0
	Total	564	18

**Sub-activity 1.5.4:** *Training of WDF to educate women to apply for entitlements independently*

Training (as detailed in 1.4.3) is being provided on various themes to members of 65 WDFs which will be the platform for capacity building support to apply for entitlements.

#### A.2.2.2. Detailed description of Activities under Result 2

**Result 2:** Innovations in Pro-Poor and MDG-Oriented Planning and Financing of Service Delivery by Union Parishads

**Activity 2.1:** Enhanced Planning and financial management with Performance-Based Grant System

**Sub-activity 2.1.1:** Support to management and implementation of the Enhanced Planning and UP performance grant system

**Performance Assessment of Union Parishads:** The second round of performance assessment of 564 UPs for the financial year 2011-12, took place in the second half of 2013, and performance assessment reports were finalized in 2014. The assessment was carried out by the same team of auditors who had carried out the previous assessment for the fiscal year 2010-11.

**Training of UP Auditors:** The UPGP trained 1094 audit personnel from audit companies to carry out UP Performance Assessment across the country; the audit has commenced in the first half of 2014, and will conclude in the middle of the second half of 2014. The training of auditors is part of the Framework of Cooperation between the Local Government Division, World Bank and UNCDF, UNDP, which sets out areas of cooperation and coordination between the LGSP II and UPGP. According to the Framework, UPGP assumed responsibility of training of all auditors who conduct Performance Assessment in LGSP II and UPGP project areas. The training designed during the in 2012, covered the following themes:

- a. Financial audit of Union Parishads
- b. Performance assessment of Union Parishads
- c. Environmental safeguards and compliance of Union Parishads

The three training packages that were used are:

- a. Basic Training for Audit Teams covering financial audit, basic performance assessment (12 indicators) and overview of environmental safeguards and compliance
- b. Advanced Performance Assessment Training (41 indicators)
- c. Safeguards and Compliance Assessment Training

An important improvement over the previous round of training was the provision of a Union Parishad Performance Assessment Workbook. This Workbook provided performance assessors with clear instructions on performance scores to be assigned, as well as space to record the evidence on the basis of which the scores were being assigned. This evidence base now establishes a strong platform for Union Parishads to contest the ratings, in the event of a perception of inappropriate rating of their performance, and for the Appeals Committee to come to a conclusion.

**Performance-based Grants:** Based on the formula based initial allocation to Union Parishads, and the performance based revision of allocations, 410 Union Parishads were eligible to receive grants. An amount of Euro1.28 million was disbursed as grants for the fiscal year 213-14. The grants provided in the previous year were utilized by the recipient Union Parishads, with an increasing focus on MDG and social sector investments.

**Table 2.2.2.1: Sectoral Summary of UPGP supported schemes: 2013**

No.	Sector	Budget: BDT	Avg. Budget	% of schemes
1	Agriculture	2,110,736	105,537	2%
2	Roads & Culverts	36,293,499	84,798	45%
3	Water, Sanitation & Drainage	19,368,506	88,039	23%
4	Health services	4,536,981	94,520	5%
5	Schools & Sports	20,233,880	117,639	18%
6	Others	4,768,802	76,916	7%
	Total	87,312,404	91,908	100%

**Enhanced Planning:** The UPGP has taken steps to improve development planning practices of 564 UPs that it supports. These activities will enable UPs to fulfill their statutory obligations to formulate a Five Year Plan as per the UP Act 2009. The UPGP has recruited a consultant to design an MDG oriented planning tool, which will also address pro-poor planning.

***Sub activity 2.1.2: Support to the further development of the UP performance grant system***

A consultant was recruited to conduct independent review of tools related to the UP Performance Grant system. Based on recommendations received from the consultant on fine tuning the performance assessment tools in the 2013 period, the UP Performance Assessment Workbook developed, and provided to performance assessors and Union Parishads. Recommendations were also made to speed up the performance assessments to better allow for local planning based on informed resource envelopes, and align the delivery of grants for implementation of investments during the financial year.

**Activity 2.2: Own revenue mobilization and improved local financial management**

***Sub activity 2.2.1: Design pilot strategy for enhanced revenue mobilization by UPs***

The project initiated a review of previous experiences on revenue mobilization to identify good practices, which can be used to improve revenue mobilization by Union Parishads. A pilot strategy to enhance revenue mobilization was designed, to be initially implemented in 146 UPs, including improved financial management with assistance of resource persons

***Sub activity 2.2.2: Orient and train UPs and other LG to implement pilot activities***

Implementing the pilot strategy to improve revenue mobilization called for building capacity in key officials of the Union Parishad. A carefully chosen team of five persons per Union Parishad was identified to be trained in reparation for implementing the pilot – they were UP Chairperson, UP Secretary, and Chairperson of three Standing Committees: Finance & Establishment, Audit & Accounts, Tax Assessment & Collection. Orientation and training on financial management and revenue mobilization related to the pilot was completed for 146 UPs during the reporting period.

**Table 2.2.2.2: Training on Financial Management & Revenue Mobilization to implement pilot**

Sl	District	Pilot UPs	No. of UPs covered by training
1	Barguna	7	7
2	Brahmanbaria	100	41
3	Khulna	4	4
4	Kishorganj	11	11
5	Rangpur	6	6
6	Sirajganj	10	10
7	Sunamganj	8	8
	Total	146	87

**Sub activity 2.2.3: Roll out pilot revenue mobilization enhancement activities**

The Union Parishad Revenue enhancement pilot is being rolled out in 146 UPs, with support of 30 resource persons. These resource persons provide support to, on an average, 5 UPs each. They assist the UP Secretary to complete updating books of accounts (regarding current transactions), update the asset register and other such registers, to load information from the registers into the UP Accounting System, to generate reports and documents from the UP Accounting System and to back up the UP Accounting System.

**Sub activity 2.2.4: Conduct Own-Revenue Raising Campaigns promotional activities, including awareness raising and citizen oversight**

A portfolio of IEC materials designed for 564 UPs, for carrying out promotional activities, which also covered Own Revenue Raising activities. Templates and materials were provided to District Facilitators who assisted UPs in their districts to disseminate them widely. The material were used in different events

**Events and Posters to raise awareness on Own Source revenue**



like street drama, pot songs, rallies, discussions etc.

**A.2.2.3. Detailed description of Activities under Result 3**

**Result 3:** Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance

Result 3 is common to UZGP and UPGP, but is operationally located under the UZGP project for operational facilitation. The two projects are jointly supporting the development of the policy framework and institutions supporting Local Governance. The following is detailed description of activities pertinent to UPGP.

**Activity 3.1:** Support to a Policy Advisory Group and National Framework for Local Government Policy and Capacity Development



**Sub activity 3.1.1:** *Support to core functions of Advisory Group*

The Policy Advisory Group was expanded, and the new membership notified by the LGD (shared Action led by UZGP).

**Sub activity 3.1.3:** *Support to action research on local governance*

The project, in coordination with UZGP, launched a Study on functional assignments to local governments, with focus on health and education services. The study is in progress. (shared Action with UZGP)

**Activity 3.2:** Support to LGD (MIE wing), DLG (Division level) and DDLG (District level) for backstopping and monitoring of local government (UZP and UP)

**Sub activity 3.2.1:** *Support to LGD (MIE wing) to develop and operationalize a general strategy for UP and UZP performance monitoring*

The LGD (MIE Wing) receives assistance from different sources, including LGSP II, UZGP and UPGP to carry out its monitoring function. The UPGP focused on the monitoring interface with Union Parishads. The MIS pilot was designed and implemented in all Upazilas of 1 district, and 1 Upazila each in the other 6 districts with the help of simple software designed to operate on stand-alone computers available at UPs. The pilot MIS facilitated reporting by UPs to the DC office, for data entry and forwarding to the project and MIE.

Sub activity 3.2.2: Support to develop, collect and analyze governance and ‘democracy’ indicators

The project identified M&E indicators to be collected digitally from the Union Parishads on their performance as local democracy institutions. The project also developed an MIS software for the Union Parishad for easy compilation of information which can be easily transferred and analyzed at different level including the district and national level. Process has been initiated to make the MIS web based.

**Activity 3.3:** R&D for Knowledge Generation

The reports published are: (a) *Performance Assessment of Union Parishads in [ ] UPGP Districts* (b) *Strengthening the Capacity of the Union Parishads* (c) *Union Parishad Integrated Accounting System* (d) *Towards a Sustainable Monitoring and evaluation Mechanism for Union Parishads* (e) *Performance Self-Assessment workbook for UPs*

**Sub activity 3.3.2:** *M&E and project learning review*

The UPGP Baseline survey was completed and the information used in reporting progress against baseline status during the reporting for progress during 2013. The baseline study also provided comparative data from control areas. The UP Training evaluation study, which examined the quality of the Planning & Management training was completed. The Citizen Perception Survey is in its final stages; the study which gathers citizen feedback on the quality of services provided by the local government, and the perceptions about changes and improvements, is being carried out jointly with UZGP (shared Action with UZGP)

**A.2.2.4. Detailed description of Activities under Result 4**

**Result 4: Project Management**

**Sub activity 4.1:** *Establish project support team*

The project support is fully operational.

**Sub activity 4.2:** *Procure equipment and vehicles*

The equipment and vehicles proposed to be acquired by the project have been procured as planned.

**Table 2.2.4.1: Equipment procured in 2013-14**

No.	Equipment	Quantity	Status
1.	Vehicle	4	Received
2.	Computer (PC & Laptop)	30	Received
3.	Furniture (Dhaka & District office)	8	Received
4.	Printer	8	Received
5.	Photocopier	2	1 Received
6.	Scanner/Fax	2	1 Received
7.	Internet/LAN	8	Installed

***Sub activity 4.3: Ensure operations and maintenance***

The Project office became operational from its permanent premises from September 2013.

***Sub activity 4.4: Reporting support***

The annual planning exercise for 2013 was carried out successfully, and Annual Work Plan prepared. The mid-year review of the Annual Work Plan for 2014 has also been completed.

## A.3 Details achievements of results

### 3.1 Overall Objective:

The overall objective of the project was identified as follows: “By 2016, Bangladeshis, including vulnerable groups, are better represented and participate more in democratic processes and civil service, and local governments are more responsive and better able to deliver public services”.

The project is designing an exercise to define the objectively verifiable indicators of national level progress towards the MDGs that would be most relevant for the project, and the linked indicators based on local area data show progress towards MDG targets.

### 3.2 Specific objective:

The specific objective of UPGP has been set as “strengthened capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs”. The assessment of results is generally carried out on an annualized basis, and updated during the year wherever appropriate.

The first indicator relates to the policy environment, in terms of Legal and Regulatory Framework in place. Twelve instruments were being developed, of which two have been dropped, and two have been combined, six have been published in the Gazette, and two are being completed.

The second indicator relates improvement in Functional and Institutional capacity, in relation to overall compliance with administrative requirements of UP Act 09 by Union Parishads supported by UPGP. Information on this indicator, collected through the MIS of UPGP suggest that significant progress has been achieved in relation to overall compliance with administrative requirements of UP Act 09 in terms of 6 areas, namely regular conduct of UP Monthly Meetings, establishing all 13 Standing Committee, conducting 2 Ward Shavas per year in 9 wards, putting Five year plans to use, carrying out Open budget meeting annually, and having a Citizen Charter.

The third indicator is increased citizen involvement, reflected in terms of active participation of poor and vulnerable female and male citizens in UPGP supported UPs as compared to control group. Baseline information on this indicator collected through the baseline survey indicates marginally higher participation of poor and vulnerable female and male citizens in UPGP supported UPs as compared to control group. The progress in this regard will be available for assessment, after the perception survey is completed in 2014.

The fourth indicator relates to Pro-poor infrastructure and services, in relation to which the satisfaction of poor and vulnerable female and male citizens including locally relevant vulnerable groups with services delivered by UP is to be significantly higher in UPGP supported Unions. Baseline information on this indicator collected through the baseline survey indicated higher satisfaction of poor and vulnerable female and male citizens including locally relevant vulnerable groups in UPGP supported UPs as compared to control group. The progress in this regard will be available for assessment, after the perception survey is completed in 2014.

#### 3.2.1 Result 1: Strengthened Democratic Accountability and transparency of the Union Parishads through Citizen Engagement

The democratic functioning and leadership provided by the Union Parishad’s supported by made significant advances during the year. The democratic leadership is provided through UP Council meetings which are to be conducted every month. About 87% of the UPs regularly conducted monthly meetings throughout the year. The main platform for the UP to engage with the community is the Ward Shava, which is to be conducted in each of the 9 wards of a UP. Significant results were achieved in this area, with 53% UPs conducting two Ward Shavas in all 9 wards of the UPs. The UP is supported by 13 Standing Committees, of which six have been identified by UPGP as critical for development. The six critical Standing Committees were operational in 29% of the UPs, and 36% of the six Standing Committees produced the

mandated monitoring reports. The UPGP, along with UZGP, promoted the establishment of WDFs as a platform for elected women representatives of local governments. WDFs were established in 65 Upazilas in which women representatives from 484 UPs supported by UPGP became members.

### **3.2.2 Result 2: Innovations in Pro-Poor and MDG-Oriented Planning, Financing of Service Delivery by Union Parishads**

The initial steps towards establishing comprehensive development plans at the UPs were taken up during the year. One of the top priorities of UPGP has been to facilitate long term planning by UPs with a pro-poor and MDG orientation. Among the UPs supported by UPGP, 92% have prepared Five Year Development Plans. The project has established a performance based grant system, which incentivizes compliance with requirements of the UP Act as well as development results. Performance based grants of Euro 1.28 million were delivered to the best performing 410 UPs in 2014. The grants of Euro 1.28 million provided during the earlier reporting period were utilized during the current reporting period for 1,567 service improvement interventions, of which more than 20% were oriented towards the MDGs. The capacity building support contributed to better financial management by UPs. Revenue mobilization by the UPs through holding taxes has also improved, with average revenue mobilization increasing by 25%, and 39% UPs meeting over 80% of the targeted mobilization.

### **3.2.3 Result 3: Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance**

Achievements under this result are reported in component – 2 (UZGP report). UPGP specific achievements included completion of UP Monitoring and Evaluation strategy and tools, and launch of baseline survey. Also, a UP Monitoring Information System was being designed.

While the next generation governance pilots are being rolled out, and the National Framework for Local Government Capacity Development being designed, significant progress has been achieved in relation to the MIS and M&E systems. The quarterly MIS reports are being generated by all UPs across the 7 districts, and reports being channeled to the respective DDLG offices as well as the UPGP office in Dhaka.

### A.3.4 Progress in relation to expected project results

Intervention Logic	Objectively Verifiable Indicators	Achievements so far
Overall Objective: By 2016, Bangladeshis including vulnerable groups are better represented and participate more in democratic processes and civil service, and local governments are more responsive and better able to deliver public services	National level progress towards MDG	
	Selected indicators based on local area data show progress towards MDG targets	
“Specific objective: Strengthened capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs	Legal and Regulatory Framework in place: By end of project, 12 secondary legislation instruments (Rules and regulations) required by UP Act 09 are effective Baseline: 0	6 Rules issued including “UP Tax Schedule”  Achievement: 6
	Functional and Institutional capacity Improved: By the end of project, overall compliance with administrative requirements of UP Act 09 by project supported UPs exceeds 80% Baseline (Baseline Survey: 2012): 1. 12 UP Monthly Meetings/year: 89% 2. 13 Standing Committees set up: 74% 3. 2 Ward Shavas per year in 9 wards: 33% 4. Five year plans in use: 71% 5. Open budget meeting annually: 87% 6. Citizen Charter in place: 58%	Improved capacities have contributed to led to better compliance with administrative requirements of UP Act 09 by project supported UPs; as of December 2013  1. 12 UP Monthly Meetings/ year: 93% 2. 13 Standing Committees set up: 100% 3. 2 Ward Shavas/year in 9 wards: 53% 4. Five year plans in use: 91% 5. Open budget meeting annually: 87% 6. Citizen Charter in place: 64%
	Increased citizen involvement: By the end of project, active participation of poor and vulnerable female and male citizens in UPGP supported UPs as compared to control group Baseline: (Baseline Survey: 2012): 1. Poor HH in Ward Shava (UPGP): 4% 2. Poor HH in in Ward Shava (other): 3%	Data will be collected in perception survey of 2014
	Pro-poor infra and services: By the end of project, satisfaction of poor and vulnerable female and male citizens including locally relevant vulnerable groups with services delivered by UP is significantly higher in UPGP supported Unions Baseline (5 most used services) - (Baseline Survey: 2012): : 1. Satisfaction-poor/marginal UPGP: 37% 2. Satisfaction other areas: 26%	Data will be collected in perception survey of 2014
Result 1: Strengthened Democratic Accountability and transparency of the Union Parishads through Citizen Engagement	By the end of project, Ward Shavas in 80% of targeted UPs transact business according to UP Act Baseline: (Baseline Survey: 2012): Ward Shavas per year in 9 wards: 33%	

		2 Ward Shavas per year in 9 wards: 53%												
	<p>By the end of project, six key standing Committees in 80% of target UPs actively performing their functions and responsibilities.</p> <p>Baseline:</p> <table> <tr> <td>1. Finance &amp; Establishment:</td> <td>90%</td> </tr> <tr> <td>2. Audit &amp; Accounts:</td> <td>86%</td> </tr> <tr> <td>3. Tax assessment &amp; Collection:</td> <td>83%</td> </tr> <tr> <td>4. Education &amp; health:</td> <td>88%</td> </tr> <tr> <td>5. Agri, Fisheries &amp; Livestock:</td> <td>85%</td> </tr> <tr> <td>6. Rural infrastructure:</td> <td>83%</td> </tr> </table>	1. Finance & Establishment:	90%	2. Audit & Accounts:	86%	3. Tax assessment & Collection:	83%	4. Education & health:	88%	5. Agri, Fisheries & Livestock:	85%	6. Rural infrastructure:	83%	Data will be collected in perception survey of 2014
1. Finance & Establishment:	90%													
2. Audit & Accounts:	86%													
3. Tax assessment & Collection:	83%													
4. Education & health:	88%													
5. Agri, Fisheries & Livestock:	85%													
6. Rural infrastructure:	83%													
	<p>By the end of project, women UP representatives from 80% of targeted UPs participate in officially registered Women Development Forum at the Upazila Level.</p> <p>Baseline value:</p> <table> <tr> <td>1. UPs with women reps in WDFs:</td> <td>61%</td> </tr> </table>	1. UPs with women reps in WDFs:	61%	UPs with women reps. in WDFs: 100%										
1. UPs with women reps in WDFs:	61%													
Result 2: Innovations in Pro-Poor and MDG-Oriented Planning, Financing of Service Delivery by Union Parishads	<p>By end of the project 90% of targeted UPs have completed comprehensive development plans responding to local MDG assessments that will have also identified needs of the locally relevant most vulnerable groups.</p> <p>Baseline:</p> <table> <tr> <td>1. Five year plans in use:</td> <td>71%</td> </tr> </table>	1. Five year plans in use:	71%	Five year plans in use: 91%										
	1. Five year plans in use:	71%												
	<p>By end of the project, 90% of targeted UPs allocate 70% of block grant funds to projects explicitly identified as pro-poor (including those responding to vulnerable groups' needs) or MDG-responsive in plans</p> <p>Baseline:</p>	MDG linked schemes: 48%												
	<p>By end of the project, target UPs comply with 90% of accounting and record keeping requirements</p> <p>Baseline:</p> <table> <tr> <td>1. Cash book:</td> <td>99%</td> </tr> <tr> <td>2. Tax collection register:</td> <td>36%</td> </tr> <tr> <td>3. Tax assessment register:</td> <td>18%</td> </tr> <tr> <td>4. Tax defaulter register:</td> <td>1%</td> </tr> <tr> <td>5. Asset register:</td> <td>29%</td> </tr> </table>	1. Cash book:	99%	2. Tax collection register:	36%	3. Tax assessment register:	18%	4. Tax defaulter register:	1%	5. Asset register:	29%	Data will be collected in perception survey of 2014		
1. Cash book:	99%													
2. Tax collection register:	36%													
3. Tax assessment register:	18%													
4. Tax defaulter register:	1%													
5. Asset register:	29%													

	By end of the project, own revenue collection in target UPs has increased by 30% Baseline: Mean holding tax collected: Tk 97,801	Mean holding tax collected: Tk 122,721
Result 3: Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance	Policy development: By end of the project, at least 2 legislative or regulatory instruments influenced by outcome of piloting activities by the end of the project. Baseline: Current set of legislative and regulatory instruments	Reported under UZGP
	Capacity building: By end of the project, the Policy Advisory Group has prepared and the GoB has adopted a National Framework for Local Government Capacity Development Baseline: No draft framework exists	Reported under UZGP
	Monitoring: By end of the project, the Monitoring, Investigation and Evaluation Wing of LGD has a functioning MIS capturing key data on local government performance Baseline: Only a project based MIS (and in early design stage) is used by LGD	Phase 1 of MIS implemented
	Backstopping: By the end of the project, the DLG has a sustainable system for monitoring and backstopping local governments Baseline: No system in place	Joint Monitoring implemented

## **A.4. DIFFICULTIES ENCOUNTERED AND MEASURES TAKEN TO OVERCOME PROBLEMS**

**4.1 Result 1:** Strengthened capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs

The results and impact of UPGP depend heavily on the performance of the UPs where the activities are implemented. While many of the activities and outputs taken up by UPGP are aligned to the mandated functions of UPs, the quality and performance of UPs in this regard poses both risks and challenges. With only one full time staff, namely the UP Secretary, the proposed additional activities and documents add to the large volume of work they currently handle. This poses an important risk to carrying out the proposed activities with the required degree of attention and quality required to achieve expected project results and outcomes.

Part time assistance for UP Secretaries to improve financial management is being introduced through the Governance pilot during 2014; this pilot will provide the pilot UPs with robust books of accounts to efficiently track revenues and expenditures, and alongside prove the value addition from the use of such technical support thereby encouraging UPs to devote some of their discretionary funding to secure such support in the future

**4.2 Result 2:** Innovations in Pro-Poor and MDG-Oriented Planning, Financing of Service Delivery by Union Parishads

The capacity limitation referred above significantly constrained the introduction of innovative practices during 2013. Hence, the UP Accounting & MIS Pilot was introduced as a mechanism to ease the burden on UP officials in recording, compiling and reporting, with intensive capacity building by the project team. Given the limited size of the project team, it has become evident that the scale up would need extensive support beyond the scope of the project team – hence such support will be procured from professional agencies during 2014.

While the number of UPs that have initiated Five-Year Plans is large and impressive, the need to link with MDGs and target the poor calls for significant additional work. Hence, mentoring support from Upazila officials is being secured to guide UPs to review and qualitatively improve their Five Year Plans during 2014.

**4.3 Result 3:** Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance

While partnerships offer the potential to derive synergy and make strategic impact, they also demand specific additional effort to sustain the partnerships. Some degree of coordination is implicitly designed, by having the different partner projects operating from the same Local Government Division of the Ministry. However, at an operational level, initiatives to strengthen the inter-project coordination through Coordination Meetings, have been taken up to ensure clarity of actions being explored and carried out, as well to ensure that there is required consensus among the multiple stakeholders working together

## **A.5. CHANGES INTRODUCED IN IMPLEMENTATION**

**5.1 Strategic changes introduced during the implementation of the Action**

No strategic changes were introduced during implementation of the Action.

**5.2 Anticipated changes/challenges and planned means to face them**

The results and impact of UPGP depend heavily on the performance of the UPs where the activities are implemented. While many of the activities and outputs taken up by UPGP are aligned to the mandated



functions of UPs, the quality and performance of UPs in this regard poses both risks and challenges. With only one full time staff, namely the UP Secretary, the proposed additional activities and documents add to the large volume of work they currently handle. This poses an important risk to carrying out the proposed activities with the required degree of attention and quality required to achieve expected project results and outcomes.

The second risk is related to timing of release of grants, which are now tied to the pace at which the Government carries out the performance assessment and audit. Since the audit and performance assessment results are often delayed, the grants from UPGP are likely to be made available only towards the end of the fiscal year, leaving little time to implement the same within the expected time frame.

The third challenge is with regard to the volume of work taken up by the District Facilitators. Their effectiveness is substantively enhanced from the close access to the district administration on account of working closely with the DDLG on the LGSP II. However, the volume of routine work they handle for LGSP II is large, particularly in the larger districts which have more than 100 UPs. When they implement the specialized tasks related to UPGP, it puts some of the innovations to be piloted at risk of inadequate support that may be required for the innovations to succeed and generate lessons.

The work of UPGP and LGSP II overlap in several areas, including performance grants and MIS. While some the tasks are carried out separately such as delivery of grants and training, there are challenges in areas such as designing the MIS for LGD's MIE Wing. UPGP's approach has been to pilot UP level innovations and feed the same for national mainstreaming. However, in matters such as MIS, which need to flow from the UP level to the LGD, need mechanisms for closer collaboration and joint efforts.

The coordination mechanisms between UPGP and UZGP evolved during 2013, and offer a sound platform for work. However, the effectiveness of aligning UP and Upazila level activities is bound by options under the law and the systems that are operational within the LGD's operating procedures. Designing and piloting innovations, that enables joint planning and co-financing across these two tiers of local government also is also a key challenge to be addressed in 2014.

## A.6. WORK PLAN

6.1 The work plan for the reporting period July 2013 to June 2014 is outlined below.

No.	Output/Sub-output /Activity	Implementation Plan					
		2013		2014			
		Q3	Q4	Q1	Q2	Q3	Q4
<b>1.1</b>	<b>Coaching and Support to UP Chairs, Secretaries and members on roles and responsibilities defined by UP Act 2009</b>						
1.1.1	Day-to-day backstopping and support to the UP Chairs, Secretaries and Members by District Facilitators						
1.1.2	Formal training provided if a need for this is identified, in specific areas						
<b>1.2</b>	<b>Activating Ward Shavas for Inclusive Decision Making</b>						
1.2.1	Support Ward Shava formation process						
1.2.2	Support UP to conduct awareness raising on WS role and functions						
1.2.3	Orientation and strengthening of WS members (meeting, conflict resolution, documentation, interface with UP and citizens etc..)						
1.2.4	Support WS to conduct pro-poor planning at ward level						
<b>1.3</b>	<b>Strengthening Standing Committees for Effective Governance</b>						
1.3.1	Support Standing Committee formation process						
1.3.2	Support UP to conduct awareness raising on SC role and functions						
1.3.3	Orientation and strengthening of SC members (meeting, conflict resolution, documentation, interface with UP and citizens etc..)						
1.3.4	Support SC to conduct sectoral pro-poor planning						
<b>1.4</b>	<b>Up-scaling Women Development Forum</b>						
1.4.1	Support WDF formation, orientation and registration						
1.4.2	Promotion of participation of women in WS and SC meetings						
1.4.3	Strengthening women's voice in planning for health education and other services						
1.4.4	Supporting WDF in reduction of violence against women						
1.4.5	Empowering WDF for monitoring of efficient use of women allocated budget						
<b>1.5</b>	<b>Building Citizenship and Promoting Downward Accountability</b>						
1.5.1	Study on key rights and entitlements for poor and disadvantaged citizens to make RTI act effective						
1.5.2	Disclosure of information on UP resources available, tax collection and use of funds tax collect						
1.5.3	Dissemination of best practice examples (peer to peer)						
1.5.4	Train WDF to apply for entitlements independently						
<b>2.1</b>	<b>Support to management and implementation of the UP performance grant system</b>						
	Performance assessments						
	Financial Management capacity building and fiduciary mechanisms supported						
	Design UP MDG Planning tool (50% in UZGP)						
	Dissemination and validation of MDG planning tool						
	Performance based Grants transferred to UPs						
<b>2.2</b>	<b>Own revenue mobilization and improved local financial management</b>						
2.2.1	Design pilot strategy for enhanced revenue mobilization by UPs (including review or of previous experience)						
2.2.2	Orient and train UPs and other LG levels for pilot activities						
2.2.3	Roll out pilot revenue mobilization enhancement activities						
2.2.4	Conduct Own Revenue Raising Campaigns including awareness raising and citizen oversight;						
<b>3.1</b>	<b>Support to a Policy Advisory Group (PAG) and National Framework for Local Government Policy and Capacity Development</b>						
3.1.2	Support to development of a National Framework for LG Policy and Capacity Development (included in UZGP budget)						
<b>3.2</b>	<b>Support to LGD (MIE wing), DLG (Division level) and DDLG (District level) for backstopping and monitoring of local government (UZP and UP)</b>						
3.2.1	TA support to develop M & E strategy						
3.2.2	Support the DLG to develop, collect and analyse governance and 'democracy' indicators						
<b>3.3</b>	<b>R&amp;D for knowledge Generation</b>						
3.3.1	R&D fund for knowledge generation activities (Budget will be covered under UZGP)						
3.3.2	Project M&E and learning review						

	UP Training Evaluation						
	Citizen Perception Survey						
	Project M&E strategy tool development (including systematic piloting strategy and MIS support)						

## A.7. COMMUNICATIONS AND VISIBILITY

Reported under the UZGP Component.

## A.8. ACTIVITIES THAT HAVE NOT TAKEN PLACE

This section provides information about planned activities that were not fully accomplished. In most cases, these were because the Project Team became operational only during Quarter 4 of 2012, and the detailed planning for activities, including ToRs and procurement could commence only after that.

Activities	Justification for planned activities not fully accomplished
<b>Result 1: Strengthening Democratic Accountability of the Union Parishad through citizen engagement</b>	
<b>Activity 1.2: Activating Ward Shavas for Inclusive Decision Making</b>	
1.2.4 Support Ward Shavas to conduct pro-poor planning at ward level.	1.2.4 Training delivery to assist members of UPs with pro-poor planning could not commence till the planning tool was ready; initially recruited consultant in 2013 failed to commence assignment; new consultant has been procured in mid 2014.
<b>Activity 1.3: Strengthening Standing Committees for Effective Governance</b>	
1.3.4 Support Standing Committees to develop pro-poor sectoral plans.	1.3.4 Training to assist Standing Committees to develop pro-poor sectoral plans could not commence until the design was ready; tools for pro-poor sectoral planning are being developed after procurement of consultant in mid 2014. MoU has been done with NILG to conduct the TOT which will start in August.
<b>Activity 1.5: Building Citizenship and Promoting Downward Accountability</b>	
1.5.1 Identification of key rights and entitlements that are particularly relevant for the poor and disadvantaged, support to citizens' training and orientation.	1.5.1 Delayed initiation of filed work for the study during second half of 2013 on account of political situation; report in final stage.
1.5.3 Demonstration of best practice examples of self-disclosure to encourage other UPs to follow.	1.5.3 Peer to peer learning exchanges were initiated, but several UPs could not carry out planned visits on account of restricted mobility during political turmoil
<b>Result 2: Innovations in Pro-Poor and MDG-Oriented Planning and Financing of Service Delivery by Union Parishads</b>	
<b>Activity 2.1: Enhanced Planning and financial management with Performance-Based Grant System</b>	
2.1.1 Support to management and implementation of Enhanced Planning and UP performance grant system.	2.1.1 Constraints encountered by LGSP-II in recruiting auditors delayed the performance assessment, and release of performance based grants. Design of the MDG linked planning tool could not commence since selected consultant failed to take up the assignment and the process was stopped. New consultant has been recruited in mid 2014.
<b>Activity 2.2: Own revenue mobilization and improved local financial management</b>	
2.2.2 Orient and train UPs and other LG levels for pilot activities	2.2.2 Design of UP Financial Management training and support package completed, but training firm could not be contracted during the period

2.2.3 Roll out pilot revenue mobilization enhancement activities	2.2.3 Steps to secure the services of a financial services firm were delayed during 2013; firm has been contracted in 2014 and pilot in progress
2.2.4 Conduct Own-Revenue Raising Campaigns promotional activities, including awareness raising and citizen oversight	2.2.4 IEC materials designed for 564 UPs for awareness building activities at the UP level, including Revenue Raising; printing now completed & material delivered
<b>Result 3: Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance</b>	
<b>Activity 3.1:</b> Support to a Policy Advisory Group and National Framework for Local Government Policy and Capacity Development	
3.1.1 Support to core functions of Advisory Group Financing of activities of key staff and other core requirements.	3.1.1 Reported under UZGP component
<b>Activity 3.2:</b> Support to LGD (MIE wing), DLG (Division level) and DDLG (District level) for backstopping and monitoring of local government (UZP and UP)	
3.2.2 Support to the development, collection and analysis of governance and 'democracy' indicators.	3.2.2 Steps taken to link democracy indicators study with citizen perception survey.
<b>Activity 3.3:</b> R&D for Knowledge Generation	
3.3.2 M&E and project learning review	3.3.2 International study tours were deferred to 2014 due to political situation

## A.9. CROSS CUTTING ISSUES

Reported under the UZGP Component

## A.10. MONITORING AND EVALUATION

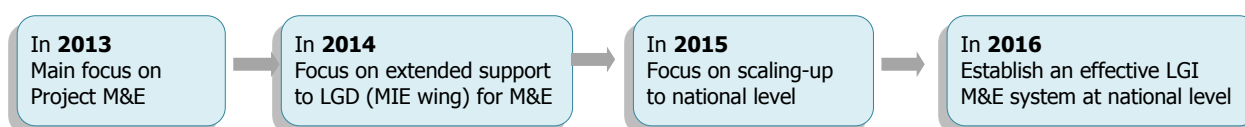
### 10.1 Overview of M&E for the UPGP

During the reporting period, the M&E Strategy for UPGP was fully operational. The M&E system provided regular oversight of the implementation of activities in terms of input delivery, work schedules, targeted outputs, outcomes etc. Through such routine data gathering, analysis and reporting, the project monitoring system succeeded in:

1. providing project management, staff, LGD (MIE Wing) and other stakeholders with information on whether progress is being made towards achieving project objectives, including implementation of project plans, resources, infrastructure, and use of services by beneficiaries
2. providing regular feedback to enhance the ongoing learning experience and improving planning process and effectiveness of intervention
3. increasing project accountability through periodic interactions with management agency, donors and other stakeholders

### 10.2 Stages of M&E Strategy Development:

The M&E system was envisaged to evolve through the following stages:



**Project M&E:** During 2013, the Project M&E system was designed and applied across the 7 districts where the UPGP operates. The project team and DDLGs monitor field activities throughout the project period. Annual and quarterly reviews took place to monitor the progress in all Results.

**Union Parishad M&E:** In this component, the project coached the Union Parishads to monitor the effective delivery of services. The Standing Committees are being prepared to act as inbuilt monitoring systems. A participatory “Self-Assessment Tool” was introduced to Union Parishads to assist in identifying the capacity, strength and weakness in local governance; the use of the tool is yet to commence.

**National (LGD) M&E:** In this component, the project supported developing of an M&E framework that can be used by the Monitoring Wing of the LGD that will contribute to tracking the progress at the UP level, as well as tracking the progress of various local governance projects in the LGD division portfolio.

### 10.3 Components of Project Evaluation:

Annual UP Performance Assessment: The performance assessment of Union Parishads has commenced and is carried out in coordination with LGSP-II. It is based on 41 performance indicators, using the Performance Assessment Manual for Union Parishads. To implement the UP performance assessment, the UPGP has trained the auditors and provided a Performance Assessment Workbook.

Mid Term Project Review (MTR): The Mid Term Project Review is scheduled to take place in 2014. The MTR will examine progress against project objectives and make recommendations to the project board. The primary audience of MTR is the Local Government Division, Development Partners, UNDP, UNCDF

and all concerned stakeholders including Union and Upazila Parishads. The evaluation will be carried out by independent consultants under the direct supervision of UNDP and UNCDF in close coordination with Local Government Division.

**Rapid Assessment:** A number of interventions are being delivered along with the piloting initiatives. A rapid assessment is being designed to assess the effectiveness and efficiency of the interventions.

### **Progress on M&E Plan**

<b>M&amp;E Activity</b>	<b>Progress</b>
Project Baseline Study	Baseline Study complete
Develop M&E Strategy	M&E Strategy complete
Develop M&E Tools	M&E Tools complete
Training on Project M&E Toolkit for project staff	Project M&E training completed
Monitoring visit to UPs by project staff	15% UPs are visited quarterly
Joint Monitoring visit by District	2 visit per District completed
Quarterly Progress review at central level	2 Review Meetings organized
Quarterly Progress review at District level	7 Review Meetings organized
Develop Project MIS	Project MIS Phase 1 completed

## **A.11. PARTNERSHIP AND COOPERATION**

### **11.1 Programmatic framework**

The UPGP has maintained its efforts for joint planning and implementation involving different offices of Government as well as different projects implemented to strengthen the Union Parishads. The UPGP has partnered the LGSP II during this period on conducting the nationwide performance assessment of Union Parishads.

### **11.2 Cooperation between UZGP and UPGP**

The close partnership between the UPGP and UZGP, as envisaged in the design of the two projects, has been realized. In addition to sharing key staff, the two projects have worked together to establish Women Development Forums at the Upazila level involving women representatives from Union Parishads. Twenty cases of co-financing local development, drawing on grants received by Upazila Parishads and Union Parishads were also an encouraging beginning to such cooperation between the two projects being translated into collaboration between local governments.

## **A.12. SUSTAINABILITY**

The sustainability of the UPGP's results is outlined below.

### **12.1 Mainstreaming:**

The actions initiated by UPGP are closely linked to the core functions of the Union Parishads, and the improvements being achieved are part of the mainstreamed dimensions of the work of Union Parishads across the country. Hence, the UPGP's inputs in capacity development and grant making, not only complement the support provided by the Local Government Division, but also act as catalytic support to trigger better performance by the Government and Union Parishads. The close linkage of UPGP with nationwide LGSP II, offers a mechanism for transferring lessons and good practices that are newly developed by the project. The significant advances in performance reflected in the results reported earlier indicate impact and good prospects of sustainability of new mechanisms that have been introduced.

### **12.2 Demand creation:**

While the provision of direct inputs by the UPGP is primarily directed towards Union Parishad officials, the financing support and technical assistance is heavily oriented towards activities with community interface, i.e. Ward Shavas, and Standing Committee. This focus has ensured that activities promoted by the project have high degree of visibility, and will be owned by the community which benefits from the

actions. This approach is very likely to create community demand for continuing the good practices, and sustain the same in the years ahead.

### **12.3 Strengthening resource base:**

The centrality and involvement of Union Parishads in local development is also a function of the quantum of their own resources that are brought into infrastructure and services they provide. It is from this perspective that the growth in revenue collection mentioned earlier, has a wider impact on ownership and leadership, as well as the ability of improved resource base to leverage sources other than the current development projects to attract funding for local development.

### **12.4 Vertical linkages:**

While a large volume of work is carried out at the Union Parishad, the process involves several elements of the vertical tier, not only in oversight but also in capacity building. The UNOs play a direct oversight role with UP operations and the DDLGs at the District level are closely involved in facilitating the UPGP inputs. The strong role of the central level in carrying out performance assessment brings in a major input from the highest levels. These vertical linkages engage with communities through the Ward Shavas. In other words, these inter-linkages reinforce the processes being taken up and allow for the initiative of any of the components of the vertical chain to influence the larger system.

## **A.13. WAY FORWARD**

This section outlines some of the steps that the UPGP intends to take in 2014 to deepen the impact in relation to its strategic priorities.

### **13.1 Step by step approach:**

Given the wide range of work envisaged in the UPGP, the work this year reflected a multi-stage approach. In keeping with the step by step approach, the focus in 2012 was on establishing the implementation platform, followed by the focus on the Union Parishad members and Women members in 2013. During 2014, the focus is shifting to the next tier, namely Standing Committees, and innovations for social mobilization and engagement in local governance to be scaled up in 2015. This multi-stage approach has allowed for building capacities at a particular level which then acts as a strong platform to thereafter support the work with the next tier.

### **13.2 Core tasks in 2014**

The core of work in 2014 relates to the continuing activities that include UP backstopping by DFs & performance grants. The second part of the work in 2014 will be around tasks initiated but not completed during 2013, due to mobility constraints experienced in the second half of 2013. This includes completion of the Planning & Management training for 174 UPs, roll out of the MIS & Accounting Pilot to 46 UPs, and initiation of the Financial Management Training. The third part of activities during 2014 reflects the priorities mentioned in the earlier para, namely Standing Committees, targeting of development expenditure and services to serve the poor, widening the local revenue base, and improving revenue mobilization, and building the platform for the focus of 2015, which will be innovations for social mobilization and engagement in local governance.

### **13.3 Mainstreaming into national M&E**

The next year will also be the period when the mainstreaming of the project focused MIS will commence. This will entail the scaling up of the use of IT enabled accounting and MIS by UPs supported by the UPGP, and commencing the transition to web-based platform that can be accessed by the MIE wing of the LGD. Alongside, UPGP will roll out multi-stakeholder field reviews.

### **13.4 Policy work**

The project is involved in key policy studies, for exploring the scope of UPs in a unified comprehensive local governance framework, and the options for functional assignments to the UP level. Ongoing studies on effectiveness of the Right to Information at the local government level, and Citizen Perception on local governance and service delivery, are expected to be completed during 2014. Some of these policy studies will be jointly conducted by UPGP and UZGP.



## Case studies

Co-financed ambulance for emergency health services

For **last two years, the inhabitants of Kursha UP of Taraganj upazila, Rangpur have been raising the issue of emergency health service in the Ward Shava. UP members raised this issue in their monthly meetings and shared in the upazila parishad monthly meeting. Upazila Parishad was encouraged to implement this project and committed to provide Tk.250000 from upazila fund. For this project, the UP emphasized to increase its own revenue. Finally they purchased an ambulance by Tk.1180000 where UPGP's fund is Tk.4,71,000 in FY 2012-2013. Since putting this ambulance into service until end-2013, 80 patients received emergency health service with minimum cost and time. Out of them, 45 were pregnant mother/delivery case and 10 of heart attack. After fuel & other maintenance, the Kursha UP earned Tk.2200 as revenue income. This ambulance has created a sense of optimism and enthusiasm in the union and contributed to achieve MDGs no. 3 & 4.**

**Trust Fund set up to get people out of begging**

**“Nobody wants to lead his lives on begging, but I’m extremely sick, my body is partially paralyzed, what can I do?”— 52 Years old Amina Begum, a former maidservant explained her misery for leading her 6 members family by begging.** A survey found 110 beggars in the Patli union of Sunamganj. Being moved at the inhuman situation a begger passes through, the union council decided to create a trust fund to get the beggars out of this humiliating act. With initial grant contribution of Tk. 20,000 from UPGP, the trust has mobilized Tk. 55000. The union sub-committee responsible for overseeing the trust has planned to **organize skill development training for income generating activities for beggars, distributing grant in cash and kind to meet the needs of very old beggars assist and encourage them to send their children to the school etc.**

## B. COMPONENT II – UPAZILA GOVERNANCE PROJECT

### B. 2 ACTIVITIES CARRIED OUT DURING THE REPORTING PERIOD

#### 2.1. Summary of Activities

At Output level summary of key activities and achievements during the period of July, 2013 to June 2014 are given below:

**Table: B. 1**

UPAZILA GOVERNANCE PROGRAMME: RESULTS & ACHIEVEMENTS			
Outputs	2013 Planned Results	Achievements	Evidence
1. Strengthened Upazila Parishads as functional, democratic, transparent and accountable institutions	Increase in effective functioning of 487 UZPs through structured capacity building & skill development initiatives  <i>Target: Nationwide</i>	<ul style="list-style-type: none"> <li>▪ 1261 Elected and 474 Government representatives of 481 UZP received General Training on laws, rules, committees, meetings, planning, audit (1232 Male + 503 Female =1735) in 2013</li> <li>• 1219 (i.e. 991 Male &amp; 228 Female) newly elected UZP Chair, Vice Chairs (Male &amp; Female) and UNOs and UZP level government officials received general training at 5 National Training Institutes up to June 2014.</li> <li>• 442 Elected and Government representatives of 65 UZP and 21 Project Personnel received specialized training on leadership, management and procurement (365 Male + 77 Female=442)</li> <li>• In 2013, 70 persons received three days training on improving Coaching, Mentoring and backstopping support skills of DLGs and DDLGs in 3 batches including all DVF &amp; DFs of UZGP.</li> <li>• 7 divisional peer exchange visit completed in April and May 2014. The visiting team consisted of DLG, DVF and Project Assistant</li> </ul>	<ul style="list-style-type: none"> <li>- Minutes of Upazila Parishad &amp; Committee meeting</li> <li>- Notification of UPZ Committee formation</li> <li>- Training reports from 5 national institutes</li> <li>- List of additional material / curriculum added by project</li> <li>- Participants list</li> <li>- Government order</li> <li>- M&amp;E reports by field staff</li>   <li>- Government order</li> <li>- Participants list</li> <li>- Training report</li> <li>- Training schedule</li>   <li>• Visiting schedule</li> <li>• Field visit report</li> <li>• Coordination meeting minutes as decision</li> </ul>

<p>2.Strengthened Planning and Budgeting system at UZP with MDG orientation and pro-poor service delivery</p>	<p>Ensure citizen engagement through pro-poor &amp; MDG responsive planning &amp; budgeting with corresponding delivery</p> <p><i>Target:</i></p> <ul style="list-style-type: none"> <li>✓ <i>Specialized Training: 14 UZP</i></li> <li>✓ <i>UFF grants: 7 UZP</i></li> </ul>	<ul style="list-style-type: none"> <li>✓ 14 Target UZP plan book printed by December 2013. Of remaining 51 plan books, 45 printed and 6 will be published by July 2014</li> <li>✓ 415 Divisional / District level Government officials of 14 UZP oriented on UZGP and Upazila Fiscal Facility (UFF)</li> <li>✓ Performance assessment of 7 UFF pilot UZPs completed</li> <li>✓ Disbursement of BDT 35m (\$0.44m) to 7 pilot UZPs</li> <li>✓ 104 schemes implemented in 7 UZPs of which 63 schemes are MDG focused</li> <li>✓ Public display &amp; sharing of Budget in pilot 7 UZPs</li> </ul>	<ul style="list-style-type: none"> <li>- Printed UZP budget and plan book</li> <li>- Training reports</li> <li>- Performance Assessment report</li> <li>- UFF disbursement document</li> <li>- UFF schemes detail &amp; approval</li> <li>- Scheme report from field</li> <li>- Photographs</li> </ul>
<p>3. Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson leaning and capacity development of LGIs for improved Local Governance</p>	<p>Policy Research to strengthen policy development on Local Government for structural institutionalization of LGIs contributing to prospective reform</p> <p><i>Target: Nationwide</i></p>	<ul style="list-style-type: none"> <li>▪ 5 out of 7 Divisional Policy Workshop held with 35 categories of participants (772 Male + 192 = 964)</li> <li>▪ 23 Resource Corners established (12 local Admin offices &amp; 11 Public library)</li> <li>▪ Capacity building of 6 national LG focused training institutes, LGD &amp; project by international trainers in Dhaka (40 Male and 7 Female = 47)</li> <li>▪ 3<sup>rd</sup> party external evaluation of training imparted by three national training institutes</li> <li>- Draft six Rules and three Regulations of Upazila Parishad submitted to LGD, which are under vetting by LGD.</li> <li>- <b>Six rules are given bellow</b> <ul style="list-style-type: none"> <li>(a) Upazila Parishad (Maintenance and Publication of Record, Reports, etc.) Rules,2014</li> <li>(b) Upazila Parishad Fund (Custody, Administration, regulation and Investment)Rules,2014</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- UZP Manual</li> <li>- Government Order &amp; Memos</li> <li>- List of Resource corners</li> <li>- Photographs</li> <li>- Report on Policy workshops</li> <li>- List of RTI officers appointed &amp; trained (ref OP-1)</li> <li>- Draft six rules report</li> <li>- Draft three Regulations of UZPs</li> <li>- Published UZP manual</li> </ul>

		<p>(c) Upazila Parishad (Maintenance of Accounts and Audit) Rules, 2014</p> <p>(d) Upazila Parishad (Conduct of Officers and Staff for Maintenance of Property) Rules, 2014</p> <p>(e) Upazila Parishad (Appeal Against Orders) Rules, 2014</p> <p>(f) Upazila Parishad Chairmen, Vice Chairmen and Members (Resignation, Removal and Vacation of Office) Rules, 2014</p> <p><b>Three regulations are</b></p> <ul style="list-style-type: none"> <li>▪ 1. Upazila Parishad (Conduct of Business) Model Regulations, 2014;</li> <li>2. Upazila Parishad (Conduct of Meetings) Model Regulations, 2014;</li> <li>3. Upazila Parishad (Delegation of Power) Model Regulations, 2014;</li> <li>▪ 25,000 copies of UZP manual published &amp; distributed to 487 UZPs.</li> <li>▪ Project website operational</li> <li>▪ Citizen Perception Survey completed and draft report submitted.</li> <li>▪ Technical support to LGD resulted in: <ul style="list-style-type: none"> <li>i. Series of technical clarification memos /guidelines to UZP</li> <li>ii. Structured job description for DLG/DDLG</li> <li>iii. Guidelines for local planning prepared &amp; under review of Planning Commission</li> <li>iv. Appointment of Information Officers in compliance to RTI Act in 14 pilot UZPs</li> </ul> </li> </ul>	
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Sources: Projects Monitoring and Evaluation data

## 2.2 Detailed Description of Activities

### **Output 1: Strengthened Upazila Parishads as more functional, transparent and accountable institutions**

#### **1.1: Basic Functions of the Upazila Parishad Operationalized**

##### ***Activity: 1.1.1: Capacity Development initiatives for all UZP:***

###### ***Sub Activity 1.1.1.1: Completion of 2012, roll over Generalized Training.***

###### ***Sub Activity 1.1.1.2: Delivery of Specialized training programmes on Planning & budgeting; Leadership & management; and financial management & Public Procurement Rules.***

General trainings were initiated in last quarter of 2012. It was an overlapping activity for 2012-2013.

**In 2012**, 489 participants i.e. UZP Chairs, Vice Chairs and UNOs attended three-day general training. The training focused on UZP legal and administrative structure, operationalization of key committees, partnership and coordination among line departments and elected stakeholders and technical support role of UZGP in this ambit.

Continuing in **2013**, a total of 1735 elected and government representative from 483 UZPs were trained. These training were held during the period January to July 2013. The three-day training was held in 52 batches. Training was held at National Institute of Local Government (NILG) Dhaka, Bangladesh Academy of Rural Development (BARD), Comilla and Rural Development Academy (RDA), Bogra. During July to December 2013 the number of persons trained was 112 . (80 Male and 32 female).

**In 2014** new elections have been held for the next tenure of UZP. During the phased election period, January to June 2014, project arranged for phased induction training of the elected representatives. Trainings are being held at 5 National Training Institutes i.e. NILG, BARD, BIM, RDA and NAPD.

The training simultaneously started at the 5 training Institutes from 18 May 2014. The Five-day training has been imparted to 1219 Participants (991 Male & 228 Female) in 34 Batches. The participants included newly elected UZP Chair, Vice Chairs (Male & Female), UNOs and UZP level government officials.

***Specialized trainings*** focused on Planning & budgeting; Leadership & management; financial management & Public Procurement Rules. These three-day trainings were held during April to November 2013. Participants were trained in 17 Batches.held at National Academy of Planning and Development (NAPD) and Bangladesh Institute of Management in Dhaka. A total of 442 participants from 65 UZP were trained. Of them 323 were trained (Male 271 and 52 Female) during July-December 2013.

##### **Sub activity 1.1.1.3. Day long workshop to support in preparing plan & budget book in 128 UZPs (65 from project area & 63 from new 7 District of 7 Division)**

Preparatory work is going in the field to conduct Day long workshop to support preparing plan & budget book

##### **Sub Activity 1.1.1.4: Five days review workshop and orientation on finalization of general and specialized training modules and preparation of lesson plan**

A 2014 activity, the workshop was redesigned to be of 4 days instead of 5 days. The modality had an individual and collective focus organized by fivenational training institutes. Three days of consultation were held with resource teams of the training institutes. On the 4<sup>th</sup> day a collective session was held with NILG, BARD, BIM, RDA and NAPD and their resource pool. The meeting focused on finalizing the general training strategy, training materials and modules, training facilitation guidelines and process. 53 participantsattended the meeting.

### **Sub Activity 1.1.1.5: Three days training on improving Coaching, Mentoring and backstopping support skills of DLGs and DDLGs in 3 batches including all DVF & DFs of UZGP**

This activity was scheduled for 2014 and was held in 2 batches during 8-9 and 16-18 April 2014. The training was held at NILG that trained 70 persons of which only one was female.

### **Activity 1.1.2: Support for meetings of UZPs & Sectoral Committees**

#### ***Sub Activity 1.1.2.1. Nationwide peer dialogue/ exchange visit to promote good governance***

Due to political impasse in 2013, this activity did not take place. Seven divisional peer exchange visit completed in April and May 2014. The visiting team consisted of DLG, DVF and Project Assistant. The objective of the visit was to learn best practice and identify areas for development.

### **Activity 1.1.2.3: Providing assistance for monthly meetings & Standing Committees for effective functioning of 485 UZP**

The technical support (2013 & 2014) in the project area is provided through the 7 District Facilitators (DF). Non-project areas are covered by 7 Division facilitators (DVF). The DFs are based at Brahmanbaria, Rangpur, Khulna, Barguna, Kishoreganj, Sunamgonj and Sirajgonj. Their prime responsibility is to liaise with DLG/DDLG on one hand and UZP Chair and Vice Chair on the other. The nature of technical support extended by District Facilitators primarily included hands-on/on-the-spot support in conducting meetings of UZP Parishad and Committee meetings in compliance with legal requirements. Support includes assistance in preparation of agenda, working paper and meeting minutes, etc. They also undertake M&E function for the project as per the structured template. Besides providing technical back up to Parishad and its committee meetings, it is also supporting operationalization of WDF.

### **1.1.3: Support LGD in drafting of sub-legislation as UZP Act 2009**

#### ***Sub-Activities 1.1.3.1 and 1.1.3.2: Support to drafting legislation framework (laws, rules, regulation and guidelines); Development of framework UZP bye-laws***

In 2013, the project contracted a consultant who held in-depth consultation with LGD and with elected and government stakeholders at UZP level to draft 6 set of Rules and 2 sets of regulations.

In 2014, first draft was prepared for six Rules and three Regulations for Upazila Parishad with support from external consultant. The drafts had inputs from policy makers, government officials at central level and local level. Group discussions were held at 14 Upazilas with relevant stakeholders on the content of rules and regulations. The first draft is being updated for final submission to LGD by the Consultant.

Project also initiated facilitating drafting of Upazila **Tax Rule and Schedule**. A national consultant is working on this.

#### ***Sub-Activity 1.1.3.3. Technical support & Publication of 65 UZP annual budget and plan book by providing technical support***

In 2013, project provided technical support to UZPs in project districts to prepare Plan book. The Plan Book is a public document of UZP that contains UZP geographical information, Annual Development Plan and Budget and five-year sectoral development vision. The project had targeted 14 pilot and 51 non-pilot Upazilas to prepare and print Annual Budget & Plan book through technical and financial assistance.

In 2013, the 14 target UZP prepared and printed the Plan book. In 2014, all 51 UZPs in project districts printed annual budgets and plan books.

#### ***Sub-Activity 1.1.3.4: Billboards for 487 UZP and 64 Districts:***

##### ***Charter of duties of Upazila Parishad (2013)***

The project in pursuit of its public awareness raising/advocacy for LGI supported LGD to install 551 Billboards i.e. at 487 Upazila outside Parishad office and 64 at District level outside District Commissioners Office. These billboards entail 21 key roles and responsibilities of the UZP Parishad that will contribute to transparency through dissemination of information to the larger public.

##### ***Sub Activity 1.1.3.5: IEC Activities***

The project continued to disseminate IEC and visibility materials that included factsheets, brochures, flyers, reports, video CDs, notebook, pen, folders used during the trainings and workshops at Dhaka, Divisional and District level.

In 2013, approximately 51 stories on UZGP activities were published in UNDP Bangladesh Country Office internal weekly e-newsletter, *Inside Story*, and were posted under UZGP link in UNDP Bangladesh Country Office website and dedicated page for UZGP.

The electronic and print media coverage of major project activities, especially for policy dialogues, WDF and trainings, was ensured. Approximately 70 news items on UZGP activities were published in print and electronic media in 2013; the number so far is 60 for 2014.

The project prepared six fact sheets to showcase project activities and achievements. These were on Capacity building, WDF, UZP plan & Budget book, Policy dialogues, UFF and overall achievement of UZGP and UPGP.

The project has prepared a video-documentary titled ‘ A year of UZGP’ that highlights project’s coverage and contribution.

Project has engaged a firm for designing and developing web site for UZGP. Procurement of services of an external vendor for production of IEC materials and one 14 minutes Video documentary on UZGP is under process.

##### ***1.1.3.6. Printing of training module and materials for general and specialized***

Printing of training module and training materials for general and specialized training completed and distributed to 5 training institutes i.e. NILG, BARD, BIM, RDA and NAPD in June 2014.

#### **1.2 Established Horizontal & downward democratic accountability mechanism at UZP level**

##### ***Activity 1.2.1: Mapping/ Orientation of Local Level Administration, CSOs, NGOs and CBOs for capacity Development at 7 UZPs***

In 2013, the project held 7 workshops at Upazila level with local administration and local civil society, managed by the DVFs and DFs, in close collaboration with DLG and DDLG. These workshops deliberated on identification of areas of common interest and opportunities between CSO and UZP. It also discussed the option of NGOs and CBOs being represented in respective standing committees of UZP and providing assistance in formulation of development plan for Upazila Parishad. These workshops were held at B.Barua, Kishoreganj, Dumuria, Betagi, Pirgonj, Kazipur and Jagannathpur and were attended by 238 participants of which 38 were women.

**Table B. 2**

<b>UPZILA GOVERNANCE PROJECT</b>				
<b>WORKSHOPS WITH LOCAL ADMINISTRATION AND CSOs</b>				
<b>Division</b>	<b>Upazila</b>	<b>Total Participants</b>	<b>Male</b>	<b>Female</b>
Chittagong	B.Barria Sadar	25	18	7
Dhaka	Kishoregonj Sadar	40	33	7
Khulna	Dumuria	25	18	7
Barisal	Betagi	21	20	1
Rangpur	Pirgonj	23	22	1
Rajshahi	Kazipur	24	20	4
Sylhet	Jagannathpur	80	69	11
Total		238	200	38

*Source: Project event reports*



### **1.3: Enhanced Right to Information and digital Bangladesh Vision:**

#### **Activity 1.3.1 Training on RTI Act 2009 for designated Information Officers and UZP representatives**

In 2013 project focused on the Information Officer appointed in the 14 pilot UPZs. Project trained them to effectively enforce the provisions of the Right to Information (RTI) Act 2009 at UZP level. Out of 14 Officers 12 attended a day long training organized at NILG. It was structured in 6 sessions that focused on (a) importance and function of Right to Information Act; (b) Right to Information Act 2009; (c) identification of challenges in scope of work on RTI Act -2009; and (d) way forward. The training was held in September 2013. Process is underway to provide training to other Information Officers.

#### ***Activity 1.3.2: Awareness workshop for national media (print & electronic) on the UZP activities and media field trip:***

The activity was planned for 3<sup>rd</sup> Quarter for 2013. However, it was postponed due to political unrest. The political impasse and restricted mobility was not conducive for media field visit. **1.4: Empowered UZP women representatives for effective participation in UZP**

#### ***Sub Activities: Capacity building Initiatives for Women elected leaders***

- a. Support formation and operationalization of WDF***
- b. Provide 2 days TOT for WDF ; and***
- c. Organize national level WDF workshop***

The Women Development Forum (WDF) formation process was front led by the Ministry of LGRD. The WDFs have been formed in a phased approach from Upazila to District level. LGD spearheaded with issuance of Government Order to the local administrative authorities to facilitate the process. The project provided technical backstopping by preparing concept note on WDF, formation workshop guidelines, financial and logistic support to the DLG/ DDLG.

In 2013, a total of 214 WDF have been formed - 191 at Upazila and 26 at District level against the target of 65 at Upazila and 7 at District level. The total membership of WDF is 7,311 – 5,935 at Upazila and 1,376 District level. The formation workshops were used by WDF to elect their forum leadership that resulted in 1,969 at Upazila and 242 at District level elected as the members of their respective WDF Committees.

In 2013, the project initiated cascade-training programme for the leadership of the WDF. This involved Training of Trainers (TOT). In the first phase, 278 participants (90 Female & 188 male) have been prepared as Master Trainers through 9 batches of TOT. The 2 day residential training was held at NILG, Dhaka. The trained Master Trainers include DDLG, Deputy Director Social Service, District Women Affairs Officer, Upazila Women Affairs Officer and Upazila Family Planning Officer, etc. The Master Trainers have in turn trained 1,717 WDF members. In 2014, additional 101 Master Trainers (40 Male & 61 Female) have been trained at NILG, Dhaka. They have in turn trained 1,804 WDF members.

In 2014 against the target of 200 WDF formation, 95 have been formed by June 2014. Training of three batches of Master Trainers totalling 101 persons have taken place. Trained Master trainers have provided field level training (2 days each) to 3000 WDF members in 113 Batches.

#### ***Gender equality campaign at 14 UZP through different national and local level activities and WDF members.***

The WDF members participated in month long program of “Nari Sanglap: Apnara Kemon Ashen” (Women’s Dialogue: How are you?) lead by the Ministry of Women and Children Affairs. They actively participated in the dialogue with other participants, formed women’s chain, discussed local women’s constraints, raised issues of vulnerability and underprivileged women, etc.

Gender equity and integration was part of 5 Divisional level Policy Dialogue (ref sub activity 3.1.5). The WDF members, elected women representatives and representatives of women groups, CSOs and

homemakers participated in it. The construct and execution of policy dialogue was gender integrated. Besides identifying range of challenges, many recommendations that came out of these dialogues were gender focused e.g. (a) gender responsive policy change; (b) to elect one man and one woman representative in each Ward; (c) strengthen role of three women representatives at Ward level; (d) strengthen LGIs to act against discriminatory practices such as dowry, early marriage and VAW; and (e) introduction of women friendly business environment.

## **Output 2: Strengthened Planning and Budgeting system at UZP with MDG orientation and pro-Poor service delivery mechanism**

### **Activity 2.1.3 & 2.1.4 Disbursement of Fiscal facility through GoB Channels**

In 2013, two tranches of fiscal support grants were disbursed in March and November 2013 of BDT 17.5m each to 7 pilot Upazilas. With these grants , 104 schemes from 7 pilot UZPs were implemented. Prioritized schemes are related to education, health, women development and related infrastructural needs and attain the MDGs. Among these 104 schemes, 48 56 are single sourced, while 48 are co-financed with Union Parishad, LGSP and community support.

In 2014, BDT 35m as first tranche for 2013 - 2014 fiscal year has been disbursed for 14 Pilot Upazilas. .

### **Revise performance assessment manual under Upazila Fiscal Facility Support**

The performance measures used in the assessment are set of indicators designed to stimulate compliance with rules and regulations, which UZP are expected to comply while simultaneously encouraging them to adopt MDG focused schemes. The performance assessment tools are derived out of UZP Act 2009.

The performance of 7 UZP for the year 2012-2013 was undertaken against 4 composite performance measures having 40 as its total score. However the manual was revised for 2013-2014 and 6 more composite performance indicators were added to raise the maximum score to 100. The 10 performance areas assess the compliance, as specified in UZP Act 2009 and its amendment, of a UZP's Structure, administrative process, financial management, targeted development expenditure, development plan, sectoral committees, integration/address social sector in UZP expenditure, co-financing of UZP development scheme from multiple sources, coverage of multiple UPs by UZP development plan and UZP Parishad and community oversight for UFF schemes.

Under the UFF guidelines a maximum ceiling of BDT 5 million has been set for UFF support. After the performance assessment, following formula is used to calculate the level of allocation:

Flat allocation	30%
Population based allocation	30%
Area Based Allocation	30%
Backwardness	10%

Many UZP exceeded performance when it was calculated against above formula. They become eligible to receive higher allocation on the basis of their performance. The elaboration for the same is available in section 2.1.5 and 2.1.6 below. However, due to limited project funds, under the UFF guidelines, a maximum ceiling of BDT 5 million has been set for an Upazila for UFF support. The assessment provides opportunity to the leadership of UZP to use this performance assessment to attract parallel funding from other available sources.

### **Activity 2.1.5 Carrying out Financial Audit, Minimum Conditions and Performance Measures Assessments of targeted 14 Upazilas, through independent subcontracting process**

In 2013, this activity has been carried out with LGD in lead through an independent consultant. A comprehensive report has been submitted and approved by the LGD. The assessment of minimum conditions, performance measure & financial audit has been completed for following 14 pilot UZPs.

The first round of assessment for 7 UZP was against 4 indicators having 40 as maximum score. (ref 2.1.3. for elaboration)

**Table B. 3**

<b>UPAZILA GOVERNANCE PROJECT: ROUND - 1 PERFORMANCE ASSESSMENT RESULT</b>			
<b>Upazila (District)</b>	<b>Max. Score</b>	<b>Performance Score</b>	<b>Fiscal Allocation as per Performance assessment (BDT)</b>
Mithamoin (Kishorganj)	40	29	4499585
Bancharampur (B.Barria)	40	29	4055455
Dacope (Khulna)	40	29	5686903
Sullah Sunamganj)	40	30	4971134
Ullahpara (Sirajgunj)	40	34	6480887
Pirgacha (Rangpur)	40	33	4813750
Barguna Sadar (Barguna)	40	31	4056635

*Source: UZP performance assessment report*

The second round of performance assessment was against 10 indicators having 100 as maximum score (ref 2.1.3. for elaboration)

**Table B.4**

<b>UPAZILA GOVERNANCE PROJECT: ROUND – 2 PERFORMANCE ASSESSMENT RESULT</b>			
<b>Upazila (Districts)</b>	<b>Max. score</b>	<b>Performance score</b>	<b>Possible Fiscal Allocation as per Performance assessment (BDT)</b>
Kishorganj Sadar (Kishorganj)	100	68	5956664
Brahmon Baria Sadar (Brahmin Baria)	100	67	5217466
Dumuria (Khulna)	100	69	4939492
Jagnnathpur (Sunamganj)	100	72	6792842
Kazipur (Sirajganj)	100	77	4832364
Pirganj (Rangpur)	100	66	5200314
Betagi (Barguna)	100	67	2496509

*Source: UZP performance assessment report*

**Activity 2.1.6 Performance Assessment of 65 Upazilas for identifying the best performing 14 Upazilas for 2014-15 fiscal year:**

In-order to undertake 2014-15 performances assessment, Bangladesh Institute of Management has been contracted and oriented, and performance assessment is expected to take place in October 2014. .

**Activity 2.1.8. MDG & Socio economic impact assessment by government institutions of UFF in 14 UZP.**

TOR has been drafted and and shared with Bangladesh Institute of Development Studies (BIDS).

**Activity 2.1.10 Contractual services to document the process of preparing information and plan and budget book and support 65 UZPs in preparing information plan and budget book**

ToR Drafted and is under review by Focal person and NPD

**Output 3: Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance.**

Output 3 is a shared output between Upazila Governance Project (UZGP) and Union Parishad Governance Project (UPGP). It requires identical implementation plan, commitment and team support. Between the two projects, the technical services of two International Technical Advisors (ITAs) and one National Technical Advisor (NTA) is available. This output gets shared leadership from the two NPDs and Secretary, LGD. Besides, the Local Governance (LG) Cluster of UNDP also contributes its technical expertise to implement the projects. Preliminary discussion has taken place with the Monitoring, Inspection and Evaluation (MIE) Wing on how to strengthen the monitoring system of the MIE Wing.

**Activity 3.1. Support to a Policy Advisory Group (PAG) and National Framework for Local Government Policy and Capacity Development**

***Sub Activities 3.1.1 & 3.1.2.: Support to core functions and meeting of the PAG***

The Secretary LGD has notified formation of a Policy Advisory Group (PAG) aiming at enhancing the policy development function in Government and create a coordinated framework for support to local government institution (LGI) capacity development. The PAG will learn and review from field experience and advocate for change at national level. It will be a 'think-tank' of the ministry on key policy issues led by the Local Government Division (LGD). PAG could not have any meeting in 2013, being the national election year when government partners were not open to any new policy formulation, transformation or evaluation research.

***3.2. National Framework for Local Government Policy & Capacity Development***

In 2013, policy research activities could not be initiated due to political unrest. However, Project adopted alternate strategy to technically backstop LGD through position paper based input for institutional strengthening of LGIs in general and UZP in particular. This resulted in (a) issuance of series of clarification memos, compliance orders and operational guidelines to UZP elected and government officials; (b) structured job description for DLG and DDLG in line with UZP Act; (c) UZP manual (compilation of legal and administrative requirements) and (d) guidelines for LGI for Local Planning (submitted to Planning Division). All of them directly contributed in effective functioning of UZP and anchoring of LGI.

**3.2.1 & 3.2.2: Policy Researches on (a) Structural organization of LGI 7 (b) Functional & Expenditure Assignment of decentralized Department**

In 2013 Project prepared comprehensive concept notes on 2 transformative policy researches which are (a) Local Government System in Bangladesh: Comparative Perspective and Practices and (b) First Phase of Policy Review of Functional Assignment to Local Governments (Union Parishad and Upazila levels) in the delivery of Health and Education services. The Concept notes were discussed within UNDP Country office and shared with the 2 project's NPD and Focal person.

In 2014, The Functional Assignment research has started with submission of inception report. The related field work is ongoing. The LGI study is still on hold.

***Activity 3.2.3 Review of local government laws towards a uniform local government legislation:***

Consultant on board and working in field for data collection

***Activity 3.2.4 Study on local government financing that includes fund flow system grant, taxation, accounting and audit practices:***

Consultant on board and working in field for data collection

**Sub-activity 3.2.5 Study on prospects of a Uniform tax schedule/regime for LGIs of Bangladesh:**

Consultant on board and working in field for data collection

**Sub-activity 3.2.7. Study/assessment on understanding the governance issues in safety net programme focusing on selected beneficiaries in collaboration with UPGP:**

MOU with BIDS has been drafted and is under review by LGD leadership.

**2013 Activity: Seven Divisional Policy Dialogues and One policy dialogue/ roundtable**

Project facilitated holding of 5 out of 7 Divisional level policy dialogues with key stakeholders and citizen groups. The focus was to have broad based grassroots feedback and consensus on effectiveness and functioning of LGI; MDG focused local development; and contribution to strengthening local democracy. These dialogues were held at Barisal, Khulna, Rajshahi, Chittagong, Sylhet and were conducted by the NPD and the Focal person of the project.

**TABLE B.5 8**

<b>UPAZILA GOVERNANCE PROJECT: DIVISIONAL POLICY DIALOGUES</b>			
<b>Division</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
Barisal	177	43	220
Sylhet	130	21	151
Khulna	153	34	187
Rajshahi	159	47	206
Chittagong	153	47	200
Total	772	192	964

*Sources: Project Event Reports*

The Finance Minister attended Sylhet Divisional dialogue; whereas the State Minister of Labor and Employment attended Khulna one and the State Minister for Industry attended the Rajshahi dialogue. Secretary, LGD also attended dialogues at Rajshahi and Chittagong. These dialogues were organized and held at the respective Divisional Commissioner's Office. 964 participants (772 Male & 192 Female) from 35 categories of participants attended these dialogues. They include Members of Parliament, Government Officers, LGI Representatives, professionals, NGO Representatives, Academicians, Freedom Fighters, Religious leaders, media representatives, farmers, students housewives etc.

These dialogues for local stakeholders were demonstrative of Government lead advocacy and awareness raising on effective functioning, positioning and structure of LGIs. Project technically augmented the policy dialogues through keynote paper titled –*Service to citizen through LGIs: Coordination, cooperation, potentials and challenges* that was presented by National Technical Advisor of the project. This paper highlighted constitutional mandates of LGI, their scope and landscape of policy reform.

Due to political unrest, remaining two Divisional and 1 national policy dialogue could not take place and are in 2014 workplan.

**2013 Sub activity 3.1.7: Evaluation and Assessment of General Training and Training institutes**

Series of Training on UZP Laws, rules and processes for UZP Chairs, Vice-chairs and UNOs (the three key stakeholders) was extended through three national training institutions: National Institute of Local Government (NILG), Dhaka; Bangladesh Academy for Rural Development (BARD), Comilla; and Rural Development Academy (RDA), Bogra. Almost 4015 persons (2,981 Male 1049 Female) underwent training . Project initiated 3<sup>rd</sup> party external evaluation of training and national training

institutes to assess the quality, effectiveness and impact of training undertaken by training institutes for the UZGP. Gender perspective was included in the evaluation to identify gender integration, mainstreaming and/or gender bias from concepts to training design and implementation of training. The evaluation informed that training contributed to:

- **team building** by bringing public representatives and government officials together. 90% respondents mentioned that training enabled interactions among the participants even beyond the classrooms.
- developing **understanding on rules and functions** as per the Upazila Act and improved skills in planning, budgeting, formation of Standing Committees etc.
- **effective coordination** among elected and government stakeholders
- augment **women’s empowerment** in UZPs work while female Vice Chairs’ confidence level also improved.

The report also identified areas of improvement that included (a) extend duration from 3 to 5 days; (b) reduce number of participants per batch to max of 25; (c) devise refresher or post-learning mechanism; (d) inclusion of female trainers as Resource Persons; and (e) improved logistics arrangement at the training centers.

### **3.3. Knowledge products for LGI, LGD & UZGP**

#### **Activity 3.3.1 Knowledge Leafs design, print & disseminate on Effective Local Governments & Governance**

Four Knowledge leafs published, Reports published were: (a) *Performance Assessment of Seven Upazila Parishads* (b) *Engendering Local Government Institutions* (c) *Building Capacities for Stronger Local Democracy* (d) *Women Development Forum: Concept to Implementation* (e) *Gender Strategy*

#### **Activity 3.3.2 UZGP brief - consolidated & output wise and theme wise**

Four project briefs prepared on :Capacity Building, Women Development Forum (WDF), Fiscal Facility Support and International training were published and three on UZP Information, Plan and Budget Book, Policy Dialogue, and Overall Key Achievement of the Project

#### **Activity 3.3.3. Briefs on UFF & Utilization & performance**

A four-pager publication on Upazila Fiscal Facility (UFF) utilization and its immediate impact on the livelihoods of beneficiaries printed.

#### **Activity 3.3.5. Capture Case Stories in project area on a quarterly basis**

In 2013, ten success stories were written on UZGP and grants provided through UFF. The stories were published in Inside Story, a weekly e-newsletter of UNDP Bangladesh CO and were posted onto UNDP Bangladesh CO website.

<p><b><u>Case story 1</u></b>  <b>Driving away silent killer--Formalin</b></p>
<p>“An apple a day, keeps the doctor away,”---Lipi Akter, 30, a mother of two, was following the opposite diet motto religiously for over the past five years in fear of formalin, the silent killer!</p> <p>“I can’t give my kids poison. Well, I am depriving them of necessary nutrients, but as a mother, I would not tolerate my kids swallowing poisonous substance,” she says, venting her anger. A mother, frustrated with the situation due to the malicious act of unscrupulous traders in the kitchen markets, says: “Not only apple or any kind of seasonal fruits, I was scared of vegetables and meat too.”</p>

She explained the reason behind all the fear and frustration was simply ---formalin.

“All the food items in kitchen markets were contaminated with formalin. You will not get anything---from fish to tomatoes to litchi, mango, blackberry-free from formalin. All these were soaked with formalin and poisonous carbide,” says Lipi, also a housewife hailed from Sajiara village under Dumuria Upazila, Khulna district.

But a recent initiative taken by the Dumuria Upazila Parishad, with the support from Upazila Governance Project (UZGP), offered a great relief to the rural housewives like Lipi.

“You can’t imagine what a great help it is to us. I had stopped buying fruits and fish from local markers. Now, with the drive of Upazila Parishad to make the markets formalin and carbide-free, I have resumed buying and adding fish, vegetable and fruits in my everyday menu,” Lipi said, with a sigh of great relief.

Over the past few years, the national and local media are regularly running the reports that the sale of formalin-laced food items has become a rampant practice in all the kitchen markets across the country, raising concern of the people about its impact on health.

Formaldehyde (formalin) is a toxic substance illegally used by merchants to preserve food, making it look fresh and attractive in the market for longer time, thus maximizing profits. The widespread use of formalin in fruits, vegetables, fish and meat poses a great threat to public health, and it is extremely harmful to pregnant women and new-borns.

“I stopped buying fruits and fish from the kitchen markets because of formalin. I brought some apples from the markets few months ago and those look still fresh in my home. So you just can imagine how excessive formalin they used for preserving the fruits,” says Sajjad Hossain, a customer in Koiya market under Bhandarpara Union, Dumuria Upazila.

Taking the public health matter seriously, the Dumuria Upazila Parishad, following recommendations made by Committees on Agriculture and Fisheries and Livestock, has taken a decision to buy a formalin-testing kit in January 2014 aimed at making the food items in Upazila markets free from harmful chemicals.

The Upazila Governance Project (UZGP), under its fiscal facility grant, has provided the financial support to purchase the BDT. 1.26 lakh formalin-testing kit. This was among the nine (9) schemes the Dumuria Upazila Parishad has taken with the Upazila Fiscal Facility (UFF) grants amounting BDT. 48 lakh provided by the Upazila Governance Project (UZGP) in 2013. The schemes were focused on Millennium Development Goals (MDGs) and pro-poor issues including education, health, poverty alleviation and women empowerment.

Supported by United Nations Development Programme (UNDP), the United Nations Capital Development Fund (UNCDF), European Union (EU) and Swiss Agency for Development and Cooperation (SDC), the UZGP aims at strengthening institutional, managerial and technical capacities of the Upazila Parishads (UZPs) to ensure better public service delivery and thereby alleviate poverty. The five-year project is being implemented by the Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives (LGRD& C).

Immediately after purchasing the formalin-testing kit, the Dumuria Upazila Parishad launched a formalin detecting service in the UZP kitchen markets and a mobile court seized and destroyed 140,000 kilograms of formalin-mixed fish from a fish-trader in Khornia Bazaar on 6 February. The mobile court also fined the fish-trader BDT. 25,000 for selling the formalin-laced fish.

From February 2014, the Upazila Parishad also launched a massive awareness-raising campaign against the use of formalin through loudspeaker, discussion and view-exchange meetings with traders, retail sellers, bazaar committees, consumers and media.

“In the first phase, we are trying to raise awareness among the sellers not to use formalin in the food items highlighting its harmful impact on health. If they understand that formalin is not only harmful for consumers but themselves as well, and then only we can hope for food items free for formalin,” says Soroj Kumar Mishtri, Fisheries Officer, Dumuria Upazila Parishad.

Issuing a stern warning on unscrupulous traders that are using formalin in the foodstuff, Md. Shamsudouza, Upazila Nirbahi Officer (UNO) of Dumuria Upazila Parishad, said, “Gradually we will go harsh on them. We will

make sudden visits to the markets and no traders or vendors will be allowed to sell fish, fruits or vegetables without checking them by the machine.”

Echoing the same, Gazi Abdul Hadi, Chairman of the Dumurua Upazila Parishad, said, “Mixing formalin with foodstuff is a big crime. We have zero-tolerance on this important health issue and we will not tolerate it anymore. He lauded and expressed his gratitude to the Upazila Governance Project (UZGP) for providing financial support to the schemes having a great impact on health services to the people.

“Primarily, we are providing this service in two/ three markets within the Upazila. When these markets will become totally formalin-free, the other will follow suit,” he added.

“This really gave us a great relief and we don’t have to worry anymore about formalin-mixed foodstuff, especially for our children,” says Lipi, making an urge to the Upazila Parishad to continue its drive and campaign against formalin and provide exemplary punishment to the culprits.

Resulting of the initiatives people are getting great relief from formalin-mixed foodstuff and all local people and businessman are aware about the effect of formalin-mixed foodstuff in the particular Upazilas.

## **Case story 2**

### **Nazma Weaves a Better Future for Herself**

Nazma Begum, 40, poor rural women from Pirganj Upazila under Rangpur district, Bangladesh, is now sure that her children will not go hungry and can continue their schooling.

Struggling with sheer poverty, she was trying hard to find a work to maintain her six-member family, as her husband took his bed due to a bone-related disease two years ago.

“My husband has been bedridden for the past two years due to the bone-related disease. It was devastating for us as he was the sole bread-earner for the family. We have spent all our savings for his treatment, sold our cattle and I even had to stop sending my children to school due to the financial hardship,” Nazma said, sobbingly.

“But the training in Sataranji gave me a new hope, a new life, and confidence to fight against poverty,” Nazma said, brimming with confidence. The training has completely changed the life of Nazma, who had earlier struggled to earn Tk. 2,000 a month is now earning over Tk. 6,000. This has given her a sense of gratification as she can now give her family a better life. A real life fighter, Nazma dreams of something even better not only for herself but also for the community. She wants to motivate other poor women in her community to take training and create self-employment for emancipation from poverty.

She is one of the 30 women who received a new inspiration in life after completing a 15-day “Skill Development Training on Sataranji Weaving for Women Entrepreneurs” at Pirganj Upazila Parishad, Rangpur district, Bangladesh. Sataranji is a special hand-loomed and woven carpet typical of Rangpur region and a very unique handicraft in Bangladesh.

The Upazila Governance Project (UZGP), under its fiscal facility grant, is providing the financial support to the training aimed at helping local poor women in Pirganj Upazila, Rangpur, to enhance livelihood skills of women, particularly the poor and destitute, to eventually bring the ultra-poor communities out of poverty and to empower women.

Supported by United Nations Development Programme (UNDP), the United Nations Capital Development Fund (UNCDF), European Union (EU) and Swiss Agency for Development and Cooperation (SDC), the Upazila Governance Project (UZGP) aims at strengthening institutional, managerial and technical capacities of the Upazila Parishads (UZPs) to ensure better public service delivery and thereby alleviate poverty. The five-year project is being implemented by the Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives (LGRD& C).



“This is not just weaving a carpet or mat...this is weaving a dream, weaving for a better future, a better life,” Nazma said, beaming broadly. “With the skills I learned from the training and by the money I am making after selling the products, I can feed my kids better and send them to school again. The training has just given me a ray of hope, opened up an economic opportunity for better life.” This is a beginning of prosperity for a down-trodden rural woman who earlier was scared of even dreaming. The support provided by UZGP has transformed a fragile woman into a confident person, who is becoming inspiration for many others in her community.

Following the recommendation made by Women Affairs Standing Committee of Upazila, which identified the training in traditional handcraft *Sataranji* as an economic opportunity for creating self-employment and empower disadvantaged women, the Women Affairs Department of Upazila, in association with Upazila Women Development Forum (WDF), have organized the training.

Through four Community-based Organizations (CBOs), a total of 30 women were selected from four Union Parishads (UPs) of the Upazila to take part in the 15-day training course that included skill training, material sourcing, marketing support and experience sharing visit. After completing the training, the UZP is also providing support to the women for 11 months in sourcing and providing raw materials and creating market/sales channels in Rangpur, Bogra and Dhaka.

Explaining the ripple effect of the training, Ms. Nuresh Kausher Jahan, Women Affairs Officer of Pirganj Upazila, said, “Our aim is not only make these 30 women skilled, but also others within the Upazila. The 30 women who have just received the training will in turn train others in their community to spread the skills and knowledge, which will subsequently help make a living for them and their families. A sense of enthusiasm has been created among the women of the community and it is not far away when a *Sataranji Palli* (Sataranji Village) will be set up, which will create a platform for self-employment as well as empowerment of women.

“It can easily grow as an industry and thousands of poor and disadvantaged women can be employed and pulled out of poverty once appropriate skilled labour force is created and market linkage is established,” she added, portraying a bright future of *Sataranji*.

The CBOs are also helping not only in mobilizing the women for training, but also in promoting the opportunity of marketing of the products to local and national levels. They will soon organize a *Sataranji* fair in Rangpur to display the products produced by the women who have received the training. This will be an opportunity to draw the attention of people from different level and eventually create the opportunity for greater local marketing, as well as export to abroad.

“If we can produce high quality products, we can easily sell the Sataranjis to Bogra, Dhaka and even abroad. And we, the CBOs, with the help of WDF, will play the catalytic role between the sellers and buyers,” Roushan Ara Begum, President of *Prajapara Bohumuky Nari Unnyan Samity*, one of the CBOs working on Sataranji, said.

Echoing the same, Ayesha Siddika, President of another CBO, *Panea Dariddra Bimochan Mahila Samity* (Paria Women’s Association Working for Poverty Alleviation), said, “The training has just come to us as a boon. With the skills we learned from the training, we are planning to form small groups of Women Entrepreneurs and take our products to national and international markets.”

“We have a dream to set up a *Sataranji* Palli (village) here in Pirganj and it can be the first step to materialize our dream,” she added, “The *Sataranji* Palli can be built as a platform of the disadvantaged women for their self-employment.”

The project, under its Upazila Fiscal Facility (UFF) support, has already provided BDT 58.39 lakh (approximately US\$ 74,360) to Pirganj Upazila Parishad by two phases in 2013. With the grants, the Upazila Parishad has undertaken a total of 13 schemes mainly targeting to achieve the Millennium Development Goals (MDGs) at Upazila level.

Expressing her gratitude to the UZGP’s contribution to help bring back her family’s happiness, Nazma said, “I will continue to work hard as I want to see happiness on the faces of my family members. I will also dedicate my services mentoring other women to help them overcome poverty and build a prosperous life. Thanks to UZGP without its support, it would not have been possible.”

The UZGP, during its first year in 2013, has already disbursed first tranche of its fiscal grants amounting BDT 17.5 m to seven UZPs under seven pilot districts for implementing 89 pro-poor and MDG-focused schemes. The grants are being used by the UZPs as additional financial resources, which complements its Annual Development Plan (ADP) grant received from national budget for implementing the schemes.

Resulting of the schemes create income generating activities and eradicate poverty.

**Activity 3.3.6. (a) 2013: Resource Corners (RC) set-up at LGD, project office, Divisions and Districts; (b) Assessment of established 22 RCs and Establish Resource Corners at NILG:**

The project in 2013 continued its efforts to generate and disseminate knowledge through Resource Corners (RC). 23 Resource Corners (12 local Admin offices & 11 Public library) have been established by the project in 2013, positioned to knowledge warehousing and increased access to information for local stakeholders on local government systems and local democracy. The RC at District / Divisional Administration level is targeted to facilitate the Government and elected representatives; whereas RCs at Public Libraries are to facilitate body of academics, research and general public. In 2014, A Resource Corner (RC) was established at Divisional public library at Khulna

The RC is a well-stocked mini-library having all kinds of local government related laws, rules and regulations, circulars, reports, manuals, audio-visual materials, and books on human development, poverty alleviation and good governance. The UZGP is providing the financial support for purchasing the books, furniture and other necessary equipment for the corners. The facilities at these RC corners are open to the public free of cost.

In 2014, Concept note on RC assessment has been finalized. Assessment tools are under revision.

**Activity 3.5. Strengthening M&E and MIS of LGD and UZGP**

**Activity 3.5.1. Structured M&E of UZGP**

***Sub-activity 3.5.1.1. Finalize & print M&E tools***

In 2013 support of project specific M&E work, project has developed M&E Plan, Multi year Monitoring Framework and tools. DF and DVF submit monthly to quarterly information on project and field activities. Field Visits by project staff are also documented in shape of Back to Office report against structured formats. Official website – [www.uzgp.org](http://www.uzgp.org) has been operationlized with a temporary host site.

***Sub-Activity 3.5.1.2. Orient HQ & field staff on M&E tools utilization***

M&E tools developed and shared in Project coordination meeting with the participants for feedback incorporation. M&E tools are in the field for pilot testing after which it will be finalized and printed.

Besides M&E tools, reporting templates have also been prepared that include Capacity building /training reporting format, WDF training reporting format, Upazila Fiscal Facility Scheme (UFF) reporting format.

M&E strategy is being upgraded by developing specific business processes and plans including operational definition of indicators and data flow chart.

***Sub-Activity 3.5.1.3. Develop data base as identified in all outputs (MIS systems developed):***

Development of data base based linked with M&E tools has been initiated. A prototype has been developed to capture data in four customized forms. The same forms are being pilot tested with the assistance of DVF, DF, and DDLG from seven Districts who have been guided and trained by MIS officer.

### **Activity 3.5.2. Structured M&E for LGD**

**Sub Activity 3.5.2.1 Conduct need assessment on MIS & M&E of MIE wing of LGD in to establish MIS system at Upazila, District & Divisional level in collaboration with UPGP**

Planned for 3<sup>rd</sup> Quarter 2014

### **Activity 3.5.3. Baseline & Assessments**

#### **Sub Activity 3.5.3.1. Finalization of ongoing Citizen Perception Survey and Result Capture in collaboration with UPGP:**

The project in 2013 has engaged consulting firm to undertake Citizen Perception Survey (CPS) and Annual Result capture. This is a joint activity for the UZGP and UPGP.

This activity aimed to obtain citizen's feedback on the adequacy and quality of public services provided by LGIs (UP & UZP); Eliciting information about citizen participation in decision making process of LGIs; Determine the level of awareness of citizens and local government officials on their mutual rights and responsibilities; and assess the achievement of results by UZGP and UPGP by engaging with different stakeholders.

The recommendations will be used for 'planning both projects future activities and promoting dialogue with and between stakeholders to achieve better results in future. This is 2013-2014 overlapping activity and will be co-reported. The inception report has been submitted in December 2013. First draft report has been received and is under review.

#### **Sub Activity 3.5.3.2. Assessment of quality and effectiveness of specialized training provided in 2013 in collaboration with UPGP**

This activity has been dropped from AWP.

### **Activity 3.6. M&E and project learning review**

#### **Sub Activity 3.6.2. Six monthly progress review in 65 UZP**

Planned for 2 Quarter

82 Upazila has been covered by 7 Divisional DLG by monitoring visit in the reporting period. During the field visit the DLG extended multi-area support to UZP Parishad and capitalized the opportunity to discuss and provide feedback. A synopsis of activity is as follows.

**TABLE B. 6**

<b>UZGP: MONITORING VISIT BY THE DLGs</b>		
<b>Monitor</b>	<b>Number of UZP visited</b>	<b>Area of support/ discussion during monitoring visit to UZP</b>
DLG Khulna	6 UZP	<ol style="list-style-type: none"><li>1. Conduct of UZP monthly meeting according to UZP act and rules</li><li>2. Activation of UZP committees and arrange bi-monthly meeting</li><li>3. Preparation of UZP budget for FY 2014-15</li><li>4. Necessary action to select Panel Chairman for new</li></ol>
DLG Rajshahi and DVF	24 UZP	<ol style="list-style-type: none"><li>1. Standing committee activation,</li><li>2. Preparation of five year plan and UZP's annual budget,</li><li>3. Monthly meeting conduction on regular bases,</li><li>4. Formation of Women Development Forum, etc.</li></ol>

UZGP: MONITORING VISIT BY THE DLGs		
Monitor	Number of UZP visited	Area of support/ discussion during monitoring visit to UZP
		DLG conducted meeting with UZP Vice Chairs, Upazila Nirbahi Officer (UNO) and officials of 17 transferred Departments. <u>476 UZP officials (Male 416, Female 60)</u> attended these meeting arranged by the Upazila Parishad.
DLG Dhaka	6 UZP	1. To make committee functional as UZP act 2. For WDF formation and activate 3. Bill board installation
DLG Barisal	6 UZP	DLG attended 6 UZP information and plan book preparation meeting. He has given instructions to share draft plan book and information with all line department.
DLG Rangpur	18 UZP	1. UZP monthly meeting along with meeting minutes preparation 2. Standing committee formation and regular conduct of meeting 3. WDF bi monthly meeting 4. block grant in piloted UZP 5. Refreshers training on WDF
DLG Sylhet	12 UZP	1. UZP monthly meeting along with meeting minutes preparation 2. Standing committee formation and meeting regularization 3. WDF bi monthly meeting 4. block grant in piloted UZP 5. Refreshers training on WDF
DLG Chittagong	10 UZP	1. Conduct regular monthly UZP meeting 2. Functioning 17 standing committee 3. Prepared UZP plan book 4. UFF schemes at piloted UZP B.baria 5. Billboard installation at UZP level 6. Monitor District and UZP level WDF bi monthly meeting
Total	82 UZP	

#### **Sub Activity 3.6.4. to 3.6.6: Conduct of international study tours & international capacity building**

In 2013, the project arranged for a comprehensive international training programme at Dhaka, conducted by the team of experts from The Hague Academy for Local Governance, the Netherlands. The course was titled Decentralization and Local Development in Bangladesh.

It was a residential training of 5 days focusing on basic concepts of Decentralization, Public services management, Public financing for local service delivery, Fiscal decentralization, and local strategic planning for poverty alleviation and attainment of the MDGs. The course also deliberated on state of local governance, institutional profile of the local public sector and options for intergovernmental cooperation and consequent capacity development. The 47 (40 M & 7 FM) representatives came from LGD, NILG, BARD, RDA, BIM, NAPD and BMDF. This contributed in individual and institutional capacity building of the core staff of these institutes, which are engaged with the project for imparting generalized and specialized training to the UZP stakeholders.

In 2014, two additional batches received training by the International and national trainers of The Hague Academy focusing Decentralization. The trainings were held in Cox bazar and was attended by 58 participants taking the total number of participants to 102.

*Sub Activity 3.2.3 of 2013: UZP Manual (2<sup>nd</sup> Edition) and its Printing:*

25,000 copies printed and distributed in 487 UZPs.

**Output 4: Effective Project Management Arrangement**

**4.1. Establish project support team**

*Activities 4.1.1 to 4.1.9: Recruitment of staff for Project management Unit (PMU) and field offices*

In 2014, Vacant position of MIS M&E officer and Project Secretary recruited. Project has one (District Facilitator) vacant position.

**4.2. Procurement**

*Activity 4.2.1 Ten Vehicles (7 at Division level and 3 at Dhaka)*

In 2013, procured vehicles. These were delivered and handed over to the relevant offices the same year.

*Activity 4.2.2 Office Equipment (ICT items)*

In 2013, the UZGP through UNDP has procured and delivered 49 desktop computers and UPS to 21 Divisional offices, 7 District offices and 21 for Central project office. 17 Scanner machine, Printer and Photocopier Machine each were distributed to 7 Divisional offices, 7 District offices and 3 for central project office. In 2014, 5 Laptops were procured.

*Activities 4.2.3 & 4.2.4 Office Equipment, Office furniture and Electrical equipment (Mobile, internet line, others) purchased:*

The project moved its premises to NILG in September 2013. This resulted in procurement and delivery, to central PMU office, of 7 Air Conditioners, office furniture, installation of PABX machine with 24 intercom hand set, 6 Fire Extinguisher and office internet.

**4.3. Ensure operations and maintenance**

*Activities 4.3.1 to 4.3.6*

**Central, Divisional and District Offices set up:** Central Office of the Project was located at Dhaka South City Corporation (DSCC) at Nagar Bhaban. Due to inadequacy of space project has been re-located to NILG at 4<sup>th</sup> floor. The central office mainly stands renovated and equipped with active project functioning.

**Bank Accounts:** The project is responsible for financial management and reporting to/for 30 separate bank accounts to manage project activities related fund i.e. two at Dhaka Central project office; seven at Division level; seven at the District level; and fourteen at 14 selected Upazilas. In the year 2013 these accounts were used for fiscal transaction for project activities. The biggest transfers were for national training institutes, UFF support and WDF support. The respective offices send financial report/ bank statement to the HQ/ central office on quarterly and annual basis. Project disbursed BDT 35m to transfer UFF in 2013. Using same set up BDT 35 m has been disbursed in 2014.

**Operation Maintenance Vehicles:** The project provided for (in 2013 & 2014) the cost of the fuel and maintenance of the vehicles being used at Central, Divisional and District offices. The total number of transport pool is 10 vehicles and 7 motorcycles whose fuel and maintenance is borne by project.

**Operation maintenance Office And Office equipment / Mobile, Internet, telephone bills etc:** The project continued, in 2013 & 2014, to cover the maintenance cost of the Central, Divisional and District level offices which are 15 premises of which rent is being paid for only Central project office, 28 mobile phones and 18 landlines.

#### **4.4. Reporting Support**

##### **Activity 4.4.1 Editing consultant for knowledge & product development**

This assignment was under taken in-house by the ITA

#### **4.5. Conduct Annual Review (print)**

##### **4.5.1. Annual Project Report Publication**

Annual Project report is in the process of printing.

Project submitted SDC-GEM report, MPTF Report, UNDP-RRMC report and EU report for 2013

#### **Activity 4.6 Conduct Annual reviews ( Meetings)**

##### ***Sub-activity 4.6.2. Staff Coordination Meeting on quarterly basis***

2 staff coordination meeting were held in 2014. 1<sup>st</sup> staff coordination meeting was held on 12-13 March 2014. at National Institute of Local Government (NILG), Agargaon, Dhaka. The coordination meeting was Chaired by Mr. Md. Shah Kamal, Additional Secretary (Admin), LGD and National Project Director (NPD), UZGP, Mr. Akram-al-Hossain, Joint Secretary, LGD and Focal Person. 54 participants including seven Directors of Local Government (DLGs) and seven Deputy Directors of Local Government (DDLGs) of seven pilot UZPs and all the staff of UZGP attended coordination meeting. The Local Governance Cluster team and UZGP PMU and field team were also present in the meeting.

Following were the key decisions:

- 5-day General Training for newly elected UZP Chairs, Vice-Chairs and relevant government officials will start in April 2014 and will complete by October, 2014.
- DLGs and DDLGs along with DVFs and DFs will accomplish the peer visits and report back to the NPD and Focal Person.
- 200 new WDFs will be established and undergo field level trainings by December 2014
- Draft By-law for WDF adopted
- LGD will send guideline for formulating the Five-Year Development Plan,
- The first meeting of the newly elected UZPs should be held by/within one month of taking the oath and the panel of Chairmen should be formed within one month of the first meeting of newly elected UZPs.
- Draft monitoring tools will be sent to field, after field testing (in 1-Quarter) will be finalized in 2<sup>nd</sup> Quarter to be used from July 2014.

2<sup>nd</sup> coordination meeting held on 26-27 June 2014 at National Institute of Local Government (NILG), Agargaon, Dhaka. Staff Coordination Meeting of Upazila Governance Project (UZGP) was chaired by Mr. Md. Shah Kamal, Additional Secretary (Admin), LGD and National Project Director (NPD). A total of 47 participants attended the coordination meeting including Five Directors of Local Government (DLGs) and Three Deputy Directors of Local Government (DDLGs). The Local Governance Cluster team and UZGP PMU and field team were also present in the meeting.

##### ***Activity 4.6.3 Project Management Meeting***

2 Project Management meeting were held in 2014, one on 22 May 2014 and the other in June 2014. National Project Director, Project Focal Person, National Technical Adviser, International Technical Adviser, Project Manager and other relevant personnel were present in the meeting.

##### ***Activity 4.6.4 Annual Planning review Workshop***

##### ***Activity 4.6.5. Meetings (PSC, Project Board, Coordination Meetings, Project Review Meetings & others)***

In 2013, during the reporting period, the project held two Project Steering Committee (PSC) meetings, two Project Board (PB) meeting, one project Coordination meeting, a Development Partners meeting and UZGP Staff meetings. This demonstrates strong sense of ownership of stakeholders to the project. The Project Steering Committee meeting approved the AWP 2013 and its subsequent revisions with active engagement of central and field staff. The AWP went through two revisions. The PSC in its November meeting expanded the UFF competition from 14 UZP to 65 UZP.

In 2014 one Donor Coordination meeting was held on 22<sup>nd</sup> May 2014, 2 Project management meetings were held in May and June, one project board meeting was held on 2<sup>nd</sup> June, one project steering committee meeting was held in June 2014 and one joint progress Review meeting was held with UZGP & UPGP on 5<sup>th</sup> to 7<sup>th</sup> May 2014.

***Activity 4.6.6. Learning Management System***

***Activity 4.6.7 In country training by external international expert for LG stakeholders both government officials, and project personnel on local governance & decentralizations***

A five days training on “Decentralization & Local Government” was held in February 2014 at Cox’s Bazar in Bangladesh. The training was conducted by The Hague Academy trainers. This was second batch of training held which was attended by 34 participants from central and local government, UZGP and UPGP staffs. The key facilitator was Dr. Jemie Boex from The Hague Academy & Dr Mobassher Monem Professor of Dhaka University while Ms Kazal Jamali from The Hague Academy was the course coordinator.

### B. 3 RESULTS AND ACHIEVEMENTS

Project's progress against LFA based indicators is as following:

**Table B. 7**

UPAZILA GOVERNANCE PROJECT		
LFA Achievements and Objectively Verifiable Indicators (OVI)		
Intervention Logic	Objectively Verifiable Indicators	Achievements of reporting period
<u>Result 1:</u> Strengthened Upazila Parisads as more Functional, Transparent and Accountable	By the end of the project, women and men councillors in all UZPs assert their ability to participate in debate and influence decision making to a significantly greater degree (95% confidence level) than those in a control group.	<ul style="list-style-type: none"> <li>- Over 134 trainings, workshop sessions &amp; policy dialogues held</li> <li>- 4131 (3126 Male &amp; 1005 female) elected &amp; Government representatives trained</li> <li>- 70% UZP holding monthly meeting &amp; Standing Committees formed</li> </ul>
	By the end of the project, all UZPs are compliant with 90% of the provisions of the Right to Information Act	<ul style="list-style-type: none"> <li>- 12 out of 14 GOB designated RTI officers in 14 target UZPs trained</li> </ul>
	By the end of the project, all UZPs have 6 key standing committees functioning  <i>Baseline value:0</i>	By end 2013: <ul style="list-style-type: none"> <li>- 100% Committees formed</li> <li>- 70% UZPs held mandatory meetings &amp; prepared minutes</li> <li>- 100% UZPs prepared &amp; submitted budget to LGD</li> <li>- 14 target UZPs prepared&amp; printed Annual Plan Book (Annual plan+Budget+5 year vision);</li> <li>- 51 Plan books under progress in non pilot UZPs</li> </ul>
	By end of project, women UZP representatives and functionaries from all Upazilas participating in officially registered Women's Development Fora at District level.  <i>Baseline value:0</i>	<ul style="list-style-type: none"> <li>- 214 WDF formed: 191 at UZP and 23 at District</li> <li>- Total members 7,311 from UP, UZP &amp; Pourashavas</li> <li>- 278 Master Trainers trained (90 Male &amp; 188 Female)</li> <li>- 1,717 elected women representatives trained</li> </ul>



	By end of project, all UZPs have prepared a “Citizens Charter” incorporating arrangements for UZP-constituent relations <i>Baseline value:0</i>	Due to political impasse this activity could not take place
<u>Result 2:</u> Strengthened planning and budgeting system at UZP with MDG orientation and pro-poor service delivery mechanism	A draft horizontal and vertical assignment of key development functions at Upazila level is agreed with GoB by project mid-term and is tested in 21 Upazila by end of project. <i>Baseline value: 0</i>	Upazila Fiscal Facility (UFF) technical guidelines revised a& approved by LGD
	By end of project, 14 Upazila have each produced development plans responding to local MDG assessment <i>Baseline value: 0%</i>	Assessment of Minimum Conditions, Performance assessment & Audit completed for 14 target UZPs under revised guidelines
	In final year of project, at least 90% of performance-based grants are allocated to projects identified as MDG-responsive in annual development plans <i>Baseline value: First round PMS</i>	By 2013, 104 schemes have been approved by LGD and 99 have implemented in 2013. 63 schemes have been reported as MDG and gender responsive i.e. 62%.
	By end of the project, all selected Upazilas will have had at least one development intervention addressing needs of the identified most vulnerable groups (such as the Dalits or other locally excluded groups) <i>Baseline value: 0</i>	Result capture in field will be reported in 2014
<u>Result 3:</u> Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance	<u>Policy development:</u> By end of the project, at least 2 legislative or regulatory instruments influenced by outcome of piloting activities are drafted and approved. <i>Baseline: current set of legislative and regulatory instruments</i>	No national firm could qualify to undertake research under procurement process of the UNDP. Due to political impasse international consultant incoming mission were with held. Following 2 policy researches will start in 2014: 1. Local Government System in Bangladesh: Comparative Perspective and Practices

		2. Policy Review of Functional Assignment to Local Governments (Union Parishad and Upazila levels) in the delivery of health and education services 6 Rules and 2 Regulations to elaborate UZP Act initiated
	<p><u>Capacity building:</u> By end of the project, the Policy Advisory Group has prepared and the GoB has adopted a National Framework for Local Government Capacity Development</p> <p><i>Baseline: No draft framework exists</i></p>	PAG could not meet
	<p><u>Monitoring:</u> By end of the project, the Monitoring, Investigation and Evaluation Wing of LGD has a functioning MIS capturing key data on local government performance</p> <p><i>Baseline: Only a project based MIS (and in early design stage) is used by LGD</i></p>	Project M&E strategy and tools in place to capture the data.
	<p><u>Backstopping:</u> By the end of the project, the DLG has a sustainable system for monitoring and backstopping local governments</p> <p><i>Baseline: No system in place</i></p>	Project's elaborated M&E tools being used to aide DLG/DDLG backstopping

Sources of data: Monitoring and Evaluation report 2013

## **B. 4 DIFFICULTIES ENCOUNTERED AND MEASURES TAKEN TO OVERCOME CHALLENGES**

### **4.1. Lesson Learnt<sup>4</sup>**

2013 was a challenging period for Bangladesh being the year for the national election. It was last year of the current tenure of the UZP. During this period focus of UZP elected stakeholders was split between responding to national electoral landscape and their struggle to maintain UZP as an important tier of sub national government. UZGP being lone programme support at institutional and individual capacity building level for UZP was met with high demand and expectation for its outreach and implementation.

Political unrest led to loss of more than 77 working days in political violence/blockades. During 2013, the government's administrative machinery at national level was at slower pace of decision- making. Local level development activities, especially through UZP, were encouraged by the government to provide impetus to national election campaign. The project continued to perform a balancing act with transferred line departments to complete its AWP approved activities in the field and maintain cultivated interest of the elected representatives.

The project activities are designed in such a way that it supports institutional performance through demonstration effect. Project was able to push start the operationalization of UZP sectoral committee and their recommendation to be routed through the Parishad through the availability of UFF grants under comprehensive guidelines. Similarly project could contribute to development and submission of UZP budget by 482 UZP. Through provision of technical support and financial resources, 14 targetted UZP could print first ever UZP Plan book that contains annual budget and 5 year vision. It has influenced the same for another 51 UZPs who are being financially supported by the project to publish their Plan Book.

The performance assessment for targetted 14 UZP has been completed. This is expected to augment government's efforts to monitor the UZP level performance and compare it with government audit. Such structured efforts were able to convince PSC to extend the performance grant competition among all 65 UZP of project districts instead of being restricted to 14 UZP. However, periodic reviews will be maintained and integrated into the management strategy to address the risks.

UZGP continued to work in close collaboration with the UPGP within the two projects design mechanism. Both the projects strengthened coordination to undertake joint activities in field. The WDF formation was highlight of coordination in 2013. The shared staff, National and International Technical Advisors also provided technical backstopping to both projects.

### **4.2. Risk /Challenge:**

Within the above stated contextualization, UZGP as a project **have identified** following three levels of challenges to its implementation. Following table illustrate how project handled these anticipated challenges **in** 2013 along with its projections for the year 2014.

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<sup>4</sup> This section is 2013 specific only

Table B. 8

UPAZILA GOVERNANCE PROJECT			
Risk /Challenges, Mitigation and projections for 2014			
Risk/ Challenge Area	Anticipated Risk/ Challenge for 2013	Risk management by the project	2014 projections
<b>Political:</b>	<ol style="list-style-type: none"> <li>1. 2013 will be election year hence corresponding instability</li> <li>2. 2014 (January-March) tenure completion for UZPs</li> <li>3. Weak political commitment from stakeholders towards LGI in general and UZP in particular</li> </ol>	<p>This risk level is beyond project control. Therefore it affected project as:</p> <ol style="list-style-type: none"> <li>a. 77 working days lost</li> <li>b. project had to drop national level coordination activities</li> </ol> <p>However UZP elected representatives and local administration remained engaged and relatively positive in their interaction.</p>	<ol style="list-style-type: none"> <li>1. UZP election held in first half of 2014</li> <li>2. National political situation will remain erratic</li> <li>3. LGIs may be used to influence national political landscape</li> <li>4. At least 50% UZP leadership in project target area does not get re-elected</li> <li>5. <b>Election to Women reserved seats will need political commitment</b></li> </ol>
<b>Institutional</b>	<ol style="list-style-type: none"> <li>1. Contextualized conflict among stakeholders such as Public representatives of different categories (UP, UZP, ZP, PS, MP) and government officials (from field to central level)</li> <li>2. Weak administrative decentralization &amp; its coordination with UZP</li> <li>3. Operationalization of planning system for utilization of Upazila fiscal grant (UFF) facility</li> </ol>	<p>Project managed this challenge through structured trainings. Project target area in particular and generally for others, it resulted in:</p> <ol style="list-style-type: none"> <li>a. reduced institutional conflict &amp; mandate based tensions between UZP Parishad &amp; local administration</li> <li>b. improved UZP &amp; local administration coordination</li> <li>c. UFF operationalized UZP sectoral committee</li> <li>d. Target UZP prepared &amp; printed Plan book that included annual budget</li> <li>e. 487 UZP prepared &amp; submitted budget to LGD</li> </ol>	<p>National political tensions to surface at UZP level during its elections and beyond that may affect institutional functioning, coordination and implementation of project activities</p>

<p><b>Project</b></p>	<ol style="list-style-type: none"> <li>1. Continued leadership support form LGD (NPD &amp; focal person remains)</li> <li>2. Harmonized work relationship with LGD &amp; UPGP/UZGP</li> <li>3. Coordination &amp; aligned preparation &amp; implementation of Policy Research, capacity building, M&amp;E, communication and Gender framework &amp; strategies and respective baselines among UZGP, UPGP &amp; LGD</li> <li>4. Project's Staff turnover with slow replacement is a concern</li> <li>5. Timely Procurement process is critical (Equipment to premises &amp; operationalization)</li> </ol>	<p>Project managed as:</p> <ol style="list-style-type: none"> <li>1. LGD support was sustained</li> <li>2. Cooperation between UPGP &amp; UZP increased</li> <li>3. Project jointly finalized (a) Gender strategy, (b) 2 policy research concept notes (c) communication strategy</li> <li>4. Project lost 2 critical staff i.e. M&amp;E officer &amp; MIS simultaneously</li> <li>5. Most procurement were managed in time except of international services where mobility was restricted.</li> </ol>	<p>Re-cultivate and train newly elected UZP leadership on project activities.</p> <p><b>As a result of tensed national political landscape, institutional coordination between newly elected UZP leadership and local administration may be difficult.</b> It may affect some project activities.</p>
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*Sources : Monitoring and Evaluation report 2013*

**a. Mitigation of 2013 Challenges**

The challenges and its mitigation are elaborated in the section above. There were no strategic changes that could affect the existing LFA or any change in its designated indicators. However, under the Business Continuity Plan, project customized its implementation tools to complete planned Annual Work Plan activities.

To overcome the restricted mobility due to political unrest, project adopted alternate strategy that to initiate trainings on weekends, which were Hartal/ blockade free so that participants could travel to Dhaka. Similarly Divisional activities were also re-planned on weekends.

Being last year of the national and UZP government, there was low interest to pursue any policy initiatives that could affect the national election. Therefore, Policy Advisory Group under LGD could not meet. The project overcame this by preparing series of technical guidelines and policy briefs to augment effective functioning of UZP Parishad. Project technically facilitated LGD through series of position paper based input for institutional strengthening of LGIs in general and UZP in particular. This resulted in:

- a. issuance of series of clarification memos, compliance orders and operational guidelines to UZP elected and government officials;
- b. structured job description for DLG and DDLG in line with UZP Act;
- c. UZP manual (compilation of legal and administrative requirements) and
- d. guidelines for LGI for Local Planning (under submission to Planning Division). All of them directly contributed in effective functioning of UZP and anchoring of LGI.

Due to intensive hartals/ blockade in line with UNDP Country Office strategy, project also prepared Business Continuity Plan (BCP) and Security Risk Assessment to continue with its planned activities under politically volatile times.

## B. 5 ACTIVITIES NOT UNDERTAKEN

In continuation of the challenges stated above, the following activities could not take place. These are stated against each Result as follows:

**Table B. 9**

UPAZILA GOVERNANCE PROJECT	
Activities not undertaken	Reasons
<b>Result 1</b>	
1.1.3 Nationwide peer dialogue/ exchange visit events to promote good practices on holding of UZP meetings	Due to political impasse & restricted mobility this activity could not be held.
1.1.4 Dialogue at national level with CBO, CSO, NGO & concerned government officials with concerned line agencies to ensure effectiveness of Standing committee functioning & coordination with UZP Parishad.	7 Divisional level dialogues held. National activity could not be held due to political impasse & restricted mobility
1.2.3 Mapping & orientation of local level CSO, NGOs & CBOs for capacity development (7 UZP)	Due to political impasse & restricted mobility this activity could not be held.
1.3.3. Awareness workshops for national media (print & electronic) on UZP activities and media field trip	The national media workshop was cancelled one day before the workshop due to developing national election situation
1.3.4. Organize a national level WDF workshop for strengthening local government	Due to political impasse & restricted mobility this activity could not be held.
<b>Result 3:</b>	
3.1.2. PAG meeting	Being last year of the national government, there was low interest with the government to such or any policy endeavour affecting status quo
3.1.5. One national policy dialogue/	Due to political impasse & restricted mobility this activity could not be held.
3.1.6. Orientation workshop on UZGP for the parliamentary Standing Committee on the Ministry of LGRD & Cooperatives	Being last year of the national government, the Standing Committee of the National Assembly was not interested in such activity.
3.2.1. Research Grants	Being last year of the national government and PAG not held, these linked activities could not be held.
3.2.4 R&D Fund for knowledge generation activities	
3.3.1 Support UZP to develop framework for community monitoring (pilot in 7 UZP)	Being last year of the UZP government's tenure, this was not pursued. It will be initiated with new UZP tenure in 2014

*Sources of data: Project progress Report & AWP tracking*

## B. 6 CHANGES INTRODUCED IN IMPLEMENTATION

The challenges and its mitigation are elaborated in the section above. There were no strategic changes that could affect the existing LFA or any change in its designated indicators. However,

under the Business Continuity Plan, project customized its implementation tools to complete planned Annual Work Plan activities.

To overcome the restricted mobility due to political impasse, project adopted alternate strategy that to initiate trainings on weekends, which were Hartal/ blockade free so that participants could travel to Dhaka. Similarly Divisional activities were also re-planned on weekends.

Being last year of the national and UZP government, there was low interest to pursue any policy initiatives that could affect the national election. Therefore, Policy Advisory Group under LGD could not meet. The project overcame this by preparing series of technical guidelines and policy briefs to augment effective functioning of UZP Parishad. Project technically facilitated LGD through series of position paper based input for institutional strengthening of LGIs in general and UZP in particular. This resulted in:

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- b. structured job description for DLG and DDLG in line with UZP Act;
- c. UZP manual (compilation of legal and administrative requirements) and
- d. guidelines for LGI for Local Planning (under submission to Planning Division). All of them directly contributed in effective functioning of UZP and anchoring of LGI.

Due to intensive hartals/ blockade in line with UNDP Country Office strategy, project also prepared Business Continuity Plan (BCP) and Security Risk Assessment to continue with its planned activities under politically volatile times.

## **B.7 COMMUNICATIONS AND VISIBILITY**

The Project has prepared a **Communications Plan** that draws strengths from the 2 project documents i.e. Upazila Governance Project (UZGP) and Union Parishad Governance Project (UPGP). It is a living document that outlines the broad range of activities that will be undertaken during the life of 2 projects. It sets objectives for its-self along with internal monitoring indicators. This will be a 'living and evolving' document and be updated to align with emerging requirements of UPGP and UZGP. Each year standalone and integrated Communication activities will be undertaken under the 2 projects with individualized strategy of implementation.

The overall objective of the communication plan-cum-strategy is to *inform, increase knowledge, and build public awareness* about Upazila Parishad and Union Parishad as well as their roles and responsibilities. The strategy aims to *inform, increase knowledge, and build public awareness* about the contribution of UZGP and UPGP to strengthening policy frameworks, strengthening the local government institutions (UZP and UP) and stimulating participation of stakeholders in local government activities. The projects will prepare range of knowledge products, publication, visibility material and IEC materials. The media coverage of activities of the two projects will be ensured in print, electronic and social media.

**Promotion of exchange of information among development partners' community** on effective utilization of their funds is being ensured through 6 information's leafs/ briefs were prepared on focused activities of the project i.e. Capacity Building, Fiscal Facility Support, Policy Dialogues, UZP Information, Plan and Budget Books, Women Development Forum (WDF) and overall key Achievements of UZGP and UPGP. The project has taken out short publication on Engendering LGIs, Capacity Building of LGI, WDF: Concept to implementation and Upazila Fiscal Facility.

To ensure **branding of UZGP**, it continued to distribute the visibility materials i.e. notebooks, pens, folders among stakeholders and participants of project activities. Communication Officer provided integrated input into all project activities from activity lay out to reporting to media coverage in line with its communication plan. The project ensured the appropriate visibility of donors (name and logos) in all project related events and IEC materials and training manuals. The project also ensured substantial media coverage, in both printed and electronic media, of its major activities, including the General



Training, Specialized Training and other generalized trainings, Policy Dialogues, and formation of the Women Development Forums (WDFs).

To raise the **profile and visibility of UZGP**, 51 stories on UZGP activities were published in UNDP Bangladesh Country Office weekly e-news letter -Inside Story and were posted at UNDP Bangladesh Country Office website along with its dedicated page for the UZGP project. 70 news items were covered in print and electronic media. A short video documentary on UZGP has also been prepared which is under editing.

**To enhance public awareness** on the institutional mandates of the UZP, 551 bill boards were erected at 487 Upazila and 64 District level outlining roles and responsibilities of the Upazila Parishad. Project website [www.uzgp.org](http://www.uzgp.org) is operational along with domain email for all the staff.

## **B. 8. CROSS CUTTING ISSUES – GENDER EQUALITY**

Gender equality is taken as an integrated focus of the project. The project does not have a dedicated output assigned to gender equality. However, project maintained its focus on gender by developing it as a separate result area. The Result statement is ‘to ensure Women political empowerment at LGI level’ besides ensuring gender integration across activities. This is in line with the technical guidance note on gender as elaborated in the project document, gender mainstreaming is ensured throughout the project cycle – i.e. planning, implementation, and monitoring.

In 2013, project finalized its gender strategy and ensured gender integration in all its activities – mainly capacity development initiatives and policy dialogues. In addition, stand-alone gender sensitization training was conducted for all project stakeholders. The details of gender related activities have been provided in Chapter 2 under each output. Gender Focused Activities in 2013 are:

### **i. Capacity Building**

**a. General Refreshers Training under UZGP:** 1730 elected representatives of 482 UZP participated of which 389 were women representatives. Training Handbook included a separate gender handout. For 2014, 282 women Vice Chairs and government representatives have attended generalized training.

**b. Specialized Training under UZGP:** 443 participants received specialized training from 65 UZP of which 72 were female and 371 were male.

### **ii. Policy dialogues under UZGP:**

5 Divisional level Policy Dialogue were held focusing effective functioning, improved service delivery and MDG based local development. Of 35 categories of participants, the gender specific were elected women representatives, civil society/NGO representatives, WDF members, representatives of women and chamber, teacher, Youth, media representatives, and homemakers.

The construct and execution of policy dialogue was gender integrated. Besides identifying range of challenges, many recommendations that came out of these dialogues gender focused e.g. (a) gender responsive policy change; (b) to elect one man and one woman representative in each Ward; (c) strengthen role of three women representatives at Ward level; (d) strengthen LGIs to act against discriminatory practices such as dowry, early marriage and VAW; and (e) introduction of women friendly business environment.

### **iii. Upazila Fiscal Facility (UFF) Utilization under UZGP:**

The project has 7 District as its target area of them 7 Upazila were identified to be the target recipient of the UFF. The UFF utilization guidelines, manual and related trainings were also gender integrated and mainstreamed. In 2013, BDT 35m have been disbursed to 7 target Upazilas i.e. Kishoreganj Sadar, Kazipur, Prigonj, B.Barua Sadar, Dumuria and Betagi. These UZP prepared 104 schemes that were submitted and approved by the LGD. Of the 104 schemes 63 Schemes directly corresponded to MDG

i.e. education, health, women empowerment, 56 schemes are co-financed by UP and community with heavy direct focus on women and Children involvement.( 316,45 beneficiaries of which 52% (166,168) are women)

#### **iv. Women Development Forum (WDF)**

##### **a. Formation of WDF**

In line with the project stated gender strategy and lead by the Ministry of LGRD initiative was taken to establish WDF in a phased approach from Upazila to District level. WDF is focused as forum for elected women representatives at LGIs. LGD spearheaded by issuing Government Order to the local administrative authorities for facilitation; whereas, the projects (UZGP & UPGP) provided technical backstopping from conceptualization to technical guidelines, conduct and reporting of formation process.

In 2013, 214 WDF have been formed - 191 at Upazila and 23 at District level as against the target of 65 at Upazila and 7 at District level. The current membership of 214 WDF is 7311 of which 5935 are from Upazila and 1376 at District level. In 214, 95 EDF have been formed against the target of 200.

The formation workshops were used as an opportunity to comprehensively brief WDF members about LGIs and their role, 2 projects, and expected organizational rationale, objective and expectations of WDF.

##### **b. Election of WDF leadership**

During the formation workshops, WDF members elected their leadership under a voting process. The WDF has following leadership:

1. Chair – UZP Female Chair/Vice Chair
2. Vice Chair- Elected among other UP/Municipality women representatives
3. Secretary- Elected among other UP/Municipality women representatives
4. Treasurer- Elected among other UP/Municipality women representatives
5. Executive Members: 3/5/7- Elected among other UP/Municipality women representatives

Of 214 WDF formed in 2013, there are 1969 members at Upazila and 242 at District level that have been elected as members of their respective WDF Committees.

##### **c. TOT for capacity building of the WDF Members**

In 2013, The UZGP organized 9 batches of Master Trainers/TOT for the capacity development of WDF members. The module included topics such as gender concepts, women representation at LGIs, gender issues & expectations at LGI's level. The training focused on ways to strategize their role in Parishad affairs and usage of WDF, skills on gender integration in the institutional affairs i.e. respective LGI's meeting, planning and budgeting, WDF goal, function and operationalization and orientation about international gender specific commitment and National Women Development Policy (NWDP).

The TOT was extended to 278 participants of which 90 were female. The participants were DDLG, Deputy Director Social Service, District Women Affairs Officer, Upazila Women Affairs Officer and Upazila Family Planning Officer. Additional 101 Master Trainers trained in 2014 that in turn have trained approximately 3000 WDF members in field under 33 batches.

##### **d. Cascade capacity building of WDF members:**

The Master Trainers in turn facilitated the training of WDF members with 63 batches in 7 districts. 1717 WDF members in 2013 and 1804 additional members in 2014 received the training. The participants were 55 UZP representatives (women VC), 79 Paurashavas members and 1583 were UP representatives.

#### **e. WDF Bi-Monthly Meeting:**

Post September 2013 WDF formation most of the platform are holding Bi-Monthly meetings at Upazila and District level. The agenda items for these meetings were diverse that covered topics such as WDF annual work plan, forum members' roles and responsibilities, opening of bank account, fund raising, preparation of bi-laws, information collection, forum office selection, increase women's participation in local development activities, build awareness on social issues through WDF at Ward level, address VAW, early marriage, dowry, identify case regarding VAW, raise voice at UP, list local resources and plan to utilize for poor women, communicate with line departments for solving problems at UP level, list ultra poor women at respective Ward, constraints of women empowerment, raise women's voice to get allocation from LGSP, UPGP, etc. Some of these issues were also raised by them in the Parishad (UZP & UP) meetings.

#### **f. WDF Member participated at Women's Dialogue:**

The WDF members participated in month long program of "*Nari Sanglap: Apnara Kemon Ashen*" (Women's Dialogue: How are you?) lead by the Ministry of Women and Children Affairs. They actively participated in the dialogue with other participants, formed women's chain, discussed local women's constraints, raised issues of vulnerability and underprivileged women, etc.

### **B.9. MONITORING AND EVALUATION**

Monitoring and Evaluation (M&E) is one of the major responsibilities of the project central office carried out by project M&E Team. M&E of the Upazila Governance Project (UZGP) focuses on tracking the project's immediate and long-term results as well as the progress towards achieving those results.

The project M&E Plan/Strategy was finalized along with data collection tools. The tools ensure data capture as per the information flow of the planned and under implementation activities of the project. Following diagram elaborates the M&E process of the project:

The project prepared Multi Year Monitoring Framework for the UNDP country office. The project has initiated Citizen Perception Survey (CPS) and Annual Result Capture exercise, as elaborated under detail output wise activities. The project is will create a base line of trained government and elected representatives for the UZP that will finish its tenure first Quarter March 2014. Similarly a data base is being prepared to monitor the progress of schemes under implementation as funded through UFF.

The project M&E Team supported in preparation of AWP, Review progress reporting (quarterly to Annual) and presentations to PSC, PB and Project Coordination meetings.

In 2014 M&E tools developed and shared in Project coordination meeting with the participants for feedback incorporation. M&E tools are in the field for pilot testing after which it will be finalized and printed.

Besides M&E tools reporting formats have also been prepared that include Capacity building /training reporting format, WDF training reporting format, Upazila Fiscal Facility Scheme (UFF) reporting format.

In 2<sup>nd</sup> quarter Hands on training on M&E tools, Project Log frame is initiated to field staffs (DVF, DF and Project Assistant) for their clear understanding and get feedback in the M&E tools. M&E tools are in the field for pilot testing after which it will be finalized and printed.

M&E strategy is being upgraded by developing specific business processes and plans including operational definition of indicators and data flow chart. It is expected that M&E plan will be draft in 2<sup>nd</sup> quarter and finalized 3<sup>rd</sup> quarter.

## **B. 10 PARTNERSHIP AND COOPERATION**

### **6.1. Partnership between UPGP and UZGP:**

The partnership and cooperation between the two projects (UZGP and UPGP) was strengthened through finalization of joint communication and gender strategy. Strategic collaboration was ensured by participation of UP members in Policy dialogues on effectiveness of LGI arranged by UZGP; and in preparation of concept notes for two policy researches. Financial and HR coordination was ensured in establishing of Women Development Forums that included women elected members of the UP and Pourshavas; and Citizen Perception Survey and Annual result capture. The government leadership i.e. NPD/ FP of the two projects also accorded clearance to a joint activity plan for 2014 for both project; and sharing of AWP -2014 preparation processes. The shared staff coordination between the two projects was also streamlined.

### **6.2 Partnership between field teams and UZP elected representatives & government departments:**

Being posted to the field, the project staff continued to strengthen their rapport with a range of stakeholders e.g. Divisional and District Level Government officials, Upazila level government officials, Upazila Chairman and Vice Chairman, local media, local elites, NGOs, CBOs, public representatives. The field staff supported DLG & DDLG in joint conduct of project activities.

2013 Project Coordination meeting was attended by DLG and DDLG of the targeted Divisions and Districts. This provided an opportunity for both government and project staff to be collectively guided by NPD and Focal Person to overcome their field challenges and enhance understanding of the project activities. This consequently improved coordination between them in planning and implementation of project activities i.e. meetings, attendance to event, workshops and training programs, etc

The establishment of Resource Corners (12 local Admin offices & 11 Public library) also provided another level of interface and support as it led to revival of governmental office based mini libraries. The LGD, being the implementing partner, also contributed in strengthening this relationship through a series of governmental directives to its own and devolved department staff to ensure cooperation. Field staff also maintains close ties with CSO.

### **6.3. Partnership with National Training institutes:**

The project continued and strengthened its partnership with the three national training institutes - NILG, BARD, RDA for generalized trainings. Project extended its partnership to National Academy of Planning & Development (NAPD) and Bangladesh Institute of Management (BIM) for the conduct of specialized training. These institutes collaborated with the project and customized existing training modules according to the project requirements and specifications. Staff of the above 5 training institutes along with representatives from LGD and Bangladesh Municipal Development Fund (BMDF) also participated in international training arranged by the project in Dhaka.

## **B.11 SUSTAINABILITY**

Strategic dimensions impacting sustainability of the UZGP results are outlined below.

### **11.1. Functional and institutional capacities of local governance institutions**

During the reporting period, the UZGP strengthened its cultivated institutional relationship with UZ Parishad through continued capacity building initiatives to fulfill their institutional mandate for service delivery at the local level. The project supported the smooth functioning of UZP through range of technical guidelines for UZPs that were issued by the LGD. This has established a community of practices with the support of over 10,000 government and elected representatives trained by the project to-date that will positively anchor UZP in particular and LGI in general as critical democratic institution.

## **112 Alignment with national systems**

During the reporting period, project continued to strengthen the UZP functionaries to align their planning and budget making processes with national system and requirements. This resulted in 482 UZP's preparation and submission of budget in time to the LGD as compare to only 95 in 2012. Similarly, target 14 UZP prepared annual plan book that contain geographical and statistical information about the Upazila, annual plan, budget and 5 year sectoral vision. 51 UZP are also working on the same. Upazila fiscal support facility has created demonstrative effect to operationalize the UZP committee; initiated co-financing with community and UP funds; and have used ADP funds as well as co-financer. Collectively, pursuance of processes and establishing practices is creating foot-prints for next UZP to follow that ultimately contributes to sustainability.

However the project assesses that administrative decentralization of line departments is still struggling for clarity and the conflicting role of MP in UZP functioning is a huge challenge to the strengthening of UZP.

## **B.12 WAY FORWARD**

Year 2014 presents strategic opportunity for the project to re-align itself with the new tenure of Upazila Parishad. This will mean for the project to re-cultivate functional relationship with newly elected UZP members; plan and execute generalized training for the newly elected UZP leadership; and continue to use Upazila fiscal facility to augment both service delivery and strengthening of local democracy.

Project will continue its efforts to align project goals towards achieving operational convergence and alignment at the Upazila Parishads. The UZGP through UFF will continue to contribute in attainment of MDGs and facilitate the UZP to prepare MDG aligned plans and budget. The Citizen perception Survey will be completed and would lead to creation of database and updating of baseline for new UZP tenure. Policy researches will put-forth the landscape of challenges and opportunity for policy reform. Collectively, the analysis will provide insights to fine tune UZGP annual activities.

Women empowerment will be maintained as corner stone of project activities. WDF formation will be completed for remaining UZP and Districts along with completion of orientation training of the WDF members. The WDF related work will be jointly performed with UPGP. Knowledge management (KM) – generation, codification and sharing of knowledge - will be retained as focus area as project will prepare fact sheets and briefs on its initiatives with outgoing UZP. Policy researches will be used to activate PAG and further discussion on strengthening of local democracy.

Engagement with MIE Wing of LGD that could not be initiated in 2013 will be jointly pursued with UPGP support to identify that how 2 project data can be used by the government. The projects' own M&E and corresponding MIS support will continue for effective project management and reporting.

The long-term impact of UZGP lies in the manner in which the learning generated from the project will be shared and mainstreamed. The project will engage other donor supported projects to further common objective of strengthening LGI that include SHARIQUE of SDC, USAID & UK aid supported project "Democratic Participation & reform Program" and Jica's intended support for Pourshavas to share and mainstream lessons learnt.

## Annexure 1 Gender Strategy Upazila Governance Project (UZGP)

### I. Introduction

The Constitution of Bangladesh prohibits gender-based disparities and ensures equal rights, equal opportunities and economic and social equity for all the citizens of the country. Under the Constitution, women's rights<sup>5</sup> are protected under the broad and universal principles of equality in:

- ✓ Article 9 encourages local Government institutions composed of representatives of the areas concerned and special representation shall be given, as far as possible, to peasants, workers and women in such institutions
- ✓ Article 10 provides that steps shall be taken to ensure participation of women in all spheres of national life.
- ✓ Article 19 (1) provides that the State shall endeavour to ensure equality of opportunity to all citizens.
- ✓ Article 27 specifies that all citizens are equal before the law and entitled to equal protection.
- ✓ Article 28 and 29 focuses and reinforces that the State:
  - ✓ shall not discriminate against any citizen on grounds of religion, race, caste, sex, or place of birth;
  - ✓ women shall have equal rights with men in all spheres of the State and of public life;
  - ✓ that no citizen shall, on grounds only of religion, race, caste, sex or place of birth be subjected to any disability, liability, restriction or condition with regard to access to any place of public entertainment or resort, or admission to any educational institution.
  - ✓ nothing shall prevent the State from making special provision in favour of women or children or for the advancement of any backward section of citizens.
- ✓ Article 65(3) reserves 45 seats reserved for women at central level which has been increased to 50 under the 15<sup>th</sup> Amendment to the Constitution

The Government of Bangladesh recognizes that equitable growth in a democratic society require reduction in gender-based disparities and deprivations. The Government ratified the Convention on the Elimination of All Forms of discriminations Against Women (CEDAW) excluding the Clauses 2, 13(a), 16 (1) (c) and (f) which relate to the personal rights of women such as succession of property, marriage and divorce, guardianship over children etc.

The national response to international commitment has been enunciated through Ministry for Women & Children Affairs at national level with its departmental representation at local government level; 50 members National Council for Women and Child Development (NCWCD) headed by the Prime Minister; WID focal points in the Ministries.

An inter-ministerial Women and Child Abuse Prevention Committee has been formed to establish rights and resist abuse of women. Woman and Child Abuse Prevention Cell and Women Abuse Prevention Committee have been formed at district and Upazila levels that are linked to the Ministry of Women and Children Affairs and Women Affairs Department. Under the Ministry, National Women Organization (Jatiyo Mohila Sangstha) have been formed which is implementing Women Development Program in 64 districts and 50 Upazilas. Consolidated efforts of the government are captured in the Women Development Policy 2011.

In addition, Bangladesh has specific laws prohibiting certain forms of violence including the Penal Code, 1860, the Dowry Prohibition Act (1980), the Cruelty to Women Ordinance (1983), the Suppression of Immoral Traffic Act (1993), Domestic Violence Prevention Act 2010, and the Prevention of Repression against Women and Children Act (2000).

The global Gender Inequality Index (GII)<sup>6</sup> replaced the previous Gender related Development Index

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<sup>5</sup> National Women Development Policy 2011, issued in March 2011, section 5

<sup>6</sup> [www.hdrstats.undp.org](http://www.hdrstats.undp.org) - Human Development Report 2013 and its explanatory notes

and Gender Empowerment Index. It reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Reproductive health is measured by maternal mortality and adolescent fertility rates; the share of parliamentary seats held by each gender and attainment at secondary and higher education by each gender measures Empowerment; and economic activity is measured by the labour market participation rate for each gender.

Bangladesh has a GII value of 0.518, ranking it 111 out of 148 countries in the 2012 index. In Bangladesh, 19.7 percent of parliamentary seats are held by women, and 30.8 percent of adult women have reached a secondary or higher level of education compared to 39.3 percent of their male counterparts. For every 100,000 live births, 240 women die from pregnancy related causes; and the adolescent fertility rate is 68.2 births per 1000 live births. Female participation in the labour market is 57.2 percent compared to 84.3 for men.

## **II. Women in Politics in Bangladesh**

Bangladesh has a patriarchal social structure reinforced by religious, economic and political norms, that are challenging to advance the cause of women. The primary role of women is associated with the family – as biological reproducers and nurturers. In addition, women are responsible for all the domestic household work but lack decision-making power within the household. Because of the strong patriarchal structure, political positions for women are a privilege rather than a right.

### **A. Political Empowerment**

#### **National Women Development Policy**

In 1972 the Government had taken maiden step to streamline the role of women in development i.e. their administrative empowerment and inclusion of women in the decision making. The restrictions on the females in the matter of government employment were waived and a 10 percent quota was reserved for them opening their free participation in all areas of employment. Two women were included in the Cabinet in 1973 and one woman was appointed DG of Bangla Academy in 1974. Since then the respective governments have stressed increased participation of women in all areas of society and State administration along with ensuring political empowerment of women.

The objectives of the National Women Development Policy 2011, commit to ensure the socio-economic, political, administrative and legal empowerment of women with their full and equal participation in the mainstream socio-economic development. Focusing on need for political empowerment of women the policy aims/targets:

- To raise number of women's seat in the Parliament to 33% and to take initiative to direct election in the extended seats for women
- To arrange direct poll in the extended seats at all levels of local governments.
- To appoint substantial number of women in the higher levels of decision making
- To ensure 33 percent representation in phases inside the political parties & encourage them to nominate increased women candidates;
- To implement awareness raising & advocacy program to motivate public, political parties including the mass media to ensure increased and active political participation of the women, their rights & contribution.

The implementation of women development policy is the responsibility of the Government that has following institutional arrangement:

#### **a. National level:**

Government aims to strengthen administrative frameworks of Ministry of Women and Children Affairs, Women Affairs Department, National Women Organization (Jatiyo Mohila Sangsta) and Bangladesh Shishu Academy. The administrative framework of these institutions is expanded at all Divisions, Districts, Upazila and Union levels in phases. Ministerial focal points are to ensure programming and coordination for women development. National Women and Child Development Council (NCWCD) is the prime body to provide strategic guidance and oversee implementation of the objectives of the National Women Policy under the Chairpersonship of the Prime Minister.

### **b. District and Upazila Levels**

Women empowerment & development activity/program at Zila, Upazila/Municipality, Union Parishad level will be coordinated by the transferred line department of the respective Ministry. District Women Affairs Officer and Upazila Women Affairs Officer in coordination with other concerned officials shall be the lynchpin of coordination.

### **c. Grassroots Level (Union & Village)**

At the grassroots levels i.e. in village and Union the women shall be organized as self sustained group. These groups shall be transformed into a registered organization under different government organizations. Tapping resources from the Government and NGO sources, banks, other financial institutions, an intimate relationship of these organizations with Union Parishad, Upazila Parishad, Zila Parishad, Municipality and City Corporation shall be established and their activity coordinated. Over and above, the inclusion of local development perspectives of all the grassroots organizations shall be encouraged and assistance given.

## **B. Political Participation of Women**<sup>7</sup>

### **a. National Level**

Bangladesh has used the gender-based quota system as a systematic tool to incorporate women in the political arena and help remove barriers and enable women to play on a level playing field. At the time of the framing of the Bangladesh constitution in 1972, a gender-based quota system was introduced at the national level as the route for women's entry into politics.

At the national level, the Bangladesh Parliament has 300 seats. Thirty indirectly elected seats were reserved for women, for a total of 330 seats. The 15th constitutional amendment passed in June 2011 increased the number of reserved seats to 50. This reservation started with 15 seats and gradually grew to 30,45 and current number of 50. There are 69 women lawmakers in the current parliament which is 19.7 percent of the total seats. Nineteen of these women were directly elected and 50 on reserved seat. The reserved seats are divided amongst the political parties based on the proportion of seats they won in the election which would be elected by MPs.

The Bangladesh Election Commission has taken a first step towards strengthening women's political participation by imposing a 33 percent reservation for women in all political parties' executive committee positions including the central committee by 2020. However, progress towards this goal has been slow.

### **b. Local Level**

Women's participation at the local level is also crucial to empowering and mobilizing women at the grassroots level so that they have a greater voice in decision making. A quota system was introduced direct election in the local government (*Union Parishad*) elections in 1997. Each **Union Parishad** has nine constituencies and one chairperson position open for men and women to compete for. Each block of three constituencies has one reserved seat for directly elected women. Thus the reserved ratio is three reserved seats for women for every nine non-reserved seats – or 25 percent. A similar situation prevails for the Upazila Level.

In 2009 **Upazila Parishad** Act was re-enacted and updated to assign clear roles, functions and powers to elected Parishads or councils in 13 main areas. Through the Act, the UZPs have been empowered to play a major role in the management of the Upazila health complexes and public health engineering, social services and family welfare, women and youth development, primary and mass education, agricultural extension, infrastructure development, livestock protection, fishery and disaster management. The representational arrangement of the Parishads as laid out with the Act has the potential to provide for more inclusive local democracy.

The traditional bias of indirect representation at higher tiers towards women has been alleviated by the representation of 30 percent women in the Upazila Parishads and one of two Vice Chair

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<sup>7</sup> Are Bangladeshi Women Politicians Tokens in the Political Arena? Article by Rozana Maujandar 27 June 2012  
<http://asiafoundation.org/in-asia/2012/06/27/are-bangladeshi-women-politicians-tokens-in-the-political-arena/>



positions being reserved for a woman. Women UP members will also be represented on the council, once elected. As per the provision in Upazila Parishad Act, one third of the Upazila Parishad members will be from the women UP members and Municipality women councilors which is yet to be implemented.

According to **Zila Parishad Act 2000**, it will have a Chairman, 15 general members and 5 reserved women seats in the Parishad. As per the law women are expected to Chair at least one-third of 17 Standing Committees.

### **c. Constraints and Opportunities for women at LGIs**

The quota system is a globally acknowledged as a proactive step to women political empowerment yet temporary in nature to address women's under-representation. Mere fulfilling of quotas may not address the core issues in long run. It requires focused interventions to help women overcome the social, economic, religious and cultural barriers that suppress their voices and bring women to the forefront. Until this is done, women have to work within the prevailing structures of patriarchy in order to overcome the challenges to create a gender balance.

The majority of the female lawmakers in Bangladesh have come through the gender-based quota system. The system has been designed as women do not have the same political resources as men. Therefore, the responsibility for dealing with the under-representation of women rests with the political institutions. In Bangladesh, the gender-based quota system has provided opportunities for them to shift social barriers and emerge as leaders. Political participation allows women the opportunity to challenge the socially constructed patriarchal system to make and pursue decision-making goals.

**On Constraints side**, socio-cultural barriers and stereotyping is the first constraint faced by women at all LGI level. Politics is inherently male dominated that becomes gender personified in rural areas. Generally community in rural areas is neither interested nor accustomed to perceive and accept women in a politically powerful and prestigious position. This stereo typing of women's role in politics consequently effects their political participation, mainstreaming of women perspective and post election extent of their authority in development and financial decision making and functioning of respective LGIs.

While there is no perfect system, the mix of indirectly elected women members each representing a Union and directly elected Chair and Vice Chairs each representing the entire Upazila has the potential to provide the basis for both strong Citizen-Parishad relations. It also has the capacity to address development perspective across the entire Upazila as well as connecting to the Union & Zila Parishads.

At LGI level reserved woman's constituency is three times bigger than that of a non-reserved representative. This system requires voters to vote for a candidate for the regular seats as well as a woman candidate representing three constituencies. Women constituency, in such situation, becomes geographically large that affect their ability to canvass and extend community outreach. Women candidates are usually not well acquainted with all three constituencies. This creates a setting where women do not have the same power and authority as those elected through regular seats. On the other hand voters often do not know and have no connection with the woman candidate.

At Union Parishad level women on reserved seat share their constituency with another male elected member. This leads to unhealthy competitiveness between the two and women are denied of their share of schemes for lacking the required political influence and technical capacity. Women members lack influence within the respective UP and UZP Parishad functioning and their Standing Committee's meetings. Similar situation prevails at the Ward Shava level.

The level of marginalization increases when a woman is elected at two level i.e. personal capacity and technical capacity understand and contribute to respective LGI's functioning. Being nascent in political field elected women members lack confidence and leadership skills to be in public role. This is compounded by their limited knowledge of the functioning of LGI and their expected roles

and responsibilities to that effect. This is compounded by male dominated institutional behaviour and absence of women friendly work environment. This results in situation where despite women being in Chair or Advisory position are practically relegated to cosmetic figure-heads for want of their technical and financial understanding of the subject. On the other hand, not being invited in time for a meeting and family restriction to travel to a wide constituency adds to the hardship.

**On opportunities side**, quota/reservation of seats has opened the window of political mainstreaming for women. The national response mechanism, as elaborated above, encourage the development partners to join governmental efforts in strengthening women participation and integration of its perspective in local development.

The availability of Women Affair Department, National Women Organization and dedicated district and Upazila Women Officer provides systemic opportunity within the governmental system to integrate women perspective. Through gender sensitization and orientation of the concerned governmental representation the opportunity of their functional alignment with elected women at LGIs can be strengthened.

By being in respective Parishads women are placed in a on-job learning seat for future political role and leadership. Women UP & UZP members are encouraged to play their advisory role in service oriented departments i.e. health, education, sanitation, etc. which is a good entry point especially due to its relevance to MDGs.

The departmental and Parishads' specific budget, ADP and external fiscal support are also opportunities to further women's perspective. By establishing linkages with devolved departmental focal persons on women and national programme elected women can extend their outreach and integration of women perspective in across departments and respective councils' work.

Strengthened capacity to network, advocate and mentor each other is also an opportunity for elected women. This broadens their horizon by having institutional and personal connect among LGI levels; and with adequate capacity building can be used to raise women issues at all LGI level.

Government under National Women Policy encourages the village and Union level women to be organized in group and strengthened for collective benefits. The same can be supported under Women Development Forum at all LGI level to create a local to national connect.

### **III. Strengthening Local Democracy in Bangladesh**

#### **Over view of UPGP and UZGP projects**

The Upazila Parishad Governance Project (UZGP) and the Union Parishad Governance Project (UPGP) are part of the overall programmatic framework for UNDP and UNCDF support to the Government of Bangladesh Local Governance reforms, supported by the European Union, the Governments of Switzerland (SDC) and Denmark (Danida).

**Upazila Governance Project (UZGP)** focuses on strengthening of local democracy, accountability and citizen engagement at the level of Upazila Parishad (UZP). The Upazila occupies a strategic, political and administrative position, which has been re-activated in 2009, post a hiatus of 18 years, resulting in election of 481 Parishads. It acts as structural linkage between Union Parishads below and service-delivery line agencies at Upazila level.

**Both project documents** are complemented by the programmatic framework document that provides support to the *Union Parishad* (UP) and Upazila Parishad (UZP) level of local government as part of the wider Local Government Support Program. In this regard the UZGP and UPGP projects have horizontal and vertical linkages through their project document and implementation. In terms of project management there are shared implementation team(s) supporting both projects. Programmatically, both projects share a common output covering policy and capacity development frameworks.

The **integration and connectivity between the two projects** are elaborated in Programmatic framework as follows:

**UNDAF outcome:** Government institutions at the national and sub-national levels are able to more effectively carry out their mandates, including delivery of public services, in a more accountable, transparent and inclusive manner.

**Specific objective: To strengthen the capacities of local governments and other stakeholders to foster participatory local development services for the MDGs.**

**Output 3:** Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of LGIs for improved Local Governance

**Shared Staff:** Women Empowerment Officer, Communication Officer, Research Officer, Capacity Building Associate, Project Coordination Officer; Operations & Finance Manager

The two project documents further strengthen the linkages by having shared Communication, Gender, Research and Capacity Building strategies.

### **b. Gender specific commitment of UPGP & UZGP**

The empowerment of the elected women members at LGIs level is essential for strengthening local democracy, local governments systems and governance.

**Both the projects**, through their signed project documents with the Government of Bangladesh, **commit to ensure gender mainstreaming<sup>8</sup>** primarily through following activities:

1. A sound **training programme** for elected representatives as well as administrative female officials or staff member within the Parishad (Council) will take into account gender issues and also include some specific topics to capacitate women in identified gaps.
2. In the support to local government legislation development, **gender mainstreaming** will be ensured. **Upazila Citizen Charters and promotion of the Right to Information Act** at Upazila and Union Parishads level will ensure gender sensitive interventions.
3. **Women Development Forum** of all the concerned female Upazila and Union Council members will be established at District level, as a space for women to discuss their roles and join together in defending their contributions as elected representatives. Likewise in the UP project, the lesson learned positively from Women Development Forums of the female UP members will be transferred also at Upazila level, especially functioning as a gender watchdog.

In light of these commitments, the two projects are expected to prepare a shared gender strategy to ensure (a) gender mainstreaming across its activities; (b) undertake gender specific activities; (c) ensure collection of gender disaggregated data; (d) contribute to achievement of gender related national MDG targets; and (e) document qualitative and quantitative results.

The two projects are committed to strengthen the capacity of elected women members, Parishad members and concerned governmental counterparts; ensure due resource allocation for gender focused activities; and to mainstream women members' role in political and development decision making for effective functioning of the respective Parishad and local democracy.

### **c. Parameter of Gender Strategy for UPGP & UZGP**

The **two project documents contain a shared broad outline of gender strategy**. Both projects commit to consider gender as cross cutting theme in project cycle and activities within following parameters<sup>9</sup>:

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<sup>8</sup> as enunciated in the two signed project documents of UZGP and UPGP

<sup>9</sup> as enunciated in two signed project documents of UPGP & UZGP

1. The project will be **consulted and reviewed at each stage of project cycle from the gender perspective**, and the feedback of the gender experts from various stakeholders and institutions will be reflected in the project.
2. The project will **ensure, as much as possible, a gender balanced representation** within the project team, in line with the UNDP and GoB recruitment provisions. Gender balanced representatives will be also ensured in various committees involved in the project, for example, the Policy Advisory Group, the Steering Committee and Project Board members.
3. The project will be also **monitored from the gender perspective**. The progress of the project will be periodically monitored according to gender specific indicators, and in case the project does not fulfill these criteria, it will be re-guided.
4. **Women Empowerment Officer will be co-shared** between the two projects. The position will provide advice to the LGD and other national counterparts to strengthen women's leadership in the public sector and to support the development and implementation of national policy and strategy on advancement of women; Provide advice to national counterparts in strategic capacity-building initiatives; Build strategic partnerships and advocate for gender and women empowerment issues covered through the project; and support Project Management Unit across activities.

#### **IV. Gender Strategy for UPGP & UZGP**

##### **a. Framework of Gender Strategy**

Both Globally and in Bangladesh, the democratic institutions, with in their charter, provide equal space for men and women to participate in political processes as voters and/or candidates. However the reality does not always show equal participation of men and women in democratic institutional building, either at central or local level.

This Gender strategy is intended as an internal document to guide the two projects approach in addressing gender systematically in all areas of its work. It is also a statement of intent for external stakeholders, including LGIs, in order to communicate the project's understanding, guiding principles and approach to gender equality and women's empowerment in relation to local government systems and processes.

For both projects gender equality is both a cross-cutting issue and a key implementation focus aimed at ensuring that women can participate equally with men, as political representatives and citizens, within local governance structures and processes. Gender mainstreaming is focus for both the project as part of their respective project interventions.

This section outlines the gender equity and mainstreaming approach that the two projects will adhere to operationalize its gender equality principles. It will include identification of the beneficiaries; and inter and intra levels of engagement and interaction for two project; broad indicative activities. On an overall basis, to promote gender equality and mainstreaming, it will lay out why women's empowerment is central to the two projects and their shared approaches towards it

##### **a. Policy parameters**

**UNDP's global Gender Policy** is based on a two pronged approaches to achieving gender equality therefore the two projects will follow the similar approaches:

*1. Integrating a gender perspective* into all policies and programmes across each core priority of UNDP to ensure that men and women fully participate in and benefit from development outcomes.

*2. Investing dedicated resources* in specific interventions that empower women, reduce their vulnerability, build their leadership, provide them with access to resources, and protect their human rights.

The **National policy** on women aligns with above as elaborated in section II.

The two projects will work to “**Ensure women political empowerment at LGIs**” as its key Result area.

### **c. Key Definitions**

Definition of terms is critical in a gender strategy. Following three are important to the gender strategy and are co-opted from UN Women:

#### **Gender Equality i.e. Equality between women and men:**

Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. It refers to the equal rights, responsibilities and opportunities for women and men irrespective of their sex. Gender equality is the result of the absence of discrimination on the basis of a person's sex in opportunities and the allocation of resources or benefits or in access to services.

#### **Women's Empowerment**

Women's Empowerment is both a process and an outcome. It concerns women developing the confidence, knowledge and capacities to exercise agency and take more control over decision-making and resource allocations. It focuses particularly on women's political empowerment; that is the capacity and confidence of women to engage with, and transform, political decision-making processes at all levels. It is a 'bottom-up' process of transforming gender power relations, through individuals or groups developing awareness of women's subordination and building their capacity to challenge it.

#### **Gender Mainstreaming**

Gender Mainstreaming is an organizational strategy to bring a gender perspective to all aspects of an institution's policy and activities, through building gender capacity and accountability. It is an organizational strategy through which the needs, concerns and capacities of women, men and other gender groups are addressed in all aspects of an organization's policies, operational procedures, systems and activities. This extends to both staffing arrangements and the monitoring of project interventions. Effective gender mainstreaming, with a cross-cutting approach, requires an analysis specific to gender, context and intervention: for example, gender budgeting in local government annual planning or the analysis of the differential needs, concerns and capacities of women, men, boys and girls in public service delivery.

### **c. Key Principles**

The two projects will keep in view following **principles** while planning and implementing their respective Annual Work Plans.

- ✓ **Gender Equality and mainstreaming will be a cross-cutting theme** for both the projects in all stages of the respective project cycle i.e. planning, Result setting, implementation, monitoring, review and budgetary allocations.
- ✓ **Women's political empowerment** will be ensured to strengthen their role in Local Government System, achieve the Millennium Development Goals (MDG) and in all proposed policy reform(s).
- ✓ Engender planning, budgeting and resource allocation processes within local government system including the two project based fiscal grant facility and its utilization.
- ✓ **Capacity building** of elected female representatives, WDF members and respective government and LGI stakeholders on (a) political representation to equally participate in respective Parishad (Council) decision-making ;(b) inclusiveness of women perspective in development endeavours that effects the lives of themselves, their families, communities and local government; and (c) skills and competences to help elected women members to fulfil their leadership potential.

### **b. Focus**

The focus of gender strategy, through structured activities, will be at two levels:

(i) Strategic level:

- Engendered capacity building framework to sensitize elected representatives and government stakeholders on opportunities & way forward to systematically address gender equality and mainstreaming within the working of respective LGIs
- Enhance elected women's technical capacity to effectively participate in LGIs, its related committees and in leadership positions for required decision making
- Ensure women participation and perspective based integration in planning, budget and resource allocation especially through project based fiscal facility and for attaining of MDG
- Gender to be used as cross cutting theme in all policy research and reform initiatives

(ii) Operational level:

- Facilitate elected women's abilities to make use of strategic opportunities by enhancing skills and capacities
- Women Development Forum (WDF) to foster partnership and networks with elected and community female stakeholders for collective gain.
- Gender Equality campaign and events at UZP, UP and Zila level

c. **Broad parameters of engagement/ indicative activities<sup>10</sup> for the two levels will be:**

(i) Strategic level:

- (a) **Capacity building** of elected women on institutional mandates, legal frameworks, Planning & budgeting, Fiscal facility utilization and service delivery especially linked to MDG. Focused training in effective leadership and management for elected women members. Gender module/ focus to be part of all capacity building initiatives.
- (b) **Systematic engendering** through structured capacity building of both male and female elected representatives and devolved government departments on need to operational and mainstream women members in respective LGIs functioning, deliberation & decision making through its council and committees.
- (c) **Fiscal Facility/ Block grants** planning to utilization will ensure integration of elected women members and community women's perspective during technical backstopping to project implementation level.
- (d) **Policy research, technical back stopping** guidelines will have two stream to focus on women empowerment to ensure (i) gender to be used as cross cutting theme and (ii) that systemic requirements of involving women members in respective committees and Council (Parishads) working.

(ii) Operational level:

- (e) **Partnership & Networking** among elected women members at LGIs and with external stakeholders through establishment of Women Development Forum(s) (WDF) at all LGIs level. It will be implemented in phased process which will start with partnering among elected women from local to national level. WDF will extend networking with external stakeholders by engaging on common interest, cross learning and agenda setting to identify need and integration of local women stakeholders for effective local service delivery and development projects. By end of the project the WDF will get in a position to be registered.
- (e) **Advocacy & awareness raising** on aspects of women political mainstreaming and decision making and prevailing socio-economic discriminative practices. Projects through knowledge products and events/ campaign will undertake local advocacy.

f. **Through the project activities the prime beneficiaries will be:**

- (a) Elected women members at respective LGIs
- (b) Elected male members at respective LGIs

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<sup>10</sup> Both projects will use these broad indicative areas to develop structured activities and sub activities in their respective AWP

- (c) Government representatives from local to central level
- (d) Civil society stakeholders
- (e) Community women.

**g. Perceived Challenges**

No Strategy or activity can be without its peculiar set of challenges and risks. This section broadly outlines the existing challenges, as perceived, for the implementation of Gender strategy and activities for the two projects. These challenges will be annually updated.

Challenge Area	Indicative Challenges
Political	<ul style="list-style-type: none"> <li>✓ Political impasse in 2013 for national election year &amp; 2014 as UZP election year</li> <li>✓ No election of reserved women seats in first tenure (2009-2014) of UZP</li> <li>✓ Lack of support from the elected male Member of UP</li> <li>✓ Operational co-existence of two UZP Vice Chairs</li> </ul>
Institutional	<ul style="list-style-type: none"> <li>✓ Lack of gender sensitization &amp; orientation of the UP &amp; UZP members to accept gender mainstreaming</li> <li>✓ Lack of technical capacity of women members to raise their voice in the UP &amp; UZP Parishad meetings, Ward Shavas, Standing Committee</li> <li>✓ To ensure prioritization of women related issues and integration of their perspective in schemes from the block grant from the projects</li> <li>✓ Institutionalized support and acceptance of WDF by Union &amp; Upazila Parishad</li> </ul>
Administrative	<ul style="list-style-type: none"> <li>✓ Frequent change of government official at central and local level affect consistency &amp; continuity of support</li> <li>✓ Lack of gender sensitization, orientation and consequent responsiveness by Government officials and project staff</li> <li>✓ Lack of sectoral gender integration in devolved departments</li> <li>✓ Difficulty in achieving numeric gender equality at the Project Board and Project Steering Committee</li> </ul>
Women Stakeholders	<ul style="list-style-type: none"> <li>✓ Lack of leadership &amp; organizational capacity to turn WDF into a sustainable platform</li> <li>✓ Co-shared constituency with another elected Member in the UP limits political space</li> <li>✓ Lack of collective bargaining and networking skills</li> <li>✓ Non availability of elected/ reserved members at UPZ &amp; ZP to create institutional link up</li> <li>✓ Low level of education of elected UP women representatives</li> </ul>

**h. Monitoring & Evaluation**

The M&E strategy, processes and tools, for both projects, will be engendered for data collection. The achievement of results will be measured both qualitatively and quantitatively through structured indicators.

One of the major challenges is to identify indicators which measure phenomena as complex as mainstreaming, gender equality and empowerment, yet do so in a precise and simple manner. It is of paramount importance to monitor gender issues at both output and outcome levels of the log frame, not only in order to document results, but also to learn what has worked and what has not.

The achievement of results will be measured both qualitatively and quantitatively through structured indicators. The M&E strategy, processes and tools, for both projects, will be engendered for data collection. The two project documents put-forth following **shared indicators to gauge gender specific progress** during the life of the projects as per LFA

- ✓ Capacity building of elected women leaders
- ✓ Raising awareness on Gender equality within UZP

- ✓ Formation & functioning of Women Development Forum (WDF)
- ✓ Monitoring efficient use of gender UP budget

The monitoring system and gender related indicators have been designed to:

- Identify differences between women and men in perceptions, attitudes, access to and control over resources, socio-economic opportunities, as well as in power and political influence.
- Assess the impact of projects and policies on the perceived gender relations in the household, in the community, institution and society.

To achieve this, gender-disaggregated data is important. Quantitative indicators refer to the numbers and percentages of women and men involved in, or affected by, in any particular activity. But gender-disaggregated data is not always sufficient. Such data may reveal differences between women and men as a whole, but cannot expose the nature of power relations between the sexes. Interpretation of the figures calls for qualitative analysis.

The **scopes of the M&E** system have defined as following:

1. Capacity and functions of Women Development Forum at Union and Upazila level
2. Gender Equality & Mainstreaming at Union and Upazila level
3. Engender planning, budgeting and resource allocation processes within local government system
4. Involvement of Women in local governance system
5. Women's political empowerment

The **outcome level result** will be engendered functional local government system and service delivery. Gender specific **Output level results/ targets** will be:

- ✓ Strengthening the technical capacity of the elected women
- ✓ Elected women members are integrated and influencing the functioning of LGIs
- ✓ Planning, budgeting and service delivery projects are gender responsive and
- ✓ Partnership and networking leads to strengthening of local democracy and political mainstreaming of women.

The two projects will not only ensure gender mainstreaming but would also maintain an iterative thinking approach to review and assess its progress through a gender friendly lens through their project life.



## Gender Focused M&E Framework

<p><b>Outcome:</b> Gender Mainstreaming at different level</p>	<p><b>Indicator:</b></p> <ol style="list-style-type: none"> <li>1. Existence of a National Framework for gender mainstreaming at national and local level</li> <li>2. Local Government Division approved a gender strategy for Capacity Development of the elected peoples</li> </ol>	<p><b>Source of Information:</b></p> <ul style="list-style-type: none"> <li>▪ Sample Survey</li> <li>▪ Written evidence of endorsement</li> <li>▪ Project Reports</li> </ul>	<p><b>Frequency:</b></p> <ul style="list-style-type: none"> <li>▪ Baseline &amp; End-line survey</li> <li>▪ Mid-term Review</li> <li>▪ Annually</li> </ul>
<p><b>Intermediate Result:</b></p> <ol style="list-style-type: none"> <li>1. Capacity building of elected women leaders</li> <li>2. Engender planning, budgeting and resource allocation processes within local government system</li> <li>3. Involvement of Women in local governance system</li> <li>4. Women's political empowerment</li> </ol>	<p><b>Indicator:</b></p> <ol style="list-style-type: none"> <li>1. Formation &amp; registration of Women Development Forum (WDF) at Upazila &amp; District level</li> <li>2. Functional Women Development Forum (WDF) at Upazila and District level</li> <li>3. LGIs (UP &amp; UZP) are sensitized on Gender equality</li> <li>4. Level of participation of women in Union Parishad and Upazila Parishad functionaries in decision making of local governance issues</li> <li>5. % of UPs and UZPs that have projects focus directly on women as beneficiaries</li> </ol>	<p><b>Source of Information:</b></p> <ul style="list-style-type: none"> <li>▪ MIS Report</li> <li>▪ Sample Survey</li> <li>▪ Project Reports</li> </ul>	<p><b>Frequency:</b></p> <ul style="list-style-type: none"> <li>▪ Mid-term Review</li> <li>▪ Baseline &amp; End-line survey Annually</li> </ul>
<p><b>Output:</b></p> <ol style="list-style-type: none"> <li>1. Equal participation of men and women in democratic institutional building, either at national level or at local level.</li> <li>2. Gender specific Performance, Planning and Budgeting at UP &amp; UZ level</li> <li>3. Gender equality in policy and institutional process</li> </ol>	<p><b>Indicator:</b></p> <ol style="list-style-type: none"> <li>1. # of Upazila with registered Women Development Forum (WDF)</li> <li>2. # of UPs which have at least 1 woman representative participating in Women Development Forum (WDF) at the Upazila Level</li> <li>3. # of UZPs which have at least 1 woman representative participating in Women Development Forum</li> </ol>	<p><b>Source of Information:</b></p> <ul style="list-style-type: none"> <li>▪ MIS Report</li> <li>▪ Sample Survey</li> <li>▪ Project Reports</li> </ul>	<p><b>Frequency:</b></p> <ul style="list-style-type: none"> <li>▪ Baseline &amp; End-line survey</li> <li>▪ Annually</li> <li>▪ Quarterly</li> </ul>

	<p>(WDF) at the District Level</p> <ol style="list-style-type: none"> <li>4. % of monthly general meetings attended by elected female members (both in Union and Upazila)</li> <li>5. % of elected female members (both in Union and Upazila) raised issue/agenda in monthly general meetings</li> <li>6. # of Standing Committees are headed by female member (both in Union and Upazila)</li> <li>7. % of UPs allocate % of block grant funds to projects explicitly identified as gender focused scheme</li> <li>8. Level of satisfaction of women with services delivered by UP &amp; UZP</li> <li>9. % of women who have attended at least one participatory planning meeting at Union or Upazila level.</li> </ol>		
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### **Conclusion**

This Gender Mainstreaming strategy is a living document and would be update annually to re-integrate its lessons learnt and best practices during the life of the project. The projects will internally assess the effectiveness of the gender mainstreaming initiatives to understand the effectiveness, progress and gender gaps to plan for course correction.

Annexure 2  
**COMMUNICATION STRATEGY (2012-2016)**

## **1. Overall Objective**

The overall objective of the communication strategy is to ***inform, increase knowledge, and build public awareness*** about Upazila Parishad and Union Parishad and the roles and contribution of UZGP and UPGP in developing policy framework and strengthening the local government institutions (UZP and UP) and stimulate participation of the stakeholders in local government activities.

The communication strategy will be an evolving document to align with emerging requirements of UPGP and UZGP. It focuses to promote integrated local governance practices for local service delivery and development and mechanisms to manage resources in a participatory and locally accountable manner.

The above communication objectives are in line with the project outcomes and will encompass elements of knowledge and visibility:

- **Knowledge:** Dissemination of data, lesson learned and achievements originating from UZGP and UPGP, to motivate Local Government Institutions to adopt positive and innovative governance practices and engage stakeholders and the public at large.
- **Visibility:** Implementation of various activities to raise profile, success, outcomes and visibility of UZGP and UPGP, development and other partners and the Government of Bangladesh.

## **2. Specific Objectives**

- i. **Enhance public awareness about roles and responsibilities of Upazila Parishad and Union Parishad** to increase their participation in decision-making process, planning and budgeting, gender equality, development plans and better service delivery.

**Audience:** All external and internal audiences.

- ii. **Raise the profile and visibility of UZGP and UPGP** (in line with EU visibility guidelines) through inform and share the knowledge (products), lesson learned and achievements with its stakeholders to motivate local government institutions to adopt positive local governance practices.

**Audience:** All external and internal audience.

- iii. **Branding UZGP and UPGP as an able and trusted partner in areas it works** to gain trust and remove lack of knowledge on UZP/UP and UZGP/UPGP work.

**Audience:** External audience.

- iv. **Promotion of flow of information among development partners' community** that their funds are being used in effective way, and the beneficiaries are receiving assistance they need.

**Audience:** All External and internal audience.

## **3. Target Audience Analysis**

Following are the intended target audience of Communication Strategy:

### **a. Primary Audiences and objectives**

#### **i. Public Representatives**

The elected public representatives including Chairmen, Vice-chairmen, members, ward commissioners of Upazila Parishad and Union Parishad and Members of the Parliament (MPs).

**Objectives:** To ensure that elected UZP and UP public representatives are properly informed about their roles and responsibilities, their knowledge on good practices increased, their support enhanced, and their contribution heard.

#### **ii. Government Officials**

Government officials at all including central, division, district, Upazila and Union Parishad levels. (LGD and other ministries concerned, Divisional and Deputy Commissioners, DLGs, DDLGs, UNOs, UZP Officials working at different line departments)

**Objectives:** To ensure that local government officials are properly informed about their roles and responsibilities, their knowledge on good practices increased, their support enhanced, and their contribution heard.

#### **iii. General people and opinion leaders (Citizens of UZPs and UPs)**

Use of all available means of communications--print and electronic media, social media and the website are vital to raise awareness among general people about importance of Upazilas as local government and service delivery institutions.

**Objectives:** To enhance public awareness on UZP and UP institutional roles and responsibilities, and to encourage public participation in local government activities which directly affect the local communities.

### **b. Secondary Audiences**

#### **i. Civil Society Organizations/NGOs**

Civil society groups play a significant role in shaping community, and national perceptions. The communications strategy needs to reach out civil society, including the "intelligentsia", relevant academics (university faculties), think tanks and local active NGOs, in order to ensure sustainability and success of the reforms' implementation.

**Objectives:** To ensure Civil Society is informed about activities in local governance and encouraged to contribute to a positive debate for the sustainability and success of reforms.

#### **ii. Development partners**

It is important that reports for development partners are supplemented by short information snippets, such as those in newsletters, or specific Fact Sheets that highlight the UZGP's work.

**Objectives:** To ensure that development partners are constantly informed with quality knowledge products on activities, progress, achievements and any other issue related to the UZGP and UPGP.

### **4. Communications Activities<sup>11</sup>**

- Publications
- Photo/Video/documentaries
- Website
- Policy Dialogues (at National, Divisional, District levels)
- Media field trip
- Introducing Media Forum and Media Award
- CO Inside Story
- Joint Quarterly Newsletter (Both for UZGP and UPGP)
- UZGP Resource Corner
- IEC and Visibility materials
- Knowledge Fair on UZGP/UPGP
- Partnering with other agencies/organizations in advocacy issues

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<sup>11</sup> Detailed Communications Activities is available at Annex 1

## 5. Communications Tools/Channels<sup>12</sup>

UZGP and UPGP will develop a sophisticated array of communications tools to project its core and supporting messages to its target audiences. These tools will enable the Communications Officer to implement the communication activities and offer a clear definition of the roles and responsibilities of UZGP and UPGP as it grapple with its mission to strengthen the capacity of UZP and UP which is the main thrust of the projects.

The communications tools/channels will be as follows:

- Media (newspaper, radio, TV)
- Printed Publications and Knowledge materials (both in Bengali and English)
- IEC materials
- Photo and Video
- Internet
- Partner's channel

## 6. Key Messages

To be successful with communications efforts, one must not only target key audiences but must also communicate with those people who influence key audiences. By communicating with those that influence target audiences and gaining their support, one can also exponentially increase the effectiveness of his/her communication campaign. Good communications take a two-pronged approach: communicate directly to the target audience, and communicate through influential people to reach target audience. Almost all of the messages will be developed in Bengali and will be used in different IEC materials.

- Aimed at Government
- Aimed at Public representatives
- Aimed at General people
- Aimed at development partners
- Aimed at Civil Society

## 7. Implementation Mechanism

### a. Implementation Matrix

This matrix is indicative. From time to time, the Communications Officer, in consultation with UZGP senior management and UNDP and UNCDF together with specific programme official will work to see how best communication activities will be undertaken to gain maximum impact, value for money and effort.

### b. Feedback Mechanism

In implementing the Communication Strategy, a close eye will be kept on feedback mechanisms. This strategy will employ the following mechanism to generate feedback from its audiences.

#### Feedback surveys

1. Target audience will be surveyed to get feedback on communication strategy.
2. The Communications team will inculcate an open door policy to all people to hear from all the target audiences, presentations, participating in public events, etc. to gain feedback.
3. Gather reactions of the public in UZGP public events e.g. orientations, review works, trainings.

## 8. Monitoring and Evaluation

The senior management of UZGP will review bi-annually the communications activities in order to adapt and localize public information to take into account the changing national and local needs.

With the qualitative and quantitative tools, an evaluation should identify, among other things:

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<sup>12</sup> Details on Communications Tools/Channels is available at Annex 2

- Has the information given to the stakeholders met their requirements?
- Has the information received from stakeholders met UZGP requirements?
- Have stakeholders increased their comprehension of the UZGP's work?
- Has all the necessary information been disseminated?
- Have the roles and responsibilities of the individuals involved in the implementation of the communications strategy been understood by them?
  - Have these roles been carried out satisfactorily?
- Have there been any changes in the mode of communications being used by the UZGP and audiences?
- Have there been any major technological changes that require a revision of the communications strategy?
- Has the image of UZGP in Bangladesh changed in the eyes of any stakeholders, including the general public?

#### **Indicators of achievement**

- Number of Publications issued by each project (both in Bengali and English).
- Number of knowledge products issued during implementation (each year)
- Number of Knowledge Corners equipped and functional
- Number of public outreach events organized
- Number of media events and coverage (in print and electronic media)

#### **9. Funding and Human Resources**

Besides the project's Communications Officer, a number of consultants need to be hired for undertaking specific assignments like UZGP Annual Report (The UZGP in Brief), UZGP Lesson Learned publication, Snapshots of Results, Book on UZGP, and others as deemed fit from time to time.

#### **10. Timeframe**

The Communications Strategy will be implemented over a five-year time frame, with activities prioritized within the yearly Communications Work Plans.

#### **11. Ensuring Visibility of the Donors**

As the donors are playing a very critical role in implementing targeted activities by funding the projects, the Communications Strategy is giving a greater emphasis in ensuring a widespread and appropriate visibility of the donors. The guideline mentioned in the "Communications and Visibility Manual for European Union for External Actions" for ensuring donor's visibility, specially the EU, will be followed strictly and appropriately.

All Communication and visibility activities will be carried out in close cooperation with the appropriate delegation of the donors.

According to Article 11 of Financial and Administrative Framework Agreement (FAFA) and Article 6 of the General Conditions, the projects will take all appropriate measures to publicize the fact that the actions have received funding from the EU and other donors. The guidelines in terms of target audience and visibility tools, correct procedure regarding the size and prominence of the acknowledgement of the donors in the communications and visibility materials including Press Release, Press Conference, Press visits, Leaflets, Brochures, Newsletter, Websites, Display panels, Banners, Vehicles, Supplies and Equipment, Promotional Items, Audio-visual Productions, Public Events and visits and Information Campaigns, and disclaimer on projects' publications and equipment will also be followed accurately and appropriately.

**Annexure 3:  
2013: Grants and Procurement Contracts Awarded for an equal or above US\$ 100,000**

<b>Name of Grant beneficiaries or Contractor</b>	<b>Title of each grant /procurement contract</b>	<b>Amount of each grant / procurement contract in USD</b>	<b>Amount in EURO (Avg Rate 0.80559)</b>
Toyota Gibraltar Stockholdings P.O Box-176 40 Devil's Tower Road	Procurement of 3 Project Vehicle ( Land Cruiser Prado TX, Model 2012) for UZGP	97,700.81	78,611.74
Toyota Gibraltar Stockholdings P.O Box-176 40 Devil's Tower Road	Procurement of 4 Project Vehicle ( Land Cruiser Prado TX, Model 2012) for UPGP	126,250.93	102,021.09
Toyota Gibraltar Stockholdings P.O Box-176 40 Devil's Tower Road	Procurement of 7 Project Vehicle ( Land Cruiser Prado TX, Model 2013) for UZGP	226,284.07	182,072.03
<b>Total</b>		<b>450,235.81</b>	<b>362,704.86</b>