



**Government of the People's Republic of Bangladesh**  
**Ministry of Local Government, Rural Development**  
**& Cooperatives**

**Local Government Division**

**Upazila Governance and Development Project (UGDP)**

**Final Report**

**Mid-term Assessment of Upazila Governance**  
**and Development Project (UGDP)**

**17 February 2021**

**PMID**  
Participatory  
Management  
Initiative for  
Development

**Participatory Management Initiative for Development (PMID)**

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## Acronyms

ADP	:	Asian Development Bank
AP	:	Annual Plan
BARD	:	Bangladesh Academy for Rural Development
BIM	:	Bangladesh Institute of Management
CC	:	Citizen Charter
CDSP	:	Capacity Development Sub-Project
DAC	:	Development Assistance- Committee
DC	:	Deputy Commissioner
DDLG	:	Deputy Director - Local Government
DPD	:	Deputy Project Director
DPHE	:	Department of Public Health Engineering
EALG	:	Efficient and Accountable Local Governance
FGD	:	Focus Group Discussion
FYP	:	Five Year Plan
GoB	:	Government of Bangladesh
GRS	:	Grievance Redress System
ICT	:	Information and Communications Technology
IDI	:	In-Depth Interview
JICA	:	Japan International Cooperation Agency
KII	:	Key Informant Interview
LGD	:	Local Government Division
LGIs	:	Local Government Institutions
LGSP	:	Local Governance Support Project
M&E	:	Monitoring & Evaluation
MTA	:	Mid Term Assessment
NAPD	:	National Academy for Planning and Development
NBD	:	Nation Building Department
NGO	:	Non-Governmental Organization
NILG	:	National Institute of Local Government
OECD	:	Organization for Economic Co-operation and Development

PA	:	Performance Assessment
PA	:	Project Assistance
PBA	:	Performance Based Allocation
PD	:	Project Director
PMU	:	Project Management Unit
PPR	:	Public Procurement Rules
PSC	:	Project Selection Committee
RDA	:	Rural Development Academy
RTI	:	Right to Information
SAPI	:	Special Assistance for Project Implementation
SC	:	Standing Committee
SDG	:	Sustainable Development Goal
SWOT	:	Strengths Weaknesses Opportunities Threats
ToR	:	Terms of Reference
UC	:	Upazila Committee
UDCC	:	Union Development Coordination Committee
UDF	:	Upazila Development Facilitators
UGDP	:	Upazila Governance and Development Project
UICDP	:	Upazila Integrated Capacity Development Project
UNO	:	Upazila Nirbahi Officer
UPP	:	Upazila Project Proposal
UZP	:	Upazila Parishad
VC	:	Vice Chairman
WM	:	Women Member

## Executive Summery

Upazila Governance and Development Project is a five-year project being implemented by Local Government Division of the Ministry of Local Government, Rural Development and Cooperatives. JICA is an external contributor to the Project. The aim of the Project is to build capacity of the Upazila Parishad (UZP), one of the rural local government bodies in Bangladesh to deliver effective and responsive services to citizens. The five-year project started its operation in mid-2016 and after completion of three-and-a-half years of operation UGDP planned to conduct a Mid-Term Assessment (MTA) of the project to evaluate the progress made so far by capturing stakeholders' perception, review of the previous three performance assessments, with applying OECD/DAC evaluation criteria.

By design the assessment was qualitative exercise where key informant interviews (KIIs) and In-Depth Interviews (IDIs) were conducted and Focus Group Discussions (FGD) was facilitated to collect data and information. The respondents of MTA were primarily project stakeholders i.e. elected leaders of UZP including the Chair and two Vice Chairs, one of the Union Parishad Chairs under the UZP along with UNO of the respective Upazila. The representatives of the project management unit (PMU) who are project leaders and consultants were also interviewed. From the government, representatives from LGD, and capacity building partners and Deputy Director Local Government (DDLGs) of the selected districts were also interviewed.

The study was conducted in 52 selected districts of which one Upazila each was selected randomly. Of 52 sample UZPs, 13 were taken from among the non-intervention UZPs. For collecting data and information 10 set of different data collection tools were designed and pre-tested before actual data collection. Based on the pre-testing results, data collection tools were reviewed and revised by an inter-ministerial technical working committee formed to review MTA activities. For MTA, 1,546 respondents were reached, of them 243 were interviews in UZPs, 86 from interviews in National and District level stakeholders and remaining 1,217 persons were reached through FGDs.

The study findings revealed that Upazila level stakeholders of the project were well aware of the UZP activities though there was difference of opinions in terms of priority. The same was the scenario on their perception of UGDP functions. These were differences of experience and orientations. For example, the responses of elected representatives and career civil servant were likely to be different from one another. However, on many occasions, responses of UZP Chair and UNO were found to be identical.

UGDP stakeholders including the elected representatives of UZPs and UNOs received training from the Project. Among them UZP Vice Chairs (V) were ahead of others in terms of receiving training. Less than half of the UNOs in the intervention areas received training from UGDP.

Among the grant recipients UZP, it revealed from the available data that the grant related information was not equally shared among the key UZP stakeholders. The change in elected leadership, transfer of UNO might lead to this situation. The same goes with the amount of grants received.

Regarding investment of development grants for infrastructure sub-project, UZP Chair, UNO and UDF were in the same page but others did not have similar knowledge and information regarding these. It should be noted here that most of the respondents liked the idea of performance-based grant awarded to UZPs.

In terms of institutional capacity UZP chairs and UNOs were found to be more positive about changes since inception of UGDP. On holding UZP monthly meetings and Upazila Committee (UC) meetings regularly all were in agreement. On the financial management capacity UZP Vice Chairs (W) had difference of opinions with those of UZP Chairs and Vice Chairs. UZP Vice Chairs (W) considered financial management indicators of the UZPs as below average while other Vice Chairs found those as excellent.

Though many of the respondents mentioned that Project Selection Committee (PSC) was functional in their UZPs but less than 5% respondents could say actual number of members in their respective PSCs. In terms of financial management of UZPs, the respondents' perception was somewhat mixed. UZP Chairs and UNOs considered that their UZPs were doing excellent, but other respondents had disagreement with them. The resource mapping exercise, an important aspect in UZPs was rarely practiced. The result on planning and budgeting capacity of UZPs did not differ in a great deal among the respondents.

The awareness on transparency and accountability had been increased satisfactorily. Most of the UZP stakeholders knew about the Information Focal Point and Citizen Charter (CC). The community representatives also mentioned positively about Citizen Charters and they saw such CC in the form of billboard. However, they got little idea about Information Focal Point though a few saw the officers' nameplate in the offices.

About the relevance of UGDP, there was total agreement on the relevance of the project among the respondents of the MTA. The elected representatives, public officials and citizens all thought that UGDP is the right kind of intervention to meet their needs. Majority of the respondents considered the project as successful and wanted the extension of the same for a longer period.

While the respondents in general did not suggest any change in performance assessment indicators, there were some extent of difficulties for newly established UZPs to meet. In such UZPs, UZP Chair was new, UNO was new and so was other staff and thus they could hardly be at par with an old UZPs. This sometime discouraged new UZPs.

A significant change observed among NBDs and UZP staffs. At the time of Baseline, they wanted financial incentive for additional workload due to project activities, while during MTA the same groups of respondents informed that they would accept the additional work for the greater interest of the citizens.

UDFs are unique additions to UGDP. They were deployed at UZPs to support project implementation. There were arguments in favor of UDFs and against them as well. However, arguments in favor overpowered the arguments against them. With few exceptions, all the stakeholders including NBDs (who often had complaints against UDF) wanted to retain UDFs as they had been contributing significantly to the better implementation of UGDP as well as UZPs operation.

Due to UGDP interventions all the respondents observed the changes. The elected representatives observed that the citizen became more willing to receive services from UZP, government officials including UNOs observed that the relationship between elected representatives and officials were getting better and the citizens observed that the public offices became more accessible (more than 70% of the FGD participants supported this view from their experiences) than earlier which suggests an overall change in local governance scenario in the study areas.

While all the stakeholders were more or less happy with the project outcomes, there were some inherent limitations in the project as well, including – (i) political conflict in the

council, (ii) lack of adequate manpower, (iii) low level of budgetary allocation, (iv) inadequate monitoring, (v) undue interference by Member of Parliament (MP), and (vi) natural calamities, i.e. COVID-19 etc.

All stakeholders irrespective of their affiliation and orientation wanted UGDP to get new lease of life for at least 3-5 more years. The citizens found a prominent role in making UZPs accountable through ensuring their participation in UZP affairs. If needed, projects like UGDP might come forward to devise a citizen participation methodology that would realize a good fit in Bangladesh context.

As this is an MTA, there will be enough scopes for the project team to make things better to have greater impact in the lives of the millions through UZPs. Keeping the above discussions in mind the following recommendations are being placed before UGDP:

- While the commitment of the elected representatives was beyond question, their development orientation needs further refinements through refresher training on their roles and responsibilities.
- The performance-based grant should be continued as long as fund is available to LGD and the grant amount may be increased. This will help improving overall governance scenario in Bangladesh.
- An option may be created in the Performance Assessment questionnaires to allow UZPs to “pass” to receive the grant that the grant amount is insufficient according to their consideration.
- UDFs have become popular figures in the UGDP working areas, and almost all respondents wanted to retain them. If resources are available, UDFs should be kept there at UZPs as long as possible.
- UGDP may strengthen its monitoring system more accurately to track the progress of the project. If it does not require going through a huge document modification, UGDP may take initiative to have a stronger monitoring team at PMU.
- More training should be organized on technical issues like procurement and five-year plan preparation for the elected representatives. Elected representatives severely lack knowledge on procurement and FYPs.
- UGDP extended its arm to build capacity of the citizens in different trades through its capacity building sub-projects which was highly appreciated. UGDP in next course may include a financial aid so that a trained person can utilize earned skills in real life through own enterprises.
- While manpower shortage is a common complaint in the UZPs, they desperately need an engineering staff in the form of Assistant Engineer who would be able to support development projects undertaken by UZPs.
- If some modification can be made in the PA tools so that newly formed UZPs get some encouragements, i.e. some bonus score if the UZP is less than 5 year old or so.
- The last but not the least the project should be extended for five more years so that all UZPs receive capacity building support from the project and better performing UZPs get rewarded for their good work.



# Chapter One: Introduction and Background

## 1.1 Introduction and Background

Development challenge is nothing new to the countries like Bangladesh. Time and again Bangladesh used to win so many challenges and the country is in the right path of winning development challenge as well. This right path is getting the local government bodies prepared for addressing the emerging development challenges. When the issue of local government bodies comes up the discussion moves around with the issues like decentralization, devolution of power and authority to sub-national levels. Many however argue that to reap the benefits of any decentralization scheme, a pre-requisite is to get the local bodies ready for the accepting the new challenge.

The most popular ideas in favor of decentralization suggests that local government body's proximity to their constituents will force them to be better than central or national governments in resource management and accommodating demands of the citizens concerned. Thus, some governments traditionally make efforts to build capacity of the local bodies so that they are better prepared to manage resource and bear more responsibility. However national governments more often use **lack of capacity** excuse for refusing to transfer their authority, financial resources, and the accompanying privileges to local units. As a matter of fact, the national governments become scared that without capacity building of the local bodies there might be an array of negative issues like local corruption, regional inequalities, irresponsible spending of national resources, and delivering poor quality services to communities. This often makes national governments reluctant to extend authority at local level and ultimately this type of precautions ended up in failed decentralization drive. Some authors<sup>1</sup> challenged this precautionous approach of the national governments and argued that the lack of local capacity, among other factors, made decentralization ineffective and even undesirable in developing countries (Bahl and Linn, 1992).

Moreover, an FAO<sup>2</sup> document suggested spending more money on local capacity building as a prerequisite for devolution of responsibility. There was a broad consensus that it would be quicker and more cost-effective to begin the process of devolution, to permit learning by doing and to build up capacity through practice (FAO, 1997).

There had been numerous efforts to build capacity of the local government bodies through training elected leaders and appointed staff available in these local bodies. There are a number of government agencies to provide capacity building training for the local government bodies.

Although there have been significant reforms of the local government bodies, still the challenges are there. These challenges include improving (i) planning and implementation capacity, (ii) budgeting and resource mobilization capacity of the local bodies especially the

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<sup>1</sup>Bahl, Roy, and Johannes Linn. 1992. Urban public finance in developing countries. New York: Oxford University Press.

<sup>2</sup>Technical Consultation on Decentralization and Rural Development, FAO, Rome, December 1997

middle tier of rural local government bodies in Bangladesh, the Upazila Parishad (UZP) which generally can be labeled as lack of technical capacity.

UZPs in Bangladesh severely lack technical capacity among the human resources available at their disposal. In absence of skilled staff, the efficiency and effectiveness of the UZPs as local bodies in delivering services to citizens severely compromised and thus these bodies gradually lose creditability as local government bodies.

The aim of capacity-building of the UZPs is to improve the performance of the middle tier of the rural local bodies in Bangladesh. This has to be planned by addressing the constraints experienced by the different stakeholders over the years including human resource, logistics, institutional and financial by nature. Certainly, measures have taken to overcome these constraints but there always had been one or more limitations in the event.

Different measures are required to address different types of constraints, and any comprehensive capacity-building strategy should be a composite of these. Within such a framework, training and institutional development then become measures or strategies for achieving the wider goal of capacity-building for improved performance.

Initiating development project aiming at building capacity of local bodies was a paradigm shift in the decentralization debate in Bangladesh. However, Government of Bangladesh (GOB) inspired by the fact<sup>3</sup> **management is a performing art** better learned by doing than listening. (Rondinelli, et al 1984). This symbolizes the government's commitment to have strong local government bodies in Bangladesh.

The Upazila Governance and Development Project (UGDP), supported by Japan International Cooperation Agency (JICA) were formulated to enhance the capacity of UZPs to deliver more effective and responsive public services to citizens. The project is designed to increase the capacity of UZPs to carry out their mandates and public services delivery to the citizens more effectively through additional funding based on their performance and scaling up of the area coverage as well. The Project has been implementing several planned interventions, including sub-project implementation, capacity development of Upazila public representatives and Nation Building Department (NBD) officers, and conducting a series of Upazila governance Performance Assessment. UGDP is designed to gradually expand its coverage of Performance Based Allocation (PBA), the additional development funds to Upazilas during its project period. i.e. 5 years (2015/16-2020/21). Under UGDP, yearly 100 Upazilas out of 492 were supposed to be selected and each of those Upazilas was to receive a sum of Tk. 50 Lakh (Five million BDT) to enhance the capacity of UZPs in delivering effective public services through implementing projects. The plan was to cover all the Upazilas in five years and in the final year would be for intensive monitoring and capturing results of the interventions. Nonetheless, many of the Upazilas would receive development

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<sup>3</sup>D. Rondinelli, G. Shabhir Cheema, J. Nellis. 1984. *Decentralization in Developing Countries: A Review of Recent Experience*, World Bank Staff Working Papers No.581

fund twice, thrice, four and five times during the life of the project by acquiring better scores during the successive performance assessments.

## **I.2 Project Goal, Purpose and Objectives**

UGDP is five year project to be working with all Upazila Praishads in Bangladesh gradually. The project devised the goals and objective in the following way:

- A. **Project Goal:** To contribute to reinforcing the local government structure of Bangladesh
- B. **Project purpose:** To enhance the capacity of Upazila Parishad to deliver public service to citizens

### **C. Objective of the project:**

The overall objective of UGDP is to enhance capacity of Upazila Parishads to deliver more effective and responsive public services to citizens through providing additional development fund and a series of capacity development opportunities to concerned stakeholders. The project, therefore, directly contributes to realizing strategic directions toward governance improvement with strengthened functions of Local Government Institutions, as clearly stated in the Perspective Plan as well as in the 7<sup>th</sup> Five Year Plan of the Government of Bangladesh. To accomplish the above mentioned overall objective the project sets following specific objectives:

- I. To provide Performance Based Allocation (PBA) to Upazila Parishad, toward responsive public service delivery and infrastructure development;
- II. To improve mutual accountability between LGIs and line development departments (NBDs) both at Upazila and Union levels, and to facilitate synergy effects between them;
- III. To improve transparency of LGIs and NBDs to local communities through Union Development Coordination committee (UDCC) and other Good Governance measures;
- IV. To strengthen the capacity of public servants both in LGIs and NBDs and their collaboration mechanism; and
- V. To facilitate an appropriate decentralization process through series of governance and financial improvement activities.

In the following box UGDP can be seen at a glance.

<b>UGDP at a Glance</b>	
<b>Project Title:</b>	Upazila Governance and Development Project (UGDP)
<b>Executing Agency and Ministry:</b>	Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives (MLGRD&C), Bangladesh
<b>Project period:</b>	Commencement: June, 2015 Completion (expected): 30 June, 2021
<b>Project locations:</b>	492 Upazilas
<b>Estimated cost of the project (in lakh taka):</b>	i. Total: 105,965.84 ii. GoB: 10,346.49 iii. P.A: 95,619.35

Source: DPP of UGDP

**Component I: Upazila Development for Improving service delivery (performance-based allocation):** This component is providing additional development funds to Upazilas for their development activities. This fund has been allocated to Upazilas through local government division (LGD) .in which preparation of Upazila development plan with regional and sector-based needs have been considered. The fund has been channeled to Upazilas mainly for their sub projects implementation. Up to 20% of the provided fund (which is equal to Tk.1.00 million) has been utilized for different types of capacity development trainings at Upazila level. The minimum size of the infrastructure sub project is Tk. 1.00 million while the maximum size of the infrastructure sub project is Tk.4.00 million. The following prospective sub project which are implementing against fund based on local needs as examples: educational and medical facilities and government building construction and rehabilitation, educational and medical equipment, water supply equipment, agriculture, disaster prevention, solar system, including roads, bridge and rehabilitation etc. Although the project will eventually expanded its financial assistance to all 492 Upazilas (as target), the fund allocated under this component is based on performance.

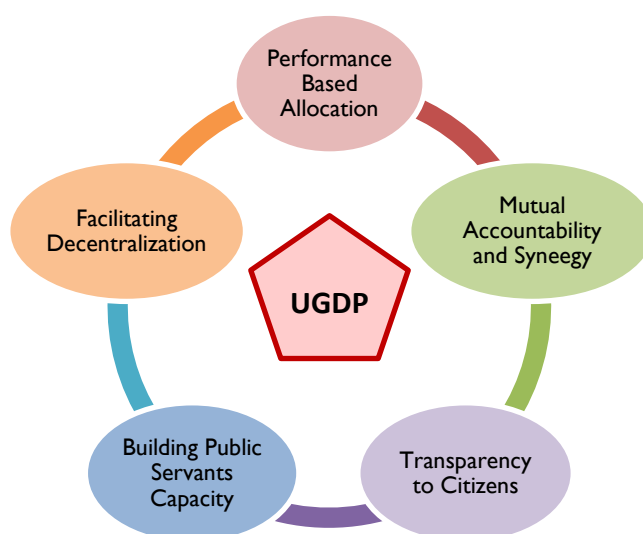


Figure 1.1: UGDP Approach

## Component 2: Capacity Development and Governance Reform:

### A. Sub-component 2.1 Capacity Development:

This component mainly intends to strengthen local government capacity to manage sub-project utilizing existing government framework, and thereby to lead the project to successful results, considering the nature of the project, the project targets technical and institutional capacity of all relevant stakeholders such as Upazila Parishad Chairman, Vice Chairmen of both general and female and members, Upazila Nirbahi Officer (UNO), Line Department NBDs officers at Upazila level and LGD officials. Trainings have been provided both at the national and local level administering the cascade model.

First of all, LGD provided master trainers training to the national level training institutions at the national level. The master trainers at different national training institutes provided training to the project stakeholders at Upazila level including the Upazila Development Facilitators (UDF). The UDFs have been facilitating the management process of the sub-project at the Upazila level.

### B. Sub-component 2.2 Upazila Governance Improvement Action Program:

This component intends to strengthen the Upazila Parishad by supporting them to be engaged in a series of governance and financial improvement activities in accordance with the Upazila functions stipulated in the Upazila Parishad, Act 1998 (revised in 2009 and 2011). The activities under the Upazila governance improvement action program is categorized into four areas: i) Administrative/operational, ii) Finance, iii) Capacity Development, iv) Transparency and accountability. Those activities are directly related to governance performance indicators set by the project.

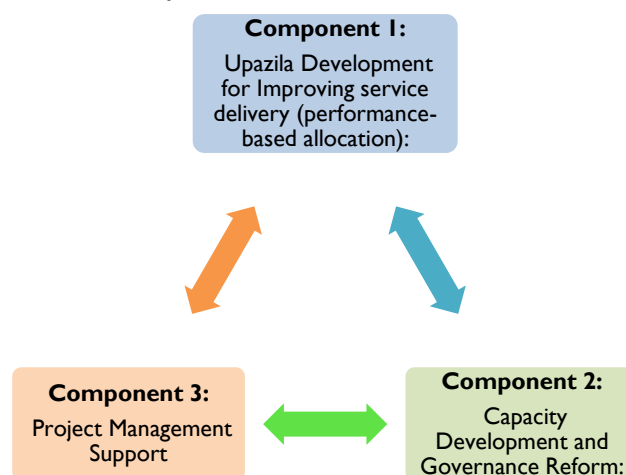


Figure 1.2: UGDP Components

### C. Upazila Parishad Sector Reform Actions:

The Reform Actions are categorized into four areas: Policy and Institutional Arrangement; Human Resource and Capacity Development; Financial Resource Management; and Accountability and Transparency.

- The area of Policy and Institutional Arrangement proposes (i) to improve institutional structure and Upazila Parishad Act; (ii) to develop Upazila rules, regulations and guidelines; (iii) to strengthen UZP monitoring system.
- The area of Human Resource and Capacity Development proposes (i) to secure essential human resources for UZP; (ii) to develop and provide comprehensive training program for UZP with strengthened functions of NILG and other training institutes, etc.
- The area of Financial Resource Management proposes (i) to improve Upazila ADP allocation system; (ii) to consider altering the timing of preparing plan and budget at

Upazila level; (iii) to modify Upazila budget forms including all activities by UZP as well as NBDs, etc.

- The area of Accountability and Transparency proposes to establish system to enforce Upazila Act properly and to promote Upazila downward accountability.

**Component 3: Project Management Support:** This component is provided to support the overall management of the project and components consist of three (3) parts: audit support, governance performance assessment support and baseline, midline and end line survey of the project including engineering services of the project.

**Component 4: Consulting Services:** The consulting services aimed at assisting the Project Management Unit (PMU) in preparing and managing the project implementation plan, supervision, monitoring and reporting including cost and quality control and implementation of all sub projects, proceeding all the disbursement related administrative operation, managing Upazila Development Facilitators (UDF), and overseas training etc.

#### **MTA exercise**

Mid-term Assessments are believed to be aimed at assessing the continued relevance of a project or intervention and the progress made at a point in time towards achieving its planned objectives. Certainly such assessments offer an opportunity to make modifications to ensure the achievement of these objectives during project lifetime. Keeping similar results in mind, a mid-term assessment was planned for UGDP as well. In line with the very nature of the assessments, this Mid-term Assessment has been designed to capture data and information both quantitatively and qualitatively. Accordingly, the process of developing the study tools were guided by the very context of the project being implemented and the nature of the respondents as well. As the primary sample of the assessment is the Upazila Parishads, a representative sample size has been determined keeping the progress made by the project thus far. Needless to say, for this assessment a number of different data collection tools to be used so that collected data and information can be triangulated to reach closer to the reality. The Project Management Unit (PMU) of UGDP has conducted Mid-term Assessment by hiring external agency through competitive process, under the supervision of the Working Committee for Guiding Mid-term Assessment of UGDP.

### **1.3 Objectives of the MTA**

The objectives of the Mid-term Assessment of UGDP are, to:

1. Review the project progress in terms of capacity development of Upazila stakeholders based on -
  - a. the results of Performance Assessment 1, 2, and 3; and
  - b. the perception of stakeholders at Upazila level;
2. Evaluate the Project with five criteria that are used by the Development Assistance-Committee (DAC) of the Organization for Economic Co-operation and Development (OECD).
3. Analyze contributing and hindering factors that affect the implementation of the Project.
4. Discuss alteration or modification of project duration, contents of inputs (including financial and human resources), activities (including training for capacity development), methods of project implementation, indicators, etc.

# Chapter Two: Methodology

## 2.1 Introduction

The Mid Term Assessment (MTA) of the Upazila Governance and Development Project (UGDP) was conducted at the fourth year of its implementation. The methodology of the study was defined well ahead of the MTA implementation by the project team. Different respondents' groups at national, district, Upazila level were interviewed and consulted through focus groups. Thus, the assessment by design was qualitative by nature and participatory methods were used. The tools used included Document<sup>4</sup> Review, Focus Group Discussion (FGD), Key Informant Interview (KII), In-depth interview (IDI), Observation etc. For some quantitative data, Performance assessment reports were frequently used for as well.

Thus the assignment followed a triangulation approach to interpret data and information to derive into the reality or facts. The three tools used here include (i) Observation and reviewing secondary documents; (ii) Interviews (KIIs and IDIs); and (iii) Focus Group Discussions (FGDs). The triangulation helped us to cross check and validate the information and

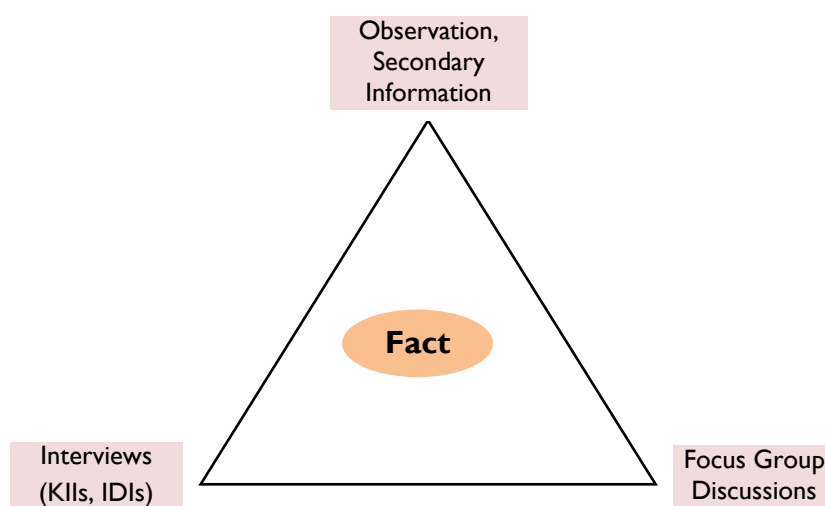


Figure 2.1: Data triangulation for the assessment

data collected from one source through the other and so on. Thus, there had been scopes for checking the reliability of the data and validating the same in due course.

## 2.2 Sample Distribution

For this assessment districts were taken purposively in consultation with UGDP team covering all administrative Divisions but keeping three phases of project intervention in mind. To check if there were any visible changes made through the UGDP intervention a small number non-intervention Upazilas were taken. Only one Upazila was chosen randomly from the district be in intervention Upazila or not. For this assessment Upazila Parishad (UZP) Chair, Two Vice Chairmen both male and female, UNO and one each of Union Parishad Chair were interviewed. At the district level the Deputy Director-Local Government (DDLG) was interviewed in the selected districts. However, the Nation Building Department (NBD) officials, other staff working at Upazila and a selected group of

<sup>4</sup> Documents include: UGDP project documents, Baseline Study; Annual Reports, Periodical Reports, Performance Assessment Reports; and other relevant study and research reports.

citizens were reached through FGDs. In the following table, details of data collection location both in project areas and non-intervention areas are shown.

Table-2.1: Number of Upazilas taken from different categories

	<b>Intervention and Non-Intervention Upazilas</b>	<b>Recipient &amp; Not Recipient Upazilas of Project allocation</b>	<b>Number of sampled Upazilas for MTA</b>
1	Intervention after 1 <sup>st</sup> performance assessment	Received project allocation (funding) one time only	13
2	Intervention after 2 <sup>nd</sup> performance assessment	Received project allocation (Funding) two times only	13
3	Intervention after 3 <sup>rd</sup> assessment	Received project allocation (Funding) three times only	13
4	Non - intervention Upazilas	Not yet received project allocation (Funding)	13
		<b>Total</b>	<b>52</b>

The following table shows the randomly selected Upazilas from the district list, As the MTA sample was 52 Upazilas, the selection was made at two levels. First proportionate number of districts and Upazilas were taken as samples.

Table-2.2: Distribution of the Sample Upazilas based on the number of allocations received

<b>Division</b>	<b>Total no. of Districts</b>	<b>Total no. of Upazilas</b>	<b>Proportionate Sampled Districts</b>	<b>Number of Sampled Upazilas</b>
Barisal	6	42	6	6
Chattogram	11	103	10	10
Dhaka	13	88	9	9
Khulna	10	59	7	7
Mymensingh	4	35	4	4
Rajshahi	8	67	7	7
Rangpur	8	58	5	5
Sylhet	4	40	4	4
<b>8</b>	<b>64</b>	<b>492</b>	<b>52</b>	<b>52</b>

In the following table, the numbers of persons reached or tools administered for the Rapid Assessment were shown for both in project and non-intervention Upazilas.

Table 2.3: Numbers of persons reached- Intervention Upazilas

<b>Category of respondents</b>	<b>Total Upazila</b>	<b>Number Targeted</b>	<b>Number Achieved (%)</b>
UZP Chairman	39	39	34 (87.18)
Upazila Nirbahi Officer (UNO)		39	38 (97.43)
UZP Vice –Chair		39	36 (92.31)
UZP Vice-Chair (F)		39	37 (94.87)
UP Chair		39	36 (92.31)
<b>Total</b>		<b>39</b>	<b>195</b>



Table 2.4: Non-intervention Upazilas (Control Areas)

Category of respondents	Number of Upazila	Number Targeted	Number Achieved (%)
UZP Chair	13	13	11 (84.6)
UNO		13	13 (100.0)
UZP Vice Chair (M)		13	12 (92.3)
UZP Vice Chair (F)		13	13 (100.0)
UP Chair		13	13 (100.0)
<b>Total</b>	<b>13</b>	<b>65</b>	<b>62 (95.3)</b>

The following table showed the information about FGDs conducted for the MTA. The women participation in those FGDs was poor. The situation in non-intervention areas was even worse.

Table 2.5: FGD participants

Intervention Upazilas			Participants		
	Target	Achievement	Male	Female	Total
NBDs(officers)	39	39	273	39	312
Upazila support staff	39	39	253	34	287
Community representatives	39	39	274	50	324
Non-intervention (Control) Upazilas					
NBDs (Officers)	13	13	87	06	93
Upazila support staff	13	13	91	04	95
Community representatives	13	13	97	09	106
<b>Total</b>	<b>156</b>	<b>156</b>	<b>1,075</b>	<b>142</b>	<b>1,217</b>

The total numbers of persons reached through the MTA were shown in the following table.

Table 2.6: Respondents Reached

	Respondent Categories	Persons Reached
1	Interviews at UZPs	243
2	Interviews at other level (Project Leadership, LGD representatives, PMU representatives, DDLGs (38), UDFs (31), NILG representative)	86
3	FGD participants	1,217
	<b>Total</b>	<b>1,546</b>

### 2.3 Orientation of Data Enumerators and Pre-testing

Before moving to the field for data collection, data enumerators were given a three day orientation on data collection tools where UGDP representatives including Project Director (PD), Deputy Team Leader (DTL), M&E Expert attended and offered guidance to the data enumerator team. The training session was conducted by the team leader of the MTA team and assisted by Data Management Specialist. The orientation was held during 31 August -03 September 2020, with three days of training and followed by pre-testing of the data collection tools in the field on the 4th day. A review session was planned in presence of technical committee members in Rupganj where pre-testing was done. For details of the events of the MTA implementation an MTA Event Calendar has been included (in Annex I).

Accordingly, the team did pay a day long visit to Rupganj Upazila Parishad in Narayanganj and tested the data collection tools. On 05 September 2020, the Technical Committee of

MTA headed by the Additional Secretary (Administration) of the Local Government Division, reviewed the results of the pre-testing and shared their insights on the tools for improvement and extended some practical suggestions to make them user-friendly.

## **2.4 Data Collection Tools**

For the MTA, 10 sets of data collection tools were developed and pre-tested before finalization. The technical committee reviewed the data collection tools thoroughly and to cover all aspects of the project which might go beyond the knowledge of the MTA team. The MTA team appreciated the technical team for their time and energy extended to finalize the data collection tools and maintaining high standard.

## **2.5 Limitations of the MTA**

First of all, MTA was severely disrupted due to COVID-19 pandemic. A great deal of time was lost due to country-wide movement blockage. However, the MTA team collected the data and information for the study during COVID-19 pandemic maintaining basic health rules during the pandemic. To complete the MTA in the shortest possible time, the assignment was designed as a qualitative one. However, due to COVID-19 pandemic, a number of interviews with the elected representatives at UZPs could not be undertaken because they were either hospitalized or were in isolation and could not meet with the MTA team, i.e. 4 UZP Chairs, 3 UZP Vice Chairs, and 3 UP Chairs.

As Districts were selected purposively, and only one Upazila was selected from one District, there was a possibility in which better performing or severely poor performing Upazilas might have been left out as samples that could have been beneficial for MTA.

There were visible differences observed between intervention and non-intervention Upazilas in terms of some governance indicators. It was observed that the respondents somehow got the impression that if scoring poorly they would not be able to receive development grants and thus tried to show things very positively especially in non-intervention areas, which make comparison between intervention and non-intervention areas a non-significant exercise.

Due to the tight schedule during COVID-19 pandemic the field team could not identify and invite informed citizens to attend FGDs, rather had to rely on the UZP assistance. On many occasions UZPs invited citizens based on convenience i.e. people living nearby the venue who were not well informed about the UZP activities in general and UGDP activities in particular. Thus, FGD participants on many occasions were found to be little uncomfortable on the discussion issues. For convenience, only majority opinions expressed during FGDs were counted.

Last but not least, it would have been useful if MTA could capture the insights of the UZP Women Members (in the reserved seat). It was considered at the time of the MTA design but the Election Commission of Bangladesh (ECB) could not manage to hold the election of the UZP Women Members in the reserved seats of UZP and the idea had to be abandoned.

## Chapter Three: Key Findings of MTA

UGDP is first of its kind in Bangladesh that dealt with UZPs. UZPs since their introduction in Bangladesh generated expectation among the citizens. The lack of capacity among UZPs was always made responsible for not addressing citizens' needs and expectation properly. UGDP in this connection is seen as a response on part of the government to develop capacity of the UZPs concerned. In the fourth year of UGDP implementation, a Mid-term Assessment (MTA) was conducted and some key findings of this MTA are presented in this section.

### 3.1 UZP Activities according to Respondents

UGDP has been working with UZPs in Bangladesh since latter half of 2016. Over the period the elected leaders and other staff attended a lot of training sessions and got to know about the roles and responsibilities of the UZP. The respondents were asked to name the UZP activities as many as they could. Here most mentioned activities in each of the respondent categories are presented. The most common among three activities they mentioned was infrastructure development and this was happened to be the most important activity of UZPs in particular and local government bodies in general.

Table 3.1: UZP activities according to Respondents

	<b>UZP Chair</b>	<b>%</b>
1 <sup>st</sup>	Infrastructure development	98%
2 <sup>nd</sup>	Reviews Law and order	93%
3 <sup>rd</sup>	Committee formation and holding meetings	92%
	<b>UNO</b>	
1 <sup>st</sup>	Coordination of activities at UZP and NBDs through meeting	100%
2 <sup>nd</sup>	Coordinating sectoral program including Education, health, animal resources Relief and Disaster management	97%
3 <sup>rd</sup>	Infrastructure development	96%
	<b>UZP Vice Chair-Women</b>	
1 <sup>st</sup>	Infrastructure development	100%
2 <sup>nd</sup>	Coordinating activities on women and children, youth, sports and child marriage	97%
3 <sup>rd</sup>	Upazila Committee formation and conducting meetings	96%
	<b>UZP Vice Chair</b>	
1 <sup>st</sup>	Sectoral development (education, agriculture, fisheries etc)	97%
2 <sup>nd</sup>	Committee formation and conducting meetings and coordinating with various departments	96%
3 <sup>rd</sup>	Infrastructure development	95%

\* Table prepared compiling KII responses

### 3.2 UGDP Activities

The respondents were asked about the key activities of UGDP and given the opportunity to name as many as they could. Here is a list three activities most commonly mentioned by the respondents.

Table-3.2: UGDP Activities most commonly mentioned by the respondents.

	<b>UZP Chair</b>	<b>%</b>
1 <sup>st</sup>	Infrastructure development	100%
2 <sup>nd</sup>	Capacity building of Upazila Parishad	100%
3 <sup>rd</sup>	Skill development training	97%
<b>UNO</b>		
1 <sup>st</sup>	Capacity building support	100%
2 <sup>nd</sup>	Infrastructure development assistance	98%
3 <sup>rd</sup>	Funding to increase financial capacity	95%
<b>UZP Vice Chair-Women</b>		
1 <sup>st</sup>	Skill development training	100%
2 <sup>nd</sup>	Infrastructure development	94%
3 <sup>rd</sup>	Capacity building of Upazila Parishad	93%
<b>UZP Vice Chair</b>		
1 <sup>st</sup>	Skill development training	100%
2 <sup>nd</sup>	Infrastructure development	97%
3 <sup>rd</sup>	Capacity building of Upazila Parishad	96%

\* Table prepared compiling KII responses

From above table, it revealed that there was a sharp difference in the thought processes of the elected officials and appointed officials. Elected officials as political leaders think alike as found in the table.

The reasons for differences in the thinking on UGDP were that the elected representatives usually had lot of promises made during election campaign which were mostly related to infrastructure development and thus their priority had always been infrastructure development work. On the other hand, UNOs as civil servants had to play the role of coordinating things and mostly feel the lack of capacities prevailing in UZPs. About UGDP activities UNOs had better understanding than elected representatives of the UZPs as career civil servants.

### **3.3 Roles in UGDP Implementation**

The respondents were asked to name the three main tasks they needed to perform as important stakeholders of the UGDP. Here both Vice Chairs named one of the three tasks they used to perform for UGDP as assisting in project selection. It revealed that the Vice Chairs of the UZPs got something to do, not what they had long been trying to preach to the community. All the respondents, however, understood that monitoring is one of the very important activities in UGDP.

Table-3.3: Roles in UGDP implementation

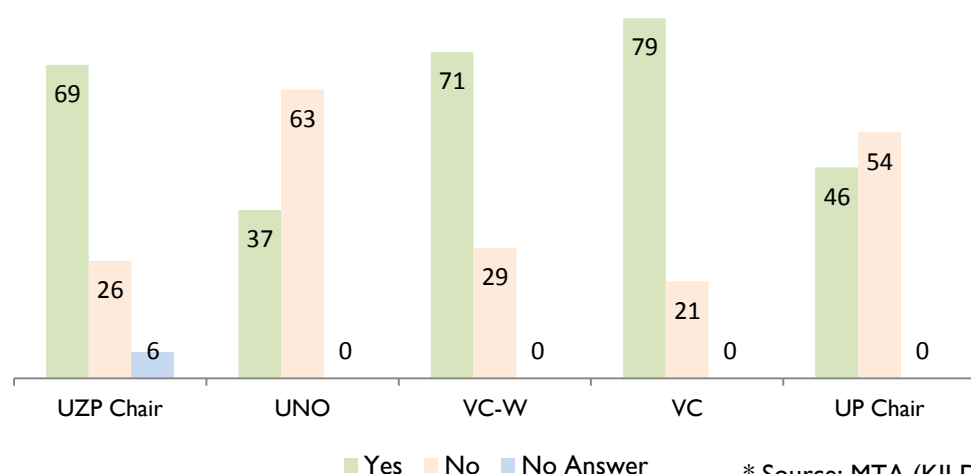
<b>UZP Chair</b>	<b>%</b>
• Assist in project selection	95%
• Conduct meetings	92%
• Monitoring and coordination	90%
<b>UNO</b>	
• Monitoring project implementation	100%
• Ensuring transparency and accountability	97%
• Tender invitation / selection	95%
<b>UZP Vice Chair-Women</b>	
• Assist in project selection	100%
• Attending training programs	95%
• Monitoring and coordination	93%
<b>UZP Vice Chair</b>	
• Assist in project selection	98%
• Conduct meetings/Attend in the meeting	96%
• Attending training programs	92%

Source: MTA (KII Data)

### 3.4 Capacity Building Support Received by Participants

Capacity building was one of the significant components of the project under review. Here the key stakeholders of the project were the elected representatives of the UZP along with Upazila level officials including UNO, NBDs and UP Chairs. They were provided with different training ranging from basic office management to project management including managing finances. The available data revealed that most of the elected representatives received training of UZP. UNOs are one of the positions that plays vital role in implementing UGDP, less than half of the UNOs received capacity building training from the project. As seasoned civil servants UNOs had been supporting project implementation the best way possible without UGDP training. It was evident that trained UNOs were performing better than others in realizing project goals. It needs to be mentioned that UNOs generally work in a duty station for three years but there are other reasons of changing UNOs due to promotion, attending long-term training etc. Hence, the turnover rate of UNOs during UGDP implementation needs to be taken into consideration. Also, during the project period there could have been a change in the elected leadership of UZPs through election held during Dec. 2019 to Mar. 2020 as UZP election is defined to be held every five years by law.

Graph 3.1: Participants on receiving capacity building training (% of the responses)



### 3.5 Receiving Development Grants from UGDP

The prime agenda of the project is to award development grants directly to UZPs so that they could select and implement the priority projects of their own. A series of such initiative would enable UZPs to manage even bigger projects so that they could claim more resources from the national governments for making development happened. Every year BDT 5 million were awarded to UZPs after an extensive assessment process done by an external agency. So far four assessments were completed and UGDP declared the recipients of development grant four times.

During MTA, respondents directly involved with implementing project through this grant were asked to tell how many time they received grants so far. In three tables the status of the grants recipients and their knowledge on receiving UGDP grants are presented. Here the responses were recorded whether they could rightly recall it or not. It has started with the UZPs received grants once only.

Table 3.4 (a): Respondents from UZPs who received UGDP Grants Once

UPZs received UGDP Grant Once only							
District	Upazila	UZP Chair	UNO	VC	VC-W	UP Chair	UDF
Khagrachari	Ramgarh	x	x	x	x	x	x
Sylhet	Sylhet Sadar	✓	✓	x	x	x	x
Khulna	Rupsa	x	x	x	x	x	x
Jessore	Sharsha	x	x	x	x	x	x
Bagerhat	Fakirhat	x	x	x	x	x	x
Magura	Sreepur	✓	✓	✓	x	✓	✓
Rangpur	Pirgachha	x	x	x	x	x	x
Rajshahi	Mohanpur	✓	x	✓	✓	✓	✓
Naogaon	Patnitala	✓	✓	✓	✓	✓	✓
Pabna	Bera	✓	✓	x	✓	✓	✓
Gazipur	Gazipur Sadar	✓	✓	x	x	✓	✓
Mymensingh	Gauripur	✓	✓	✓	✓	✓	✓

The following table depicts the responses of the respondents who belong to UZPs received UGDP grants twice. The results are as follows:

Table 3.4 (b): Respondents from UZPs who received UGDP Grants Twice

<b>UPZs received UGDP Grant Two Times</b>							
District	Upazila	UZP Chair	UNO	VC	VC-W	UP Chair	UDF
Noakhali	Companiganj	x	x	x	x	x	x
Lakshmipur	Kamalnagar	x	x	x	x	x	x
Bandarban	BandarbanSadar	x	x	x	x	x	x
Habiganj	Chunarughat	x	x	x	x	x	x
Satkhira	Assasuni	x	x	✓	x	x	x
Patuakhali	Galachipa	x	x	x	✓	✓	x
Barisal	Bakerganj	x	x	x	✓	x	x
Jhalakathi	Rajapur	x	x	x	x	x	x
Bhola	Tazumuddin	✓	✓	x	✓	✓	✓
Sirajganj	Sirajganj Sadar	x	✓	✓	✓	x	✓
Joypurhat	JoypurhatSadar	✓	✓	✓	✓	✓	✓
Gopalganj	Kashiani	✓	x	✓	x	✓	✓
Kishoreganj	Kuliarchar	x	✓	✓	✓	x	x

The following table represents data of the respondents belonging to UZPs received UGDP grants three times. The results look much better in this group than the other two.

Table 3.4 (c): Respondents from UZPs who received UGDP Grants Three Times

<b>UPZs received UGDP Grant Three Times</b>							
District	Upazila	UZP Chair	UNO	VC	VC-W	UP Chair	UDF
Chandpur	Matlab Uttar	x		x	x	x	x
Rangamati	Langadu	✓	✓	✓	✓	✓	✓
Cumilla	Burichang	✓	✓	✓	✓	✓	✓
Brahmanbaria	Nabinagar	✓	✓	✓	✓	✓	✓
Moulvibazar	Moulvibazar Sadar	x	x	✓	✓	x	x
Sunamganj	Bishwamvarpur	✓	✓	x	x	x	✓
Meherpur	Meherpur Sadar	✓	✓	✓	✓	✓	3
Lalmonirhat	Patgram	✓	✓	x	✓	✓	✓
C. Nawabganj	Nachole	✓	✓	✓	✓	✓	x
Madaripur	Madaripur Sadar	✓	✓	✓	✓	✓	x
Munshiganj	Tongibari	✓	✓	x	x	✓	✓
Narayanganj	Rupganj	x	✓	✓	✓	✓	✓
Netrokona	Kendua	✓	✓	✓	✓	✓	✓
Jamalpur	Dewanganj	✓	✓	✓	x	✓	x

During data collection the announcement of the 4<sup>th</sup> award was in process and many of the respondents might have not been aware of it and thus they were asked to share information of first three grants award only. The data exposed a dismal picture of the situation. There was almost no consistency of responses. Even there were disagreements between UZP Chair, UNO and UDF. Keeping UZP VCs, and UP Chair aside who were less likely to have that information unless they attend any meetings or so, the other three respondents must know what was happening in their UZPs regarding UGDP. The data also revealed that either women were less interested about financial information or they were denied of their right to know. In this regard, however, the turnover of UZP Chairs by election and UNOs by transfer of their posting station need to be taken into account. For those newly joined to UZP may not have information regarding previous interventions by UGDP.

### 3.5.1 Amount Received as Grants

When the respondents were asked to share how much money they received so far from the Project and once again it was inconsistent. Only UNOs had consistent responses regarding the number of grants awarded and the amount of money received by UZPs. Other than that it was all the same. It was even more surprising that UDFs could not provide accurate data on grant awards and money received, who the MTA team considered as the source of correct information. It needs to be mentioned here that the question was asked if the respondents could tell how much money their respective UZPs received and if the concerned UZP received any performance grant in addition to development grants.

Table-3.5: Grant amount received by UZPs (% of responses)

Responses	UZP Chair	UNOs	VC-W	VC	UP Chair	UDF
50 lakh	26	32	24	31	36	23
1 crore	29	34	27	28	31	26
1.1 crore	6	0	3	6	3	6
1.5 crore	29	34	24	26	19	29
1.6 crore	6	0	3	6	9	13
1.7 Crore	3	0	5	3	3	3
Don't know	0	0	14	0	0	0

Source: MTA (KII Data)

Needless to say, there was a change in the councils due to UZP election held in 2019. Thus the new faces in the councils were hardly aware of what happened to UZPs before their reign. The same is applicable to UNOs as well due to changes in this position as per the will of the national government.

### 3.5.2 Major Sectors UZPs Invested through UGDP Grants

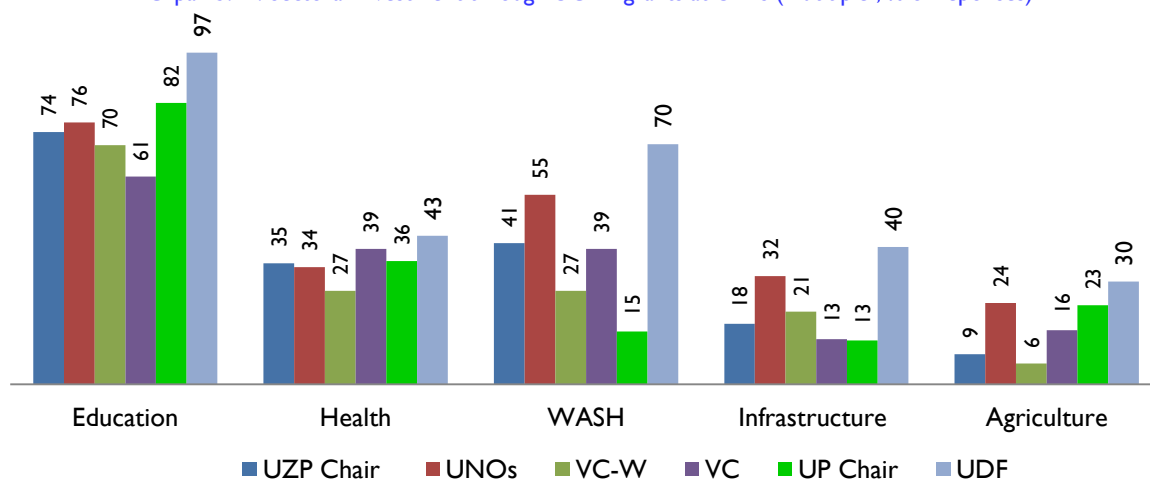
UGDP development grant was tied in the sense that UZPs could not invest the development grant to implement any physical infrastructure<sup>5</sup> project. However, construction works in other sectors for example in academic institutions, health centers etc. was allowed under infrastructure sub-projects. The data revealed that UZPs invested heavily

<sup>5</sup>By infrastructure projects it meant constructing roads, bridges, embankments etc. i.e. big investment projects.



on education which symbolizes that the general awareness on education had increased greatly in Bangladesh as representative of the people, UZP leaders had to oblige. Health and WASH services also received mentionable investment. Thus, the aim of UGDP to promote service delivery on social development issues through the project to some extent achieved.

Grpah 3.2 : Sectoral Investment through UGDP grants at UZPs (multiple ; % of reponses)



Source: MTA (KII Data)

### 3.5.3 Investment for Capacity Building Efforts through UGDP Grants

UGDP inserted a condition to the development grant recipients that 20% of the grant amount had to be spent directly on capacity building (as Capacity Development Sub-projects: CDSPs). Primarily the target of capacity building support from the project was the human resources involved with UZPs. Later it was extended to include citizens so that they got the benefits of capacity building effort from their respective UZPs. Needless to say, a good number of the capacity building initiatives under the project invested to some kind of income generating activities for the selected women and youth. The human resources at UPZs received, for example, ICT and e-filing training. Among the capacity building issues, agriculture, education, fish and animal husbandry are prominent and almost all UZPs spent grants on raising awareness of the citizens about child marriage, drug abuse, disaster preparedness, and road safety etc. These capacity building efforts were found very useful as both citizens and UZP officials were satisfied with their learning outcomes.

It was surprising that project offered income generating training to citizens which was good in the sense that these would certainly promote self-employment. But one might argue that having so many public agencies offering income generating training what compelled UGDP to invest in similar training keeping some governance issues unattended i.e. refresher training for UZP staff. Many others might argue that there had been demands for such trainings from citizens and the UZP leadership just delivered. Elected leaders have every right to deliver services to their electorates but that should not be by compromising project goals and objective of improving UZP capacity in delivering better services.

The table below suggested that all the stakeholders were aware about CDSPs in the study UZPs.

Table-3.6: Sectoral Investment on Capacity Development Sub-projects through UGDP Grants

Responses	UZP Chair	UNO	VC-W	VC	UP Chair	UDF
Education	74	66	35	64	56	87
Agriculture	59	34	35	53	39	77
Public Awareness	56	50	27	56	36	41
Fishery and animal husbandry	53	42	19	27	36	68
Health and sanitation planning	41	68	14	53	39	81
Council Capacity Building (Staff Training for ICT, E-Filing)	29	48	8	25	11	36
Women; Youth development	29	55	43	36	47	84

\* Percentage of responses is shown in the table

Source: MTA (KII Data)

### 3.6 Usefulness of UDFs at UZPs

Upazila Development Facilitator (UDF) is one of the unique additions in the project. There had been example of placing project personnel in the project site but those were posted primarily at district level. In response to the question how important was UDF to them in implementing UGDP project, the respondent found UDF very useful in UZPs. Other than the reserved women member of the UZPs, who rarely had opportunity to interact with the UDF all other respondents had very positive assessment of the UDFs in the project.

Table-3.7: Usefulness of UDFs at UZPs (% of all valid responses)

	UZP Chair	UNO	VC-W	VC	UP Chair
Helpful	94.12	81.58	70.27	80.56	88.88
Not Helpful	0	2.63	0	0	0
Served as Chief Coordinator	2.94	0	0	5.56	5.56
Unnecessary	0	0	0	2.78	0
Currently no UDF / Vacancy	2.94	15.79	0	2.78	0
Can't say/Don't know	0	0	29.73	8.33	5.56

Source: MTA (KII Data)

#### 3.6.1 Role of UDF

The respondents were asked to mention three main tasks of the UDF they rated so highly. The following table showed the responses of different respondent groups. On this issue elected representatives and UNOs had difference of opinions but all have identified the works done by UDF at the UZPs. It ranges from their assistance in selecting the project to implementation of the project as well as supervising, monitoring and preparing payment document of the small development project. However, women representatives mentioned UDFs role in holding training programs for them.

Table-3.8: Three Main activities of UDFs at UZPs (multiple responses; % of responses)

	UZP Chair	UNO	VC-W	VC	UP Chair
Assist in selection of projects	-	63	-	-	36
Assists in the implementation of the project	44	-	38	28	31
Conduct and assist the meetings of the committees	29	-	24	33	42
Supervises and monitors	29	79	-	33	
Preparing Bill and Vouchers for the development works	-	68	-	-	-
Organizing different trainings	-	-	16	-	-

The respondents were later asked if they wished the UDFs to work for UZPs the answer was overwhelmingly yes. The project had plans to engage a UDF in a particular UZP for two years and it was expected that by the time the concerned UZP get used to do things according to rules and procedure and UDF moved on to other UZPs to help them out. It was evident from the data that things did not go as expected, rather UZPs became dependent on UDF and wanted such a person whatever may be the title of the position at UZPs. Probably it was an indication that UZPs were facing shortage of capable manpower. The elected representatives of the UZPs might want such a person to be there as they had never had a staff of their own to look after development project related work, but UNOs even want the same. It clearly justified the introduction of UDFs to UZPs by UGDP.

Table-3.9 Continuation of UDF Position (% of responses)

	UZP Chair	UNO	VC-W	VC	UP Chair
Yes	97	87	73	86	100
No	-	5	-	8	-
No answer	3	8	27	6	-

However, among the DDLGs reached during MTA, five of them might have had bitter experiences with UDFs and did have very different observation on them. They simply did not think this position is useful and no way required at this level. When a number of qualified Class-I officer available at UZPs why such a position would be needed if government could use those officers according to proper plan. It was also revealed during the field study that the behavior of some of the UDFs were less than acceptable as mentioned by NBDs during FGDs. As UDFs used to work directly with UZP Chairs and UNOs, they hardly maintained good relationship with other NBDs which sparked discontent among the BCS officer working in those UZPs. As a matter of fact, the point of difference is not that big but the effort was missing to bring them all back to the same table.

### 3.7 UZPs Administrative Performance Issues

The respondents shared their opinion on performance issues of the participating UZPs during data collection. Performance issues included (i) institutional capacity, (ii) financial management capacity, (iii) planning and budgeting capacity and (iv) transparency and accountability.

### 3.7.1 Institutional Capacity

On institutional capacity all the respondents had high regards on the institutional capacity of their respective UZPs. Other than functionality of Project Selection Committee (PSC) by the Vice Chairs (male) and Women Member of UZPs, all indicators here got excellent mentioning. Those two categories of respondents did not consider the PSCs functioning well. There had long been complaint that the UZP Chair and UNO themselves had the greater influence in project selection and the others in the council usually had very little to say. The same may be reflected through their opinions at the UZPs.

Above all, the situation described in table was quite different from the baseline in all aspects. The responses were clustered by respondents into five categories (Excellent, Very good, Good, Average and Below average) according to response percentage against each of the attributes. It needs to be mentioned here that during the baseline all indicators were average or below average which can be considered as project contribution to improvement in governance practices.

Table-3.10: Institutional Capacity

	UZP Chair	UNO	VC-W	VC	UP Chair
UZP meeting held regularly	Excellent	Excellent	Excellent	Excellent	Excellent
Meeting minutes prepared accordingly	Excellent	Excellent	Excellent	Excellent	Excellent
UC meeting decision discussed in UZP meeting	Excellent	Excellent	Very good	Excellent	Excellent
Attendance of NBD officials in UC meetings	Excellent	Excellent	Very good	Very good	Excellent
PSC formed in the UZP	Excellent	Excellent	Good	Excellent	Excellent
PSC functioning satisfactorily	Excellent	Excellent	Good	Average	Very good

Excellent = 91% or more; Very good= 81-90%, Good = 71-80%; Average = 60- 70%; below average = Less than 60%

Though in the table it was mentioned that the attendance of the NBDs in UC meeting to be very good or excellent, there had been a lot of complaints against NBDs not attending UC meetings when called for by UZP VCs. The results has two different connotations- one, the elected representatives were socially conscious and did not find it to keep their unhappiness about NBDs on record, or there had not been sincere efforts on part of the Vice Chairs of the UZPs to bring them into UC meeting; and two, the VCs of UZPs had very limited influence or motivational skills to get them on board.

On this question, the NBDs during FGDs mentioned that they used to be very busy with their departmental works and sometimes they found it not motivational enough to attend UC meeting as their recommendations were hardly considered at the monthly meetings of UZPs. When the outcomes were known beforehand what the point of attending UC meetings is, the NBDs further mentioned.

#### **UDFs on Institutional Capacity of UZPs**

UDFs were in a better position to make comments on UZPs institutional capacities. On UC meeting they mentioned that meetings were held regularly or irregularly, proceedings prepared accordingly and forwarded to UZP. Up to this was fine there, but UDFs observed that these proceedings rarely presented and discussed in the UZP monthly meetings.

Table 3.11: UDFs on UZPs institutional capacity (% of responses)

	UC meeting held	Proceedings forwarded to UZP
Yes	77	81
No	3	3
Irregular	16	3
Other	4*	13

\*The minutes are prepared but the recommendations are not presented monthly

When asked about the reasons for UCs to be non-functional, UDFs forwarded a list of reasons responsible for non-functioning UC at UPZs. From their working experience at UZPs the reasons were as follows (the list compiled based on the degree of preference by UDFs):

- Typical elected and appointed official conflict
- Lack of interest and skills of public representatives
- Not getting allocated fund for meetings
- Committee recommendations are not valued in UZP monthly meetings
- Ego problems of NBD officials
- Lack of supervision by UNO and UZP Chair
- Political conflicts

### 3.7.2 Development Project Proposal disposal at UZPs

One of the agenda of the UGDP project was to build UZP capacity in managing development projects from selection to implementation and monitoring. In this process specific roles were assigned to the UCs and PSCs. The responses however were different and as usual similar among elected representatives than that of UNOs. None of the elected representatives mentioned about following the Manual. Some of the VC-M also mentioned that projects had to be finalized after getting recommended by the concerned Member of Parliament.

However, this is seen as somewhat improvement from the baseline, as earlier other than UZP Chair and UNO, nobody had ideas about project selection. Due to the project intervention things started to move towards positive direction and lot more have to be done to realize the cherished goal of democratic governance at UZPs.

Table 3.12: Project Proposal Development and Selection of Projects (% of responses)

	UZP Chair	UNO	VC-W	VC	UP Chair
Through discussions at monthly meetings	32	-	22	36	64
The proposal was taken on priority list and approved after discussion in the Upazila Committee meeting	68	-	46	42	33
Approved in monthly meeting after scrutinized by PSC	-	79	-	-	
Done according to Manual	-	21	-	-	
The decision is always made by UZP Chair and UNO	-	-	3	-	
Take recommendation from MP before approval	-	-	-	14	-
Can't say/ no answer	-	-	29	8	3

Source: KII Data

Yet, the difference in perception between the elected representatives and UNOs could easily be identified. While the elected representatives were more focused on participation and discussion, UNOs as professional bureaucrats were more inclined to rules and procedures.

### 3.7.3 Financial Management Capacity

Managing finance is one of the key indicators of good governance. The project had emphasized heavily on improving financial management capacity at UZPs through different capacity building measures and also by delivering different forms and formats. Table 3.12 is drawn on the responses of the key stakeholders on their perception on the state of financial management at present on some issues that were considered essential to ensure good governance in a local government body. From the table below it revealed that in all indicators of financial management UZPs under study were performing better except the practice of internal audit. This is where the project could claim credit for. During the baseline the same groups of respondents simply did not have any ideas about the indicators. This was the outcomes of performance assessment and awarding development grant based on the result of those assessments. But there is no scope for complacency with this success. The project management team should keep in mind that books need to be audited routinely and practice of internal audit only help improving transparency and accountability in the long run.

Table 3.13: Financial Management practice at UZPs (by KII respondents)

Issues	UZP Chair	UNO	VC-W	VC	UP Chair
Budget prepared and approved timely	Excellent	Excellent	Excellent	Excellent	Excellent
Asset register maintained and updated properly	Excellent	Very good	Average	Excellent	Excellent
Last financial statement prepared on time	Excellent	Good	Below average	Excellent	Excellent
UZP audited regularly	Excellent	Excellent	Average	Excellent	Excellent
Practice of Internal audit	Below average	Below average	Below average	Below average	Below average

Excellent = 91% or more; Very good= 81-90%, Good = 71-80%; Average = 60- 70%; below average = Less than 60%

Besides, it was found that most commonly UZPs were maintaining 2 to 3 bank accounts. There were instances of maintaining 10 bank accounts as well. It was not in the scope of the work during the MTA. However, LGD or UGDP if so wish may conduct a separate study on the number of bank accounts maintained by UZPs and for what reasons.

During KIIs the respondents were asked if there were efforts on their part to minimize the gap between the projected budget and actual expenditure. The respondents were of the opinion that the gap was always there due to the fact that there exists the lack of own source revenue for UZPs and mostly these UZPs had to depend on grants national governments in which UZPs did have little or no control. On some occasions UZPs try to reduce entertainment and hospitality cost which hardly had any impact to minimize that gap. There had been some effort to adjust the gap in the next fiscal year through the revised budget provisions in some UZPs. During MTA no innovative practices were found in the study areas to reduce the above discussed gap. It is, however needs to be mentioned here

that overall only 22% of the respondents answered this question on reducing the gap, and the responses were the same as mentioned in this section.

### 3.7.4 Planning and Budgeting Capacity

The respondents were asked if their UZPs had a Five Year Plan (FYP) prepared and UZPs were found to be aware of the necessity of having a FYP but only in few cases it was found that they had an updated FYP. Almost 90% cases it was found that UZPs had four or more year old FYPs. Overall result suggested that there had not any significant headway in this regard. Planning remained somewhat a neglected or less interesting issue. Certainly planning required a lot of homework and it always had been a time consuming exercise. In general, not only in UZPs but also in many other institutions planning is considered as less priority. This is more a cultural trait<sup>6</sup> in this part of the world and need serious attention from all around who wished to see good governance being practiced at local level. The data revealed that all the elected leaders were in agreement that planning exercise in UZPs was not in good shape though UNOs found it all okay and mentioned as excellent. As representative of national government UNOs are usually unlikely to say anything that sounds bad or becomes issues of discussion. They are also careful about making comments on the aspects of governance that on one way or another affect the government. But when rest of the world were in agreement on some point, it was very difficult to ignore.

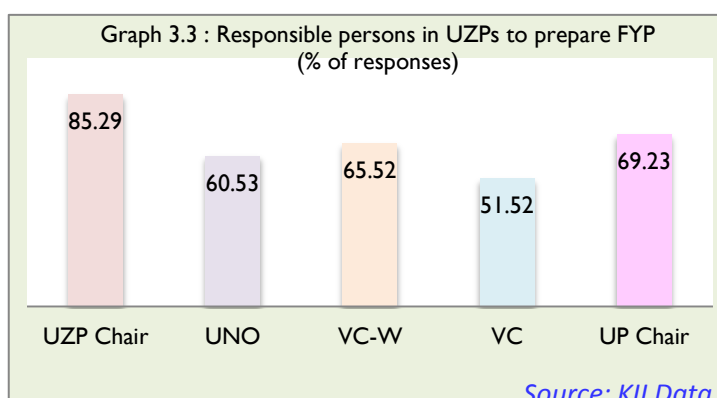
Table 3.14: Planning exercise at UZPs (by KII respondents)

	UZP Chair	UNO	VC-W	VC-M	UP Chair
Considered Priority list during FYP preparation	Very good	Excellent	Below average	Below average	Very good
UZP Fund Utilization Guidelines 2014 followed properly	Excellent	Excellent	Below average	Below average	Very good
Having schedule for visiting development projects by NBDs	Below average	Excellent	Below average	Below average	Below Average
UPP prepared with consultation at different levels as required	Below average	Excellent	Below average	Below average	Excellent
Resource Mapping done during preparation of FYP	Below average	Excellent	Below average	Below average	Average

Excellent = 91% or more; Very good= 81-90%, Good = 70-80%; Average = Less than 70%; below average = 0-60%

### 3.7.5 Five Year Plan Preparation at UZPs

Updated or old, almost all UZPs had their own Five Year Plan (FYP) document available. The respondents were asked who in their UZPs were responsible for preparing the FYP. The responses were not surprising at all. Those who did answer the question only mentioned the names including UZP Chair, UNO and NBDs and



<sup>6</sup>Historically the people in Bangladesh wants to see thing happen than on the process to make it happen.

nobody mentioned the name of UZP at all. As a matter of fact, more efforts had to be made to make FYP as a regular business of UZPs. One development had certainly been made that through successive performance assessments and asking about the FYP made all aware of the importance of FYP, Now the time has come to make it a habit to prepare FYP on time and updating regularly in all UZPs.

### 3.7.6 Resource Mapping at UZPs

During MTA resource mapping exercise in UZPs was found to be a less than interested issue. Ideally, resource mapping exercise was to be conducted to explore the potential sources of financial resources before making FYP and annual budget. Usually such a practice helps an entity to project what would be in its purse to spend over the year. It is even more important for local bodies like UZPs. And thus it was always encouraged from the higher authorities. During MTA it was found that resource mapping was rarely practiced at UZPs. Those who did it revealed that this exercise yielded the following sources of funds for UZPs.

Table 3.15: Sources of Fund identified during resource mapping in UZPs

Local	National
Income from leasing (Hat-bazaar, water bodies/ jal mahal, Ferry-Kheya Ghat, Bus Stand, Park etc.)	ADP
Trade license	TR/KABIKHA
Toll collection	Special allocation
Land Development Tax 2%	LGSP
House rent	Grants from Development partners
Land Transfer Tax 1%	

Source: KII Data

Elected officials and appointed officials were in agreement that there was no scope for local revenue in the hill areas. However, in terms of sources of revenue there was hardly any difference of opinion. There was no significant initiative to increase the local revenue network to mention.

### 3.8. Transparency and Accountability

Transparency and accountability have always been considered as important indicators of good governance. Being project on good governance UGDP also emphasized on maintaining transparency and accountability in UZP affairs. The following table presented respondents' opinion on three indicators of transparency and accountability. From the table it revealed that UDCC meetings were well monitored by UZP, as well as appointing Information Focal Points at different departments in UZPs. However, Citizen Charter (CC) updating was found to be below par.

Table 3.16: Transparency and accountability efforts at UZPs (by KII Respondents)

	UZP Chair	UNO	VC-W	VC	UP Chair
UDCC Meeting holding monitored	Excellent	Very good	Very good	Good	-
All 17 Department had their information focal point assigned	Excellent	Excellent	Good	Good	Good
Citizen Charter updated	Very Good	Very good	Below average	Below average	Below average

Excellent = 91% or more; Very good= 81-90%, Good = 71-80%; Average = 61-70%; Below average = Less than 60%



### Tracking of UDCC Meeting

The respondents were further asked to mention how they used to track whether UDCC meetings held regularly. It revealed from the MTA data that monitoring of UDCC meeting was not high priority for the UZPs but it was being done through different means and most popular means among others were reviewing the meeting minutes and being present in the meeting. The more UZPs take this exercise seriously the better for planning and implementation of development activities and ensuring transparency and accountability. In Table 3.16 the responses of means to UDCC meeting tracked by the respondents were seen as most often if they used this means more than 80%, often if they used it 61-80% and less often when the means was used less than 60%.

Table 3.17: UDCC meeting tracked through

	UZP Chair	UNO	VC-W	VC
Reviewing the meeting resolution	★★	★★	★	★
Directly present / inspection	★★	★★	★★	★★
Through TAG officers	★	-	-	★★
Speaking with UP Chair	★	-	-	★
Looking at Notice Board	-	★★	-	-
Visiting the website	-	★	-	-

Most often=★★★; Often=★★; Less Often=★ Source: KII Data

### Budget Disclosure

Budget disclosure is one of the very important indicators of transparency in government be it local or national. The respondents were asked what they did to disclose their budget for public scrutiny. From the following table it revealed that placing the budget document in the UZP Notice Board and uploading the budget in UZP website were two most popular means to make the budget public. This is a significant change since baseline. During baseline the UZP leadership was not clear on the need for budget disclosure. Now they speak for budget disclosure and mentioned its importance to maintain transparency.

Table 3.18: Disclosure of Annual Budget made

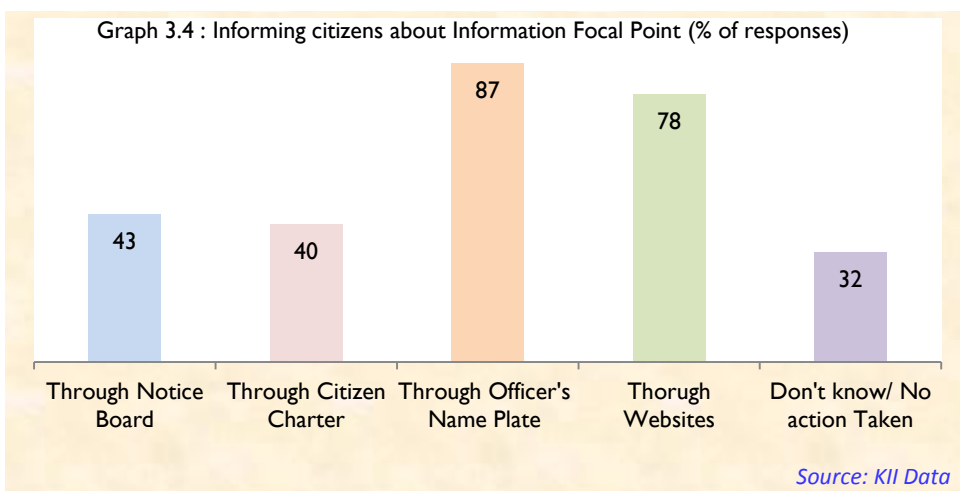
	UZP Chair	UNO	VC-W	VC	UP Chair
Placed in the Notice Board	★★	★★	★★	★★★	★★
Uploaded in the Website	★★	★★★	★★	★★★	★
Through Face book Post	★	-	-	★	★
Through Bill Board	★	-	★	-	-
No arrangement made	★	-	★	★	★
Open Budget Meeting	-	★	-	-	★★
Don't know	-		★	-	★

Most often=★★★; Often=★★; Less Often =★ Source: KII Data

Uploading budgets in website was a good move. There respondents also mentioned that their UZPs used to upload annual budget in websites. It would have been good to have numbers of UZPs uploaded their budgets in websites but there were differences of opinions as well. Among the respondents 6 UPZ Chair, 8 UNO, 20 Vice Chair and 11 Vice Chair (W) mentioned about budget uploading in websites.

### 3.8.1 How Citizens were informed about Information Focal Point at Offices

The respondents mentioned that information focal point was appointed in most offices and



offices made effort to make this appointment known to citizens. The most used means let citizens know about appointing information focal point in an office was

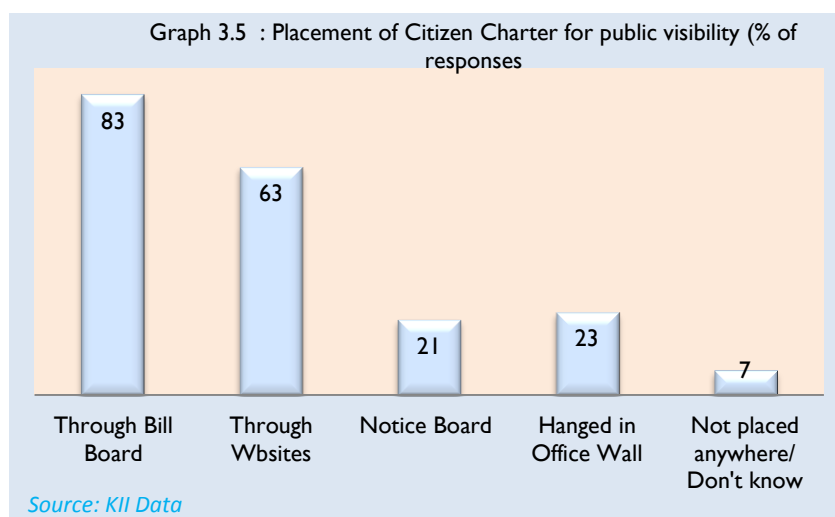
Officer's name plate at the entrance of the office room followed by uploading the names and offices in the UPZ website.

During FGDs citizen were asked if they know some the names of the information focal point at any of the offices of their UZPs. Only 11 of the more than 300 participants could name at least one of the officer's name and they got to know his/her name from the name plate of the officer. However almost 40% of the FGD participants knew that there was an officer responsible for sharing information in each government offices.

### 3.8.2 Placing Citizen Charter at Visible Locations

Introducing Citizen Charter (CC) was a revolutionary idea in Bangladesh. Citizens in Bangladesh used to experience a lot of hassle in government offices just to know about some basic information beforehand. After introducing CC things became easier for anybody entering a public or autonomous office premises.

CC is document with basic service of an entity covering who does what in the office and the fee for services if any and how time it should take to deliver a service from that office. The UGDP



also emphasized on placing the CC in visible places so that citizen got to know the information about services from a particular office more easily. The respondents in the MTA shared how they had displayed their respective CCs for visibility. In most cases, it was done through billboards and websites. It is important to note here that during FGDs, citizen

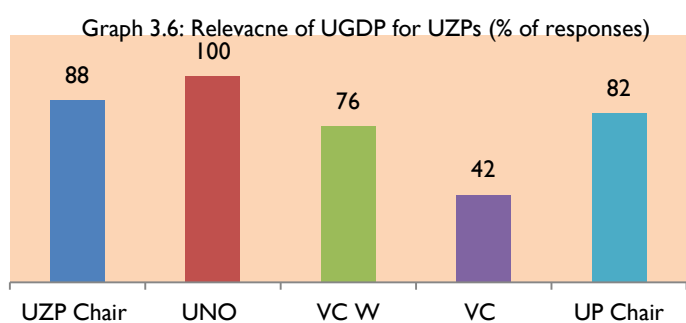
mentioned billboards and websites where they saw the CC and that might be the reason that UZPs also used these two means to make CCs visible to them.

It revealed from the FGDs with citizens that more than 90% of the participants were aware about citizen charter and of the more than 95% learned about citizen charter by looking at the billboards.

### 3.9 DAC Evaluation Criteria

#### 3.9.1 Relevance of the Project

Among the respondents UNOs (100%), UZP Chairs (88%) and UP Chairs (82%) of the UZPs under study were found to be more convinced about the relevance of UGDP. They

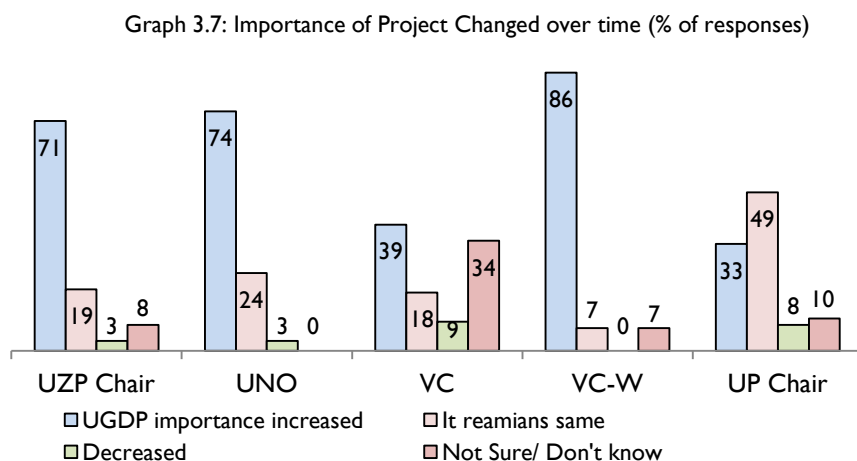


Source: KII Data

thought the project had significant contribution in meeting the needs and aspirations of the citizens they used to serve. In this graph they used to depict only positive responses were depicted who considered UGDP as the project had been playing important role in meeting the development needs and aspiration of the citizens. Those who were

not in agreement with others that UGDP was a relevant project many of them did not want to make any comment. However, some of the shared their dissatisfaction in the following ways- (i) inadequate development grants as their areas were lagging too far behind and (iii) demand for development activities were too high from citizens. The unhappy group on the project was the UZP Vice-Chairs, who had many other reasons to have grievances, including not getting due attention in the council, insignificant role in project selection etc. might be reflected here as well.

#### Changes in importance of the project at UZPs



Source: KII Data

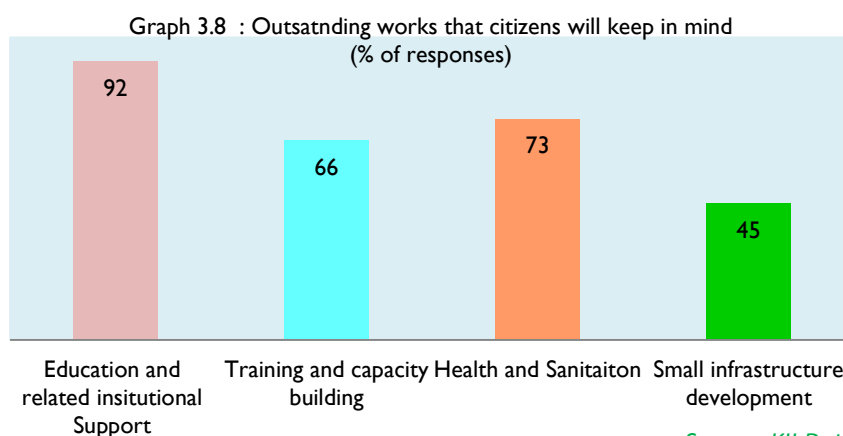
At the time of MTA the project had started its fourth year of operation and thus the respondents were asked to mention if they observed any change in the importance of the

project over time. The responses however were overwhelming that the importance of the project increased over time. However, about the half of UP Chairs thought that the importance of UGDP remained same during this period and a significant percentage of VC could not make their mind what really happened in the field.

### Some Outstanding UZPs Works that Citizens Admire

The respondents irrespective of their affiliation mentioned a lot of the development works that they thought would have long lasting effect among the citizens. However, their responses were

synthesized and four major fields were identified as respondents were found to be convinced that these were some of the better works done through UGDP development grants.

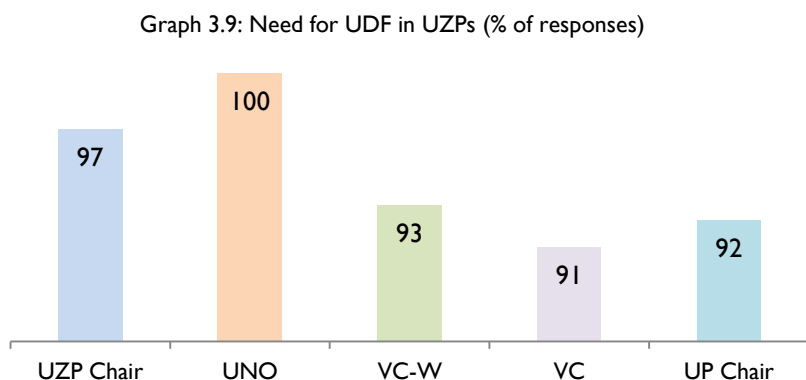


Source: KII Data

As the grants were tied and not aimed at to investing in traditional big infrastructure projects such as roads, bridges, buildings etc. rather to supporting social development initiatives. It was nice to found that the local government leaders invested more on education especially on improving institutional environment including – classroom refurbishment, extension, WASH Block for girl students, bench for students, ICT equipment and so on. The NBDs were also highlighting these supports to different schools. In FGDs the community representatives also highlighted project contribution to education.

### Need for UDF in Implementing Development Project at UZPs

The respondents made comments on whether or not a UDF was needed to better implement UGDP in the field. There had been lot of discussion about the role of UDF in project implementation outside the key project stakeholders, but those who were directly related to project implementation though that they needed to have UDF at their disposal. The following graph depicted the opinions of the project stakeholders at UZPs.



Source: KII Data

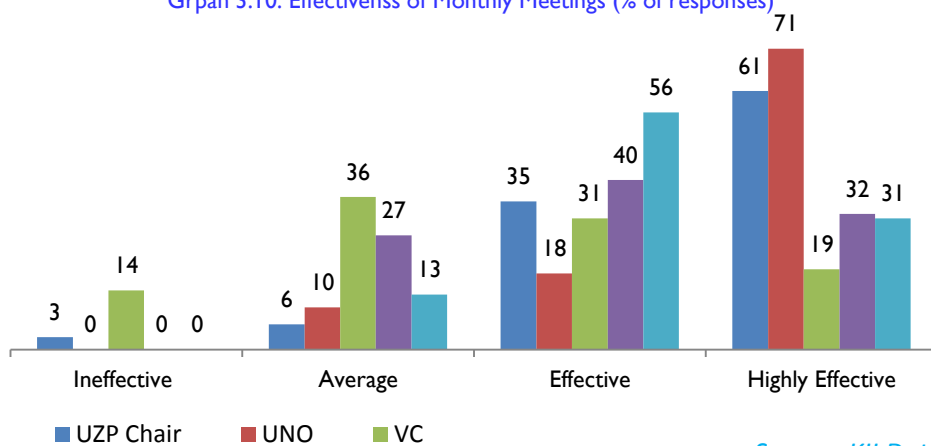
### 3.9.2 Effectiveness

UGDP had been emphasizing on the few issues at the very outset of the project and one of them was holding monthly meeting of UZP regularly. The other issues were making Upazila Committees functional, and making FYP and AP. Due to project intervention things moved positively as revealed in the earlier sections. Now is time to see how effectively UZPs could practice these as advised.

#### Effectiveness of Monthly Meetings

The respondents were asked to rate the effectiveness of the UZP monthly meetings in a five point scale where one is very ineffective and 5 is highly effective. In response the

Graph 3.10: Effectiveness of Monthly Meetings (% of responses)



Source: KII Data

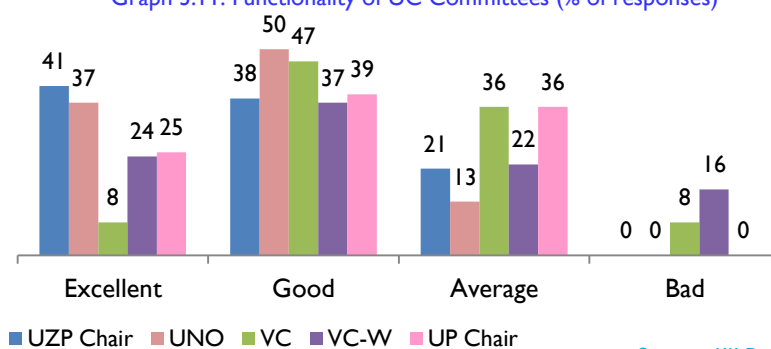
respondents considered the monthly meetings of UZPs as moderately effective, though the UZP Chairs and UNOs considered those as highly effective. It

revealed from the data that the VC were more critical about monthly meetings as only 19% of them rated monthly meetings highly effective, while 14% of them also gave it as ineffective.. The differences among the elected representatives in the UZP get exposed when it comes to the effectiveness of meetings or decision making. From the above graph it was evident the UZP Chair and UNO looked things in similar way than the rest. It needs to be mentioned here that none of the respondent group rated monthly meetings as very ineffective.

#### Functionality of the Upazila Committees

Having functional Upazila Committees (UCs) was one of the important goals of UGDP project. Efforts had been given from the project to make UCs functional through training and follow up activities. After three years of UGDP effort and practice by UZPs

Graph 3.11: Functionality of UC Committees (% of responses)



Source: KII Data

themselves the respondents were asked to rate the functionality in terms of holding meetings and get their meeting resolution discussed in the UZP monthly meetings. Again they had to rate UC functionality in a Five point scale where 1 was not functional at all and 5 was very much functional. About UC functionality the respondent were convinced that UCs were not totally functional as in the graph 4 (= Good) could be generally seen in the peak of the graph.

## Planning and Implementation

Planning and implementation development projects are two integral part of development process. UDGP assisted UZPs in expediting the planning process at UZPs to make it a vibrant exercise and a participatory one. Besides training and other technical assistance, in all performance assessment these issues were given utmost importance. During MTA the respondents were asked to rate these two tasks of their respective UZPs in five points scale where 1 was considered as very bad and 5 as excellent.

Table 3.19: Planning and Implementation Rating by Respondents (% of responses)

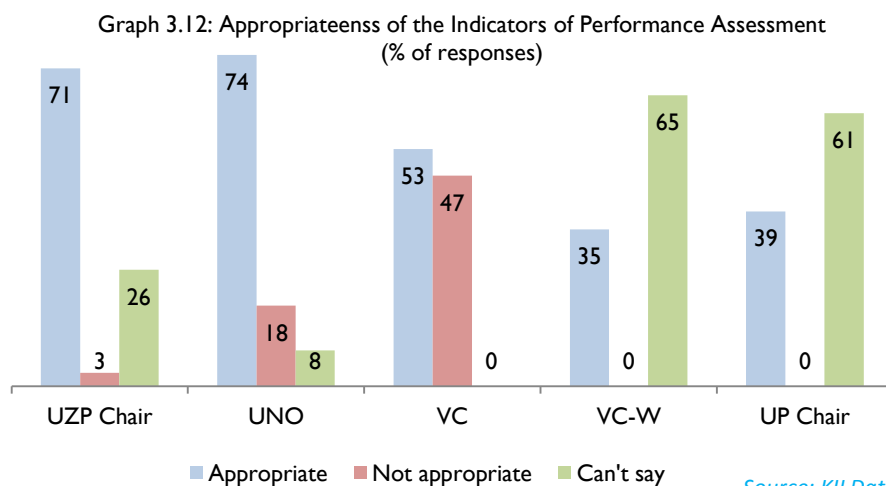
	UZP Chair		UNO		VC		VC-W		UP Chair	
	Plan	Imp	Plan	Imp	Plan	Imp	Plan	Imp	Plan	Imp
Excellent	50	32	55	55	36	28	27	19	31	13
Good	44	53	34	37	56	53	38	46	56	70
Average	6	15	11	8	8	19	24	19	13	17
Bad	-	-	-	-	-	-	5	8	-	-
Very Bad	-	-	-	-	-	-	5	8	-	-

Source: KII Data

From the above table it revealed that UZP Chairs and UNO gave high score on both tasks so as VC-Ms as well as UP Chairs. From the responses it seems planning and implementation in UZPs under the project was performing superbly. The performance assessments also supported their views as all those in the project areas got required score in precondition indicators.

## Respondents on utility of Performance Assessment

Conducting performance assessment (PA) every year by the project is a routine activity. It



allows UZPs to prepare their documents and based on the result they can rectify themselves. So far four assessments were conducted and the respondents

were asked to make comments on the usefulness of the PAs. The data revealed that half of the respondents mentioned that the PAs were very useful but the rest did not have any clue about PAs. A few of UNOs and UZP Chair found the PAs not very useful though. Those who found the PAs as useful also identified some of the benefits of PA and those are shown in the following table.

Table 3.20: Benefits of Performance Assessment Perceived by Respondents

Identified need for building UZP capacity
UZP activities accelerated
Council gaps or weaknesses exposed to correct them
Upazila committees became functional
The five-year plan preparation became regular
Helped increasing the practice of work by rules
The monitoring system strengthened
Sense of transparency and accountability increased
All meeting held routinely and resolution made and preserved
The quality of work improved

Source: KII Data

Those who thought the performance assessment had not been that much useful could not mention any worthwhile reasons to support their opinions other than inconsistent results after assessment. Some of them complaint that their score has dropped even after accelerating their activities to overcome the gaps identified in the earlier assessment which was the cause for concern and frustrating as well.

### Additional Comments of Performance Assessment

The following were the comments made by the respondents when they were asked to make some additional comments if any. These are very unique and stimulating as well. Particularly many of them had reservation on the 3<sup>rd</sup> assessment. It was understood that the 3<sup>rd</sup> one done hurriedly and was short of professional ethics during data collection. The last point of informing the UZPs two months ahead of the assessment could easily be entertained. The respondents who said that the assessment was alright but could not meet their expectations tried to say that their scores decreased during the 3<sup>rd</sup> assessment and they thought that there were inconsistencies in data collection for assessment.

**Some points made by the respondents-**

- ✚ Assessment OK but did not meet our expectations
- ✚ It is very effective
- ✚ 1<sup>st</sup> and 2<sup>nd</sup> was ok but not the 3<sup>rd</sup> one
- ✚ Exposing the general weakness in the UZP
- ✚ Inform the council at least 2 months in advance

Source: KII Data

### Perception on UZP Development Projects monitoring

The respondents observed that development projects undertaken by UZPs were being monitored by the following officials and elected representatives. It is interesting to note here that UNOs mentioned about monitoring team but the elected representatives did not mention the monitoring team at all other than the UP Chair (but insignificantly). UNOs also

found that UDF monitors the development projects and this could be true for UGDP projects. It was however surprising that there was no mention about the VCs of UZPs. This could be considered as another indicator of the presence of difference among elected representatives of UZPs.

Table 3.21: Development project monitored by (multiple responses)

	UZP Chair	UNO	VC-M	VC-W	UP Chair
Upazila Chairman, UNO, NBDs	★★★★	★★★★	★★★	★★★	★★★★
UNO, LGED Engineer, PIO	★★	★★	★★	★★	★★★
UNO, NBDs, UDF	-	★★★	-	-	-
DDLG	★	-	-	-	-
UDF	★	-	★	-	★
DDLG	-	★	★	-	-
Monitoring Team	-	★★	-	-	★

★★★★=81% or more; ★★★= 61-80%, ★★ =41-60%; ★= below 40% Source: KII Data

### Grant Qualification

The respondents identified the following issues that could win them UGDP development grants. However, none of them found to be confident enough about what was needed to qualify for receiving grants.

Table 3.22: Requirement for Winning Development Grant from UGDP (multiple responses)

	UZP Chair	VC-M	VC-W	UP Chair
You have to work according to the rules	◆◆	◆	◆	◆
All documents are kept up to date	◆	◆◆	◆	◆
Regular meetings and resolutions are to be held	◆◆	◆◆	◆◆	◆◆
Performance Assessment indicators have to be met	◆◆	◆◆	◆	◆
There has to be a five-years plan	◆	◆	-	◆
No answer / I don't know	◆	◆	◆	◆◆

◆◆◆◆=81% or more; ◆◆◆= 61-80%, ◆◆ =41-60%;◆= below 40%Source: KII Data

### UNOs on Qualification to receive UGDP Grants

Though the same question was asked to UNOs separately, the answers were different as it was an open question. UNOs identified different issues what they considered important to win the UGDP development grants for UZPs. Following is a list of issues UNOs identified.

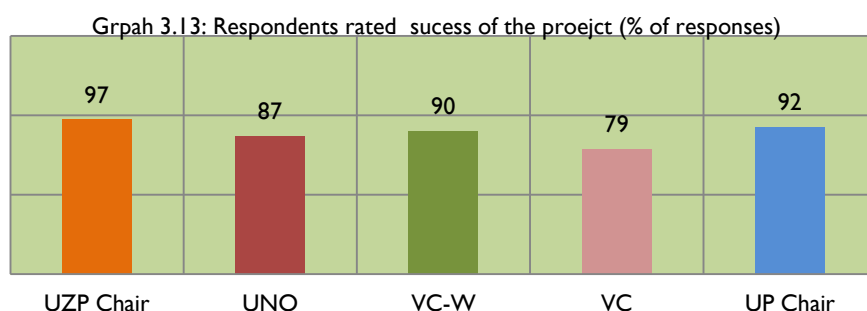


Table 3.23: UNOs on qualification to receive UGDP grants

• Demonstrate ability and competence to implement development projects	◆◆◆◆
• Have to get good points in assessment	◆◆◆◆
• Keeping documents up to date	◆◆◆
• Good track record of Financial management	◆◆◆
• Regular meetings and resolutions	◆◆◆
• Coordinate with all departments	◆◆
• Monitoring UDCC meetings	◆◆

◆◆◆◆=81% or more; ◆◆◆◆= 61-80%, ◆◆◆ =41-60%;◆◆= below 40%Source: KII Data

### Perceived UGDP Success according to MTA respondents



Source: KII Data

During any evaluation exercise effectiveness is an important aspect to look at. Thus during MTA, it was one of the task to dig out how successful the

project was or how effective the activities were to realize project goals and objectives. The project stakeholders at UZPs were in a best position to make comments on this. According to them the project was a successful endeavor and almost 85% of the respondents were in agreement on that.

### Reasons for UGDP Success

There must have some reasons for the success claimed by the respondents and they were further asked to justify their opinions by highlighting three issues they considered contributed most to the success of the project. The following table (3.24) was drawn on the responses made. The contributing issues identified by the respondents were on the left column and who among the respondents mentioned what were referred in the following column against each of the respondent groups. It revealed that UZP capacity building got highest consideration by all the respondent participated in MTA, followed by regular monitoring and supervision. Truly, one of the key goals of the project is to build UZP capacity and as the players involved with project were in the same page, the project may be considered as successful.

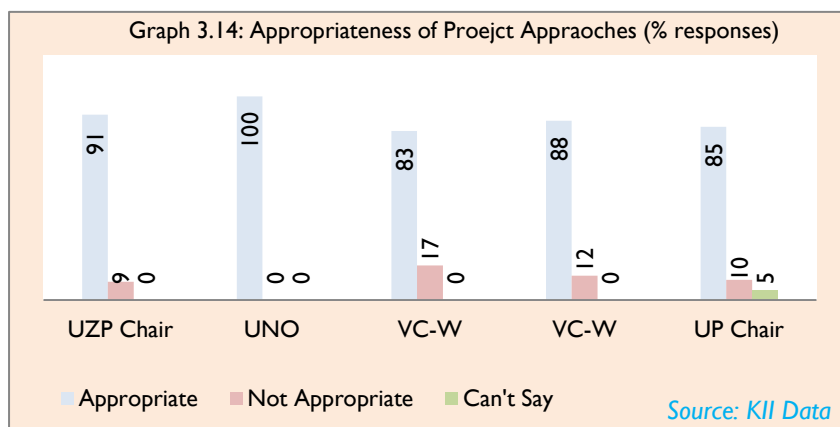
Table 3.24: Reasons for Project Success Identified by the Respondents

Issues	UZP Chair	UNO	VC-W	VC	UP Chair
Capacity building training	✓	✓	✓	✓	✓
Regular monitoring / supervision / coordination	✓			✓	✓
Visible contribution in Education, Health, sanitation and agriculture		✓			✓
Pro-people project could be implemented	✓	✓			
Ensuring transparency and accountability				✓	
Regular and on time allocation			✓		
Work performed transparently			✓		

Source: KII Data

## UGDP Methodology and Approaches in managing the project

To secure success for any initiative among other things, it needs to have a tailor-made



methodology and approaches as these many ways affect the project outcomes. MTA respondents found UGDP methodology and approaches as appropriate to the situation. Other than UNOs all the elected representatives had some

reservation though on the methodology and approaches. The causes of their reservation included in the following table. To address all the causes mentioned, an initiative would have to be all conquering one which in real life is impossible for a development project of this kind. However, some of these would certainly be food for thought at time of designing the follow on project or a new one.

Table 3.25: Project Methodology Need to be Addressed

◆ No provision to undertake infrastructure sub-projects below Tk. 10 lakh
◆ Tk. 50 Lac is not sufficient to meet the demands of the citizens
◆ Five years is not enough to improve things the project aimed at
◆ No provision for giving input support at the end of training (capacity building sub-project)
◆ Support from PMU was insufficient and in case monitoring by district level person may be considered
◆ In some cases the project did not go as planned in terms of selection, design and implementation of development projects

### Factors contributing to Success according to respondents

When asked about identifying the factors of success of the project the respondents had identified some common but important issues that acted as influencer. Two of the most common factors included (i) intensive monitoring and (ii) coordination, adherence to rules and policies. However, the presence of UDF at UZPs and capacity building efforts were also significantly mentioned. For drawing this table, the identified success factors were listed first and then checked against each of the respondent groups.

Table 3.26: Success Factors Identified by the Respondents

Factors	UZZP Chair	UNO	VC -W	VC	UP Chair
Intensive monitoring	✓	✓	✓	✓	✓
Proper coordination and enforcing laws and policies accordingly Including PPR	✓	✓	✓	✓	✓
Holding regular meetings of UCs and PSCs	-	-	-	-	✓
Presence of skilled UDF	✓	-	-	✓	✓
Transparency and accountability	✓	-	✓	✓	-
Basic training /capacity development	✓	✓	-	✓	-
Political unity and coordination	✓	-	✓	✓	-
Technical support	-	✓	-	-	-

Source: KII Data

## Issues hindering project success

With sunny things described above, there had been some shadow in the sky. Some of the respondent did not consider the project a total success considered the following issues hindering the project to achieve total success in the field. In no cases the responses were more than 15% of the respondent of that category, yet these were significant numbers when they had counter arguments about success.

Table 3.27: Issues that Hindering Project Success (multiple; % of responses)

Issues	UZZP Chair	VC	VC-W	UP Chair
Natural Disaster / COVID-19	35	53	30	22
Political influence / controversy	9	22	30	28
Allocation not received on time	26	17	8	28
Lack of skilled manpower and coordination	26	17	38	39
Allocation is low	35	17	00	31

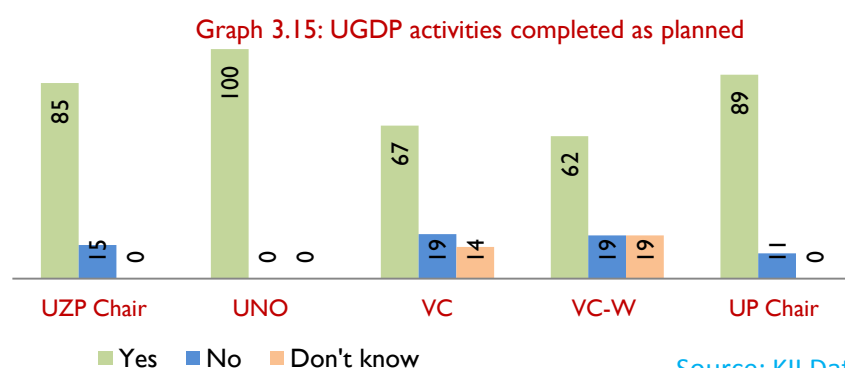
Source: KII Data

In this question UNOs had quite different opinions other than the natural disaster (34.21%), as they mentioned that their Upazilas were among the underdeveloped areas (42%) and absence of UDF in the Upazila (36.84%) hampered project implementation as causes for less than expected achievement.

### 3.9.3 Efficiency

#### Project activities completed on time

To make a successful project all activities set have to be completed and on time. The responses of this question are depicted in the following graph. In the graph a large



Source: KII Data

blue pillars mean the respondents thought that all the activities were completed on time and as planned. The green showed about the portion of respondents who thought the project did not complete all the activities on time and the red color areas mean that they did not have any opinion in this regard.

### **Reasons for not completion in time**

The respondents who thought the project could not complete all activities as planned had mentioned the following issues responsible for the less achievement. The percentage of respondents who identified reasons for non-completion was not that high. However almost all respondents in this category were in agreement that they did not receive allocated funds on time, some others made COVID 19 pandemic as the cause, as shown in the following table.

Table 3.28: Reasons for Non-achievement of Project Activities as Planned (% of responses)

	UZP Chair	VC	VC-F	UP Chair
Allocation not received on time	18	17	8	39
Complex rules and regulations	9	22	0	0
Due to natural disasters / COVID -19	26	31	0	8
Tender complexity	0	0	8	22

Source: KII Data

UNOs did not agree with the propositions that there had been any delay in implementing project activities whatsoever. UNOs might think that they would be blamed for admitting any delay in project implementation. As a matter of fact, all grant winning UZPs received allocated fund at the same time for CDSPs, but there might be some procedural delay which have to be addressed by PMU in future.

### **Procurements in the project**

As the project had significant number of small project implementation by the participating UZPs with project grants, there had been a lot of procurement activities. By design these activities were kept in the project so that UZPs got used to the standard procurement system. UGDP also provided training on procurement and financial management so that UZPs became ready for utilizing even bigger funds in the process. The following table showed how the respondents reacted about the question of following PPR -2008 on project procurements.

Table 3.29: PPR 2008 Rules Followed in Project Activities (% of responses)

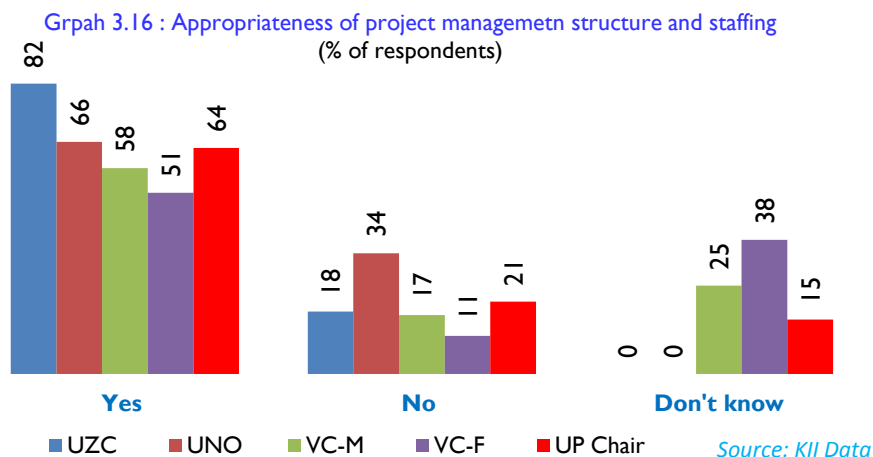
	UZP Chair	UNO	VC	VC-W	UP Chair
<b>Yes</b>	100	100	81	62	94
<b>No</b>	-	-	-	-	-
<b>Don't know</b>	-	-	9	38	6

Source: KII Data

However, some of the respondents every now and then complained about the procurement system as cumbersome that contributed to delay in procurement. This just reminds us that people in general react to change. The PPR was a paradigm shift in the procurement system

in Bangladesh and there is no alternative to practice it in any government entity, non-government or private by nature.

### Management Structure and Staffing



For any establishment dealing with development issues, the management structure and staffing are two very important issues to produce intended project outcomes. UZP

is a project being implemented directly by the Government of Bangladesh through one of its important Divisions, the Local Government Division (LGD). The project has its consulting team led by a Team Leader to support the executing body of the Project, PMU, in which GOB officials are assigned. GOB officials, led by a Project Director (in the rank of an Additional Secretary) assisted by a Deputy Project Director (DPD) who is leading the Project along with some other administrative and accounts staff. The consulting team is led by an Expatriate Team Leader and supported by a host of international and local team members along with a Deputy Team Leader.

It was evident from the following graph that the respondents were generally thought the project management structure and staffing are good enough and of the UZP Chairs were found to be overwhelmingly happy with that even happier than those of the UNOs. Both the Vice Chairs of the UZPs were more realistic about making opinions.

The situation at the head quarter or in Dhaka was quite different from that of field level project implementing units. There were discontent from both ends (PMU and consulting team) at headquarter as the project did never fill in all the positions originally assigned for PMU. Among allocated four DPDs only one had been employed since the inception of the project. The only DPD of the project had to deal with both programmatic and administrative issues which were practically little too much for one person. There might be scope for potential conflict of interest if one person manages both program and administration of an entity. The staffs assigned from GOB were not allowed to any additional incentive from the project.

In the consulting team as well had similar experience of working with less than the necessary number of staff as against the tasks at hand. The capacity building team was found to be insufficient considering the focus of the project, though the project used to hire consultants and used to deliver capacity building support through well reputed public sector

training institutes. The respondents who considered that the management structure and staffing of the project was not necessarily right mentioned several issues. The responses were organized in the following table as per the **order of preference** by the MTA respondents.

Table 3.30: Inconsistencies in Management Structure of the Project Identified by UZP Respondents

1	Manpower is low
2	Project did not have an engineer of its own
3	UDFs were not skilled enough
4	Project did not have provision for sufficient training for UZP Staff
5	Project could not provide UDFs in all UZPs under the project
6	Communication downward from PMU was not sufficient
7	Investment rules of the project was too troublesome to maintain

Source: KII Data

The idea of having Upazila Development Facilitators (UDFs) was an innovative plan. And whatever might be complaint about the project there was hardly any negative comment against the UDFs from the field, i.e. UZPs.

#### **Role of UDF at UZPs according to UDF**

UDFs were asked to identify roles they used to play for UZPs, the responses were compiled together in a list. Considering the following list (prepared based on the degree of preference) UDFs were playing very important roles in the implementation of UGDP. With better information and training, UDFs were extending their all-out support to UZPs for better implementing this project. UDFs have made themselves indispensable to UZPs due to their superior skills in managing projects. The following table is a list of services UDFs think they have been offering to UZPs.

Table: 3.31: UDFs Support to UZPs

• Assistance in preparation and documentation of project proposals
• Technical assistance in priority analysis in sub-project selection
• Assist in providing specific formats and following the rules
• Assistance for UDCC in proper project selection and sending of proposals
• Assist in budgeting

Source: KII with UDF

When UDFs' specific roles in project implementation came up, UDFs made another list of actions they used to perform at UZPs. If UDFs performed all the tasks mentioned here what more was really left for others in UZP to do other than coordinating. This list basically spoke for them.

<b>Box: Perceived role in project implementations by UDF</b>
• On-the-spot inspection and monitoring of project work
• Prepare inspection and monitoring reports
• Bill-vouchers, reports prepared and sent to PMU at the end of project implementation
• Assistance in tender process following PPR-2008
• Assistance in every step of implementation of UGDP project

Source: KII Data

### UDFs Supports to PSC

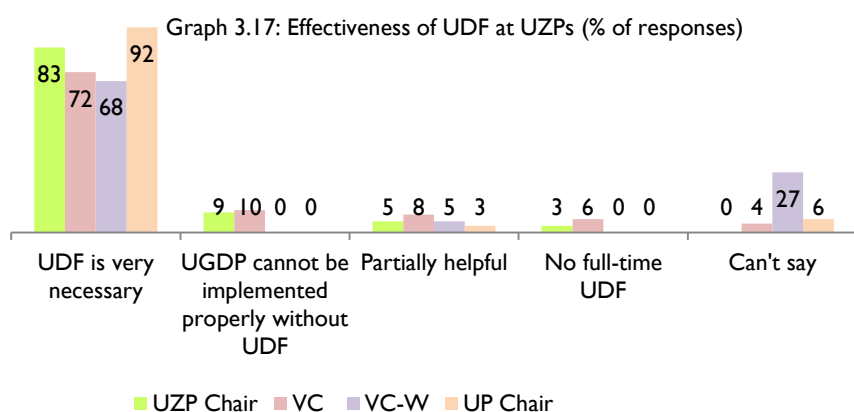
UZPs were supposed to form PSC and PSC leadership were to call meetings and do the needful in terms of selecting the project or making recommendations to the UZP monthly meeting. But the list UDFs prepared on what they do in PSC meeting it seems PSC were yet to make functional. On many occasions UDFs were awarded with the membership of PSC. This actually created a dependency on UDFs which might go against the interest of the UZPs.

Table 3.32: UDFs Assistance to PSCs at UZPs

• Assisting to comply with the rules and procedure of project selection
• Involvement in project selection on the basis of priority list
• Participate and contribute in the PSC meeting as a member of the committee
• Assist in coordinating the needs of the Upazila Committee and UDCC
• Provide advice and assistance in decision making

### Effectiveness of UDFs

The project stakeholders from UZPs had very positive comment about UDFs as mentioned



in the earlier section as well. Here they were asked to make comments on how effective UDFs were in helping out UZPs in implementing the project since introduction of them in the project.

Source: KII Data

Those who had negative opinion about UDF mentioned the following reasons as they observed. The reasons were quite obvious. Some of DDLGs participated in MTA echoed the almost similar views. However, most of UNOs were found to be pleased with the services they received from UDFs of the project. Some of UDF used to work so sincerely with UNOs that UNOs used them in some of the confidential administrative work including investigations, enforcing child marriage laws and so on. This happened as UDFs used to work more with UNOs.

Some complaints lodged against UDFs working under UGDP are shown in the following table.

Table 3.33: Complaints against UDFs

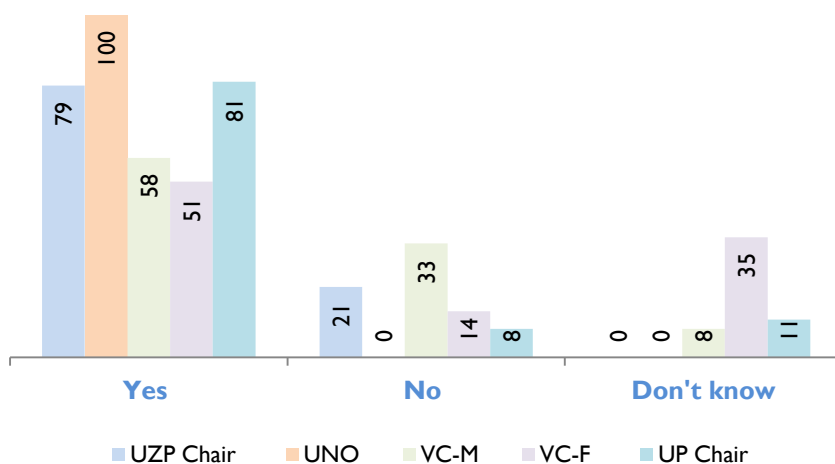
1	UDFs lack of communication skills (behavioral issues)
2	Negligent to perform their duties and responsibilities
3	By working in multiple UZP they could not do either of the UPZs right
4	UDFs lack skills required to perform his/her duties and responsibilities

Source: KII Data

### Project Spending Commensurate with Financial Plan

It is a critical test for any entity how efficiently they could spend the fund they had. As there was fund there was a plan to spend or utilize that fund as well. The important aspect of efficiency is to spend money according to that plan. Other than UNOs no other respondents were convinced that the fund was spent according to plan. The scenario depicted in the graph was just example that elected representatives

Graph 3.18 : Financial resources spent according plan (% of responses)



Source: KII Data

are yet learn the art of office management. UZP Chairs used to sign all the bill and vouchers of the project and yet they were not sure the fund was spent according to plan. When asked this question, some of the UZP Chairs mentioned that they did not have qualified staff to keep the information updated for ready reference.

The main issue mentioned by the respondents about not following the financial plan was inadequate fund which according to them was limited compared to the size of the Upazilas' population and number projects proposed. Thus, to accommodate so many factors sometimes they could not follow the financial plan of the project.

### UGDP Development Grants

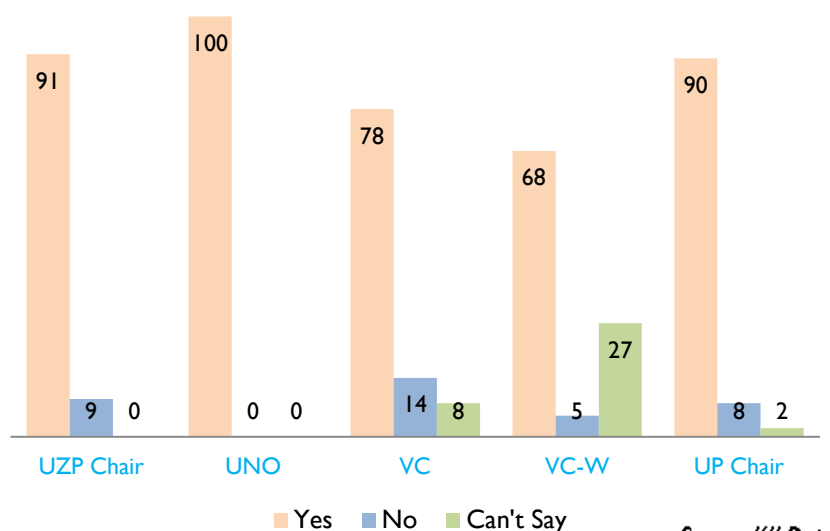
It was obvious that grant amount is always insufficient for resource poor local bodies in Bangladesh especially the UZPs. The MTA data on this question once again complemented the above statement. Only UNOs were of the opinion that the grant amount was sufficient for UZPs. The difference with other respondents was huge. As grants and implementing project with that is closely related to capacity building of the UZPs, gradually increasing the grant amount could be an encouraging proposition for them and a test of the earned capacity as well.



## Relationship with Stakeholders

A development project to realize its goals and objectives must maintain good relationship with those who can affect the outcomes one way or another. For UGDP key stakeholders

Graph 3.19: Relationship with project stakeholders was satisfactory (% of responses)



include the elected representatives of UZPs, UNOs, and NBDs at UZP along with staff working there. There were other stakeholder including capacity building partners, vendors/ contractors implementing infrastructure sub-projects and so on and above all citizens. As primary respondents of this MTA was elected and appointed officials

at UZPs, for them project stakeholders might include the project leadership, PMU and training partners of the project besides citizens, UZPs had to depend on other entities with skills and manpower to implement the project and end of the day relationship matters. The respondents however mentioned that they used to maintain good relationship with stakeholders of the project as revealed in the following graph. UNOs mentioned that were 100% happy with their relationship with project stakeholders followed by UZP Chair (91%) and UP Chair (90%).

Respondents who said no about projects relationship with stakeholders mentioned a number of issues. The following table shows the reasons for choosing NO as their responses.

Table 3.34: Reasons for Unsatisfactory Relationship with Stakeholders

1	Lack of coordination
2	It was not possible to satisfy all through awarding projects/ funds
3	Other than UP Chair, other elected representatives of the UPs were unaware of the project

Source: KII Data

## Technical Assistance Provided

A capacity building project requires significant technical assistance provided to build capacity of the target entities. About technical assistance for UZPs the MTA respondents mentioned some of the very important assistance they used to receive from UGDP. These included training and office management, project selection, forms and formats, providing a staff (UDF)

to support project implementation etc. UNOs however mentioned about receiving policy directions from the project which others did not mention. As only UNOs mentioned about policy directions from the project, the elected representatives were either fully rely on UNOs about directives from the project or were yet to be aware of the importance of directives from the project.

Table 3.35: Technical Assistance provided from UGDP (multiple response; % of responses)

	UZP Chair	UNO	VC	VC-W	UP Chair
Assistance in training and management support	56	89	42	43	42
Make regular monthly meetings	3	-	14	5	11
Assistance in project selection	3	-	-	11	22
Provide guidelines and formats	24	32	6	14	14
Necessary Policy directions	-	34	-	-	-
Providing UDF to support project implementation	9	-	8	22	31
Don't know/ Can't say	6	16	31	5	61

Source: KII Data

Among others, respondents also mentioned assistance in financial management, uploading information in website and emphasizing on monitoring the holding of UDCC meeting.

### 3.9.4 Impact

#### Noteworthy Improvements Made

Any development endeavor leaves behind some of the legacies to bear its torch in future. UGDP is still ongoing and the achievements are yet to be identified as notables. However, from their experiences the respondents identified some of the noteworthy improvement made through UGDP initiatives in the field. It was interesting to note here that the elected leaders thought that there was a change in the mindset in them about managing UZPs and delivering services perhaps. Though low in percentage this could be considered as one of the most rewarding achievements of UGDP. However, UNOs were not in agreement with others that the elected leaders of the local bodies had changed their mindset. Most of UNOs were new and they had limited experience of dealing with elected representatives. That could be the reason for UNOs comment on no changes made. On the other hand, UNOs believed that UZP efficiency and capacity was improved (89%), the elected leaders were also in agreement but not in that scale though (not over 50%). Among other interesting issues, UNOs identified the system improvement in their UZPs due to strong adherence to rules and procedures which no other respondent even mentioned. The data presented in the table also revealed that the elected representative are more interested about meetings and getting closer to people with some kinds of services than improving system. They always considered the systems and procedures were for the officials and not for leaders.

Table3.36: Notable Improvements made through UGDP Support (multiple response; % of responses)

Issues	UZP Chair	UNO	VC	VC-W	UP Chair
Changing the mindset of the elected leaders	15	-	19	8	31
Increase the efficiency and capacity of the council	50	89	47	46	72
Visible infrastructure development	12	50	22	19	11
Transparency and accountability	21	26	6	14	19
Meetings are conducting in regular basis (monthly and Upazila Committees)	38	32	6	35	50
Infrastructure (Education, Health & sanitation, Agriculture)	44	45	47	14	28
System improvements through strong adherence to policies	-	47	-	-	-

Source: KII Data

### Notable Contribution made of UGDP: UDFs Perception

UDFs from their experience in the field, also mentioned some of the notable contribution of the Project. The following list is a summary of the contribution listed by UDFs interviewed during Matthew list indeed brought out some of the significant contributions made by UGDP in the field. It was prepared on the basis of degree of their preferences.

Table 3.37: UGDP contribution perceived by UDF

- The efficiency of the council has improved
- Upazila Committees made functional
- Adherence to rules and regulations enhanced
- UGDP training made human resources skilled
- Monitoring, transparency and accountability improved
- UZP became responsive to the needs of the common citizens

Source: KII Data

### Changes Observed due to Project Activities among Citizens

All the works of implementing different projects is ultimately directed towards one end - to serve citizens better. Thus the changes observed due to project intervention would suffice the impact of the project. The MTA respondents observed the following changes among the citizens presented in the table below including citizens became more willing to receive services from UZP; citizen got their confidence back on to UZPs due to the fact that the project invested hugely on social development projects that directly benefited people. If citizens wish to receive services from UZP that would certainly be considered as one of the significant achievements of the project and legacy UGDP could leave behind in the long run.

Table 3.38: Changes Observed by Respondents due to UGDP Intervention (multiple; % of responses)

	UZP Chair	UNO	VC	VC-W	UP Chair
Citizen became more willing to receive services from Upazila	21	-	42	30	44
Citizen confidence / interest in UZP increased	35	13	28	16	47
Transparency and accountability improved	3	-	17	16	11
Employment opportunity created due to skills and IGA training	18	18	14	8	28
Public awareness has increased	18	13	14	-	17
People have benefited from the improvement in health services	6	-	8	8	17
Better relationship between citizens and public officials of the UZPs	-	61	-	-	-
A learning environment created	-	42	-	-	-
Upazila Committee members became sincere than before	-	47	-	-	-

Source: KII Data

UNOs, however, identified three changes they observed what others did not mention for a single time including better relationship between citizens and public officials (61%), a learning environment created (42%), by which they mean public officials were willing to learn things than before especially on how to serve the people better. It was due to the capacity building training organized by UGDP for NBDs. The third issue was sincerity of UC members (47%) which was commendable if they really became so sincere.

During FGDs citizens identified the following changes since inception of UGDP project in UZPs. These were some of the encouraging sign for UGDP. In the next course of the project these have to be streamlined and goals of the project will be realized and would have long lasting effect in the communities.

Table-3.39: Change Issues Identified by Citizens (% of responses)

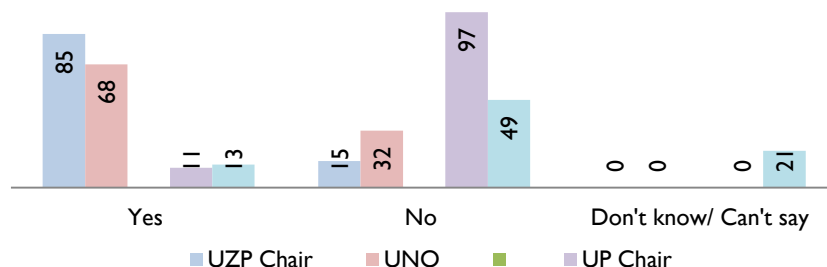
Issues identified	%
☀ All the offices became accessible to citizen which was not the case earlier	82
☀ Earlier UNOs could not be seen, now everyone can meet on a certain day	68
☀ If you want to know any information, you can easily get it	63
☀ The quality of service of various departments has increased	52
☀ The sense of responsibility has increased	32
☀ Public participation in project formulation has increased	28
☀ Regular in office	28
☀ UNO gives out of Office notice in the Notice Board now	27
☀ Services are available through mobile phones	26
☀ Corruption has decreased from the past	24

Source: FGD with community representatives

## Reform Initiatives at UZP since Inception of UGDP

The project had objectives that with changed situation the UZPs themselves would feel that

Graph 3.20 : Reform initiative observed at UZPs (% of responses)



a lot needed to be changed to serve the citizen better and to change the situation they would take reform initiative and call attention of the law makers or other higher authorities. It was

evident that many of the respondents blended char [Source: KII Data](#) ge with reform initiatives and thus a huge percentage of respondents were happy that they did contribute to reform. However not many reform initiatives captured during MTA. However, the project did not extend its technical assistance in identifying reform issues which could bring some of very pertinent reform issues like Section 25<sup>7</sup> of the Upazila Parishad Act of 1998 except for the introduction of Annual Financial Statement format which was non-existent prior to UGDP. It is understandable that a government led project rarely act like typical development project with a strong advocacy component.

In the following table some of the reform achievements identified by the respondent which were primarily project induced. These however covered capacity building and human resources, financial management, transparency and accountability, monitoring system and rules and procedures etc.

Table 3.40: Results of reform efforts at UZPs

Areas	Visible Outcomes	Areas	Visible Outcomes
Capacity building and human Resource	Skill development training on IGA for self-employment	Financing and financial Management	Development grant with proper guidelines proper guidance
	Capacity development for UZP and NBDs		Financial management training at PMU
Monitoring System	Increased transparency due to strong and routine monitoring		Transparency and Accountability
	Monitoring conducted after orientation and introduction of forms and formats	Transparency and accountability in monitoring	
	Placement of UDF also played important role in Monitoring	Transparent selection of project according to guidelines	
Rules and Directives	Strong adherence to project guidelines	Updating the Citizen's Charter	
	Planning and budgeting according to the rules and procedure	Displaying Budget document for citizen Scrutiny	
	Forcing to act in accordance with the policy	-	

Source: KII with PMU representatives

<sup>7</sup>Section 25 allows the Member of Parliaments (MP) to become Advisor to the UZPs and implementing or considering MPs advices are mandatory for the UZPs. Repealing this section from the UZP Act would lead UZPs a step closer to become self-governing local bodies.

## Exemplary Projects Implemented

The development grants of UGDP allowed UZPs to select project of their own and implement them accordingly. As UGDP forwarded special directives how to invest those grants and in which sector, UZPs followed the suit and implemented some of the spectacular projects which not only benefited directly but also unique in nature as well. Following is list of some of the spectacular projects implemented by UGDP which were innovative and unique to context.

Table 3.41: Some Spectacular Projects Implemented by UDGP at UZPs

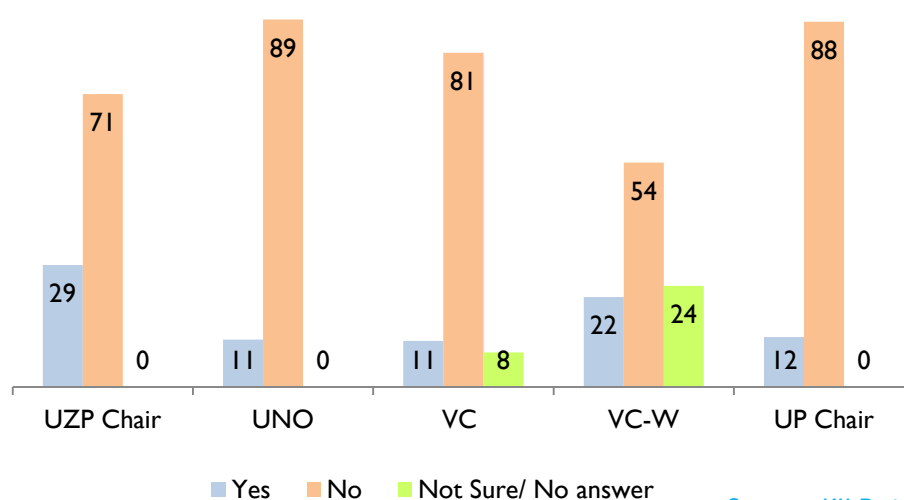
Sector	Project
1 Agriculture	Construction of Fish shed for fishermen
2 Education	Training and infrastructure development at schools to improve the quality of education including WASH Block for girls
3 Health	Improving healthcare service through introducing water ambulance, supply of digital X-ray machine
4 Sanitation	Better sanitation service through installing overhead water supply for portable water
5 Rural Infrastructure	Introducing Solar Street light at important places where electric light is not available.

Source: KII and FGD data

### 3.9.5 Sustainability

Sustainability is a big concern for contemporary development projects. Nowadays the sustainability plan has become part of the very design of the development project. The task is however difficult for a governance project especially in developing countries. The respondents were asked if UZPs would be able to continue similar kind of activities once the project became non-existent.

Graph 3.21: Project activities to continue after discontinuation of the UGDP (% of responses)



Source: KII Data

Among the respondent highest 29.41% of the UZP Chairs mentioned that it would be possible for them. However, majority of respondents highest 97.22 % (UP Chair) and 88.57% of UNOs thought that it would not be possible without external support. One might ask a question of the efficacy of the capacity building regime UGDP had been continuing for years that so many respondents found it impossible without external funding.

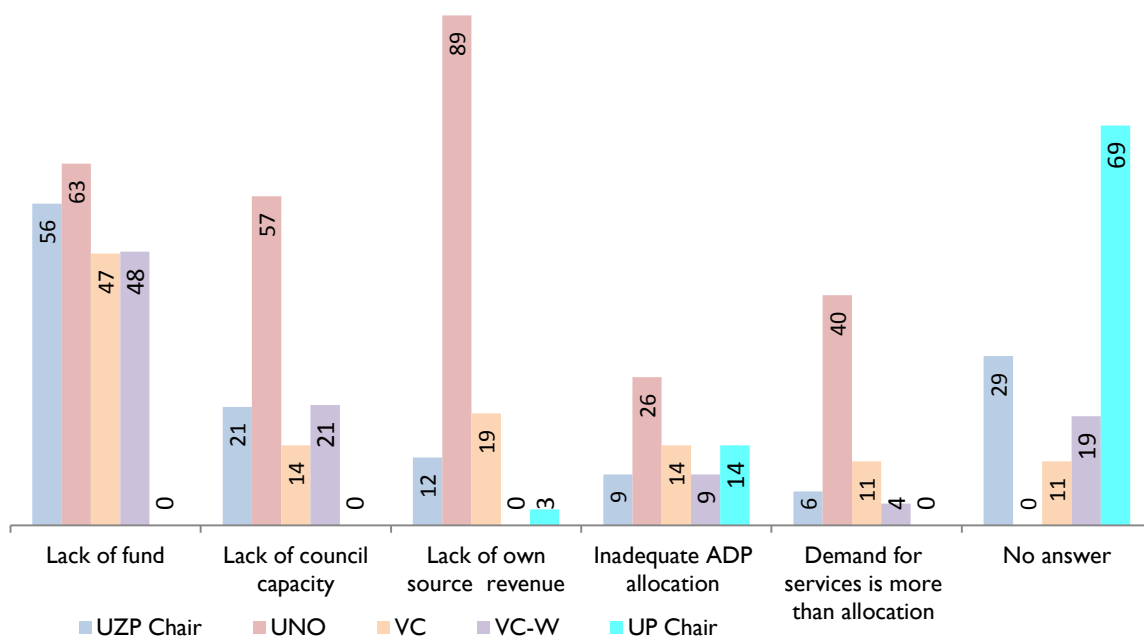
The optimistic respondents who thought UZPs would continue to implement similar kind of activities even after ceasing the project or no external support available. However, the respondents extended some of the very practical things to be done on part of the UZPs to continue such activities in future as shown in the Box above.

Box:UZPs need to do these to keep similar activities continued	
1	Increase revenue from domestic sources
2	Proper planning
3	Increase coordination between UPZ and UP
4	The sincerity and goodwill of the council
Source: KII Data	

### Causes of Inability of UZPs to continue Similar Activities

Those who are not sure about UZPs capability to continue similar activities once project is phased out mentioned several reasons. The following graph revealed that UNOs with their experience of working with UZPs and their superior administrative knowledge could perceive the problems better than other respondent groups at UZPs. Generally, elected leaders are always hopeful and dreamy without substance. The appointed officials like UNO identified some more pragmatic issues that would deter UZPs to deliver services in similar pace as used to deliver through UGDP when it was in operation. However, the others also supported the causes identified.

Graph 3.22 : Why UZPs won't be able to continue similar activities (multiple; % of responses)



Source: KII Data

### What Contributed to less than expected Impact of the Project?

When asked about the reasons, if any for having less than expected impact of the project, the respondents identified the following reasons that could be seen as responsible for that. These include lack citizen participation in project selection and monitoring, irregular fund availability etc. UGDP might think of promoting citizen participation as an agenda in next phase of the project.

Table 3.42: Reasons for Poor Outcome of the Project

Reasons identified by participants	
1	Lack citizen participation in project selection and citizen verification of the project after completion
2	Development allocations are not available at regular interval
3	Institutional limitations in project implementation
4	Project duration and allocation is low

Source: FGDs with community representatives

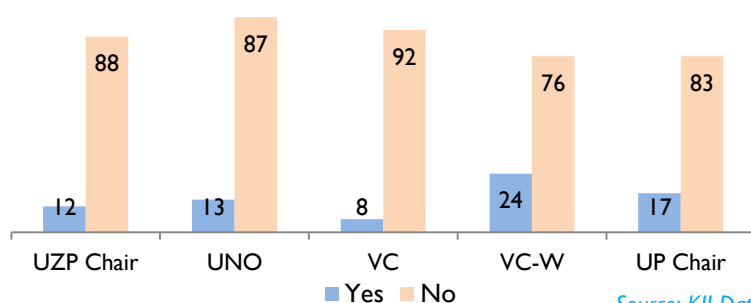
When the respondents talk about institutional limitations, they really mean some of the inherent limitations of the UZPs i.e. lack of coordination between elected and appointed officials, political difference among council members, and weakness in planning etc.

### 3.9.6 Upazila Parishad Performances

#### Duration of UGDP

Irrespective with categories, respondent are in agreement that the duration of the Project is not sufficient. All wanted to extend the project for a longer period of time. The same views were expressed in FGDs with NBDs, UZPs other staffs and citizen groups.

Graph 3.23 : Length of UGDP sufficient (% of responses)



### 3.9.7 Capacity Building Efforts

Capacity development is one of the key areas where UGDP has the mandate to work with UZPs to enhance their capacity so that they deliver better services to citizens. Capacity building support actually started during the early state of the project in 2017. But the effort got momentum in 2019 when three of the public sector training institutes joined their hands with UGDP to provide capacity building support to UGDP stakeholders. It was started with Training of Trainers (TOT) organized by PMU where 47 professionals, 22 from Bangladesh Academy for Rural Development (BARD), 16 from Rural Development Academy (RDA) and 9 from National Institute of Local Government (NILG) attended. The idea of getting three public sector training institution on board was a smart move on part of UGDP to decentralize the capacity building initiative. This move allowed UGDP to complete training program in lesser time and hassle.



While the capacity building efforts are commendable, there was actually no needs assessment done by UGDP rather it was a typical felt need to training to be provided to the UZP stakeholders. It was perhaps not included in the project design and no budget line as well. Thus the whole capacity building initiative stands on some good will of the LGD or it as based on the scoping study conducted by JICA<sup>8</sup> at some point in time before commencing the project.

In the training plan for 2019-20 seven different training courses were planned to be provided and training to some 161 batches and ultimately 116 batches were conducted (72% achievement) with number of participants achieved around 60%. COVID-19 pandemic definitely is one of the reasons for less than expected outcomes.

Table 3.43: UGDP Training Plan for FY 2019-20

Title of the Training Course	Duration	Batches		Participants		Agency
		Plan	Actual	Plan	Actual	
Orientation for 3rd round Upazilas	2 days	13	11	704	577	PMU
TOT on Basic Training	4 days	1	1	40	47	PMU
Basic training on Upazila	3 days	55	40	2,640	1,652	RDA
planning and Service Delivery	3 days	43	31	2,064	1,315	BARD
UDF Refresher Training	3 days	23	23	1,104	910	NILG
TOT- Project Formulation, Management and Monitoring	3 days	5	8	200	196	PMU
Project Formulation, Management & Monitoring	4 days	1	0	30	0	PMU
UDF Training	3 days	10	0	600	0	RDA
	3 days	10	0	600	0	BARD
	3 days	0	2	0	4	PMU
<b>TOTAL</b>		<b>161</b>	<b>116</b>	<b>7,982</b>	<b>4,701</b>	

Source: Annual Report, Capacity Development Program, 2019-2020

As training partners, NILG looked to be a better performer in terms of achieving targets than the other two. Perhaps the lower target helped NILG to achieve the target.

Table 3.44: Achievements by Training Institutes

Training Institute	Batches		
	Plan	Actual	%
BARD	43	31	72%
NILG	23	23	100%
RDA	55	40	73%
<b>TOTAL</b>	<b>121</b>	<b>94</b>	<b>78%</b>

Source: Annual Report, Capacity Development, 2019-2020

<sup>8</sup>It was the scope of the Project Formulation Study and Special Assistance for Project Implementation (SAPI) both conducted by JICA.

The Table below suggests that by now 399 UZPs were covered through UGDP training and 298 UZP Chairs and 234 UNOs, 679 Vice Chairs (both Male and Female), 1,693 NBDs, 1,037 UP Chairs attended. Two important stakeholders of UGDP are UZP Chairs and UNOs and if their participation is not ensured the project goals are unlikely to achieve. The numbers in the annual report of UGDP is on the higher side compared to the MTA findings. The likely scenario however is UZP Chairs who received training may lose his seat in the next election and UNOs will get transferred. MTA was not an exercise of training evaluation, but many of trainees even could not remember the name of the training let alone the content. That certainly does not mean that training content was bad, or methodology was poor it is rather a lack of refreshers. These local government leaders used to attend a lot of training and they just mix up when somebody asked them which training it was.

Table 3.45: Number of Participants Attended in the Training Course

	UZPs	UZP Chair	UNO	V Chair	NBDs	UP Chair	<b>Total</b>
BARD	136	106	81	232	543	353	1,315
NILG	92	67	63	153	392	235	910
RDA	171	125	90	294	694	449	1,652
	<b>399</b>	<b>298</b>	<b>234</b>	<b>679</b>	<b>1,629</b>	<b>1,037</b>	<b>3,877</b>

Source: Annual Report, Capacity Development Program, 2019-2020

One thing was really surprising to know that UGDP did not keep provision for training evaluation. If not by external evaluation, there should have provision for training evaluation to keep pace with changing needs of the training participants and context.

## Chapter Four: Other Findings

### 4.1 Deputy Director Local Governments (DDLG)

Deputy Director-Local Government (DDLGs) assigned in District level have been playing important role in facilitating the development and streamlining local government system in Bangladesh. They are the lowest level government personnel assigned from Local Government Division. Thus, their perception and view on the local government system deserves attention on its own right. It should be noted here that during MTA 38 DDLGs were interviewed. The reason low response from DDLGs included- (i) position remained vacant in the district, (ii) was on leave or out of station on official business during schedule, (iii) some other officials acting as additional charge and opted not to be interviewed.

DDLGs perceived that the following were the contribution of UDGP for UZPs. Among the issues mentioned the capacity building provision of the project got highest mention followed by development grants, enforcing regular meetings and preparing meeting resolutions etc. Activation of Upazila Committees also came into discussion which had long been a neglected issue at UZPs.

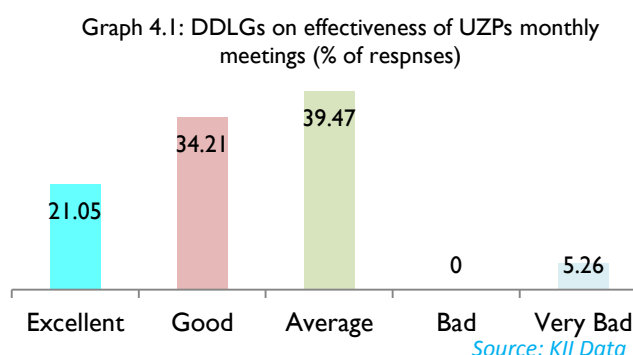
Table 4.1: DDLGs on Contributions of UGDP to UZPs (multiple responses)

Responses	%
Capacity building through various trainings	53
Development grants to UZPs	32
Infrastructure development	29
Hold regular meetings and resolutions	29
Activation of Upazila Parishad Committee	24
Adhere to the policy	16
Coordination of 17 departments	16

Source: KII Data

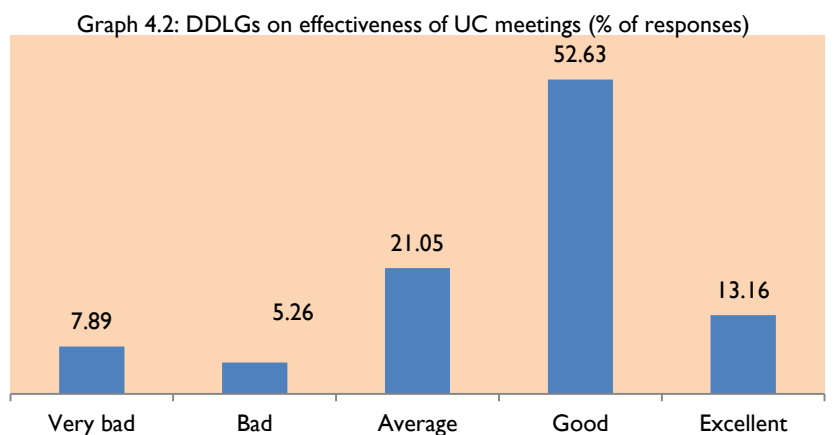
#### DDLGs on the Effectiveness of UZP Monthly Meetings

DDLGs were asked to rate the effectiveness of UZP monthly meetings as one of their key activities were to supervise UZPs in the District. The respondents opted to middle to high rating as 39.47% gave it a 3 (Average), 34.21% a 4 (good) and 21.05% a 5 (Excellent) for the effectiveness of UZP monthly meetings. The rating looked ambitious and little less reflection of the ground reality though.



### DDLGs on Upazila Committee Meetings

Upazila Committees (UCs), earlier known as standing committees (SCs) are important



Source: KII Data

bodies of UZPs to support making decisions and implementing the same as well. Experiences during MTA suggested that on many occasions UCs rarely functioning as expected. However, DDLGs found UCs as fairly active bodies as more than 50% of

them gave a 4 (Good) in terms of effectiveness of the UCs and 13.16% also gave a 5 (excellent). It was not clear if DDLGs were really aware of the UCs functionality or they just gave a rating for the sake of doing it.

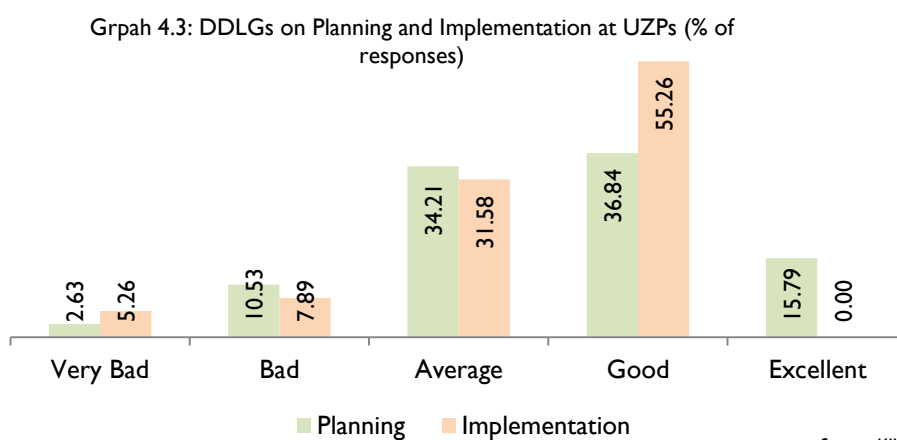
### DDLGs on Planning and Implementation Capacity of UZPs

DDLGs during MTA perceived that implementation is to some extent better than planning capacity of UZPs. This was basically a tricky question as the respondents were asked to rate

how happy they were with the planning and getting those plans implemented by them. It revealed that highest 55.26%

respondents thought that UZPs implement

their plan better (Good). However, 15.79% of them considered that UZPs did their plan best (Excellent). Needless to say, the overall impression on planning and implementation capacity of UZPs was rather a happy picture according to DDLGs than many others perceive in general.



Source: KII Data

### DDLGs on Indicators used during Performance Assessment by UDGP

DDLGs are usually not part of the Performance Assessment process. The data revealed that more than half of the DDLGs interviewed did not have clear idea about the indicators used during Performance Assessment of UZPs. Though little more than a third of the respondents mentioned that the indicators were very useful or good, it was evident that as the representatives of LGD in the field, DDLGs should have better ideas about Performance

Assessment. If they had ideas on Performance Assessment indicators they could have better guided UZPs in this regard. It might be that DDLGs were not sufficiently oriented about the Project or there were a lot of turnover in DDLG positions at Districts.

Table 4.2: DDGLs awareness on Performance Indicators

Issues	%
Very helpful/ Good	42
Somewhat helpful	3
Don't know/ Not sure	55

### DDLGs on Preconditions for getting UGDP Grants

Though DDLGs did not have great ideas about Performance Assessment indicators, they mentioned some of the preconditions for getting UGDP grant correctly. The following table depicted the responses from 38 DDLGs interviewed during MTA and all these were correct. This is where officials are better than others even though they did not get sufficient orientation on the project. It seems that they carefully reviewed the written communications regarding the project activities and thus they got updates themselves. Thus, keeping DDLGs in the communication loop is very important when instructions or guidelines are shared for project implementation.

Table 4.3: DDLGs on Precondition for getting UGDP Grant (multiple responses)

Responses	%
Regular meetings of various departments and making resolutions	47
Strict adherence to rules and procedure	45
Obtaining a certain score in performance assessment	32
Ensuring good governance at UZP affairs	26

Source: KII Data

### DDLGs in Amount of UGDP Grant

Almost 74% of DDLGs were found to be aware of the UGDP development grant amount. Some of them, however, could mention of additional allocation for better performance. A little number of DDLG was not aware of the grant amount. As UGDP is a government project and led by LGD, the basic info should have been known to all serving LGD especially those who are in the field. These are some of the information which may not be necessary to remember but always good to keep in mind.

Table 4.4: DDLGs on UGDP Grant Amount

Answer	%
50 lakh each Upazila per year	74
Increased allocation for better performance	21
Don't know	5

Source: KII Data

### DDLGs in Inspecting UZPs

About inspecting UPZs as one of the routine duties, DDLGs mentioned that they regularly conduct this inspection (13), they found little information while inspecting UZPs (12), it was more reviewing the meeting resolutions (8), checking out with UNOs (4). However, 9 of them did not answer this question. This should be done more routinely so that UZPs will become more aware and concerned about their roles and responsibilities in delivering services to citizens.

### DDLGs on Upazila Committees (UCs)

DDLGs consider UCs are functioning well as UZPs are capable enough to make them functional (25), while others (9) thought that UZPs are not totally able to make UCs functional. However, two (2) of them were sure that UZPs are not capable to make UCs functional and two (2) other declined to make comments on this. This is another area where DDLGs had little less interest. This was totally contrary to other respondents participated in this MTA even those who were the members of those UCs. As a matter of fact, making UCs functional is a big challenge since inception of UZP in Bangladesh. The name of committees may change but not the role in a great deal.

Table 4.5: DDLGs on UZPs Ability to make UCs Functional

Responses	%
Fully capable	66
Not yet fully capable	24
Not able	5
I don't know	5

Source: KII Data

### DDLGs on UGDP Contribution to UZPs

DDLGs mentioned a good number of contributions of UGDP to UZPs under project intervention as shown in the following table. All these were correctly identified by the respondents. As they are civil servants, rules and regulations came to their mind prominently (50%), followed by holding meetings and prepare meeting resolutions (42%), updating documents and so on.

Table 4.6: UGDP Contribution as perceived by DDLGs (multiple responses)

Answer	%
Encouraged work in accordance with guidelines and policies	50
Urged to hold meetings with resolutions	42
Asked to update documents regularly	24
Assisted and coordinated project selection and implementation	24
Monitored properly	16
Build capacity through training	5
Don't know	24

Source: KII Data

DDLGs further mentioned that while UZPs under UGDP strictly maintaining rules of project selection from priority list, the case is not same for UZPs not yet covered by the Project. Almost 85% respondents mentioned that there was no rule followed in selecting projects in the non-intervention UZPs.

### DDLGs on Some UZP Activities

DDLGs used to keenly observe the UZP functionalities from a close range. From their experience DDLGs found some of the key functions been superlatively performed by UZPs as the responses revealed. 78-92% of the respondents were of the view that the functions shown in the table were being performed by UZPs very well. DDLGs, however, were asked to make general comments on UZPs not only covered by UGDP project. If these are general statements of DDLGs, the relevance of UGDP would have to face some gruesome questions. If decisions are made on such data and information, LGD might go towards a wrong direction. It was clear that the responses were severely affected by some cultural biases where the respondents usually did not want to say anything that might hurt someone else.

Table 4.7: DDLGs on some activities performed by UZP (% of responses)

	Yes/ regularly	Occasionally/ with errors	No	Don't know
Five Year Plan preparation	92	8	-	-
Fund Utilization Guidelines	92	-	3	5
Monitoring projects by NBDs	89	3	5	3
Preparing UPP	87	5	5	3
Budget prepared and approved on time	92	3	5	-
Financial statement preparation on time	87	-	5	8
Maintenance and updating of Asset Register	76	11	8	5

Source: KII Data

### DDLGs on UZPs Transparency and Accountability Issues

DDLGs did find the transparency and accountability issues very positively as well. Among the respondents, 81-97% found that UZPs were maintaining transparency and accountability codes very well. Obviously, Citizen Charter was one of the success stories in Bangladesh. Though budget disclosure got the lowest (81%) and it was hardly possible to substantiate with evidence that the budget document was made available to citizens for making comments. Uploading the UZP budget document in the website was certainly the answer, but practically what percentage of people at the Upazila level were capable or interested enough to download a public document for making comments. Things would certainly change over the years but at this point in time disclosing public documents only in the websites is perhaps not enough.

Table 4.8: DDLGs on Transparency and Accountability Issues (% of responses)

	Yes	No	Don't know
Tracking UDCC meetings held at UPs	84	13	3
Budget disclosure for citizen scrutiny	81	11	8
Information Focal Point designated at offices	92	5	3
Citizen Charter prepared and displayed	97	3	-

Source: KII Data

### DDLGs on UDFs and Project Extension

It revealed from the data that out of 38 DDLGs reached during MTA, 34 of them considered UDF as an effective position and only 3 opposed to the idea. However, when it was asked if they wished to see UDFs to continue working in the project, 36 of them replied affirmative and two disagreed. On extension of the project life, 22 respondents wanted an extension for ten more years, while 12 of them wanted 5 more years and 3 of them wanted the project to continue till 2041.

### DDLGs on Monitoring for Ensuring Better Results

Like every other citizen, DDLGs also wished to see the development projects achieved better results. Keeping in mind that current monitoring system was not working properly; the respondents thought that DDLGs should bear the monitoring responsibility (50%), NBDs and technical persons available in the Upazila (36.84%). There were even suggestions that District Facilitators should be appointed to monitor the development projects at UZPs (13.15%) and by the Ministry officials as well (13.15%). It was clear from the data that

DDLGs were totally unhappy with the current monitoring system practiced by UGDP. A better monitoring framework and clearly assigned role of the parties involved may be helpful in the next course.

Table 4.9: For Achieving Better Results Monitoring should be done by (multiple, % of response)

Responses	%
DDLG	50.00
NBDs and Technical Persons	36.84
Project Officer (perhaps UDF)	15.78
District Facilitator (recruitment required)	13.15
From the Ministry	13.15
Technical team	10.52
UNO and DDLG	10.52

Source: KII Data

### Making UZP Monthly Meetings Effective

Holding monthly meeting is one of the prime activities of UZPs and monthly meetings were being held regularly in all UZPs in Bangladesh with very few exceptions. The points made here by the respondents were very pertinent and perhaps practical as well. As a matter of fact, if the first two recommendations could be implemented in real life situation, there would have been no issues left in the UZPs. The crux of the problem lies in these two issues and question of transparency, accountability, participation would never rise if these two addressed sincerely.

Table 4.10: Means to make UPZ Monthly Meetings More Effective (multiple, % of response)

Responses	%
Functional UCs at UZPs	50.00
Proper implementation of the committee decisions and recommendations	39.47
Ensure holding meeting regularly	28.94
Ensuring participatory decisions in the meeting	26.31
Increase incentives for the participants of the meeting	10.52

Source: KII Data

### Having Functional Upazila Committees

One of the big challenges in UZPs is to make UCs functional. There had been efforts with limited success for years. DDLGs forwarded some suggestions to make UCs functional. The respondents urged for providing appropriate training for UC members. They also thought that proper monitoring of UCs would have changed the scenario. Ensuring secretarial support and necessary funds for holding meeting along with logistic support were considered as important for making UCs functional. Implementing these suggestions would not be so complicated if authorities are determined.

Table 4.11: Means to have Functional Upazila Committees (multiple, % of responses)

Responses	%
Providing appropriate training for UC members	34
Proper monitoring by higher authorities	26
Ensuring attendance of all members, preparing & circulation of meeting resolution	26
Allocate fund to regularize meetings	26
Giving due importance to the decision of the UCs	21
Better coordination between public representatives and government	16
Reducing political conflicts in the council	13
Strong adherence to policies in project implementation	8



### DDLGs Protecting from the Misuse of Public Resources

This had long been a citizen’s complaint in Bangladesh as well as in the media. There had been different mechanisms and systems through which the leakage and pilferage of public resources is still going on. DDLGs forwarded some practical suggestion to reduce misuse of public resources at UZP level. These included proper monitoring of public resources, need for training, updating Asset Register at regular interval, making UZP level committees functional and effective etc. Needless to say, no single entity or person is responsible for this leakage and misuse. The suggestions concluded that overall improvement of governance is the solution of reducing misuse and leakage of resources if not eliminated.

Table 4.12: Steps Need to Reduce Misuse/Leakage of Public Resources (multiple, % of response)

Responses	%
Proper monitoring of development projects	50.00
Proper training on project implementation	28.94
Updating the Asset Register regularly	26.31
Making committees effective and functional	21.05
Motivational orientation	18.42
Ensuring accountability	13.15
Use E-GP system	7.89

Source: KII Data

### 4.2 Key Findings of Focus Group Discussions with NBDs and UZP Staff

For MTA, 39 FGDs in 39 UZPs were planned and all achieved with 312 participants of which 39 were women. Though it was expected to have some regional variations, the information collected through FGDs revealed that there was hardly any big difference to analyze separately, other than request for unconditional grant for resource poor hill UZPs. In the following discussion the findings of the FGDs are presented.

#### Perception on the UGDP

During FGDs, NDBs and UZP Staff mentioned that they used to observe a number of tasks being performed by UGDP. There were so many tasks came into discussion. However, the tasks were organized based on the participants’ preference and the following table is drawn. Among the tasks the first one was physical infrastructure and by default it would always take the first place because as yet in Bangladesh development activity meant by physical infrastructure development. But other tasks mentioned by the participants were very much of what UGDP supported through its grant and technical assistance.

Table 4.13: Key Functions of UGDP (FGD findings)

Key functions of UGDP-NBDs	Key functions of UGDP-UZP Staff
<ul style="list-style-type: none"> <li>✦ Physical infrastructure (roads, connecting roads, culverts)</li> <li>✦ Infrastructural development in educational institutions</li> <li>✦ Building repairs and supply of equipment to improve the quality of health care</li> <li>✦ Installation of deep tube wells for pure water</li> <li>✦ Skill Enhancement / IGA Training</li> <li>✦ Irrigation, drains, box culverts, canal excavation in agriculture</li> <li>✦ Installation of solar lights in the streets</li> <li>✦ Awareness activities / training on various social issues including Corona disaster</li> <li>✦ Development of sanitation and drainage system in various institutions and hat-bazaars</li> </ul>	<ul style="list-style-type: none"> <li>▪ Communication infrastructure (roads, connecting roads, culverts)</li> <li>▪ Infrastructural development in educational institutions</li> <li>▪ Installation of deep tube wells for pure water</li> <li>▪ Building repairs and supply of equipment to improve the quality of health care</li> <li>▪ Skill Enhancement / IGA Training</li> <li>▪ Awareness activities / training on various social issues including Corona disaster</li> <li>▪ Development of sanitation and drainage system in various institutions and hat-bazaars</li> </ul>

### Commendable Sub-projects undertaken in UZPs

A discussion was followed with the commendable job done by the Project as they experienced. In both FGDs the same issue was discussed and the participants came out with the following list of activities:

Table 4.14: Commendable Sub-projects undertaken by UZPs (FGD findings)

NBDs	UZP Staff
<ul style="list-style-type: none"> <li>• Different types of IGA / skills development / ICT training</li> <li>• Establishment of Hygiene / Was Block / Girls Corner / Common Room in the educational institution</li> <li>• Repair of community clinic, supply of materials and furniture</li> <li>• Installation of solar street lights</li> <li>• Disaster relief and awareness activities</li> <li>• Distribution of agricultural seeds, agricultural training and installation of irrigation canals</li> <li>• Provision of benches in educational institutions</li> <li>• Installation of tube wells/latrines in different institutions</li> </ul>	<ul style="list-style-type: none"> <li>◆ Education infrastructure support including Was Block / Girls Corner / Common Room in the high schools</li> <li>◆ Different types of IGA / skills development / ICT training</li> <li>◆ Repair of community clinic, supply of materials and furniture</li> <li>◆ Disaster relief and awareness activities</li> <li>◆ Fish market shed / drain construction</li> <li>◆ Installation of solar street lights</li> <li>◆ Provision of benches in educational institutions</li> <li>◆ Distribution of agricultural seeds, agricultural training and installation of irrigation canals</li> </ul>

### Training Received

The participants in FGDs revealed the difference of opinions in two separate discussions on training from the Project. It came out in the discussion that almost 27% of the NBDs and 39% of UZP staff received (at least) one UGDP training during reporting period. This indicates that the Project committed more time and energy for building capacity of NBDs and UZP staff who are essential part of overall capacity building of UZPs. They also identified benefits of attending training organized by UGDP.

Table 4.15: Trainings Received by Participants

	NBDs		UZP Staff	
	Nos	%	Nos	%
<b>YES</b>	84	26.93	113	39.37
<b>NO</b>	228	73.07	174	60.63
<b>Total</b>	312	100	287	100

Source: FGD with NBDs and UZP Staff

Table 4.16: Potential Benefits of Receiving Training identified by FGD Participants

Training Benefits-NBDs	Training Benefits- UZP Staff
<ul style="list-style-type: none"> <li>• Efficiency increased</li> <li>• Positive attitude grown</li> <li>• The speed of work increased</li> <li>• Able to contribute in planning and budgeting</li> <li>• Knowledge on UZP laws and procedure increased</li> <li>• Awareness increased</li> <li>• Able to facilitate committee works in preparing and presenting appropriate resolutions</li> <li>• Irregularities and negligence decreased</li> <li>• Able to prepare Bill /vouchers easily</li> <li>• Transparency increased</li> </ul>	<ul style="list-style-type: none"> <li>• Efficiency increased</li> <li>• Awareness has increased</li> <li>• The speed of work has increased</li> <li>• Transparency has increased</li> <li>• Positive change in knowledge and attitude</li> <li>• Service delivery strategies have increased</li> </ul>

### Behavioral Change observed due to Project Intervention

Due to project intervention in general and capacity building imitative in particular, participants in FGDs observed changes in behavior and attitude of the officials and staff at UZPs. In terms of behavioral change, NBD officials (99%) were found to be more convinced than that of UZP staff (91%), through latter mentioned participants received more trainings from the project.

Table 4.17: Behavioral Change Observed among Fellow Colleagues

	NBDs		UZP Staff	
	Nos	%	Nos	%
<b>Yes</b>	309	99.04	261	90.94
<b>No</b>	3	00.96	26	09.06
	312	100	287	100

Source: FGD with NBDs and UZP Staff

The participants also shared their observed changes in behavior of their fellow colleagues and how these changes helped UPZs perform better. The issues in the table are organized according to the order of preference of the participants in FGDs.

Table 4.18: Types of Changes Occurred Among Fellow Colleagues

<b>Changes observed-NBDs</b>	<b>Changes observed- UZP Staff</b>
<ul style="list-style-type: none"> <li>✓ The committees have been activated</li> <li>✓ Meetings are regularly conducted</li> <li>✓ The number of meetings has increased compared to the past</li> <li>✓ The resolution is appropriately maintain</li> <li>✓ The resolution is raised at the monthly meeting</li> <li>✓ The interest of the vice-chairmen has increased</li> <li>✓ The recommendation of the committee is taken / taken in accepting the project</li> <li>✓ The importance of the committee in the monthly meeting has increased</li> <li>✓ Committee members inspected the development work</li> <li>✓ The progress of the work was discussed at the meeting</li> <li>✓ The powers and scope of work of the committees have increased</li> </ul>	<ul style="list-style-type: none"> <li>➤ The committees have been activated</li> <li>➤ Meetings are regularly conducted</li> <li>➤ The resolution is appropriately maintain</li> <li>➤ The importance of the committee in the monthly meeting has increased</li> <li>➤ The UC resolutions presented in the monthly meeting</li> <li>➤ The interest of the vice-chairmen has increased</li> <li>➤ The number of meetings has increased compared to the past</li> </ul>

Source: FGD with NBDs and UZP Staff

### Changes Observed in Financial Management Practice

This section of FGDs had lengthy discussions with both participant groups. The participants also observed changes in financial management practices in UZP affairs since UGDP has been in operation. In the following table the changes mentioned by the participants are presented.

Table 4.19: Changes in Financial Management Practices

<b>Changes in financial management-NBDs</b>	<b>Changes in financial management- UZP Staff</b>
Now in many cases e-documents and file/folders are properly maintained, not the case before	Assets registrar get updated regularly
Never felt the need to update assets register unless instructed earlier	Now in many cases e-documents are saved which was not there before
Sectroal allocation and available resource never matched earlier	Earlier the budget was not prepared properly but now it is done in regular basis
Earlier the budget was not prepared properly but now it is done in regular basis	Sectoral allocation is clearly defined now
Correct format / format updated	Skills increased
Mistakes have been reduced	Mails dispatched on time
Skills increased	Mistakes have been reduced
Correspondence is mailed in a timely manner	Format changed/updated
Transparency in financial management has increased	

Source: FGD with NBDs and UZP Staff

## Participation in FYP Preparation

Almost all participants were found to be aware of the Five-Year Planning preparation in UZPs, as revealed during FGDs with NBDs and UZP staff. However, NBD officials likely had more participation in FYP than UZP staff as shown in the following table.

Table 4.20: UZPs Official and Staff on Participation in FYP Making (% of responses)

	NBDs	UZP Staff
Providing information in the planning process	65	46
Directly working in the team preparing the five-years plan	12	7
Not sure/ Can't say	23	47

Source: FGD with NBDs and UZP Staff

## Information Focal Point

Appointing an Information Focal Point at all government offices was mandatory according to the Right to Information Act of 2009. During FGDs there was a lengthy discussion on this issue and the participants came up with the following outputs (shown in the table below).

Table 4.21: Awareness on Information Focal Point (% of responses)

	NBDs	UZP Staff
Participants know the person including their names	89	73
There was one but not sure who the person	4	14
Not appointed but the head of the department acts	4	12
Don't know/ no idea	3	1

Source: FGD with NBDs and UZP Staff

## Citizen Charter (CC)/Seba Dan Protishruty

Since introduction in Bangladesh, Citizen Charter (Seba Dan Protishruty) was welcomed by citizens and officers became more compliant as well. During FGDs, both NBDs and UZP staff identified CC as important, almost all were aware of CCs in their own offices. The responses captured regarding CCs are as follows:

Table 4.22: UZP Officials and Staff on CCs in Respective Offices (% of responses)

	NBDs	UZP Staff
Have it now	91	74
Had it but got damaged	2	6
Recently updated	4	9
Not one, but will have it soon	3	11

Source: FGD with NBDs and UZP Staff

## Place of CC Displayed

In terms of CCs displayed, FGD participants discussed in detail came out with the following results. The outcomes were found to be almost identical.

Table 4.23: UZP Officials and Staff on CC Display (% of respondents)

	NBDs	UZP Staff
Billboards	53	45
Hanged in the Wall in front of office	33	33
Inside office	5	6
In the process of updating it	9	15

Source: FGD with NBDs and UZP Staff

### UDF at UZPs

Upazila Development Facilitators (UDF) was a unique addition to UGDP that helped project being implemented better in the field and realizing the project goals and objectives. The captured information suggested that FGD participants knew UDFs deployed in respective UZPs.

Table 4.24: Awareness of UDF in UZPs (% of responses)

Responses	NBDs	UZP Staff
Know and could recognize	89	98
Know but no working relations	9	2
Don't know	2	-

Source: FGD with NBDs and UZP Staff

The participants also discussed the role of UDF in their UZPs but observed that roles differently in most cases. This table is drawn based on the preference of the responses by each of the participant categories.

Table 4.25: Perceived Roles of UDF in UGDP Implementation

UDF role at UZPs	NBDs	UZP Staff
Supervising and monitoring projects	★★★★	★★★
Assisting in project selection and approval	★★	★★★
Assisting in project formulation	★★	★★★★
Assistance in organizing and managing training projects	★★	★★★★
Assistance in stakeholders coordination	★★★	★★
Assistance in making bill vouchers and sending them to PMU	★★	★★★
Supporting in tender procedure	★	★★

Source: FGD with NBDs and UZP Staff

### Relevance of Performance Based Allocation

In FGDs, the participants in their respective groups discussed the issue of additional development fund available to UZPs from UGDP at length and came up with the following outputs. They were of the opinion that even with additional development fund, UZPs could not meet the expectations of the citizens. The discussion points are summarized in the following table.

Table 4.26: Perception on Relevance of UGDP among FGD Participants (% of respondents)

Issues	NBDs	UZP Staff
Yes, meeting expectation	5	5
No, don't think so	81	83
Partially, expectations is high but allocation low	7	7
Projects cannot be taken up in all sectors	6	5

Source: FGD with NBDs and UZP Staff

### Compliance with Plans and Procedures

Implementing project activities according to a given or set of plans has always been considered as indicators of effectiveness. The participants in their respective groups discussed, debated and came to a consensus as the following in terms of implementing the project activities according to plan prepared beforehand:

Table 4.27: Participants on Compliance of UGDP (% of responses)

Responses	NBDs	UZP Staff
Totally Compliant (100%)	33	28
Mostly complaint (80%)	56	64
Not at all compliant	11	8

Source: FGD with NBDs and UZP Staff

The participants however identified reason for non-compliance as well and it was surprising that the reasons are totally identical for both groups, shown in the table below.

Table 4.28: Reasons for Non-compliance According to FGD Participants

Reasons for non-compliance	NBDs	UZP Staff
MP's recommendation / political pressure	★★★	★★★
Due to various natural calamities and disasters, new projects became urgent	★	★
Personal / political interests of public representatives	★★	★★

Source: FGD with NBDs and UZP Staff

### About Additional Work Load due to New Sub-projects

During FGDs the participants were asked to express their opinion if they feel sub-project work as additional to their duties and burdensome. Accepting sub-project work as additional to their routine work, they were found to be ready to bear those for the better interest of the citizens they ought to serve. However, the percentage of willing to fulfill responsibility was lower among the UZP staff than NBDs. This was a paradigm shift from the baseline and perhaps a result of capacity building efforts of the Project. During baseline, almost 40% of NBDs and Staff asked for financial benefits if they work for sub-projects in addition to their regular duties and responsibilities.

### Factors Influencing Achievement of Development Objectives

In FGDs the participants identified some factors that they consider affecting the success of the project. In the discussions, lot of issues came up and there had been lively debate on the factors of success among the participants. It was evident from the following table that two different participant groups in FGDs looked at the success factor differently as well. For

example, UZP staff recognized the support from UDF more than NBDs, however, gave similar weight about intensive monitoring practiced in the Project.

Table 4.29: Factors Positively Influencing UGDP Success

Factors contributing to achievement	NBDs	UZP Staff
Proper planning	★★★	★★
Coordination	★★★	★★★★
Intensive monitoring	★★★	★★★
Ensured support from all parties involved	★★	★
Efficient management	★★	★★★
Commitment of public representatives	★★	★★
Maintaining Transparency and accountability	★★	★
Adherence to policies	★★	★
Free from political complexity	★	★
Sincere cooperation of government officials and UDF	★	★★

Source: FGD with NBDs and UZP Staff

Likewise, the participants also discussed and debated the factors that affected the achievements of the project in detail. It is interesting that the hindering factors of achievements were almost identical for both groups.

Table 4.30: Factors Negatively Affecting UGDP success

Factors affecting achievements	NBDs	UZP Staff
Political conflict within the council	★★★★	★★★★
Arbitrary attitude of the Upazila chairman	★★	★★
Natural disasters	★★	★
Lack of monitoring and supervision	★★	★★
Incoherence	★★	★★
Lack of proper planning	★★	★
Weakness of management	★	-
Irregularities and corruption in contractor selection / procurement	★	★
Unreasonable recommendation of the Member of Parliament	★	★
Non-cooperation of officers	★	★
Project selection and tendering through pocket committee	★	★
Implementing invisible projects	★	★

Source: FGD with NBDs and UZP Staff

### Supports from UGDP

During FGDs, participants' opinion on the technical support received from UGDP through different level were captured and computed. The first table shows whether they received any technical assistance from the Project. It was evident that NBD officials were happier than UZP staff in terms of receiving technical assistance from the Project, thus UZP staff considered the support they received was not enough for them. However, it was observed that some of the staff did not even raise their voice on this issue as they were unaware of this issue.



Table 4.31: Supports (Trainings) Received from UGDP by FGD Participants

<b>Technical support from UGDP</b>	NBDs	UZP Staff
Yes	74	27
Not enough	13	56
Don't know	13	17

Source: FGD with NBDs and UZP Staff

The difference was even more evident when they discussed about the types of assistance received. NBDs used to work more with sub-projects and availed the forms and formats delivered by the Project. It was important to note here that both NBDs and UZP staff equally acknowledged the support they received from UDFs deployed by the Project at UZPs so as capacity building services they received from the Project.

Table 4.32: Types of Supports from UGDP received (multiple; % of responses)

<b>Types of assistance received</b>	NBDs	UZP Staff
Guideline and formats	60	21
Support from UDF	41	45
Training/ capacity building	27	33

Source: FGD with NBDs and UZP Staff

### Improvements Observed due to Project Intervention

Both the groups during FGDs shared their observation as there were significant improvements in managing UZP affairs due to project intervention. They also discussed the reasons for the improvements they observed in their respective work stations. The reasons identified in the FGDs are very pertinent ones that they used to encounter during their routine work in UZPs as shown in the following table.

Table 4.33: Improvements Observed

<b>Reasons for improvement</b>	NBDs	UZP Staff
Making plans and budgets	★★★★	★★★★
Effectiveness of committees	★★★	★
Making various meetings and resolutions	★★★	★★★
In conducting skills training	★★★	★
Preparation, acceptance, selection and approval of project proposals	★★	★★★★
Project Tender / Procurement	★★	★★
Implementation of development projects	★★	★
Supervision and monitoring	★★	★★
Filling and Documentation	★★	★★
Maintaining Asset Register	★	★★
Designing and updating Citizen Charter	★	★

Source: FGD with NBDs and UZP Staff

### Attitudinal Change at UZP Service Delivery

The participants in the FGDs were in agreement that there was significant attitudinal change among persons who were responsible for delivering services at UZPs. Though there was agreement about the observed changes and changed issues but difference in the degree of observation was so visible, as showed in the following table.

Table 4.34: Perceived Attitudinal Change in Service Delivery

Attitudinal Change in Service delivery	NBDs	UZP Staff
Quality and speed of service delivery has increased	★★	★★★★
Skills and abilities increased	★★	★★
Transparency and accountability increased	★★	★★
Services for citizens became easier and more accessible	★	★★★★
Knowledge has increased but vision has remained the same	★	★★

Source: FGD with NBDs and UZP Staff

### Sustainability of UGDP Actions

The FGD participants were found to be unsure about continuing UGDP activities in present form. Among the participants the NBDs were more skeptic than UZP staff.

Table 4.35: Perception on Sustainability of UGDP Interventions (% of responses)

Sustainability of UGDP actions	NBDs	UZP Staff
Yes	33.65	40.77
No	66.35	59.23

Source: FGD with NBDs and UZP Staff

However, those who believed that UGDP activities would be continued at same pace in future also identified the reasons behind their belief. In the following table, it revealed that there was disagreement among two groups of participants about the degree of the reasons.

Table 4.36: Perceived Reasons\* for Continuing UGDP Activities

Reasons for continuing UGDP activities	NBDs	UZP Staff
Acquired knowledge, skills and experience will keep moving	★★★	★★★★★
Will continue but will gradually slow down	★★	★
Once the practice of something has started, it continues	★½	★★½
Increased public awareness generate compulsion	★½	★★★
Demands of time	★	★

Source: FGD with NBDs and UZP Staff \* Half Stars in the table represents less than a full star in percentage.

FGD participants who thought the project activities would not be continued by UZPs also identified some reasons in support of their claim, as shown in the following table.

Table 4.37: Perceived Reasons for Not Continuing UGDP Activities

Reasons for not continuing UGDP activities	NBDs	UZP Staff
If there is no obligation, there is no practice	★★★★★	★★
Non availability of UDF support, pushing for work done	★★★	★★★★★
Due to the short duration, all good practices will be lost	★★★	½
Financial capability will reduce along with other capabilities	★★	½
Lack of training will create knowledge gap among new officers / employees	★	★★
Influence and use of discretionary power by elected leaders will increase	½	★

Source: FGD with NBDs and UZP Staff \* Half Stars in the table represents less than a full star in percentage.

### UZPs Capacity to meet Development Expectation of the Citizens

FGD participants discussed if UZPs would be able to meet ever-increasing demands for development activities when UGDP would become non-existent. There was a lot of discussion among themselves along with arguments and counter arguments. Finally, they came up with the result described in the following table. The thoughts of both groups were identical.

Table 4.38: Perceived Change of UZP Capacity in Delivering Services (% of responses)

	NBDs	UZP Staff
No, can't	81	91
In those Upazilas where the revenue income is much higher they may be able to but the quality of work will be poor	12	7
Irregularities and corruption will increase	7	2

Source: FGD with NBDs and UZP Staff

## SWOT Analysis (NBDs only)

During FGDs, NBDs conducted SWOT analysis of the Project. The following matrix is the result of that exercise during FGDs. This matrix summarizes all the FGDs conducted for NBDs during MTA.

Table 4.39: SWOT Analysis by FGD participants (NBDs)

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>• Training of officers and public representatives</li> <li>• Specific guidelines</li> <li>• Assistance / Monitoring by UDF</li> <li>• Transparency and accountability</li> <li>• Receive fast allocation</li> <li>• Skill based allocation system</li> <li>• Acceptance of Local Government Department and JICA</li> <li>• The trainings are timely and effective</li> <li>• Performance Assessment</li> <li>• Provide support for development work as well as skills and capacity building</li> <li>• Mandatory 20% training allocation for training</li> </ul>	<ul style="list-style-type: none"> <li>◆ Allocation is low / not up to date</li> <li>◆ The logistical support of the project is low</li> <li>◆ Projects cannot be taken in all sectors</li> <li>◆ No need assessment of the project</li> <li>◆ Projects cannot be taken below 10 lakh taka</li> <li>◆ Not considering the size, population or number of unions in the Upazila during development grant allocation</li> <li>◆ Manpower is low</li> <li>◆ No provision for inspection allowance</li> <li>◆ No provision for charging overhead cost in the development sub-projects</li> <li>◆ Details of the implemented project not shown through signboard</li> <li>◆ Not having the opportunity to spend more than 10 lakhs in single project</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>✦ Capacity building/ training</li> <li>✦ UDF support</li> <li>✦ Scope for increasing skills and awareness of the people</li> <li>✦ Yearly development allocation</li> <li>✦ Receive additional allocations based on performance</li> <li>✦ Elected representatives are able to fulfill their promises</li> <li>✦ Scope for improving management system of the council</li> <li>✦ Meeting unfulfilled needs of the departments</li> <li>✦ Practice of doing things by rules and manuals</li> </ul>	<ul style="list-style-type: none"> <li>➤ Political influence</li> <li>➤ Natural disasters</li> <li>➤ Lack of materials / follow-up / funding at the end of training</li> <li>➤ At the end of the project, the success / achievements of the council run the risk of not continuing</li> <li>➤ There is a risk of not getting long-term benefits if the development work does not have repair or maintenance funds</li> <li>➤ Risk of not completing the work on time by the contractor due to lack of running bill</li> <li>➤ Risk in terms of sustainable development due to short duration of the project</li> <li>➤ Irregularities and corruption</li> <li>➤ Not getting regular allocations</li> <li>➤ There is a risk of not achieving the project objectives due to low allocation</li> <li>➤ Irregularities / overlapping in project selection</li> <li>➤ Excessive use of discretionary power by public representatives</li> </ul>

## Suggestion to Improve the Quality of Planning at UZPs

NBDs extended some of the very practical suggestion to improve the quality of planning at UZPs during FGDs. These suggestions were compiled based on the degree of preference as shown in the following box.

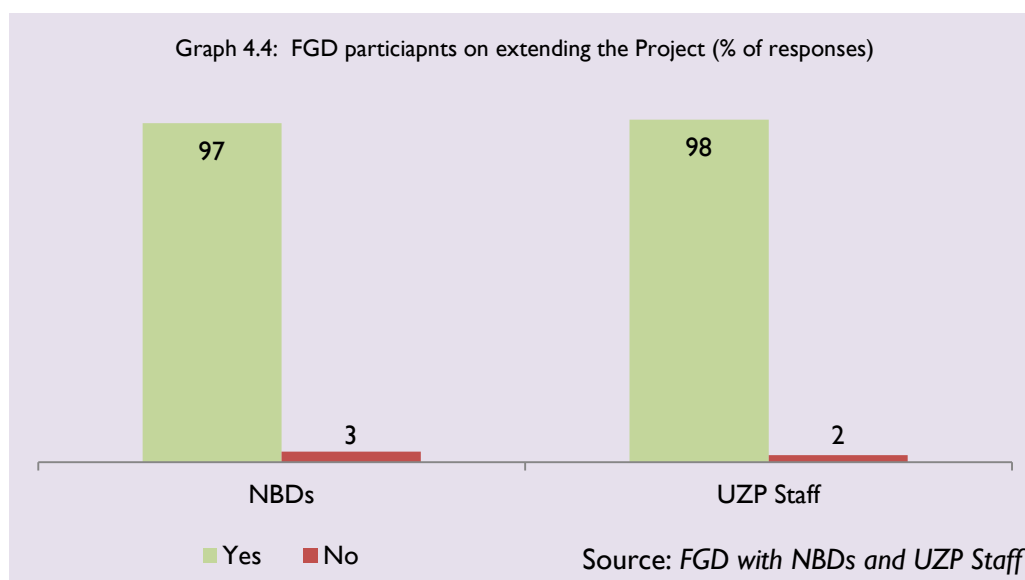
Table 4.40: Suggestion for Improving Planning Quality at UZPs

Suggestion- For improving Planning Quality
<ul style="list-style-type: none"> <li>• Formation of committee consisting of skilled officers and public representatives</li> <li>• Regular Committee Orientation / Training</li> <li>• Drafting plans through workshops</li> <li>• Preparing priority list through participatory process</li> <li>• Citizen participation for validating priority list through Open Forum</li> <li>• Appropriate coordination of UP and departmental plans</li> <li>• Conducting resource mapping for identifying the sources available</li> <li>• Introducing Peer monitoring system</li> <li>• Accepting the inputs/ information from UDF</li> <li>• Managing the planning process Efficiently</li> <li>• Accepting the recommendations of UCs</li> <li>• Taking advice from district level officials</li> </ul>

Source: FGD with NBDs and UZP Staff

## Extension of UGDP

Irrespective of affiliation of the participants, all they wanted the extension of UGDP desperately. The following graph depicted the overwhelming support for project extension extended by FGD participants.



## Future Actions

The participants during FGDs have shed light on the future of the project in the following ways. The issues were organized according to their degree of preference.

Table 4.41: Suggested Future Actions by FGD Participants

Future Actions-NBDs	Future Actions-UZP Staff
- Training of all officer staff	- Training of all officer staff
- Regular and increased allocation	- Allowing to take up projects in physical infrastructure sector
- Departmental allocation	- Analyze the demand and allocate accordingly
- Scope for implementing physical infrastructure project	- Departmental allocation
- Increased allocation on skills and income enhancing training	- Increased allocation on skills and income generating training
- Increase the duration of the project	- Prioritize agriculture, fisheries, health and women's development
- Allow overhead cost / logistical support for project implementation	- Initiatives to solve the housing problem of the officials
- Analyze the demand and allocate resource accordingly	- ICT training for primary school teachers
	- Increase the duration of the project

Source: FGD with NBDs and UZP Staff

### 4.3 FGD with Citizens

For this MTA, in the intervention areas 39 FGDs conducted with citizens representing their communities where a total of 324 participants attended of whom 50 were women. FGDs at UZPs conducted at participant's convenience maintaining social distances due to COVID-19 pandemic. However, MTA team got the impression that women participation was little low due to the same reason, i.e. COVID-19. The key findings of FGDs with community representatives are presented in the following.

#### Understanding of the Key Tasks of UZPs

Participants in FGDs have identified a long list of tasks performed by UZPs from their experiences. Here, top seven tasks were shown in the following box.

Table 4.42: Understanding of the Key Tasks of UZPs

Citizen understanding of UZPs tasks
<ul style="list-style-type: none"> <li>• Construction of roads and ghats / development and repair of infrastructure</li> <li>• Working with people / public service</li> <li>• Maintaining law and order / arbitration</li> <li>• Installing deep tube wells for irrigation</li> <li>• Improvement of sanitation and drainage system / drinking water</li> <li>• Monitoring development projects</li> <li>• Implementation of various government programs / distribution of relief</li> </ul>

Source: FGD with Community representatives (Citizens)

#### The UZPs Works Citizens Observed

During FGDs citizens after long discussions made a list of the works they observed UZPs are implementing over the years. There was a long list of UZP works made, but top of them were drawn here in the following box.

Table 4.43: UZP Works Observed

<b>UZP works as citizens observed</b>
<ul style="list-style-type: none"> <li>• Conducting various awareness rallies and campaigns</li> <li>• Implementation of various projects (construction of roads, buildings, bridges, culverts, tolls)</li> <li>• To settle judgment and arbitration</li> <li>• To maintain law and order</li> <li>• Laying of tube wells</li> <li>• Health sector / distribution of health products</li> <li>• Provide social security and various allowances</li> </ul>

Source: FGD with Community representatives (Citizens)

### **Types of Work UZPs Implement Most**

In the FGDs citizen groups identified some types of works that they considered UZPs implement more often. The top six works identified are shown in the following box.

Table 4.44: Types of Work UZPs Implement Most

<b>Types of work done by UZPs</b>
<ul style="list-style-type: none"> <li>• Construction of infrastructure</li> <li>• Expansion of education and construction of buildings / construction of WASH blocks</li> <li>• Solar power and streetlights</li> <li>• Provide social security / allowances</li> <li>• Safe water supply and installation of tube wells</li> <li>• Provide skills enhancement training</li> </ul>

Source: FGD with Community representatives (Citizens)

### **Citizen Participation in UZP Affairs**

During FGDs the citizens groups shared their experience if they had any chance to participate in any UZP affairs. Of 324 participants reached through FGDs, 293 categorically mentioned that they were never invited to attend in any meeting by UZPs. After long discussion they defined this meeting as a meeting that is related to the management of UZP. However, many of them attended other events organized by UZP as shown in the following box.

Table 4.45: Invited by UZPs to Attend Any Meeting

<b>Responses</b>
<ul style="list-style-type: none"> <li>• Invited to National Mourning Day / Independence Day</li> <li>• Discussion meeting on agriculture / High yielding crop</li> <li>• Attend cultural events</li> <li>• Attended various awareness raising seminars and meetings</li> <li>• Workshop on safe drinking water</li> </ul>

Source: FGD with Community representatives (Citizens)

### **Citizen Involvement in Planning at UZPs**

Citizens shared their experience of involvement with the planning process of their respective UZPs during FGDs. The responses of the participants indicated the status of citizen participation in UZP planning.

Table 4.46: Planning at UZPs and Citizen Involvement

Citizen participation in UZP planning	
•	UZP never invites citizens to discuss management issues
•	No idea about UZP planning process
•	Never invited to the planning meeting
•	Aware that UZPs making their plan
•	UNO and the chairman jointly make plans
•	Know about annual planning meeting

Source: FGD with Community representatives (Citizens)

### Citizens on Upazila Committees

Citizens participated in FGDs did have some ideas about Upazila Committees (UCs), though in form of Standing Committees. In general, 74% of FGD participants knew about Upazila Committees or Standing Committees. The following box clearly drew the picture of citizen perception of UCs.

Table 4.47: Awareness about UCs

Responses	%
Know about Disaster Management Committee	55.55
Committee on Women and Children Affairs	53.08
Law Management Protection Committee	49.38
Development Coordination Committee	39.50
Committee on Education / Standing Committee on Health	37.34
NGO Coordination Committee	31.17
Know about 17 standing Committee	12.65

Source: FGD with Community representatives (Citizens)

### Behavioral Changes Observed

In FGDs there was general consensus that citizen observed behavioral changes among UZP officials. Of 324 participants, 86.42% admitted that they observed changes, while the rest 13.58% did not see any such change. Later the participants prepared a list of what they consider as behavioral change according to degree of preference.

Table 4.48: Behavioral Changes of UZP Officers Observed by Citizens

Behavioral Changes observed	
•	Earlier it was not possible to talk to the officers but now people can easily talk to the officers
•	Earlier UNOs could not be seen, now everyone can meet on a certain day
•	If you want to know any information, you can easily know it
•	The quality of service of various departments has increased
•	The sense of responsibility has increased
•	Regular in office

Source: FGD with Community representatives (Citizens)

### Citizen Participation in Development by UZP

It revealed from FGDs with citizen group that they had some experience to participate in the development activities implemented by UZPs though in limited scale (16.66%). Those who participated in the process mentioned the following project they were part of including (according to degree of mentioning)-

Table 4.49: Citizens in Development activities

**Citizens in Development activities**

- Providing information board for the student appearing public examinations
- Infrastructure development work, road, culvert etc.
- Installation of deep tube well / tube well
- Training on fisheries and block-batik

Source: FGD with Community representatives (Citizens)

**Perception of Transparency in UZP Affairs**

Transparency in development activities is a highly important issue. Nowadays citizen became aware of the importance of transparency in governance issues as well. The following table depicted citizen perception on transparency in UZP affairs.

Table 4.50: Perception of transparency in UZP affairs

Issues	Count	%
Transparency is maintained	54	16.66
No transparency there	190	58.64
There is transparency in some works	80	24.69

Source: FGD with Community representatives (Citizens)

**Monitoring of UZP Development Projects**

This was most challenging issues for the citizens participated in the FGDs and there was never ending debate about this in almost all FGD sessions. The following table depicted the options citizens considered monitoring the development projects of UZPs.

Table 4.51: UZPs Development Project Implementation should be Monitored by (multiple):

Monitored by	Count	%
Public representatives and UNO together	296	91
Upazila Monitoring Team / Upazila Officer / UNO	236	73
Engineer LGED / PIO	201	62
Representatives of the people	195	60
Tag Officer / PIO	52	16
Project Implementation Officer (PIO)	48	15

Source: FGD with Community representatives (Citizens)

**Who Provide Development Funds to UZPs?**

Table 4.52: UZPs Receive Development Grants from:

	Count	%
From JICA	299	92.28
Don't know	25	7.72

Source: FGD with Community representatives (Citizens)

**Citizen Satisfaction on UZP Development Activities**

During FGDs, citizens were requested to rate their satisfaction on the development activities in 1-5 scale, where 1 is totally dissatisfied and 5 is highly satisfied. Nobody gave 4 or 5 on satisfaction. However, 10% of the respondents wished to refrain from scoring and after urging they didn't even want to give a 1 on satisfaction. They were too much dissatisfied with the development efforts of UZPs, as mentioned.



Table 4.53: Satisfaction on UZP Development Activities

Rating	Count	%
Totally dissatisfied	100	30.86
Dissatisfied	125	38.58
Average	65	20.06

Source: FGD with Community representatives (Citizens)

### Citizens on UDFs

UDFs were deployed by the Project to support UZPs in implementing sub-projects as hands on technical support. As they used to work more with UZPs they did not have enough scope to work directly with citizens. The following table also depicted that citizens did not see UDFs much.

Table 4.54: About UDFs

Answer	Count	%
Seen him/her	54	17
Never saw or heard	95	29
Didn't see but heard about him/her	175	54

Source: FGD with Community representatives (Citizens)

### Citizen Charter as Transparency Tool

Citizen Charter (CC) is now a common tool used in all offices. Citizens during FGDs also found to be familiar with CC and 92.60% of them saw CCs in UZP complexes or elsewhere. Of 300 who saw CC, 280 said that they found CC in Billboards, 133 in websites and 88 in notice boards.

Table 4.55: Citizen Charter at UZPs

Answer	Count	%
Yes, I saw	300	92.60
Don't know	24	7.40

Source: FGD with Community representatives (Citizens)

### Information Focal Point

This issue was surprising to the participants in FGDs. Most of the participants were not sure about it and needed further facilitation. Later it revealed that 40.74% of them know about Information Focal Point at UZP offices. They knew about Information Focal Point through the nameplates of officers (122) and on the websites (10). Only 10 participants of 39 FGDs could name at least one of the Information Focal Point in their UZPs.

Table 4.56: Information Focal Point

Answer	Count	%
Yes know	132	40.74
No don't know	192	59.26

Source: FGD with Community representatives (Citizens)

## Budget Disclosure

Citizens in FGD sessions had a healthy discussion about their UZP budget, but only 12% knew that UZPs had their own budget. The rest 88% had no idea about budget, as they thought UZP budget was not disclosed for citizens. As a matter of fact, only interest persons had the opportunity to know about UZP budget. Those who got to know about their UZP budget knew it from websites (30), and publicity through the loud speakers (9).

Table 4.57: About UZP Budget

Answer	Count	%
Yes know	39	12.04
No don't know	285	87.96

Source: FGD with Community representatives (Citizens)

## Expectation from UZPs

FGD participants, however, submitted sort of their wish list to UZPs. It was a big list. Some key wishes of the citizens were as follows (according to order of preferences):

Table 4.58: Citizens expectation from UZPs

• More and more developmental work	★★★★★
• Maintain law and order	★★★★★
• Involvement of the people	★★★
• Transparency and accountability	★★★
• Development of education sector	★★

Source: FGD with Community representatives (Citizens)

## Role of Citizens in making UZPs more Accountable

Citizens also find their role in making UZPs more accountable during FGDs. They forwarded the following recommendations for the fellow citizens by which they thought UZPs could be made more accountable. The following were some of the key recommendations made during FGDs (according to the degree of preference):

Table 4.59: Citizens role in making UZPs accountable

Protest against corruption and inform the concerned authorities	★★★★★
Attending various meetings organized from the UZP	★★★
Demanding disclosure of budget, expenditure documents	★★
Cooperation in development work	★

Source: FGD with Community representatives (Citizens)

## 4.4 Key Findings of the Non-intervention Upazilas

There was an attempt to collect data and information from non-intervention Upazilas where UGDP did not work to compare changes made due to project intervention over project period. In this case separate questionnaires were used and only the basic UZP functions were incorporated so that a general scenario can be drawn between the UPZs under intervention and non-intervention areas. In the following section, key findings of the non-intervention Upazilas are presented.

### Key UZP Functions

Different stakeholders of UZPs identified key function of UZP differently in control areas. While UZP Chair and UNO had almost similar understanding about key UPZ functions, the other elected representatives share the similar pattern as well. Notable here is in non-intervention Upazilas other than UZP Chair, the elected representatives considered infrastructure development as their key functions followed by maintaining law and order situation. The Vice Chair (W) was found to be heavily involved in social arbitrations.

Table 4.60: Key Functions of UZPs (Control; multiple, % of responses)

Responses	UZP Chair	UNO	VC	VC-W	UP Chair
Conducting and attending different meetings	55	38	42	69	54
Preparation of Development Plans and Budget	64	31	-	-	38
Reviewing law and order and taking appropriate actions	18	31	67	12	46
Infrastructure development	27	31	75	85	69
Supervision, monitoring and coordination	36	23	25	-	38
Implementation of various government programs	45	23	25	62	33
SSN distribution	18	-	33	38	33
Social Arbitration (ADR)	18	-	33	77	-

Source: KII (non-intervention Upazilas)

### Effectiveness of UZP Monthly Meetings

The respondents rated the effectiveness of the monthly meetings of UZPs. The respondents gave their rating in a five point scale where 1 was not at all effective and 5 were most effective. From the table below it revealed that they considered monthly meetings as effective as most of them rated the monthly meeting a 4 or a 3. It meant if the effectiveness of the monthly meeting was not the best, it was not worst either.

Table 4.61: Effectiveness of is UZP monthly meeting (Control; % of responses)

Rating	UZP Chair	VC	VC-W	UP Chair
Not at all effective	-	-	-	8
Not effective	-	17	-	8
Average	64	25	54	23
Effective	18	50	38	38
Most effective	18	8	8	23

Source: KII (non-intervention Upazilas)

### Effectiveness of UC Meetings

The respondents also rated the effectiveness of UC meeting being conducted at UZPs, where 1 was not effective at all and 5 is most effective. Here again the respondent opted to score in the middle or higher middle level as most of them did choose a rating of 3 or 4. This is simply a trend when the respondents wanted to be in a safe side. As a matter of fact, elected representative rarely criticize anything that one way or another affects themselves.

Table 4.62: Effectiveness of UCs (% of responses)

Rating	UZP Chair	VC	VC-W	UP Chair
Not effective at all	-	8	-	15
Not effective	-	17	15	8
Average	55	33	38	38
Effective	27	33	31	31
Most effective	18	8	15	8

Source: KII (non-intervention Upazilas)

### Satisfaction on UZP Planning and Implementation Capacity

The respondents in the non-intervention areas also rated (in a scale of 1-5, where 1 was not at all satisfied, and 5 was Most satisfied), their satisfaction on the planning and associated implementation capacity of UZPs. Interestingly UZP Chairs rated the planning capacity highly as three of them scored a 5, while only one scored 5 for implementation. On the whole, the respondents gave a better score for implementation than planning. The reason could be that all the respondents are usually not involved in the planning process of UZPs but certainly have roles in implementation of different activities of UZPs.

Table 4.63: Satisfaction on Planning versus Implementation Capacity of UZPs (% of responses)

	UZP Chair		VC		VC-W		UP Chair	
	Plan	Impl.	Plan	Impl.	Plan	Impl.	Plan	Impl.
Not at all satisfied	-	-	8	-	-	-	8	8
Not satisfied	18	-	17	25	15	8	8	-
Average	18	27	50	33	15	54	31	15
Satisfied	36	64	17	11	46	30	38	62
Most satisfied	27	9	8	8	15	8	15	15

Source: KII (non-intervention Upazilas)

### Disclosure of Financial Statements and Budget Document

In control or non-intervention areas all the elected representatives were of the opinion that they disclose their financial statements and proposed budget for citizen scrutiny before approving them. But they could not substantiate their claim with evidence. There was perhaps a fear that non-compliance might diminish the chance to get the development grant from UGDP. This fear is good but it is better to have these practices in place than making unfounded statements. Because, those who were in favor of this statement were found to be confused about how and when it was taken. The following table depicted the dismal picture.

Table 4.64: Citizens Opinion taken During Budget Preparation (% of responses)

Responses	UZP Chair	UNO	VC	VC-W	UP Chair
Yes	82	84	25	77	62
No	18	8	75	23	38
Don't know	-	8	-	-	-

Source: KII (non-intervention Upazilas)

### Citizen Charter (CC) Displayed

Citizen Charter has now become a common issue in almost all offices as per government directives. Among the respondents, UZP Chairs and UNOs mentioned highly about preparation and display of CC in offices. However, other respondents had difference of opinions especially Vice Chair (W) and UP Chairs totally disagreed. As a matter of fact, without supervision from above CCs were neither prepared in offices nor placed in a prominent location for citizen visibility.

Table 4.65: Citizen Charter Prepared and Displayed at Upazila Offices (% of responses)

Responses	UZP Chair	UNO	VC	VC-W	UP Chair
All offices	91	85	75	31	15
Many offices	9	-	25	31	38
Don't know/ can't say	-	15	-	38	46

Source: KII (non-intervention Upazilas)

### Information Focal Point

As per RTI Act of 2009, all government and autonomous office must designate an officer to deliver information on demand and the name of this person should be made public by any appropriate means. Here again there was gulf of difference between opinions of UZP Chair and UNOs with that of other elected representatives. Field experiences suggested that the other elected representatives were closer to the reality as data collection team rarely saw signs of Information Focal Point in offices. It might be that the local citizens know the person who is responsible for sharing information. But a newcomer in an office can hardly find one to seek information.

Table 4.66: Appointment of Information Focal Point as per RTI Act (% of responses)

Responses	UZP Chair	UNO	VC	VC-W	UP Chair
All offices	82	92	33	31	46
Many offices	9	8	67	31	8
Don't know/ can't say	9	-	-	38	46

Source: KII (non-intervention Upazilas)

### Tracking UDCC Meetings Held Regularly

One of the important activities of Union Parishads (UPs) in Bangladesh is to conduct monthly Union Development Coordination Committee (UDCC) meetings. As the development activities are coordinated by UZPs, UZPs were assigned the role of tracking if UDCC meetings are held regularly. UZPs accept this role and usually use different tools to track UDCC meeting accordingly. The following table shows the tools used by UZP elected leadership administered for tracking UDCC meetings of their respective UZPs. Vice Chairs (both male and female) were, however, found to be little unaware of this role.

Table 4.67: Monitoring UDCC Meetings (% of responses)

Responses	UZZ Chair	VC	VC-W
Being present in the meeting	27	-	15
Reviewing the meeting resolution	27	25	15
Communicating personally	9	25	23
Through the tag officer	18	-	-
I don't know / I can't say	18	50	46

Source: KII (non-intervention Upazilas)

Among 13 UNOs 12 of them mentioned that they used to monitor regularly whether UDCC meetings were held regularly or not. However, they were not asked how they did monitor the process. The common practice is that UNOs send tag officers to observe the UDCC meetings if they cannot make it of their own. They also review the resolutions of the UDCC meetings.

### Accommodation of Projects Submitted by UPs

UZPs are there to coordinate development initiatives at the middle tier of rural local government system in Bangladesh. Usually UPs submit their potential project list to UZPs. UZPs review them to include them to make UZP development plans. This process is important as development fund at UZP is limited and have to be spent judiciously. The respondents mentioned the following ways to accommodate the proposal at UZPs. It revealed that in most cases the process completed through meetings at UZPs. In some cases, UZPs make the decision and just notify UPs and priority projects were selected. It was, however, evident from the data that Vice Chairs (Male and Female) were not consulted at all in the process. When UZP Chair is unaware of the process as, two of them mentioned, suggested that UNOs used to lead the process there for some reason. Needless to say, the elected leaders at UZPs were in agreement that UP Chair did not want to compromise in the coordination meeting which made things difficult.

Table 4.68: Accommodation of Development Projects Proposed by UPs at UZPs (multiple; % of responses)

Responses	UZZ Chair	VC	VC-W
Through coordination meetings	67	50	38
Through notification to UPs	27	17	23
Priority projects are selected first	27	-	46
UPs do not want to compromise	27	17	31
Can't say / don't know	27	25	46

Source: KII (non-intervention Upazilas)

It is important to note that UP Chairs as members of UZP have different ideas about the process. They said decisions are made either at the monthly meetings or on the basis of recommendation by Upazila Committees, and UP Chairs also mentioned the role of PSC what was totally missing from the UZP leaders.

Table 4.69: Accommodation of Development Projects Proposed by UPs at UZPs (multiple; % of responses)

Responses	UP Chair
As per the decision of the Standing Committee / monthly meeting	54
Adjusting income and expenditure deficits	9
Reviewing UP budgets shared by UPs	18
Through the project selection committee (PSC)	27
Don't know	55

Source: KII (non-intervention Upazilas)

### Formation of Project Selection Committee (PSC)

Formation of Project Selection Committee is one of the important aspects of transparency in UZP affairs. Most of the respondents found to be aware of PSC formation in the non-intervention UZPs. It was also important to be mentioned here that 3 of UZP Chairs did not know about formation of PSC in their respective UZPs.

Table 4.70: Formation of Project Selection Committee (PSC) (% of responses)

Responses	UZP Chair	UNO	VC	VC-W	UP Chair
Yes	73	92	83	92	84
No	-	-	17	8	8
Don't know/ Can't say	27	8	-	-	8

Source: KII (non-intervention Upazilas)

However, the respondents were found to be confused about number of committee members. However, they were sure about the formation of the PSC with odd number of committee members and it was mentioned a minimum of five (5) and maximum of seventeen (17) members.

### Knowledge about UGDP

UGDP is one of the very few projects being directly implemented by LGD in Bangladesh and UZPs are primary partners. Thus, UZPs in Bangladesh are likely to have interest on UGDP. It revealed from the data that elected representatives of the non-intervention UZPs heard about the project but to different extent. UZP Chair and Vice Chair (M) and UP Chairs were found to be netter informed than others especially Vice Chair (F) and UZP women members. The data established the belief that women representatives were less informed or they used to get less information than their male counterparts.

Table 4.71: Heard about UGDP (% of responses)

Responses	UZP Chair	VC	VC-W	UP Chair
Yes	73	67	15	54
No	27	33	85	46

Source: KII (non-intervention Upazilas)

Of 13 UNOs in non-intervention Upazilas 12 of them had no experience of working with UGDP, but the project in general was known to them.

## Reasons of Failure to Win UGDP Development Grant

UGDP development grant is, unlike other state grants to be distributed to UZPs irrespective of their level of performance, rather it is an assessment-based grant. A countrywide Performance Assessment has been conducted every year to find the winners. There is no yardstick of score to win the grant but at least have to pass the preconditions. UZPs whether winner of UGDP grant or not were aware of the process. Among the non-intervention UPZs, i.e. never won UGDP development grant, the respondents mentioned several reasons as their failure. These include failure to provide necessary documents, political conflict prevailing in the council mainly mentioned by UZP Chairs and Vice Chairs. But UP Chairs did mention that UZPs did not earn good score in Performance Assessment, and due to irregular committee meetings etc.

Table 4.72: Reasons for Not Receiving UGDP Development Grant (Multiple; % of responses)

Responses	UZP Chair	VC	VC-W	UP Chair
Failed to provide required documents during assessment	45	67	23	-
Political/ personal conflict in the council	45	33	-	31
Inefficiency in UZP	9	-	23	-
Committee meetings are not regular	9	-	-	15
Didn't get points in the performance assessment	-	-	-	38
Lack of awareness	-	-	-	15
Didn't know / can't say	18	33	54	31

Source: KII (non-intervention Upazilas)

## SWOT Analysis (Control)

The respondents of non-intervention areas also conducted SWOT analysis of their UZPs during MTA data collection. Based on their experience they analyzed their respective UZP's strengths, weaknesses, opportunities and threats. Following matrix summarized the SWOT analyses conducted in non-intervention UZPs during MTA.

Table 4.73: SWOT Analysis of UZPs (Control)








Strengths	Weaknesses
<ul style="list-style-type: none"> <li>✚ Efficient leadership</li> <li>✚ Transparency and accountability</li> <li>✚ Preparation of appropriate plans</li> <li>✚ Stable law and order situation</li> </ul>	<ul style="list-style-type: none"> <li>✘ Budget deficit</li> <li>✘ Insufficient development fund</li> <li>✘ Poor Revenue income</li> <li>✘ Irregular meetings</li> <li>✘ Poor monitoring</li> <li>✘ Lack of coordination among departments</li> <li>✘ Insufficient allocation from government</li> <li>✘ Insufficient manpower</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>✓ Capacity building</li> <li>✓ Awareness raising</li> <li>✓ Revenue collection</li> <li>✓ Delivering sector-wise services to citizens</li> <li>✓ Making all 17 departments working together</li> <li>✓ Political stability</li> </ul>	<ul style="list-style-type: none"> <li>✘ Lack of job opportunities</li> <li>✘ Allocation is low</li> <li>✘ Natural disasters</li> <li>✘ Poor revenue base</li> <li>✘ Political conflict in the council</li> </ul>







## 4.5 UGDP and Sustainable Development Goal (SDG) Targets

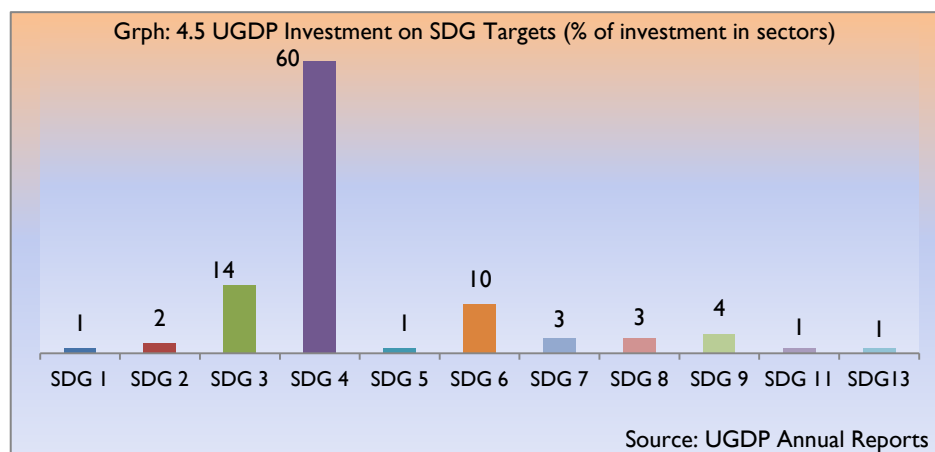
UGDP aims at building UZP capacity in managing its affairs through managing local development agenda by selecting, designing and implementing demand-driven development endeavors. Since inception of the project 818 infrastructure sub-projects have been implemented in the project areas which were designed, approved and implemented by UZPs. As a development project UGD has always been concerned with the global agenda of sustainable development goals. The Project identified at different levels including UPs, Upazila Committees, NBDs were all in one way or the other addressed many of the goals identified in SDGs. One of the mottos of SDGs is leaving no one behind, the Project also had implemented sub-projects that encompass all aspects of social life that UZPs should serve as local government entity. The sub-projects has so far (as of October 2020) been implemented by UGDP directly contributed to 11 out of 17 SDG targets. The following table demonstrates the contributions of the Project to achieving SDG targets.

Table 4.74: UGDP Contribution to SDG Targets through Implementing Infrastructure Sub-projects

	No. of Projects	No of people benefited	Money Invested (BDT)	SDGs Addressed
Poverty and Hunger	13	<b>80,610</b> - Male-42,550, - Female-38,040 - Third Gender-20	<b>16,566,229.00</b>	 No Poverty
	18	<b>247,000</b> - Male-135,380, - Female-111,620 - Third Gender-0	<b>31,659,511.00</b>	 Zero Hunger
Health	137	<b>6,462,691</b> - Male-3,130,475 - Female- 3,331,036 - Third Gender-1,180	<b>178,571,228.00</b>	 Good Health and Well-being
Education	475	<b>2,196,788</b> - Male-1,078,043 - Female-1,118,368 - Third Gender-377	<b>758,515,206.00</b>	 Quality Education
Gender	4	<b>22,197</b> - Male-10,720, - Female-11,457 - Third Gender-20	<b>11,679,539.00</b>	 Gender Equality
WASH	86	<b>644,034</b> - Male-363,066, - Female-280,614 - Third Gender-354	<b>127,701,463.00</b>	 Clean Water and Sanitation
Energy	23	<b>1,167,845</b> Male-649,430, Female-517,280 Third Gender-1,135	<b>38,240,503.00</b>	 Affordable and Clean Energy

Employment	16	<b>346,296</b> - Male-199,000, - Female-147,100 - Third Gender-196	<b>34,941,292.00</b>	 Decent Work and Economic Growth
Infrastructure	34	<b>1,110,946</b> - Male-622,014, - Female-488,591 - Third Gender-341	<b>53,066,418.00</b>	 Industry, Innovation, and Infrastructure
Urban Issues	8	<b>167,220</b> - Male-96,060, - Female-71,090 - Third Gender-70	<b>18,400,569.00</b>	 Sustainable Cities and Communities
Climate Change	4	<b>320,345</b> - Male-156,215 - Female-164,125 - Third Gender-5	<b>5,651,978.00</b>	 Climate Action
	<b>818</b>	<b>1,110,946</b> Male-6,482,953 Female-6,279,321 Third Gender-3,698	<b>1,274,993,937.00</b>	<b>11 SDG Targets</b>

The above table suggests that UGDP had significantly contributed to 11 out of 17 SDGs. Through implementing 818 infrastructure sub-projects and by investing BDT



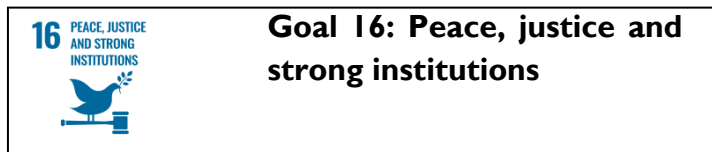
1,274,993,937.00 (one hundred and twenty seven crore forty nine lac ninety three thousand nine hundred and thirty seven taka) the project benefited more than 12,765,972 persons

(including 3,698 trans-gender; TG community). As Local Government Division of the Ministry of Local Government, Rural Development and Cooperatives has been implementing for last few years credit goes to LGD and the sponsoring agency of the project for making considerable contribution of the realizing SDGs. The LGD actually emulated the commitment of the government towards achieving SDG targets by stipulated time through UGDP.

From the chart it was revealed that the UGDP spent 60% of the invested amount on (SDG 4) quality education projects proposed by the Upazila Parishad concerned. This reflected the level of awareness among the citizens about the importance of quality education. However, SDG 3- Good Health and Well-being 14% and SDG 6- Clean Water and Sanitation also received considerable attention from citizens under the project.

Through this project LGD had not only contributed to achieving 11 SDG targets but also prepared communities to participate in development affairs of their own through the elected local bodies at Upazilas and UPs. By participating in the local affairs the citizens not only established their right to know about what was going on around them which affect them in one way or another, their right to claim their most pressing needs through their elected representatives but also had been practicing to making the local government bodies accountable for their actions. The project also encouraged the public officials and elected officials as such maintaining the standard practice of transparency and accountability. All these were the attempt to build capacity of the Upazila Parishads so that these elected bodies could learn to better manage their own development affairs with no interference from above to achieve efficiency and effectiveness of the task performed besides concerns for quality of work, transparency in business, and accountability for actions.

By contributing to achieving 11 SDG targets the UGDP project ultimately contributed to the realization of SDG Target 16 which is Peace, justice and strong institutions. To make peace and justice tangible and long lasting, there was no alternative to have strong institutions in place. When the UGDP project dealt with Upazila Parishads and building capacity of those institutions, it was really making strong institutions there, by ensuring citizen participation in the event. However, measuring UGDP contribution to SDG 16 is a different proposition not the agenda of the MTA, but it could be easily claimed that the project had been making a big stride towards achieving it. It was called by many as the apex of all SDG target, as achieving it would certainly made sure that many others were achieved as well.



## Chapter Five: Performance Assessment under UGDP

The Local Government Division has been implementing the project since late 2015 with the assistance of JICA and working with selected Upazilas in Bangladesh started in 2017. To decide who get the development grants first, the project introduced an annual performance assessment of the participating Upazilas being conducted by the third party entity to keep the process free from any potential conflict of interest as LGD was the implementer. The development grant was named as Performance Based Allocation (PBA) in the project amounting BDT 50 lac for the selected Upazila Parishads. Later an incentive for better implementation of PBA was introduced and a better performing Upazila Parishad might earn additional grant up to BDT 20 lac.

To qualify for development grant under the UGDP project there had been two steps where each of the participating Upazila needed to pass Precondition Indicators. If an Upazila did not pass the precondition stage, performance score for that particular Upazila would be immaterial even if scored 100% in the stage two of Performance Indicators.

Table 5.1: Precondition and Performance Indicators

<b>Step 1: Precondition Indicators</b> <i>(with 2 sub-indicators for each one)</i>	<b>Step 2: Performance Indicators</b> <i>(with 4 sub-indicators for each one)</i>
1. Status of Upazila Parishad Meetings 2. Status of Upazila Committees 3. Existence of Budget and Development Plans 4. Status of ADP implementation and Reporting	1. Institutional Capacity 2. Financial Management Capacity 3. Planning and Budgeting Capacity 4. Transparency and Accountability

Every year all UZP participates in this Performance Assessment and based on the same conditions set by the project, Upazilas are being selected for development grants.

Upazilas received development grants so far:

Year 1: 104 Upazilas  
 Year 2: 200 Upazilas  
 Year 3: 300 Upazilas  
 Year 4: 357 Upazilas

Therefore, good performance of the previous year did not matter at all for the next round and there were instances of not qualified to receive grant in the following year due to deterioration of performance of some Upazilas. The project had a plan to increase the number of grants recipient by a hundred every year. But that was not the case in reality, as

during fourth year the project could award development grant only to 357 Upazilas. This was a reflection of the commitment of the project management to rule adherence- without passing pre-condition no grant being awarded.

As the project was making progress and four of such Performance Assessment were conducted so far. Interestingly in every single performance assessment several numbers of Upazilas scored Zero '0' in performance indicators, which justified the relevance of the UGDP project. Even the indicators were designed in such a fashion that the highest scorer of the assessment after being complacent lost the position and even could not keep their position in top ten performers.

Table 5.2: Top Ten Performers According to Performance Indicators

1 <sup>st</sup> Assessment		2 <sup>nd</sup> Assessment		3 <sup>rd</sup> Assessment		4 <sup>th</sup> Assessment	
Upazilas	Score	Upazilas	Score	Upazilas	Score	Upazilas	Score
Mirpur	82	Bakergonj	83	Nowabganj	96	Durgapur	100
Tongibari	74	Dohar	83	Hajigonj	94	Basail	98
Badarganj	70	Narail Sadar	83	Kuliarchar	94	Agailjhara	97
Naogaon Sadar	72	Assasuni	83	Lohagara	94	Tangail Sadar	97
Rangpur Sadar	69	Sunamgonj Sadar	82	Kalai	94	Haluaghat	96
Rangamati Sadar	69	Ghior	81	Tangail Sadar	93	Galachipa	95
Langadu	69	Lohagara	81	Assasuni	93	Bagatipara	94
Akkelpur	68	Bagatipara	81	Haluaghat	92	Naldanga	94
Haluaghat	68	Baliadangi	81	Singra	92	Manirampur	92
Badalgachi	68	Sonargaon	80	Harirampur	91	Shahrasti	91

From the above table it revealed that over the course of four consecutive performance assessments only Haluaghat Upazila of Mymensingh district could manage to be among the Top Ten performers three times. Assasuni (Satkhira), Bagatipara (Natore) and Tangail Sadar (Tangail) could have the places in Top Ten performers two times each. Surprisingly the first three place holder Upazilas in Top Ten list could not retain their place during 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> performance assessments. For the first time during 4<sup>th</sup> Assessment Durgapur Upazila Parishad of Rajshahi scored hundred out of a hundred. The table also suggested that the overall score of the UZPs were gradually improving with little sliding for some of the UZPs.

Table 5.3: Lowest Scoring Ten UZPs in Four Performance Assessments

1 <sup>st</sup> Assessment		2 <sup>nd</sup> Assessment		3 <sup>rd</sup> Assessment		4 <sup>th</sup> Assessment	
Upazilas	Score	Upazilas	Score	Upazilas	Score	Upazilas	Score
Osmani Nagar	0	Mhendianj	0	Haimchar	1	Burhanuddin	0
Morrelganj	0	Banaripara	0	Kalmakanda	1	JhalokathiSadar	0
Thanchi	0	Burhanuddin	0	Khaliajuri	1	Thanchi	0
Rowangchhari	0	Lalmal	0	SherpurSadar	1	Purbadhala	0
Khaliajuri	0	Maheshkhali	0	Debiganj	1	Gabtali	0
Tazumuddin	1	Savar	0	Burhanuddin	3	Savar	1
Sonagazi	2	Osmani Nagar	1	Bhandaria	4	Kalukhali	2
Cox'sbazarSadar	2	Nalchity	2	Faridganj	4	Kaliganj	2
Ukhia	3	Delduar	3	Monoharganj	4	Alikadam	4
Begumganj	3	Karnafuly	4	Hizla	5	Muksudpur	4

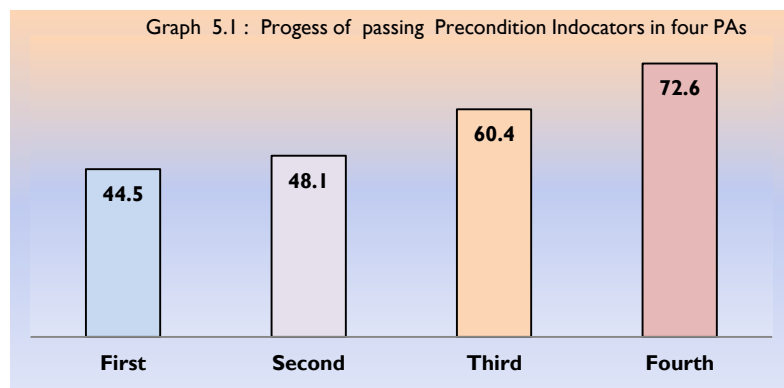
From the four assessment results lowest scoring ten UZP list were drawn. From the above table Burhanuddin UZP of Bhola, Thanchi of Banderban, Kahaliajuri of Netrokona, Osmani Nagar of Sylhet and Savar of Dhaka were found to be constantly scoring lowest among the UZPs over last four assessments. The status of Burhanuddin, Thanchi and Kahaliajuri might be understandable that these were among the most remote UZPs in the country. Though Burhanuddin UZP took place in the lowest TEN list for highest three times.

During each of the assessments there was an interesting trend that at one of well-placed UZPs came into the lowest TEN list- (i) Cox'sbazarSadar UZP at first assessment, (ii) Savar UZP at second assessment, (iii) SherpurSadar at third assessment, and (iv) Savar and JhalokathiSadar. During the MTA it was revealed that the UZPs in the district headquarters or Sadar UZPs were less interested in UGDP development grants due to their strong

resource base and were unlikely to address the governance indicators. Besides, Savar was perhaps the most developed Upazila town in Bangladesh and rarely crying for development fund from external sources and thus paid little attention to improve governance indicators.

## Performance Indicators

As mentioned earlier, the performance assessment is a two step process – (i) Precondition Indicators and (ii) Performance Indicators.



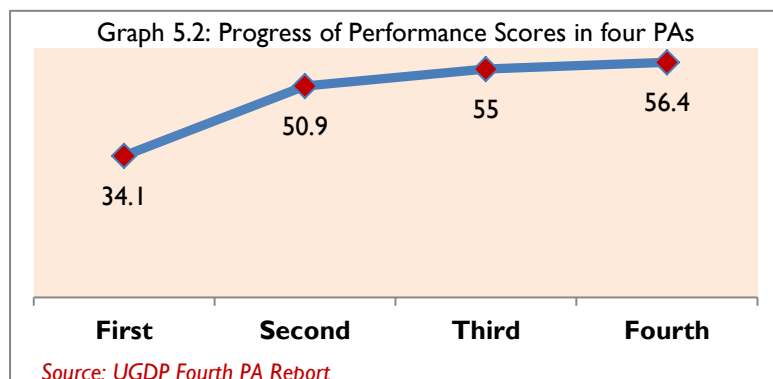
Source: UGDP Fourth Assessment Report

To claim development grants from the project UZPs must get must achieve full marks in all eight indicators. Without obtaining full marks in Precondition there was no scope to avail development grants. In fact, for the first time in

Bangladesh the project introduced

objective assessment system to Upazilas to distribute development funds rather than following a mechanical process.

The aim of the assessment was actually promoting awareness among UZPs to improve their governance system and a development grant is an incentive towards this end. As a matter of fact, the indicators were designed in such a way that if UZPs pass in Precondition indicators there was no chance that they would score minimal in performance indicators.



Source: UGDP Fourth PA Report

That's why precondition indicators were used as screening process for distributing development grants in the UGDP.

It is needed to be mentioned here that while the passing rate of precondition fulfillment has been progressively increasing over the last four

years of project implementation, it could happen due to the fact that these UZPs might fail to understand the spirit of the project which is improving governance of the UPZs in the country. These UZPs would have understood this project as the source of additional development funds only.

Table 5.4: Details of Precondition Indicators used in UGDP Performance Assessments

<b>Step 1: Precondition Indicators</b> (with 2 sub-indicators for each one)		
	<b>Indicators/ Sub-indicators</b>	
<b>1. Status of Upazila Parishad Meetings</b>		
1.1	UZP meeting held regularly	Pass/ Not passed
1.2	UZP meeting attendance	Pass/ Not passed
<b>1. Status of Upazila Committees</b>		
2.1	Committee formed	Pass/ Not passed
2.2	Committee functional	Pass/ Not passed
<b>2. Existence of Budget and Development Plans</b>		
3.1	Annual Budget prepared	Pass/ Not passed
3.2	Development Plan prepared	Pass/ Not passed
<b>3. Status of ADP implementation and Reporting</b>		
4.1	ADP report prepared	Pass/ Not passed
4.2	ADP reports sent to LGD	Pass/ Not passed

Source: UGDP Performance Assessment Reports

Table 5.5: Details of Performance Indicators used in UGDP Performance Assessments

<b>Step 2: Performance Indicators</b> (with 4 sub-indicators for each one)		<b>Scores assigned (Total 100)</b>
	<b>Indicators/ Sub-indicators</b>	
<b>1. Institutional Capacity</b>		
1.1	Upazila Committee (UC) meetings are properly held and minutes prepared	7
1.2	NBD officials attend their respective UC meetings	7
1.3	Project Selection Committee (PSC) is formed and functioning	7
1.4	Development Project Proposals prepared and submitted from UPs, UDCC, UCs, and NBDs	7
<b>2. Financial Management Capacity</b>		
2.1	Annual Budget is prepared and approved accordingly as stated in the UZP Act.	7
2.2	Asset Register is properly maintained and updated at regular interval	7
2.3	Annual Financial Statement prepared	7
2.4	Gap between proposed and actual expenditure is minimized	7
<b>3. Planning and Budgeting Capacity</b>		
3.1	Five Year Plan with priority project list is prepared	7
3.2	Development fund used as per UZP Development Fund Utilization Guidelines of 2014	7
3.3	Development Projects sited are being inspected as UZP instructions	7
3.4	Upazila Project Proposal (UPP) is prepared and being discussed at UCs and UZP meetings	7
<b>4. Transparency and Accountability</b>		
4.1	UDCC meetings are held in the UPs under the UZP and being monitored	4
4.2	Annual Budget and Annual Development Plans are displayed for citizen scrutiny	4
4.3	Information Focal Points in different Offices are assigned, and the names are made available to citizens	4
4.4	Citizen Charter is prepared and displayed in offices including that of UZPs	4

Source: UGDP Performance Assessment Reports

### Status of UZPs under MTA Study in all Performance Assessments

This MTA dealt with selected 52 UZPs in 52 districts in Bangladesh as mentioned earlier. It was revealed from four of the performance assessments conducted by the UGDP project that some of the UZPs (bold in the table) had consistently performing better than their competitors and placed among the top ten performers among the study UZPs. For example Bakerganj of Barisal, Assasuni of Satkhira, Galachipa of Patuakhali, Kuliarchar of Kishoreganj,

Kendua of Netrakona and Sirajganj Sadar had been maintaining their good performance though scoring graphs were little indifferent for all cases.

Table 5.6: Top Ten Performing UZPs in Four PAs Under MTA Study

1 <sup>st</sup> Assessment		2 <sup>nd</sup> Assessment		3 <sup>rd</sup> Assessment		4 <sup>th</sup> Assessment	
Upazila	Score	Upazila	Score	Upazila	Score	Upazila	Score
Tongibari	74	Bakerganj	83	Kuliarchar	96	Galachipa	95
Langadu	69	Assasuni	83	Assasuni	93	Companiganj	88
Nachole	65	Sirajganj Sadar	82	Patgram	88	Rajapur	85
Bishwamvarpur	62	Patgram	78	Kendua	88	Bakerganj	83
Madaripur Sadar	60	Burichang	78	Mohanpur	88	Mohanpur	82
Rupganj	60	Matlab Uttar	74	Rupganj	86	Rupsa	82
Pirgachha	60	Kendua	72	Madaripur Sadar	85	Fakirhat	82
Nabinagar	59	Nabinagar	71	Galachipa	84	Sharsha	81
Dewanganj	56	Meherpur Sadar	70	Bakerganj	84	Kuliarchar	81
Meherpur Sadar	54	JoypurhatSadar	69	Sirajganj Sadar	82	Sirajganj Sadar	80

Source: UGDP Performance Assessment Reports

Reviewing last three PA results revealed that the lowest ten performers were little more consistent than the top ten contenders. Among them Delduar of Tangail, Nalitabari of Sherpur, Sadullapur of Gaibandha, Khoksa of Kustia, Parshuram of Feni, Alfadanga of Faridpur, Amtali of Barguna, Boda of Panchgar, Ramgarh of Khagrachhari, Kawkhali of Pirojpur were prominent ones. During field visits two reasons for poor performance of the UZPs were identified- One, in some UZPs where the UZP Chair is politically powerful and holding important portfolio of the political party, they were very likely to give less than expected time for the UZPs and thus the whole UZPs suffer badly when it came to documentation and reporting let alone holding regular meetings. Secondly, there were some UZPs with better financial strength of their own, rarely care about troublesome paper works, maintaining so many books and regular reporting considering the development grant from the project as disincentive for them.

Table 5.7: Performance Score of Lowest 10 UZPs Under MTA Study

First		Second		Third		Fourth	
Upazila	Score	Upazila	Score	Upazila	Score	Upazila	Score
Tazumuddin	1	Delduar	3	Nalitabari	7	Nalitabari	7
Delduar	6	Sharsha	8	Kashiani	10	Delduar	9
Khoksa	14	Gauripur	11	Khoksa	10	Phulbari	14
Phulbari	17	Amtali	15	Alfadanga	15	Sadullapur	17
Sharsha	18	Ramgarh	15	Phulbari	17	Alfadanga	18
Mirsharai	19	Parshuram	21	Delduar	21	Amtali	25
Sadullapur	20	Rupsa	23	Amtali	22	Kawkhali	27
Fakirhat	21	Boda	24	Kawkhali	23	Parshuram	31
Ramgarh	22	Mirsharai	24	Ramgarh	24	Bishwamvarpur	34
BandarbanSadar	23	Nalitabari	20	Boda	27	Sreepur	35

However, during the field visits to the study UZPs the difference made due to the Performance Assessment conducted as mentioned by the elected representatives of UZPs



and other NBDs. During PAs every single time a new team visited those UZPs and might score differently observing the same kind of documents, the UZPs used to maintain. It could not be taken as mere speculation as there were complaints against the assessment data collectors of their negligence and taking advantage of the situation.

It is understandable that other than the above scenario there could be many other situations as well. UGDP should consider the entire possible scenario and act accordingly.

For UZP performance assessments to be objective and transparent such negligence whoever may be responsible for that, has to be reduced to zero. This might happen as such type of assessment is being conducted for the first time in Bangladesh. However, as time goes by, the quality of the assessment conducted by the project and it is also important to set a standard for such work in the days to come and also for the entity that would do the same when project is over.

### **Changing Assessment Indicators**

UGDP is a five year endeavor. It is too much to expect all the UZPs to become champions in governance indicators. The assessment can be used as tool for testing the improvement in governance indicators annually or at any given point in time for the UZPs. As shown above the both the precondition and performance indicators were basically primary level indicators. Considering the state of governance in UZPs and the lack of capacity building efforts for them the indicators was alright for the moment. It has to be mentioned here that even in fourth year of assessment there are UZPs scoring ZERO in performance indicators. Thus, any revision on the performance assessment indicators is not on the card at this moment.

Performance Assessment is basically to appraise how a particular UZP is performing. There is some fundamental difference a thirty year old UZP and a 5 year old UZP. If both are measured with the same scale, the new one due to its inherent limitation might lag behind. A new UZP with new UZP Chair or administration, with new UNO and other staff hardly can compete with 20 year old UZP. It's not that new UZP cannot perform better but as a general rule new UZPs should get some incentive or some additional mark to be competitive. One thing might be considered there that assessing new one with that of matured UZP might promote equality but cannot ensure equity.

Before getting any revision in the indicators, it is more important to administer the assessment objectively until all the UZPs pass in precondition indicators and at least 60% in performance indicators. Once this is achieved a revision of the assessment tools incorporating some more advanced governance indicators may be considered. Field experiences suggested that there had been some issues with administering the assessment in the field. The project did not deny the fact rather acknowledged it and revisited the third assessment results. A comprehensive set of instructions / guidelines for administering the assessment tool in the field might make things easier and hopefully eliminate discontent among the UZPs with relatively poor score.

More importantly LGD must think of administering the assessment once UGDP is phased out. The Monitoring Unit or MIE (monitoring, inspection and evaluation) wing of LGD might eventually be assigned with this function but either of the entity requires the financial back up to keep this type of huge activities going along with appropriate human resources.

However, MTA team is being reiterating here that this type PA for the UZPs is first of its kind in Bangladesh. The other developments projects in Bangladesh dealing with local

government issues (Efficient and Accountable Local Governance (EALG) Project of UNDP, another JICA supported project Upazila Integrated Capacity Development Project (UICDP) have also been using the assessment reports for their cause. It has created an interest among the governance improving initiatives across sectors and thus keeping it going is utmost important and through this assessment LGD would be a champion with sufficient data which might give comparative edge over other players.

### **Comments on Log Frame of UGDP**

The logical framework (log frame) is basically a management tool to enhance planning and evaluation of development projects. It is primarily a planning tool for all stages of the project cycle in a simple and systematic frame work. It promotes participatory planning and evaluation of the project by non-expert stakeholders. Let's look at the log frame developed for the UGDP project. The Four column matrix is alright. If one look at it carefully, it would easily be discovered that it a hurriedly done document.

#### **1. Program Goal:**

***To contribute to reinforce the local government structure of Bangladesh.***

As project goal it's too open and all encompassing. It could have been much more focused, direct. If the project goal is clear, fair and transparent, one can easily define the project purpose.

#### **2. Project purpose:**

***To enhance the capacity of Upazila Parishad to deliver effective public services to citizens***

Again the purpose has changed so much. That was a big jump from local government structure to service delivery. If we look carefully, in the goal if we wrote reinforcing Upazila system, could have sounded much better. However, many organizations consider the log-frame as an evolving document and keep improving it till the end.

#### **3. Output I:**

***Upazila Development for improving service delivery***

In the lo-frame it was not clear here, what was meant by Upazila Development. The other name of Log Frame is logic model. If something is logical it will guide to the next course of action and vice versa. The beauty of log frame is that if one step is done, it will guide to the next level.

If output were broken into outcomes by asking performance question, we could get component wise list of outcomes. From the list of component wise outcomes we might get the activity level indicators. This way log frame helps us in getting the indicators. Without activity level indicators, it is very difficult to design a monitoring framework for the project. When the first Log Frame was prepared UGDP did not have a monitoring framework would be the reason to this. After the consultants for UGDP started its services, a monitoring framework has been introduced though it requires further improvement.

To translate UGDP log frame into a workable document for different purposes, PMU is in the best position to revisit the document. A half a day working session with serious brain storming, would make the document much more workable and only then this log frame can be called a the logic model of UGDP. It was observed that UGDP was also aware of the situation and expected that during DPP revision, this document might get a new look.

## Chapter Six: SWOT Analysis

SWOT analysis is usually done to find out strategic direction of an entity. However, it may help organizations in identifying gaps and loopholes to correct and amend to take advantage of the emerging situation. Usually SWOT analysis is process that needs expert facilitation. During MTA it was done in a way to collect some information so that the basic idea of the UGDP project could be captured. The MTA used two primary tools for collecting data and information-KII and FGD at UZP level. For KII respondent it was a very personalized SWOT, as they were more informed participants and in FGDs it was a facilitated group exercise.

### SWOT Analysis of UGDP by UDFs

UDFs are the field representatives of the UGDP project. They got better understanding on the project than many others as they acted as the linking pin between the field and PMU of UGDP. Thus before going to the overall SWOT analysis, the SWOT done by UDFs may be of interest.

Table-6.1: SWOT Analysis UDFs

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>✓ Emphasis on adherence to rules, policies, procedure of the project</li> <li>✓ Strong instruction on maintaining transparency and accountability</li> <li>✓ 20% allocation for capacity building</li> <li>✓ Deployment of UDFs at UZPs</li> <li>✓ Provision of performance based development grants</li> <li>✓ Conducting performance assessment regularly</li> </ul>	<ul style="list-style-type: none"> <li>• Insufficient human resources at field for project implementation</li> <li>• Poor logistic support and incentives for UDFs</li> <li>• Allocation scarcity</li> <li>• Lack of UDF's job responsibility</li> <li>• Procrastination of the approval process</li> <li>• District Administration / DDLG is less involved in the project</li> <li>• Too much documentation</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>✱ Capacity building provisions in the project</li> <li>✱ Addressing needs of the common citizens</li> <li>✱ Infrastructure development opportunities</li> <li>✱ Provision for additional funding for efficiency</li> <li>✱ SDGs addressed through this project</li> <li>✱ Force to follow and practice laws, rules and instructions properly</li> </ul>	<ul style="list-style-type: none"> <li>◆ Manpower shortage (UGDP field force)</li> <li>◆ Short time project</li> <li>◆ Allocation is less than requirement</li> <li>◆ Political interference especially by MPs</li> <li>◆ Enforcing all rules and procedure in such a short time might be lost once project is phased out</li> <li>◆ Some of the popular projects could not be implemented due some ground realities</li> <li>◆ Natural Disaster / Cowid-19 Crisis</li> <li>◆ Lack of coordination between public representatives and government officials</li> </ul>

## The Overall SWOT for UGDP

SWOT analyses have been conducted at several levels by different respondent groups during MTA. Here in this section the aggregated summary of those SWOTs presented here.

Table-6.2 Overall SWOT Analysis

Strengths	Weaknesses
<ul style="list-style-type: none"> <li>◆ Increase efficiency and increase capacity</li> <li>◆ Deployment of UDF at UZPs</li> <li>◆ Timely money disbursement</li> <li>◆ Good monitoring system</li> <li>◆ Specific guidelines</li> <li>◆ Infrastructure allocation / development</li> <li>◆ Adoption of projects based on grassroots needs</li> <li>◆ Regular meetings and resolutions</li> <li>◆ Transparency and accountability</li> <li>◆ Coordination between public representatives and NBDs</li> </ul>	<ul style="list-style-type: none"> <li>✱ Small projects (below Tk. 10 lakh) cannot be taken</li> <li>✱ Equal allocation for all UZPs irrespective of their socio-economic condition</li> <li>✱ No provision for overhead cost</li> <li>✱ Projects cannot be taken in all sectors as required</li> <li>✱ Tender process is too complex to manage</li> <li>✱ The support of UDF is not available when s/he works with more than one UZP</li> <li>✱ Contractors cannot claim partial bill or advance</li> <li>✱ Timely allocation is not available</li> <li>✱ UZPs have limitation in manpower to perform all activities</li> </ul>
Opportunities	Threats
<ul style="list-style-type: none"> <li>● Capacity building provision</li> <li>● Addressing grassroots needs in project selection</li> <li>● Getting regular allocation by ensuring project compliances</li> <li>● Creating self-employment opportunities</li> <li>● Additional allocation based on efficiency after assessment</li> <li>● Quick money disbursement</li> <li>● Addressing SDG targets</li> <li>● The project takes care of VAT issue</li> <li>● Scope for citizen engagement</li> <li>● Grants is guaranteed for every year</li> </ul>	<ul style="list-style-type: none"> <li>⚡ Project duration and allocation is low</li> <li>⚡ Political influence and lack of unity in the council</li> <li>⚡ No grant if do not qualify in the Assessment</li> <li>⚡ Natural disasters</li> <li>⚡ If project ends prematurely, the good practices will be lost.</li> <li>⚡ Bringing all involved in the UZP to move together.</li> </ul>

The above chart suggests that the Strengths of the projects were smartly identified and those strengths are being properly utilized by project stakeholders. But LGD as the implementer of the project could be mentioned as a very important strength they missed out. The weaknesses identified were not well articulated. Many of them were mere limitation of the process rather than weakness of the project. Other than changing the rule of charging overhead cost, all other weaknesses identified could easily be solved.

In the opportunity box, some other important issues are missed out like involvement of JICA, and through them other development partners might get on board in near future. This could have been stated.

It is quite amusing that the respondents could not identify any significant threats. But political influence is a very prominent threat to local government bodies. By mentioning political influence the respondent might be pointed finger at the MP's intervention in local affairs and how advices become orders. If a local body is considered as government it must have its own decision making authority without external influence and interference.

## Chapter Seven: Summary of the Key Findings

UGDP is being implemented for last four years in Bangladesh gradually covering all Upazila Parishads in Bangladesh. During MTA, all the relevant stakeholder were consulted one way or another to find out what has been done, how it was, how good it was for the benefit of the citizens and how long these services might be continued or need to be continued and so on. In this section some of the key findings will be presented in brief.

### 1. Capacity Development of UZPs

There were efforts from UGDP to develop capacity of UPZs under the project since inception and over the years its breadth increased. The primary stakeholders of the project are elected representatives of UZPs who are politicians. The political leaders changed through election and new faces get in and thus capacity building efforts of the local government bodies never ends. Moreover, another important stakeholder is UNO who is also a civil servant and transferable. Thus, there is every risk that the project trained someone and just after the training the UNO got transferred and everything gets back to square. This could be frustrating sometimes, but this is how it is working with political institutions and improving governance is always challenging.

### 2. Result of Performance Assessments

Performance Assessment of UZPs in this scale is first of its kind in Bangladesh, though Upazila Governance Project (UZGP) had tried it first in limited scale several years back. However, UZPs in general welcomed the initiative and some of the politically intelligent UZP Chairs took advantage of this assessment to update all the documents and change the office management system altogether. Even other entities were looking for this assessment and take advantage of such a valuable document. However, the assessment is not without criticism. It's not however challenging the assessment rather how it was done.

### 3. Stakeholders Perception

There had been different levels of stakeholders for UGDP including elected representatives, appointed officials and citizens and project management team.

- a. Elected representatives:** Elected representatives at UZPs are the primary stakeholders. They found this project as an opportunity to deliver services for the citizens which others could not be possible due to the very resource scarcity for what these local bodies had to depend on national government for development grants. This project is a non-routine channel of development grants and elected representatives, officials all are found to be committed to implement the best way possible. Yet, there had been issues at local bodies and perhaps will remain so. But good thing is that elected representatives took it seriously not only to deliver services but also to build image as the strict adherence to rules and procedures encouraged them to work for the citizens.

- b. Appointed Officials:** Appointed officials at UZPs are headed by UNOs who are deployed from the national government. As early career civil servants, most of them are young and many of them took this project as a challenge to advance their career. Either way they are serving the nation and UGDP rules and procedures make their life even easier. During MTA, most of the UNOs were found very positive and committed to development.

Besides, DDLGs are also other important stakeholders who are given a lot of responsibilities by book but not in practice. This sometimes frustrates them but in the end, as the civil servants they extend their cooperation to the Project. This frustration sometimes might contribute to negligence in playing due roles and responsibilities. Meaningful involvement would be beneficial for the project and the people for whom the project has been undertaken in the long run.

- c. UGDP Team:** UGDP is a GOB project, JICA acts as the funder. Basically, the project is run by deputized civil servants of the government and the field implementation is supported by the Consultants. Like any other projects, there are tensions which no parties made an issue ever. These small issues sometimes produce better result. All the parties are actually focused on better implementing the project for complementing each other nicely to have bigger impact for the benefit of the people. Above all the project representatives in the field, UDFs did excellently as other stakeholders were relentlessly appealing to keep them in the field.

#### **d. DAC Criteria**

**Relevance:** There is not even a remote doubt that the project is the most relevant in the context. Compared to other local government bodies in Bangladesh, UZPs are relatively new and there had been no sincere efforts to build capacity of this body. Support to build institutional, financial management capacity and ensuring transparency and accountability was essential for UZPs. And all the stakeholders expressed an agreement on the relevance of this project.

**Efficiency:** The project has been implementing efficiently on the part of the project management. There is dearth of sincerity. But given the context many things depend on other factors and sometimes compromise had to be made so as this project. The aim of bringing change is always challenging and it is even more difficult with local government bodies.. With time things will be in shape but efforts have to be continued.

**Effectiveness:** The project has its plan and generally it is being implemented accordingly. Sometimes the situation affects which is beyond control. But as the sector and the players are known a better planning in the field could make things better. For example, the rules and procedures for funding infrastructure sub-project were very strict with strong monitoring for the implementers in the field. But as the design of the project has relatively weak monitoring frame and set up, which visibly reduces the effectiveness of the project.

**Impact:** The project is destined to make big impact and will certainly leave behind its legacy. The project will be remembered for its capacity building efforts, the rules made for implementing infrastructure sub-projects, financial management rules and practices, bringing officials closer to elected representatives, efforts to make UCs functional etc.

**Sustainability:** Sustainability is a big concern for all development endeavors of late and so as UGDP. As capacity building regimes always leave something behind as legacy, UGDP would also leave the knowledge and skills among the elected and appointed officials and who attended training programs. Many of the respondents mentioned that the project may leave them, but the knowledge and skills will remain. But the practices have to be nurtured for a longer period of time and a project like UGDP may not live that long and in such case LGD should bear the flag of keep these practices continued have lasting impact. From MTA, the important learning was that the percentage of hopeful persons was increasing be it elected representatives, government officials or UZP staff.

#### **e. Contributing and Hindering Factors**

Like any other entity UGDP got some successes which are very positive and there are some contributing factors as well. First of all, could be the strong adherence to rules and procedure which often being neglected in this country, then strong monitoring of sub-project implementation, wide and all-encompassing capacity building regime, availability of development grant (PBA), Performance Assessment, coordination between elected and appointed officials which the Project made possible.

Hindering factors included, politics-bureaucracy cold war, tendency to use discretionary power, undue interference by concerned Member of Parliaments, limitations in undertaking bigger projects, lack of flexibility in spending project money etc. In the SWOT analyses conducted these issues came up prominently.

#### **f. Other Issues**

The project got a good start and getting momentum. One way to implementing UGDP, PMU and LGD got some good lessons. From these lessons UGDP could design some knowledge product which would help them many ways. Though the Project did not aim to provide capacity building support on income generation, they had to do it eventually. By organizing these training programs, UZPs could go closer to the citizens which would be proven to be beneficial in the long run.

# Chapter Eight: Conclusion and Recommendation

## 8.1 Conclusion

Upazila Parishads though relatively newer in the local governments business in Bangladesh have become one of the most important tiers of local government structure. With some trial and errors due to regime specific political decisions, UZPs have suffered some setbacks but flourished in its own right. Structurally UZPs are in a safe position in between Zila Parishad too big in context and Union Parishad almost no influence in development affairs. Thus UZPs have become a cornerstone of attraction among politicians, researchers and academics. The government in Bangladesh undertook some very positive initiatives to make UZPs stronger as service delivery unit. But a local government body with no resource of its own to deliver services can hardly become a strong entity. Besides capacity building support to UZPs, efforts should aim at formulating a way to make UZPs as self governing local body to shoulder them off from the responsibility of the national government.

## 8.2 Recommendations

UGDP is one of the projects where GOB has been strongly involved and extended total support to make it a successful project. However, like many other projects UGDP did earn praise from different sources and there had been some stray incidences where things did not go well. As this is MTA, there will be enough scope for the project team to make things better to have great impact in the lives of the millions through UZPs. The following issues UGDP may consider addressing:

1. First and foremost, UGDP is a unique project in many respects and very much relevant to the context in Bangladesh. There were numerous proposals to extend the project. If development partner, JICA is ready to continue supporting GOB in current assignment, the GOB must not replace this project with something new. **The project should be extended for at least three more years, if not more. If this project is not extended the progress made so far will be evaporate very fast due to lack of practices. As a matter of fact, discontinuation of the project after the first phase, the endeavor may not lead to a tangible result.**
2. Development fund in Bangladesh has never been sufficient. Elected representatives, other public officials, and even citizens also demanded for more. As the debate of which comes first, capacity or resources, will never end. When it comes to money everybody wants it and certainly there were some of the UZP who could spend four times or five times higher than the amount UGDP is offering. Its more depending on availability of resources, **the grant amount may be increased and have to be attached with Performance Assessment. It is not expected that the grant amount will be enhanced several times. if demands are made. But increasing amount of grants considering huge unmet development needs of the citizen would certainly act as a motivating factor towards enhancing better governance practices.**
3. Other than PMU, only UGDP staffs UZPs know are Upazila Development Facilitators (UDFs). Other than some insignificant percentage of skeptics, overwhelming percentage of respondent wanted to retain them at UZP. UDFs not only help UZPs to manage the



development fund utilization but also practicing other governance indicators so that they get better score in the next PA. **If resources are available, UDFs should be kept there at UZPs as longer as possible.** If UGDP or LGD wishes to withdraw UDFs from the field, they should do it by conducting a study that mentioned UZPs are capable enough to manage affairs of its own. Transforming UDFs as revenue staff under LGD would be a big task at his moment. Here the proposal is to keep them little longer not withdrawing after two years in UZPs and giving them a target of transferring technology in a planned way so that UZPs do not feel the urge to keep UDFs permanently.

4. **UGDP should continue to support infrastructure development sub-project to emphasize more on addressing social development issues of the citizens.** This generated a paradigm shift in the mindset of the elected representatives. To make this shift a tangible UGDP should not make sudden change in their approach and start supporting big physical infrastructure projects. Such change would diminish the progress made so far in democratic governance practices at UZPs.
5. Capacity development program of UGDP is one of the key issues for discussion keeping the nature of the project in mind. Before bringing any wholesale change in the capacity development initiative of UGDP, it should conduct a study first how the current training efforts are producing results. The MTA team did not find a single training evaluation report prepared either by UGDP or by any other partners. UGDP should keep in mind that training evaluation and program assessment are two different issues and purpose and methodology and use of these two are different as well. Training evaluation is altogether a separate exercise from MTA and it would be a shortcoming to make comments on training curriculum by not reviewing them properly. However, a general overview can be made on training issue:
  - a. UGDP should streamline capacity building team at PMU. It should have the capacity to monitor the training program conducted by partners i.e. BARD, RDA and NILG etc.;
  - b. Taylor-made training program should be designed to technical issues like Procurement and PPR-2008. Many of the UZP elected leaders still think that UGDP imposed a very difficult procurement methodology which cannot be practiced.
  - c. The Vice-Chairs at the UZPs were very keen to learn office management issues. May be they don't have an office or staff. But they got the knowledge; they would be in a better position to hold public officials accountable for their actions.
  - d. UZP leaders are political elements. They used to do too many things beside UZP functions, i.e. Politics, business etc. Attending once training once in five years would have limited impact for sure if no refresher given.
  - e. In the training modules UGDP should include some case studies so that the participants get real life flavor during the training and might increase their learning spree.
6. UGDP approach and methodology is good so far. However the following issues are important in terms of project approach and methodology.
  - a. When we talk about implementing grant project, the people there always mention about strong monitoring. It was possible due to the fact that an UDF is placed there

to take care of everything related to UGDP. Placing UDF is a partial solution attempted by UGDP which has produced results as well. **Generally, monitoring team of UGDP is rather weak and with such a small team they cannot perform even when they wish so.**

- b. Besides, for conducting Performance Assessment in future UGDP should design generic instructions which must be followed. **This instruction would make things in order whoever may go for data collection. Late initiative with instructions is producing results slowly but this effort needs to be streamlined.**
  - c. Grant award policy may be reformed to accommodate poor UZPs. As of now the grant regime of UGDP generally maintains equality, but the target should be equity in grants distribution. Equality in grant distribution would never make remote UZPs to qualify for UGDP development grants beating older and historically stronger UZPs. The same applies for newly formed UZPs.
  - d. Some of the UZP hardly care about UGDP development grants because of their comparative financial advantage over other UZPs. If an UZP does not want to receive development grant, the concerned UZP Chair may make it public not to receive this award so that authority may handed over the award to some other UZPs who desperately in need of such support.
7. As of now, the precondition indicators are alright. The local bodies in Bangladesh are not used to such assessment. The number of UZPs did not qualify in the precondition indicators are not that low. Thus, UGPD may keep the same pre-condition indicators for fourth and fifth assessment. If the project gets a new lease of life the precondition indicators could be made little more comprehensive incorporating - (i) Upazila Committee resolutions, (ii) no. of issues discussed and accepted in the UZP monthly meetings, (iii) PSC meeting resolution, (iv) no of PSC meeting held etc.
8. Promoting further improvement of Upazila Administrations through "**Component 2.3 Upazila Parishad Sector Reform**". Building on the successful introduction of financial statement format for Upazila Parishad, similar initiatives to further improve the Upazila Administration can be initiated under "Component 2.3 Upazila Parishad Sector Reform". For example, a new format for Annual Report can be introduced with subsequent provision of training with Upazila Parishad stakeholders. For broader issue, the Guideline for Annual Development Program (ADP), of which draft was submitted to LGD, can be revisited with reflecting the lessons learnt from UGDP's experiences.
9. Some of the other issues need to be addressed in the project, including-
- i) Community monitoring may be introduced and UGDP to train and provide guidance to community monitoring of the development projects.
  - ii) One of the reform agenda that the project may facilitate is scraping Section 25 of the Upazila Parishad Act of 1998 where MPs were made as advisors to the UZP and advices of MPs made mandatory. This is basically contradictory to the spirit of the basic principles of the Constitution.

- iii) The cold war between UZP Chair and UNOs has greatly been reduced but not eliminated yet. In some UZPs, performance is poor due to absence of harmonious relationship between these two. In fact, without good coordination at UZPs not only UGDP no development program would be successful. Ensuring participation of UZP Chair and UNO in the same training would be beneficial in this regard.
- iv) UZPs cannot be stronger keeping two Vice Chairs of the council idle. Practically the UZP Act 1998 made all the provision to make them as idle. UGDP may conduct an action research to find out means and ways to utilize VCs of the UZPs and making them active and vibrant people's representatives.
- v) Shortage of manpower is a common complaint among UZPs and they are right. For any technical issues, UZPs have to depend on Upazila Engineer, who is always busy with many other works. UZPs need to have an engineering staff in the form of Assistant Engineer who would be able to support UZPs with technical issues of project selection and monitoring.

## **Annexes**

**Annex-1: MTA Even Calendar**

**Annex-2: Study Upazilas**

**Annex-3: Data Collection Instruments**

## Annex-1: MTA Event Calendar

### MTA Event Calendar

Sl. No	Description	Date	Venue	Remarks
1.	Contract Agreement Signed	25/03/2020		Lockdown situation due to COVID 19 pandemic
2.	Submission of Inception Report	01/06/2020		
3.	End of Original Contract period	24/06/2020		
4.	1 <sup>st</sup> Extension	30/07/2020		
5.	2 <sup>nd</sup> Working Committee Meeting finalization of inception report	18/08/2020	Online (Zoom)	
6.	Training for Surveyors	31/08/2020 To 02/09/2020	PMID	
7.	Pre-Test of Questionnaires	03/09/2020	UZP, Rupgonj	
8.	Pre-testing Workshop & 3 <sup>rd</sup> Working Committee Meeting	04/09/2020	UZP, Rupgonj	
9.	4 <sup>th</sup> Working Committee Meeting on tools development	08/09/2020	Online (Zoom)	
10.	5 <sup>th</sup> Working Committee Meeting finalization of data collection tools	15/09/2020	DPHE Conference Room	
11.	Submission of Interim Report	20/09/2020		
12.	Started Field Level Data Collation	20/09/2020	52 selected Upazilas	
13.	End of Field Data Collection	15/10/2020		
14.	End of 1 <sup>st</sup> Extension	31/12/2020		
15.	2 <sup>nd</sup> Extension	24/12/2020		Due to illness of the team leader
16.	End of 2 <sup>nd</sup> Extension	31/01/2021		
17.	3 <sup>rd</sup> Extension	31/01/2021		Provided by the working committee due to collection of feedback from all committee members on report
18.	Submission of MTA Draft Report	10/01/2021		
19.	Submission of all original Field up Data Collection Tools (Hard Copy)	13/01/2021		
20.	6 <sup>th</sup> Working Committee Meeting on MTA draft report	27/01/2021	UGDP Conference Room	
21.	7 <sup>th</sup> Working Committee Meeting on MTA draft final report	10/02/2021	UGDP Conference Room	
22.	Submission of MTA Final Report	15/02/2021		Electronic version
23.	End of 3 <sup>rd</sup> extension	15/02/2021		
24.	Submission of Qualitative data compilation and data base	17/02/2021		Decision of 7th working committee meeting

## Annex-2: Study Upazilas

### Selected Sample UPZs based on UGDP Allocation Received

SL No.	Number of UPZ selected for MTR	Division	District	Selected UPZ (1-time allocation received)	Selected UPZ (2 times allocation received)	Selected UPZ (3 times allocation received)	Selected UPZ from Not Yet allocation received (Non-Intervention)
1	10	Chattogram	Noakhali		Companiganj		
2			Lakshmipur		Kamalnagar		
3			Chandpur			Matlab Uttar	
4			Feni				Parshuram
5			Chattogram				Mirsharai
6			Bandarban			BandarbanSadar	
7			Rangamati				Langadu
8			Khagrachari		Ramgarh		
9			Cumilla				Burichang
10			Brahmanbaria				Nabinagar
1	4	Sylhet	Moulvibazar			Moulvibazar Sadar	
2			Sunamganj			Bishwamvarpur	
3			Sylhet		Sylhet Sadar		
4			Habiganj			Chunarughat	
1	7	Khulna	Khulna	Rupsa			
2			Satkhira		Assasuni		
3			Jessore	Sharsha			
4			Bagerhat	Fakirhat			
5			Meherpur				Meherpur Sadar
6			Magura	Sreepur			
7			Kushtia				
1	6	Barisal	Barguna				Amtali
2			Patuakhali		Galachipa		
3			Barisal		Bakerganj		
4			Pirojpur				Kawkhali
5			Jhalakathi		Rajapur		
6			Bhola		Tazumuddin		
1	5	Rangpur	Panchagarh				Boda
2			Kurigram				Phulbari
3			Rangpur	Pirgachha			
4			Gaibandha				Sadullapur
5			Lalmonirhat				Patgram
1	7	Rajshahi	Sirajganj		Sirajganj Sadar		

SL No.	Number of UPZ selected for MTR	Division	District	Selected UPZ (1-time allocation received)	Selected UPZ (2 times allocation received)	Selected UPZ (3 times allocation received)	Selected UPZ from Not Yet allocation received (Non-Intervention)
2			Rajshahi	Mohanpur			
3			C. Nawabganj			Nachole	
4			Naogaon	Patnitala			
5			Joypurhat		JoypurhatSadar		
6			Bogura				Dhupchanchia
7			Pabna	Bera			
1			9	Dhaka	Faridpur		
2	Gopalganj				Kashiani		
3	Madaripur					Madaripur Sadar	
4	Munshiganj					Tongibari	
5	Narayanganj					Rupganj	
6	Narsingdi						Roypura
7	Kishoreganj				Kuliarchar		
8	Gazipur	Gazipur Sadar					
9	Tangail						Delduar
1	4	Mymensingh	Mymensingh	Gauripur			
2			Sherpur				Nalitabari
3			Netrokona			Kendua	
4			Jamalpur			Dewanganj	
	52	8	52	12	13	14	13

## Annex-3: Data Collection Instruments

UGDP Mid-term Assessment\_ Tool 1

### Mid-term Assessment

Upazila Governance and Development Project (UGDP)

Local Government Division

#### KII Guide for Elected Representatives

Perhaps you are aware that the Local Government Division under the Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) has been implementing the project titled "Upazila Governance and Development Project". We have come to this Upazila to collect information on how activities are functioning here, which activities are being furnished properly and which areas of activities are to be improved further. The government basically intends to know the reality at the grass root level. Since you have been working at the grass root level on government's behalf and have been working in this Upazila for a considerable time, you will be able to depict a proper and real scenario of the activities at Upazila level. It's a task of Bangladesh government and your active participation and cooperation are desired to furnish the same effectively and efficiently.

Name of the Respondent:				
① Upazila Chairman	② UZ Vice Chairman (M)	③ UZ Vice Chairman (F)	④ UP Chairman	⑤ Reserved UZP member (Female)
Name of the UP (for UP Chairman only):				
Upazila:		District:		
Division:				
UGDP fund received by UZP: ① ② ③ ④				
Years in this position:	Elected: ① Once ② Twice ③ Thrice ④ More			
Cell Phone:	Email (if any):			

S-1 Perception of Upazila Functions																	
1	What are the five key functions of the Upazila Parishad according to Upazila Parishad Act of 1998?																
2	What are the major activities you have to perform as an elected representative of the Upazila?																
3	What are the major activities of UGDP?																
4	What particular roles are you playing in UGDP implementation?																
5	Have you received any capacity building trainings from UGDP? Please mention: (training name, Duration, Conducted by (PMU/NILG/or else (specify)))																
6	How many times this UZP received development fund from UGDP? <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3																
7	<table border="1"> <tr> <td>How much did you receive as development grant from UGDP? Please mentioned if you have additional grant as performance bonuses i.e. (regular + Additional)?</td> <td>                     Year I: ..... Taka                      Year I: ..... Taka                      Year I: ..... Taka   <b>Total:</b>                      .....Taka                 </td> </tr> </table>	How much did you receive as development grant from UGDP? Please mentioned if you have additional grant as performance bonuses i.e. (regular + Additional)?	Year I: ..... Taka Year I: ..... Taka Year I: ..... Taka  <b>Total:</b> .....Taka														
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Infrastructure Sub-projects	Capacity Building Sub-projects																
1																	
2																	
3																	
4																	
5																	



9	How many projects were undertaken for implementation through UGDP fund?	
		Infrastructure Sub-projects
	1	
	2	
	3	
	4	
5		
10	How useful was placement of Upazila Development Facilitators at the UZPs from UGDP? What services they are offering to the UZPs? Do you feel the need to keep this position continued?	

<b>S-2 Performance Issues</b>									
<b>A. Institutional Capacity</b>									
1	Can you tell us that all the committee meetings in your UZP are held regularly and the proceedings of the meetings prepared and shared accordingly? In case of any deviation, why?								
2	Have you experienced that the recommendations of the Upazila Committee meetings are discussed in the UZP monthly meetings?								
3	Have you experienced that Officials in the Upazila attend UZP meetings whenever called for? If, they do not, why?								
4	Is the Project Selection Committee (PSC) formed in your UZP? How many members are there? Is it working as expected? If the PSC did not work as expected, why it could not do so?								
5	How do you manage development proposals submitted by Union Parishads, UDCC, UZP Committees and NBDs?								
<b>B. Financial Management Capacity</b>									
1	Can your UZP manage to prepare and approve Annual Budget in timely manner and appropriately as per UZP Act.?								
2	Are you aware that the Asset register of the UZP is properly maintained and updated at regular interval?								
3	Have your UZP prepared the last Annual Financial Statement on time?								
4	What steps were taken to minimize the gap between the initial budget and the actual expenditure in your UZP? 1. 2. 3.								
5	Is your UZP getting audited regularly? If yes, it is public or private audit? Do you have the practice of internal audit in your UZP? If so when it was undertaken last?								
<b>C. Planning and budgeting Capacity</b>									
1	When did you prepare the Five-Year Development Plan of your UZP incorporating the projects from the priority project list? Who in the UZP is responsible for making this plan?								
2	Are you aware that the development fund is being spent following the UZP Development Fund Use Guidelines 2014?								
3	Do you have any schedule to visit the development project sited by Upazila Officers (NBDs)?								
4	Are you aware that Upazila Project Proposal (UPP) for your UZP was prepared and finalized after being discussed at concerned UZP Committees or UZP monthly meeting as per rule?								
5	During preparation of five-year plan of the UZP, did you conduct a resource mapping for identify different sources of fund available? If yes, please share the sources identified:								
	<table border="1"> <thead> <tr> <th>National Sources</th> <th>Local Sources</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>1.</td> </tr> <tr> <td>2.</td> <td>2.</td> </tr> <tr> <td>3.</td> <td>3.</td> </tr> </tbody> </table>	National Sources	Local Sources	1	1.	2.	2.	3.	3.
National Sources	Local Sources								
1	1.								
2.	2.								
3.	3.								

6	Similar resource mapping was conducted during yearly planning at UZPs? If yes, please share the sources identified:	
	<b>National Sources</b>	<b>Local Sources</b>
	1.	1.
	2.	2.
	3.	3.
<b>D. Transparency and Accountability</b>		
1	Are you aware that the UDCC meetings are being held regularly at UPs in your Upazila? How do you keep track of regular UDCC meetings held in each Union Parishad in your Upazila?	
2	What did you do to make the Annual Budget and Annual Development Plan of your UZP, available for display and public scrutiny?	
3	How many offices in your UZP have so far assigned Information Focal Point to deliver information to public on request? What steps did you undertake to make sure that people know who was responsible for sharing information in offices?	
4	When did you prepare and display the Citizens charter of your UZP for very first time? Have you ever updated it since its preparation? What did measured did you take so that citizens became aware of the citizen charter of your office?	

<b>S-3 DAC Evaluation criteria</b>		
<b>A. Relevance</b>		
1	Do you think UGDP assistance benefited the UZP in meeting needs and expectation of the people? Please give reasons for your response.... Reasons: 1. 2. 3.	
2	If UGDP support to the UZP was important at the time of project inception, is. it remained same at the fourth year of its implementation?	
3	Do you think the project has so far made some significant contribution that people appreciated?	
4	How important is UDF position at UZPs? If the position is not playing appropriate role, where it is lacking and why?	
<b>B. Effectiveness</b>		
1	Do you consider UGDP as a successful project in terms of its achievement? Please give reasons for your response. 1. 2. 3.	
2	Are the approach and methodology of UGDP's project implementation appropriate and if not, where and how it needs to be modified?	
3	According to your understanding, what were the major factors influencing achievement of the project objectives and how?	
4	What were the major factors influencing non-achievement of the project objectives and how?	
<b>C. Efficiency</b>		
1	Do you think UGDP activities were completed on time as planned? If not, what are the reasons behind it.. 1. 2. 3.	
2	Do you think the procurement plan of the project complied with PPR-	

	2008?? If not, where are the problem and the reasons for deviation?	
3	Were the project management structure and its staffing appropriate in relation to the tasks executed? If not, why??	
	How effective was the duties and responsibilities of the UDP in implementing UGDP at Upazila level? If not effective why and what were the lacking:	
4	Was financial spending being in line with plan? If not why? 1. 2. 3.	
5	Do you think the financial grant from UGDP is enough for the UZPs? If not, why? 1. 2. 3.	
6	Were there satisfactory working relationships maintained with stakeholders/partners in implementing UGDP project at Upazila level? If not, why 1. 2. 3.	
7	What technical assistance services were provided by the National/ Regional offices in developing local capacities?	
	<b>D. Impact</b>	
1	Through implementing UGDP, what notable improvement has the UZP made, where and how?	
2	What change you see among the people after implementation of different activities of UGDP?	
3	Have you observed any reform actions and initiatives undertaken by UGDP for improving the existing system of the Upazila Parishad? If yes, please specify, where and how Capacity development: Human resource: Financial resource management: Accountability and transparency: Upazila rules, regulations, guidelines, monitoring system etc.:	
4	Can you please name some of the major works related to UGDP that people will keep in mind for a long time?	
	<b>E. Sustainability</b>	
1	Do you think UZP would be able to implement the similar kind of activities if funding by UGDP is not available?	
2	If yes, what measure UZP has to undertake to continue similar work?	
3	If no, why do you think UZP cannot do such work in near future?	
4	Based on your observation, what are the factors that badly affect the implementation of UGDP, if any?	

<b>S-4</b>	<b>SWOT Analysis of UGDP</b>	
1	What are the major strengths of the Project?	Please try to get at least three points for each of the questions.
2	What are the major weaknesses of the project?	
3	What are the major opportunities of the project?	
4	What are major threats of the project?	

<b>S-5 Final thoughts</b>		
1	According to your understanding, how effective are the UZP monthly meeting in terms of making and implementing decisions? Please rate effectiveness of monthly meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all):	
	①②③④⑤	
2	How functional are the Upazila Committees at this UZP, in terms of holding regular meetings and how far their recommendations are considered at UZP monthly meetings? Please rate effectiveness of Upazila Committee meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all):	
	①②③④⑤	
3	As an elected representative how happy you are with quality of annual planning and its implementation by UZP? Please rate UZP's annual planning and implementation capacity in Five Point scale, where 5 is excellent and 1 is very poor. Annual Planning                   ①②③④⑤ Implementation of Plans       ①②③④⑤	
4	How beneficial was the Performance Assessment exercise at UZPs conducted by UGDP and why? 1. 2. 3.	
5	Do you think indicators used during performance assessment are the appropriate to assess the performance of UZPs and why? 1. 2. 3. If you got any observation/ opinion on the previous performance assessment/s, please share...	
6	Who usually monitors the implementation of the development projects implemented by UZPs?	
7	Can you please tell us what you needed to do before getting development fund from UDGP?	
8	What did you learn most by working together with UDGP?	

<b>S-6 Future actions</b>		
1	If you did consider the length of the UDGP project was not sufficient enough, how long it should continue at a minimum and why?	
2	What needs to be done if you want to meet the development needs and expectation of the people?	
3	To get better results who should monitor the development project during implementation?	
4	What according to you is required to make better development planning for the UZPs?	
5	What needs to be done to make the UZP monthly meeting more effective?	
6	What UZP can do to make the Upazila Committees more active and functional??	
7	What steps need to be taken to reduce misuse or leakage of public resources on part of UZPs?	
8	What changes should be made in the performance indicators of UDGP?	

9	What changes you wish to see in monitoring development project implementation by UZPs?	
10	If present projects do not reflect the needs and aspirations of the people, in which sector the UGDP grant should be utilized?	
11	What policy changes are required to make UZPs into better service delivery entity?	
12	You may share any specific suggestion/ recommendation to UGDP here...	

<b>Name of the Interviewer</b>	<b>Signature</b>	<b>Date</b>
.....		

<b>Name of the Supervisor</b>	<b>Signature</b>	<b>Date</b>
.....		

**UGDP Mid-term Assessment\_ Tool 2**  
**Mid-term Assessment**  
**Upazila Governance and Development Project (UGDP)**  
**Local Government Division**

**KII Guide for Upazila Nirbahi Officer (UNO)**

Perhaps you are aware that the Local Government Division under the Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) has been implementing the project titled "Upazila Governance and Development Project". We have come to this Upazila to collect information on how activities are functioning here, which activities are being furnished properly and which areas of activities are to be improved further. The government basically intends to know the reality at the grass root level. Since you have been working at the grass root level on government's behalf and have been working in this Upazila for a considerable time, you will be able to depict a proper and real scenario of the activities at Upazila level. It's a task of Bangladesh government and your active participation and cooperation are desired to furnish the same effectively and efficiently.

Name of the Respondent:	
Upazila:	District:
Division:	
UGDP fund received by UZP: ①②③④	
Years in this Station:	Total length of Service:
Cell Phone:	Email:

<b>S-I Perception of Upazila Functions</b>																
1	What are the functions of the Upazila Parishad?															
2	What are the major activities you have to perform as the Chief Executive of the UZP?															
3	What are the major activities of UGDP?															
4	What are your specific roles in UGDP implementation?															
5	Have you received any capacity building trainings from UGDP? Please mention: (Title of the training, Major contents, Duration, Conducted by (PMU/NILG/or else (specify))															
6	How many times this UZP received development grant from UGDP? <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 3															
7	How much did you receive? Year 1: ..... Taka Year 2: ..... Taka Year 3: ..... Taka Total: ..... Taka															
8	In which sectors, UGDP development grant were used so far in this UZP?															
	<table border="1" style="width: 100%;"> <thead> <tr> <th></th> <th style="background-color: #d9e1f2;">Infrastructure Sub-project</th> <th style="background-color: #d9e1f2;">Capacity Building Sub-project</th> </tr> </thead> <tbody> <tr><td>1</td><td></td><td></td></tr> <tr><td>2</td><td></td><td></td></tr> <tr><td>3</td><td></td><td></td></tr> <tr><td>4</td><td></td><td></td></tr> </tbody> </table>		Infrastructure Sub-project	Capacity Building Sub-project	1			2			3			4		
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2																
3																
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9	How many projects were undertaken for implementation through UGDP fund and in which sectors?															
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1																
2																
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4																

10	How useful was placement of Upazila Development Facilitators at the UZPs from UGDP? What specific assistance UDFs have provided to UZP functions? Do you want it to be continued?
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<b>S-2 Performance Issues</b>	
<b>E. Institutional Capacity</b>	
1	Can you tell us that the Upazila Committee meetings in your UZP are held regularly and the proceedings of the meetings prepared and presented accordingly to the UZP monthly meetings?
	In case of any deviation, why? 1. 2. 3.
2	Have you experienced that Officials in the Upazila attend UZP meetings whenever called for?
	If they do not, why? 1. 2. 3.
3	As far as you are concerned is the Project Selection Committee (PSC) formed in your UZP? How many members are there? Is it working as expected??
4	How do you coordinate development proposals submitted by Union Parishads, UZP Committees and NBDs?
<b>F. Financial Management Capacity</b>	
1	Can this UZP manage to prepare and approve Annual Budget in timely manner and appropriately as per UZP Act.?
2	Are you aware that the Asset register of the UZP is properly maintained and updated at regular interval?
3	Have this UZP prepared the last Annual Financial Statement on time?
4	What steps were taken to minimize the gap between the initial budget and the actual expenditure in your UZP? 1. 2. 3. 4.
5	Do you have the practice of having internal audit at this UZP? If so, when it was done last?
6	How many Bank Accounts are being maintained at this UZP to manage finance at this UZP?
<b>G. Planning and budgeting Capacity</b>	
1	When did you prepare the Five-Year Development Plan of your UZP incorporating the projects from the priority project list? Who in the UZP is responsible for making the plan?
2	Are you aware that the development fund is being spent following the UZP Development Fund Use Guidelines 2014?
3	Do you have any schedule to visit the development project sited by Upazila Officers (NBDs)?
4	Can you please confirm that Upazila Project Proposal (UPP) for your UZP was prepared on recommendations of the Upazila Committees and discussed at UZP monthly meeting as per rules?

5	Did you conduct a resource mapping exercise to review the sources of funds before preparing the Five Year Plan of the UZP?	
6	What sources were identified during the resource mapping:	
	<b>National Sources</b>	<b>Local Sources</b>
	1.	1.
	2.	2.
	3.	3.
	4.	4.
5.	5.	
7	Did you conduct a resource mapping exercise to review the sources of funds before preparing the Yearly Plan of the UZP?	
	What sources were identified during the resource mapping:	
	<b>National Sources</b>	<b>Local Sources</b>
	1.	1.
	2.	2.
	3.	3.
	4.	4.
5.	5.	
<b>H. Transparency and Accountability</b>		
1	How do you keep track of regular UDCC meetings held in each Union Parishad in your Upazila?	
2	What did you do to make the Annual Budget and Annual Development Plan available for public scrutiny and display?	
3	How many offices in your UZP have so far assigned Information Focal Point to deliver information to public?	
4	How do you make it sure that people know who is responsible for sharing information in offices?	
5	When did you prepare the Citizens charter of your UZP? Have ever updated it since its preparation? If so, when? Where did you place it for public display?	

<b>S-3 DAC Evaluation criteria</b>		
<b>F. Relevance</b>		
1	Do you think UGDP assistance benefited the UZP in meeting needs and expectation of the people? Whatever may be the answer, please express the reasons? 1. 2. 3.	
2	Do you think, UGDP development grants are as useful as it was at time of UGDP inception period?	
3	Do you consider the position of UDF is important for UGDP implementation at UZPs? If you don't think so, where you see improvement is needed for UDF to perform better and why?	
<b>G. Efficiency</b>		
1	Do you consider UGDP as a successful project in terms of its achievement? Please give reasons for your answer.. 1. 2. 3.	



2	Are UGDP approach and methodology of implementing sub-projects appropriate and if not, where and how it needs to be modified?	
3	According to your understanding, what were the major factors influencing achievement of the project objectives and how?	
4	What were the major factors influencing non-achievement of the project objectives and how?	
<b>H. Effectiveness</b>		
1	Do you think UGDP activities were completed on time as planned? If not, why 1. 2. 3.	
2	Do you think the UGDP procurement plan is compliant with that of PPR-2008? If not, where is the problems and deviation?	
3	Were the project management structure and its staffing appropriate in relation to the tasks executed? How appropriately the UDF performed in UZPs? If not why, they could/did not perform? 1. 2. 3.	
4	Was financial spending being in line with plan? If not, why?	
5	Were the development grant received from UGDP enough for the UZP? If not, why? 1. 2. 3.	
6	How satisfactorily UGDP used to maintain relationship with other stakeholder? If not, mentioned the areas where it was not appropriate? 1. 2. 3.	
7	How much technical assistance provided by the project offices in developing local capacities?	
<b>I. Impact</b>		
1	Through implementing UGDP, what notable improvement has the UZP made, where and how?	
2	What change you see among the people after implementation of different activities of UGDP?	
3	Have you observed any reform actions and initiatives undertaken by UGDP for improving the existing system of the Upazila Parishad? If yes where and how? Please specify- Capacity development: Human resource: Financial resource management: Accountability and transparency: Upazila rules, regulations, guidelines, monitoring system etc.:	
4	Can you please name some of the major works related to UGDP that people will keep in mind for a long time?	
<b>J. Sustainability</b>		
1	Do you think UZP would be able to implement the similar kind of activities	

	if funding by UGDP is not available?	
2	If yes, what measure UZP has to undertake to continue similar work? 1. 2. 3.	
3	If no, why do you think UZP cannot do such work in near future? 1. 2. 3.	
4	Based on your observation, what are the factors that badly affect the implementation of UGDP, if any?	

<b>S-4 SWOT Analysis of UGDP</b>		
1	What are the major strengths of the Project?	Please try to get at least three points for each of the questions.
2	What are the major weaknesses of the project?	
3	What are the major opportunities of the project?	
4	What are major threats of the project?	

<b>S-5 Final thoughts</b>		
1	According to your understanding, how effective are the UZP monthly meeting in terms of making and implementing decisions? Please rate effectiveness of monthly meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all):  <div style="text-align: center; border: 1px solid black; width: fit-content; margin: 0 auto; padding: 5px;"> <span style="margin: 0 10px;">①</span> <span style="margin: 0 10px;">②</span> <span style="margin: 0 10px;">③</span> <span style="margin: 0 10px;">④</span> <span style="margin: 0 10px;">⑤</span> </div>	
2	How functional are Upazila Committees at this UZP, in terms of holding regular meetings and getting their recommendation considered at UZPs? Please rate effectiveness of Upazila Committee meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all):  <div style="text-align: center; border: 1px solid black; width: fit-content; margin: 0 auto; padding: 5px;"> <span style="margin: 0 10px;">①</span> <span style="margin: 0 10px;">②</span> <span style="margin: 0 10px;">③</span> <span style="margin: 0 10px;">④</span> <span style="margin: 0 10px;">⑤</span> </div>	
3	As a Chief Executive of UZP, how happy you are with quality of annual planning and its implementation by UZP? Please rate UZP's annual planning and implementation capacity in Five Point scale, where 5 is excellent and 1 is very poor. Annual Planning <span style="margin-left: 100px;">① ② ③ ④ ⑤</span> Implementation of Plans <span style="margin-left: 100px;">① ② ③ ④ ⑤</span>	
4	How helpful was performance assessment exercise done by UGDP and why? 1. 2. 3.	
5	Do you think indicators used during performance assessment are the appropriate to assess the performance of UZPs? If not anything to say about previous assessment/s, you may say here....	
6	Who usually monitors the implementation of the development projects implemented by UZPs?	
7	What benefits such monitoring brings to table for UZPs?	
8	Can you please tell us what you needed to do before getting development fund from UGDP??	
9	What did you learn most by working together with UGDP?	

<b>S-6 Future actions</b>		
1	If you did consider the length of the UDGP project was not sufficient enough, how long it should continue at a minimum and why?	
2	What needs to be done if you want to meet the development needs and expectation of the people?	
3	To get better results, who should monitor the development projects during implementation?	
4	What according to you is required to make better development planning for the UZPs?	
5	What needs to be done to make the UZP monthly meeting more effective?	
6	What UZP can do to make the Upazila Committees more active and functional??	
7	What steps need to be taken to reduce misuse or leakage of public resources on part of UZPs?	
8	What changes you wish to see in monitoring development project implementation by UZPs?	
9	If the development projects did not reflect citizen's desire, in which sectors should get priority or increased fund?	
10	What policy changes are required to make UZPs into better service delivery entity?	
11	Any specific suggestions you want to make to UGDP:	

<b>Name of the Interviewer</b>	<b>Signature</b>	<b>Date</b>
.....		

<b>Name of the Supervisor</b>	<b>Signature</b>	<b>Date</b>
.....		

**UGDP Mid-term Assessment\_ Tool 3**

**Mid-term Assessment**

**Upazila Governance and Development Project (UGDP)**

**Local Government Division**

**KII Guide for DDLG**

Perhaps you are aware that the Local Government Division under the Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) has been implementing the project titled “Upazila Governance and Development Project”. We have come to this Upazila to collect information on how activities are functioning here, which activities are being furnished properly and which areas of activities are to be improved further. The government basically intends to know the reality at the grass root level. Since you have been working at the grass root level on government’s behalf and have been working in this Upazila for a considerable time, you will be able to depict a proper and real scenario of the activities at Upazila level. It’s a task of Bangladesh government and your active participation and cooperation are desired to furnish the same effectively and efficiently.

Name of the Respondent:	
District (work station):	Division:
Years in this Station as DDLG:	Total length of Service as DDLG:
Cell Phone:	Email:

<b>S-1 General Perception of Upazila Functions</b>					
1	As far as you are concerned, how the UZPs under UGDP project are functioning in this District?				
2	What are the major contributions of UDGP to the UZPs?				
3	Are you aware, how many of the UNOs and other officers under your supervision received training from UGDP?				
4	According to your understanding, how effective are the monthly meetings (especially implementing UGDP) in terms of making and implementing decisions UZPs under your supervision? Please rate effectiveness of monthly meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all): <div style="text-align: center; border: 1px solid black; width: fit-content; margin: 10px auto;">① ② ③ ④ ⑤</div>				
5	In the UZP you are supervising, how functional are Upazila Committees of UZPs (especially implementing UDGP), in terms of holding regular meetings and presenting reports to UZP with their recommendations? Please rate effectiveness of monthly meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all): <div style="text-align: center; border: 1px solid black; width: fit-content; margin: 10px auto;">① ② ③ ④ ⑤</div>				
6	How would you rate the quality of annual planning and its implementation in the UZPs under your supervision? Please rate in a Five Point scale, where 5 is excellent and 1 is very poor. <table border="1" style="width: 100%; margin-top: 10px;"> <tr> <td style="width: 40%;">Annual Planning</td> <td style="text-align: center;">① ② ③ ④ ⑤</td> </tr> <tr> <td>Implementation of Plans</td> <td style="text-align: center;">① ② ③ ④ ⑤</td> </tr> </table>	Annual Planning	① ② ③ ④ ⑤	Implementation of Plans	① ② ③ ④ ⑤
Annual Planning	① ② ③ ④ ⑤				
Implementation of Plans	① ② ③ ④ ⑤				
7	Do you think performance assessment by UDGP actually helping UZPs in improving their performance and why do you think so?				
8	Can you please tell us what UZPs need to do qualify as UDGP fund recipient? 1. 2. 3.				
9	How many UZPs in your district received development funds from UDGP at least once?				

10	How much money UZPs usually receive from UDGP as development grant?
11	How do you monitor if UZPs spend the development grants well and for the benefits of the citizens?

<b>S-2 Performance Issues</b>	
1	Do you think UZPs have the capacity in terms of (i) making Committees functional, (ii) making sure that NBD officials attending UZP meetings, (iii) making project selection committee (PSCs) functional, and (iv) ensuring development projects are being selected based on priority list made beforehand? Do you think UGDP had any contribution in this regard?
2	Do you think UZPs possess financial management capacity in terms of (i) preparing and approving annual budget, (ii) managing and updating Asset Register properly, (iii) preparing financial statements accordingly and (iv) minimizing gap between estimated and actual budget etc.? Do you think UGDP had any contribution in this regard?
3	How the UZPs have strengthened their planning and budgeting capacity including (i) preparation of Five-Year Plan for the UZPs, (ii) compliance to the Fund utilization guidelines, (iii) Monitoring development projects by NBDs, and (iv) preparing project proposals for the UZPs during the project period? Do you think UGDP had any contribution in this regard?
4	How far UZPs progressed towards establishing transparency and accountability in business during the UGDP implementation period in terms of (i) tracking UDCC meetings, (ii) public scrutiny of Annual Budget and Annual Development Plan, (iii) steps towards ensuring information dissemination under RTI Act, (iv) making citizen's charter available to public etc.?
5	According to your understanding, how useful was the placement of UDF form UGDP at UZPs? Do you think UGDP should continue supporting UZPs through UDFs?

<b>S-3 Future actions</b>	
1	What should be the minimum length of a project like UGDP that provides development grant to UZPs?
2	To get better results who should monitor the development project during implementation?
3	What according to you is required to make better development planning for the UZPs?
4	What needs to be done to make the UZP monthly meeting more effective?
5	What according to you, UZP can do to make the Upazila Committees more active and functional??
6	What steps need to be taken to reduce misuse/ leakage of public resources on part of UZPs?
7	What policy changes are required to make UZPs into better service delivery institutions?
8	Any specific suggestions/ recommendations to UGDP may be placed here...

Name of the Interviewer	Signature	Date
.....		

Name of the Supervisor	Signature	Date
.....		

**UDGP Mid-term Assessment Tool\_4**  
**Mid-term Assessment**  
**Upazila Governance and Development Project (UGDP)**  
**Local Government Division**

**KII Guide for Upazila Development Facilitator (UDF)**

Perhaps you are aware that the Local Government Division under the Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) has been implementing the project titled “Upazila Governance and Development Project”. We have come to this Upazila to collect information on how activities are functioning here, which activities are being furnished properly and which areas of activities are to be improved further. The government basically intends to know the reality at the grass root level. Since you have been working at the grass root level on government’s behalf and have been working in this Upazila for a considerable time, you will be able to depict a proper and real scenario of the activities at Upazila level. It’s a task of Bangladesh government and your active participation and cooperation are desired to furnish the same effectively and efficiently.

Name of the Respondent:	
Upazila (Work station):	District (work station):
Division:	
Length of Service (in this Upazila):	Total length of service:
Cell Phone:	Email:

**S-1 Perception of Upazila Functions**

1	What types of activities are being performed in the Upazila Parishads?	
2	What are your specific roles and function as UDF to help out UZPs?	
3	What are the key activities of UGDP at UZP?	
4	What role you usually play in preparing the Projects for the UZPs?	
5	What is your role in project implementation?	
6	With which department of the Upazila you have deal more?	
7	What capacity building training you have received so far from UGDP?	Please mention (title, Contents, duration, and name of the training providers: PMU/ NILG/ BARD/ RDA/ or other):
8	How many times this UZP received development grants from UGDP?    ①②③④	
9	Description of development grants received from UGDP? Year I: ..... Taka Year I: ..... Taka Year I: ..... Taka Year I: ..... Taka <b>Total:</b> ..... Taka	If this UZP received additional performance grant please mentioned that as well, i.e. Grant received (regular grant + additional)
10	In which sectors, UGDP development grant were used so far in this UZP?	
	<b>Infrastructure Sub-project</b>	<b>Capacity Building Sub-project</b>
	1	
	2	
	3	
11	How many projects were undertaken for implementation through UGDP fund and in which sectors?	
	<b>Infrastructure Sub-project</b>	<b>Capacity Building Sub-project</b>
	1	
	2	
	3	

	1		
	2		
	3		
	4		

<b>S-2</b>	<b>Upazila Performance Indicators</b>
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	<b>A. Institutional Capacity</b>
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1	Can you tell us that the Upazila Committee meetings in this UZP are held regularly and the proceedings of the meetings prepared and presented accordingly to the UZP monthly meetings?
2	In case of any deviation, why? 1. 2. 3.
3	Generally there is a complaint that Officials in the Upazila are less likely attending Upazila Committee meetings? What are the reasons for not attending meeting by Officials? 1. 2. 3.
4	For what reasons Upazila Committees are usually found non-functional? 1. 2. 3. What initiative you have taken so far to make the Upazila Committees functional? What is the outcome of your initiative?
5	From your experience, have seen the PSCs are functioning according to rules and procedure? If not what are the reasons? As UDF, what role you play in the PSC meetings?
6	How do you coordinate development proposals submitted by Union Parishads, UZP Committees and NBDs? Do you have to play any role in this process?

	<b>B. Financial Management Capacity</b>
--	---

1	Can this UZP manage to prepare and approve Annual Budget in timely manner and appropriately as per UZP Act.? If cannot, what is main problem there?
2	Who in the UZP is responsible for maintaining Upazila Asset Register? Are you aware that the Asset register of the UZP is properly maintained and updated at regular interval?
3	Is it possible for UZPs to prepare the Annual Financial Statement on time? If not, generally what were the reasons?
4	What steps were taken to minimize the gap between the initial budget and the actual expenditure in your UZP? 1. 2. 3.
5	Is there a practice of having internal audit at this UZP? If so, who does it and where to submit reports?

	<b>C. Planning and budgeting Capacity</b>
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1	Do UZPs include projects from priority list prepared earlier? If not, why it's not possible there? Who in the UZP are responsible for making the plans?
2	Are you aware that the development fund is being spent following the UZP Development Fund Use Guidelines 2014?
3	As far as you know, do the UZPs have any schedule to visit the development project sites by Upazila level officials (NBDs)?

	<b>D. Transparency and Accountability</b>
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1	What did UZP do to make the Annual Budget and Annual Development Plan displayed for public scrutiny? As far as you know, do citizens express their opinions on UZP Budget and plans?
2	Do you know how many offices in this UZP have so far assigned Information Focal Point to deliver information to public?
3	When did this UZP prepare its own Citizens charter?

	Was it ever updated since its first preparation? Where it was displayed did you placed for public display?
<b>S-3</b>	<b>DAC Evaluation criteria</b>
	<b>A. Relevance</b>
1	Do you think that the UGDP was needed to be undertaken? Please justify your answer.
2	What the UZPs will achieve by implementing UGDP?
3	If there was no UGDP, what facilities the UZPs would have missed?
4	If there was no UDF in UZPs, what troubles they would have encountered?
	<b>B. Efficiency</b>
1	What role UGDP played in terms of ensuring overall development of the UZP? 1. 2. 3.
2	Do you think that this level of development won't be possible without UGDP? Please explain..
3	Which aspects of UGDP contributed specifically in implementing the project at UZPs? 1. 2. 3.
	<b>C. Effectiveness</b>
1	Do you think UGDP activities were completed on time as planned? If not, why 1. 2. 3.
2	Do you think the UGDP procurement plan is compliant with that of PPR-2008? If not, where is the problems and deviation?
3	Were the project management structure and its staffing appropriate in relation to the tasks executed?
4	Were the development grant received from UGDP enough for the UZP? If not, why? What do you do to increase grants for the Upazila as a project representative?
	<b>D. Impact</b>
1	Due to implementation of UGDP, what notable improvement has been made at this UZP, as you observed? 1. 2. 3.
2	What change you observed among the people after implementation of different activities of UGDP? Was it positive or negative? Please explain.. 1. 2. 3.
2	Can you please name some of the major works completed through UGDP contribution that people will keep in mind for a long time?
	<b>E. Sustainability</b>
1	Do you think UZP would be able to implement the similar kind of activities once UGDP development grants cease to exist? Please justify your response...
2	According to your understanding what changes made in UZPs due to UGDP that would be felt even there is no UGDP?

<b>S-3</b>	<b>SWOT Analysis of UGDP</b>	
1	What are the major strengths of the Project?	Please try to get at least three points for each of the questions.
2	What are the major weaknesses of the project?	
3	What are the major opportunities of the project?	
4	What are major threats of the project?	

<b>S-4</b>	<b>Future Actions</b>	
1	How long this project (UGDP) should be continued and why?	



2	To meet people's expectations more, what needs to be done by the UZPs? 1. 2. 3.	
3	To get better results, what change you recommend in project monitoring system during development projects implementation?	
4	From your experience, where should UZPs emphasis more during preparation of their development plans?	
5	What need to be done to make UZP monthly meetings more effective?	
6	What USPs needs to do to make Upazila Committees more effective and functional?	
6	What steps need to be taken to reduce misuse or leakage of public resources on part of UZPs?	
8	What changes you suggest in the UZP Performance Indicators so that there is no complain from UZPs in future?	
9	Investing in which sectors would be more beneficial to the people according to your understanding? 1. 2. 3.	

Name of the Interviewer	Signature	Date
.....		

Name of the Supervisor	Signature	Date
.....		

**UDGP Mid-term Assessment Tool\_5**

**Mid Term Assessment (MTA)**  
**Upazila Governance and Development Project (UGDP)**

**Focus Group Discussion (FGD) Guidelines  
for Upazila level Officials / staff**

<b>FGD Location:</b>		<b>Date:</b>
<b>Start time:</b>	<b>End time:</b>	<b>No of Participants:</b>
<b>Facilitator:</b>		
<b>Note Taker:</b>		

Rules: For conducting FGDs the following rules have to be maintained accordingly:

1. The group will be formed a maximum of 10 participants; but below 6 participants won't be acceptable.
2. No people other than the participants should be allowed at FGD venue.
3. Give equal opportunity to all respondent to share his/her opinion.
4. Do not allow debate, facilitate on sharing their respective opinions only and respecting other participants and their freedom of expression.
5. Make them understand that it is not an exam but an academic exercise. As they speak in the group no names will be mentioned in any forms in the report.
6. Participants should not speak all at once, rather one by one. If anything very important point someone wants to make, may do it by raising his/her hand to call attention of the facilitator.

**Section I: Perception on the UGDP**

1	Can you please name some of the development functions of the UZP from your work experiences?	Probe
2	Please name some of the commendable development project undertaken in the UZP?	Probe
3	Are you aware of the development funds given to this UZP by UDGP?	Probe
4	Do you know which projects are being implemented through UGDP funding? Please name them (if possible)	Probe
5	Have you received any capacity building trainings? If yes, please mention: (Title of the training, Duration, Conducted by (PMU/NILG). please provide a sheet to the participants to share their training experience.	Record all training related information mentioned by every single participants
6	Can you please share the benefits of the training session you have attended and organized by UDGP??	

**Section 2: Performance Issues**

1	Have you observed any changes in functioning of different committees of the UZP? What are those changes?	
2	Over last few years have you observed any improvements in financial management practices i.e. budget preparation, asset management, financial documents etc.?	
3	As NBDs, have participated in the preparation of Five-year plan, or inspection of development projects etc.?	
4	Are you aware of the assigned person for information dissemination	

	in your respective offices? Can you name him/her?	
5	Do you have your own Citizen's Charter prepared and displayed for citizen's visibility?	
6	Are you aware of deployment of an Upazila Development Facilitators (UDF) in this Upazila from UGDP? How this person helped in implementing development projects??	

### Section 3: Assessment Issues

#### A. Relevance

	a. Do you think the development expectations of the people are being met through the additional development fund available in the UZP?	Probe
	b. Have you experienced that the development projects are being implemented as per the approved development Plan of the UPZ? If not why?	Probe
	c. New project initiative brings additional responsibilities for the Upazila level officers, how do you think?	Probe

#### B. Effectiveness

	a. Do you think a good plan leads to better implementation of its actions? How?	
	b. According to your understanding, what were the major factors influencing achievement of development objectives of the UZP and how?	
	c. Similarly, what were the major factors influencing non-achievement or less than expected achievement of development objective UZP and how?	

#### C. Efficiency

	a. According to your understanding, were the activities implemented according to planned schedule? Whatever may be the answer, ask the reasons.	
	b. Have you observed a good working relationship among the stakeholders/partners of the UZP?	
	c. Did the UZP receive required technical assistance from the above i.e. district/ national offices? What type of technical assistance?	

#### D. Impact

	a. Considering last three years, what were the improvements you have observed in the UZP function, where and how?	
	b. Have you observed any change in attitude or enhanced knowledge among the officials at the Upazila in delivering public services?	
	c. What are the reform actions and initiatives undertaken by the UZP to further improve the existing system of Upazila Parishad? If you are aware of those please say where and how (Please specify, capacity development and human resource, financial resource management, Accountability and transparency, Upazila rules, regulations, guidelines, monitoring system etc.	

#### E. Sustainability

	a. Do you think the UZP can continue to improving the governance system with no further external assistance assured?	
	b. If yes, what makes you think so?	

	c. If no, which factors do you think are responsible for non-achievement?	
	d. Do you think the UZP is capable enough to own all its development expectations any time soon?	

### **Section 3: SWOT Analysis (For Officials only)**

1	What are the major strengths of the project?	Collect at least three point in each of the aspects of SWOT
2	What are the major weaknesses of the project?	
3	What are the major opportunities of the project?	
4	What are major threats of the project?	

### **Section 4: Future Actions**

1	What are your expectations from UDGP project?	
2	What are your suggestions to improve the quality of planning at the UZPs?	
3	How overall service delivery of the UZPs can be improved?	
4	If you consider extending the project tenure, how long the UDGP should be extended?	
5	Your opinion about UGDP (in brief):	

**Thank the participants and wrap the discussion up.**

**Mid Term Assessment (MTA)**  
**Upazila Governance and Development Project (UGDP)**  
**Focus Group Discussion (FGD) Guidelines**  
**For Citizens**

<b>FGD Location:</b>		<b>Date:</b>
<b>Start time:</b>	<b>End time:</b>	<b>No of Participants:</b>
<b>Facilitator:</b>		
<b>Note Taker:</b>		

Rules: For conducting FGDs the following rules have to be maintained accordingly:

1. The group will be formed a maximum of 10 participants; but below 6 participants won't be acceptable.
2. No people other than the participants should be allowed at FGD venue.
3. Give equal opportunity to all respondent to share his/her opinion.
4. Do not allow debate, facilitate on sharing their respective opinions only and respecting other participants and their freedom of expression.
5. Make them understand that it is not an exam but an academic exercise. As they speak in the group no names will be mentioned in any forms in the report.
6. Participants should not speak all at once, rather one by one. If anything very important point someone wants to make, may do it by raising his/her hand to call attention of the facilitator.

### Section 1: Perception on the UGDP

1	According to your understanding what are the main tasks of Upazila Parishad?	Probe
2	Can you tell some of the works of the UZPs you have seen in person?	Probe
3	What types of work UZPs implement most in your areas?	Probe
4	Have you ever invited to attend any meeting at UZPs? If yes, can you please tell which meeting it was??	Probe
5	.Do you know anything about Planning by UZPs? Do UZPs invite citizens to planning meetings at any stage??	
6	Do you know that UZPs have Upazila Committees? Have you ever heard of any such committees or their activities in your Upazila?	
7	Have you observed any change in behavior of the UZP officials and staff during last 2/3 years?	

### Section 2: Development Issues

1	Do you have any experience of getting involved with development works being implemented by UZP? If so, which one, and how was your experience?	
2	Do think, UZPs can maintain transparency in implementation of its development works?	
3	Do you have any idea, who monitors UZPs development project implementation??	
4	Did you hear that UZPs get development grants from a project called UGDP?	
5	By any chance, do you know which projects were being implemented through UGDP fund??	

6	Did you UZP considered citizen participation in their planning process? If no, why?	
7	Generally how happy you are with the quality of development activities implemented by UZP? <div style="border: 1px solid black; width: 400px; height: 20px; margin: 10px auto; text-align: center;">① ② ③ ④ ⑤</div>	Ask all the participants to rate individually; tell them that 5 is 'very happy' and 1 is 'not happy at all'.
8	Have you ever seen a person called Upazila Development Facilitator (UDF) in your Uapzila, especially visiting project sites? Please tell us about him.	

### Section 3: Transparency and Accountability

1	Do you know about the citizen charter of the UZP?	
2	If yes, how did you know it?	
3	Do you know about the designated Information Officer at different Upazila level offices?	
4	If yes, how did you know about it?	
5	Can you tell the name and designation of some of the officers?	
6	Do you know about the budget of the UZP?	
7	If yes, how did you know that?	

### Section 4: Future Actions

1	What you expect UZP should do for citizens?	
2	Which areas should get priority in UZP development plan?	
3	What should be done to improve the quality of work done by UZP?	
4	What citizen can do to make the UZPs more responsible and accountable?	

**Thank the participants and wrap the discussion up.**

**Mid-term Assessment****Upazila Governance and Development Project (UGDP)****Local Government Division****KII Guide for Upazila Nirbahi Officer (UNO)-Control**

Perhaps you are aware that the Local Government Division under the Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) has been implementing the project titled "Upazila Governance and Development Project". We have come to this Upazila to collect information on how activities are functioning here, which activities are being furnished properly and which areas of activities are to be improved further. The government basically intends to know the reality at the grass root level. Since you have been working at the grass root level on government's behalf and have been working in this Upazila for a considerable time, you will be able to depict a proper and real scenario of the activities at Upazila level. It's a task of Bangladesh government and your active participation and cooperation are desired to furnish the same effectively and efficiently.

Name of the Respondent:		
Upazila:	District:	Division:
Years in this Station:	Total length of Service:	
Cell Phone:	Email:	

<b>S-1 General Perception of Upazila Functions</b>		
1	According to the Upazila Parishad Act 1998, what are the functions of the Upazila Parishad?	Please note all the functions mentioned by the respondent.
2	What are the major activities you have to perform as the Chief Executive of the Upazila?	
3	Do you have any experience working with UGDP, in your previous work station, which received UDGP fund?	
4	As UNO how do you see the capacity of this Upazila in terms of the following indicators;	
4.1	Holding monthly meeting with all stakeholders presence regularly	
4.2	Making the Upazila committees functional, i.e. holding meetings, preparing meeting proceedings, and presenting to UZP monthly meetings	
4.3	Making annual and five year plan of the UZP	
4.4	Preparing budget and financial statement as per rule and on time and disclosing them for citizen scrutiny	
4.5	Ensuring that all offices have their designated officer for sharing information	
4.6	Ensuring that all offices have their own Citizen's Charter and those are displayed for public for visibility	
4.7	Making the Project Selection Committee (PSC) functional according to rules	
4.8	Making steps to ensure that UPs are holding UDCC meeting accordingly and submit the meeting proceedings to UZP?	
4.9	UPs project proposals are accommodated in the UZP annual development plan	
4.10	Using NBDs in supervising implementation of development projects	

<b>S-2 SWOT Analysis of UZP</b>		
1	What are the major strengths of the UZP?	Please try to get at least three points for each of the questions.
2	What are the major weaknesses of the UZP?	
3	What are the major opportunities of the UZP?	
4	What are major threats of the UZP?	

<b>S-4 Future actions</b>		
1	What needs to be done to meet the development needs and expectation of the people?	
2	To get better results who ( officer of what level) should monitor the development project during implementation?	
3	What according to you is required to make overall development of the UZPs?	
4	What needs to be done to make the UZP monthly meetings more effective?	
5	What UZP can do to make the Upazila Committees more effective and functional?	
6	What steps to be taken to reduce misuse or leakage of public resources?	
7	What do you know about UGDP? Any suggestions/ recommendations please tell us...	

<b>Name of the Interviewer</b>	<b>Signature</b>	<b>Date</b>
.....		

<b>Name of the Supervisor</b>	<b>Signature</b>	<b>Date</b>
.....		



**Mid-term Assessment****Upazila Governance and Development Project (UGDP)****Local Government Division****KII Guide for Elected Representatives (Control)**

Perhaps you are aware that the Local Government Division under the Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) has been implementing the project titled "Upazila Governance and Development Project". We have come to this Upazila to collect information on how activities are functioning here, which activities are being furnished properly and which areas of activities are to be improved further. The government basically intends to know the reality at the grass root level. Since you have been working at the grass root level on government's behalf and have been working in this Upazila for a considerable time, you will be able to depict a proper and real scenario of the activities at Upazila level. It's a task of Bangladesh government and your active participation and cooperation are desired to furnish the same effectively and efficiently.

Name of the Respondent:				
① Upazila Chairman	② UZ Vice chairman (M)	③ UZ Vice Chairman (F)	④ UP Chairman	⑤ Reserved UZP member (female)
Name of the UP (for UP Chairman and Female (selected) UP member ):				
Upazila:		District:		Division:
Years in this position:		Elected: ① Once ② Twice ③ Thrice ④ More		
Age:		Education:		
Cell Phone:		Email (if any):		

<b>S-1 General Perception of Upazila Functions</b>		
1	According to the Upazila Parishad Act 1998, what are the functions of the Upazila Parishad?	Please note all the functions mentioned by the respondent.
2	What are the activities generally you have to perform as elected representative of the UZP?	
3	As elected representative how do you see the capacity of this Upazila Parishad in terms of the following indicators;	
3.1	According to your understanding, how effective are the UZP monthly meeting in terms of making and implementing decisions? Please rate effectiveness of monthly meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all): <div style="text-align: center; border: 1px solid black; padding: 5px; width: fit-content; margin: 10px auto;">① ② ③ ④ ⑤</div>	
3.2	Are Upazila Committees meeting held regularly? To what extent the decisions/suggestions made by the Upazila Committees through meetings considered at the UZP monthly meetings? Please rate effectiveness of monthly meetings in a Five Point scale given below (where 5 is most effective and 1 is not effective at all): <div style="text-align: center; border: 1px solid black; padding: 5px; width: fit-content; margin: 10px auto;">① ② ③ ④ ⑤</div>	
3.3	How far you are satisfied with the quality of UZP's annual planning and its implementation? How would you rate the UZP's annual planning and its implementation capacity in a Five Point scale?, where 5 is excellent and 1 is very poor.	
	Annual Planning	① ② ③ ④ ⑤
	Budget preparation process	① ② ③ ④ ⑤

3.4	Are the financial statement of previous year and next year's budget disclosed for public scrutiny and receiving opinions before finalization?	
3.5	Does UZP involve citizens while to share their opinions during budget preparation?	
3.6	Which offices of your Upazila have so far developed and made the Citizen's Charter public? Can you please share the names?	
3.7	Are all development work done by the UZP complied with the annual development plan? Please rate the status of implementation plan in a five point scale given below, where 5 is excellent and 1 is very poor.	
	Implementation of Plans	① ② ③ ④ ⑤
3.8	Which offices in this Upazila have appointed Designated Information Officer in compliance with the RTI Act.? Can you please tell some name of offices:	
3.9	Do you have idea about the indicators used for performance assessment of UZP by UGDP? As per your understanding in which areas you are lagging behind?	
3.10	Is there any initiative to meet the gap between the estimated and actual budget? How? Would you please explain?	
3.11	How do you monitor whether UPs are holding UDCC meetings regularly?	
3.12	How do you usually accommodate development projects proposed by UPs with that of UZP plans?	
3.13	Is the Project Selection Committee (PSC) formed in your UZP? How many member of this committee? -----no.	
4.	How many training you have received after being elected? Can you please tell us details of training? Title of the training, Major contents, Duration, Conducted by(PMU/NILG/or else (specify))	

<b>S-2 General understanding of UGDP</b>		
1	Have you heard about UGDP? If yes, from where you heard about it?	
2	Do you have any idea, how much money UZPs receive as development grants from UGDP?	
3	If you get this fund, in which sector you would invest them for implementing development project?	
4	For what reasons you are yet to receive development grant from UGDP?	

<b>S-3 SWOT Analysis of UZP</b>		
1	What are the major strengths of the UZP?	Please try to get at least three points for each of the questions.
2	What are the major weaknesses of the UZP?	
3	What are the major opportunities of the UZP?	
4	What are major threats of the UZP?	

<b>S-4 Future actions</b>		
1	What needs to be done if you want to meet the development needs and expectation of the people?	
2	To get better results who (what level of officer) should monitor the development project during implementation?	

3	What according to you is required to do to make overall development the UZPs?	
4	What needs to be done to make the UZP monthly meeting more effective?	
5	What UZP can do to make the Upazila Committees more effective and functional?	
6	What steps to be taken to reduce misuse or leakage of public resources?	
7	Any comments/ observation you want to make on UGDP.....	

Name of the Interviewer	Signature	Date
.....		

Name of the Supervisor	Signature	Date
.....		

**Mid Term Assessment****Upazila Governance and Development Project (UGDP)****Focus Group Discussion (FGD) Guidelines  
for Upazila level Officials / staff (Control)**

<b>FGD Location:</b>		<b>Date:</b>
<b>Start time:</b>	<b>End time:</b>	<b>No of Participants:</b>
<b>Facilitator:</b>		
<b>Note Taker:</b>		

Rules: For conducting FGDs the following rules have to be maintained accordingly:

1. The group will be formed a maximum of 10 participants; but below 6 participants won't be acceptable.
2. No people other than the participants should be allowed at FGD venue.
3. Give equal opportunity to all respondent to share his/her opinion.
4. Do not allow debate, facilitate on sharing their respective opinions only and respecting other participants and their freedom of expression.
5. Encourage participant to express own opinion and respect others to express their opinion
6. Make them understand that it is not an exam but an academic exercise. As they speak in the group no names will be mentioned in any forms in the report.
7. Participants should not speak all at once, rather one by one. If anything very important point
8. Discourage the participants to talk all at a time and inform the participants that to express one's opinion raise hand to draw attention of the facilitators.
9. opinion

**Section I: General Issues**

1	Can you please name some of the development work of the UZP from your work experiences?	Probe
2	Please name some of the commendable development project undertaken in the UZP?	Probe
3	Are you aware of any development fund received by UZP other than the ADP? If yes, from which source?	Probe
4	Do you attend meeting called by UZP Chairman or by Upazila Committees? If yes, please give the details of the meetings?	Probe
5	Have you ever participated in Annual Planning of the UZP? What was your contribution to that plan?	
6	How development projects are being undertaken in this UZP? Can you please describe the process?	
7	Can you please describe the budget preparation process of this UZP? As Upazila level officials do you play any role in budget preparation? Is the budget prepared on time?	
8	Did you ever visit any UP to attend UDCC meeting, as advised by UZP?	
9	Incompliance with RTI Act, did your office any of your colleague as the designated officer to deliver information service to citizens? Can you please tell the name of the designated	

	officer?	
10	Have you prepared Citizen's Charter for your office? If yes, when did you update it last? What did you do make the Citizen Charter visible to people at large?	

### Section 2: SWOT Analysis (For Officials only)

1	What are the major strengths of this UZP?	Collect at least three point in each of the aspects of SWOT
2	What are the major weaknesses of this UZP?	
3	What are the major opportunities of this UZP?	
4	What are major threats of this UZP?	

### Section 3: Future Actions

1	What are your expectations from UZP in terms of development planning?	
2	What are your suggestions to improve the quality of planning at the UZPs?	
3	How overall service delivery of the UZPs can be improved?	
4	Do you think this UZP has the capacity to manage more funds to implement development projects?	
5	In which areas UZP should consider working more and why?	
6.	If you like to say anything about UGDP or any suggestions to UGDP...	

**Please wrap it up by thanking all participants for sparing their valuable time**

## Mid Term Assessment

Upazila Governance and Development Project (UGDP)

### Focus Group Discussion (FGD) Guidelines for Citizens (Control)

<b>FGD Location:</b>		<b>Date:</b>
<b>Start time:</b>	<b>End time:</b>	<b>No of Participants:</b>
<b>Facilitator:</b>		
<b>Note Taker:</b>		

Rules: For conducting FGDs the following rules have to be maintained accordingly:

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5. Encourage participant to express own opinion and respect others to express their opinion
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7. Participants should not speak all at once, rather one by one. If anything very important point
8. Discourage the participants to talk all at a time and inform the participants that to express one's opinion raise hand to draw attention of the facilitators.
9. opinion
10. someone wants to make, may do it by raising his/her hand to call attention of the facilitator.

#### Section I: General Issues

1	According to your understanding what are the main activities of Upazila Parishad?	Probe
2	Can you tell some of the activities of the UZPs you have seen in person?	Probe
3	What types of activity, UZP implements most in your areas?	Probe
4	Have you ever invited to attend any meeting at UZPs? If yes, can you please tell which meeting it was?	Probe
5	Do you know anything about Planning of UZPs? Do UZP invites citizens to planning meetings at any stage? If yes, can you please tell us about the meeting of what stage of planning?	
6	Do you know that UZPs have Upazila Committees? Have you ever heard of any such committees or their activities in your Upazila?	
7	Have you observed any change in behavior of the UZP officials and staff during last 2/3 years? If yes what sort of changes you have observed? Please tell us.	

<b>Section 2: Development Issues</b>		
1	Do you have any working experiences with development work of UZP? If yes, please tell us in which work and what kind of experiences you have gathered?	
2	According to your understanding, to what extent UZP can maintain transparency and accountability in its development work? Please justify your answer.	
3	Have you seen that the development work is ever monitored by someone? If yes, can you please tell whom did you find monitoring the project?	
4	Do you think that demand and the expectation of the citizens are being considered in UZP development plans? Have you got any opportunity to let UZP know your demand and expectation? If yes, please tell us where and when you got the opportunity?	
5	Overall, how happy you are with UZP for its development work? <div style="text-align: center; border: 1px solid black; width: fit-content; margin: 0 auto; padding: 5px;">           ① ② ③ ④ ⑤         </div> Ask all the participants to rate individually; tell them that 5 is 'very happy' and 1 is 'not happy at all'.	

<b>Section 3: Future Actions</b>		
1	As citizen, what do you expect from UZP? And why?	
2	Which areas/sector should get priority in UZP development plan?	
3	What should be done to improve the quality of work done by UZP?	
4	Can citizens do to make the UZPs more responsible and accountable? If yes what are those?	
5	Do you think to ensure the overall development of UZPs, it needs more development fund to implement development work in the Upazila? What measures are necessary to take for ensuring appropriate use of development fund?	
6	What do you know about UGDP? Any suggestions/ recommendations...	

**Please wrap it up by thanking all participants for sparing their valuable time.**