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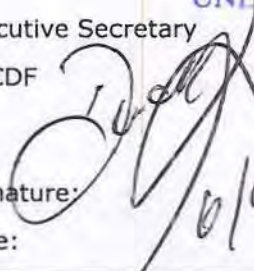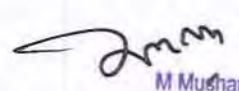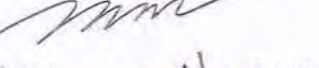
1. Cover page

Country: Bangladesh

Programme Title: Upazila Governance Project (UZGP)

Joint Programme Outcome: Strengthened capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs

Programme Duration: 5 years **Anticipated start/end dates:** August, 2011 –July, 2016 **Management Arrangement:** National Implementation **Administrative Agent:** UNDP	**Total estimated budget*:** **$19,312,916** Out of which: **1. Funded Budget:** **$ 18,058,889** **2. Unfunded budget:** **$1,254,027** * Total estimated budget includes both programme costs and indirect support costs
	Sources of funded budget ($): • Government 935,828 (Equivalent to 700.00 lakh BDT)** • **UNDP** 2,000,000 • **UNCDF** 1,000,000 • **European Union*** 10,138,889 • **SDC*** 4,920,000 * Contributions are provided in EUR and CHF ** 1 BDT is equal to 74.80 USD as on 01/08/2011 respectively and are subject to exchange rate variations

UN organizations	National Coordinating Authority
Country Director UNDP, Bangladesh Signature: Date: 25/8/2011 Stefan Priesner Country Director UNDP-Bangladesh Executive Secretary UNCDF Signature: Date:	Economic Relations Division Ministry of Finance Signature: Date: M Musharraf Hossain Bhuiyan Secretary Economic Relations Division Ministry of Finance Government of the People's Republic of Bangladesh Local Government Division Ministry of Local Government, Rural Development and Co-operatives Signature: Syed Mahboob Hasan Date: Additional Secretary Local Govt. Division Government of Bangladesh.

2. Executive Summary

The Upazila Parishad Governance Project (UZGP) is part of the overall programmatic framework for UNDP and UNCDF support to the Government of Bangladesh Local Governance reforms, supported by the European Union, the Governments of Switzerland (SDC) and Denmark (Danida). The UZGP is the product of the Preparatory Assistance that UNDP implemented during 2009-2010 (with Swiss support) to address many of initial challenges of UZPs.

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

The UZGP is an innovative initiative with four overarching themes.

o Firstly it will support the Government of Bangladesh to implement the governance reforms at *Upazila* (UZP) level that include the recently (re) established elected council at the middle tier of LGI Unit.

o Secondly it will demonstrate how the UZP can fulfill its development mandate for service delivery and leverage its comparative advantage in delivering development and services at the local level and accelerating the achievement of the MDGs – recognizing locally specific needs.

o Thirdly it will weave the UZP into a more holistic and integrated local governance framework in which the UPs, the line agencies and the Upazila Parishads complement one another, co-financing local development programs that are locally accountable.

o   Finally it will support central government's capacity to monitor these local governance reforms and to develop a National Framework for Local Government Policy and Capacity Building for local government institutions (LGIs) and local level functionaries.

To do this the UZGP will introduce following major innovations at the local level:

• A strong focus on local democracy and accountability is an objective in its own right. This will include the concerted use of a wide range of participatory mechanism and methods to strengthen the functioning of the Upazila Parishads. This is the focus of the first UZGP Output – which will cover all UZPs with a basic program of support and concentrate on some UZPs for more specific measures.

• The UZP will be an active and vibrant LG unit bringing all service providers at Upazila level under the accountability framework of UZP and create a mechanism of participatory, democratic and accountable body corporate as envisioned in the Local Government (UZP) ACT 1998. In 2009, the Government enacted an amendment to the 1998 Act, that added the position of two vice-chairs(including one female vice-chair) and confirmed the advisory role of the members of parliament with an obligation to the parishad to listen to the MPs' advice.

• The UZGP will introduce an effective local level planning and visionary service delivery system by bring all the government, non-government and private sector initiatives under a coordinated and integrated local level planning and management framework. Through this process environmental and climate change issues will be taken into account.

• The UZGP output introduces a pilot fiscal facility for the Upazila Parishad. These funds will enable the newly established councils to program activities co-financed with the Union Parishads and the line agencies at the local level, thus providing a 'glue' that brings together currently disparate resources under local accountability, and enables the UZP to further its development mandate – with a particular focus on

MDG acceleration.

- The fiscal facility provided to the UZPs will promote the financing of MDG related activities under the UZP plan framework. Assessment tools will also be developed and used to monitor MDG achievements.

The UZGP will run for five years from 2011 to 2016 during which the pilot fiscal facility will be extended to at least 14 UZP for 4 fiscal years (with 7 UZPs targeted the first year) and the main program will be expanded to the whole country, working through the office of the Divisions and Districts. The project will be implemented by the Ministry of Local Government, Rural Development and Co-operatives and will be funded by European Union and Swiss Agency for Development and Cooperation.

3. Situation Analysis

The Upazila as an administrative unit and spatial location occupies a strategic, political and administrative position in Bangladesh. The reestablishment of the Upazila Parishads (UZP) and elections to the 482[1] Parishads in 2009, with a gap of twenty years, means powers are again vested in democratically elected institutions at the sub-national level. Through the 2009 Upazila Act[2] and the subsequent elections, the UZPs are now empowered to play a major role in the process of promoting local democracy and management and delivery of basic social services. It can also contribute substantially to make local administration accountable to democratically elected institutions. It is the second tier of local government that national government engages directly sub-nationally with its citizens. With an average population of 300,000, UZPs have major responsibilities for virtually supervising all sectoral service providers. For local service delivery, citizen participation and accountability is located at the Upazila that makes it a strategic and vital administrative and political point. Public service ministries delivering key services necessary for livelihoods and well-being all have functionaries posted at this tier including key services of health; education; water and sanitation; agriculture and economic development.

It is now a policy priority to ensure the smooth functioning of Upazilas in the context of their unique and complex local chemistry, their multi-dimensional role, and their associated political considerations. In particular, the capacity of local government representatives in planning and in resource mobilization, the mechanisms that ensure democracy within the Parishad, and the policy directions and initiatives ensure citizens' participation in local government systems need immediate action..

The UN Common Country Assessment of 2005 notes that the lack of elected representatives at many local government tiers (including the Upazila until the 2009 elections), the complex legislative framework for decentralization and limited access to resources at local level results in low levels of effective citizen participation and capacity of LGIs to deliver services. It also notes the importance of the initiatives to address the afore mentioned issues coupled with strong capacity building efforts for local government officials, making a particular mention to the role of elected women representatives.

The new public leadership at the Upazila level needs, in most cases, greater experience and exposure in managing this unique organization that combines civil bureaucracy, development professionals, and other public leaders within one single institutional framework. Most of the newly elected leadership of the UZP also need greater skills to promote pro-poor public service delivery in the face of competing demands from various social and political interest groups. The capacities of the UZP leadership to promote participation and democracy within the Parishad and the skills to promote peoples' participation in the functioning of UZP, are both critical elements of the local leadership's skills requirement. Without the immediate provision of such skills the UZP may not be able to work with their full potential.

There is strong political support for decentralized governance and a greater development role for UZPs. The current Government has reflected in its manifesto regarding the revival of UZP and by holding UZP elections the

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[1] Elections were held for all 482 Upazilas but only 481 Parishads were elected.
[2] The 2009 Act is an updating of a previous act which assigned clear roles, functions and powers to the Upazila Parishads in 13 main areas including health; education; water and sanitation; agriculture and economic development.

commitment has been partially fulfilled. Moreover, acts were enacted and some of the supporting rules were framed to facilitate effective decentralization.

The UZP Act opens up the democratic space for increased citizen's voice and engagement with elected representatives and functionaries in local government. However, challenges prevailing that slow down the process need to be addressed. The rules, regulations, guidelines and circulars relating to the UZPs though framed and circulated facing acute problem at the application stage. This has limited the proper administration and coordination of the funds functions functionaries, development and services at the upazila level.   Women representatives face constraints in engaging with the citizen because of their marginalizion from decision-making processes at UZP.   UZP has to reactivate and institutionalize mechanisms envisaged in the legislation, such as the standing committees, through which public representatives and functionaries can interact consistently and openly with Upazila constituents. These are some of the challenges the UZP has to resolve in future.

The UZGP will explore the opportunities to build on the lessons learnt from the changes underway in the UPs and the local offices of line ministries, without encroaching on the core functions of either the functionaries or the UPs and pourasavas. The legislative function of the UZP is to ensure funds and functionaries are deployed in line with national government policies and targets; i.e. to ensure coverage to hard-to-reach and marginalized constituents. There is a risk that the UZP will fail to fulfill its own legislative functions (planning, setting standards and monitoring compliance) or will be perceived as overriding the functions of other tiers of government. The current tensions between different actors would be exacerbated and this may further marginalize poorer constituents, who already face difficulties in engaging with the democratic processes.

The UZGP along with other issues will precisely follow the following principles while addressing the situations described above.
- The capacities of UZPs, government functionaries, non-state actors will be enhanced with the assistance from the UZGP to make UZP a viable local government institution for effective service delivery and democratic decentralization.
- The UZGP will also aim at building trust, confidence and mutual respect among the public representatives and the government officials.
- Help to create a planning vision and translating the vision into a concrete plan instrument through a process of participation. The project will ensure the preparation of five year plan for all Upazilas following the guidelines prepared by LGD. The plans and implementation tools will include need and area based climate change issues.
- The UZGP will assist the process of MDG achievement by supporting few components of the plan evolved through a participatory process.

Linkages with the District level, particularly should the Zila Parishad elections take place during the lifetime of the project will be taken into account in project activities.

(See a detailed situation analysis in Annex 1)

4. Strategies, including lessons learned and the proposed joint programme

The intervention strategy falls within the frames of the following United Nations Development Assistance Framework (UNDAF) outcome 1: "Government institutions at the national and sub-national levels are able to more effectively carry out their mandates, including delivery of public services, in a more accountable, transparent, and inclusive manner". For this purpose, the proposed intervention brings together UNDP's recognized core mandate for Capacity Development with UNCDF's specialized expertise in local governance and investment capital for fiscal decentralization. In addition, the 2009 Millennium Development Goals Progress Report for Bangladesh promotes the need for progressive approaches to local government to change the nature of the relationship between citizens and the state.

The challenges for development of Upazila level democracy and service delivery are very different from the Unions and Pourashavas. While the lowest tier and the municipalities have a significant portion of 'own' functions, the new Upazila Parishads, with the Government vision and strategy, will have roles and responsibilities vis-à-vis service delivery which will continue to require input from the line agencies and other actors. The councils are envisaged as representative bodies strengthening line agencies accountability and coordination of overall Government service delivery managed at Upazila level side by side with managing own LG functions.

For the UZP to function well, service delivery will need to be organized as both 'devolved' and 'deconcentrated' in their clear forms. The fundamental challenge over the years to come will be to establish the roles and responsibilities and the appropriate arrangements under which the different agents (including non-state actors) collaborate with each other. This is alongside the additional challenges of bringing state and non-state actors to cooperate. This also implies that whereas capacity development is an issue for the new *Parishads*, the present *administrations* and sectoral entities have some capacities. The key challenges are the struggles over roles, powers and funds, new accountability lines and – more broadly - making local democracy work. This includes sensitization of the line agencies to conform to new democratic and decentralization values.

A further challenge of the program is to support UZP as democratic entities and thereby contribute to opening up the democratic space for increased citizen-state engagement at sub-national level. The signs seem congenial. In Bangladesh, over the last decade, in local governance and in other sectors, a range of interventions have modeled approaches focused on operationalizing accountability, citizens' voice, institutional response and engagement.[3] These lessons have informed the program's design and will be incorporated into the implementation processes. Key lessons shaping the approach include:

- Representatives, government officials and citizens can build capacities to be able to work together. For citizen-state engagement to work, stakeholders at all levels need to be part of the process.

- Information and understanding are vital for extending access to the marginalized and those hitherto left behind. On the one hand, it means that access to information, and the belief there are channels available through which to act on it, will motivate people, especially poor people, to risk the time and effort to participate in dialogue and decision-making. On the other hand when representatives, functionaries and the administration have a better understanding of the lives and concerns of their constituents they are more willing to sanction actions that respond positively to their demands.Monitoring and evaluation of democratic processes are essential to understand changes in how institutions are listening to and working with all their constituents including the poor. However, processes of collecting and assessing data against simple impact indicators of voice, accountability and engagement are yet to be institutionalized,

Building on these lessons, this program aims to enhance institutional responsiveness on the one hand and open up channels for citizen's voice on the other – linking the 'demand' and the 'supply' of democratic local governance. An element of this is enhancing accountability mechanisms. Accountability takes many different forms but has two important characteristics: i) *answerability;* the right to receive a response and the obligation to provide one, and ii) *enforceability;* the capacity to enforce action and seek redress when accountability fails"[4]. The constitution and laws governing the UZP, (2009) and the citizens' right to information (2009) establish GoB obligations for both answerability and enforceability. The program is aiming to support: (a) accountability mechanisms which transparently demonstrate UZPs are institutionally acknowledging and assuming responsibility for decisions and actions taken and, (b) processes of dialogue, challenge and redress through which constituents can engage with the elected representatives.

Project Intervention Principles
- Build on lessons learnt from existing Upazila PA, LGSP-LIC and SHARIQUE pilots to strengthen mechanisms of mutual accountability
- Reinforce GoB policies on citizen engagement (UZP Act 09 - Citizen Charter, RTI, e-governance)

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[3] See for example, Holland et al 2008; Crawford 2009; Hobley 2006;

[4]Taken from Crawford 2009 Voice and Accountability in the Health Sector of Bangladesh. DFID Bangladesh: page 4

- UZP as a coordinator of development planning and services by linking with functionaries and line ministries
- Gender mainstreaming **(See details in Annex 4)**
- Promote pro-poor & gender sensitive planning & services
- Promote livelihood supportive environment & biodiversity conservation in a changing climate
- Enhance oversight, monitoring & policy review functions

Geographical coverage

The geographical coverage for assistance aimed at scaling up support for MDGs through LGs and learning & innovation is expected to be as follows:

The program will cover 7 Districts representing one in each of the 7 Divisions in order to pilot equity initiatives in a priority pro-poor setting measured in terms of a) being the most off-track on the MDG targets and b) to which UZP managed local public service delivery contributes significantly.[i]

The **7 Districts** will be selected together with the Government matching with the following criteria:

1. Representative sample of poverty levels of Bangladesh (proportion of population below the upper poverty line): This will ensure the demonstration effect the project is aiming at to have a broader policy and scaled up impact through the replication and adoption of the best practices it will identify. Districts from different poverty levels will be selected but a poverty bias will be allowed to ensure the sample is representative of Bangladesh's district poverty profiles. Districts with various levels of capacity will be included to ensure sufficient lessons learned from this piloting exercise.

2. Inclusion of 3 former LGSP-LIC districts (including Sirajganj District): This will give the opportunity to continue building on the successful grounds built under the LGSP-LIC project to showcase sound and well proven models for replication. The Sirajganj district will be kept as the pioneer district where the UNDP and UNCDF supported program SLGDP launched fiscal transfers to the UPs in Bangladesh. It is felt important to keep maintaining this district as a model and laboratory to keep pushing innovations in local governance further. The UNDAF priority districts and the geographical targeting methodologies will also be considered before finalization of districts. The methodology took into account not only MDG ranking of the districts, in other words poor performance of MDG related indicators but also pro-poor growth, social services, food security and nutrition and last but not least climate change.

Within the 7 Districts, the Fiscal Facility of the UZGP will cover 14 UZP comprising 2 UZPs in each selected district in each of the 7 Divisions. A phased approach will be adopted: year 1-2 work in 7 UZPs (1 in each of the 7 districts), Year 3: 2 UZPs in each district, and then rising to 14 (2 in each of the 7 districts) in fourth years. The districts will be selected through UNCT developed approached.

A formula will be developed with the Government to select the targeted UZP – this will take into account poverty criteria, geographical criteria, the need to work in UZP where the demonstration effect can be largest and finally the advantages of working in UZP that have benefited from the localizing the MDGs program, the LGSP LIC program.

The UPGP will be operational in the same districts (covering all UPs with its Fiscal Transfer or Block Grant) to facilitate synergies with the improved planning, financial management and revenue mobilization to be explored at UP level, including co-financing and coordination of UP and UZP activities. It is estimated that 400 UPs will be covered in 7 Districts by the UPGP.

Whilst the focus will be on the 14 UZPs that will receive the pilot Fiscal Facility, all the remaining UZPs of the country will receive a basic level of capacity building support on demand delivered through the LGD/(Dep.) Directors, LGs and their district facilitation teams. These UZPs will be encouraged to adopt the lessons learnt and tested practices, emerging from the core group, where appropriate. Dissemination of good practice will be through a variety of methods, *inter alia*: horizontal peer-to-peer learning; mobile trainings; dissemination of IEC materials and the district level helpline. The selection of the core UZPs will be done in agreement with the Government based on the poverty and MDG ranking.

The program will work with the LGD offices of Director, LG and Deputy Director, LG of the Divisional/District Commissioners' offices. Additionally, much of the program funded training, including aspects of the peer-to-peer horizontal learning, will be delivered to all, or a significantly larger group of UZPs and UPs than those targeted directly for fiscal support by the program. Evidence from the existing peer-to-peer learning initiatives by WSP with UPs suggests that once good practices are identified, non-participating UPs are quick to learn and adopt such practices leading to a wider take-up and embedding of good practice across a broad geographical area.

UNDP and UNCDF Comparative advantage and Roles:

The UN system with its commitment to the Millennium Development Goals and to Aid Effectiveness (Paris Declaration and Accra Agreement) has been responding to the needs of Bangladesh for the past 30 years. In this context, UNDP and UNCDF brought together their comparative advantages that create an added-value based partnership to pioneering ways to address local governance issues in Bangladesh.

The proposed intervention brings together a recognised core mandate for Capacity Development with a specialized expertise in local governance and investment capital for fiscal decentralization. UNDP counts with a full blown multi-sector approach with a particular strength in Governance and Poverty Reduction. A consolidated country presence allows for a solid delivery arm within the NEX (National Implementation Modality) agreed with the GoB for enhanced levels of ownership and accountability. The comparative strength of UNDP builds on:

- A strong donor coordination role in countries where local governance attracts considerable attention from the international community
- A strong and dynamic community of practitioners
- Activities in more than 90 countries with considerable potential for south-south learning co-operation
- Flexibility I its support, with focus on local needs
- Close co-operation with UNCDF in working with the more than 20 least-developed countries (LDCs), presenting a strong foundation for linking poverty reduction with democratic governance and natural resource management.

UNCDF's Local Development practice area, which has 15 years' experience of supporting local government finance in Asian LDCs, will be put to the service of improved access to social services, governance and pro-poor economic infrastructure by providing an added-value generating combination of capital, technical assistance and advocacy directly to local authorities. UNCDF's brings added value with its expertise on fiscal transfers to local governments.

The method of implementation will also support donor harmonization in particular to technical assistance and capacity development as the intervention will be a partnership of key donors involved in local governance in Bangladesh (DANIDA, SDC, UNDP, UNCDF and EU) and which are directly linked to the GoB's national LGSP programme supported by a World Bank loan.

UNDP and UNCDF roles within the project:

UNDP will take the lead in supporting the Government for the implementation of activities related to the promotion of democracy, the development of a framework for Local Government Policy and Capacity Development, women empowerment, local planning and were technical areas overlap with the areas of expertise of UNCDF, UNCDF will provide technical support as required.

UNCDF, given its specific capital investment mandate, will ensure the delivery to Government of fiscal grant transfers for Local Government Institutions (UZPs). UNCDF will also take lead and responsibility on fiscal decentralization aspects related to performance based grant systems, UZGP budgeting, UZGP own revenue mobilization, public financial management, local investment programming, local procurement and policy promotion related to these areas. Where technical areas overlap with the areas of expertise of UNDP, UNDP will provide technical support as required.

More details on the roles of each agency in the annexed detailed budget (Annex 5a, 5b, 5c and 5d)

5. Results Framework

In response to current challenges the project will be divided into three Outputs:

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

This Output aims at capacity building of the UZP mainly to transform it into a fully functional institution and to promote democracy first from within, and then to empowering people, in particular the women representatives to participate in the policy debate of the UZP. The capacity building efforts will include making the UZP functionaries understand their basic roles and functions. This will contribute to enhancing their skills to perform within the provisions of the existing legal framework and meeting the expectation of their male and female constituencies. It is envisaged that the output will also contribute in supporting the UZPs and the Government to develop a better legislative framework with support to the process of drafting new laws (or amendments), rules and by-laws.

Capacity building will involve a wider set of institutional challenges than covered by the existing support to UZPs including areas related to Parishad members' representative function and requirements, formulating and operationalizing rules and regulations; enhancing transparency, and downwards accountability; as well as strategic capacities relating to fair and equitable development; social inclusion and social cohesion etc. As the program develops, capacity building will focus on the broader development roles of councilors in terms of addressing shortfalls in UZP MDG targets and addressing poverty and vulnerability; combating gender-based violence; climate change and other issues identified by councilors themselves as important within their UZP. The capacity building will be delivered using a range of methods such as through formal training, peer-to-peer learning; practice based training, coaching and mentoring.

In promoting democracy, the output will support the development of local democracy at Upazila level contributing to the Parishads functioning as institutions of local representative democracy. This will help realizing the rights of people to participate in governance with a specific focus on women and those marginalized groups whose voices often go unheard. To this effect strong focus will be put in supporting the contribution of the elected Parishads to increase democratic space, particularly in relation to citizen-state engagement both at horizontal and downward accountability levels. (see annex 3 for details)

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

This output will be aimed at creating a simple and viable planning and budgeting system under the existing legal framework and support improvements to the management and coordination of the infrastructure support and local services assigned to all the Upazila Parishads of Bangladesh under capacity development support. The project will ensure the preparation of five year plan for all Upazilas following the guidelines prepared by LGD. Gender and vulnerable group sensitive planning, budgeting and service delivery will also be taken into account while attempting the capacity supports. Elements of economic development fostering through local planning will also be taken into account.

The project under this output will also provide support to an MDG oriented participatory planning and budgetary framework for few UZPs of Bangladesh. This will include a fiscal facility intended both to support development planning and actual delivery of gender sensitive and inclusive local services and infrastructure to a selected number of UZPs spread over all the seven divisions of the country. To do this, Output 2 will address the challenge of enabling the UZP to fulfil a strategic and coordinating development role linking the line agencies, pourshavas and the UPs to focus on coherent development Outputs. The Output will support the Upazila Parishads as a means to improve basic

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service delivery within the areas assigned to them further clarifying the roles and responsibility to be carried out as duty bearers, making a difference in development and contributing to the achievement of the MDGs. (see annex 2 and 3 for details)

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

This output is common to the UZGP project and its partner project Union Parishad Governance Project (UPGP). It includes support to the development of national policies and systems including rules and regulation which will enable implementation of the Upazila Parishad Act. The project will also assist the government to prepare and operationalize manuals including those for planning, human resources and administration. This Output targets the capacity for policy development and national systems supporting local governance comprising both the LG training institutions, technical support and monitoring by the DLG, and DDLGs at divisional and district levels and relevant sectoral entities. (see annex 3 for details)

Output 4: Effective Project Management Arrangements

The aim of this output is to support effective project management that will facilitate the implementation of activities reflected in Outputs 1, 2 and 3. In support of this output, project management structures such as a Steering Committee (linking both the Union Parishad and Upazila Parishad projects) and an operational Project Boards are going to be established. Different specialized units will be put in place with the Project management team, technical team, Monitoring team, field coordination team and admin/finance support team. Emphasis will be put on a strong technical team that will ensure a sound democracy, fiscal decentralization and citizen engagement support. The M&E team will also be crucial to ensure experiences and progress are captured and duly utilized. A Women empowerment Officer will also be placed to look into Gender-sensitive and pro-poor budgeting ensured in the relevant output. The senior technical advisers will look after the democracy and fiscal support system. This output will also ensure the physical premises with units in Dhaka and at Divisional and District level to support the project implementation.

(See Annex 4 for more details on the Gender strategy)

Table 1: Results Framework

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

Joint Programme Outcome (if different from UNDAF Outcome) , including corresponding indicators and baselines,
Project Outcome: Strengthened capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs
Legal and Regulatory Framework in Place: No. of effective secondary legislation Instruments required by UZP Act 09 by the end of the project *Baseline: 5*
Functional and Institutional Capacity Improved: No. of UZPs that have adopted internal rules and by-laws including an anti-corruption strategy and a Citizens' Charter by the end of the project *Baseline:0*
Democratic Accountability: % of citizens aware of the roles and responsibilities of UZP *Baseline: Baseline survey to be done*
Pro-poor infra and services: % of citizens satisfied with services specifically targeted by Upazilas through pro-poor and MDG-responsive planning *Baseline: Baseline survey to be done*

JP Outputs (Give corresponding indicators and baselines)	Participating UN organization-specific Outputs	Participating UN organization	Participating UN organization corporate priority	Implementing Partner	Indicative activities for each Output	Resource allocation and indicative time frame*					
						Y1	Y2	Y3	Y4	Y5	Total

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Output 1: Strengthened Upazila Parishads as more functional, democratic, transparent and accountable institutions	UNDP	UNDP UNCDF		LGD							
• Percentage of women and men UPZ councilors who report they can participate effectively in debate and influence decision making by the end of the project.. *Baseline: Councilor perception baseline* • Number of UZPs with are compliant with at least 90% of the provisions of the Right to Information Act By the end of the project *Baseline: to be determined* • Average number of key standing committees functioning in UZPs by the end of the project. *Baseline: 0* • Number of women's development fora registered at the District level by the end of the project. *Baseline value: 0* • Number of UZPs that have prepared a "Citizen's Charter" incorporating arrangements for UZP-constituent relations by the end of the project. *Baseline value: 0*					**Activity 1.1.1: Capacity development initiatives for all UZPs** Activity1.1.2: Support UZP for effective meetings and active Committees Activity 1.1.3: Support LGD in drafting of sub-legislation (Delegated legislation) as per UZP Act 2009 Activity 1.2.1: Establishing linkages between UZP and other stakeholders and CSOs Activity 1.2.2: **Enhance** Right to Information and Digital Bangladesh vision Activity 1.3.1: Capacity building initiatives for women elected leaders Activity 1.3.2: Raising awareness on gender equality within the Upazila	1,520,402	1,639,203	1,655302	734,702	475,102	**6,024,712**

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Output 2: Strengthened Planning and Budgeting system at UZP with MDG orientation and pro-poor service delivery mechanism	UNDP UNCDF	UNDP UNCDF		LGD							
• Number of line department activities integrated with UZP plans and budget • Number of participating UZP that have produced development plans responding to local MDG assessment and identifying needs and actions related to the most vulnerable groups (such as the *Dalits or other locally relevant excluded groups) by end of project *Baseline value: 0%* • Number of participating UZPs with development plans that have at least one development intervention addressing needs of the identified most vulnerable groups (such as the Dalits or other locally excluded groups). *Baseline value: 0* • Percentage of performance based grants allocated to projects identified as MDG-responsive in annual development plans in final year of project. *Baseline value: First round PMS*					Activity 2.1.1:Support to develop of Upazila Development Planning and budgeting guidelines Activity 2.1.2: Design and deliver local planning and budgeting training based on the guidelines prepared under 2.1.1 Activity 2.1.3: Developing Upazila integrated 5 years plan plan with emphasis on MDG achievement in all UZPs with special emphasize in 14 Upazila Activity 2.1.4: Support in preparation of Upazila monitoring and evaluation framework Activity 2.2.1: Design and capacitate on Upazila Fiscal Support system tools: Activity 2.2.2: Support to management and implementation of the UZP pilot fiscal support system Activity 2.2.3: Support to further development of the UZP pilot fiscal support system		1,625,146	1,723,296	1,559,646	544,984	6,797,785

Output 3: Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance • **Number of** legislative or regulatory instruments influenced by outcome of piloting activities by the end of the project. *Baseline: current set of legislative and regulatory instruments* • **Existence of** a National Framework for Local Government Capacity Development by the end of the project. *Baseline: No draft framework exists* • **Existence of a functioning M&E and MIS system in the** Monitoring, Investigation and Evaluation Wing of LGD (capturing key data on local government performance) by the end of the project. *Baseline: Only a project based MIS(and in early design stage) is used by LGD* • **Number of** DLGs who have a sustainable system for monitoring and backstopping local governments by the end of the project. *Baseline: No system in place*	*UNDP* *UNCDF*	*UNDP* *UNCDF*		*LGD*	Activity 3.1.1: Facilitate core functions of the Policy Advisory Group. Activity 3.1.2: Support the development of a National Framework for Local Government Capacity Development. Activity 3.1.3: Support to policy support unit for undertaking action research on local governance issues. Activity 3.2.1: Support to LGD (MIE wing) to develop and maneuvering a general strategy and framework for monitoring and Evaluation of UP and UZP performance. Activity 3.2.2: Support to the development of tools for collection and analysis of governance and 'democracy' indicators. Activity 3.2.3: Support National training institutions and education institutions in training and backstopping of UPs and UZPs. 3.3.1 Research and Documentation (R&D) fund for knowledge Generation and dissemination activities 3.3.2 M&E and project learning review	557,305	624,305	493,805	479,805	534,305	**2,689,525**
Output 4: Project Implementation Support	*UNDP* *UNCDF*	*UNDP* *UNCDF*		*LGD*		1,060,502	408,802	408,802	408,802	408,802	**2,687,712**

UN organization 1: **UNDP (77%)**	Programme Cost	14,034,023
	Indirect Support Cost	868,466
	TOTAL UNDP =	**14,969,384**
UN organization 2: **UNCDF (23%)**	Programme Cost	4,165,711
	Indirect Support Cost	244,716
	TOTAL UNCDF =	***4,400,124***
Total	**Programme Cost**	*18,199,735*
	Indirect Support Cost	1,113,181
	GRAND TOTAL =	**19,312,916**

6. Management and Coordination Arrangements

The project will be a Nationally Executed Project (NEX) in accordance with the National Execution Manual adopted in December, 2004 by the Economic Relations Division (ERD), Ministry of Finance, Bangladesh and UNDP.

The Government of Bangladesh, through the Economic Relations Division of the Ministry of Finance, and the Local Government Division, will ensure direct and transparent administration and management of project funds. ERD as the executing agency for the UNDP Country Programme, in close collaboration with the Local Government Division, as the implementing agency, will assume overall responsibility for management and implementation, ensuring UNDP policies and procedures are adhered to, through the National Project Director (NPD), and the Project Steering Committee. This approach will further promote ownership, accountability, national capacity development and sustainability.

UNDP is responsible for the development of partner coordination, joint administration of the resources allocated by development partners, the mobilization of additional resources and project assurance. UNDP and UNCDF will provide service delivery as agreed upon in the Annual Work Plan and also under the arrangement of Direct Country Office Support (DCS) to a National Execution (NEX) modality or as per "UNDP rules and regulations" at the request of the implementing agency. UNDP and UNCDF may call upon other specialized UN agencies such as UNV for additional support where necessary.

Project Management

The project will be managed in a manner consistent with the NEX (National Implementation modality) or any future agreement between UNDP and the Government of Bangladesh. Program and Project Management includes the following structures – as illustrated in the figures below. As much as possible a balance gender representation will be sought in the composition of the different groups described below.

The LGD will appoint (in consultation with the Development Partners) a National Project Director (NPD) with the responsibility for providing substantive guidance and support in achieving the outputs. The Deputy Secretary (Upazila), LGD will be the Focal Point at the LGD for UZGP.

1. Steering Committee:

The MLGRD&C will be on the overall supervision of the project and the Steering Committee will be chaired by the Secretary, MLGRD&C. The Committee will be responsible for providing policy guidelines to the Program including the UPGP and the UZGP projects. It will also provide policy advice and guidance to facilitate the link between project activities and national development initiatives. Representatives from the Ministries concerned will be of joint secretary positions and not below that level. The recommended memberships of the Steering Committee are as follows.

- o Secretary, Local Government Division (LGD), Ministry of Local Government, Rural Development and Co-operatives – Chairperson;
- o Representative, Cabinet Division;
- o Representative, Ministry of Law, Justice & Parliamentary Affairs;
- o Representative of the Office of Attorney General for Bangladesh;
- o Representative from the Planning Commission (Concerned Sector);
- o Representative from ERD, Ministry of Finance;
- o Representative from IMED, Ministry of Planning;
- o Representative, Ministry of Social Welfare;
- o Representative, Ministry of Disaster Management and Relief
- o Representative, Ministry of Women Affairs;
- o Representative, Ministry of Primary and Mass Education;
- o Representative, Ministry of Public Administration;
- o Representative, Ministry of Fisheries and Livestock;

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- o Representative, Ministry of Youth and Sports;
- o Representative, Ministry of Health and Family Welfare;
- o Representative, Ministry of Agriculture;
- o Representative, Rural Development and Co-operative Division, Ministry of Local Government, Rural Development and Co-operatives.
- o Representative from UNDP;
- o Representative from UNCDF;
- o Representatives from SDC/EU/Danida;
- o Representatives from NILG, BARD, RDA;
- o 1 Representatives from NGOs
- o 1 Representative from Civil Society working in Local Governance field
- o 4 Representatives from Association of Union and Upazila Parishad
- o National Project Director as Member Secretary.

Apart from the Ministry of Local Government, Rural Development and Cooperatives, Cabinet Division; Ministry of Law, Justice & Parliamentary Affairs; Office of Attorney General for Bangladesh; representative from the Planning Commission (Concerned Sector);ERD, Ministry of Finance; IMED, Ministry of Planning, represent in the Steering Committee as per NEX guideline, However, additional ten ministries such as ministry of youth and sports, Ministry of Social Welfare; Ministry of Food and Disaster Management; Ministry of Women Affairs; Ministry of Education; Ministry of Fisheries and Livestock; Ministry of Youth and Sports; Ministry of Health and Family Welfare; Ministry of Agriculture; Rural Development and Co-operative Division, Ministry of Local Government, Rural development and Co-operatives and a number of most relevant ministries. Ten more Ministries will participate in the steering committee, since 2010, services of local functionaries of these ministries are also transferred to Upazila Parishad by the Government. In essence, these ten line ministries will have their presence at the Upazila Parishad who will become integral part of the parishad. It is envisaged that their contribution will enable towards development and implementation of holistic local plan both at the central and at the different tiers of the local government.

The Steering Committee will meet twice a year.

2. Project Board (PB):

It will be responsible for the implementation of the UZGP project activities. The Project Board will be responsible for preparing and endorsing the quarterly work plan, quarterly progress report, annual work plan and annual progress report. It will supervise the overall project implementation and day-to-day management of the project. It will meet quarterly the first year and no less than twice a year for the rest of the project's life time. The Project Board will be chaired by the NPD (not below the rank of Joint Secretary) and his/her responsibilities will be as per NEX manual. The PB will consist of:

- With "Executive" role[5]

- National Project Director, as Chairperson

- 2 UZP representatives

- 1 UNO representative

- With "Supplier" role

- UNDP representative (in a project assurance role),

- UNCDF representative (in a project assurance role),

- With "Beneficiary" role

- 2 UP representatives

- 3 UZP Standing Committee representatives

- 1 representative among other relevant LG institutions

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[5] Roles in this section are defined as per PRINCE 2 methodology followed by UNDP and UNCDF.

If required the PB may invite a Project Technical Advisor to help brief on relevant issues.

3. **Project Assurance:** Delegated by the PB, the Project assurance role will be responsible for carrying out oversights and monitoring functions. This group, comprised by UNDP and UNCDF CO level teams, the role will ensure that the project management delivers planned outputs as per the annual work plan on the basis of the monthly, quarterly and annual progress reports. The team will organize monthly reviews with the PEG and other reviews at the level of the PB.

4. **Project Manager:** S/he will report to the Project Board and be accountable to the NPD (and UNDP /UNCDF) for day to day activities and provide feedback on any project issues, as and when required. S/he will also be responsible for overall coordination between project and UNDP and UNCDF and among different teams in achieving planned outputs, producing progress and financial reports and be responsible for the effective implementation of the project. The Project Manager will be responsible for delivering the project work plans.

5. **Output Implementation Team:**

    The Divisional Facilitation Teams, comprising of government officials at the divisional level and project-supported technical staff, will ensure implementation of Output 1 activities in all Upazilas throughout the country.
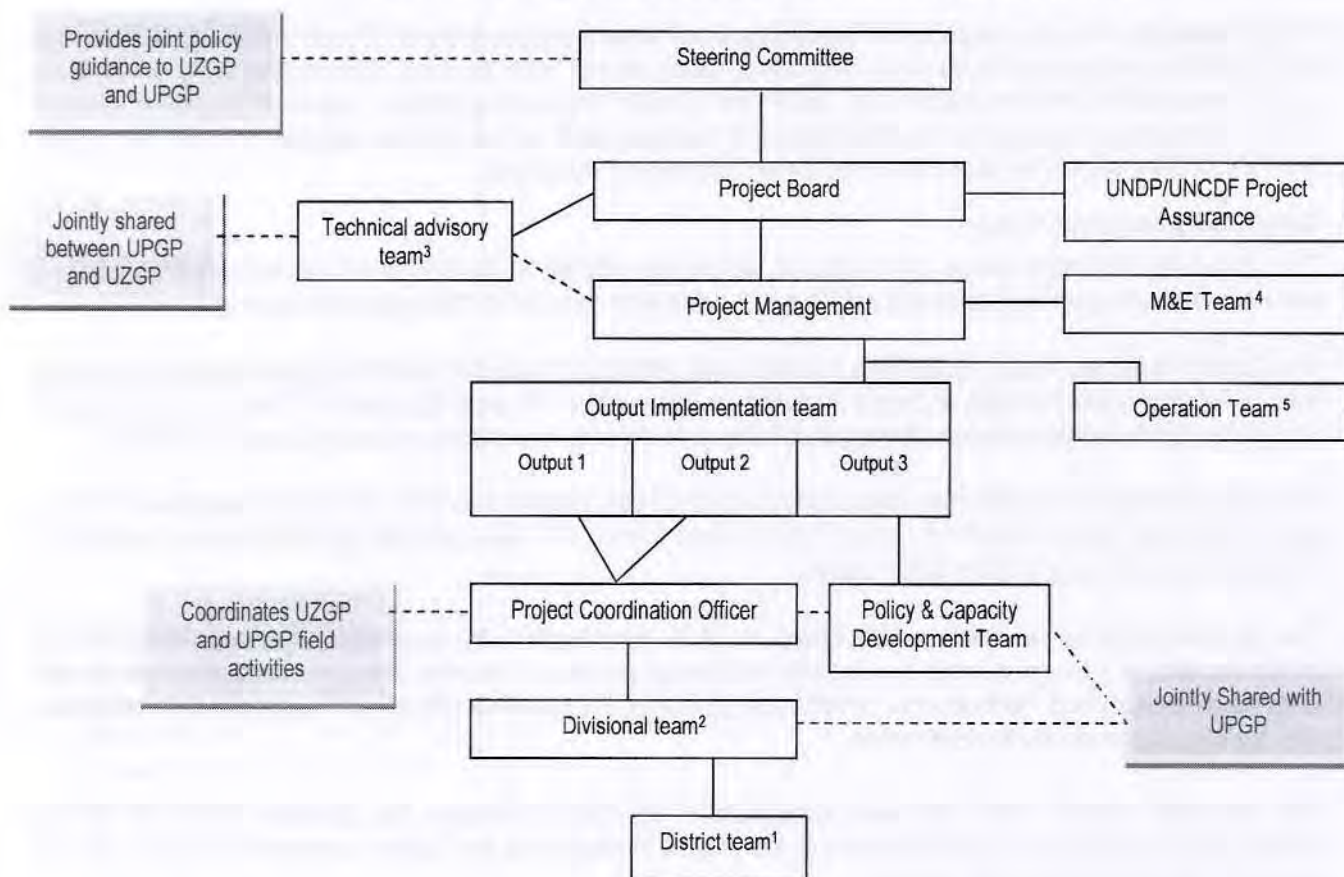
    The District Facilitation Teams, comprising of government officials at the district level and project-supported technical staff, will ensure implementation of Output 2 activities in the selected 14 target Upazilas in 7 Districts. The Divisional Facilitation Teams will also oversee all project activities in their respective districts, including Output 2 activities.

    The Policy & Capacity Development Team, comprising of Ministry officials from LGD and project-supported technical staff, will ensure implementation of Output 3 at the central level. This team will also provide technical support for implementation of Output 3 of the UPGP project.

    The Technical Advisory Team will provide advice to LGD on substantive policy issues related to both the UZGP and UPGP projects. A local governance advisor will work largely on Output 1 and the fiscal decentralization advisor will work mainly on Output 2. However, the role of these advisers will not be limited to specific outputs, and the objective is to work as a team across the programme.

6. **The Operation Team:** Under the direct supervision of the Project Manager, the Operation Team will provide management support on a day-to-day basis to the Project Manager and the Output Implementation Team for the successful implementation of the project.

Upazila Governance Project Organization Structure

Provides joint policy guidance to UZGP and UPGP

Steering Committee

Project Board

UNDP/UNCDF Project Assurance

Jointly shared between UPGP and UZGP

Technical advisory team[3]

Project Management

M&E Team[4]

Output Implementation team

Output 1 | Output 2 | Output 3

Operation Team[5]

Coordinates UZGP and UPGP field activities

Project Coordination Officer

Policy & Capacity Development Team

Divisional team[2]

Jointly Shared with UPGP

District team[1]

1 – The District Team will be responsible to implement Output 2 activities in selected Upazilas as indicated in the narrative. This team will be comprised of District Facilitators and Field Assistants.

2 – The Divisional Team will be responsible to implement Output 1 activities in all Upazilas, and will oversee Output 2 activities implemented by the District Team in selected Upazilas. This team will be comprised of Divisional Facilitators and Field Assistants.

3 – The Technical Advisory Team will report to the NPD and will focus on substantive policy issues. They will also advise the project management team. This team will be comprised of national and international advisers, women empowerment officer, Knowledge Management Officer and Capacity building staff.

4. The Monitoring and Evaluation Team will have M&E Officer and MIS Officer. This team will act independently.

5. The Operations Team will have Operation Manager, Finance Officer, Admin support staff, this team will provide operational support to project management.

7. Fund Management Arrangements

The Participating UN Organizations have appointed UNDP to act as the the Administrative Agent (AA) for the Joint Programme. The AA will enter into a Memorandum of Understanding (MoU) with UNCDF based on the portfolio of activities that have been mutually agreed in line with the common workplan, and a Standard Administrative Agreement (SSAA) with each donor agency. Under the MoU, each participating UN organisation (UNDP and UNCDF) will assume full programmatic and financial accountability for the funds disbursed to it by the AA.

The SAA will set out the terms and conditions governing the receipt and disbursement of funds.

The Administrative Agent is entitled to receive 1% of the amount contributed by donors, for the costs of performing the functions described above. The rate will be stipulated in both MoUs and SAA

Each participating UN organisation will recover indirect costs (7%) in accordance with the MOU and the SAA. This arrangement will be documented in the MOU signed with the Administrative Agent.

The Administrative Agent will issue a financial report and final certified financial statement to donors and participating UN organisations on its activities.

UNCDF will negotiate a separate MoU with government that governs the use of the pilot fiscal facility that ensures fiduciary accountability whilst enabling the funds to be integrated within the government public financial management framework.

8. Monitoring, Evaluation and Reporting

Monitoring
The monitoring of the activities will be three layered: Project M&E, UZP M&E and LGD M&E.

Project M&E: Under this layer the project will be monitored throughout the project period. Annual, quarterly review mechanism will be developed and assessment will be carried out to monitor the progress the key achievements and result. A number of log frames will be developed as for issue log, risk log, project lesson leaned log, which will enable to follow through actions ensuring accomplishment of activities with quality. As indicated above this will be in accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle
On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods. Gender related aspects will be specifically monitored with gender disaggregated data and qualitative tool for gender impact monitoring.

An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within

the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project.

A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

Annual Review Report: An Annual Review Report shall be prepared by the Project Manager and shared with the SC, the Project Board and the Output Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

Annual Project Review: Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate Outputs.

UZP M &E: Under this layer the project will emphasize direct coaching to Upazila Parishads to monitor the quality delivery of services (developed guidelines will include provision for community monitoring support) through the fiscal support by UPs, line agencies, Pourashavas and other non-state actors. The Standing Committees will also act as inbuilt monitoring systems. This is expected to ensure checks and balances in terms of participation of equal number of men and woman including the poor in the preparation of local level MDG oriented planning.

LGD M&E monitoring: Under this layer, the project will support in developing a M & E framework for the Monitoring Wing of the ministry that will contribute in monitoring not only the project but also other local governance project portfolios in the LGD division. The purpose is to create a synergy among the three layered M &E system that will contribute to policy and strategy development in local governance. The different training institutions BARD, RDA, NILG will also contribute to monitoring through their coaching activities at the central to downward level.

Detail M &E mechanism will be developed during the project period. The aim is to institutionalize the M & E system and build capacity for sustainability – beyond the project period.

Donors Coordination Meeting: Extended Project Board will be organized quarterly where the donors will participate to discuss the progress of the project and provide strategic guidance. Detailed TOR will be developed and will be shared with all development partners and with the implementing agency.

Periodic supervision/ review missions: UNDP and UNCDF and other development partners will have bi-annual periodic joint supervision/ review missions in consultation with the implementing agency as for Local Government Division (LGD) in this particular case. Detailed TOR will be developed in consultation with the implementing and development partners.

Reporting

Each Participating UN Organization will prepare the following reports on its contribution in accordance with its financial rules and regulations:

• Annual narrative progress reports, to be provided no later than three months (31 March) after the end of the calendar year;

• Annual financial statements and reports as of 31 December with respect to the funds disbursed to it from the Joint Programme Account, to be provided no later than four months (30 April) after the end of the calendar year;

• Final narrative reports, after the completion of the activities in the Joint Programme Document and including the final year of the activities in the Joint Programme Document, to be provided no later than four months (30 April) of the year following the financial closing of the Joint Programme. The final report will give a summary of results and achievements compared to the goals and objectives of the Joint Programme;

• Certified final financial statements and final financial reports after the completion of the activities in the Joint Programme Document and including the final year of the activities in the Joint Programme Document, to be provided no later than six months (30 June) of the year following the financial closing of the Joint Programme.

UNDP as the Lead Agency will:

• Prepare the consolidated narrative report based on the narrative progress reports received from the Participating UN organizations.

The **Administrative Agent** will:

• Prepare annual consolidated narrative and financial progress reports, based on the narrative consolidated report prepared by the Lead Agency and the financial statements/ reports submitted by each of the Participating UN Organizations;

• By 31 May after the end of the calendar year Provide those consolidated reports to each donor that has contributed to the Joint Programme Account, as well as the Steering Committee, in accordance with the timetable established in the Standard Administrative Arrangement.

• Provide the donors, Steering Committee and Participating UN Organizations with:

◊ Certified annual financial statement ("Source and Use of Funds" as defined by UNDG guidelines) to be provided no later than five months (31 May) after the end of the calendar year;

◊ Certified final financial statement ("Source and Use of Funds") to be provided no later than seven months (31 July) of the year following the financial closing of the Joint Programme.

Evaluation

Project evaluation will follow the following structure:

A Joint Annual Technical Review (JATR) will take place each year. This will cover both the UZGP project and the UPGP project and will include government, UN agencies and development partners. The JATR will examine progress against project objectives and make recommendations to the project board. This will complement the mid term evaluation and will provide for consistent steering and guidance to the project board.

A full Output evaluation of the programmatic framework will take place in 2016. This process will analyze the experience

of the program and make recommendations for the future support to the governance sector in Bangladesh.

In addition, evaluation requirements of each of the participating development partners will be complied with.

Pilot and Learning review system

To make the testing and demonstration effective it is essential to have a systematic framework within which the pilot activities can be monitored and evaluated, lessons learned, knowledge disseminated and where appropriate, incorporated into legislation and regulation or up scaled by national programs like the LGSP.

The project will design clear tools for:

1. Identification of pilot and innovation areas where policy development is needed;
2. Preparation of prototype regulation or process;
3. Design of field testing including definition of expected results;
4. Baseline data collection where necessary;
5. Implementation;
6. Monitoring;
7. Evaluation against defined expected results;
8. Lessons learned documented and disseminated with GoB and other national programs and stakeholders
9. Process of validation, vetting and recognition of learning and good practices identified.
10. Incorporation of lessons learned into nationally applicable regulation or process.

This mechanism will be particularly aimed at informing national programs and intervention of the GoB like the next phase of the LGSP of lessons and best practices identified.

Risks management:
The Upazila as an administrative unit (former Thana) started functioning since 1793.The same unit as elected LGI stared functioning from 1960 first. The constitution of Bangladesh made it mandatory to establish elected LGI at each of the administrative tier in 1972. Constitutionally no government can ignore having a LGI at Upazila level as it is considered as a vital administrative unit. In the past, many of the governments ignored the constitutional provisions 9, 11, 59 and 60 by not having LGIs at Upazila and District levels. Because of popular demand from all quarters of Bangladeshi society, the Upazila System was reestablished for the third time in Bangladesh since 2009. It is unlikely that any future government will try to abolish it again. In any case, if the present Upazila Parishad (system) is not in the priority of the future government, the project outputs still are able to support the Upazila structure itself in the change contexts with the same contents developed during project.

Sustainability of the project:
It is envisaged that the capacity built in Upazila through   planning, budgeting and participation will continue under the changed context as the Upazila(administrative tier) will function as planning and service delivery point under all circumstances. It is expected that the project policy level intervention will contribute in enabling the system to sustain democratic, accountable and transparent local government as well as inculcating positive changes in the existing administrative and political culture. A working environment may also emerge under which mutual understanding between the local politician and field level bureaucracy will further be enhanced and a win-win situation will be created in achieving mutually exclusive service delivery goals. The planning and budgeting system to be established through the project will continue to provide a workable framework as government will provide block grant to Upazila under all circumstances.

Table 2: Joint Programme Monitoring Framework (JPMF)

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Strengthened capacities of local governments and other stakeholders to foster participatory local development service delivery for the MDGs	**Legal and Regulatory Framework in Place:** No. of effective secondary legislation instruments required by UZP Act 09 by the end of the project *Baseline: 5* **Functional and Institutional Capacity Improved:** No. of UZPs that have adopted internal rules and by-laws including an anti-corruption strategy and a Citizens' Charter by the end of the project *Baseline: 0* **Democratic Accountability:** % of citizens aware of the roles and responsibilities of UZP *Baseline: Baseline survey to be done* **Pro-poor infra and services:** % of citizens satisfied with services specifically targeted by Upazilas through pro-poor and MDG-responsive planning *Baseline: Baseline survey to be done*	• Project reporting • Performance Monitoring System • Citizen's Perceptions Survey – baseline and two follow-up surveys during project period. • Mid-term and Final Evaluation	Primary and secondary data (Once every two years)	UNDP, UNCDF, LGD	Continued political support from GoB *Risk – change of government leading to change in policy* *Assessed: Medium* 2. Expected resistance to change from Upazila officials and line agencies can be overcome. *Risk – officials actively resist change to extent where project implementation is compromised* *Assessed: Medium* 3. Strengthened UZP willing and able to direct discretionary resources to effective, pro-poor, MDG-responsive service delivery *Risk: UP chairs unable agree on strategic response to Upazila-level development challenges* *Assessed: Medium*
Output 1: **Strengthened Upazila Parishads as more functional, democratic transparent and accountable institutions**	• Percentage of women and men UPZ councilors who report they can participate effectively in debate and influence decision making by the end of the project. *Baseline: Councilor perception baseline* • Number of UZPs with are compliant with at least 90% of the provisions of the Right to Information Act By the end of the project *Baseline: to be determined* • Average number of key standing committees functioning in UZPs by the end of the project. *Baseline: 0* • Number of women's development fora registered at the District level by the end of the project. *Baseline value: 0* • Number of UZPs that have prepared a "Citizen's Charter" incorporating arrangements for UZP-constituent relations by the end of the project. *Baseline value: 0*	• Evaluation/assessment reports • Progress reports • Media reports • Training Reports • MIS reports • Monitoring reports • Audit reports	Primary and secondary data (Once every two years)	UNDP, UNCDF, LGD	Continued political support from GoB

Expected Results (Outcomes & outputs)	Indicators (with baselines & indicative timeframe)	Means of verification	Collection methods (with indicative time frame & frequency)	Responsibilities	Risks & assumptions
Output 2: Strengthened Planning and Budgeting system at UZP with MDG orientation and pro-poor service delivery mechanism	• Number of line department activities integrated with UZP plans and budget • Number of Upazila that have 5 year plan *Baseline value: 0%* • Number of participating UZP that have produced development plans responding to local MDG assessment and identifying needs and actions related to the most vulnerable groups (such as the *Dalits or other locally relevant excluded groups) by end of project *Baseline value: 0%* • Number of participating UZPs with development plans that have at least one development intervention addressing needs of the identified most vulnerable groups (such as the Dalits or other locally excluded groups). *Baseline value: 0* • Percentage of performance based grants allocated to projects identified as MDG-responsive in annual development plans in final year of project. *Baseline value: First round PMS*	• Evaluation/assessment reports • Progress reports • Media reports • Training Reports • MIS reports • Monitoring reports • Audit reports	Primary and secondary data (Once every two years)	UNDP, UNCDF, LGD	• Continued political support from GoB • Availability of adequate data for local-level MDG assessment and targeting • Pro-poor and MDG-responsive projects seen as priority by UPs
Output 3: Strengthened technical capacity of Local Government Division **for effective policy review, monitoring, lesson learning and capacity development of LGIs for enhanced Local Governance**	• **Number of** legislative or regulatory instruments influenced by outcome of piloting activities by the end of the project. *Baseline: current set of legislative and regulatory instruments* • **Existence of** a National Framework for Local Government Capacity Development by the end of the project. *Baseline: No draft framework exists* • **Existence of a functioning M&E and MIS system in the** Monitoring, Investigation and Evaluation Wing of LGD (capturing key data on local government performance) by the end of the project. *Baseline: Only a project based MIS(and in early design stage) is used by LGD* • **Number of** DLGs who have a sustainable system for monitoring and backstopping local governments by the end of the project. *Baseline: No system in place*	• Legislation and regulatory instruments amendments • LG Policy and Capacity Development Framework document • Research reports • LGD MIE wing MIS • Training reports • Meeting minutes • Media report • Course curricula	Primary and secondary data (Once every two years)	UNDP, UNCDF, LGD	Various National training agencies (NILG, BARD RDA etc..) to agree on a common capacity development framework Policy and regulatory framework in place in time for finalization of curriculum LGD MIE wing maintain expressed interest in adopting M&E strategy and MIS, and District level cooperates

9. Legal Context or Basis of Relationship

Bangladesh is signatory to the ***Standard Basic Assistance Agreement (SBAA)*** and this program document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Bangladesh and UNDP, signed on 1986.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP and UNCDF's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
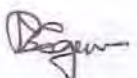
Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP and UNCDF reserve the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP and UNCDF funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP and UNCDF hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm.This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

The relationship between the Administrative Agent and the Participating UN Organizations will be governed by the UNDG-approved **Standard Memorandum of Understanding** (MOU) for Joint Programmes.

The donors contributing to the Joint Programme will sign with the Administrative Agent the UNDG-approved **Standard Administrative Arrangement** (SAA) for Joint Programmes.

11. Work plans and budgets
   (See Annex)

Table 3: Summary of budget

Distribution by Output and Agency	Total	UNDP	UNCDF
Output 1	$6,024,712	$6,024,712	$0
Output 2	$6,797,785	$3,009,669	$3,788,116
Output 3	$2,689,525	$2,393,525	$296,000
Output 4	$2,687,712	$2,606,117	$81,595
Total Programmable Budget	$18,199,735	$14,034,023	$4,165,711
GMS 7% (ESTIMATE, GMS will be charged as 7% of the Donor, non-UN, contributions to programmable costs, exact amount to be determined once donor contribution amounts are received in USD)	$1,063,981	$819,266	$244,716
1% AA fee (ESTIMATE on SDC contribution, exact amount to be determined once SDC contribution is received in USD)	$49,200	$49,200	
Total	$19,312,916	$14,902,489	$4,410,427
		77%	23%

Detailed Situation Analysis

Following independence in 1971, the constitution provided citizens the right to elect local government bodies at all sub-national administrative levels (articles 9, 11, 59 and 60).[1]Whilst these provisions provide the mandate for elected local government, progress towards empowering that local government, as envisaged in the constitution, has neither been consistent nor sustained and therefore its added value in delivering local development has not been realized fully.

Instead, local government empowerment has proceeded in fits and starts, with accelerated reform alternating with periods of stagnation and retrenchment. There has been a tendency for military regimes to constitute and strengthen local governments (often interpreted as a strategic approach to secure democratic legitimacy). It is therefore not surprising that successive elected governments, particularly those that followed a phase of military rule, have swiftly dismantled and disempowered elected local governments, often seeing them as harbouring supporters of the old regime. This pendulum and the associated uncertainty has exacerbated the local development challenges and created increased inequalities between localities. Nowhere is this more evident than at the level of the Upazila Parishad.

The Upazila chairs and vice chairs (one of which is mandated to be a women) are directly elected – whilst the Parishad is made up of the directly elected Union Parishad (UP) chairs, municipal mayors and one third women from UP and municipal commissioners as members. UZP populations vary between 100,000 to 500,000 and the UZP is the middle level of local government at which all the main ministries are represented. The UZP can be a key institution through which local development and MDG attainment will be easier compare to the situation when there was no LGI at this level.

Upazila Parishad elections first took place in 1985 and second time in 1991 under a military regime. The elected Parishads were then removed in 1992 by an elected government under Bangladesh Nationalist Party (BNP) and since 1992 there were no LGI at Upazila. Under the Non-party Caretaker Government (CTG) of 2006 – 2008 the whole structure of local government was reformed. New ordinances for UZP and UP were passed leading to the revival of elected UZP in 2009.The elected Government under the 'Grand Alliance' led by Bangladesh Awami League (BAL) accepted the UZP election arranged under the CTG and revived the UZP Act 1998 (as amended in 2009) as a legal basis of the UZP.

PA on UZP: A Base for understanding and Setting the Parishad in Motion

The newly formed UZP started its journey without desired supports in place and with some controversies about role of the members of parliament (MP) in its operations. It only started with a piece of legislation and three elected representatives (Chair and Vice-chairs). The MPs are playing a key role in democratic functioning of the UZPs, a factor that might be at the same time a big challenge or an opportunity.

The UNDP started a Preparatory Assistance (PA) to create a base line as well as facilitating the growth of the UZP system. Among others one of the main results aimed at through the PA is to formulate a full-fledged project to support and activate Upazila as a strong middle tier local government institution at a very important strategic level.

There are still many obstacles preventing UZPs from assuming their potential role as active agents of local development. These are outlined below.

Absence of a long term vision through a decentralization policy, or a framework law: The constitutional provisions, which deal with decentralization are brief and simply state that there shall be elected local governments in every administrative unit and that Parliament may entrust powers and functions to them. No framework law exists that outlines in greater detail the institutional structure of elected local governments.

Loss of institutional memory and problem of re-entry: The elected UZP started functioning with lots of teething problems in the mid-eighties only for five years (1985-1991). The institutional and operational memories gathered during that turbulent period are lost due to a long gap of 18 years. The UZP started in a new context with many new contents in 2009, understanding and absorption of those are taking time in the field. The permanent officials and freshly elected representatives at Upazila and elected representative at other levels such as Parliament, Union Parishads and

Pourashavas are also taking time to understand each other's 'role and function. As a result UZP seems passing through a difficult time in their real operation.

Law, rules, administrative norms and political expectations are still to be harmonized: The law enacted by parliament could not be implemented properly due to the absence of supporting legislations, rules and guidelines. Many of the line ministries are not oriented to function as required to function under the new UZP law. In many cases existing administrative norms and growing political expectations are also not converging automatically. Roles perceived and played by different stakeholders seem contradictory and conflicting rather than complementary and supplementary.

Political marginalization of women (including women councilors):Entrenched structural barriers marginalize women from positions of authority and leadership in all areas of public life. However, the status and legitimacy of women elected representatives is structurally recognized under the present local government laws, Procedures and system yet to be developed to make law functional.

Weak policy for capacity strengthening of elected representatives: There exists a conspicuous vacuum in having a consistent and comprehensive capacity development policy for local government organizations. The capacity development efforts carried out in the form of trainings are mostly project driven activities. There exists no national capacity development policy and any well planned capacity development framework. The national training institution such as NILG, BARD, RDA and sporadic NGO efforts are mostly supply driven.

Driving Change: opportunities for UZP Reform

There is strong political support for decentralized governance and a greater development role for UZPs. The current Government have to an extent honored manifesto commitments to UZP elections. The UZPs and UPs, are key implementation actors in the National Strategy for Accelerated Poverty Reduction II (NSAPR). Yet caution needs to be applied, strengthening local government in general and the UZP in particular are not the only priority for the Government of Bangladesh.

Until recently, powers given to UZP chairs and the rules, regulations, guidelines and circulars relating to the UZPs have not been applied properly - a situation which undermines UZP legitimacy, mandate and influence.

Firstly, the apparent caution in the GoB's approach to fostering decentralization is typical of evolving democracies in the South Asian region. Here, political spaces are crowded because territorial constituencies are overlaid upon each other and functional assignments between levels of government are blurred. Political succession is uncertain because favorable voting behavior is based much more upon what the politician was able to deliver locally and less on the performance at the level to which he/she was elected.

Secondly, resistance to decentralization is typical of democracies that inherited a colonial past and need not be a factor of great concern. When bureaucratic traditions and systems are carried over from colonial rulers to a national government, decades often pass before ingrained attitudes of suspicion of local politicians and a belief in a strong outside hand to maintain 'order', erodes away. Such erosion is often evidenced by the appearance of decentralization-favorable policy documents authored by officials and the emergence of genuine champions within the system. These signs are now evident.

Thirdly, the political landscape is changing very fast at the sub-national levels. Across Bangladesh, there is an emerging middle class, no longer part of the feudal power systems and traditional patron-clientism, which has dominated political life since independence. Young, independent, educated, often urban based, this group is opening up the political space to new coalitions and ways of working. The UZP elections highlighted the changing face of democratic representation, a significant segment of the elected leadership is comprised of such actors.

The reconstitution of the UZP led quickly to alliances, organization and collective lobbying from the newly elected UZP leadership for more reform as well as demanding for legal and regulatory coherence in local government.[1]The academics and civil society in Bangladesh also expressing greater commitment towards decentralization and strong local government system.

Risks and challenges: Opening up the democratic space:

The UZP Act opens up the democratic space for increased citizen's voice and engagement with elected representatives and functionaries in local government. In practice there are considerable barriers that slow this process down. Many UZP representatives are unfamiliar with the contents of the 2009 Act and the implications for their role and responsibilities vis-à-vis their constituents. Women representatives face particular, constraints in engaging with citizens because of their continuing marginalization from political leadership and decision-making processes of the UZP. Equally, even when representatives are familiar with the law, there is insufficient legal clarity about their roles and responsibilities with regard to administrative arrangements between the elected UZPs and government functionaries as well as with citizens and other formal institutions. Despite these difficulties, UZP still provide enough space for citizens, notably male and the better off and better educated, to speak out, but these are not invested with any real power to initiate or sustain change.[1] UZP have yet to reactivate and institutionalize mechanisms envisaged in the legislation, such as the standing committees, through which public representatives and functionaries can interact consistently and openly with Upazila constituents.

However, political economy of relationship among the UZPs, UPs, members of parliament and government officials posted at Upazila level is yet to be clear. The Government through the Upazila Act 1998 (as amended in 2009) transferred 13 departments/agencies to the Upazila Parishad and UZP Chair has been made the Chief Executive of the Parishad. The Government has officially delegated authority to elected Upazila Chairs to approve files of 13 service delivery line agencies. Despite the law and the authority, government officials are reluctant to get the files approved by elected Upazila Chairs. In some places, it has started working, in other places it is not. Mindset of the Upazila level government officials to be accountable only to their line agency supervisor and not to elected representatives will take time to change. Allocation of resources and prioritization of development activities in particular geographical area that overlap both territory of a member of parliament and an Upazila is an issue that needs close cooperation between the two. UP Chairs are also members of Upazila and distribution of development resources between Upazila and UPs in a coordinated manner needs to be ensured. Moreover, balance of power among elected representatives at various tiers of local government raises the issue of accountability towards law and people. There is a tendency among political actors to develop consensus of convenience to make non-transparent use of resource to protect their vested interests that deprive people of their legitimate development rights. While multiple accountability is not difficult to be included in system, implementing it in practice with proper checks and balances will need some time. Service delivery line agencies believe more in deconcentration and less in devolution. Their accountability is upward while people's representatives tend to be accountable downwards for popular support. In between the two, mechanism for common people to raise their voice on issues that have impact on their interest is insignificant. However, the proposed intervention is expected to address these issues in real perspective.

There are models at the local level within UPs and some line-ministries that can be built on and adapted to the UZP context.[1] Already within UP governance, there is increasing acceptance of participatory and inclusive systems of planning, oversight and accountability. The UZP core function of co-coordinating service delivery and its concomitant functional requirements to plan, set standards and monitor compliance will require the active participation and input from the line agencies and other actors (such as the UPs, Pourashavas, the private sector and civil society organizations). This has the potential to improve local ownership of services, promote constituent buy-in for reform and reduce social exclusion by ensuring services and goods are deployed to the poorest and most vulnerable constituents including women. One way of doing this is by applying the lessons learnt from the UP experiences from different projects (LGSP-LIC, Sharique, UPWARDetc) and some of the best practices from the few UZPs that engage in this type of work.

The funds, functionaries, development and services deconcentrated at Upazila level are not being administrated and coordinated by any single authority. One of the greatest challenges of the UZP system is to strengthen the coordination of all functionaries, functions and funds.

An objective of the UZGP will be to ensure that the UZPs build on the lessons learnt from the changes underway in the UPs and the local offices of line ministries, without encroaching on the core functions of either the functionaries or the UPs and Pourashavas. The legislative function of the UZP is to ensure funds and functionaries are deployed in line with national government policies and targets; i.e. to ensure coverage to hard-to-reach and marginalized constituents. There is a risk that the UZP will fail to fulfill its own legislative functions (planning, setting standards and monitoring compliance) or will be perceived as overriding the functions of other tiers of government. The current tensions between different actors

would be exacerbated and this may further marginalize poorer constituents, who already face difficulties in engaging with the democratic processes.

Government Policy

Notwithstanding the constraints described above, there are signs that the national policy environment is becoming more supportive of inclusive and equitable decision-making and resource allocation at sub-national levels of government. Key instruments are the National Strategy for Accelerated Poverty Reduction II (NSAPR) and the medium term budgetary framework (MTBF) a multi-year approach to budgeting that links the spending plans of the Government of Bangladesh to its policy objectives. Since 2003, the MTBF has since 2005 promoted gender sensitive and pro-poor budgetary mechanisms through the NSAPR, both in the first phase and in the current phase of the NSAPR running from 2009 to 2011. The NSAPR outlines a series of gender impact criteria needing to be reflected in the MTBF.

The government also prepared drafts of five-year plan 2011-2015 and a perspective plan document in which local level plan might get a definite place. The UZP five year and annual plans may subsequently complement national planning framework.

The Finance Ministry requires that ministries to evaluate their performance against poverty and gender objectives outlined in the NSAPR in terms of allocation and impact.[1] Furthermore, the government calculates the share of the total expenditure that benefits both poor communities and women. Individual ministries are required to provide quantitative assessments of firstly the number of people under poverty conditions and women affected by the strategy, and secondly the impact of activities related to the strategy, using a scale of 1 to 5 (Ministry of Women and Children's Affairs (MoWCA: 2007).[1] Out of 47 Ministries, 22 Ministries are already in the process of implementing these MTBF requirements, with a further 2 in the pipeline for inclusion in 2010. Implementation is not uniform, along with MoWCA, the Ministries of Education, Health and Family Welfare, Social Welfare and Food and Disaster Management are showing the most commitment and progress. Potentially, UZPs could be pivotal in supporting these ministries better meet their MTBF obligations.

There are also, some signs to suggest a nascent trend in establishing mechanisms for sustained citizen-state engagement. The Right to Information Act 2009 (RTIA) and the Citizens' Charter initiative established under the caretaker government in 2007 have, potentially increased citizen's rights to access information locally and to hold government to account over commitments made. The Citizens' Charter, aimed at improving public access to appropriate quality services, requires that all ministries publish a charter detailing what services are being offered, what level of service to expect, and how to complain if standards are not being met. Whilst there are flaws in implementation, this act provides a starting point. Mechanisms and systems for implementation of the act are currently being piloted and tested. The elected UZP provides substantive opportunities for addressing the inadequacies of the extant Citizens' charters and giving teeth to the provisions of the RTI Act.

UZPs, Development Strategies and the MDGs

Planning from the below have been regarded one of the strategic development issues since the creation of Bangladesh. In all the major plan documents since the First Five Year Plan, Local Level Planning (LLP) got a strategic place in all major development documents of the GoB. Keeping consistency with the past, the UZP Law 2009 incorporated making of Annual and Five year development plan a mandatory function for UZP. The NASPR provides a direction for addressing MDG s within the stipulated timeframe too. The UZP is an appropriate level of local institution to address both the LLP and MDG in an effective way. There have already been some attempts at more strategic development planning at the level of the UZPs in particular through the Support to Monitoring Poverty Reduction Strategy and MDGs Program in the General Economics Division of the Planning Commission.[1] This project has developed and piloted a methodology for the localizing MDG attainment by Upazila Parishads. This methodology covers from mapping of MDG to the finalization of MDG Upazila plans. This was undertaken in 41 Upazilas of six poverty stricken districts of Barisal and Rangpur Divisions resulting in investments of 2.6 million taka (US$ 37,714) in each Upazila for small scale projects that accelerate the achievement of the MDGs.

The project has supported the production of 36 local MDG plans that detail the state of local MDG status and interventions

for MDG achievement. The project then engages with the UZP in the implementations of interventions (a total of 80 small projects) identified in the plan through a dedicated MDG fund. An advantage of this method is that its insertion within the planning commission enables full linkages with the NSAPR and its national monitoring. The project has also provided local level planning and monitoring training to all the government officials of 36 Upazilas. In addition the project established awareness of the MDGs amongst the UZP officials and line agencies. This program has demonstrated the potential local development role of UZP, however it remains a somewhat 'parallel' process separate from the mainstream planning and resource allocation with in UZPs. The proposed UZGP project will look at the MDG from holistic development and planning perspective.

Technical note on Upazila Fiscal Support

There are **three complementary purposes** of the UZP pilot fiscal support of this Output section (to be seen in the context of the situation analysis outlined above).

Firstly, the pilot fiscal support will resource activities that contribute to meeting the MDGs, gender equality and other local needs. Whilst Bangladesh is on target to meet many of the MDGs there are many localities in which progress is insufficient. A major developmental Output of the project will be to contribute significantly to accelerating progress in these areas. The MDGs targeted will be agreed by the Parishads in cooperation with the sector departments using a methodology that builds on the existing localizing the MDG pilot, but mainstreams the process and adds a strategic perspective. (See Output 2.1 above)

Secondly, the pilot fiscal support will demonstrate the utility of the UZP as a level of pro-active local governance. As described above, an early objective of the project is to "break the deadlock" that surrounds the Upazila administrations and the links with the new political representatives. One way will be to demonstrate areas of activity and responsibility in which the UZP can provide clear added value. Here the important distinction is between the Upazila administration as a collection of line agencies (loosely) coordinated by the UNO, and the Upazila Parishad as a coherent level of local government headed by the chairs, vice chairs and Parishad members and functionaries with a potential strong role in the implementation of local development strategies.

Finally, the pilot fiscal support will show linkages between Upazila Parishads and Union Parishads and demonstrate how service delivery and local development is not a task divided between these two levels of government, but instead a challenge shared between them. Through their membership of the UZP , the Union and Pourashava representatives will gain a broader and more strategic perspective of the development challenges they face and this will encourage them to apply their own funding to leverage the resources available to the UZP to enable better coordination and synergies among various initiatives.

The key design principles of the UZP fiscal support:[1]

There are several principles that will be applied to the new pilot fiscal support system to support the new roles of the UZPs as full local governments. The structure will require careful design in order to mitigate the risks that Upazila pilot fiscal support will fail to achieve the objectives above. One risk is that the Parishad members and functionaries will simply divide up the funds with equal shares to each UP and/or the risk that the new pilot fiscal transfers will be used for a few stand alone projects without overall leverage of broader development. The design of the pilot fiscal transfers is done to provide the best assurance against these risks and to provide a stronger coordination amongst all stakeholders involved in local development.

- o The new pilot fiscal support will not create a parallel funding stream, rather it will top up the existing system of annual Upazila financing.[1] Instead it will add significant additional resources (from 60 – 70%) to the current discretionary funding available to the UZPs. The amount has been calculated to be sufficient to enable meaningful activities, coordination and co-financing whilst being fiscally sustainable and scalable following a policy decision to adopt the transfer for all Upazilas. The eventual discretionary funding to the UZPs will be on average 5m Taka (around 70,000 USD) - equal to around 5-7 UPs LGSP discretionary grants. UNCDF has 20 years of experience in piloting proxy government grants that can then be easily scaled up into the mainstream system. In Bangladesh this has most recently been demonstrated in the Sirajganj UP financing pilot experience.

- o A minimum condition (MCs) / performance measure (PM) architecture in which UZPs have to meet certain conditions in order to access the pilot fiscal support and then further conditions in order to access further increases in resources. Gender specific considerations will be taken into account when designing the MCs and any further performance conditions. The performance criteria will look at ensuring a link with the results pursued in Output 1 related to the democratic functioning of the UZP. The MCs will be designed in the inception phase

(first months) of the program and will include MCs such as requirements of a development plan for use of funds (following the principles below), clear documentation of interactions with stakeholders, co-funding, etc. A certain level of co-funding from other sources, will be one of the future MCs for use of funds, and for future access to new funds.

o The pilot fiscal support will be specifically tied to the Parishads, and not the line agencies. This will provide the Upazila Parishads with a voice in their relationship with the other Upazila agencies including the UNO. However, support to funding of line agencies' funding gaps will be promoted, particularly through various co-funding arrangements.

o The pilot fiscal support will require agreement amongst all UPs and Pourashavas and expenditure will benefit more than one.It will not be able to simply divide the cake equally amongst UPs and Pourashavas. This process will enhance the cohesion and experience of the UZPs

o The funds will not be tied to any particular type of expenditure, or sector, and can be used for (non-staff/salary) recurrent and investment activities. However they will be confined to development activities in pursuit of a commonly agreed development agenda and within the plans of the UZPs.

o The resources will flow through government channels (to be further specified in coordination with GoB). While the Parishads will make final decisions on the allocation and monitor use, the money will be fungible and will be managed according to existing Public Expenditure Management processes. Experience from the LGSP – LIC initiative will be applied to ensure transparency, accountability and efficiency in the use of funds, and this will be promoted through the MC/PM allocation system.

o The size of the pilot fiscal support may be calibrated according to a number key performance measures (including downward accountability criteria like equity, voice, gender, equality) of which a core may be the extent to which the pilot fiscal transfers are used as matching funds (a minimum level will be a MC, but a PM could stimulate additional convergence between funding sources) – to be joined with resources from line agencies or from the UPs and Pourashavas themselves. The more this takes place the more resources may be made available over time.

o The allocation of funds will be formula based, and the basic allocation share may be adjusted against the performance of each of the UZPs. The assessment manual will be elaborated in the first months of the project, and will contain the principles for combination of needs/criteria-based formula with the performance-component, which may kick in from the second year of the funding.

o As described above the UZP pilot fiscal support will effectively empower the Parishad Chairs, vice chairs and their members. This formula will provide the UZP with a route out of the deadlock by enabling a developmental role that avoids conflict with the mandates of line agencies or the UNOs but instead creates incentives for joint work between the agencies and the Parishads by providing the UZPs with means to address the funding gaps in core sectoral and cross-UP/Pourashava service areas.

o A further element of the pilot fiscal support system will be the fostering of strategic planning and the UZP level. Chairs will combine the pilot fiscal support allocation, their elected mandate and their links to the UP chairs to develop multifaceted strategies for development (in particular towards meeting the challenges in achieving the MDGs and other development objectives) in participating Upazilas.

o Pilot fiscal support will be awarded annually according to a transparent allocation process published by the Ministry of Local Government, Rural Development and Cooperatives, following the transparent and formula-based principles applied in the UP block grant allocation scheme. A key feature will be the multi- annual planning. Awareness of the formula and the expenditure envelope (over a 3 or 4 year initial period) will enable UZPs to develop small programs of action that coincide with their first elected mandate.

o The participatory planning, open budget meetings and negotiation processes associated with the disbursements of the pilot fiscal transfers will provide meaning to the role of the Upazila chair without direct conflicts with

mandates of other institutions and agencies - as described above. In turn, the performance measurements will help the pilot fiscal transfer funding become a magnet that will attract line agencies and other LGIs towards co-financing arrangements and thus underpin the legitimacy and relevance of the UZP.

o   Annual transparent and independent/neutral assessments will be done of the performance of the UZPs.

o   The project will ensure the preparation of five year plan for all Upazilas based on the lessons from selected Upazila following the guidelines prepared by LGD.

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As outlined – the Upazila pilot fiscal support simultaneously serve two objectives: 1) provision of positive institutional outcomes and 2) favorable development outcomes. In respect of the first objective, one feature of service delivery and local governance in Bangladesh has been that the quality of the service is extremely variable from place to place. Recent studies have indicated the holistic approach required for meaningful results on the ground and need for cooperation between various stakeholders within and between tiers of government.[1]

For example, it is insufficient to simply build a health clinic in order to reduce child mortality or to build a school in order to reduce illiteracy. These installations only deliver the goods when they are accompanied by packages of supporting measures including outreach and educational work, quality control and monitoring, experiments with new standards and systems etc. and maybe linked to proper water supply and access to roads. Evidence shows the real success in parts of Bangladesh in meeting the MDGs and simultaneously the real failures in other places, which is often depending on the strengths of the interactions and cooperation across the partners at various tiers of government. The new pilot fiscal support scheme will promote these interactions in a new and innovative manner.

Pilot financing will also be linked to a training program for UZP members and appropriate officials (see deliverable 2.2 above). Funds will be linked to other funding schemes as well. For example there are funds linked to the Upazila Family Planning Office and Upazila Health Complexes – Ministry of Health and Family Welfare; and to the Project Implementation Office of the Department of Relief and Rehabilitation – Ministry of Food and Disaster Management. However, the challenge has been to ensure that the planning and budgeting of these resources is linked to the key development challenges of the region/locality and that these considerations are decisive for the choice on priorities. Once allocated, the issues have often been to ensure robust monitoring and quality assurance mechanisms. These issues will be supported as part of the implementation support to new pilot fiscal transfer scheme and annual assessments of performance.

The Upazila pilot fiscal support system will be experimental in nature. During the first phase of four year financing the system will be tested in one UZP in each of the covered districts. However a second phase should envisage an expansion as the UZP block pilot fiscal support is institutionalized into the government public expenditure system, and eventually more UZP will be covered leading to a future national roll-out of the system.

The size of the pilot fiscal transfer will initially be set at an average level of **the equivalent of around 5-7 UP grants or** 5 million BDT per UZP[1] (specific size of pilot fiscal transfers for each UZP will depend on the allocation formula, which will also be impacted by the performance of the UZP on the MC and the PMs. This amount may be adjusted, based on the lessons learned from the first year of "testing". The size is defined in a manner to provide incentives for meaningful investments, attention from various stakeholders, there here is an important new funding source, but also considering available funds, sustainability and absorption capacity from the recipient units.

Sub-output and Activities

Output1:   Strengthened Upazila Parishads as more functional, democratic transparent and accountable institutions

The Output-1 aims at capacity building of the UZP in terms of making it an effective, functional and democratic local government institution. The capacity building efforts will focus on both general and specialized trainings. The general training entails developing and sensitizing UZP officials onlaw, rules and various management aspects and the specialized training will concentrate on the development of certain leadership and management skills amongst the UZP members. This output also covers the promotion of local democracy, horizontal linkages with persons, institutions and functionaries and downward accountability aspect (Citizen state engagement and right to information) of UZP with special emphasis on effective participation of women within as well as outside the council. The following is envisaged to contribute to the achievement of Output 1.

It is important to note here that Output 1 will be the base platform on which Output 2 will be based. A basic set up of democratic, functional and accountable Upazila Parishads is required to ensure a minimal capacity to engage into local development planning and service delivery. Moreover, once empowered and knowledgeable of its roles and functions the Parishad will be able to link development activities with key players such as the line departments sitting at Upazila level, the Union Parishads, Pourashavas and other non-state actors. A strengthened functional Upazila Parishad (including its women representatives) and Standing Committees will be the driving force for creating a demand led local level development plan that addresses among other development needs the MDG targets and gender equality concerns. Output 1 will lay the ground for an Upazila capable of an effective monitoring and oversight function.

Output 1.1: Mandated functions of UZPs are more functional

The UZPs though theoretically started as elected council since February 2009; practically most of the UZPs remain non-functional due to the lack of capacity and understanding of their actual role and function as delineated in the law and rules so far issued. The meetings are not held properly, standing committees are not formed, no budget prepared, grants sent to UZP could not be utilized as per guidelines and no bye-laws as prescribed in law are initiated. The Output 1.1 addresses some of the basic capacity building issues that make UZPs functional in a humble way.

Activity 1.1.1: : Capacity development initiatives for all UZPs Module and Manual development on General and Specialized trainings

- Delivery of (refresher) General training programme (roles and functions of UZP as per UZP Act 2009)
- Delivery of Specialized training programme (Planning, budgeting, financial management, office skills, Standing Committee functioning etc.)
- Follow up coaching and backstopping by training institutions as well as peer learning to UZPs

Activity1.1.2: Support UZP for effective meetings and active Committees

- ToR development for UZP meetings (monthly Council meetings, Standing Committee meetings and others)
- Backstopping for monthly meetings and Standing Committee effective functioning (14 UZPs) and promotion for national replication
- Nationwide peer dialogue events to promote good practices on meeting holding and Standing Committee activation

- Dialogue activities with concerned line agencies to ensure effectiveness of Standing Committee functioning and coordination with UpazilaParishads.

Activity 1.1.3: Support LGD in drafting of sub-legislation (Delegated legislation) as per UZP Act 2009

- Support to drafting UZP legislation framework (Law, rules, regulations and guidelines)
- Development of framework UZP bye-laws (tested in 14 pilot UZPs)
- Publication and dissemination of UZP framework bye-laws for national replication

Output 1.2: Established horizontal and vertical accountability mechanism at UZP level The UZP is situated in a strategically important unit of administration. There are offices and service providers physically nearer but horizontally not linked to each other. The UZP itself as well as the functionaries work within the UZP are also not institutionally linked with the people and institutions they serve. Currently, citizens do not get opportunities to participate in the activities of the Councils to fulfill their democratic ambitions; this affects particularly the most vulnerable and marginalised groups among both men and women. This Output will create an environment for practicing local democracy through effective participation of the citizen in general and help to institutionalize the dissemination of information.

Activity 1.2.1: Establishing linkages between UZP and other stakeholders and CSOs

- Mapping and orientation of local level CSOs, NGOs and CBOs for capacity development (14 UZP)
- Nationwide dialogue workshops between CSOs, NGOs, CBOs and relevant Private sector agents together with UZP representatives
- Support drafting, consultation/dissemination and adoption of UZP Citizen Charter
- Annual community assessment exercise of the implementation of the UZP Citizen Charter
- Support UZP to develop framework for community monitoring (pilot in 14 UZP)
- Nationwide dissemination workshops on community monitoring framework

Activity 1.2.2: Enhance Right to Information and Digital Bangladesh vision

- Orient (for all 482 UZPs) and equip (for 14 pilot UZPs) designated "information officer" as per requirement of R2I Act 2009
- Promote publication of UZP annual reports, budget and plan book
- Awareness workshops for national and local media on the UZP activities
- Establish computer aided 'one stop service centre' and web portal for Upazilas (activity linked with A2I)

Output 1.3: Empowered UZP women representatives for effective participation in Upazila affairs

A key component of rendering the Parishads functional will be to empower women vice-chairs and women Parishad members to overcome their current marginalization. The program will work to ensure the delineation of meaningful roles and responsibilities between the Chair and the two vice chairs of the UZPs – men and women - are defined and implemented. The experience of the Women Development Forum (under the previous LGSP-LIC project) will be expanded as a tool to safeguard and empower women as effective actors of local development. Both male and female Upazila officials (and other relevant local stakeholders) will be given a sound understanding of gender specific aspects related to their roles, functions and the services the community expects them to deliver. This will include the following activities:

- **Activity 1.3.1:** Capacity building initiatives for women elected leaders Provide capacity building support to elected women members for developing skills and capacities to effectively contribute to Upazila Parishad affairs and policy debate
- Support elected women members to organize orientation and awareness programme on gender relevant issues related to local governance and local development (with particular stress on gender sensitive planning and budgeting, gender friendly services etc.).

Activity 1.3.2: Raising awareness on gender equality within the Upazila

- Gender sensitive assessment of Upazila level institutional mechanisms, processes and practices with dissemination and debate over results (linking with Output 3)
- Gender equality campaign at Upazila level through different national and local level activities, using public events, media and communication materials.
- Supporting women members and functionaries direct engagement with the public to build their legitimacy with the Upazila constituency and within the Parishads.

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

The UZP law provides a clear mandate to the UZPs to prepare and implement Annual and Five year development plans. The GoB also issued few guidelines in this regard how to utilise resources (material and human) while preparing and implementing different plans and utilise funds provided by GoB. The Upazila Act 2009 assigns a developmental role to the UZPs and transfers some responsibilities for sector management from the respective ministries to the UZP Parishads. Many regulatory functions, small-scale investments and administrative services are the responsibility of the Union Parishads and Pourashavas (whose chairs sit at the Upazila Councils as members) too. Therefore, coordination between the tiers of local government will be paramount. The UpazilaParishads have a major role to play in accelerating the achievement of the MDGs. This can best be achieved through a strategic and holistic approach in which the Parishad leads a local development agenda.[1]The holistic local development agenda could best be promoted by assigning UZP to create a development vision of its own and translate the vision into a concrete plan document through participatory process. The current fragmented and disconnected scheme culture as in practice at UP, Pourashava and UZP levels need to be transformed into a sustainable, coherent and transparent planning culture. The law provides the avenues and opportunities. This Output will harness these opportunities with few activities.

The Government of Bangladesh has provided support for a national pilot of localizing MDG planning and progress monitoring, which puts the newly elected UpazilaParishads at the centre of the development challenge (this program is outlined in the background section above). This calls for support centred on the delivery of key services and their contribution to the achievement of MDG targets and gender equality. It also calls for a careful targeting in the area of new infrastructure delivery. The project under this output will also provide support to an MDG oriented participatory planning and budgetary framework for few UZPs of Bangladesh. This will include a fiscal facility intended both to support development planning and actual delivery of infrastructure and local services to a selected number of UZPs spread over all the seven divisions of the country. To do this, Output 2 will address the challenge of enabling the UZP to fulfil a strategic and coordinating development role linking the line agencies, pourshavas and the UPs to focus on coherent development Outputs

Output 2.1: UZP capacity strengthened to formulate local plans with emphasis on MDG achievement

This Output will look at the mandates and assignments delegated and devolved to the Upazila and Union Parishads on the one hand and the various sources of revenue on the other hand. The program will examine the planning, budgeting and public expenditure management arrangements for these resources and understand how they can better be linked to the local government responsibilities and mandates resulting in a holistic integrated (and gender sensitive) approach to local development led by the Parishad.

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The project under this output will also provide support to an MDG oriented participatory planning and budgetary framework for few UZPs of Bangladesh. This will include a fiscal facility intended both to support development planning and actual delivery of infrastructure and local services to a selected number of UZPs spread over all the seven divisions of the country. To do this, Output 2 will address the challenge of enabling the UZP to fulfil a strategic and coordinating development role linking the line agencies, pourshavas and the UPs to focus on coherent development Outputs.The support to achieve MDGs targets at the local levels, as incorporated in UZP plan, builds on the existing work of localizing the MDGs Programme (see subsection in background above on existing program). This pilot methodology will further be refined and mainstreamed in the Upazila local level planning process. This methodology will include: (a) Union Parishad plan prepared with the participation of the community that will be the basis for assessment and identification of local development needs (b) UpazilaParishad takes the lead in the preparation of the local plans and will involve elected authorities, sectoral department, and representatives of CSO, NGO and INGO active in the Upazila.(c) Thematic working group will be formed as per the development needs and provide technical/sectoral inputs in the whole process (d) Series of workshops will be organized by UPZ to finalize and validate the output. (d) Final plan will be approved by the UpazilaParishad.

The program will examine how UpazilaParishads can construct programs of support that target specific development outputs over a 2 - 4 year period. The 'upazilapilot fiscal support' (see 2.2 below) will form the glue that enables the strategy of support to come together in the most appropriate manner - the objective is that services and activities are co-financed from various sources in addition to the upazila pilot fiscal support and that the coordination and convergence is strengthened.[1] The main activity areas will be:

Activity 2.1.1:   Support to develop of Upazila Development Planning and budgeting guidelines

This guidelines/manual will include the methodology of preparation of the Upazila Development Plans and budgets. The guidelines will be based on the prevailing government legislation on preparation of local levels plans / strategies and budgets and also look into the best practices on preparation of participatory local development plans including UNDP's manual on local development strategy, other project experiences (SHARIQUE, PRDP2, Action Research of BARD Comilla and RDA,Bogra etc.) and the experiences of the MDG Localization component of the project "Support to monitoring PRS and MDGs in Bangladesh". Gender Equality mainstreaming will also be addressed within the planning and budgeting methodologies developed with a specific focus to gender budgeting.

- Production of Planning and Budgeting Guidelines by engaging expert/ group/institution including gender equality mainstreaming expertise

- Practice "Guidelines" in selected UZPs(14) and wider Consultation and dissemination of the guidelines

- Preparation of five year plan for all Upazilas following the guidelines prepared by LGD.

- Assist LGD for approval and circulation/dissemination of guidelines

Activity 2.1.2: Design and deliver local planning and budgeting training based on the guidelines prepared under 2.1.1

Capacity Building of Upazilas for preparation of development plans and budgets: The Upazila Development Planning and Budgeting Guidelines will be utilized in training and building the capacity of the elected representatives and the civil servants working in each Upazila on preparation of Development Plans and Budgets. This capacity building initiatives will be catered to all the Upazilas so that the process of planning and budgeting can be initiated by all the Upazilas with their own resources where as the focused support of preparing Integrated local development plan will be provided in the selected 14 pilot Upazilas as described in 2.1.3. The training institutions (BARD, RDA and NILG) will also design a coaching programme that will allow support to the non pilotUpazilas with consultations and selected direct support to

Upazilas with particular planning and budgeting challenges. This coaching programme will also ensure sample monitoring of the planning and budgeting roll out process.

- Engage and support training institution(s) to design and delivery of training and coaching programme

- Develop training module and coaching programme in line with the guidelines approved by the Government and also develop under project for pilot activities

- Delivery of the training first in the 14 pilot Upazilas and then expanding it to all Upazilas

- Establish of a peer to peer (P2P) network for Capacity support on Upazila planning and budgeting

Activity 2.1.3: Producing Upazila integrated plan with emphasis on MDG achievement in 14 Upazila

Supporting and piloting integrated Upazila Development Plans: In selected 14 Upazila, Upazila Development Planning and Budgeting Guidelines(prepared under activity 2.1.1) would be utilized for preparation of Upazila Development Plans and Budgets that will be aligned to MDG needs and other development needs of the Upazila ensuring a comprehensive coverage. Such Development Plan will be comprised of a **long term five-year Strategic Development Plan and Budget** for Upazila that includes a comprehensive **Annual Upazila Development Plan and Budget**. The project will provide direct intensive support to the 14 Upazila to develop model plans and budgets that will support the validation and adjustment of the model for all Upazilas.

The Upazila Development Plans will be based on:

- Upazila-led **Development Needs Assessment** and identification of resources available (including within the line agencies, Upazilafunds, associated UP and Pourashava resources and own revenue potential in14 UZP).
- Development of shared Planning Vision in 14 UZPs

Based on the Development needs Assessment, assistance will be provided to help the 14 pilot Upazilas generate a Sectoral and holistic long term **Development Vision** of their own: These Visions will form part of the preamble to the 5-year Strategic Developments Plans and will include sectoral visions e.g. Education Vision, Health Vision, Gender equity vision, Agriculture Development vision, Water vision and also a general holistic vision for poverty reduction. Within their comprehensive development scope, these exercises will clearly identify the needs and impacts related MDG achievement in the respective Upazilas as well as will take into account Gender equality aspects of development. The implementation of the plans developed in 14 Upazilas will then be supported through pilot fiscal grant support (see 2.2 below).The support will go to a gradual process of developing methodology for development assessments, preparation of development assessment and preparation of annual and five year development plans.

- .preparation of a Five year Upazila development plan and budget with annual development plans and budgets (including open budget session)

- Support Open budget sessions with the participation of CSOs, NGOs and CBOs in 14 UZPs

- Facilitate approval of the 14 Upazila Parishad Development Plans

- Support Publication and dissemination of 14 Upazila Plan Books(UZPBs)

The UZPB will be basically a compilation of the whole processes through which document is prepared in each UZP those may include the Development Needs Assessment, Upazila long term Development Vision, Strategic 5 year Development Plans/Budgets and Annual plans/budgets. The book will also bring together all the Sectoral and divisible plan components

of National Plan/projects implemented at Upazila, all UP plans and schemes, all Municipal plans and schemes, NGO plans and activities, Private sector projects and schemes, Banking plans at the Upazila banks, Member of Parliaments development initiatives.

Activity 2.1.4: Support in preparation of Upazila monitoring and evaluation framework

Support in preparation manual for monitoring and evaluation of the annual Upazila Development Plans and Five Year Strategic Development Plans. Manual will include tools such as social audits/assessment/feedback, and MDG and Gender equality tracking tools. Intensive support will be provided to 14 Upazilas in rolling out/testing the M&E framework before its dissemination for broader replication. The information collected through the M&E framework will be key to the update of the annual and five year development plans.

- Develop Manual to enable Upazila to regularly monitor the annual Upazila development plans and 5-year local development plans

- Develop tools for the social audit/assessments/feedback

- Establish the M&E system within the UpazilaParishad

- providing training on M&E and social audit/assessments/feedback

- Facilitate Publication and dissemination (stakeholder workshop) monitoring reports

- Facilitate updating the annual and five year local development plans on the basis of the monitoring and social audit feedback.

Output 2.2 Delivery of Upazila Parishad managed development support

This Output will pilot and demonstrate a policy relevant fiscal support system for the Upazila Parishads that will enable them to fully realize their development mandate and accelerate progress towards the MDGs. The Upazila Parishads will use these pilot fiscal supports for co-financing with line agencies, Union Parishads and Pourashavas. The objective is not to create a separate "Upazila fund" but instead to provide incentives for the UZP to perform its coordinating and monitoring role. Public services such as infrastructure, services (one-time or recurrent), equipment, and other soft activities (e.g. awareness campaigns etc.) will be delivered by sectoral departments, in some cases jointly with Union Parishads, Pourashavas and other state and non-state providers.

There are **three complementary purposes** of the UZP pilot fiscal support of this Output section (to be seen in the context of the situation analysis outlined above).**Firstly**, the pilot fiscal support will resource activities that contribute to meeting the MDGs, gender equality advancement and other local needs. **Secondly**, the pilot fiscal support will demonstrate the utility of the UZP as a level of pro-active local governance. **Finally**, the pilot fiscal support will show linkages between Upazila Parishads and Union Parishads demonstrate how service delivery and local development is not a task divided between these two levels of government, but instead a challenge shared between them. Further specifications on the purpose and key design principles of the Upazila fiscal pilot are spelled in Annex 2 of this document.

The fiscal support will be provided to 7 Upazilas (one in each targeted districts 7 Divisions) for the 1st fiscal year and will then be expanded to a total of 14 Upazilas for the remaining three fiscal years. This sample size will provide a well-tested base for Government's consideration of replication and national mainstreaming. The estimated amount of the fiscal support is of 5 million BDT per Upazila Parishad annually. Further details can be found in Annex 2 of this document.

Activity 2.2.1: Design and capacitate on Upazila Fiscal Support system tools:

The Fiscal support system will be designed during the first month of the project as an innovative fiscal grant facility that will combine state of the art experience generated both internationally and locally. One set of user friendly guidelines will be

developed with sound technical expertise and through a consultative process to detail both the fiscal grant disbursement mechanism and the broad set of performance measures related to its allocation. Gender equality aspects will also be considered when developing the tools. Direct training coupled with Peer to Peer support on the Fiscal Support Guidelines will be provided to the 14 pilot Upazilas.

- Prepare Upazila Fiscal Support system Guidelines that will include
  o Flow of funds mechanism,
  o Allocation and calibration formula,
  o Fiduciary checks and balances,
  o Financial Audit (FA), Minimum Conditions (MCs) and Performance Measures (PMs) system
  o Delivery performance monitoring system

- Support consultation exercises among the Stakeholder and Government to validate Fiscal Support System Guidelines

- Provide training programme on Upazila Fiscal Support guidelines for 14 Upazila officials and designated District and LGD officers (including Peer to Peer network activation). This will include specific Financial and Procurement Management skills in addition to the trainings provided under Output 1.

Activity 2.2.2: Support to management and implementation of the UZP pilot fiscal support system.

This includes close coaching of the 14 pilot Upazilas in managing and delivering services through the fiscal grant facility (7 the first year and 14 the following years). This activity will look into ensuring that UZP are able to adopt and sustain the pilot Upazila fiscal framework. The carrying out of the financial Audit and MC/PM annual assessments of UZPs performance will be a key component of this activity (a control group will be included to serve as baseline).

- Carrying out Financial Audit, Minimum Conditions and Performance Measures Assessments of targeted Upazilas, through independent subcontracting process.

- Accountable review process of Performance Assessment results and establishment of transparent grievance processing mechanism.

- Dissemination of final fiscal facility allocations (as appropriate)

- Disbursement of Fiscal facility through GoB channels (to be further defined)

- Direct coaching to Upazila Parishads to monitor the quality delivery of services (developed guidelines will include provision for community monitoring support) through the fiscal support by UPs, line agencies, Pourashavas and other non-state actors.

- Promotion of non-state service providers and CSOs for service delivery and interaction with sectoral departments Including promotion of CSO and Private sector partnership for public service delivery.

- Promotion of dialogue with selected line agencies (local and national level) to ensure coordination of utilization of Upazila Parishad fiscal support.

Activity 2.2.3 Support to further development of the UZP pilot fiscal support system based on the implementation experience and stakeholder consultations. This will include ensuring the pilot fiscal support's fiscal sustainability, its continuous improvement, application of international best practice (including voice, equity, gender, inclusiveness, impact etc.) in local government finance and the options for further replication and scaling up.

- Annual stakeholder workshop to review 14 Upazila experience with pilot fiscal support and extract best practices and lessons learnt.

- Qualitative and quantitative assessment to provide evidence-based recommendations for further developing the UZP fiscal support system and recommendation for national upscalling

- Pilot fiscal support Guidelines review through consultative process.

- Advocacy through policy paper, workshop and international exposure for mainstreaming of fiscal support to Upazila Parishads.

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

The two local governance projects– Union Governance Project and the Upazila Governance Project will jointly support the development of the policy framework and institutions supporting Local Governance. Output 3 is common to both projects but will be operationally located mostly under the UZGP project for operational facilitation.

Whilst Bangladesh has fairly well developed institutions for local government training (i.e. NILG, BARD, RDA and other sectoral training institutions), the national policies and institutional leadership needed to guide capacity development and technical backstopping of elected representatives require strengthening. Although the Ministry is currently developing rules and regulations to complement the UP and UZP Act 2009 there is yet no established system for effective supervision, coordination, and oversight to current and future investments in strengthening the capacity of LGIs to fulfill their mandates.[1]In 2008, CTG formed permanent Local Government Commission and that was abolished in 2009.There is no umbrella type professional body to look after the promotional aspects of LG in Bangladesh. What ministry can do effectively is the regulatory functions.

Sustainable capacity development goes far beyond training and addresses capacity development at the individual, organizational and enabling environment levels. The present political context in Bangladesh offers both challenges and opportunities for establishing a coherent, comprehensive, effective, and context-specific strategy and policy framework for local government capacity development. As noted above, there are already functioning processes, existing institutions and lessons from previous initiatives. An effective local government capacity development framework involves institutions at three levels, i.e. macro, meso and micro; or national, regional (district) and local levels. Bangladesh has a well-developed training system, it only lacks a macro-level policy and management structure. It has institutions including BARD; NILG; and RDA in the public sector, as well as private sector organizations and NGOs such as BRAC and others that could be better utilized if coordination is improved. In addition, Bangladesh has a long tradition of grassroots level training management, initiated in the 1960s with the TTDC (Thana Training and Development Centre currently renamed as UTDC). The UTDC system could be revived under the new context with proper support. The newly formed UZP could potentially play a key role in reviving the local level training implementation with proper technical and financial support from national levels, as well as a functional policy framework within which the existing mechanism can operate.

On the other hand the legislative framework of LG is also seems very weak, Bangladesh has only disjointed pieces of tier-specific legislations, such as the Union Parishad Act, UpazilaParishad Act, ZilaParishad Act, City Corporation Act, and Pourashava Act. But such isolated legal instruments cannot be expected to do the job of a comprehensive policy framework. Although respective local government institutions have been formed (UP, UZP, City Corporation and Pourashavas) on the basis of those laws, it is not yet clear how capacity development for these institutions (individual and organizational capacities, but also relational/coordination capacities to other institutions and stakeholder groups) can best be managed, let alone articulated and implemented. There are also serious weaknesses in the areas of local government finance and local government personnel management. Financing of LGIs does not follow any transparently set criteria or formula; it is entirely dependent on the suit will of the incumbent government. The LGIs have been suffering from lack of committed professional staff. All these policy issues need wider attention from policy perspectives.

Reflecting the above, Output 3 of the program will have the following areas:

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

The purpose of a Policy and Capacity Development Advisory Group is to enhance the policy development function in government and create a coordinated framework for support to LGI capacity development. The aim is to support a process of incremental change towards sound policies for 'Decentralization and Local Governance' as well as Capacity Development in this context. The Policy Advisory Group will learn and review from field experience and advocate for change at national level. It will be a "think tank" of the Ministry on key policy issues led by the LGD. Members will include local government practitioners, academics and civil society. The Policy Advisory Group will foster an environment that is conducive to reflection, debate and discussion removing constraints posed by routine office work. The main functions of the group may revolve around:

- Development of proposal for national framework for Local Government Policy and Capacity Development and its corresponding implementation strategy

- Policy Review, Critical Analysis, Commissioning of Policy and Action Research and facilitating Policy Dialogue with Key Stakeholders;

- Support for Drafting of Rules and Regulations;

- Support the review process of UPGP and UZGP learning generation and identification of best practices for replication and up scaling recommendations.

- Promoting Aid Effectiveness in Support for Local Governance.

The Policy Advisory Group will be formed in the start-up phase of the program and will work under a Terms of Reference, which may be amended during the duration of the project to suit policy developments.. Apart from the immediate advisory role related with this project, the Advisory Group shall also be tasked to prepare the ground for the lead institution/body that will eventually take over the role on a permanent basis. Participation of key government stakeholders during the formulation phase is expected to ensure ownership and follow-up.

The composition of the lead institution would be decided by the Government of Bangladesh but is likely to include board members from public administration and elected representatives of all levels of local government, from concerned central Ministries, experts, civil society and the private sector. It is envisioned that the permanent by-laws governing membership of the institution will be finalized by the second year of the program. As much as possible, gender balance within the Group composition will be ensured. These determinations will need to take a number of factors into account. For example, it may be prudent to have rotational board membership from various sectoral ministries to enhance horizontal coordination and incorporate a multiplicity of perspectives on the capacity needs and strategies for LGs. An effective lead institution for LGI capacity development will need to be headed by a chairperson with the appropriate authority and convening power. It is expected the Group will be kept to a limited number of members to ensure best functioning. It would also need to be responsive to the demands from the LGs themselves, and be able to help incorporate feedback and learning about what is working and not working into the national strategies and policies. Over the course of the project period the new institution is expected to take over the responsibility for advising the Government of Bangladesh in the finalization of the National Policy on local governance , decentralization and Capacity Development Framework for Local Government..

The Upazila Governance Project and Union Parishad Governance Project will provide initial funding support to core staff members of the Policy Advisory Group. As part of the annual planning cycle, the Policy Advisory Group will determine an annual work program that corresponds to the needs of the Parliamentary Group on Local Government, Ministry and other main actors, and issues that are identified jointly by project partners as emerging themes/topics.

The Program will also support action research pieces that are outsourced to external agencies as and when the need for short-term external assistance arises. Given the vast array of issues that Local Governance and Decentralization Policy encompasses, the core staff of the Policy Advisory Group are expected to manage a number of such projects in parallel to their regular and ongoing work.

In addition, the Program will fund basic amenities (i.e. basic office equipment) and overheads for travel and operational costs during the duration of the program. The Government of Bangladesh will depute select Government staff to the Policy Advisory Group who will work closely with non-government staff, take the research and policy advocacy agenda forward within the Government structures and who will ensure sustainability of the Group after program closure. There are three activity areas for this sub output.

Activity 3.1.1: Facilitate core functions of the Policy Advisory Group. Financing of activities of key staff and other core requirements. This will be on an interim basis until the mainstream institution is created.

Activity 3.1.2: Support the development of a National Framework for Local Government Capacity Development. This activity area will enable the Advisory Group to work with other bodies (such as the SDC and JICA supported NILG and BARD) to develop the national framework and the strategy for implementing it.

Activity 3.1.3: Support to policy support unit for undertaking **action research on local governance issues.** This activity area will enable policy research that is rooted in the actions of local governments through the UZGP and UPGP and therefore able to have increased policy impact.

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

At national level, the MoLGRD&C is responsible for providing backstopping support and services to Local Governments, but due to limited human resources the capacity to do so is extremely limited. It is expected that the GoB would review the backstopping support structure for Local Governments in the context of the National Capacity Development Framework. As part of its support to the CD Framework, this program aims to strengthen MoLGRD&C's existing capacity to build a conducive and enabling environment for well-performing Local Governments by providing policy advisory and research support.

The program will assist the Department and the relevant Offices at Division and District level in a self-assessment and identification of capacity gaps. This will be followed by the development of a response strategy in view of strengthening relevant institutional capacity to provide backstopping and support to Local Governments. Additionally, targeted interventions such as leadership development and technical skill enhancements may be undertaken to unlock the potential of individual stakeholders. When implementation bottlenecks are identified the program will work closely with the Policy Advisory Group (see below) to advocate for appropriate adjustments and/or amendments of rules, procedures and structural set-ups.

To assist the DLG and the Divisional and District Offices in discharging their functions supporting UP and UZP governance, it is envisaged that output 3 will focus on the development of a pool of trainers with expertise in select disciplines (this will include women trainers and gender specialized trainers). This pool may comprise existing departmental functionaries working at district/ Upazila level and/ or a network of individuals with specific skills who are readily available to provide training and handholding to UPs and UZPs. This latter group may comprise retired government officers, school teachers, doctors, accountants, etc. with skills in disciplines such as planning, finance and social development, civil engineering, agriculture who reside within the locality. Such persons can be available to provide their services as and when required. This demand based model of support will be sustainable and will be low cost. The program will provide support for the identification and empanelment of these trainers, delivery of training of trainers (ToT) programs in each district and a budget for meeting the honoraria and related costs of local training delivery. Structured training course should ideally comprise a mix of government and independent resource persons. The program will aim to initiate this model of decentralized training and institutionalize this appropriately over time. Here, it may be useful to consider linking this initiative to a dedicated ToT function in NILG. A key aim will be the empowerment of elected officials.

As part of the support, it is proposed that the new program will provide LGD with capacity support for strengthening monitoring, inspection and evaluation processes. The current monitoring system of the MIE Wing in LGD is weak and there is limited technical capacity, systems and resources at all levels (LGD, DLG, DDLG) to undertake this task. The MIE wing is currently headed by the LGSP LIC NPD, which provides an additional strategic advantage to strengthen monitoring capacities. Some of the main problems associated with the MIE function including: insufficient staff in MIE Wing, weak focus on the MIE function resulting in DLG, DDLG diverted in other areas, low motivation of staff as they are not properly

trained and oriented.

To address these problems, the three building blocks of the proposed support strategy will include: Institutional support and strengthening of MIE wing, reinforcing MIE function of DLG/DDLG and establishing web enabled MIS. Complimentary activities will include: orientation and training of the users at UP level, accessing relevant information at Upazila level for supporting UP and linking MIS to the performance-based grant mechanism. All UZPs will digitally be linked with MIE Wing, DDLGs and DLGs.

Through the UP program support will be provided for the MIE Wing to develop a robust M&E system that will be piloted in 7 districts (Unions and Upazilas), and which can subsequently be applied across all LGs. The LIC component has already formulated an M&E strategy for LIC districts. This includes formats, tools, indicators and the reporting lines. Gender disaggregated data will be included within the M&E and MIS functions for gender impact monitoring.

A separate but related monitoring function is monitoring local government development and democracy Outputs. This may include working with national and UZP statistics bureaux as well as offices for the registration of births and deaths. The aim is to have in place UZP-wide data that can be used within accountability processes to help assess whether UZP plans are appropriate and well-targeted, for example the tracking of infant and maternal mortality rates, gender equity issues etc. This activity will be linked to the localizing the MDGs program.

The program will develop processes for carrying out low cost UZP governance assessments within the framework of existing surveys and by inclusion of governance assessment data collection within existing UZP socio-economic household survey. This may also be linked to the assessment of the UP performance under the testing of the performance-based grants and of the UZPs and UPs use of grants. These processes will include the collection and analysis of 'governance' and 'democracy' related indicators (including gender specific indicators). There are three activity areas for this sub output.

Activity 3.2.1: Support to LGD (MIE wing) to develop and maneuvering a general strategy and framework for monitoring and evaluation of UP and UZP performance (.. This will support the MIE wing to fulfill the functions required for monitoring UP and UZP performance. It is of particular relevance to the performance grant system.

-Activity 3.2.2: Support to the development of tools for collection and analysis of governance and 'democracy' indicators. This activity area will support the DLG in the development and use of a wider range of indicators (including gender specific indicators) that will feed into the work of the Advisory Group.

Activity 3.2.3: Support National training institutions and educational institutions in training and backstopping of UPs and UZPs. The activity will include training and backstopping support. It will include support to national training institutions and specialized private sector agencies for technical backstopping for UZPs and UPs and the provision of training (through the ToT) method referred to above, and the identification of training needs of elected officials in areas such as leadership, literacy and others.

Output 3.3 Activities 3.3: Research and & Documentation for Policy Support Unit

The project will provide for a flexible Research and Development fund that will allow the generation of knowledge products through studies, assessments, surveys, policy dialogues and other tools. The aim of this fund will be to allow for complementary research directly related to the activities of Output 1 and 2 in view of developing or reviewing pilot activities as well as to look into broader National Policy level areas related to Local Governance.
This set of activities will also aim at ensuring the implementation of a strong project M&E system that will allow regular review of the piloting and innovation undertaken under the project for further analysis and dissemination as appropriate.
As set of exercises related to:

- Comprehensive baseline data survey
- Mid-term and final project progress review
- Mid-term and final learning documentation (including impact assessment)
- Project M&E system (including MIS facility)

All of the above will ensure a gender lens when developing study and assessment methodologies to ensure gender specific issues are covered through this activity.

Activities under 3.3 will further include:

3.3.1 **Research and & Documentation** (R&D) fund for knowledge Generation activities 3.3.2 M&E and project learning review

    See M&E section below for further details.

Output 4: Effective Project Management Arrangements

The project will support effective project management support to implementation of the activities mentioned in the outputs above. The will encompass, the support to the following activities:

- Support to project management and committees,
- Support to Project board and project manager,
- Technical assistance including advisers
- Financial management
- Logics

For a detailed description of these activities see Section 6 (Management and Coordination Arrangements).

The aim of this output is to support effect project management that will facilitate the implementation of activities reflected in Outputs 1, 2 and 3. In support of this output project management structures such as a Steering Committee (linking both the Union Parishad and UpazilaParishad projects) and an operational Project Boards are going to be established. Different specialized units will be put in place with the Project management team, technical team, Monitoring team, filed coordination team and admin/finance support team. Emphasis will be put on a strong technical team that will ensure a sound democracy, fiscal decentralization and citizen engagement support. The M&E team will also be crucial to ensure experiences and progress are captured and duly utilized. A Women empowerment Officer will also be placed to look into Gender-sensitive and pro-poor budgeting ensured in the relevant output. This output will also ensure the physical premises with untis in Dhaka and at Divisional and District level to support the project implementation. These Outputs are described in detail below.

Gender Strategy : gender mainstreaming and women's empowerment

Gender will be considered as a key aspect throughout the whole project cycle from the planning, implementation, and monitoring of these project activities. Gender specific operational principles will be ensured:

1. The project will be consulted and reviewed at each stage of project cycle from the gender perspective, and the feedback of the gender experts from various stakeholders and institutions will be reflected in the project.

2. In order to assure the quality of gender specific outputs, a position for a Woman Empowerment Officer will be created. The Officer will take a function to provide advice to the LGD and other national counterparts to strengthen women's leadership in the public sector and to support the development and implementation of national policy and strategy on advancement of women; Provide advice to national counterparts in strategic capacity-building initiatives; Build strategic partnerships and advocate for gender and women empowerment issues covered through the project; Provide advice to the Project Management Unit in project planning, quality assurance, monitoring and evaluation, coordination, and knowledge generation and sharing on Governance issue (See ToR for this position).

3. The project will ensure, as much as possible, a gender balanced representation within the project team, in line with the UNDP and GoB recruitment provisions. Gender balanced representatives will be also ensured in various committees involved in the project, for example, the Policy Advisory Group, the Steering Committee and Project Board members.

4. The project will be also monitored from the gender perspective. The progress of the project will be periodically monitored according to gender specific indicators, and in case the project does not fulfil these criteria, it will be re-guided.

Based on these operational principles, the project is expecting to bring gender specific outputs through gender specific activities as the following:

Output 1: Democracy is a long process. The democratic institutions are introduced in Bangladesh, so men or women can equally participate either as voters or as candidates. However the reality does not always show equal participation of men and women in democratic institutional building, either at central level or at local level. Since the UZP election has been introduced, the executives are composed of one chair, and two vice chairs. Out of two vice-chairs is reserved for women, and also women are not bared from contesting in other positions, but their presence is still marginal. Even at the Union level, no position for vice chairs in Union Parishads (UP) is considered. It affects again virtually women: no women hold the chair's position. Even a provision states that one third members will be elected or represented by women in UZP and also three seats are reserved for women out of 12 UP member's position. However it is still questionable, whether women can play their roles within traditional male dominated area like UP or UZP. The empowerment of those elected female member either in UP or in UZP is urgently needed for the democratic governance.
Activities:

- A sound training programme for elected representatives as well as administrative female officials or staff member within the Parishad (Council) will take into account gender issues and also include some specific topics to capacitate women in identified gaps.

- In the support to local government legislation development, gender mainstreaming will be ensured. Upazila Citizen Charters and promotion of the Right to Information Act will ensure gender sensitive interventions.

- Women Development Forum of all the concerned female Upazila Council members will be established at District level, as a space for women to discuss their roles and join together in defending their contributions as elected representatives. Likewise in the UP project, the lesson learned positively from Women Development Forums of the female UP members will be transferred also at Upazila level, especially functioning as a gender watchdog.

Output 2: -Provision of block grants to Union and Upazilas is one key activity to deliver public services to meet gender specific needs at local level. In this regard, gender specific Performance, Planning and Budgeting will be promoted. Participatory planning in the current project at UP level has been encouraged, and one third of the schemes are prioritized by women. However it is not necessary to meet the needs of women and men. So gender specific needs will be prioritized and ensured by both women and men. But at Upazila level, participatory planning is open to the various representatives, so the role of women is not same like that of women at Union level. Therefore the line departments such as education or women's affairs are strongly encouraged to take an active role.

-The capacity of local governmental officials for the budgeting is very limited. Their knowledge and skills in terms of budgeting will be strengthened and at the same time gender specific budgeting will be promoted.

-In the current UP project, 30% of the funds allocated to schemes is prioritized by women, but it should be ensured to meet gender specific needs, instead of gender blinded needs. In the parishad, it will be also pursued to use an earmarked portion of the budget for the development of women.

-The gender balanced representatives of committees which can be formed for the implementation of development activities at the Ward Shava level can be also ensured.

Output 3: -Various institutions for gender equality including women quota, have been introduced. However there is no thorough examination on these institutions or organizational process whether they are properly functioning as originally planned or intended. So far they have not given any clear evidence or data on their gender specific impacts. Gender specific policy will be examined and also its improvement can be explored. It will be also advocated at national level.

-In line with the Capacity Development Framework at national level, capacity development program will be implemented. In terms of composition of trainees and trainers, and subjects for capacity building program, gender mainstreaming and also the empowerment of women will be integrated into the training programs.
-In accordance with the Monitoring system of the Ministry of Local Government, gender analysis and sex disaggregated data will be collected.

UZGP Annex 5a BUDGET SNAPSHOT

Note: Donor contributions and exchange rates may vary until the time of signature. Proportions will be respected for allocation between agencies.

Distribution by Output and Agency		UZGP	UNDP	UNCDF		*Italic figures
Output 1	Total	$6,024,712	$6,024,712	$0		are estimates
Output 2	Total	$6,797,785	$3,009,669	$3,788,116		
Output 3	Total	$2,689,525	$2,393,525	$296,000		
Output 4	Total	$2,687,712	$2,606,117	$81,595		
Total Programmable Budget		$18,199,735	$14,034,023	$4,165,711		
GMS 7%(ESTIMATE, GMS will be charged as 7% of the Donor, non-UN, contributions to programmable costs, exact amount to be determined once donor contribution amounts are received in USD)		1,063,981.42	819,265.69	244,715.73		
1% AA fee (ESTIMATE on SDC contribution,exact amount to be determined once SDC contribution is received in USD)		49,200.00	$49,200			
	Total	$19,312,916	$14,902,489	$4,410,427		
			77%	23%		

UZGP Funds Managed by Agency		USD	UNDP 77%	UNCDF 23%	in Donor Currency UNDP	in Donor currency UNCDF
Donor Contributions	SDC	$4,920,000	$3,788,400	$1,131,600	CHF 3,850,000	CHF 1,150,000
	EU	$10,138,889	$7,806,944	$2,331,944	EUR 5,621,000	EUR 1,679,000
	Total	$15,058,889	$11,595,344	$3,463,544		

Funds Contribution by DP		USD	Donor Currency	Exchange rate (UN nov 2010)	EUR conversion given to EU	Contribution % to total cost
Total Project Budget	UNDP	$2,000,000	USD 2,000,000	1.000	EUR 1,440,000	10%
	UNCDF	$1,000,000	USD 1,000,000	1.000	EUR 720,000	5%
	SDC	$4,920,000	CHF 5,000,000	0.984	EUR 3,560,407	25%
	EU	$10,138,889	EUR 7,300,000	0.720	EUR 7,300,000	52%
	to be mobilized	$1,254,027			EUR 0	6%
	Total	$19,312,916			EUR 13,020,407	100%

TOTAL PROGRAMME OVERVIEW Contributions allocation per Agency		UPGP	UZGP	
	UNDP	43%	77%	61%
	UNCDF	57%	23%	39%
	Total	100%	100%	100%

Note on funds to be mobilized: Funds mobilized in the future for the project will be allocated to each Agency following the 77/23 proportion. The Project Board may decide how to adjust the budget in case funds are not fully mobilized respecting the 77/23 proportion.

Sl. No / Output	Activities		Unit	Year 1		Year 2			Year 3			Year 4			Year 5			TOTAL
				Per Unit Cost	Amount	Unit	Per Unit Cost	Amount	Unit	Per Unit Cost	Amount	Unit	Per Unit Cost	Amount	Unit	Per Unit Cost	Amount	Amount
Output 1: Strengthened Upazila Parishads as more functional, democratic, transparent and accountable institutions	1.1: Basic functions of Upazila Parishad operationalized	UNDP			-			-			-			-			-	-
	1.1.1 Capacity development initiatives for all UZPs				-			-			-			-			-	
	Module and Manual development on General and Specialized trainings	UNDP / NTA	2	9,000	18,000			-			-			-			-	18,000
	Printing of modules	UNDP / print	30,000	4	120,000			-	20,000	4	80,000			-			-	200,000
	Delivery of (refresher) General training programme (roles and functions of UZP as per UZP Act 2009)	UNDP / train	2,410	200	482,000			-	2,410	100	241,000			-			-	723,000
	Delivery of Specialized training programme (Planning, budgeting, financial management, office skills, Standing Committee functioning etc.)	UNDP / train			-	2,500	250	625,000	2,500	250	625,000			-			-	1,250,000
	1.1.2: Support UZP for effective meetings and active Committees				-			-			-			-			-	-
	ToR development for UZP meetings (monthly Council meetings, Standing Committee meetings and others)	UNDP / NTA	2	9,000	18,000			-	1	9,000	9,000			-	1	9,000	9,000	36,000
	Nationwide peer dialogue events to promote good practices on meeting holding and Standing Committee activation	UNDP / CS	64	1,500	96,000	64	1,500	96,000	1									192,000
	Backstopping for monthly meetings and Standing Committee effective functioning and promotion for national replication	UNDP / Train	241	300	72,300	241	300	72,300										144,600
	Dialogue activities with concerned line agencies to ensure effectiveness of Standing Committee functioning and coordination with UpazilaParishads.	UNDP / WS	1	20,000	-	14	1,500	21,000	28	1,500	42,000	28	1,500	42,000	28	1,500	42,000	147,000
	IEC activities	UNDP / IEC	1	20,000	20,000	1	20,000	20,000	1	20,000	20,000	1	20,000	20,000			-	80,000
	1.1.3: Support LGD in drafting of sub-legislation (Delegated legislation) as per UZP Act 2009																	
	Support to drafting UZP legislation framework (Law, rules, regulations and guidelines)	UNDP / NTA	2	9,000	18,000	1	9,000	9,000	1	9,000	9,000	1		-	1	9,000	9,000	45,000
	Development of framework UZP bye-laws (tested in 14 pilot UZPs)	UNDP / NTA	1	10,000	10,000	1	10,000	10,000			-			-	1	10,000	10,000	30,000
	Publication and dissemination of UZP framework bye-laws for national replication	UNDP / Print	20,000	8	160,000			160,000			-			-			-	160,000
	1.2: Established horizontal and downward democratic accountability mechanism at UZP level																	
	1.2.1:Establishing linkages between UZP and other stakeholders and CSOs																	
	Mapping and orientation of local level CSOs, NGOs and CBOs for capacity development (14 UZP)	UNDP / train	630	80	50,400	420	80	33,600	420	80	33,600	420	80	33,600			-	151,200
	Nationwide dialogue workshops between CSOs, NGOs, CBOs and relevant Private sector agents together with UZP representatives	UNDP / WS			-	8	5,000	40,000	8	5,000	40,000	8	5,000	40,000	8	5,000	40,000	160,000
	Support consultation/dissemination and drafting, adoption of UZP Citizen Charter	UNDP / NTA	2	9,000	18,000			-	1	9,000	9,000			-	1	9,000	9,000	36,000