



Consolidated Annual Report on Activities Implemented under the Joint Programme "Upazila Governance Project"

**Report of the Administrative Agent
For the period of 25 August 2011-31 December 2016**

**Multi -Partner Trust Fund Office
Bureau of Management
United Nations Development Programme
<http://mptf.undp.org>**

Participating organization



**UPAZILLA GOVERNANCE PROGRAMME (UZGP)
MPTF OFFICE GENERIC FINAL PROGRAMME NARRATIVE REPORT
REPORTING PERIOD: 25 AUGUST 2011 – 31 DECEMBER 2016**

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| <p style="text-align: center;">Programme Title & Project Number</p> <p>Programme Title: Upazila Governance Programme (UZGP) Programme Number: 00080199 MPTF Office Project Reference Number: 00081863</p> | <p style="text-align: center;">Country, Locality(s), Priority Area(s) / Strategic Results</p> <p><i>Country/Region</i> Bangladesh</p> <hr/> <p><i>Priority area/ strategic results:</i> Democratic Governance</p> |
| <p style="text-align: center;">Participating Organization(s)</p> <p>United Nations Development Programme (UNDP) United Nations Capital Development Fund (UNCDF)</p> | <p style="text-align: center;">Implementing Partners</p> <p>Local Government Division, Ministry of Local Government, Rural Development and Co-operatives</p> |
| <p style="text-align: center;">Programme/Project Cost (US\$)</p> <p>Total approved budget as per project document: 19,312,916</p> <p>MPTF /JP Contribution: by Agency (if applicable) UNDP & UNCDF: US\$ 5,831,075</p> <p><i>Contribution by Agency</i> UNDP : 2,500,000 UNCDF: 1,000,000</p> <p>Government Contribution (in kind) 1,254,027</p> <p>Other Contributions (donors) (if applicable) EU 8,816,986</p> <p>Revised Total Project Budget: 19,402,088</p> <p>Note: 1. SDC commitment increased by \$911,075 2. UNDP commitment increased by \$500,000 3. Currency loss is \$(1,321,903) under EU contribution.</p> | <p style="text-align: center;">Programme Duration</p> <p>Overall Duration (months) 60 months</p> <p>Original End Date (dd.mm.yyyy) 31 July, 2016</p> <p>Actual End Date (dd.mm.yyyy) 31 December 2016</p> <p>Have agency (ies) operationally closed the Program in its (their) system? Yes No <input type="checkbox"/> <input type="checkbox"/></p> <p>Expected Financial Closure Date: 24 June 2017</p> |
| <p style="text-align: center;">Programme Assessment/Review/Mid-Term Eval.</p> <p>Evaluation Completed <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Date: 04/12/2014 Mid-Term Evaluation Report – if applicable please attach <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No Date: 01/04/2017 (draft)</p> | <p style="text-align: center;">Report Submitted By</p> <ul style="list-style-type: none"> o Name: Sudipto Mukherjee o Title: Country Director o Participating Organization (Lead): UNDP and UNCDF o Email address: sudipto.mukherjee@undp.org |

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List of Acronyms

| | |
|-------|---|
| ADP | Annual Development Program |
| BARD | Bangladesh Academy for Rural Development |
| BIDS | Bangladesh Institute of Development Studies |
| BDT | Bangaldeshia Taka |
| BIM | Bangladesh Institute of Management |
| CDF | Capacity Development Framework |
| CPD | Country Program Document |
| CPS | Citizen Perception Survey |
| DDLG | Deputy Director of Local Government |
| DLG | Director of Local Government |
| DPP | Development Project Proposal |
| FY | Fiscal Year |
| FYP | Five Year Plan |
| GoB | Government of Bangladesh |
| LD | Line Department |
| LGD | Local Government Division |
| LGI | Local Government Institution |
| MDG | Millennium Development Goal |
| M&E | Monitoring and Evaluation |
| MIS | Management Information System |
| MIE | Monitoring, Investigation and Evaluation |
| MTE | Mid Term Evaluation |
| MP | Member of Parliament |
| NAPD | National Academy for Planning and Development |
| NILG | National Institute of Local Government |
| PAG | Project Advisory Group |
| PBG | Performance Based Grant |
| PIC | Project Implementation Committee |
| PMU | Project Management Unit |
| PSC | Project Steering Committee |
| QC | Quarterly Coordination |
| RDA | Rural Development Academy |
| SDG | Sustainable Development Goal |
| SMC | School Management Committee |
| ToT | Training of Trainers |
| UFF | Upazila Fiscal Facility |
| UNDAF | United Nations Development Assistance Framework |
| UNO | Upazila Nirbahi Officer |
| UPGP | Union Parishad Governance Project |
| USD | US Dollar |
| UZGP | Upazila Governance Project |
| UZP | Upazila Parishad |
| VAW | Violence Against Women |
| 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). UZGP supported Local Government Division (LGD) to equip the Upazila Parishad functionaries through different capacity building initiatives to effectively perform their mandated responsibilities. It is evident that Upazila Parishads have significantly improved community participation in planning, budgeting, implementing development schemes and addressing social issues (e.g. violence against women) demonstrating increased institutional capacity of Upazila Parishads to deliver services.

.During the five year project tenure, Upazila Parishad functionaries have received capacity development inputs through trainings, exposure visits organized by the UZGP along with technical assistance in improving planning and budgeting. As a result, Upazila Parishads have improved their capacity in holding monthly meetings, functioning of standing committees, preparation, planning and timely submission of budget engaging people from different sectors. M&E data indicates 99% of UZPs in project areas are now regularly holding their monthly meeting compared to 88% in control areas. Similarly, 6 key standing committees of the project area held 75% meeting as compared to 35% in control areas and 100% UZPs are submitting their budget on time. According to the Impact Assessment of UZGP & UPGP (March 2017), hundred percent of the project UZPs (87.5 in control UZPs) were in a position to prepare the meetings minutes as a result of the systematic capacity building support they received from the UZGP. The project UZPs also showed better performance in preparing the meeting agenda (prior to meetings) compared to the UZPs of the control area.¹

A total of 551 Women Development Forums (WDFs) were established during the project period and among them 268 WDFs (28 were in 2016) received registration from the Directorate of Women Affairs under the Ministry of Women and Children Affairs. In addition, LGD, by issuing a circular made provision of 3% ADP allocation for WDF. As result, 12 million BDT were mobilized for implementing 81 gender responsive schemes in FY 2015-16 by WDF in project areas. A study on WDF and MTE reveals, WDF increased women's participation in Local Government Institutions (LGIs) and enhanced their knowledge and skills in gender responsive planning and budgeting. During the project period, WDF also addressed 892 early marriage, 440 dowries, 293 sexual harassment and 568 other types of violence.

UZPs receiving, Performance Based Grants (PBG) implemented 178 schemes in 2015-16 FY, while a total of 554 development schemes were implemented over the years benefiting over 17 lac beneficiaries of which over 48% are women. A study conducted by BIDS reveals that these schemes have contributed largely in socio-economic development and in achieving the target of MDGs. According to the study, 59% citizens noted that they have benefited from development schemes/interventions undertaken by UZPs². After the UFF intervention, 95.57% households reported that their children's willingness to go to school has increased. And 78% respondents said their children

¹ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 123

² IMPACT ASSESSMENT OF UPAZILA FISCAL FACILITY FUNDED SCHEMES, Monzur Hossain & Moogdho Mim Mahzab, BIDS, 2015, P:17.

want to spend more time playing. It is found that 99.31% households think that the schools those have received grants support from UZPs have improved the quality of education after the intervention³.

The project also conducted number of policy studies (2 studies done in 2016) and an action research which has largely contributed in the policy landscape while we see 7 recommendations out of 10 set of actions identified in the 7th 5-year plan are taken from the recommendations of these studies. UZGP along with UPGP developed a Capacity Development Framework (CDF) for LGIs and supported drafting of the Monitoring Strategy of LGD's MIE Wing in 2016.

Citizen Perception Survey (CPS) reveals, 62.2% of citizens in the project areas and 33% in the control areas expressed their satisfaction with receiving information services from UZPs⁴. Almost the same kind of results were revealed during the by Impact Assessment Report 2017 that, 62% of the respondents in project upazilas expressed satisfaction over the quality of services they receive while in control upazilas 42% of them expressed satisfaction.⁵ And overall 82.9% women representatives expressed that their participation in UZP level have been increased through WDF.⁶ The above mentioned results are strong evidence to claim that UZGP has contributed a lot to promote governance in UZP level.

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 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”.

The project through its capacity building and technical policy support extended its outreach to 487 UZPs⁷; whereas the Upazila Fiscal Facility (UFF) is targeted for intensive support to 14 *Upazilas* of seven districts from seven divisions 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.

³ Ibid, P: 72-73.

⁴ CITIZEN SURVEY ON SERVICE DELIVERY AND INSTITUTIONAL EFFICIENCY OF UNION AND UPAZILA PARISHADS, P: 10

⁵ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 163

⁶ A Research on the Women Development Forums (WDFs): A Platform for Strengthening Local Government Institutions (LGIs), Pranab Kumar Panday, 2016, P: 29

⁷ The number of UZPs has increased to 487 from 482 since project started. Project has included them in capacity building initiatives.

II. Assessment of Program Results

i) Narrative reporting on results:

- **Outcomes:** Upazila Parishads in general are now holding regular meetings, making standing committees more functional and better able to plan and budget for development activities engaging communities. The training programs have considerably developed the level of confidence and functional skills of the UZP functionaries, especially female Vice Chairs, who become more active in decision making of the Upazila Parishad, supported by the emerging and expanding role of the WDFs. Through training and workshops, UZGP have been able to infuse some democratic values among the transferred LD officials and they are gradually accepting the authority of the political executives. It is evident that the coordination among the elected representatives and the officials has improved, demonstrating willingness to collaborate and coordinate. Such changes have paved the way for better accountability and induced a new (emerging) democratic culture at the local level.

Upazila Parishads, utilizing the PBG largely contributed in achieving the MDGs by undertaking schemes for reducing poverty, improving education and health services, enabling women's empowerment as well as addressing the needs of marginalized and the disadvantaged section of people.

Planning and budgeting system of Upazila Parishads improved and almost 100% Upazilas are now submitting budget in time. It is evident that Upazila Parishads in project areas used to share the draft budget for public inputs by displaying budget in their notice board and also by uploading in the web-portal, an indication of willingness to be more transparent and accountable towards citizens. UZGP promoted an effective local level planning and service delivery system by bringing all the government, non-government and private sector initiatives under an integrated local level planning and management framework. Through this process environmental and climate change issues were also considered.⁸ The Impact Assessment Study also reveals that, 75 percent of the project area UZPs took initiatives to organize open budget meetings, sharing their annual budget, while 59 percent of the control area UZPs organized such meetings.⁹ Citizen satisfaction on overall services of Upazila Parishad has increased. CPS 2015 conducted by BIDS shows 62.2% of the respondents of the project areas were satisfied (including highly satisfied) while it was only 33% in control areas¹⁰.

⁸ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 139

⁹ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 155

¹⁰ CITIZEN SURVEY ON SERVICE DELIVERY AND INSTITUTIONAL EFFICIENCY OF UNION AND UPAZILA PARISHADS, Monzur Hossain and other, BIDS, December, 2015, P: 10

- **Outputs:** The key achievements against planned Results for the year 2016 were:

| Table 1 | | | |
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| UPAZILA GOVERNANCE PROGRAMME OUTPUT WISE ACHIEVEMENTS | | | |
| Outputs | 2016 Targeted Results | Achievements | Evidence |
| 1. Strengthened Upazila Parishads as functional, democratic, transparent and accountable institutions | Upazila Parishad's institutional capacity strengthened and Service Delivery improved <i>Target: Nationwide</i> | <ul style="list-style-type: none"> ▪ 99% of UZPs in project areas are now regularly holding their monthly meeting compared to 88% in control areas ▪ 6 key standing committee meeting of UZPs held in 75% of project areas as compared to 35% in control areas. ▪ 38.3% increase in the satisfaction on overall performance of Upazila Parishad ▪ 62.2% of citizens in the project areas and 33% in the control areas expressed their satisfaction with receiving information services from UZPs. ▪ UZPs 62% of the respondents expressed satisfaction over the quality of services they receive while in control Upazilas 42% of them expressed satisfaction. ▪ 59% citizens noted that they have benefited from development schemes/interventions undertaken by UZPs. ▪ Installation of 1815 digital attendance and 60 digital display boards have increased outreach of sharing crucial information with public and thereby has improved service delivery in 65 UZPs under 7 districts. ▪ UZP functionaries are aware of SDGs while 65 UZPs have prioritized SDG off-tracked areas and took initiative to address those through development intervention. | <ul style="list-style-type: none"> ▪ Project M&E report ▪ CPS 2015 ▪ Impact Assessment 2017 ▪ Study on UFF 2015 ▪ Training reports from NILG & BIM ▪ UZGP MIS Report, 2016 ▪ Study on WDF 2016 ▪ CPS-2015 ▪ (Impact Assessment 2017) |

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| | | <ul style="list-style-type: none"> ▪ Overall 82.9% women representatives expressed that their participation in UZP level have been increased through WDF. ▪ 100% women members of the project area and 71.8 percent women members of the control area UZPs could offer their spontaneous opinions in the meetings they attended. | |
| 2. Strengthened Planning and Budgeting system at UZP with MDG orientation and pro-poor service delivery | <p>Upazila Parishads addressed community demand in prioritizing development interventions.</p> <p><i>Target:</i></p> <ul style="list-style-type: none"> ✓ open sessions on plan & budget: 40 UZPs ✓ UFF grants: 14 UZPs | <ul style="list-style-type: none"> • A total of 256 UZPs have developed their five-year plan of which 71 were done in 2016. • A total of 554 UFF schemes were implemented during the project period of which 48% women were directly benefited. • 178 schemes undertaken in 2016 where 732591 people directly benefited of which 413620 male and 320876 female. • Among 178 UFF schemes implemented in 2016 where 58% (103) were co-financed and 97.7% (174) were MDG focused. • Education, health care, women's empowerment, poverty and environment and climate change issues prioritized. • SDGs' orientation & localization program at Upzaila, District & Divisional level created a vision for next development planning. • 98 percent respondents of the UZGP areas and about 60 percent of the control areas claimed that schemes focusing on women and children were given due importance in the five year | <ul style="list-style-type: none"> - Project M&E report - Performance Assessment report - 178 UFF schemes list by UZPs - Printed plan & budget book - Study on UZP's planning & budgeting |

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| | | <p>plans.</p> <ul style="list-style-type: none"> • Almost all 99% in UZGP areas and over fourth-fifth (82%) respondents in control areas replied that Upazila (standing) committee held meetings with the line agencies for preparation of FY plan. • Almost all 99% in UZGP areas and 44% respondents in control areas replied that Upazila (standing) committee's recommendations were taken into account at the time of the preparation of FYPs. • Majority of the respondents (76%) of UZGP areas and 35% respondents in control areas said that local people opinions were sought before the preparation of the plan by the UZPs. | |
| <p>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> | <p>LGD's political will for promoting local governance enhanced</p> <p><i>Target: Nationwide</i></p> | <ul style="list-style-type: none"> • LGD allocate BDT 10 crore (USD 1.29 million) and released 7.5 crore for capacity development of Upazila Parishad functionaries in 2016. • LGD took initiative for issuance of 7 Rules of which 4 Rules were checked by Law Ministry. • LGD following the policy study recommendations prepared a set of recommendations (short-mid-long term) for action. • All Vice Chairs received Tab (portable/handy computes) through a govt. circular. • LGD took initiative to establish Upzila level Digital Center. • Monthly honorarium and other benefits of LGIs | <ul style="list-style-type: none"> - Project M&E report. - Gazette - PSC meeting minutes - LGD circular - Seven Rules and One Regulations of Upazila Parishad - 2 policy studies |

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| | | <p>representatives have almost been doubled from July, 2016.</p> <ul style="list-style-type: none"> • LGD took initiative to organize election for women reserve seats at UZP level in 2015 through which over 1600 women were elected. | |
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Sources of data: Monitoring and Evaluation report 2012-16

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

Strengthening the capacity of Upazila Parishad functionaries for effective functioning of the Upazila Parishad in compliance with the Upazila Act is the major focus of UZGP's capacity building intervention. At the end of the reporting period 99% of UZPs in project areas are now regularly holding their monthly meeting compared to 88% in control areas.

To maintain and sustain the institutional practices for effective functioning of UZP, the project has taken deliberate initiative to make UZP Committees more functional to improve democratic practices in managing Upazila Parishad affairs by arranging training on Role and Functions of UZP committees.

According to the CPS, 62.2% 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 33%, which reveals improved service delivery. Targeted Upazilas have made their service provisions available to citizens through installing citizen charter at the UZP premises and/or other public places. Transparency of UZP activities in the UZGP project area has been improved through installation of digital display boards and digital attendance at service points e.g. service provider's offices. According to Impact Assessment Report, 90% of project UZPs and 60% of control UZPs have prepared citizen's charter.¹¹ All the project areas have adopted anti-corruption strategies and more importantly, a significant improvement in the level of understanding about the anti-corruption measures has been observed in project areas compared to that in baseline. Thus, it may be concluded that the project has been able to effectively sensitize the UZP functionaries about the anti-corruption measures.¹²

A total of 551 WDFs enhanced women's participations in LGIs. A study on WDF reveals that, overall 82.9% women representatives expressed that their participation in UZP level has been increased through WDF.¹³ A total of 268 WDFs (28 were in 2016) received registration from the Directorate of Women Affairs under the Ministry of Women and Children Affairs. LGD, through issuing a circular made a provision of 3% ADP allocation for WDF. As result, 12 million BDT were mobilized for implementing 81 gender responsive schemes in FY 2015-16 by WDF in project areas. A study on WDF and MTE reveals, WDF increased women's participation in Local Government Institutions (LGIs) and enhanced their knowledge and skills in gender responsive planning and budgeting. As a

¹¹ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 132

¹² Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 134

¹³ A Research on the Women Development Forums (WDFs): A Platform for Strengthening Local Government Institutions (LGIs), Pranab Kumar Panday, December 2016, P: 29

result of continual advocacy from UZGP, the LGD for the first time in history facilitated in holding elections to the women reserve seats at Upazila parishads in June, 2015. More than 1600 women representatives from UPs and Paurashavas levels were elected in those seats in 4th Upazila Parishad. About 65 percent WDF executive members won in the elections under selected seven (7) districts while 58 were elected in non-pilot areas.

The Impact Assessment Report reveals that, a good number of WDF members also informed attending the UZP budget meeting, the rate of which is higher in project areas (87.5%) than in control areas (65%). It is more encouraging to note that their participation is not being mere passive. The field data reveals that during the last one year (2015-16), in project areas, on average WDF proposed 5 development projects and around half of them (2.34) were finally implemented. On the contrary, in control areas the average number of proposed project by the female members is 2 while 1.26 of them were implemented.¹⁴ It is also evident by the Impact Assessment that, the project Upazilas (97.5%) WDF members were found to be more active in participating in community awareness raising programs than in control areas (77.5%). In both project and control areas WDF plays a significant role in organizing courtyard meeting on women rights and campaigns against the social ills including early marriage, eve teasing, dowry, drug addiction and oppression of women, facilitating women and child education and women development.¹⁵

UZGP's M&E data reveals 99% of UZP's monthly meeting held in project areas compared to 88% in control areas while 6 key standing committees are holding regular meeting in 75% UZPs in project areas as compared to 35% in control areas. It is noteworthy to mention that 59% citizens opined that they have benefited from development schemes/interventions undertaken by UZPs.

UZGP supported 325 schools during its period (195 schools in 2016) to organize campaigns (Red Card) against early marriage and sexual harassment which enabled to mobilize 285513 participants including school students, teachers, guardians, SMC members, govt. officials, public representatives, etc. has created public opinion against early marriage and sexual harassment. This campaign provided a red card with the important phone numbers (hot line number) to the students to immediately report the incidence. In addition, every school has set up a complaint box and formation of a committee to prevent early marriage and sexual harassment. Besides, WDF also arranged 20 Orange Campaigns (7 in 2016) by mobilizing 1934 participants against VAW during the project period. UZGP supported Commissioner's Office to initiate an Innovation Award for UZPs that enabled UZPs to put emphasis on innovation and share each others' innovative practices within the division. A total of 51 innovative practices were awarded across the country, which induced healthy competition among the UZPs for service innovation, which would pave the way of improved service delivery in future.

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

The UZGP extended support to number of UZPs to improve planning and budgeting system while Upazila Parishads have engaged communities in preparing their plan and budget as well as identifying the development priorities. It is noteworthy to mention that 100% UZPs submitted their budget to LGD in time in subsequent fiscal years, which was only 4% before UZGP's intervention. It has revealed that UZPs those have received Upazila Fiscal Facility Grants (Performance Based Grants) implemented

¹⁴ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 131.

¹⁵ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 131

15% of their development schemes targeting the marginalized groups i.e. persons with disabilities, religious and ethnic minorities and 10% of their total investment were spent for addressing the needs of these disadvantaged groups. It also enabled Upazila Parishad to focus on MDG based service delivery and a significant increase (62% to 90%) shown in addressing MDG off-tracked issues, thereby contributed in achieving MDGs. According to the Impact Assessment of UZGP & UPGP (March 2017), UZGP's continuous capacity building initiatives were found to be highly useful in ensuring the effective functioning of the Upazila Parishad (UZP) in compliance with the Upazila Act which eventually helped Upazilas in project areas to promote MDG-oriented planning, budgeting and service delivery improvement.¹⁶

A total of 256 UZPs developed their five-year plan in a participatory manner of which 71 were in 2016. According to the study on planning and budgeting, majority of the respondents (76%) of UZGP areas and 35% respondents in control areas said that local people opinions were sought before the preparation of the plan by the UZPs¹⁷. Almost all 99% in UZGP areas and over fourth-fifth (82%) respondents in control areas replied that Upazila (standing) committee held meetings with the line agencies for preparation of FY plan. Furthermore 99% respondents in UZGP areas and 44% respondents in control areas replied that Upazila (standing) committee's recommendations were taken into account at the time of the preparation of FYPs¹⁸. The study also reveals that, 98 percent respondents of the UZGP areas and about 60 percent of the control areas claimed that schemes focusing on women and children were given due importance in the five year plans¹⁹.

A total of 178 UFF scheme undertaken in 2016 where 732591 people were directly benefited of which 413620 were male and 320876 were female. Among 178 UFF schemes, 58% (103) were co-financed and 97.7% (174) were MDG focused. Education, health care, women's empowerment, poverty, environment and climate change issues were prioritized. The UZGP also promoted co-financing mechanism during implementing schemes for better coordination and sustainability. According to the impact assessment of UFF schemes, co-financing is a new phenomenon in local government financing in Bangladesh. Co-financed schemes are better managed and implemented than others because of strict monitoring from financiers. Also the management process is more accountable and transparent as ownership builds on it. For sustainability of good practices developed by UFF, public-private partnership projects would be more suitable.²⁰ In addition the Impact Assessment Study cited that, Upazila Governance Project introduced the innovative idea co-financing at the Upazila level. The purpose is to make it economically and financially viable with ownership being split among multiple stakeholders for perpetuating benefit over a long period of time.²¹

¹⁶ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 118.

¹⁷ An Action Research on the Process and Quality of Budgeting and Planning of Upazila, Mobasser Monem, January 2016, P: 69-70.

¹⁸ Ibid, P: 63.

¹⁹ Ibid, P: 54.

²⁰ Impact Assessment of Upazila Fiscal Facility Funded Schemes, Monzur Hossain & Moogdho Mim Mahzab, BIDS 2015, P: 7-8

²¹ Impact Assessment of Upazila Governance and Union Parishad Governance Project, Dr. Salahuddin M. Aminuzzaman & other, Department of Public Administration, University of Dhaka, March 2017, P: 157

The study also reveals that, the UFF schemes increased income and improve the quality of lives of the targeted beneficiaries.²² Furthermore, the project provided orientation to 6272 UZP functionaries to prepare their future plan addressing SDGs' targets.

- **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.**

UZGP supported LGD in drafting Seven Rules and one Regulations of Upazila Parishad, which are reviewed by the LGD and sent to Law ministry for vetting. Ministry of Law completed vetting of four (4) Rules and remaining is under process.

UZGP, in collaboration with UPGP developed a National Capacity Building Framework (CDF) for LGIs. In addition, five Policy Briefs were drafted based on the findings of the policy studies conducted last year, which were placed to the Policy Advisory Group (PAG) for review. As per the decision of PAG, a small committee was formed headed by the Additional Secretary, LGD to extract recommendations into short-medium-long term action proposal. A report was prepared by the committee identifying short-medium and long-term action based on the recommendations of different policy studies.

LGD allocated BDT 10 crore (USD 1.29 million) and released 7.5 crore to UZGP for capacity development of Upazila Parishad functionaries. LGD following the policy study recommendations prepared a set of recommendations (short-mid-long term) for action. 7 out of 10 points recommendations included in 7th Five Year Plan come from various policy studies of UZGP. Due to LGD's political will, all Vice Chairs received Tab through a govt. circular. In addition, monthly honorarium and other benefits of LGIs representatives have almost been doubled from July, 2016.

- **Qualitative assessment:**

UZGP's progress towards targeted achievements is commendable. Institutional capacities of UZPs have improved in managing their business particularly plan, budget and democratic decision making process. Citizen engagement in planning, designing and implementation of development intervention enhanced community ownership in one hand and democratic accountability of Upazila Parishad towards its constituents on the other. UZGP's initiative ensured vetting of 4 Rules and other three Rules are under vetting process. Such legal instruments would further strengthen UZPs in managing its business.

UNDP provided additional USD 500,000 to support UZGP to implement activities related to SDG awareness as well installation of digital display board and digital attendance to improve service delivery with wider transparency and accountability of UZPs. UZPs have prioritized areas of intervention in line with the SDGs and publicly sharing information of UZP activities using the digital display board. In addition, installation of digital attendance in different service points e.g. Community Clinics, UP Health Centers as well as offices of transferred line department officials improved efficiency of service delivery.

WDF is an active platform of elected women representatives to learn from each other and negotiate and bargain the issue of gender equity from resource allocation to implementation of development

²² Ibid, P: 6 & 46.

schemes at Upazila Parishad and Union Parishad level. A study on WDF reveals that, overall 82.9% women representatives expressed that their participation in UZP level has been increased through WDF.²³ Women members are gradually taking lead of development intervention as PIC chair and functioning of Upazila Committees. The project has contributed in improving MDG based service delivery in selected UZPs through UFF grants. Co-financing in UFF schemes is an innovation that resulted to build ownership among stakeholders and ensure sustainability for the schemes.

²³ A Research on the Women Development Forums (WDFs): A Platform for Strengthening Local Government Institutions (LGIs), Pranab Kumar Panday, December 2016, P: 29

ii) Indicator Based Performance Assessment:

| | <u>Achieved Indicator Targets</u> | <u>Reasons for Variance;</u> | <u>Source of Verification</u> |
|---|--|------------------------------|---|
| <p>Outcome 1 Indicator 1.1 Legal and Regulatory Framework in Place: By end of project, 12 of 17 secondary legislation instruments required by UZP Act 09 are effective. Baseline: 5 Planned Target: 7 Indicator 1.2 Functional and Institutional Capacity Improved: By end of project, all UZPs have adopted internal rules and by-laws including an anti-corruption strategy and a Citizens' Charter Baseline: 0 Planned Target: 1 Indicator 1.3 Democratic Accountability: By end of project, citizen awareness of roles and responsibilities of UZP is significantly higher (95% confidence level) as compared with baseline. Baseline: 10% people aware of UZP plan while 0.9% had knowledge on scheme selection Planned Target: 20% people are aware of UZP plan and over 30% people have knowledge on scheme selection. Indicator 1.4 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. Baseline: 12.9% citizen satisfied on services Planned Target: 40% citizen satisfaction on services of UZPs</p> | <p>1.1. Seven Rules of UZP drafted and sent to law ministry for vetting. Vetting completion of four Rules and remaining are under process.</p> <p>1.2. One regulations of UZP completed and sent to law ministry for vetting.</p> <p>1.3 20.8% people are aware of UZP plan and 53.5% have knowledge about scheme selection. In addition, citizen awareness on roles and responsibilities of UZP improved. CPS reveals more than three-fourths (77.5%) of the respondents in project area and slightly lower 73.3% respondents in control areas are aware of it.</p> <p>1.4 People's satisfaction on the overall performance of UZPs has been increased from 12.9% to 51.2%</p> <p>People's satisfaction on the overall performance of UZPs has been increased from 12.9% to 51.2%</p> | | <ul style="list-style-type: none"> • 7 Rule of UZP documents • One regulations documents • Citizen Perception Survey report 2015 |
| Output 1 | | | <ul style="list-style-type: none"> • Regular project |

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|--|--|--|---|
| <p>Indicator 1.1 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. Baseline: nil Planned Target: 70%</p> | <p>1.1. 59% of UZPs meeting (women and men councillors) participants making debate and influence in decision making (project monitoring data) - 100% women members of the project area and 71.8 percent women members of the control area UZPs were in a position to offer their opinions spontaneously in the meetings they attended</p> | | <p>monitoring report</p> <ul style="list-style-type: none"> • Impact Assessment 2017 |
| <p>Indicator 1.2 By the end of the project, all UZPs are compliant with 90% of the provisions of the Right to Information Act. Baseline: 35.7% Planned Target: 65 UZPs (all UZPs in project areas)</p> | <p>1.2 At 65 Pilot UZPs in 7 Districts, 65 Information Officer appointed by GOB & trained by project. A total of 122 participants 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"> • Citizens Perceptions Survey 2015 • Government order, |
| <p>Indicator 1.3 By the end of the project, all UZPs have 6 key standing committees functioning. Baseline: 0 Planned Target: 6 key committees</p> | <p>1.3 6 key standing committee of UZPs bi-monthly meeting held 75% of project areas and 35% of control areas in the reporting year (project monitoring report).</p> | | <ul style="list-style-type: none"> • Project reporting Monitoring data |
| <p>Indicator 1.4 By end of project, women UZP representatives and functionaries from all Upazilas participating in officially registered Women’s Development Fora at District level. Baseline: 0 Planned Target: 244 UZPs (50% of total UZPs)</p> | <p>1.4 A total of 268 WDFs among 551 registered during the reporting period, among them 28 WDFs registered in 2016. An average calculation reveals that, about 7772 women representatives are now participating in registered WDFs.</p> | | <ul style="list-style-type: none"> • WDF report • workshop reports |
| <p>Indicator 1.5 By end of project, all UZPs have prepared a “Citizens Charter” incorporating arrangements for UZP-constituent relations Baseline: 0 Planned Target: 65 UZPs in project areas</p> | <p>1.5 According to the survey 100% UZPs in the project area and 92.9% UZPs in control area have displayed citizen charter in the UZP premises. Regarding the awareness on Citizen Charter, 23.4% of the respondents informed that they had seen the Citizen Charter at the UZP premises in project area while 14% in control area had seen it (CPS 2015).</p> | | <ul style="list-style-type: none"> • Citizens Perceptions Survey 2015 |

| | | | |
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| <p>Output 2</p> <p>Planned Target: Indicator 2.1 By end of project, 14Upazila have each produced development plans responding to local MDG assessment Baseline: 0</p> <p>Planned Target: Initially 65 UZPs and target revised to cover 50% of total UZPs (244 UZPs) Indicator 2.2 In final year of project, at least 90% of performance-based grants are allocated to projects identified as MDG-responsive in annual development plans Baseline: 0 Planned Target: 90%</p> | | | |
| | 2.1. A total of 256 Upazila five year plan books including piloted 14 has prepared, among them 71 plan book prepared during the reporting period. | | <ul style="list-style-type: none"> Printed UZPs plan and budget books |
| | 2.2 Out of the 554 schemes implemented during the project period, 85% (469) schemes were directly MDG-focused and among 178 schemes implemented in 2016, 97.7% (174) were directly MDG-focused. | | <ul style="list-style-type: none"> Schemes list 2016 Fund disbursement document Schemes report by UZPs Schemes approval letter issued from LGD. |
| <p>Output 3</p> <p>Indicator 3.1 Policy Development: By the end of the project, at least 2 legislative or regulatory instruments influenced by outcome of piloting activities are drafted and approved. Baseline: 0</p> <p>Planned Target: Inputs to national policy document/ Five-year plan Indicator 3.2 Capacity Building: 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 Baseline: 0</p> | 3.1 Six policy studies were done by UZGP. 10 points of recommendations come from the policy studies were included in 7 th five year plan. 4 UZP Rules were vetted by Law Ministry. | | <ul style="list-style-type: none"> 5 policy researches documents |
| | 3.2 Policy Advisory group reformed and made it functional by ensuring representation of academicians, civil society as members. Capacity Development Framework (CDF) for LGIs prepared and submitted to LGD by incorporating recommendations from national policy seminar. | | <ul style="list-style-type: none"> Field staff reports Retreat Report |
| | 3.3. Project M&E strategy and tools developed and | | <ul style="list-style-type: none"> Draft M& E |

| | | | |
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| <p>Planned Target: 1 Indicator 3.3 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 Baseline: 0</p> | <p>printed for UZPs monitoring; Govt officials are using the tool during UZP monitoring. UZPs monitoring tools are introduced in Web MIS, which is practicing in the 65 UZPs. A total of 755 key functionaries (male-698 & female-57) were provided web based MIS training to strengthen the process.</p> | | <p>strategy Printed M&E tools Web MIS Tr. Report</p> |
| <p>Planned Target: Support MIE wing in developing M&E strategy and establishing MIS Indicator 3.4 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 Baseline: 0</p> | <p>3.4 Continued technical support to 5 training Institution of NILG, BARD, RDA BIM, and NAPD. They enriched by the lessons learned from UZGP. NAPD shared UZP planning practices with UNICEF and included a session on Local Level Planning in the diploma course they offered on Development Planning. NILG, BARD, RDA and BIM also shared good practices with different NGOs.</p> | | <ul style="list-style-type: none"> • Training manuals |
| <p>Planned Target: Institutes sharing best practices with others Indicator 3.5 Backstopping: By the end of the project, the DLG has a sustainable system for monitoring and backstopping local governments Baseline: 0 Planned Target: 7 (one in each division office)</p> | <p>3.5 Continued Field staff backstopping for UNOs, DLG/DDLG and UZP members in support of understanding & adherence to UZP procedural requirements. Govt officials are using monitoring tools during UZP monitoring. UZPs monitoring tools are introduce in Web MIS, which is practicing in the 65 UZPs. A total of 755 key functionaries (male-698 & female-57) were provided web based MIS training to strengthen the process.</p> | | <ul style="list-style-type: none"> • Field staff reports |

iii) Evaluation, Best Practices and Lesson Learned

Study/ Research/ Evaluation:

- UZGP supported five policy studies in previous years while two action research titled '*Women Development Forum (WDF): a Platform for Strengthening LGIs*' and '*Process and Quality of Budgeting and Planning of Upazila Parishad*' in 2016. In addition, UZGP in collaboration with UPGP conducted Mid-term Evaluation in 2014 and accordingly took required actions in line with the recommendations, The final evaluation which is also completed. The final evaluation, based on the cost-benefit analysis stated that the project had high value for money while the benefit-cost ratio (BCR) is 18.5% for UZGP. The lessons learned from the studies have been incorporated in the next generation of UZGP.

Challenges in accomplishing planned activities:

- Some activities could not be accomplished as planned due to contextual realities that include ensuring consultants on board in time. Issuance of Rules for UZP took longer time for review and vetting. LGD allocate BDT 10 crore (USD 1.29 million) and released 7.5 crore for capacity development of Upazila Parishad functionaries. UZGP had to revise its DPP prior to receive GoB allocation and also extension of project duration for few months as decided in the PSC meeting. Project officials having support from respective govt. officials tried to speed up the process. As the project duration was extended up-to December 2016 it was required to receive government allocation in one installment, which causes delay in disbursement of fund due to receive consent from different ministries e.g. Ministry of Planning and Ministry of Finance. Eventually the project received three quarter allocation in one installment; however delay in fund disbursement affect on delivery of planned training to the functionaries of UZPs, as the training providing institutions i.e. NILG and BIM were not in a position to conduct training without having advance.

As the project duration was coming to its end, project personnel were looking for opportunities that causes staff turn-over and thus both PMU and field level offices suffered during last 4/5 months. However, taking additional responsibility by existing personnel helped overcoming such challenges. Furthermore, frequent transfer and timely placement of full time DDLGs, suspension of elected functionaries especially the Upazila Parishad Chairmen and Vice Chairmen, lack coordination of line department officials, rivalry of LGI representatives with the honourable Member of Parliament (MP), late release of ADP allocation from LGD to Upazila, limited role of Vice Chairman in managing UZP business were some challenges that affect on smooth implementation of activities on the ground. However, initiatives were taken to address most of the challenges through timely communication with LGD, organizing coordination and review meeting with the line department officials at district and division level, discussing in the Project Board and Project Steering Committee meeting. In addition, UZGP's risk apprehension and risk mitigation strategy worked better in overcoming most of the challenges. UZGP in collaboration with UPGP developed a Capacity Development Framework for LGIs, which is currently under review of LGD. Implementation of the Framework would be challenging but LGD through developing capacity of NILG can support implementation of the Capacity Development Framework for LGIs.

Lessons Learned:

- United strength of WDF expanded space for women representatives' active participation in LGIs that largely benefitted women. School based awareness raising campaign against early marriage and sexual harassment created space for wider engagement of community and created public opinion. School based campaign was best value for money that enabled wider outreach

and confidence of children to take action against sexual harassment. Divisional & District level coordination meeting with DDLGs, UNOs, key line department officials and representative of UZP Chairmen worked better in managing UZP affairs. Co-financed schemes are able to make ownership, visibility and sustainability.

- However, the participation of CBOs, NGOs and young generation in UZP's activities/planning process should be increased. Quality training for UZP functionaries need to be enhanced. Plan books should be followed for scheme selection process. Ensure to follow the Rules and Regulations for better functioning of UZPs. Continue capacity building support for strengthening UZP's Committees is important. Assign role and function for UZP's reserve seats women is another issue at LGIs. Provide ToR to UZP Committees for their better functioning is necessary. Technical and financial support to WDF should be extended for their sustainability and further progress. Coordination and changing mindset of UZGP functionaries are essential for better service delivery. As elected representatives are from different parties, it is somewhat difficult to work as team smoothly and effectively.

iv) A Specific Story (Optional)

Mst. Nurunnahar: Fought hard to stop dowry

Rebeka (24) was a resident of the village Kalia Haripur of Sirajgong district. She was married at the age of 17 with Rakib. Rebeka's father, Rasul Mia, paid BDT 40000 along with a motorbike as dowry against the demand of BDT 50,000 and a motorbike during her marriage. Rebeka's father made a commitment to pay the rest of the amount (Tk. 10,000) a month later. However, her father failed to pay the amount in the next month. Due to delay in payment, Rebeka had to tolerate different types of torture from her husband. Finding no other alternative, Rebeka's father paid the amount selling his only cow. This is not the end of the story. Five years later, in 2015, Rebeka's husband, Rakib, again pressurized Rebeka to bring BDT 60,000 from her father. When Rebeka refused to bring money from her father, she was thrown away from her husband's house. Later on, Rebeka's father brought the issue into the notice of Mst. Nurunnahar, who is the President of District WDF, Sirajgong. Having been informed by Rebeka's father, Nurunnahar along with other members of the WDF and the local elites got involved in the matter. Finally, she could solve Rebeka's problem. Now, Rebeka is leading a peaceful life and her father was released from the burden of paying a dowry

Problem/Challenged faced:

Ms. Rebeka along with her father faced the bitter experience of dowry (money/asset given by force from bride to groom's party during marriage). They also suffered physically, psychologically and financially from the social ills. They had to pay the dowry installments and when Rebeka's parents were unable to pay the dowry she was illtreated by her husband and her parent in laws.

Program interventions:

Mst. Nurunnahar, the President of District Women Development Forum (WDF), Sirajgong along with other members of the forum and local elites resolved the problem. The UZGP established a total of 551 WDFs all over Bangladesh by mobilizing over 16000 elected women representatives. The WDF members were oriented in various social issues through different interventions from UZGP since 2013-16. So, UZGP is the key player to make it happen in the community level.

Results (if applicable):

Intervention by the WDF leaders, Rebaka's husband and his parents were sensitized of this ill social practice and they eventually understood and realized their mistakes and agreed to stop demanding for the dowry. Physical and psychological torture from her husband also been stopped. It is to mention that, WDFs addressed 892 early marriages, 440 dowries, 293 sexual harassment and 568 other types of violence (UZGP M&E and MIS Data, 2014-16).

Lesson Learned:

Improved capacity of WDF leaders enabled them to better address social ill practices affecting women and girls.