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## **Consolidated Annual Report on Activities Implemented under the Joint Programme "Upazila Governance Project" (UZGP) in Bangladesh**

**Report of the Administrative Agent  
For the period of 1 January-31 December 2014  
Multi -Partner Trust Fund Office**

Bureau of Management  
United Nations Development Programme  
<http://mptf.undp.org>

**March 2015**

### **Participating organization**



 Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra  
  
Swiss Agency for Development  
and Cooperation SDC

## PARTICIPATING ORGANIZATIONS



**United Nations Capital Development Fund**



**United Nations Development Programme**

## CONTRIBUTORS



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

**Swiss Agency for Development  
and Cooperation SDC**

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**UPAZILLA GOVERNANCE PROGRAMME (UZGP)  
ANNUAL PROGRAMME NARRATIVE PROGRESS REPORT  
REPORTING PERIOD: 1 JANUARY – 31 DECEMBER 2014**

<p style="text-align: center;"><b>Programme Title &amp; Project Number</b></p> <p>Programme Title: Upazila Governance Programme (UZGP)          Programme Number: 00080199          MPTF Office Project Reference Number: 00081863</p>	<p style="text-align: center;"><b>Country, Locality(s), Priority Area(s) / Strategic Results<sup>1</sup></b></p> <p><i>Country/Region</i> Bangladesh</p> <hr/> <p><i>Priority area/ strategic results:</i> Democratic Governance</p>				
<p style="text-align: center;"><b>Participating Organization(s)</b></p> <p>United Nations Development Programme (UNDP)          United Nations Capital Development Fund (UNCDF)</p>	<p style="text-align: center;"><b>Implementing Partners</b></p> <p>Local Government Division, Ministry of Local Government,          Rural Development and Co-operatives</p>				
<p style="text-align: center;"><b>Joint Programme Cost (US\$)</b></p> <p>Total approved prodoc budget \$19,312,916</p> <p>EU US\$ 10,138, 889          SDC US\$ 4,920, 000          UNDP US\$ 2,000,000          UNCDF US\$ 1,000,000</p> <p>Total Funded Budget US\$ 18,058,889          Unfunded Budget US\$ 1,254,027          MPTF/ JP Contribution</p>	<p style="text-align: center;"><b>Programme Duration</b></p> <p>Overall Duration (<i>months</i>) 60 months</p> <p>Start Date<sup>2</sup> (<i>dd.mm.yyyy</i>) 25 August, 2011</p> <p>Current End date<sup>3</sup>(<i>dd.mm.yyyy</i>) 24 July, 2016</p>				
<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 30%; padding: 5px;">By Agency (if applicable )</td> <td style="padding: 5px;"></td> </tr> <tr> <td style="padding: 5px;">Total installment received</td> <td style="padding: 5px;">UNDP : US\$ 2,716,27039 UNCDF: US\$ 811,354.00 US\$ 3,527,624.39</td> </tr> </table>	By Agency (if applicable )		Total installment received	UNDP : US\$ 2,716,27039 UNCDF: US\$ 811,354.00 US\$ 3,527,624.39	
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Total installment received	UNDP : US\$ 2,716,27039 UNCDF: US\$ 811,354.00 US\$ 3,527,624.39				
<p>Total Project Budget US\$ <b>19, 312,916</b></p>					
<p style="text-align: center;"><b>Programme Assessment/Review/Mid-Term Eval.</b></p> <p>Assessment/Review - if applicable <i>please attach</i>  <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No Date: <i>dd. mm.yyyy</i>          Mid-Term Evaluation Report – <i>if applicable please attach</i>  <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Date: <i>31 December, 2014</i></p>	<p style="text-align: center;"><b>Report Submitted By</b></p> <ul style="list-style-type: none"> <li><input type="radio"/> Name: Pauline Tamesis</li> <li><input type="radio"/> Title: Country Director</li> <li><input type="radio"/> Participating Organization (Lead): UNDP and UNCDF</li> <li><input type="radio"/> Email address: <a href="mailto:Pauline.tamesis@undp.org">Pauline.tamesis@undp.org</a></li> </ul>				

## List of Acronyms

AWM	Alternate Work Modality
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 Municipality Development Fund
CBOs	Community-based Organizations
CSO	Civil Society Organizations
DC	Deputy Commissioner
DDLG	Deputy Director, Local Government
DFs	District Facilitators
DLG	Director, Local Government
DVFs	Divisional Facilitators
EU	European Union
FP	Focal Person
LG	Local Government
LGD	Local Government Division
LGIs	Local Government Institutions
LGSP	Local Government Support Project
LGSP-LIC	Local Government Support Project---Learning and Innovation Component
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MI&E	Monitoring, Inspection and Evaluation
MIS	Management Information System
MLGRD&C	Ministry of Local Government, Rural Development and Cooperatives
NAPD	National Academy for Planning & Development
NEX	National Execution
NILG	National Institute of Local Government
NGOs	Non-government Organizations
NPD	National Project Director
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
UFF	Upazila Fiscal Facility
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNOs	Upazila Nirbahi Officers
UZGP	Upazila Governance Project
UP	Union Parishad
UPGP	Union Parishad Governance Project
UZP	Upazila Parishad
VC	Vice Chairman
WDF	Women Development Forum

## EXECUTIVE SUMMARY

Upazila Governance Project (UZGP) aims to strengthen *Upazila Parishads* (UZPs) as an effective tier of local government through capacity building, policy support and ensuring participatory citizen engagement for local development, effective service delivery and attainment of the Millennium Development Goals (MDGs).

The project focused on capacity building (institutional and individual) of the stakeholders, both elected and government, to improve effectiveness of Upazila Parishad. Coupled with training it used Upazila Fiscal Facility (UFF) to demonstrate functional coordination, local development based planning and utilization of fiscal resources and operationalization of linked Upazila Committees. The policy advocacy and awareness raising on Local Government (LG) was spearheaded by the Local Government Division (LGD) and gender is mainstreamed across activities besides being focused through establishment and operationalization of 200 Women Development Forums (WDF) in 2014.

The Mid-term evaluation has stated that the UZGP has provided important support to the UZPs and helped sustaining the tier in very difficult times. The training programs have considerably developed the level of confidence and functional skills of the UZP Councillors, especially female Vice Chairs, who become more active in decision making of the Upazila Parishad, supported by the emerging expanding role of the WDFs. The MTE also stated that through training and workshops, UZGP appears to have been able to infuse some democratic values among the LD officials and they are gradually accepting the authority of the political executives. This change of mindset is paving the way better accountability and induced a new (emerging) democratic culture at the local level.

The project delivery was mostly on track despite political impasse and the newly elected representatives were on board from May onward. Nevertheless, project has managed to complete five-day general training on Upazila Parishad Act and Administration' for all newly elected representatives and the key line department officials that resulted in effective functioning of Upazila Parishad.

## I. Purpose

The overall objective of the UZGP is to strengthen capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs. This objective is well aligned with the UNDAF and Country Programme Document (CPD) for Bangladesh, which has set one of the outcomes to be “Government institutions at the national and subnational levels are able to more effectively carry out their mandates, including delivery of public services, in a more accountable, transparent, and inclusive manner”.

The project through its capacity building and technical policy support extended its outreach to 487 UZPs<sup>4</sup>; whereas the Upazila Fiscal Facility (UFF) is targeted for intensive support to 14 *Upazilas* of seven districts from seven division with performance based block grants. The three key output level results envisaged to be achieved by UZGP are:

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

Output 2: Strengthened Planning and Budgetary system at UZP with MDG orientation and pro-poor service delivery mechanism

Output 3: Strengthened national capacity for effective policy review, monitoring, lesson learning and capacity development of local government institutions (LGIs) for improved Local Governance.

## II. Results

### i) Narrative reporting on results:

**Outcomes:** The UZGP has provided important support to the UZPs and helped sustaining the tier in very difficult times. The training programs have considerably developed the level of confidence and functional skills of the UZP Councillors, especially female Vice Chairs, who become more active in decision making of the Upazila Parishad, supported by the emerging expanding role of the WDFs. The MTE also stated that through training and workshops, UZGP appears to have been able to infuse some democratic values among the LD officials and they are gradually accepting the authority of the political executives. This change of mindset is paving the way better accountability and induced a new (emerging) democratic culture at the local level. (MTE, 2014).

The project contributed to arrange capacity development programme for 3685 elected representatives and government officials of key line departments of UZP which contributed to establish community of practice for effective functioning and institutional strengthening of 487 Upazilas. In addition, All DLGs and DDLGs (70) were provided three days training on Coaching Mentoring and Backstopping support to UZPs. All types of capacity development support helped UZP to improve their capacity in discharging their duties. The Citizens Perception Survey (CPS 2014) showed that the UZP has improved their services. The Upazila based Citizens Perceptions Survey stated that 30.8% of the respondents noticed the Citizen Charter at the UZP premises in project areas while the same was 13.3% lower in control areas. All 17 (100%) Standing Committees had been formed in both project and control UZPs by December, 2013 in compliance with the UZP Act. All these standing committees held 6 meetings during the year and minutes of the meetings were issued for 71% of project areas and 64% of control areas. In the UZPs, slightly more than one-tenth (10.6%) of the respondents knew about schemes/projects in project areas and a little lower i.e.

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<sup>4</sup> The number of UZPs have increased to 487 from 482 since project started. Project has included them in capacity building initiatives.

8.7% of the respondents knew about the same in control areas. Among the survey respondents with knowledge about schemes/projects, 84.3% in project area and 66.4% in control area informed that they were benefited from the implementation of scheme/project. The study reveals that the percentage of people aware of having Annual Plan of UZPs was 19.6% in project area compared to 13.9% respondents in control area. Regarding Five Year Plan, the response was further lower where 10.8% respondents in the project areas and 7.7% respondents in control areas had knowledge about Five Year Plan of UZPs. About the knowledge on annual budget of UZP, 19.3% of the respondents knew about budget of UZP in project areas compared to 13.2% in control areas. Regarding the satisfaction level, 57.5% of the respondents of the project areas were satisfied (including highly satisfied) with the activities performed by UZP while in control areas it was only 40.3%. Correspondingly, the percentage of dissatisfied people was less in the project areas compared to control areas.

**Outputs:** The key achievements against planned Results for the year 2014 were:

<b>Table 1</b>			
<b>UPAZILA GOVERNANCE PROGRAMME OUTPUT WISE ACHIEVEMENTS</b>			
<b>Outputs</b>	<b>2014 Targeted Results</b>	<b>Achievements</b>	<b>Evidence</b>
1. Strengthened Upazila Parishads as functional, democratic, transparent and accountable institutions	<p>Increase in effective functioning of 487 UZPs through structured capacity building &amp; skill development initiatives</p> <p><i>Target: Nationwide</i></p>	<ul style="list-style-type: none"> <li>▪ A total 3685 UZP elected representatives and key line department Govt. officials received general training of which 2979 male and 706 female.</li> <li>▪ 70 participants including all DLGs and DDLGs along with DVF and DFs of UZGP received three days training on Coaching, Mentoring and Backstopping support.</li> <li>▪ A total 122 participant received training on Right to Information and Digital Vision at NILG in 5 batches.</li> <li>▪ 100% UZPs in project area conduct monthly meeting of UZPs regularly while it is 88% in control UZPs</li> <li>▪ 100% UZPs held 1<sup>st</sup> meeting and formed SC within two months following the Upazila Act</li> <li>▪ 100% ( 487) UZPs submitted annual budget in time to Local Government Division (LGD)</li> <li>• 340 Master Trainers received ToT on WDF</li> <li>• 200 WDF formed with 6359 members at 200 Upazila</li> </ul>	<ul style="list-style-type: none"> <li>▪ Training schedule</li> <li>▪ Training reports from 5 national institutes</li> <li>▪ Minutes of Upazila Parishad &amp; Committee meeting</li> <li>▪ Notification of UZP Committee formation</li> <li>▪ List of additional material / curriculum added by project</li> <li>▪ M&amp;E reports by field staff</li> </ul>

		<p>under 26 District.</p> <ul style="list-style-type: none"> <li>▪ 7 workshop conducted with the representatives of NGOs, CSOs and CBOs with 2965 participants ( 2511 Male + 454 Female= 2965)</li> <li>▪ Nationwide peer exchange visit completed within 7 Divisions.</li> <li>▪ A total of 722 participants from 165 UZPs in selected 7 districts received this orientation on Upazila Parishad Act and ADP and Revenue fund utilization guideline.</li> </ul>	
2. Strengthened Planning and Budgeting system at UZP with MDG orientation and pro-poor service delivery	<p>Ensure citizen engagement through pro-poor &amp; MDG responsive planning &amp; budgeting with corresponding delivery</p> <p><i>Target:</i> open sessions on plan &amp; budget: 128 UZPs UFF grants: 14 UZPs</p>	<ul style="list-style-type: none"> <li>▪ 134 UZPs Information Plan and Budget Book prepared.</li> <li>• 14 UZPs received BDT 70 m as UFF grants.</li> <li>• 120 schemes implemented where 97 (80%) schemes were MDG focused.</li> <li>▪ 133 UZPs open sessions on plan &amp; budget completed in 133 UZPs.</li> <li>▪ Technical guidelines &amp; specialized trainings led to 100% submission of UZP budget to LGD</li> </ul>	<ul style="list-style-type: none"> <li>- Performance Assessment report</li> <li>- UFF grants disbursement report</li> <li>- UFF schemes detail &amp; approval</li> <li>- 120 schemes list by UZPs</li> <li>- Printed plan &amp; budget book</li> <li>- Program Photographs</li> </ul>
3. Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for improved Local Governance	<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>▪ Seven Rules and three Regulations of Upazila Parishad reviewed by concerned officials of LGD supporting completed</li> <li>• 5 policy research to determine policy actions for improved performance of LGIs completed</li> <li>▪ Citizen Perception Survey Completed</li> <li>▪ Seven media workshops were completed at 7 district level where 251 media professionals attended.</li> <li>▪ 6 knowledge leafs published in 2014</li> <li>▪ Six project briefs- Capacity Building, Women Development</li> </ul>	<ul style="list-style-type: none"> <li>- Seven Rules and three Regulations of Upazila Parishad</li> <li>- 5 policy research</li> <li>- Citizen perception Survey report 2014</li> <li>- UZP Manual</li> <li>- Government Order &amp; Memos</li> <li>- Photographs</li> <li>- Report on Policy workshops</li> <li>- Six project briefs</li> <li>- 6 knowledge leafs</li> <li>- Four-pager publication on</li> </ul>

		<p>Forum (WDF), Fiscal Facility Support and International training, UZP Information, Plan and Budget Book, Policy Dialogue, and Overall Key Achievement of the Project were prepared and published.</p> <ul style="list-style-type: none"> <li>▪ A four-pager publication on Upazila Fiscal Facility (UFF) utilization and its immediate impact on the livelihoods of beneficiaries have been prepared and published</li> <li>▪ A total of 4000 copies of printed training manual distributed to UZP representatives, UNOs and key line department officials through five training institutes.</li> </ul>	Upazila Fiscal Facility (UFF) utilization
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*Sources of data: Monitoring and Evaluation report 2014*

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

Project aimed to contribute to develop and support to (a) the institutional strengthening of the UZP to function as an effective tier of LG and national training institutes; and (b) the capacity building of elected and government representatives at the UZP level. The project enhanced the technical capacity of five national training institutes i.e. the National Academy of Planning & Development (NAPD), the National Institute of Local Government (NILG) and the Bangladesh Institute of Management (BIM), Bangladesh Academy for Rural Development (BARD), and Rural Development Academy (RDA) by upgrading a jointly developed and customized training handbook, a training curriculum and training module with reference to the functioning of the Upazila. These institutes in turn trained elected and government representatives of the UZPs.

Generalized training were conducted to key targeted stakeholders i.e. Upazila Chairs, Vice Chairs (Male & Female), Upazila Nirbhai Officers (UNO) and related government line department officials. Through the Generalized training, the project trained 3685 (706-F & 2978-M) from 487 Upazilas.

Project organized three-day training on Coaching, Mentoring and backstopping to improve coaching mentoring skills of concerned officials to enable hands on support during their monitoring visits. A total 70 participants including all DLGs and DDLGs along with DVF and DFs of UZGP received this training and providing support to improve UZPs performance in holding regular monthly meetings and improving the documentation etc.

As a result of the training 100% UZP holding mandatory monthly meeting of Council (*Parishad*) in piloted district and 88% in control areas while it was 70% in 2013 and 30% in 2012; 100% (487) UZPs held 1<sup>st</sup> meeting and formed SC within two months following the Upazila Act, while previous UZP took three years in formation of 17 Committees and 100% (487) UZPs prepared and submitted annual budget and submitted to LGD as compared to 20% in 2012. These training positively impacted on behavioural change and contributed to improve individual and institutional capacity. In addition, it has facilitated improved coordination and clarity of the institutional functions i.e.

reduction of the conflicting attitude between and among the UZP chair/ Vice Chair and the Upazila Nirbhai Officer (UNO) and improved the coordination among them in discharge of their respective institutional responsibilities.

The project organized a three-day long training to orient designated Information Officials of 65 UZPs along with the UZP Chair. NILG conducted the training while a total of 122 participants received training in 5 batches. Participants were supported to open email account and briefed how they can download and upload information to the web portal. It has been observed after receiving training around 15 UZPs are uploading information to the web-portal, and most of them are collecting relevant information e.g., circular, Government Order (GO) etc. by visiting LDD website, which demonstrate their improved capacity in managing and disseminating information.

To ensure accountability of Upazila Parishad through the dissemination of information to the larger public UZPs have organized open sessions on Plans & Budget at UZPs level with the support from the Project. A total 133 UZPs including 65 UZPs in project areas completed open sessions on Plans & Budget, having community participation. A total 7253 participant's (Male 5802 and female 1451) took part in the discussion and supported in 65 UZPs in prioritizing development intervention in developing the long-term plan. Community people and representatives of NGOs and CSOs expressed their satisfaction and reiterate their commitment to support UZPs in implementing development schemes as well as raising social awareness for improved community participation in LGIs activities. Community people urged UZPs to allocate more resources for education, health, poverty reduction and promoting agriculture related services etc.

The project continued to develop and distribute IEC and visibility materials including Pen, Folder, Note book (small and medium), Annual Dairy 2015 and Year planner 2015 to the stakeholders. In addition, six project briefs on - Capacity Building, Women Development Forum (WDF), Fiscal Facility Support and International training, Plan and Budget Book, Policy Dialogue, and Overall Key Achievement of the Project were published.

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. A total of 200 UZPs have formed WDF at Upazila level under 26 districts. The project has initiated a cascade training programme for the leadership of the WDFs. At the end of the training course participants from each district develop and shared a back-home action plan to deliver training services to WDF leaders.

According to the Mid-term evaluation (2014), the UZGP has noticeably contributed to enhancing the capacity of elected and government officials vis-à-vis the institutional capacity of the Upazila Parishad (UZP) and augmented the institutional competence and effectiveness in compliance with the Upazila Act.

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

The project provided technical support and guidelines to organize a Day- long workshop for preparing plan and budget book in 65 UZPs. A total of 64 UZPs out of 65 published their Information, Plan and Budget book that captured long-term plan for five years which would be gradually implemented through developing annual plan. Despite challenges of adequate resources to implement the plan, it would support UZPs to explore for funding opportunities to implement the plan developed through participatory manner.

In 2014, the project initiated the process to conduct a day-long orientation for UZPs officials and elected public representatives (UZP Chairs, Vice Chair and UP chairs) to improve their understanding on Upazila Parishad Act and ADP and Revenue fund utilization guideline so that they effectively participate in managing UZP resources. The project prepared explanatory guidelines for its field staff to hold 7 orientations in close collaboration with the DLGs and the DDLGs. A total of 722 participants from all 65 UZPs in select 7 districts received this orientation. Such orientation enabled effective utilization of ADP grants by altering the conventional practices of dividing the allocations to UPs.

120 schemes, from 14 pilot UZPs, were approved by the LGD that prioritized education, health, women development and related infrastructural needs. A total 97 schemes out of 120 schemes are directly linked to MDG focused areas. It has also initiated participatory budget making processes taking the proposals of the UZP Sectoral Committees in consideration, which were submitted to the UZP. The institutionalized financial management and planning skills together with the fiscal support provided by project contributed to the attainment of the local MDG targets besides demonstrating good practices of local development as per local needs.

The mid-term evaluation (2014) stated that output 2 of the UZGP is on a path of good progress in achieving the intended results, especially in terms of strengthening of the target UZP's planning and budgeting system, MDG targeting and capacity building of the UZP as a corporate body. A number of challenges, which need to be addressed in the short to medium-term, have been identified. Some of these are: delays in fund allocations, the linkages between the UZP and the MPs (unclear roles of the MP in the areas of planning, budgeting and decision-making), insufficient interactions with citizens and concerned groups, and capacity gaps in core areas and persistent parallel planning and implementation systems through the LD (LD committees) and UZP (UZP standing committees) delivery mechanisms, although the latter stream has been activated and gradually strengthened.

### **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.**

Project initiated to complete Seven Rules and three Regulations of Upazila Parishad and completed 5 policy research on : 1) Local Government system in Bangladesh: Comparative perspective and practices: 2) Policy Research on Functional Assignment to Local Governments (Union Parishad and Upazila levels) in the delivery of health and education services: 3) Review of local government laws towards a uniform local government legislation: 4) Study on local government financing that includes fund flow system grant, taxation, accounting and audit practices: 5) Study on prospects of a Uniform tax schedule/regime for LGIs of Bangladesh. Findings and recommendations of these policy researches are shared with LGD officials and are now ready for publication in the next quarter.

The project facilitated seven workshops involving the media professionals of both electronic and print media on local governance issue at selected 7 Districts. UZP representatives along with the DDLGs shared information on UZGP and UPGP's work on the ground and urged to them consider reporting on development intervention of LGIs.

Project initiated an orientation for all PMU staff to orient them on M&E tools and data collection process and provided on the job training for their comprehensive understanding on M&E tools utilization especially on M&E data collection and data entry in a more efficient manner.

The Mid-term evaluation has commented that the broader policy impact on the overall local government framework is still too early to assess. While the projects have been able to facilitate broad policy discussions across the country on the future directions of local government reforms and to initiate thematic studies on the LG framework, it is yet to be seen how these inputs can influence future policy developments. However, the projects have been effective in terms of producing amendments to the local government regulatory framework (legal instruments, guidelines) although some of these still need to be finally adopted and implemented by LGD. In this way, the projects have contributed to upscaling, institutionalising and sustaining local governance mechanisms on strengthened transparency, accountability and participation.

### **Delays in implementation, challenges, lessons learned & best practices:**

UZGP faced challenges during the transition period of 3<sup>rd</sup> and 4<sup>th</sup> quarter of 2014 UZP due to election of UZP officials. The election of UZP held in six phases and completed in May while project had to start its activities with the newly elected representatives from May, 2014 onward that pause time pressure to implement the planned activities. In addition, a significant number of representatives (over 90% UZP Chair and 80% Vice Chairs) are first time elected and most of them are not aware of the Upazila Parishad law and basic requirement of administration to make the UZP functional.

The Mid-term evaluation has commented that Capacity Building (CB) alone will not provide sufficient incentives for people to be involved, and planning without sufficient funding, may over time erode the interest and meaning for citizens and officials involved. On one hand, the project has transferred limited capital funds (per capita), and it is thereby easier to learn from the system and ensure future up-scaling. On the other hand, the MTE has pointed at the problem with lack of funding (block grants is below 1 % of the total public budget), and the need to expand the room for LGI discretionary funding and decision-making to ensure that the full benefits from support to systems, procedures and CB are reaped. Future programs should factor this into the design as well as strengthen the advocacy during the policy dialogue for revenue sharing and increase in allocations for local level investments.

Lessons learned from CB show that a flexible approach using various modalities for CB support achieve most impact and are more cost-effective. Such modalities include support to training, technical assistance, equipment, institutional support, individual and institutional performance incentives, etc. The projects have utilized various means, but needs to strengthen the support – in future – in terms of the LGI institutional framework and the overall strategic framework for CB, especially to strengthen coordination amongst the multiple and often overlapping interventions.

The Mid-term evaluation stated that the project has made remarkable achievements within these areas, but could strengthen its focus in the remaining period on wider publication of Annual Performance Assessment (APA) results and promotion of new means for downwards accountability; especially through the linkages between LGI and the NGOs/CBOs. New and innovative means of accountability such as social audit, more web-paged solutions for information sharing, etc. could be explored as well. The challenge of communicating APA results to LGI and the electorates is common in most countries, which underline the need for a strict communication discipline when publishing APA results reports.

The Mid-term evaluation revealed that the project has been successful in changing the mindsets and priorities of the LGIs to focus not only on hard-core infrastructure, especially roads, but also on the MDGs and activities within education, health, water and sanitation etc. This can be achieved through soft incentives in the PBGS, awareness raising and CB and the combination of CB and

PBGS creates synergies and stronger impact than using CB and grants allocations as separate support modalities.

### **Qualitative assessment**

UZGP maintains good progress and is likely to achieve most of their objectives by 2016. Based on the extended field research, and key secondary data such as the APAs, the baseline surveys and the CPS, the Mid-term evaluation concludes, that the project provides important value additions to the development of UZP tier, which is strongly documented by significant improvements in core functional areas in the target districts compared to baselines and developments in non-covered districts. Equally important, support extended to the UZP level has contributed to sustaining this government tier at a difficult time, when it was re-established and faced with political power struggles. It has also had a significant impact on emerging UZP operations and linkages to the LDs. This project has improved transparency, accountability and participation in LGIs and there is credible documentation of improved pro-poor, gender friendly planning and MDG service delivery in project areas, compared to control groups not receiving support from UZGP. The project has improved women's participation in local government through the rollout of WDFs and CB support to female leaders, and the overall picture from the field is that beneficiaries and citizens in general express their appreciation of the support rendered by the projects.

**ii. Indicator Based Performance Assessment:**

	<u>Achieved</u> Indicator Targets	Reasons for Variance;	Source of Verification
<p><b>Outcome 1</b>  <b>Indicator 1.1</b> Legal and Regulatory Framework in Place: By end of project, 12 of 17 secondary legislation instruments required by UZP Act 09 are effective.  <b>Baseline (2002):</b> 11  <b>Planned Target:</b> 12 of 17 (end of the project)</p> <p><b>Indicator 1.2</b> Functional and Institutional Capacity Improved: By end of project, No of UZPs have adopted internal rules and by-laws including an anti-corruption strategy and a Citizens' Charter  <b>Baseline (2002):</b> 0  <b>Planned Target:</b> 487 UZPs</p> <p><b>Indicator 1.3</b> Democratic Accountability: By end of project, citizen awareness of roles and responsibilities of UZP is significantly higher (95% confidence level) as compared with baseline.  <b>Baseline (2002):</b> 32.7%  <b>Planned Target:</b> 100%</p> <p><b>Indicator 1.4</b> Pro-poor infra and services: By end of project, citizen satisfaction with services specifically targeted by Upazilas through pro-poor and MDG-responsive planning has significantly increased (95% confidence level) as compared with baseline.  <b>Baseline (2002):</b> 13.5%  <b>Planned Target:</b>100%</p>	<p>1.1. Preparation of 7 Rule completed</p> <p>1.2. Preparation of 3 regulations completed</p> <p>1.3 Regarding the knowledge on functions of UZP, more than three-fourths (77.5%) of the respondents in project area and slightly lower 73.3% respondents in control area informed that they knew about it (CPS 2014)</p> <p>1.4 Of the total respondents, more than 50% in the project area was not aware of the five year plan of UZP compared to 28.7% respondents in control area. Only about one-tenth (10.8%) of the respondents in project and a lower 7.7% respondent of control area were aware of the Five year plan of UZP.</p>		<ul style="list-style-type: none"> <li>• 7 Rule of UZP documents</li> <li>• 3 regulations documents</li> <li>• Citizen Perception Survey report 2014</li> <li>• Mid-Term Evaluation 2014</li> </ul>

<p><b>Output 1</b></p> <p><b>Indicator 1.1</b> 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.</p> <p><b>Baseline (2002):</b> 37.48%</p> <p><b>Planned Target:</b>100%</p> <p><b>Indicator 1.2</b> By the end of the project, all UZPs are compliant with 90% of the provisions of the Right to Information Act.</p> <p><b>Baseline (2002):</b> 26.19%</p> <p><b>Planned Target:</b>100% UZPs</p> <p><b>Indicator 1.3</b> By the end of the project, all UZPs have 6 key standing committees functioning.</p> <p><b>Baseline (2002):</b> 0</p> <p><b>Planned Target:</b> 100% UZPs</p> <p><b>Indicator 1.4</b> By end of project, women UZP representatives and functionaries from all Upazilas participating in officially registered Women’s Development Fora at District level.</p> <p><b>Baseline (2002):</b> 4%</p> <p><b>Planned Target:</b> 100% UZPs</p> <p><b>Indicator 1.5</b> By end of project, all UZPs have prepared a “Citizens Charter” incorporating arrangements for UZP-constituent relations</p> <p><b>Baseline (2002):</b></p> <p><b>Planned Target:</b> 100% UZPs</p>	<p>1.1. 40% achieved according to the project monitoring report (MTR mention) - According to the CPS report all the attendees participated in discussions and logical and acceptable decisions were taken in the Parishad meetings. Participants of some FGDs, however, informed that UNO and Chairman took the decisions, and even participants of some FGDs informed that MP took the decision (cps 2014)</p>		<ul style="list-style-type: none"> <li>• Citizens Perceptions Survey 2014</li> <li>• Government order,</li> <li>• Mid-Term Evaluation (2014)</li> </ul>
	<p>1.2 In 65 Pilot UZPs in 7 Districts, 65 Information Officer appointed by GOB &amp; trained by project. A total 122 participant received training on Right to Information and Digital Vision Regarding the awareness on Citizen Charter, 30.8% of the respondents informed that they had seen the Citizen Charter at the UZP premises in project area while 17.5% in control area had seen it.</p>		<ul style="list-style-type: none"> <li>• Citizens Perceptions Survey 2014</li> <li>• Government order,</li> <li>•</li> <li>• Mid-Term Evaluation (2014)</li> </ul>
	<p>1.3 About 50% of the respondents of both project and control areas emphasized on the need for creating awareness among the officials and making them more accountable to be fully compliant with the laws, rules and regulations. About one-third of the respondents of both areas, particularly in control areas expressed that they needed proper guidelines from the Ministries and Departments.</p>		<ul style="list-style-type: none"> <li>• Citizens Perceptions Survey 2014</li> </ul>
	<p>1.4 49.3% respondents were satisfied to receive services from UZP office in project area and a much lower 31.1% respondents in control area</p>		<ul style="list-style-type: none"> <li>• Citizens Perceptions Survey 2014</li> <li>•</li> </ul>
	<p>1.5 Regarding the awareness on Citizen Charter, 30.8% of the respondents informed that they had seen the Citizen Charter at the UZP premises in project area while 17.5% in control area had seen it.</p>		

<p><b>Output 2</b></p> <p><b>Indicator 2.1</b> 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.</p> <p><b>Baseline (2002): 0</b></p> <p><b>Planned Target:</b> 21 Upazila</p>	<p>2.1. Not planned for 2014</p>		
<p><b>Indicator 2.2</b> BY end of project, 14Upazila have each produced development plans responding to local MDG assessment</p> <p><b>Baseline (2002): 0</b></p> <p><b>Planned Target:</b> 14Upazila</p>	<p>2.2. 100% achieved (14 UZPs produced development plans responding to local MDG assessment) all UZPs (65 piloted UZP) of 7 Districts prepared &amp; printed Plan books that include annual development plan, budget and 5 year vision. 133 Plan books initiated in non-targeted UZP as a result of training &amp; guidelines</p>		<ul style="list-style-type: none"> <li>• UZPs printed plan book</li> </ul>
<p><b>Indicator 2.3</b> In final year of project, at least 90% of performance-based grants are allocated to projects identified as MDG-responsive in annual development plans</p> <p><b>Baseline (2002): 0</b></p> <p><b>Planned Target:</b> 14Upazila</p>	<p>81% schemes are directly MDG-focused. Out of 120 schemes adopted, a total 97 schemes are directly MDG-focused. Out of 97 MDG focused schemes 32 schemes are directly focused to MDG 1 which is contributing to eradicate extreme poverty and Hunger with creation of income generating activities, 38 schemes are direct focused on MDG 2 which is contributing to universal primary education</p>		<ul style="list-style-type: none"> <li>• Citizens Perceptions Survey 2014</li> <li>• Mid-Term Evaluation (2014)</li> <li>• Project narrative report</li> </ul>
<p><b>Output 3</b></p> <p><b>Indicator 3.1 Policy Development:</b> By the end of the project, at least 2 legislative or regulatory instruments influenced by outcome of piloting activities are drafted and approved.</p> <p><b>Baseline (2002): 0</b></p> <p><b>Planned Target:</b> 2 legislative</p> <p><b>Indicator 3.2 Capacity Building:</b> By the 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>3.1 2 5 policy researches are in the LG ministry under process of implementation</p>		<p>5 policy researches documents</p>
	<p>3.2 Developing the National Framework for Capacity Development of LGIs has just started and expected to completed in 2015.</p>		<p>Field staff reports Retreat Report</p>

<p><b>Baseline (2002):</b> <b>Planned Target:</b></p> <p><b>Indicator 3.3</b> Monitoring: By the 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><b>Baseline (2002): 0</b></p> <p><b>Planned Target:</b> Functioning M&amp;E, MIS system of LGD</p> <p><b>Indicator 3.4</b> Lessons Learning: By the end of the project, LGD/training institutions (NILG, BARD, RDA) are capacitated to continue replication of best practices learned from project's lessons</p> <p><b>Baseline (2002): 0</b></p> <p><b>Planned Target:</b> 3 training institutes of LGD</p> <p><b>Indicator 3.5</b> Backstopping: By the end of the project, the DLG has a sustainable system for monitoring and backstopping local governments</p> <p><b>Baseline (2002):0</b></p> <p><b>Planned Target:</b> Sustainable system for monitoring and backstopping of LGD</p>			
	3.3. Project M&E strategy and tools prepared finalized with the support from senior officials of MIE wing		Draft M& E strategy and finalized M&E tools and introduced web MIS
	3.3 Continued technical support to NILG, BARD & RDA with and 3 <sup>rd</sup> party assessment of their imparted trainings. BIM, NPAPD, BMDF staff included in external training.		Training manuals
	3.5 Continued Field staff backstopping for UNOs, DLG/DDLG and UZP members in support of understanding & adherence to UZP procedural requirements		Providing backstopping and monitoring support to UZPs using UZP monitoring form.

### iii. Story: WDF Supported Mid-Wife Training

Mid-Wife training organized by Brahmanbaria Sadar Women Development Forum (WDF) with the financial support from UZGP on 20 to 22 August, 2014 at Sultanpur Union Parishad auditorium. A total of 36 unskilled Mid-Wives received the training. The training provided the Mid-Wives with on scientific technic and knowledge on delivery. At the end of the course they also received a kit box and certificate. Health and family planning officers as well as Medical officers from the concerned Upazila successfully facilitated the training programme. Dr. Ashrafal Alam, UNO of Brahmanbaria Sadar inaugurated the training programme. During the inauguration he said, “The training will ensure safe delivery and help reduce mother and child mortality at grass-root level, which will support to achieve MDG goals”. He also acknowledged both Sultanpur UP and Brahmanbaria Sadar Women Development Forum for taking the great initiative.

After receiving the training organized by Sultanpur UP, Mid-Wife Ms. Nilufa stated, “Though we are working as Mid-Wife we have lack of modern knowledge and information on delivery; now with the learning from this important training, we will be able to provide better delivery services, refer people to Upazila Health Complex in case of critical situation. As a result, pregnant women and their families will be benefited”.

The members of WDF prepared their action plan after receiving Capacity Development Training organized by UZGP and UPGP. Saleha Begum, executive member of Brahmanbaria Sadar WDF and member of Sultanpur UP enlisted to provide training for Mid-Wife in the action plan with an aim to ensure safe delivery and reduce mother and child mortality in the locality.



Though she was suspicious about getting proper support and financial allocation from the UP for the activities that WDF had stipulated in its action plan, she discussed this issue in the meeting of WDF and inspired her fellow members to create pressure on Chair and other members of the UP.

Accordingly, she requested Mr. Firojur Rahman, Chair of Sultanpur UP for allocation of fund and cooperation to impart this training course. To reinforce the demand, other members of Brahmanbaria Sadar WDF also requested the UP

Chair in this regard and finally the UP Chair pledged to cooperate and eventually allocated fund for the implementation of the programme.

### III. Other Assessments or Evaluations

The Mid Term Evaluation has been completed, and is being used for planning the 2015 activities. Management response to evaluation recommendations have been prepared and will be implemented with follow-up actions in 2015.

### IV. Programmatic Revisions

No significant revision of the Programme strategy has taken place in 2014.

### V. Resources

All project staff have been appointed and some work for Union Parishad Governance Project also.