

**People's Republic of Bangladesh  
Ministry of Local Government,  
Rural Development and Cooperatives  
Local Government Division**

**People's Republic of Bangladesh**

**Upazila Integrated Capacity  
Development Project  
(UICDP)**

**Progress Report  
(Phase 1)**

**August 2020**

**Japan International Cooperation Agency (JICA)**

**IC Net Limited  
Koei Research & Consulting Inc.**

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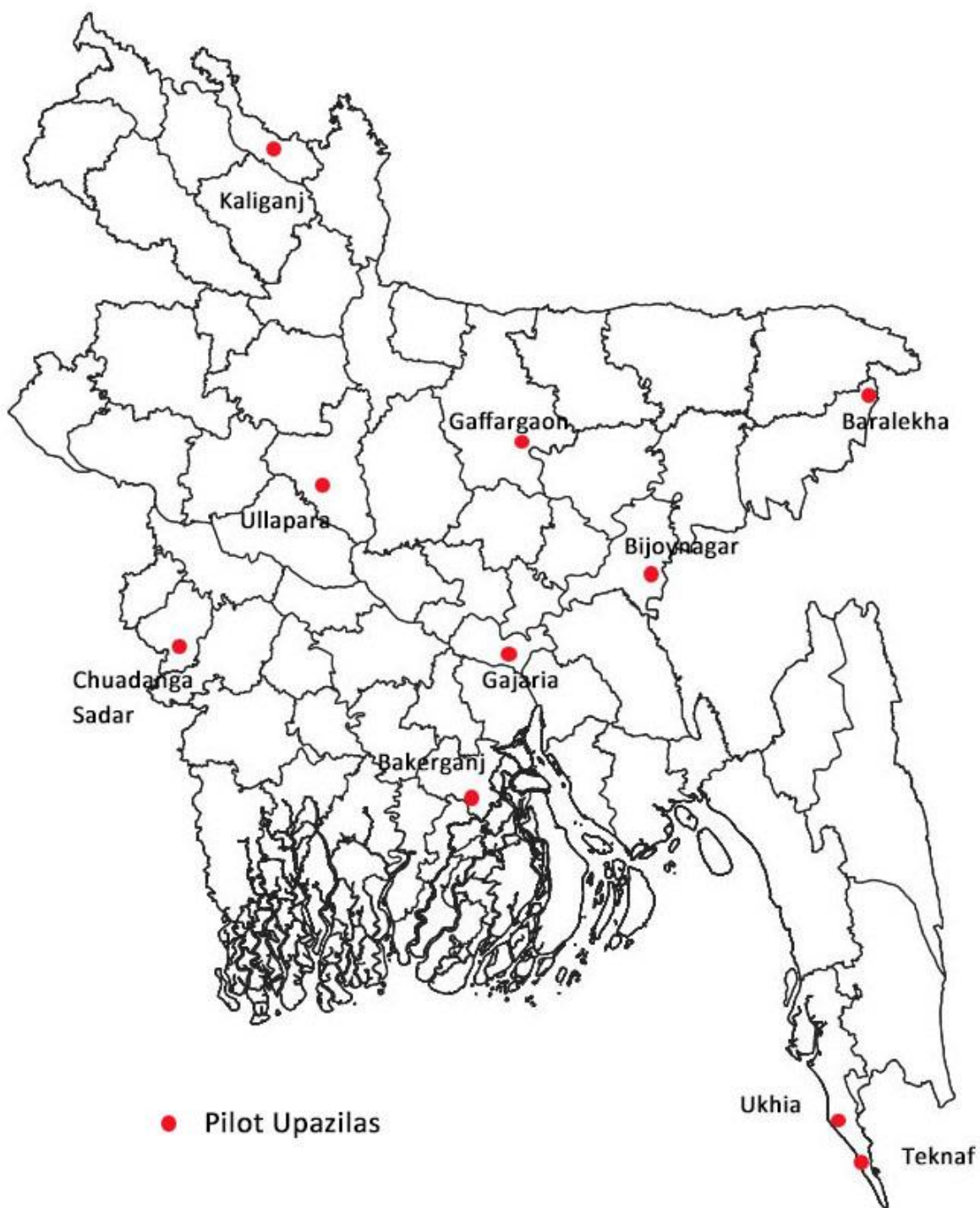
## **Exchange Rate**

The currency exchange rates used in the project are:

BGT 1 = JPY 1.289850  
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(July 2020)

The above rates are based on the monthly exchange rates of JICA.  
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## Project Site



## Photos



Second Joint Coordination Committee (JCC) Meeting



Basic Training on Upazila Parishad Plan and Service Delivery (General Lecture)



Basic Training on Upazila Parishad Plan and Service Delivery (Group Work)



Follow-up Training in a Pilot Upazila



Local-Level Consultation Workshop



Discussion Program on Upazila Governance

## Abbreviations and Acronyms

AP	Annual Development Plan
BARD	Bangladesh Academy for Rural Development
BCS	Bangladesh Civil Service
BCSAA	Bangladesh Civil Service Administration Academy
BPATC	Bangladesh Public Administration Training Centre
CA	Confidential Assistant
CCNF	Cox's Bazar CSO-NGO Forum
COVID-19	Coronavirus Disease 2019
DDLG	Deputy Director, Local Government
DLG	Director, Local Government
DPD	Deputy Project Director
DPHE	Department of Public Health Engineering
DRT	District Resource Team
EALG	Efficient and Accountable Local Government
EOI	Expression of Interest
FYP	Five-Year Plan
GOB	Government of Bangladesh
GOJ	Government of Japan
ISCG	Inter Sector Coordination Group Secretariat
JCC	Joint Coordination Committee
JICA	Japan International Cooperation Agency
LGD	Local Government Division
LGED	Local Government Engineering Department
LGI	Local Government Institution
LGSP	Local Governance Support Project
MIE	Monitoring, Inspection and Evaluation
MLGRD&C	Ministry of Local Government, Rural Development and Cooperatives
MOCHTA	Ministry of Chittagong Hill Tracts Affairs

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MoDMR	Ministry of Disaster Management and Relief
M&E	Monitoring and Evaluation
NGO	Non-Governmental Organization
NILG	National Institute of Local Government
NPD	National Project Director
OVI	Objectively Verifiable Indicator
PA	Performance Assessment
PD	Project Director
PDCA	Plan–Do–Check–Act
PDM	Project Design Matrix
PEC	Project Evaluation Committee
PIC	Project Implementation Committee
PMU	Project Management Unit
PSC	Project Steering Committee
OJT	On-the-Job Training
RDA	Rural Development Academy
R/D	Record of Discussion
SDC	Swiss Agency for Development and Cooperation
SDGs	Sustainable Development Goals
SID	Strategy Implementation Desk
SPGP	Strengthening Paurashava Governance Project
TAPP	Technical Assistance Project Proposal
TGP	Technical Group for Planning
TLCC	Town Level Coordination Committee
TLD	Transferred Line Department
TNA	Training Needs Assessment
TOR	Terms of Reference
TOT	Training of Trainers
UCFBPLRM	Upazila Committee for Finance, Budget, Planning and Local Resource Mobilization

UDCC	Union Development Coordination Committee
UDF	Upazila Development Facilitator
UGDP	Upazila Governance and Development Project
UICDP	Upazila Integrated Capacity Development Project
UNDP	United Nations Development Programme
UNO	Upazila Nirbahi Officer
UZGP	Upazila Governance Project
WC	Working Committee
WG	Working Group

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- Appendix 7: Terms of Reference for District Coordinator

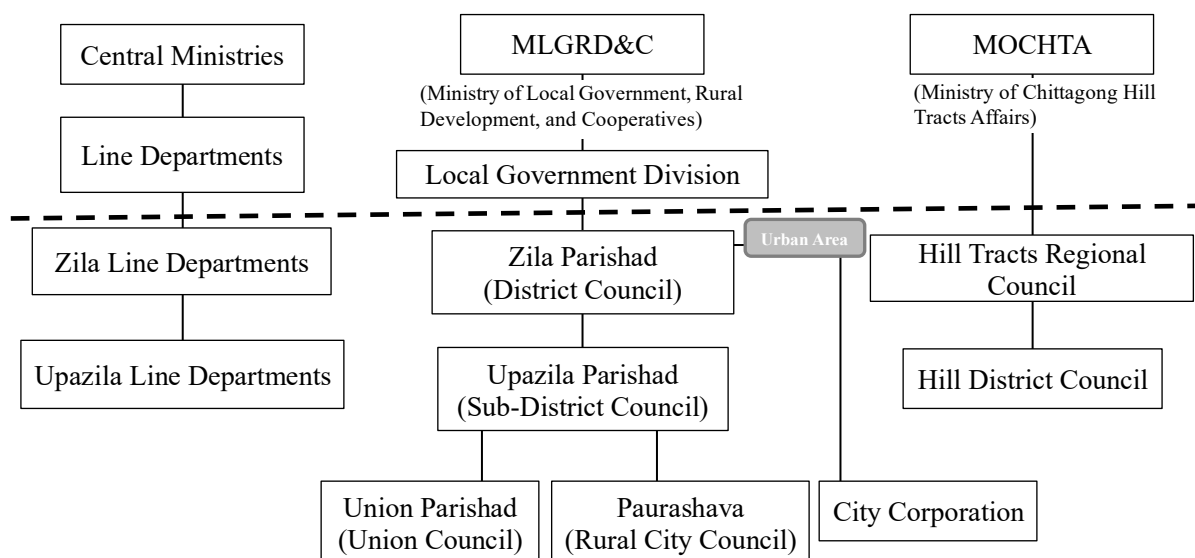
## **Separate Volumes**

- Volume 1 Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement (Draft) (English)
- Volume 2 Guidelines for Upazila Integrated Development Planning (Draft) (English)
- Volume 3 Manual for Upazila Integrated Development Planning (Draft) (English)
- Volume 4 Mid- and Long-Term Training Plan for Upazila Parishad Functionaries (2020-2030) (Draft) (English)
- Volume 5 Summary Report on Local Level Consultation Workshop (English)
- Volume 6 Training Materials (English)

# 1 Project Overview

## 1.1 Background

Bangladesh has a three-tier rural local government system: Zila (District), Upazila (sub-District), and Union Parishad. The local government system in the urban area consists of Paurashavas and City Corporations. In addition, Hill Tracts Regional Councils and Hill District Councils are installed in parallel with the local government system in Chittagong Hill Tracts in the eastern part of Bangladesh.



**Figure 1-1 Local Government System in Bangladesh**

The branch offices of the 24 line departments in total are in the Upazila Complex and deliver public services to residents directly. Seventeen (17) line departments out of the 24 have been transferred to the Upazila Parishad under the Upazila Parishad Act 1988, and the system has been established to deliver comprehensive public services from the Upazila Parishad to residents.

However, the intended improvement of public service delivery is not achieved mainly because the transfer of line departments to the Upazila Parishad has not been fully materialized yet. In addition, the shortage of manpower and capacity of Upazila staff members, and the lack of coordination and collaboration between the Upazila Parishad and line departments have also been persistent. Priority shall be given to the capacity development of staff members of Upazila Parishad, and to the improvement of coordination among relevant stakeholders.

Since the latter half of the 1980s, the Government of Japan (GOJ) has supported the improvement of local government and rural development in Bangladesh. The Government of Bangladesh (GOB) requested the GOJ to help improve the local government at Upazila level considering the efforts over years, and the Record of Discussion (R/D) on the project was signed between the Japan International Cooperation Agency (JICA) and the GOB in July 2017.

## 1.2 Overview of the Project

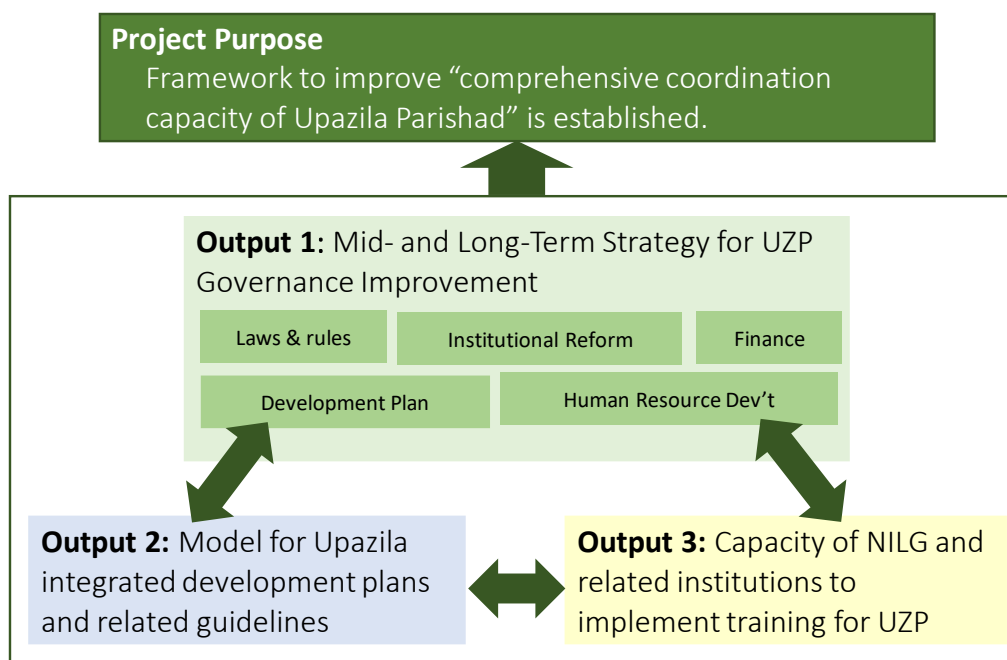
### (1) Overview of the Project

Table 1-1 shows an overview of UICDP. The Project Design Matrix (PDM) is enclosed as Appendix 1.

**Table 1-1 Overview of UICDP**

<b>Project Name</b>	Upazila Integrated Capacity Development Project (UICDP)
<b>Overall Goal</b>	Promoting development works and public service delivery, based on the regional characteristics, through strengthened capacity of Upazila Parishad
<b>Project Purpose</b>	To establish a framework to improve "comprehensive coordination capacity" of Upazila Parishad
<b>Output</b>	<ol style="list-style-type: none"> <li>1) Mid-term strategy for Upazila Parishad Governance Improvement is developed and its implementation mechanism and monitoring system is established</li> <li>2) Model for Upazila Integrated Development Plan and related guidelines are developed</li> <li>3) Capacity of NILG and related institutions to implement trainings for Upazila Parishad stakeholders is strengthened</li> </ol>
<b>Main Activities</b>	<ol style="list-style-type: none"> <li>1-1) Review existing legal framework and documents (e.g. Acts, regulations, guidelines etc.) and other Upazila related project activities to analyze institutional / policy environment and identify issues.</li> <li>1-2) Form a working committee to develop mid-long term strategy for Upazila Parishad Governance Improvement.</li> <li>1-3) Develop long-mid term strategy for Upazila Parishad Governance Improvement.</li> <li>1-4) Identify actions to be taken based on the strategy.</li> <li>2-1) Select Upazila based on the results of governance performance survey conducted by UGDP and other supplementary studies.</li> <li>2-2) Review current process and practices of preparing, implementing and monitoring Upazila development plans as well as similar efforts by other development partners.</li> <li>2-3) Develop a set of manuals (draft) and formats (draft) for Upazila Integrated Development Plan (5-year and annual) including already transferred 17 line departments.</li> <li>2-4) Collect information on development projects implemented by 17 line departments in the pilot Upazila.</li> <li>2-5) Collect information on Union and Pourashava development plan (5-year and annual).</li> <li>2-6) Compile Union and Pourashava development plans into area-based and sector-based categories through Upazila Committees and Upazila Monthly Committee meetings.</li> <li>2-7) Develop Upazila Integrated Development Plan in pilot Upazila based and obtain approval in Upazila Monthly meetings.</li> <li>2-8) Review implementation of the Upazila Integrated Development Plan and finalize the set of manuals and formats, all of which will be compiled as guidelines for Upazila Integrated Development Plan.</li> <li>3-1) Review existing capacity development framework on Upazila stakeholders (e.g. training plan, curriculum) and identify issues. Training Needs Assessment should be conducted.</li> <li>3-2) Develop mid-long term training plan for capacity development of Upazila Parishad stakeholders.</li> <li>3-3) Develop training materials and manuals. Prepare manuals and modules – sector-based development plan is needed for guidelines to prepare Upazila Integrated Development Plan.</li> <li>3-5) Conduct Training of Trainers (TOT) and on-the-job training (OJT) for NILG including Upazila Resource Team (URT) and related institution officials, and implement training for pilot Upazila.</li> <li>3-6) Conduct training follow-up survey for pilot Upazila to assess training impact.</li> <li>3-7) Update and finalize training materials and manuals.</li> <li>3-8) Incorporate training materials and manuals into training courses for Upazila stakeholders nation-wide, to be contacted by NILG and UGDP.</li> </ol>

Figure 1-2 shows the basic framework of UICDP, indicating the linkages among the outputs and their relationship with the project purpose.



**Figure 1-2 Basic Framework of UICDP**

The Project Purpose is to establish a framework to improve "comprehensive coordination capacity" of Upazila Parishads. Three (3) Outputs are set for accomplishing the Project Purpose. Output 1 is to formulate the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement (hereinafter "Mid- and Long-Term Strategy") for indicating the overall direction of enhancing "comprehensive coordination capacity." Output 2 is to support the formulation of Upazila Integrated Development Plans and the enhancement of coordination capacity of Upazila Parishads, both of which are part of the Mid- and Long-Term Strategy. To enhance the coordination capacity, the formulation process of the Upazila Integrated Development Plan is designed to include several steps to ensure the coordination among relevant Upazila stakeholders. Output 3 is to formulate the Mid- and Long-Term Training Plan for Upazila Parishad Functionaries (2020-2030) (hereinafter "Mid- and Long-Term Training Plan") for enhancing the capacity of Upazila stakeholders as a basis of Output 1 and Output 2 and implement the capacity development programs for the faculty members of the NILG. UICDP expects that, after the completion of the project, Upazila Parishads become capable of implementing the development activities and delivering public services considering the respective local circumstances under the supervision of the Local Government Division (LGD).

## (2) Project Period

The project period is five (5) years from September 2017 to August 2022 and divided into two (2) phases: Phase 1 during the first three (3) years, and Phase 2 during the latter two (2) years. Although Phase 1 was to be completed in June 2020, the completion was postponed to August 2020. It is because the outbreak of coronavirus disease 2019 (COVID-19) influenced the project and its activities have stagnated since March 2020. The period of Phase 2 will be adjusted for completing planned activities considering the situation of COVID-19. Table 1-2 shows the main activities in each phase.

**Table 1-2 Implementation Process of UICDP**

<b>Phase</b>	<b>Objective and Activities</b>
<b>Phase 1:</b> Sep 2017- Aug 2020	<p><b>Objective:</b> Establish a model to improve the “comprehensive coordination capacity of Upazila Parishad” in pilot Upazilas</p> <p><b>Key Activities:</b></p> <ul style="list-style-type: none"> <li>• Develop the Mid- and Long-Term Strategy</li> <li>• Develop the draft Guidelines for Upazila Integrated Development Planning and implement them</li> <li>• Develop the Mid- and Long-Term Training Plan</li> </ul>
<b>Phase 2:</b> Sep 2020 - Jul 2022 (Tentative)	<p><b>Objective:</b> Disseminate the model to improve “comprehensive coordination capacity of Upazila Parishad” in the extended pilot Upazilas</p> <p><b>Key Activities:</b></p> <ul style="list-style-type: none"> <li>• Implement the above Strategy and monitor its progress</li> <li>• Finalize the above guidelines, and scale up to the extended pilot Upazilas</li> <li>• Implement and update the Mid- and Long-Term Training Plan</li> </ul>

**(3) Project Stakeholders****1) Counterpart Agency**

Here are the counterpart agencies of UICDP.

- Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives (MLGRD&C)
- National Institute of Local Government (NILG)

**2) Pilot Upazilas**

One (1) pilot Upazila was selected from each Division and the project began its activities with the selected eight (8) pilot Upazilas. The selection process of pilot Upazilas can be found in section 2.2.3 (1). In the first Joint Coordination Committee (JCC) Meeting in August 2018, two (2) Upazilas, namely Ukhia and Teknaf Upazilas, were added to receive support because of the influx of Rohingya refugees. In Phase 1, the project implemented pilot activities in 10 pilot Upazilas. The list of pilot Upazilas are shown in Table 2-6 in section 2.2.3 (1).

The pilot Upazilas shall be extended to all Upazilas in the Zilas (Districts) where the present pilot Upazilas are located.

## 2 Project Activities

### 2.1 Overall Activities

Figure 2-1 gives a glance at the workflow of UICDP. Its full size is enclosed as Appendix 2.

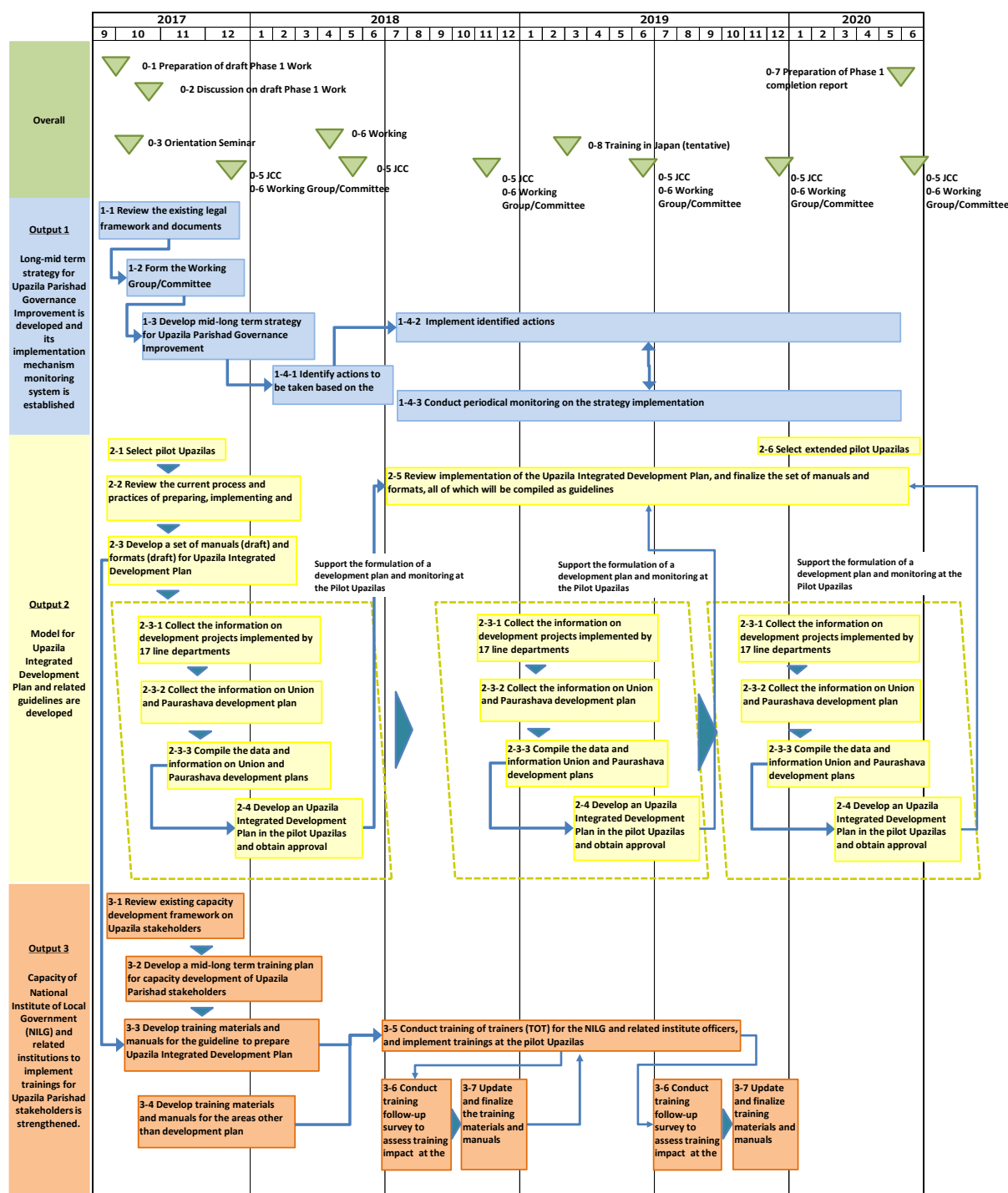


Figure 2-1 Workflow of UICDP

During Phase 1, a total of three (3) contract amendments were made to support host communities affected by the Rohingya refugee influx. In addition, as travel to Bangladesh was restricted because of



COVID-19, two (2) amendments were made to extend the duration of Phase 1.

## **2.2 Project Activities**

### **2.2.1 Activities for Overall Implementation of the Project**

#### **(1) Preparation of Work Plan**

In September 2017, the *Gyomu Jisshi Keikakusho* (Japanese for “Work Plan”) was prepared and submitted to JICA. The approval of the Work Plan in English has been substantially delayed. This is because the Joint Coordinating Committee (JCC) Meeting could not be held for the timely approval of the Work Plan, due to the delay in preparing the Technical Assistance Project Proposal (TAPP), an indispensable document for Bangladesh. The first JCC Meeting was held in August 2018 and the Work Plan was approved in the meeting.

#### **(2) Baseline Survey**

In January 2018, UICDP started a baseline survey primarily for selecting the pilot Upazilas of Phase 1. Although the baseline survey is generally implemented for collecting information of the target area and group at the beginning of UICDP, it was concluded that required information was already collected through the Performance Assessment (PA) Survey implemented by the Upazila Governance and Development Project (UGDP), and in consultation with JICA it was decided that it was not required to collect similar information by UICDP.

The first step of the survey was to screen 25 Upazilas based on the information collected by the PA Survey in 2017. Second, the field survey was conducted in the screened Upazilas. Further, Annual Development Plans (APs) and Five-Year Development Plans (FYPs) were collected and examined, organizational and management issues were inquired through interviews with Upazila stakeholders, and socio-economic data was collected from various existing documents. One (1) Upazila was selected from each Division and a total of eight (8) Upazilas were selected from eight (8) Divisions. In March 2018, the selected Upazilas were officially approved by LGD as pilot Upazilas. More details on this can be found in section 2.2.3 (1).

#### **(3) Support to the Approval Process of the Technical Assistance Project Proposal**

The approval of the Technical Assistance Project Proposal (TAPP) is a substantial pre-condition of starting a Technical Assistance Project in Bangladesh. The required arrangement for implementing the project becomes possible after the approval of the TAPP, such as the assignment of project members like the Project Director (PD), the preparation of budget on the side of Bangladesh, and meeting with the relevant officials of Bangladesh.

Although the TAPP was drafted, it was not approved when UICDP started in September 2017. After the commencement of the project, the TAPP was required to be completed in consultation with LGD, and in January 2018, the preliminary approval of the TAPP was given with some comments by the Project Evaluation Committee (PEC) of the Planning Commission. The comment indicated that the names of pilot Upazilas were to be included in the TAPP. In March 2018, the revised TAPP was submitted to the Planning Commission; in May 2018, the final approval for the pilot Upazilas by LGD was given by the Planning Commission. LGD issued the Government Order for starting the project in June 2018, and the official process of the TAPP was completed.

#### **(4) Joint Coordination Committee**

The first JCC Meeting was held in August 2018, after about 11 months from the commencement of the project, due to the delay in the approval of the TAPP. The meeting approved the overall Work Plan for the project, the annual Work Plans for 2017/18 and 2018/19, as well as additional support for host communities regarding Rohingya refugees (Appendix (6)-1). In addition, the establishment of a Working Committee (WC) was approved for the formulation of the Mid- and Long-Term Strategy, and the first WC meeting was held in November 2018, as described in section 2.2.2 (2). The WC meeting was held

four (4) times during Phase 1.

The second JCC Meeting was held in September 2019, and it confirmed the progress of the project activities as well as the activities that were to be carried out during the remaining Phase 1 implementation period. In addition to the approval of the 2019/20 annual Work Plan, it was decided that a representative of the Ministry of Disaster Management and Relief (MoDMR) would be newly appointed as one of the members of the WC (Appendix 6-(2)).

The third JCC Meeting was supposed to be held in mid-April 2020. However, the worldwide transmission of COVID-19 from February 2020 restricted travel to Bangladesh. Simultaneously, the GOB decided to take measures to suppress large-scale transmission from mid-March. Furthermore, as of 23 March 2020, all government institutions had suspended operations from 26 March 2020 to 30 May 2020, making it difficult to hold the JCC Meeting during Phase 1. Based on this situation during Phase 1, the third JCC Meeting was held online in August 2020. During the meeting, the main achievements of Phase 1 were reported, and the Work Plan for Phase 2 was discussed and approved.

### (5) Monitoring Sheet

UICDP prepared monitoring sheets in cooperation with its counterpart organization LGD. These sheets aimed to monitor the achievement of the project's objective and outputs, as well as the progress of the project activities with respect to its Project Design Matrix (PDM). UICDP prepared six (6) monitoring sheets in total, including its first version at the beginning of Phase 1 and its semi-annual sequels. The project's identified and expected activity risks, their respective mitigation plans, and amendment proposals to its PDM were also reported in the monitoring sheets.

Each monitoring sheet was prepared in consultation with the Project Director (PD), finalized with the approval of the National Project Director (NPD), and submitted to JICA. However, their first and second versions were prepared in consultation with, and finalized with the approval of the Joint Secretary of LGD, because the PD and the NPD were not officially appointed in the beginning of Phase 1.

Table 2-1 lists the monitoring sheets prepared during Phase 1.

**Table 2-1 List of Monitoring Sheets Prepared During Phase 1**

Ver.	Monitoring Period	Main Points
1	Beginning of Phase 1	<ul style="list-style-type: none"> <li>Monitoring sheet version 1 was prepared to confirm the situation of the project at the beginning of Phase 1, with LGD and other stakeholders.</li> <li>It reported on possible activity stagnation due to the delay in approving TAPP, and due to the delay in officially appointing the NPD and PD. It also outlined the measures taken to accelerate the TAPP approval, and to implement the project.</li> </ul>
2	Sep 2017 – Feb 2018	<ul style="list-style-type: none"> <li>Monitoring sheet version 2 reported on the provisional approval of TAPP by the Planning Committee, and on the progress made in some of the preparatory work.</li> <li>It also presented the recommended selection of the eight (8) pilot Upazilas, based on the results of a conducted assessment on local governance.</li> </ul>
3	Mar 2018 – Aug 2018	<ul style="list-style-type: none"> <li>Monitoring sheet version 3 reported on the approval of TAPP, the appointment of the provisional PD, and on the holding of the first JCC Meeting. The Work Plan of UICDP was approved during the meeting, which formalized the commencement of UICDP activities.</li> <li>The monitoring sheet stated the implementation of the Inception Training of the eight (8) pilot Upazilas, followed by the formulation of their respective APs.</li> <li>It also mentioned the approval by the JCC, on the additional two (2) new pilot Upazilas, namely Ukhia and Teknaf Upazilas, which were affected by the Rohingya refugee influx.</li> </ul>
4	Sep 2018 – Feb 2019	<ul style="list-style-type: none"> <li>Monitoring sheet version 4 reported on the official appointment of the NPD and PD, thus on the completion of LGD project implementation body.</li> </ul>

Ver.	Monitoring Period	Main Points
		<ul style="list-style-type: none"> <li>• It also mentioned the beginning of the drafting/preparing of the main project deliverables, namely the Mid- and Long-Term Strategy, Guidelines for Upazila Integrated Development Planning, and Mid- and Long-Term Training Plan.</li> <li>• A study was made to verify the formation and activeness of Union Development Coordination Committees (UDCCs) and Town Level Coordination Committees (TLCCs) of the Unions/Paurashavas in the 10 pilot Upazilas. The study proved that three (3) of the 10 pilot Upazilas had all of their Unions form their respective UDCCs. Also, six (6) of the 10 pilot Upazilas had Paurashavas, and all six (6) Paurashavas formed their respective TLCCs. However, according to an administrative circular related to TLCCs (Memo Number-258, LGD, March 2009), TLCCs are only ordered to hold meetings to discuss and decide on Paurashava development planning, and do not hold a specific role in the formulation of Upazila development planning.</li> <li>• For the above reasons, UICDP concluded that UDCCs and TLCCs are not suitable to be part of the Upazila development plan formulation. Furthermore, UICDP also recommended to amend an Objectively Verifiable Indicator (OVI) in the PDM, which is dependent to UDCCs and TLCCs.</li> </ul>
5	Mar 2019 – Aug 2019	<ul style="list-style-type: none"> <li>• Monitoring sheet version 5 reported on the progress made in the final drafts of the main project deliverables Mid- and Long-Term Strategy, Guidelines, and Mid- and Long-Term Training Plan, through discussions with relevant stakeholders.</li> <li>• It also stated the delays in parts of the project activities, including the development plan training, due to the Upazila Parishad election between March and June 2019.</li> </ul>
6	Sep 2019 – Feb 2020	<ul style="list-style-type: none"> <li>• Monitoring sheet version 6 reported on the progress made in finalizing the drafts of the main project deliverables Mid- and Long-Term Strategy, Guidelines, and Mid- and Long-Term Training Plan, through discussions made at the Upazila- and District-level Consultation Workshops. It also stated the finalization of the main project deliverables at the Central-level Workshop.</li> <li>• It proposed practical PDM indicator amendments, including the omission of the indicator related to UDCCs/TLCCs, as reported in the fourth version of the monitoring sheet.</li> <li>• It also warned on the risk of stagnation of project activities, due to the spread of COVID-19.</li> </ul>

## 2.2.2 Activities for Output 1 (Mid- and Long-Term Strategy)

### (1) Review of the Existing Legal Framework and Policy Documents

The project team reviewed the existing legal framework (e.g., acts, regulations, and guidelines) and policy documents (development plans) and other Upazila-related project activities. Table 2-2 demonstrates the summary of the literature review to facilitate better understanding of the existing legal and policy framework.

**Table 2-2 Summary of Literature Review**

Title	Summary of Review
Local Government (Upazila Parishad) Act 2009, 2011	<ul style="list-style-type: none"> <li>• Provides the basic structure, roles and responsibilities, administrative functions of Upazila Parishad.</li> <li>• Provides the framework of the Upazila Committee system. However, the system does not function in practice.</li> <li>• Provides the legal framework of the transfer of 17 line departments to Upazila Parishad. However, the transfer is not completed yet.</li> <li>• Some rules, including those for financial statement, are not formulated yet.</li> <li>• Stipulates the preparation and implementation of development plans, but does not describe the detailed contents and procedures.</li> </ul>

Title	Summary of Review
Upazila Parishad (Program Implementation) Rules, 2010	<ul style="list-style-type: none"> <li>• Describe the detailed operational rules, including those related to decision making, Parishad meeting arrangement, and financial management.</li> <li>• Require all Upazila Parishads to approve the Five-Year Plan and Annual Development Plans at Parishad meeting, and to review the progress of the plans.</li> <li>• No guidance on vertical and horizontal coordination.</li> </ul>
Upazila Parishad (Budget Preparation and Approval) Rules, 2010	<ul style="list-style-type: none"> <li>• Provide the budget preparation process, role sharing of Upazila stakeholders, and others.</li> <li>• Provide that budget allocation and project implementation should be in line with the development plans.</li> <li>• No provisions on financial statement and audit.</li> </ul>
Local Government (Union Parishads) Act 1983, 1993	<ul style="list-style-type: none"> <li>• Provides the basic structure, roles and responsibilities, and administrative functions of Union Parishads.</li> <li>• The roles and responsibilities of Union Parishads are partly overlapping with those of Upazila Parishads. Coordination would be necessary in this regard.</li> <li>• Provides the framework of development plans of Union Parishads.</li> </ul>
Local Government (Paurashava) Act 2009	<ul style="list-style-type: none"> <li>• Provides the basic structure, roles and responsibilities, and administrative functions of Paurashavas.</li> <li>• Stipulates the formulation of a master plan and urban development plan as part of the key functions of Paurashavas. In relation to the latter, the Handbook on Preparation and Implementation of Development Plan is formulated with support of the Strengthening Paurashava Governance Project (SPGP).</li> </ul>
Seventh Five-Year Plan (FY 2016-2020)	<ul style="list-style-type: none"> <li>• Analyzes the current local governance system in the section of “Local Government and Rural Development” (Sector 7, Part 2).</li> <li>• Highlights the necessity coherent legal framework, capacity development for development planning and budget preparation, consistency between development plans and annual budget, and other issues.</li> </ul>

In addition to the documents listed in Table 2-2, the project team also reviewed (i) sampled Upazila development plans prepared with the support of the Upazila Governance Project (UZGP); (ii) the operational guidelines for UGDP; and (iii) papers written by researchers of Dhaka University and other academic institutions. Major challenges inferred from the previously mentioned review are presented below.

- The existing laws, rules, and guidelines provide the basic framework of the Upazila Parishad system and roles and responsibilities of Upazila stakeholders. However, some provisions of the laws are not implemented and necessary rules or guidelines are not prepared. For instance, Assistant Accounts Officers, which should be assigned to all Upazila Parishads based on Section 34 of Upazila Parishad Act, have still not been assigned. Further, the rules or guidelines for annual financial statement have also not been prepared.
- The enforcement of the laws and rules at Upazila-level is not sufficient. For example, the transfer of 17 line departments to Upazila Parishads is not sufficiently realized at Upazila-level. Furthermore, many Upazila Parishads fail to formulate development plans and annual budget in line with the Acts and Rules.
- As an administrative function of Upazila Parishads, the Upazila Parishad Act provides the vertical and horizontal coordination with Union Parishads and Paurashavas and the 17 transferred line departments (TLDs), respectively. However, the detailed methodology and procedures are not well described by the existing rules and guidelines.

Based on the above review, the project team, in consultation with LGD, the JICA Bangladesh Office, the United Nations Development Programme (UNDP), and other stakeholders, drafted the Mid- and Long-Term Strategy. The outline of the strategy is presented in (3).

## (2) Working Committee for Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement

In preparation of the draft Mid- and Long-Term Strategy for Upazila Governance Improvement, UICDP formed the WC for the Mid- and Long-Term Strategy for Upazila Parishad Governance. The formation of the committee was to be approved at the first JCC Meeting, which was originally planned to be held immediately after the project launching. However, the first JCC Meeting was delayed because of the delay in the approval of the Technical Assistance Project Proposal (TAPP), and thus the formation of the committee was also postponed to November 2018. Consequently, the schedule of the formulation of the Mid- and Long-Term Strategy was also delayed.

Table 2-3 presents the composition of the WC for the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement, which was approved during the first JCC Meeting.

**Table 2-3 Structure of Working Committee for Mid- and Long-Term Strategy**

<b>Chairman</b>	<ul style="list-style-type: none"> <li>National Project Director (Additional Secretary, Administration, LGD)</li> </ul>
<b>Member</b>	<ul style="list-style-type: none"> <li>Project Director (Joint Secretary, LGD)</li> <li>Representative(s), Planning Commission</li> <li>Representative(s), Planning Wing, LGD</li> <li>Representative(s), Monitoring, Inspection and Evaluation Wing, LGD</li> <li>Representative(s), Upazila Wing/Branch, LGD</li> <li>Representative(s), Upazila Governance and Development Project (UGDP)</li> <li>Representative(s), LGED</li> <li>Representative(s), DPHE</li> <li>Deputy Project Director (NILG)</li> <li>Representative(s), JICA Bangladesh Office</li> <li>Representative(s), development partners</li> </ul>
<b>Member Secretary</b>	<ul style="list-style-type: none"> <li>Deputy Project Director (LGD)</li> </ul>

\* Other members can be co-opted if needed.

The WC was launched in November 2018. Since then, four (4) meetings have been held. In addition, interviews with all committee members were held between the third and fourth meetings. The interviews aimed at collecting comments and suggestions that were not provided during the committee meetings. Table 2-4 presents the overviews and major decisions of each committee meeting.

**Table 2-4 Overview of the Working Committee Meetings**

Meeting	Date	Outline
<b>1<sup>st</sup> Meeting</b>	4 Nov 2018	<ul style="list-style-type: none"> <li>Discussed the core function of Upazila Parishad, mission and target, and skeleton of the Mid- and Long-Term Strategy.</li> <li>Approved timeframe of the formulation of the Mid- and Long-Term Strategy: Draft to be prepared by April 2019; consultation meeting to be organized in April or May 2019; and draft to be finalized by June 2019.</li> </ul>

Meeting	Date	Outline
<b>2<sup>nd</sup> Meeting</b>	28 Nov 2018	<ul style="list-style-type: none"> <li>• Discussed a wide range of issues that should be included as the strategic components. Major issues discussed are as follows. <ul style="list-style-type: none"> <li>- Necessity to prepare the rules and other legal instruments to ensure the smooth operation of the Upazila Parishad</li> <li>- Activation of the Upazila Committee</li> <li>- Increased accountability of TLD officers to the Upazila Parishad</li> <li>- Establishment of development planning cycle at Upazila-level</li> <li>- Ensuring consistency and linkage among FYP, AP and annual budget</li> <li>- Establishment of effective monitoring mechanism on Upazila development activities</li> <li>- Capacity development of Upazila elected representatives</li> <li>- Capacity development of NILG and other training institutes</li> </ul> </li> </ul>
<b>3<sup>rd</sup> Meeting</b>	28 Apr 2019	<ul style="list-style-type: none"> <li>• Discussed the initial draft (English) of the Mid- and Long-Term Strategy.</li> <li>• Agreed to conduct interviews with each member of WC, and then revise the draft based on the comments and suggestions raised during the interviews.</li> </ul>
<b>Individual Interview</b>	Early to Late May 2019	<ul style="list-style-type: none"> <li>• Collected a total of 47 comments and suggestions on a wide range of issues, including (i) formulation process of the Mid- and Long-Term Strategy; (ii) coordination with TLDs; (iii) practical measures to activate Upazila Committees; (iv) formulation and monitoring of development plans; (v) formulation of annual budget; (vi) effective monitoring mechanism on development projects/schemes.</li> </ul>
<b>4<sup>th</sup> Meeting</b>	5 Aug 2019	<ul style="list-style-type: none"> <li>• Discussed the final draft (English) of the Mid- and Long-Term Strategy.</li> <li>• Agreed to discuss the draft during the next JCC Meeting.</li> <li>• Agreed to hold the local and central consultation workshops on the final draft (Bengali) of the Mid- and Long-Term Strategy.</li> </ul>

After the fourth meeting, local consultation workshops were organized from December 2019 to February 2020. A total of 15 Upazilas were selected from pilot Upazilas of UICDP, Upazilas supported by UGDP, and pilot Upazilas of Efficient and Accountable Local Government (EALG). In addition, five (5) Districts were selected for the workshop. An overview of the workshops is presented in section 2.2.5 (3 2). The Bengali draft of the Mid- and Long-Term Strategy was presented during the workshop.

Based on the comments and suggestions received at the local consultation workshops, the project team planned to organize a central consultation workshop on 22 March 2020 at the Bangladesh Institute of Administration and Management. However, the team was compelled to postpone the workshop because of the COVID-19 pandemic.

The outbreak of COVID-19 continued even after April, and it was expected that more time would be required before the situation normalizes. As the completion date of Phase 1 activities, i.e., August 2020, was approaching, the project team discussed how to close Phase 1 with LGD and JICA on 6 June 2020. Consequently, it was decided that instead of holding the central consultation workshop, the project team would distribute the draft of the Mid- and Long-Term Strategy to all the relevant ministries and departments for their comments and suggestions. The guidelines for the development planning and the Mid- and Long-Term Training Plan were also to be distributed for their comments.

Based on the comments and suggestions, the draft is being finalized and expected to be approved by LGD before the beginning of Phase 2. The contents of the strategy will be reviewed and revised during Phase 2, through discussion at the Strategy Implementation Committee and feedback from pilot Upazilas and other stakeholders. A central consultation workshop will be held when the strategy is revised.

**(3) Support to the Formulation of the Mid- and Long-Term Strategy**

The Mid- and Long-Term Strategy was drafted based on a series of discussion at WC and individual discussions with LGD, JICA, and UNDP.

The Mid- and Long-Term Strategy provides the mission of what Upazila Parishads should pursue up to 2041, and presents the strategic components, implementation and monitoring mechanism, roadmap, etc. The strategic components present the government initiatives related to (i) Legal Framework, (ii) Institutional Reform, (iii) Financial Management, (iv) Development Planning, (v) Monitoring and Evaluation, and (vi) Capacity Development. In addition, a background paper, describing the contextual information on the respective components, was prepared.

Table 2-5 shows the framework of the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement. The main text of the strategy is enclosed as the Separate Volume 1.

**Table 2-5 Framework of Mid- and Long-Term Strategy**

<b>Section</b>	<b>Main Contents</b>						
<b>1. Introduction</b>	Background, Purpose, Responsible Entity, Target Period						
<b>2. Mid- and Long-Term Strategy</b>	<p><b>Mission of Upazila Parishad for 2041:</b> Public services delivered at Upazila-level are improved through the comprehensive coordination of all Upazila-level development activities.</p> <p><b>Target and Indicators:</b> Set the concrete target and indicators, covering six (6) core areas.</p> <p><b>Strategic Component:</b></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 50%;">i) Legal Framework</td> <td style="width: 50%;">ii) Institutional Reform</td> </tr> <tr> <td>iii) Financial Management</td> <td>iv) Development Planning</td> </tr> <tr> <td>v) Monitoring and Evaluation</td> <td>vi) Capacity Development</td> </tr> </table>	i) Legal Framework	ii) Institutional Reform	iii) Financial Management	iv) Development Planning	v) Monitoring and Evaluation	vi) Capacity Development
i) Legal Framework	ii) Institutional Reform						
iii) Financial Management	iv) Development Planning						
v) Monitoring and Evaluation	vi) Capacity Development						
<b>3. Implementation and Monitoring Mechanism</b>	<ul style="list-style-type: none"> <li>• Strategy Implementation Committee</li> <li>• Working Group for specific issues</li> <li>• Amendment of the Strategy</li> </ul>						
<b>4. Roadmap</b>	<ul style="list-style-type: none"> <li>• Identification of concrete actions to realize the strategic components, and categorize them into Short-, Mid-, Long- and Superlong-Term.</li> <li>• Clarification of responsible entities of respective actions.</li> </ul>						

**2.2.3 Activities for Output 2 (Upazila Integrated Development Planning)****(1) Selection of Pilot Upazilas**

The project selected pilot Upazilas to demonstrate the model for integrated development planning by effectively using vertical and horizontal coordination at Upazila-level. The selection criteria adopted at the first screening process were: (i) those Upazilas, which obtained above-average administrative performances in the UGDP Performance Assessment (PA) Survey; and (ii) those Upazilas, which have not received any external assistance.

At the first screening process, the project ranked the top three (3) Upazilas from each Division based on three (3) criteria: (i) overall scores of UGDP PA; (ii) whether the Upazila Committees are functioning and their activities; and (iii) whether the Five-Year Plan (FYP) is already formulated. During the second screening process, the project also gathered from such preselected Upazilas, data and information of socio-economic situations and more detailed information regarding their FYP and/or Annual Development Plan (AP) processes. It also conducted field visits to 25 preselected Upazilas from January 2018.

In February 2018, eight (8) pilot Upazilas were selected (one from each Division) after such field visits.

In 2019, two (2) additional Upazilas (Ukhia and Teknaf Upazilas) in Cox's Bazar were added to the pilot Upazilas, in connection with the Rohingya refugee issue.

The pilot Upazilas of Phase 1 are shown in Table 2-6.

**Table 2-6 List of Pilot Upazilas in Phase 1**

<b>Division</b>	<b>Zila (District)</b>	<b>Upazila</b>
Barishal	Barishal	Bakerganj
Chattogram	Brahmanbaria	Bijoynagar
	Cox's Bazar	Ukhia, Teknaf
Dhaka	Munshiganj	Gajaria
Khulna	Chuadanga	Chuadanga Sadar
Mymensingh	Mymensingh	Gaffargaon
Rajshahi	Sirajganj	Ullapara
Rangpur	Lalmonirhat	Kaliganj
Sylhet	Moulvibazar	Baralekha

## **(2) Review of the Current Legal and Other Relevant Documents Related to Upazila Development Planning**

Since the inception, the project reviewed and analyzed the Upazila development plan-related legal and other relevant documents, under the guidance of the Local Government Division (LGD). Special attention is paid to those documents related to the development plan's formulation, implementation, and monitoring. In addition, the project conducted site visits to observe the actual implementation of the policies and legal frameworks at District- and Upazila-levels. At the field, the project collected necessary information and exchanged views with the concerned officials at the District and Upazila offices to identify the issues. It also identified and analyzed the gaps in the areas of legal, administrative, and institutional frameworks. The key findings are as follows:

### **1) Legal Framework and Guidelines Regarding Development Planning at Upazila-level**

Article 59 of the Constitution of the Government of Bangladesh (GOB) states that the local government institutions are responsible for providing social services and formulating and implementing development plans for their citizens. In addition, the Upazila Act 1998 (amended in 2009 and 2011) states in Article 23 and its 2nd Schedule that Upazila shall formulate its own development plan as part of the key functions of the local government institution. The Act also states in Article 42 that an Upazila shall formulate and implement its development plans, including the FYP in collaboration with Union Parishads and others.

Following such legal framework of the LGIs, Upazila Parishad (Program Implementation) Rules, 2010, state that Upazila Parishad shall decide on the FYP and AP and their revision(s). In addition, Upazila Parishad Budget (Preparation and Approval) Rules, 2010, state that Upazila Parishad shall establish a budget for FYP and AP, in accordance with such rules.

To implement such policy and legal framework, LGD issued the administrative circular titled "Guidelines for Development Planning and Implementation" (Memo No. 1057, 2 November 2014) with the assistance of UNDP. The Guidelines clearly defined the concept and principles of developmental planning. However, it did not include concrete steps and processes for its formulation, or roles and responsibilities of the key actors/groups within the Upazila, which made it extremely difficult for Upazilas to formulate and implement FYP and AP, in accordance with the Guidelines.

### **2) Key Findings in the Situations of Development Planning at Upazila-level**

In addition to its support to the "Guidelines for Development Planning and Implementation", UNDP assisted the project called "Upazila Governance Project" (UZGP) and provided many Upazilas with training. Thereafter, in 2014, many Upazilas formulated their FYPs. The project undertook a study gathering the FYPs from around 30 Upazilas and analyzed them. Some key findings are as follows:



- It was observed that FYPs did not have a vision or development goals but only a wish-list of projects, which they wanted to implement at the time.
- In cases where vision and goals existed, they were all similar to each other but were not based on the priorities identified at the Upazilas. Further the vision and goals were not always linked with the projects, which Upazila would implement under the FYP.
- The formulation of the FYP lacked coordination with national, District, and Union's development plans (vertical linkage) and that between the Upazila Parishad and TLDs (horizontal linkage).
- It was also observed that there was no linkage between FYP and the estimated budget for the period. In addition, there was no AP in the Upazilas, nor linkage between the list of projects to be implemented for a year, and the annual budget available at Upazilas. Thus, there was no relation or consistency between the annual development goals and results, and what individual projects would accomplish.
- The basic understanding of development planning was lacking among the people at the Upazila-level. Development planning is a full cycle management of design, formulation, implementation, and monitoring and evaluation (M&E). It is also overlapped with the Plan–Do–Check–Act (PDCA) cycle. However, it was a common belief that the development plan was a one-time exercise of formulating a plan.

### **3) Key Recommendations**

While some progress was made in the legal framework on development planning at Upazila-level, another instrument of realizing development planning still requires concrete formulation. The current Guidelines were conceptual but not sufficiently practical for the formulation and implementation of development plans. Thus, it was recommended that the 2014 Guidelines should be updated and revised, to the extent that these Guidelines can be made practical so that the Upazila stakeholders can use this at ease.

Following consultations with LGD and Upazila officials, it was also recommended that the revised Guidelines should be made simple and user-friendly so that it could be easily implemented with the limited financial and human resources at Upazila-level.

### **(3) Formulation of Manual Format for Development Plans (FYP and AP)**

Following the review of the existing legal framework and analysis of the issues related to the Upazilas, the project started designing manual formats from early 2018. Manual formats contain the same basic concepts and the contents as the Guidelines. The two (2) documents were simultaneously formulated, and they mutually reinforced each other. For the details of manual formats, please refer to the descriptions of the Guidelines showed in (5) later.

The manual formats were prepared as the training materials for the inception training at NILG, in April 2018. Since then, they were continuously revised based on the comments and feedback received from LGD, JICA, UNDP and other relevant officials as well as the lessons learned from the training and workshops organized throughout Phase 1. The manual formats were transformed into the draft Manual for Upazila Integrated Development Planning, which is a training manual for learning the Guidelines. For the training, please refer to (4).

### **(4) Formulation of Development Plans and Monitoring Support**

The project supported the formulation and monitoring of development plans by providing each pilot Upazila with the necessary training and assigning it a District Coordinator.

#### **1) Training for Development Planning for Pilot Upazilas**

The project has provided pilot Upazilas with regular training and workshops for FYP and AP. During Phase 1, a total of 10 training and workshops were organized. They are summarized in Table 2-7.

**Table 2-7 Training and Workshops for Upazila Integrated Development Planning (Phase 1)**

No.	Date	Name, objectives, focuses	Target participants
1	Apr 2018	[Inception Training] <ul style="list-style-type: none"> <li>To formulate the AP for FY 2018/19.</li> <li>A total of eight (8) pilot Upazilas.</li> </ul>	Participants from each pilot Upazila were Upazila Parishad Chairman, two (2) Vice Chairs, UNO, two (2) TLD officers, District Coordinator, totaling seven (7). As a whole, some 60 participants attended.
2	Apr - May 2018	[Follow-up training] <ul style="list-style-type: none"> <li>To follow up the training in Dhaka with more officials from each pilot Upazila.</li> <li>Each of eight (8) pilot Upazilas.</li> </ul>	Participants from each pilot Upazila were those who attended the Dhaka based training and those could not come. Some 30 participants attended each training program.
3	Aug 2018	[Review workshop on AP] <ul style="list-style-type: none"> <li>To review AP for FY 2018/19 after the formulation and learn the process of AP implementation.</li> <li>A total of eight (8) pilot Upazilas.</li> </ul>	Participants from each pilot Upazila were Upazila Parishad Chairman, two (2) Vice Chairs, UNO, two (2) TLD officers, District Coordinator, totaling seven (7). As a whole, some 60 participants attended.
4	Jul 2019	[TOT for NILG] <ul style="list-style-type: none"> <li>To train NILG faculty members to be the trainers for the future training on development planning.</li> <li>Targets were NILG t faculty members.</li> </ul>	Participants were eight (8) NILG faculty members.
5	Jul 2019	[NILG faculty members' OJT] <ul style="list-style-type: none"> <li>To provide an opportunity for NILG faculty members to have a trail training (on-the- job-training).</li> <li>Targets are NILG faculty members.</li> </ul>	Eight (8) NILG faculty members provided training to UICDP District Coordinators as trial.
6	Jul 2019	[Upazila Basic Training] <ul style="list-style-type: none"> <li>To train on Upazila development planning and social services.</li> <li>To focus on both FYP and AP formulation.</li> <li>Targets were 10 pilot Upazilas.</li> <li>Organized jointly with UGDP.</li> </ul>	Participants from each Upazila included Upazila Parishad Chairman, two (2) Vice Chairs, UNO and TLD officers and District Coordinator, totaling eight (8) members from each pilot Upazila. The total participants were some 80 participants.
7	Aug - Sep 2019	[Follow-up training] <ul style="list-style-type: none"> <li>To follow up the basic training in Dhaka to deepen the understanding among wider stakeholders at the pilot Upazilas.</li> <li>Targets were 10 pilot Upazilas.</li> </ul>	Participants from each Upazila included Upazila Parishad Chairman, Vice Chairs, Upazila Parishad members (Union Parishad Chairmen), UNO and TLD officers. Some 30 participants were trained at each Upazila.
8	Sep - Dec 2019	[District and Upazila stakeholders' consultations organized by EALG] <ul style="list-style-type: none"> <li>To deepen the understanding of the Guidelines developed in the project.</li> <li>Targets were the stakeholders of eight (8) Districts.</li> </ul>	Upazila Parishad Chairman, Vice Chairs, Upazila Parishad members, UNO and TLD officers, NGOs representatives, and District officials attended. Some 40 participated in each workshop.
9	Feb 2020	[Second TOT for NILG] <ul style="list-style-type: none"> <li>To provide NILG faculty members with more practical contents and skills of development planning.</li> <li>Targets were NILG faculty members.</li> </ul>	Eight (8) NILG faculty members were trained (of eight (8), four (4) were new faculty members).
10	Mar 2020	[Review workshop for FYP and AP] <ul style="list-style-type: none"> <li>To review the FYP developed for the first time.</li> <li>To evaluate the outcomes based on the AP accomplishments.</li> <li>To identify good practices from the accomplishment reports.</li> <li>Targets were 10 pilot Upazilas.</li> </ul>	Participants from each Upazila included Upazila Parishad Chairman, two (2) Vice Chairs, UNO, TLD officers, and District Coordinator, totaling eight (8). The total participants were about 100.

As shown in Table 2-7, the project established a supporting mechanism and a set of training programs, which comprised training for formulation of development plans, a follow-up training after the plans were developed, and training for implementation and monitoring.

In April 2018, the first training was provided to eight (8) pilot Upazilas by the Inception Training

Course for Comprehensive Development Planning. The training included the basic concepts and principles of development planning, institutional framework for formulation and implementation of the development plans, and necessary processes and steps for formulation of the plans. Following the training, each Upazila Parishad approved the revitalization of the Upazila Committee for Finance, Budget, Planning, and Local Resource Mobilization (UCFBPLRM) and the Project Selection Committee (PSC). It also approved the constitution of the Technical Group for Planning (TGP), whose creation at each Upazila was recommended by the project recommended to facilitate the development planning cycle.

In July 2019 and March 2020, training was provided to each Upazila team, including the Upazila Parishad Chairman and TLD officers. Next, all the pilot Upazilas formulated more comprehensive and integrated development plans. In 2019, training was delayed because of the local elections that took place at Upazila-level.

## 2) Support to the Formulation of Development Plans at Pilot Upazilas

As described in 1) above, from 2018, all the pilot Upazilas have formulated development plans for three (3) consecutive years, during Phase 1 of the project. They are shown in Table 2-8.

**Table 2-8 Development Plans Formulated by Pilot Upazilas in Phase 1**

<b>Fiscal Year</b>	<b>Development Plans</b>
FY 2018/19	• Annual Development Plan for FY 2018/19
FY 2019/20	• Five-Year Plan for FY 2019/20-2023/24 • Annual Development Plan for FY 2019-20
FY 2020/21	• Annual Development Plan for 2020/21

Note: As FYP usually follows the Upazila election cycle, the FYP for FY2019/20-2023/24 was formulated right after the Upazila election in 2019. For the formulation of AP for FY 2020/21, seven (7) pilot Upazilas have completed or nearly completed the AP while the remaining three (3) Upazilas (Gajaria, Ukhia, and Teknaf Upazilas) are still making in progress.

Those APs were formulated in accordance with the basic format provided at the training in April 2018. In this process, each Upazila gathered socio-economic data and information, undertook situation analysis, created long-term development vision and goals, established the development budget, prioritized projects, and formulated schedule for implementation and monitoring. Owing to this, each Upazila could improve the processes and skills for analysis on situations, budget and prioritization to set goals and thereby establish more integrated development plans.

## 3) Support to the Monitoring System for Development Plans at Pilot Upazilas

The project provided training for pilot Upazilas to implement and monitor development plans after formulation. Such training focused on capacity building of monitoring on AP progress and resulted in teaching monitoring techniques and creating a monitoring format. Simultaneously, training also provided an opportunity to review what worked and what did not during the formulation process and identify the lessons learnt for improvements together with the pilot Upazila teams.

As for implementation and monitoring of development plans, the project emphasized the importance of the quarterly progress reports and the accomplishment report at the end as integral components of development planning cycle. With the help of the District Coordinators, the project has institutionalized the M&E mechanism in Phase 1. By supporting sound implementation and monitoring of development plans, the project has tried to ensure that development plans would not end at the formulation but would be further continued to their implementation, monitoring, and evaluation. The lessons learned from those processes can be reflected in the formulation of the next development plans; thus, the PDCA cycle can be clearly established and functional. The project has created a better understanding of such development planning concepts among the officials at LGD and the pilot Upazilas.

During Phase 1, the initial eight (8) pilot Upazilas formulated the AP thrice and prepared the accomplishment report twice<sup>1</sup>. Ukhia and Teknaf Upazilas have formulated the AP twice and prepared the accomplishment report once. Based on those accomplishment reports, some key findings are as shown in Table 2-9.

**Table 2-9 Overall Findings from Annual Plans at Pilot Upazilas**

Fiscal year	Key findings
FY 2018/19	<ul style="list-style-type: none"> <li>• All eight (8) pilot Upazilas submitted quarterly progress reports and the final accomplishment report.</li> <li>• According to the first and second quarterly progress reports, the progress was limited due to delayed implementation of the projects. Only one (1) Upazila (Ullapara Upazila) made progress as planned. The project provided guidance as to all pilot Upazilas must start the projects on time by utilizing their own resources (regular budget carried over) without awaiting the ADP from the central government.</li> <li>• According to the accomplishment reports, four (4) pilot Upazilas (Baralekha, Gaffargaon, Kaliganj and Ullapara Upazilas) had achieved their expected outputs as planned in AP. Three (3) pilot Upazilas (Baralekha, Chuadanga Sadar and Gajaria Upazilas) had changed a few projects after the AP approval and thus did not meet some expected outputs. One (1) pilot Upazila (Bijoy Nagar Upazila) could not implement many projects originally approved in the AP.</li> <li>• According to the monitoring reports and accomplishment reports, there was a gap among the pilot Upazilas, in understanding the basic concepts and processes of development planning. It was partly because it was their first time to formulate an AP and to properly monitor and evaluate the AP. There was also a gap in the implementation and M&amp;E, because of the different levels of leadership by Upazila Parishad Chairmen and UNOs, and/or of teamwork of Upazila Parishads. The lessons learned became useful inputs for the future training plan and curriculums.</li> <li>• Some good practices observed from the accomplishment reports of pilot Upazilas were: (i) following the Guidelines, Ullapara Upazila approved again the projects which were not in the original list of AP project at the Upazila Parishad prior to the implementation; (ii) Ullapara Upazila conducted the training by Upazila Engineer for Union officials to improve the quality of the project proposals; and (iii) Bakerganj, Gaffargaon, Kaliganj and Ullapara Upazilas made good analysis on the results and recommended solutions to the issues in the progress reports, including analysis on the goals/objectives of AP and the outputs of the projects, problem analysis in case the projects are not implemented, training for project formulation, and promotion of gender mainstreaming.</li> </ul>
FY 2019/20	<ul style="list-style-type: none"> <li>• Formulation of the AP for FY 2019/20 was delayed due to the Upazila elections until October 2019. AP implementation was also delayed.</li> <li>• According to the second quarterly progress reports, the percentages of project completion were in a range of 20-40% only because of the delayed start of the AP implementation.</li> <li>• In March 2020, due to the outbreak of the COVID-19 in Bangladesh, the activities at the Upazilas were restricted. Although some activities were resumed, it is expected that the AP implementation would be seriously affected by COVID-19.</li> </ul>

FYP is monitored once a year based on the results of the AP accomplishments each year. The indicators of FYP monitoring are based on the extent to which FYP development goals and outcomes have been achieved each year by the AP. At present, owing to the outbreak of COVID-19 at the pilot Upazilas, proper monitoring has been delayed. The more serious impacts the pilot Upazilas suffer from COVID-19, the more damages it would cause for the mid- and long-term development plans at the Upazilas. Thus, it is important to carefully review and analyze the outcomes of FYP monitoring, and if needed, FYP development goals and outcomes may require revisiting and changing.

<sup>1</sup> Because of the outbreak of COVID-19 in Bangladesh, some pilot Upazilas have not yet completed their accomplishment reports of the APs for FY 2019/20.

### (5) Formulation of the Guidelines for Upazila Integrated Development Planning

As explained in (2) 1), the first guidelines were developed with UNDP's support in 2014 to formulate the "Guidelines for Development Planning and Implementation, Memo No. 1057, 2 November 2014". Thus, this project decided to support LGD to update these guidelines. The 2014 guidelines focused on the basic concepts of development planning. For its revision, the project would not only highlight the basic concept of development planning but also address more practical and concrete steps and processes for formulating, implementing, and monitoring and evaluating the development plans. They would also include clarifying the necessary data and information gathering and creating uniform contents and formats making it user-friendly as stated earlier.

Shown below are the contents and the finalization process of the Guidelines.

#### 1) Contents of the Guidelines for Upazila Integrated Development Planning

The Guidelines contain comprehensive information, including basic concepts and objectives of development planning, legal framework, institutional framework, key steps, and processes for formulating FYP and AP. They also contain practical and user-friendly formats for necessary references. The contents of the Guidelines are shown in Table 2-10. Further, a separate Volume 2, the "Guideline for Upazila Integrated Development Planning" in English, is presented.

**Table 2-10 Contents of the Guidelines for Upazila Integrated Development Planning**

Section	Contents
1. Introduction	Backgrounds, Objectives, Executing/Implementing Agencies, Period
2. Development Planning Cycle, Result-Based Management and PDCA Cycle	2.1 Basic principles of development planning 2.2 Managing goals and results of development plans 2.3 PCDA cycle through development planning
3. Development Plans in Bangladesh, the Legal Framework for Upazila Development Planning and the Institutional Framework for Development Planning Cycle at Upazila-Level	3.1 Development plans in Bangladesh (National Development Plan, Sector Development Plans, Zila Development Plans, Upazila Development Plans, Union Development Plan) 3.2 Legal framework for Upazila development plans 3.3 Upazila institutional framework regarding development planning cycle
4. Formulation of Upazila Five-Year Plan (FYP)	Descriptions of FYP basic concepts, steps and processes for FYP formulation, implementation, M&E cycle, critical information and data gathering, uniformed formats and references
5. Formulation of Annual Plan (AP)	Descriptions of AP basic concepts, steps and processes for AP formulation, implementation, M&E cycle, critical information and data gathering, uniformed formats and references

In addition, the Guidelines adhere to the following key principles:

- Development planning is a cycle of formulation, implementation, monitoring and evaluation, and lessons learned and thus Upazila must manage the development planning cycle.
- Development planning is result management. Plans shall be formulated with expected outputs/outcomes in advance with proper measurable indicators. They shall be monitored periodically, and the outputs/outcomes with the indicators should be assessed.
- Development planning needs to be inclusive and participatory. It also needs to maintain good governance, including transparency, accountability, and right to information.

- Development planning at Upazila-level needs to strengthen the vertical linkages (national, District, and Union’s coordination and complementarity) and horizontal linkages (Upazila Parishad and TLD’s coordination and information sharing).
- Comparative analysis between SDGs at national-level and related indicators at Upazila-level.

In addition to the Guidelines, the project has produced the Manual for Upazila Integrated Development Planning (hereinafter “Manual”). This is a good reference for the officials at the central government as well as local government institutions dealing with development planning, citizens in the Upazilas, and trainers and coordinators of the training institutions. The Manual is particularly beneficial for those training institutions that intend to develop training programs and/or materials; it may be used in its entirety or in parts of the required contents of the training. Attached as a separate Volume 3 is the Manual for Upazila Integrated Development Planning.

## 2) Formulation Processes for the Guidelines for Upazila Integrated Development Planning

In preparing the Guidelines, the project discussed with LGD the overall content and structure of the guidelines. Then, those were transformed in the training courses, workshop materials, and references (manual formats). The materials and references have been further revised and expanded through the feedback and comments from various sources, including the NILG training facilitators and officials and representatives of Upazilas. Table 2-8 lists those training courses organized by UICDP.

In addition to UICDP training programs, the project held a focus group discussion program on governance at Upazila-level, in July 2019. It also discussed on the draft Guidelines. Participating in the program were the Senior Secretary of LGD, government officials from LGD, and other relevant officers and representatives from UNDP and JICA.

The Guidelines were also introduced and reviewed at the District/Upazila consultation workshops, organized by the UNDP-assisted EALG project. The workshops that reviewed the Guidelines are listed in Table 2-11.

**Table 2-11 EALG-Sponsored Consultation Workshops at District/Upazila Level**

Dates	District	Upazila
1 Sep 2019	Khulna	Dacope, Rupsha
29 Sep 2019	Rajshahi	Bagmara, Mohanpur
30 Sep 2019	Sylhet	Tahirpur, South Sunamganj
16 Oct 2019	Chattogram	Faridganj, Haimchar
23 Oct 2019	Mymensingh	Khaliajuri, Kalmakanda
7 Nov 2019	Rangpur	Kaunia, Mithapukur

By going through a series of consultations and coordination with other initiatives supporting Upazilas (e.g., UGDP and EALG), the Guidelines gained credibility and recognition among the wider stakeholders. Eventually, it was decided by LGD that the Guidelines shall be used as the common and universal Guidelines for Upazila development plans.

The Guidelines, after receiving the official approval of LGD, will be issued to all Upazilas as an administrative circular, thereby updating the 2014 guidelines. It is also expected that these will be further revised on the basis of experiences gained from the extended pilot Upazilas in Phase 2 of UICDP and feedback and comments received from the officials of the concerned government offices, Upazilas, and research and training institutes.

## (6) Selection of Extended Pilot Upazilas

In the original plan, it was expected that the extended pilot Upazilas would be selected from two (2) additional Upazilas of each Division (three (3) Upazilas per Division, totally 24 Upazilas in Phase 2). However, given that a steady success has been achieved to institutionalize the integrated development

planning model at each pilot Upazila in Phase 1, the project shall now aim for further extension and sustainability of the model in the future by refining the model and incorporating the lessons learned in Phase 2. For such reasons, it was decided after having consulted with LGD and the JICA Bangladesh Office in February and March 2020 that Phase 2 shall recognize the Districts where the original pilot Upazilas were selected as the pilot Districts and then extend its pilot Upazilas to all the Upazilas within the same (pilot) Districts. This decision was further endorsed during the third JCC Meeting in August 2020. It was also decided that Ukhia and Teknaf Upazilas shall continue to be operated independently as pilot Upazilas during Phase 2 as the post communities serving Rohingya issues.

**Table 2-12 Extended Pilot Upazilas in Each District in Phase 2**

Division	Pilot District	Original Pilot Upazila	No. of Extended Pilot Upazilas
Barishal	Barishal	Bakerganj	9
Chattogram	Brahmanbaria	Bijoynagar	8
Dhaka	Munshiganj	Gajaria	5
Khulna	Chuadanga	Chuadanga Sadar	3
Mymensingh	Mymensingh	Gaffargaon	12
Rajshahi	Sirajganj	Ullapara	8
Rangpur	Lalmonirhat	Kaliganj	5
Sylhet	Moulvibazar	Baralekha	6
Chattogram	Cox's Bazar	Ukhia, Teknaf	Not part of Scope

As support to the extended pilot Upazilas shall be provided from District-level, it is important to strengthen the coordination and linkages with the Deputy Director, Local Government (DDLG) in Phase 2. It is also expected that the District Coordinators will be reassigned to the Office of DDLG to provide all the Upazilas in the District with appropriate technical support.

In Phase 1, the District Coordinators cooperated and collaborated with UGDP's Upazila Development Facilitators (UDFs) who were also deployed to the same pilot Upazilas. Such cooperation and collaboration included the preparation of the Follow-up Training at Upazila-level, as well as routine activities. However, UICDP did not give them specific guidance on cooperation and collaboration with UDFs in the project activities. In Phase 2, the District Coordinators are intended to collaborate with UDFs in monitoring the formulation of development plans and other governance activities of pilot Upazilas<sup>2</sup>.

## 2.2.4 Activities for Output 3 (Mid- and Long-Term Training Plan)

### (1) Review of Existing Training Plans and Curriculums

The project team reviewed existing training plans and curriculums for human resource development of Upazila Parishad functionaries, along with other documents that could be used as a reference when preparing a mid- and long-term training plan. Table 2-13 shows the key reviewed documents and their findings.

<sup>2</sup> In Phase 1, the main tasks of the District Coordinators were: (i) to assist on the formulation of the Upazila Integrated Development Plan; and (ii) to assist the monitoring of implementation of formulated development plans (see Appendix 7 for the terms of reference of the District Coordinators). The activities of the District Coordinators were more focused compared to the main tasks of UDFs: (i) to prepare and assist on the implementation of projects using the development funds by UGDP; and (ii) to assist on various administrative activities.

**Table 2-13 Results of the Review of Existing Training Plans and Curriculums**

<b>Reviewed Document</b>	<b>Overview</b>	<b>Findings</b>
<b>Frameworks for Human Resource Development of Upazila Functionaries</b>		
Capacity Development Framework for Local Government Institutions in Bangladesh (LGD/UNDP)	A framework that comprehensively shows the direction of capacity building of local governments of Bangladesh	Although it is an exhaustive description concerning all tiers of local governments, it is difficult for the officers who are in charge of training institutions to use it for training program development because it lacks concrete measures for training implementation.
Training Plan for City Corporations in Transition (NILG/JICA)	Training plan for officers of Paurashavas	It is a challenge whether LGD can subjectively organize several training institutions and take the initiative in planning and implementing training program for officers of Paurashavas.
The CAPDEV Framework - National Basic Capacity Building Program for Enhancing Capacities of Union Parishad (NILG/SDC)	Official document showing the strategy for comprehensive human resource development at Union-level	Use of Upazila Resource Team (URT) is recommended for effective training provision. It will serve as a reference when considering the concept of District Resource Team (DRT).
<b>Training Materials and Manuals</b>		
Upazila Parishad Manual (UZGP)	Training materials to introduce general administrative activities at Upazila-level	The handbook is a compilation of laws and regulations necessary for administrative activities at Upazila-level. Nevertheless, it is necessary to devise its utilization for officers in the field to use it in practice.
Handbook - Basic Training related to Upazila Parishad Law & Administration (UGDP)	Training materials for District Development Facilitators (UDF) of UGDP	It covers the topics necessary for administrative activities at Upazila-level. It needs further explanations from the perspective of practitioners in the field based on the Guidelines to be developed by UICDP.
Handbook - Orientation Course on the Basics of Paurashava Administration for Mayors and Councilors (SPGP)	Training materials to introduce general administrative activities at Paurashava-level	The handbook is a comprehensive guide of all administrative activities of Paurashava. It serves as a reference when preparing training materials for Upazila-level.
Union Parishad Operational Manual (LGSP)	Training materials to introduce general administrative activities at Union-level	Because no figures or tables are used, it seems difficult for the officers in charge in the field to directly understand and use them.
<b>Official Documents of NILG</b>		
NILG Annual Training Schedule (NILG)	A plan that lists the training courses that NILG will implement during a fiscal year	The steps to take are described in detail from the training planning to the implementation/evaluation. However, it seems difficult for NILG to follow it with its limited number of faculty members.
NILG Training Quality Assurance Framework (NILG/SDC)	Framework for quality assurance of training that are to be planned and implemented by NILG	The steps to be taken are described in detail from the training planning to the implementation/evaluation. However, it seems to be difficult for NILG to follow it with its limited faculty.

The key issues identified from the review are shown below.

- There is no mid- and long-term plan for human resource development of Upazila functionaries. Although training sessions are conducted for a limited number of Upazila functionaries in accordance with the annual training schedule prepared by NILG in the previous fiscal year, there is no regular training program designed for Upazila functionaries. Furthermore, there is



no regular basic training program for Upazila Parishad Chairman and Vice-Chairs who are elected through Upazila Parishad election.

- The knowledge and skills necessary for the Upazila functionaries to carry out their duties are not satisfactorily considered and structured. Current training programs are conducted on an ad hoc basis and there is no mid- and long-term perspective on human resource development of Upazila functionaries.
- Although the need for training of Upazila functionaries is recognized by concerned stakeholders, there is no concrete plan as to how to effectively provide training opportunities to Upazila functionaries across the nation. The role and responsibility of NILG regarding human resource development of Upazila functionaries are not necessarily clear.

## (2) Formulation of Mid- and Long-Term Training Plan for Upazila Functionaries

### 1) Establishment of a Working Group (WG) for Formulation of Mid- and Long-Term Training Plan

To formulate a Mid- and Long-Term Training Plan, a Working Group (WG) was established within NILG and necessary discussions were held through this WG. On 4 December 2018, a circular was issued by NILG, and a WG was established with the Director, Training and Consultancy as its chairperson and Deputy Project Director (DPD) of UICDP's member secretary. In addition, a total of seven (7) NILG faculty members, including the Director, Training and Consultancy and the DPD, were appointed as members of the WG. Table 2-14 shows the WG members when it was established in December 2018. As most of the WG members were officers of the Bangladesh Civil Service (BCS), only three (3) members continued their WG activities by the end of Phase 1 of the project because other members were transferred to other government agencies.

**Table 2-14 WG Members for the Formulation of a Mid- and Long-Term Training Plan**

Name	Title	Position in NILG
Mr. Md. Golam Yahya	Chairperson	Director, Training and Consultancy
Mr. Md. Arif	Member Secretary	Joint Director, Training and Consultancy Deputy Project Director (DPD), UICDP
Mr. Md. Abdul Khaleque	Member	Deputy Director
Mr. Abul Kashem Muhammad Shaheen	Member	Deputy Director
Ms. Kaniz Fatema	Member	Deputy Director
Ms. Jamila Shabnam	Member	Deputy Director
Mr. Nurul Islam	Member	Research Officer

### 2) WG Meetings to Formulate Mid- and Long-Term Training Plan

The first WG meeting was held on 14 February 2019, inviting related officials and personnel of other associated government organizations and projects, such as LGD, UGDP, and EALG, as observers, in addition to the WG members. The WG meeting was held eight (8) times in almost a year, starting from the first one in February 2019 until the last one in February 2020.

The final English draft of the Mid- and Long-Term Training Plan was approved at the eighth WG Meeting, held on 18 February 2020. Table 2-15 shows the main agenda discussed during the eight (8) WG meetings.

**Table 2-15 WG Meetings and Discussed Agenda**

<b>Date</b>	<b>WG Meeting</b>	<b>Main Agenda</b>
14 Feb 2019	1st WG Meeting	• Setting of a basic framework (goal, target, strategy) of the Mid- and Long-Term Training Plan
10 Apr 2019	2nd WG Meeting	• Setting of a basic framework and direction for Strategy 1 (training for elected representatives), Strategy 2 (training for UNO and transferred line department (TLD) officers), and Strategy 3 (diversification of training provision mechanism)
13 Jun 2019	3rd WG Meeting	• Confirmation of basic framework and direction of training for Upazila functionaries, and setting of training areas and topics
9 Sep 2019	4th WG Meeting	• Setting of training areas and topics for each four (4) training groups, namely, (i) elected representatives (Upazila Parishad Chairman and Vice- Chairs), (ii) District Resource Team (DRT), (iii) UNO and transferred line department (TLD) officers, (iv) Confidential Assistant (CA) to Chairman and CA to UNO
14 Oct 2019	5th WG Meeting	• Plan of Training Needs Assessment (TNA) for pilot Upazilas • Action plans and schedule of NILG to implement regular training for Upazila functionaries from a mid- to long-term perspective
18 Nov 2019	6th WG Meeting	• Measures for institutional strengthening of NILG to enable more efficient and effective training implementation
15 Dec 2019	7th WG Meeting	• Review of the English draft of Mid- and Long-Term Training Plan
18 Feb 2020	8th WG Meeting	• Report of the result of the TNA • Approval of the final English draft of Mid- and Long-Term Training Plan

### 3) Overview of the Mid- and Long-Term Training Plan

The Mid- and Long-Term Training Plan (English) is attached in the separate Volume 4. An overview of the Mid- and Long-Term Training Plan is shown below.

#### a) Positioning and Purpose of the Mid- and Long-Term Training Plan

In the Mid- and Long-Term Strategy formulated through the activities of Output 1 of the project, the long-term goal that Upazila Parishads should achieve by 2041 was set as a “mission”. Six (6) strategic components are specified to realize this mission. Among these, the “Strategic Component 6” includes (i) Capacity development of Upazila elected representatives and other stakeholders, (ii) Capacity development of NILG and other training institutions, and (iii) Exploring feasible options to increase the coverage of training, as measures necessary for human resource development of Upazila functionaries. The Mid- and Long-Term Training Plan describes the practical directions and actions to be taken to achieve the mission and strategies stated in the Strategy. The Mid- and Long-Term Training Plan situates NILG as the responsible body to provide regular training programs to Upazila functionaries. To achieve the mission stated in the Strategy, NILG is required to implement the Mid- and Long-Term Training Plan without delay, under the guidance and supervision of LGD.

The Mid- and Long-Term Training Plan was formulated with specific purposes: (i) to define the direction of the capacity development of Upazila functionaries from a mid- and long-term perspective rather than a single year plan, (ii) to clarify the role and responsibility of NILG in strengthening the capacity of Upazila functionaries, and (iii) to identify required training courses for Upazila functionaries.

#### b) Overall Structure and Basic Framework

The Mid- and Long-Term Training Plan consists of five (5) chapters. Firstly, Chapter 1 explains the

background and purposes of the formulation of the Mid- and Long-Term Training Plan, and its basic framework. In Chapter 2, the past efforts and issues regarding human resource development of Upazila functionaries are reviewed, and then the capabilities required for Upazila Parishad functionaries are identified. In Chapter 3, the goals, targets, and strategies for human resource development for Upazila functionaries are set, and the training strategy for each training target group and the measure to be taken for the improvement of the training management of NILG are described. Chapter 4 explains the implementation mechanism and the required budget for the implementation and the monitoring, to realize the training strategies set in Chapter 3. Finally, Chapter 5 describes the roadmap for training implementation and the action plan for NILG.

Table 2-16 shows the basic framework of the Mid- and Long-Term Training Plan.

**Table 2-16 Basic Framework of Mid- and Long-Term Training Plan**

<b>Item</b>	<b>Basic Framework</b>
Training Target	<ul style="list-style-type: none"> <li>• Elected representatives of Upazila Parishad</li> <li>• UNO and officers of transferred line departments (TLDs)</li> <li>• CA to Chairman, CA to UNO</li> <li>• District Resource Team (DRT)</li> </ul>
Scope	• Training courses required by Upazila Parishad functionaries that are to be delivered by NILG regularly
Target Period	• July 2020 to June 2030 (10 years)
Responsible Entity	Although the primary responsible entity of the Training Plan is LGD, NILG is responsible for the implementation of the Mid- and Long-Term Training Plan under the necessary guidance and supervision of LGD.

### c) Overview of Training Strategies for Each Target Training Group

Table 2-17 shows the overview of the training strategy for each target training group. Upazila Parishad election is held every five (5) years. Therefore, the training program for elected representatives should be delivered in consideration of the Upazila election cycle so that they can perform their duties during their term in the office.

Upazila Parishad members include the Chairperson, Vice-Chair and Female Vice-Chair who are elected by the Upazila Parishad election, as well as the Chairman and female representatives of each Union Parishad. Although it would be desirable to provide the training to all Upazila Parishad members, due to constraints in budget and available resources for training delivery, a total of three (3) members from a Upazila Parishad - Chairman, Vice-Chair, and Female Vice-Chair - are included as the target of the training.

**Table 2-17 Overview of Training Strategies for Each Target Training Group**

<b>Target Training Group</b>	<b>Training Strategy Overview</b>
District Resource Team (DRT)	<ul style="list-style-type: none"> <li>• Organize a District Resource Team (DRT) consisting of 14 officers at each District office headed by Deputy Director, Local Government (DDLG). District Resource Teams (DRTs) receive TOT from NILG and then DRTs in turn deliver the training to Upazilas in their respective Districts.</li> <li>• DRTs receive two (2) kinds of TOT courses in Dhaka from NILG every five (5) years; “TOT for Orientation Training for Upazila Functionaries (3 days)”, and “TOT for Refresher Training for Upazila Functionaries (2 days)”.</li> <li>• “TOT for Orientation Training for Upazila Functionaries (3 days)” is conducted during the previous year of Upazila</li> </ul>

Target Training Group	Training Strategy Overview
	Parishad election and “TOT for Refresher Training for Upazila Functionaries (2 days)” is conducted in the second year from Upazila election.
Elected representatives, UNO, and transferred line department (TLD) officers	<ul style="list-style-type: none"> <li>• Training targets are elected representatives of Upazila Parishad (Chairman and two (2) Vice- Chairs), UNO, Upazila Engineer, and other four (4) transferred line department (TLD) officers (nine (9) in total from each Upazila)</li> <li>• Receive two (2) kinds of training courses from DRT at District office every five (5) years; “Orientation Training for Upazila Functionaries (3 days)”, and “Refresher Training for Upazila Functionaries (2 days)”.</li> <li>• “Orientation Training for Upazila Functionaries (3 days)” is conducted during the same year as the Upazila Parishad election and “Refresher Training for Upazila Functionaries (2 days)” is conducted during the third year from Upazila election.</li> </ul>
CA to Chairman CA to UNO	<ul style="list-style-type: none"> <li>• Training targets are CA to Upazila Parishad Chairman and CA to UNO (two (2) in total from each Upazila)</li> <li>• Receive two (2) kinds of training courses in Dhaka from NILG every five (5) years; “Upazila Office Management (Regular Training) (3 days)”, and “Upazila Office Management (Refresher Training) (2 days)”.</li> <li>• “Upazila Office Management (Regular Training) (3 days)” is conducted during the same year at the Upazila Parishad election, and “Upazila Office Management (Refresher Training) (2 days)” is conducted during the third year from Upazila election.</li> </ul>

### (3) Development of Training Materials for “Upazila Integrated Development Planning”

Based on the Guidelines and Manual prepared in the activities of the Output 2, the training materials for “Upazila Integrated Development Planning” was developed in a PowerPoint slide format. The PowerPoint slides are designed to make Upazila functionaries understand the contents more easily by highlighting points and adding necessary explanations and/or illustration. PowerPoint training materials were developed for each training course by modifying/updating existing training materials because they need to correspond to revisions made in the Guidelines and Manual. Moreover, points to emphasize and time allocation vary among training courses.



#### (4) Preparation of Training Materials for the Subjects Other than the “Upazila Integrated Development Planning”

The preparation of training materials for the subjects in addition to the “Upazila Integrated Development Planning” was expected to be undertaken after identifying the training subjects required. However, since it took time to formulate the Mid- and Long-Term Training Plan and identify the required training subjects for Upazila functionaries, the preparation of training materials for training subjects other than the “Upazila Integrated Development Planning” has not started in Phase 1. On the contrary, through the process of formulating the Mid- and Long-Term Training Plan, the training areas shown in Table 2-18 were identified for the training for Upazila functionaries and are indicated in the Mid- and Long-Term Training Plan. Thus, in the near future, it is expected that the training materials are developed for the training areas, as shown in Table 2-18. It should be noted that the appropriateness of the training areas shown in Table 2-18 was confirmed through the Training Needs Assessment (TNA) conducted by the WG for the formulation of Mid- and Long-Term Training Plans in November 2019, targeting the pilot Upazilas of the project.

**Table 2-18 Training Areas for Upazila Functionaries Identified in the Mid- and Long-Term Training**

Training Area	
• Upazila Parishad and the Local Government System	• Act and Rules of Upazila Parishad
• Upazila Parishad Administration	• Financial Management
• Development Planning	• National Policy Instruments for Good Governance
• Office Management	

The “Basic Training on Upazila Parishad Plan and Service Delivery” in July 2019 for the pilot Upazilas was conducted as a part of the nationwide basic training for Upazila Parishad implemented by UGDP. The training was conducted by using the materials developed by UGDP for subjects other than that of the “Upazila Integrated Development Planning,” including the training area shown in Table 2-18.

#### (5) Training of Trainers (TOT) for Faculty Members of NILG

As the “Upazila Integrated Development Planning” was not necessarily familiar to NILG faculty members at the beginning of the project, in the first half of the Phase 1, NILG faculty members also participated in the training. They learned the basic concept of the “Upazila Integrated Development Planning” and its practical formulation method from the national consultants of UICDP who served as lecturers in several training courses. Particularly in the first half of Phase 1, by having NILG faculty members facilitate group discussions of the training for pilot Upazilas and taking them to pilot Upazilas for a review workshop, the project team urged NILG faculty members to understand the real situation and issues concerning the formulation and the implementation of development plan at Upazila-level. Table 2-19 shows the TOT training courses conducted for NILG faculty members.

**Table 2-19 TOT Courses and the Number of Participants of NILG**

<b>Training Course</b>	<b>Method</b>	<b>Month Year</b>	<b>Number of Participants</b>
Inception Training Course for Comprehensive Development Planning	• Facilitation of group discussion	Apr 2018	4
Review Workshop of APs for FY 2018/19	• Visit pilot Upazilas and facilitation of group discussions	Aug 2018	
TOT for Basic Training on Upazila Parishad Plan and Service Delivery	• Lecturing of training courses • Facilitation of group discussion	Jun 2019	8
TOT for Review Workshop and Training for FYP and AP	• Lecturing of training sessions • Facilitation of group discussion	Feb 2020	8

### **(6) Training Implementation Support and Finalization of Training Materials for Upazila Integrated Development Planning and Other Subjects**

As mentioned above, in Phase 1, training materials for “Upazila Integrated Development Planning” were developed for each training course for pilot Upazila functionaries of UICDP, which were improved based on the feedback from the training participants. It is desirable to consider the structure, the content, and the quantity of the training materials developed with PowerPoint slides, according to the purpose and the target participants of the training course. Because the training courses for Upazila functionaries identified in the Mid- and Long-Term Training Plan are to be conducted at national-level on a regular basis, it is necessary to carefully consider what kind of training material is appropriate when designing a training program.

As for the preparation of training materials for the subjects other than “Upazila Integrated Development Planning” as described above, it was expected to be undertaken after identifying the training subjects through the process of the formulation of Mid- and Long-Term Training Plan. However, it took more time than expected to finalize the Mid- and Long-Term Training Plan; thus, the development of training materials for the subjects other than “Upazila Integrated Development Planning” has not been undertaken in Phase 1.

Regarding training implementation support, NILG or other training institutions have not become capable of proactively implementing training for Upazila functionaries, during Phase 1.

### **2.2.5 Other Activities**

In addition to previously mentioned core activities, the following activities were conducted. Although they are not directly relevant to the three (3) project Outputs, they are important for supporting overall project activities.

#### **(1) Collaboration with Yen-Loan Project: Upazila Governance and Development Project (UGDP)**

##### **1) Brief Overview**

UGDP, a Japanese yen-loan project, was launched in December 2015 and will be completed in June 2021. The project purpose is “to enhance the capacity of Upazila Parishads to deliver more effective and responsive public services to citizens by providing additional development fund and a series of capacity development opportunities to concerned stakeholders.” The main project activities are (i) the performance assessment for all Upazilas and development fund allocation based on the result of performance assessment, (ii) assignment of one (1) Upazila Development facilitator (UDF) to the

selected 200 Upazilas during two (2) years, (iii) implementation of development projects and sub-projects, and (iv) training programs for Upazila stakeholders. The project closely works with UGDP and activities of both projects are mutually complemented for effective implementation of project activities.

UICDP keeps close relationship with UGDP and their activities have been implemented effectively in a mutually complementary manner. For example, the smooth collaborative relationship is promoted through UDFs being invited to the training by UICDP, and District Coordinators attending the training for UDFs by UGDP. Moreover, survey activity duplication was eliminated, using results of the Performance Assessment Survey by UGDP, in the case of selecting pilot Upazilas in UICDP Phase 1.

## 2) Collaboration Details

<p>Contribution from UGDP to UICDP Activities</p> <ul style="list-style-type: none"> <li>• Input to the Mid- and Long-Term Strategy (main contribution: UGDP experts participated in the Working Committee Meeting and gave comments on the drafted strategy)</li> <li>• Input to the Mid- and Long-Term Training Plan (main contribution: UGDP experts participated in the Working Group Meeting)</li> </ul>
<p>Contribution from UICDP to UGDP Activities</p> <ul style="list-style-type: none"> <li>• Provision of training materials on the Upazila Integrated Development Plan (main contribution: the materials were used for UGDP Basic Training and UDF Refresher Training)</li> <li>• Joint-hosting of UGDP Basic training (main contribution: UGDP Basic Training for the stakeholders of UICDP pilot Upazilas was implemented by UICDP)</li> </ul>

## (2) Collaboration with Other Projects

The project implements effectively and efficiently in collaboration with other projects, of which targets are at Upazila-level in Bangladesh. The following section describes how the project works with other projects to date.

### 1) Effective and Accountable Local Governance (EALG) Project

#### a) Overview

EALG is supported by UNDP. EALG started in January 2018 and will be completed in December 2022. The project purpose is “to strengthen the capacities of local governments and other stakeholders to foster participatory local development service delivery for the SDGs.” The project has three (3) activity areas; (i) enhancement of framework of Upazila Parishad governance, (ii) Upazila Parishad capacity development, and (iii) policy support to the national government. The project selected eight (8) Districts and 16 Upazilas from the initially selected eight (8) Districts as pilot sites and two (2) Upazilas - Ukhia and Teknaf Upazilas in Cox’s Bazar District - were added later in response to the influx of Rohingya refugees.

UICDP has closely collaborated with EALG in the formulation process of the Guidelines. EALG used training materials on Upazila Integrated Development by UICDP in the workshop for the stakeholders of EALG pilot sites, and a UICDP national consultant participated in the workshop as a lecturer.

**b) Collaboration Details**

Contribution from EALG to UICDP Activities
<ul style="list-style-type: none"> <li>• Input to the Mid- and Long-Term Strategy (main contribution: EALG experts participated in the Working Committee Meeting and gave comments on the drafted strategy)</li> <li>• Input to the Mid- and Long-Term Training Plan (main contribution: EALG experts participated in the Working Group Meeting)</li> </ul>
Contribution from UICDP to EALG Activities
<ul style="list-style-type: none"> <li>• Support to the introduction workshop for the stakeholders of EALG pilot sites (main contribution: provision of training materials on the Upazila Integrated Development Plan and dispatch of one (1) UICDP national consultant to the EALG introduction workshop)</li> </ul>

**2) Donors Working on for the Rohingya Refugees in Cox's Bazar****a) Overview**

The project works with donors working for the Rohingya refugees, particularly, such donors who conduct their activities through the support of Ukhia and Teknaf Upazilas. For this purpose, the project occasionally held meetings with the Inter Sector Coordination Group (ISCG), which coordinates the activities of Rohingya refugees for international organizations and national/international NGOs, in addition to the Cox's Bazar CSO-NGO Forum (CCNF), the forum of local NGOs in Cox's Bazar. Thus, the project supported the formulation of Cox's Bazar District Development Plan by the international donors through sharing data and information collected during the formulation process of the Upazila Integrated Development Plan.

**b) Collaboration Details**

Contribution from UICDP to Donors in Cox's Bazar
<ul style="list-style-type: none"> <li>• Support to the formulation of Cox's Bazar District Development Plan (main contribution: data and information collected in the formulation process of the Upazila Integrated Development Plan in Ukhia and Teknaf Upazilas were shared.)</li> </ul>
Collaboration between UICDP and Donors in Cox's Bazar
<ul style="list-style-type: none"> <li>• Occasional meetings with ISCG and CCNF for exchanging information of activities relevant to the Rohingya refugees</li> </ul>

**(3) Host Community Support for the Influx of Rohingya Refugees****1) Basic Research**

Since August 2017, GOB has been hosting more than 700,000 new arrival of Rohingya refugees from Myanmar in Cox's Bazar District (Cox's Bazar Zila), and a total of 27 refugee camps have been established in Ukhia and Teknaf Upazilas. The administrative function and socio-economic condition of these Upazilas have been greatly affected by the refugee influx and emergency humanitarian assistance activities. Under such circumstances, in consultation with the JICA Bangladesh Office, two (2) field surveys were conducted to examine the current status of the Upazila coordination mechanism and the possibility of additional support from the project (Table 2-20).

**Table 2-20 Basic Research for Host Community Support for Rohingya Refugee Influx**

<b>Duration</b>	From May 2018 to July 2018
<b>Target</b>	Ukhia and Teknaf Upazilas (Cox's Bazar District)
<b>Method</b>	Field surveys (two (2) times in total), interviews with stakeholders, analysis of existing materials
<b>Purpose</b>	(i) Assessing the current situation and identifying the challenges of the coordination mechanism in Ukhia and Teknaf Upazilas. (ii) Discussion of the possibility and proposal of support in Ukhia and Teknaf Upazilas



Three (3) main issues were identified in the survey.

**a) Inadequate Information Collection and Management Systems**

More than 120 organizations are working in Ukhia and Teknaf Upazilas, but there is a lack of management system to collectively understand the situation.

**b) Uneven and Duplicated Support Due to Lack of Information Sharing**

Resources are not being used effectively because of insufficient cross-sectoral information sharing mechanisms, including with Upazila officials, resulting in bias and duplication of support.

**c) Absence of a Comprehensive Mid- and Long-Term Development Plan**

Humanitarian assistance was mainly targeting refugee camps and there was no cross-sectoral support program targeting the host community at Upazila-level. In addition, this humanitarian assistance was not included in the Annual Development Plan nor the Five-Year Plan that Upazila Parishad is required to develop. However, at the time of the study, the Upazila government had no spare capacity to do so.

Considering the significant impact that the host communities have suffered after the influx of Rohingya refugees, Ukhia and Teknaf Upazilas were added to the project's list of pilot Upazilas. The project proposed to the JICA Bangladesh Office to enhance support as shown in Table 2-21; the proposal was later approved by LGD.

**Table 2-21 Host Community Support for the Rohingya Refugee Influx**

<b>Purpose</b>	To support Ukhia and Teknaf Upazilas in establishing an effective coordination system for both humanitarian assistance and development projects and administrative services for host communities in the region.
<b>Main Activities</b>	(i) Support the preparation of a Resource Map that includes both humanitarian and development projects targeting host communities. (ii) Support the preparation of an Upazila Comprehensive Development Plan (5-year/annual) which includes both humanitarian assistance and development projects.

**2) Additions to Pilot Counties and Development Planning Assistance**

Based on the results of the foundation study, the addition of Ukhia and Teknaf Upazilas was officially approved during the first JCC Meeting. In the beginning, one (1) additional District Coordinator was hired to support both Ukhia and Teknaf Upazilas. Later, one (1) additional person was sent to the Upazilas because of the size of the area, increased traffic, and security concerns. One (1) person is assigned in Ukhia Upazila and another in Teknaf Upazila. The project assisted in the formulation of resource mapping, which includes both humanitarian and development projects in Ukhia and Teknaf Upazilas, and supported the creation of a Five-Year Plan and an Annual Development Plan of each Upazila.

**3) Support for Rainwater Tank Construction**

In Teknaf Upazila, the groundwater in many areas is not suitable for drinking due to its salinity. Also, there is a chronic shortage of drinking water due to the lack of rivers and other water sources. Refugee camps are being assisted with water supplies, but the resources of the host community are not adequate. Therefore, in consultation with Upazila officials, as part of the support for the host community affected by Rohingya refugees and to support the strengthening of Teknaf Upazila's development planning and implementation capacity, the project decided to support rainwater tank construction in two (2) schools wherein drinking water is particularly needed. A baseline survey was conducted in December 2019 and the construction began in January 2020. Initially, the project was scheduled to be completed by the end of March 2020; however, construction was suspended due to the COVID-19 pandemic. Construction is expected to be completed during Phase 2, but the specific implementation plan will consider the impact of COVID-19.

#### (4) Various Measures for Improving Local Government Governance

##### 1) Intensive Discussion Program for Improving Local Government Governance

The improvement of Local Government Governance is promoted through consecutive discussion with the Working Committee that is composed of relevant central ministries, including LGD. A consensus is built regarding the present situation, issues, and activities for the improvement of Local Government Governance, in parallel with the formulation of Mid- and Long-Term Strategy of Upazila Parishad Governance Improvement.

The first Working Committee Meeting was held in November 2018 and the draft strategy in English was prepared after the discussion of the third Working Committee Meeting in June 2019. The draft Guidelines was already prepared and the draft Mid- and Long-Term Training Plan was also about to be ready around the same time. While the process of finalizing those documents was discussed with LGD, LGD proposed the project to organize an Intensive Discussion Program for their detailed examination over the weekend. In July 2019, the program was held for two (2) days, at the meeting room of a hotel in suburban Dhaka City, to invite additional participants from central ministries and other relevant projects, in addition to the working group members.

A presentation was made on those documents and the discussion was facilitated among program participants. The understanding of draft documents was substantially promoted through the discussion. It is also noteworthy that comments collected in the program were useful for finalizing the documents because most of the program participants have experience working in the local government, and they understand the situation of the local government. Three (3) documents were revised considering the comments in the program.

Also noteworthy was the attendance of LGD Secretary for the two (2) days. Eventually, it was expected that the documents would be approved by LGD; it was a very important opportunity to explain the documents directly to the top officials of LGD.

##### 2) Consultation Meeting for Improving Local Government Governance

The draft Mid- and Long-Term Strategy of Upazila Parishad Governance Improvement in English was approved in the fourth WC Meeting in August 2019. Further, it was decided that the consultation meeting would be organized with relevant stakeholders at District- and Upazila-levels and with ministerial staff and academics at the central level before approving the strategy by LGD.

Although the original plan was to start the Consultation Meeting in October 2019, the meeting started in December 2019 due to the stagnation of preparations caused by the transfer of PD. The three (3) documents - Mid- and Long-Term Strategy, Guidelines, and Mid- and Long-Term Training Plan were introduced and comments were collected from local stakeholders. The meetings were attended by 612 participants. The meetings continued up to February 2020 and covered 20 sites; out of those, five (5) sites were at District-level and 15 at Upazila-level.

**Table 2-22 Summary of Consultation Meetings**

Date of Consultation	LGI Level	Venue	Participant Number
2 Dec 2019	Upazila	Gajaria	31
4 Dec 2019	Upazila	Kaliganj	33
4 Dec 2019	Upazila	Ullapara	32
9 Dec 2019	Upazila	Bijoyagar	32
10 Dec 2019	Upazila	Gaffargoan	32
10 Dec 2019	Upazila	Belabo	32
11 Dec 2019	Upazila	Gouripur	32
18 Dec 2019	Upazila	Bakerganj	32

31 Dec 2019	Upazila	Ukhia	32
1 Jan 2020	Upazila	Teknaf	32
13 Jan 2020	Upazila	Chuadanga Sadar	32
14 Jan 2020	District	Chuadanga	19
19 Jan 2020	Upazila	Mohonpur	32
20 Jan 2020	District	Rajshahi	29
26 Jan 2020	Upazila	Barishal Sadar	32
28 Jan 2020	District	Chandpur	27
29 Jan 2020	Upazila	Faridganj	32
3 Feb 2020	Upazila	Baralekha	32
4 Feb 2020	District	Moulovibazar	26
27 Feb 2020	District	Munshiganj	31
<b>Total</b>			612

After the consultation meeting at the local level, the meeting at the central level had been held and the documents had been approved during the third JCC Meeting. In fact, field activities have been suspended due to the outbreak of COVID-19, since March 2020, and the consultation meeting at the central level remains an uncertain situation. The three (3) documents were revised reflecting the comments obtained in the consultation meeting at the local level and submitted to the Bangladesh side in the project's Phase 1. The consultation meeting at the central level shall be fixed in consultation with the Bangladesh side after field activities become possible in Bangladesh.

#### **(5) Public Relations**

The public relations activities of this project are being carried out for disseminating information on the project to central government officials, pilot Upazilas' officials, and others who have an interest in the Upazilas of Bangladesh.

The main initiatives are to produce a paper file with the project introduction printed, a notebook, a novelty such as an eco-bag, and a leaflet with the project outline, and distribute them to a wide range of people in Bangladesh on various occasions. The information, such as contact number and e-mail address, is specified in those items for any queries related to the project. When making leaflets to fully reflect the intentions of the Bangladesh side, the project proceeded with the creation while consulting with the Project Director (PD) and other stakeholders. The leaflet was revised in September 2019 to add two (2) pilot Upazilas (Ukhia and Teknaf Upazilas) and support host communities, following the influx of Rohingya refugees.

In addition, in August 2019, a Facebook page was opened to post the progress of project activities and articles on those activities, but it has not been popular. In Phase 2, the project plans to activate public relations activities through the Facebook page, such as specifying the Facebook URL in leaflets and paper files. Furthermore, although it was planned to open a website to disclose the deliverables created in this project, it has not been created yet. In the case of a website dedicated to the project, it will be difficult to manage after the completion of this project. Therefore, in Phase 2, we will promote the publication of the deliverables in cooperation with the website of LGD and the website of the JICA Bangladesh Office.

#### **(6) Training in Japan**

##### **1) Outlines**

As part of this project, Training in Japan, Learning and Dialogue Program (hereinafter "L&D Program"), from 26 October to 3 November 2019, was conducted for executive officers of LGD, NILG, and Planning Commission.

The purpose of this training was to present a reference point for planning and implementing policies

concerning the local governments in Bangladesh, after learning about the policy trends of Japanese local autonomy and development plan, human resource development policy of local government employees, and training system.

The outline of the training course is shown in Table 2-23.

**Table 2-23 Outline of the Training**

<b>Title</b>	Learning & Dialogue Programs on Development Planning and Human Resource Development of Local Governments, Japan
<b>Durations</b>	From 26 October to 3 November 2019 (nine (9) days total)
<b>Participants</b>	A total of eight (8) participants <ul style="list-style-type: none"> <li>• Four (4) from Local Government Division (LGD)</li> <li>• One (1) from Planning Commission</li> <li>• Three (3) from National Institute of Local Government (NILG)</li> </ul>
<b>Objectives</b>	<ol style="list-style-type: none"> <li>1) To learn the policy framework and actual practices of the development planning of local governments in Japan.</li> <li>2) To extract lessons on the improvement of Upazila development planning from what the participants learn.</li> <li>3) To learn the policy framework of human resource development of local governments in Japan, and observe the facilities of the national training institute of Japan.</li> <li>4) To extract lessons on the improvement of a capacity development system for local government institutions in Bangladesh</li> </ol>

## 2) Contents

In this training, five (5) lectures were given and two (2) sites were visited (shown in Table 2-24). Finally, we shared the lessons learned from this training and held a workshop to summarize the lessons for the debriefing session to JICA headquarters and that after returning to Bangladesh. Its schedule is enclosed as Appendix 5.

**Table 2-24 Lectures and Site Visits**

	<b>Type</b>	<b>Training Contents</b>	<b>Place</b>
1	Lecture	Local Government System in Japan	Meiji University, Tokyo
2	Lecture	Capacity Development System for Officials of Local Government in Japan	Local Autonomy College, Tokyo
3	Site Visit	Local Autonomy College Tour	Local Autonomy College, Tokyo
4	Lecture	Lecture & Discussion on Development Planning System at the Local Government Level in Japan	Japan Productivity Center
5	Lecture	Lecture & Discussion on Actual Practice of Development Planning at a Local Government in Japan	Komoro City, Nagano Prefecture
6	Site Visit	Komoro City Municipal Office Tour	Komoro City, Nagano Prefecture
7	Lecture	Lecture & Discussion on a Development Planning System in a Local Government in Japan	Chiba City, Chiba Prefecture

(In chronological order)

## 3) Ways of Utilizations

Participants have identified the following seven (7) key lessons from this program.

### a) Establishment of a Sound Planning Cycle

It is critical for local government institutions (LGIs) in Bangladesh to establish a sound planning cycle,

covering the entire planning process of formulation, implementation, monitoring, and evaluation. Particularly, all plans need to be implemented, monitored, and evaluated to ensure its effectiveness.

**b) Planning as a Tool to Promote Effective Use of Limited Resources**

Development plans can provide an effective guidance to the local governments on the effective utilization of limited resources, and, eventually, can ensure the fiscal discipline of LGIs. Such understanding should be widely disseminated throughout Bangladesh.

**c) Visioning in Formulating Development Plans**

All LGIs in Bangladesh should first formulate their vision, indicating the future policy direction of the development of LGIs. To achieve this vision, priority sectors and projects can be properly identified in Five-Year Plan (FYP) and Annual Development Plan (AP). In this context, all projects should be stated in the plans.

**d) Necessity of Planning Section or Planning Staff at LGIs**

Almost all cities in Japan have an independent planning division/section, which is also an important factor that contributes to planning at local government levels in Japan. Thus, the creation of a section and/or post for development planning is worth considering to promote development planning at LGIs in Bangladesh.

**e) Collaboration with Citizens**

Collaboration with citizens is a key factor for increasing the effectiveness of the Comprehensive Plan at local governments in Japan. For promoting citizens' participation, several initiatives were taken, such as questionnaire survey to 10,000 citizens, facilitating discussion among citizens in World Café, enabling ward-level discussions on regional visions in ward round-tables, and regional treasure hunting. Recommendations for LGIs in Bangladesh include considering citizens as partners and taking similar initiatives to collect as many citizens' views as possible.

**f) Decentralization of a Training System for LGIs**

Capacity development system for LGIs in Bangladesh may need to be more decentralized in the long-run with the establishment of regional training institutions. NILG can provide advanced training courses while regional institutions can provide more general and basic courses.

**g) Reflection of Identified Lessons to Key Policies**

Many policy implications have been identified during the L&D program in Japan. Key lessons need to be reflected in the chief policy documents, with UICDP's and other initiatives' support. Such policy documents include but are not limited to (i) the Mid- and Long-Term Strategy, (ii) Guidelines, and (iii) the Mid- and Long-Term Training Plan.

### 3 Challenges, Measures, and Lessons of Project Implementation

#### 3.1 Project Implementation Mechanism

The Joint Coordination Committee (JCC) has been established as the decision-making body of the Upazila Integrated Capacity Development Project (UICDP). The Project Implementation Office of the JCC comprises a National Project Director (NPD), a Project Director (PD), and two (2) Deputy Project Directors (DPDs) on the Bangladeshi side, with a team of experts on the Japanese side. The PD supervises the daily operations with the DPDs' support, while the NPD is responsible for key decision-making.

Furthermore, UICDP has selected pilot Upazilas while implementing activities to prepare and monitor development plans therein. To support these activities, a District Coordinator has been assigned to each pilot Upazila.

Figure 3-1 shows the basic structure of UICDP implementation.

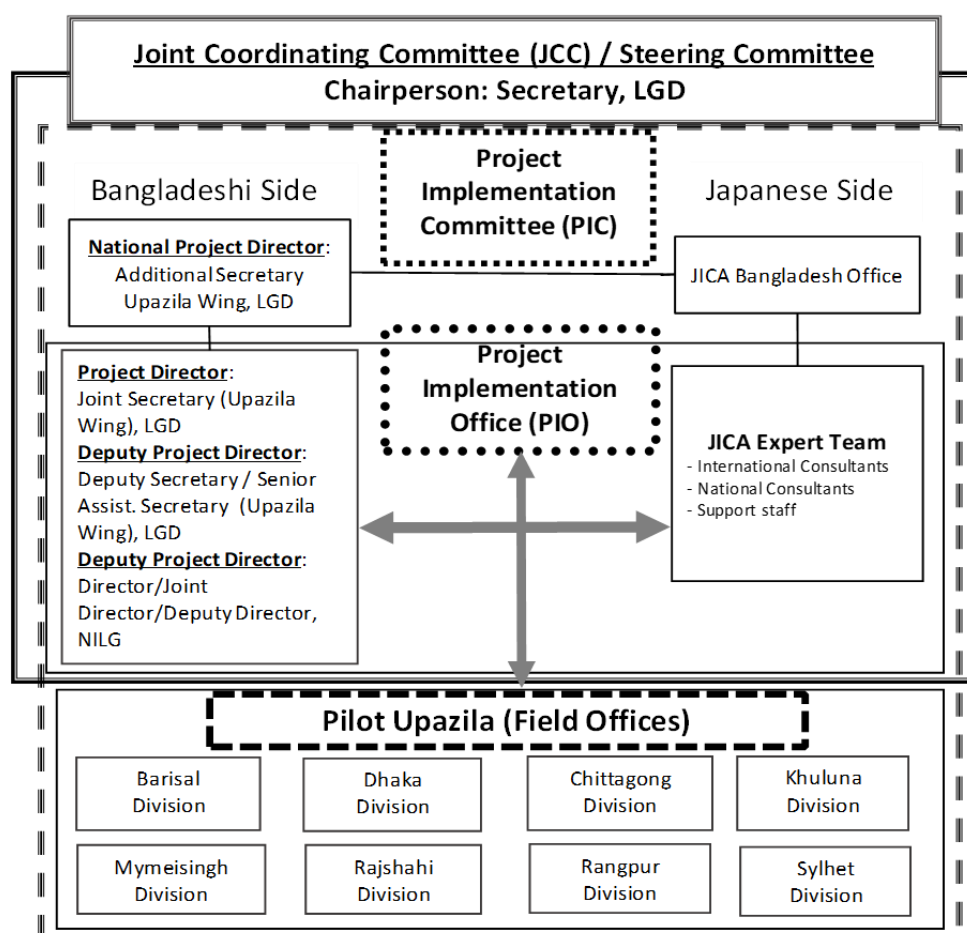


Figure 3-1 Project Implementation Structure of UICDP

#### 3.2 Challenges and Measures in Project Implementation Process

This section describes the challenges identified through the activities in Phase 1 and the measures to overcome them.

### 3.2.1 Challenges Related to Project Implementation System

#### (1) Communication with LGD

The Project Implementation Office of UICDP is situated within the National Institute of Local Government (NILG), far from the Local Government Division (LGD) at the Secretariat. Commuting from the NILG to the Secretariat takes at least one hour, and two or more in heavy traffic. Additionally, a Secretariat Pass is required for entering the Secretariat, making it difficult for the Japanese experts to communicate with LGD frequently.

Therefore, UICDP has instituted a national consultant team that communicates with LGD daily in the absence of the Japanese experts. Specifically, a former government official holding a Secretariat Pass has been recruited to access LGD and communicate with the PD and NPD frequently. This implementation system has ensured smooth communication, thereby contributing to the effective implementation of the project activities.

Hence, UICDP will retain this implementation system during Phase 2, with the national consultant team playing a vital role. Furthermore, as the COVID-19 outbreak may persist for the first few months of Phase 2, the project will adopt a new approach such as online meetings and training sessions.

### 3.2.2 Challenges Related to Project Activities

#### (1) Integrated Coordination Mechanism at Upazila-Level

The project aims to strengthen the integrated coordination mechanism at Upazila-level. This mechanism includes vertical and horizontal linkages. The vertical linkages involve the coordination of the relevant officials at the national (LGD), district (Zila), sub-district (Upazila), Union, and Paurashava-levels. The horizontal linkages intend to involve the coordination of the transferred line department (TLD) officers through the Upazila Committees under the Upazila Parishad. The challenges and solutions to the issues of the vertical and horizontal linkages identified in the project are as follows:

##### 1) Vertical Linkages

To strengthen vertical linkages, an Upazila needs to plan and coordinate development activities to create synergy without duplications among the Unions, or the Unions and Paurashava(s) under the Upazila Parishad. To create vertical linkages, the project plans to deploy Union Development Coordination Committees (UDCCs) and a Town Level Coordination Committee (TLCC). However, a study conducted in Phase 1 has revealed that only a few pilot Upazilas have Unions with active UDCCs. Furthermore, even if a Union had a sufficiently active UDCC in an Upazila, UDCCs in the other Unions in the Upazila are sometimes not formed nor active. As for TLCCs, all six (6) pilot Upazilas with Paurashavas formed their respective TLCCs.

In addition, the UDCCs and TLCCs are not decision-making bodies in the local government institutions. Therefore, it may be difficult to strengthen vertical linkages between the Unions and Paurashava(s), and Upazila through UDCCs and TLCCs.

**Actual status of UDCCs and TLCCs in the 10 pilot Upazilas**

- Among the 10, each of eight (8) pilot Upazilas has at least one Union which formed a UDCC. Of the eight (8), there are only three (3) pilot Upazilas where all of their respective Unions formed UDCCs. There are five (5) pilot Upazilas where at least one of their respective Unions has an active (to a certain degree) UDCC, considering its status in submitting the UDCC meeting resolutions to its Upazila Parishad. However, all the other UDCCs in the same Upazila are not equally active.
- Union Parishads with active UDCCs submitted their development project proposals through their active UDCCs.
- Among the 10, six (6) pilot Upazilas have Paurashavas, and all of Paurashavas formed their respective TLCCs.
- To formulate their respective development plans, four (4) pilot Upazilas which have good relationships with their respective Paurashavas collect information directly from their Paurashavas and not from their TLCCs.
- Among the six (6) Paurashavas, one (1) Paurashava Mayor attends his/her Upazila Parishad meeting almost every time; three (3) attend once to thrice a year; and two (2) do not attend. It is observed that the attendance of Mayors depends on the relationship between the Upazila Parishad and its Paurashava.

With regard to the above, as stated in section 2.2.1 (5), the project has recommended that strengthening linkages through UDCCs and TLCC should not be considered as activities and indicators of the Project Design Matrix in Monitoring Sheet (Version 4). Instead, it has suggested to strengthen the linkages between Union Parishads and Paurashava(s) directly. It is most effective to strengthen vertical linkages using the Upazila Parishad platform, because Union Parishad Chairpersons and Paurashava Mayors are members of the Upazila Parishad. However, only holding discussions within the Upazila Parishad may not be sufficient to realize the vertical coordination. Thus, the Upazila Parishad Chairman needs to request the Union Parishad Chairpersons and Paurashava Mayors to share necessary information on development plans or projects/schemes with the Upazila Parishad. It must be noted that there may be limits to collecting information on their development projects/schemes, because only a few Union Parishads and Paurashavas formulate their development plans.

However, strengthening linkages with the Paurashavas remains a challenge as the Mayors of the Paurashavas do not usually attend the Upazila Parishad meetings. In the pilot Upazilas, only one (1) out of 10 Mayors attends the Upazila Parishad meetings regularly.

Therefore, the project has consistently emphasized the strengthening of vertical linkages in all the guidelines and training workshops for the pilot Upazilas. In formulating the development plan at Upazila-level particularly, the project has emphasized that the Upazilas should collect information on the development activities at Union- and Paurashava-levels to avoid duplications and create synergy. Also through its Guidelines and training, UICDP recommended TLDs to be capable of analyzing the facts and needs of their Unions and Paurashavas, as part of situation analysis. As a result, all pilot Upazilas formulated their development plans taking into consideration the needs of their respective Unions. However, the development plans did not yet fully take into account the needs of their respective Paurashavas. Among the six (6) pilot Upazilas with Paurashavas, only four (4) Upazilas included information on Paurashava development projects/schemes in the resource mapping of the Upazila's development plan.

The project intends to maintain such stance, and continue to recommend extended pilot Upazilas to formulate resource mapping of their respective Unions and Paurashavas, during training opportunities in Phase 2.

## **2) Horizontal Linkages**

Horizontal linkages refer to the coordination among the TLDs through the Upazila Committees.



Therefore, Upazila development plans need to be based on a sound understanding of the work plan of the TLDs at Upazila-level. However, the Performance Assessment Survey of the Upazila Governance and Development Project (UGDP) has revealed that many sector-based Upazila Committees have not been functioning, partly because their mechanisms are not aligned with the Upazila's decision-making system. For example, the sector-based Upazila Committees meet in alternate months, while Upazila Parishad meetings are held every month. In principle, development issues are first discussed at the sector-based Upazila Committees before decision-making by the Upazila Parishad. Furthermore, Upazila Committees are chaired by their own Vice Chairpersons. Their members mainly comprise the chairpersons of the Union Parishads, rather than sector experts. This renders the Committees incapable of making appropriate recommendations to the Upazila Parishad for making policy decisions.

Thus, the project has requested all pilot Upazilas to adopt more practical approaches for strengthening horizontal linkages while respecting the primary roles and functions of the Upazila Committees. For example, it has recommended that the Upazila Committee for Finance, Budget, Planning, and Local Resource Mobilization (UCFBPLRM) should lead the formulation of the Upazila development plans. Therefore, revitalizing the roles and functions of the UCFBPLRM is critical to Upazila development planning.

Additionally, the project has encouraged all pilot Upazilas to collect the required information and data directly from the TLDs in the training workshops and during the project site visit by the Additional Secretary of LGD. Furthermore, it has directed the PD to write to the TLDs requesting budget information from the central ministries. Despite all the efforts made to collect essential information and data on development plans, an information gap persists between the central ministries and the TLDs at Upazila-level, making comprehensive data and information collection challenging.

## **(2) Training Implementation Mechanism of NILG**

NILG is responsible for training all local governments nationwide. As of July 2020, there are 64 districts; 492 Upazilas; 4,554 Unions; 12 City Corporations; and 328 Paurashavas. These numbers exceed the NILG's organizational, budgetary, and physical capacity, making it impractical for the NILG to provide the required training to all these local governments. NILG has been training the local governments on various themes and providing basic training to newly elected representatives following the local government elections. Council members of the Paurashavas have been trained in the year after the elections. These training sessions focus on selected local governments only. With the multiple issues of budget, personnel system, and the facilities of NILG, there is no easy solution.

Under these constraints, the project has been exploring ways for NILG to provide training to more local governments through the formulation of Mid- and Long-Term Training Plan with the WG of NILG. Consequently, a District Resource Team (DRT) mechanism has been proposed, wherein the DRT will provide training to the Upazilas in the District. However, it is difficult to expect NILG and the Government of Bangladesh to provide the resources such as budgets and personnel, required for this mechanism.

From this perspective, the project will continue encouraging NILG and other stakeholders to realize the DRT mechanism. Additionally, the project will focus on promoting collaborations with other training institutions such as the Bangladesh Public Administration Training Centre (BPATC) and the Local Government Engineering Department (LGED), and seek the inclusion of "Upazila Development Planning" as a topic in their regular training program to strengthen the capabilities of the Upazila Nirbahi Officers (UNOs) and Upazila engineers, the key administrative officers of the Upazila. This would create an ongoing cycle even after the completion of the project, whereby UNOs and Upazila Engineers with basic knowledge of Upazila development planning would continually be assigned to an Upazila.

### 3.3 Lessons for Phase 2

The lessons derived from the results of Phase 1, especially those derived from the challenges and measures described in section 3.2, are listed below.

#### (1) Lessons Related to Project Implementation

- UICDP will continue appointing national consultants to communicate with LGD closely for sustained communication between the NPD, PD, DPDs, and Japanese experts, even in the latter's absence. Furthermore, an online training system and other innovative modes of training and meeting need to be explored.

#### (2) Lessons Related to Project Activity

- To strengthen vertical linkages, the Upazila Parishads need to focus on the coordination between the Union Parishads and Paurashavas, the formal decision-making body of these local government institutions, rather than the UDCCs and TLCCs. To establish these vertical linkages, the Upazila Parishads need to collect development plans or information on development projects/schemes from the Union Parishads and Paurashavas, and formulate their development plans based on this information. This concept will be disseminated to all pilot Upazilas regularly.
- To strengthen horizontal linkages, the Upazila Committees need to be activated at Upazila-level. As the Upazila Committees of many Upazila Parishads are malfunctioning, at least the UCFBPLRM that plays a key role in formulating and monitoring development plans should remain operational. Thus, the Upazila Parishad may not need to operate the other Upazila Committees to strengthen horizontal linkages with the TLDs while formulating development plans.
- To increase the coverage of training to all Upazila Parishads, the project will continue encouraging NILG and other stakeholders to realize the DRT mechanism. Simultaneously, the project will explore cooperation with other training institutions such as BPATC and LGED to increase the training opportunities for the UNOs, Upazila Engineers, and other officials playing a vital role in formulating and monitoring development plans at Upazila-level.

## 4 Work Plan for Phase 2

### 4.1 Overview of Phase 2 Activities

The Work Plan for Phase 2 planned at the beginning of the project is presented below.

<b>Original Plan for Phase 2</b>
(1) Output 1 (Mid- and Long-Term Strategy) 1) Support the implementation and monitoring of the Mid- and Long-Term Strategy
(2) Output 2 (Upazila Integrated Development Planning) 1) Add two (2) more Upazilas per Division as pilot Upazilas, and a total of 24 Upazilas will be selected for the pilot activities. 2) Support pilot Upazilas to formulate and implement Upazila development plans.
(3) Output 3 (Mid- and Long-Term Training Plan) 1) Support the implementation of the Mid- and Long-Term Training Plan

However, based on the experiences during Phase 1 and challenges and measures described in Chapter 3, it is considered effective to change a few activities to achieve better outputs and increase their sustainability. Thus, the project team proposes the following three (3) changes regarding Output 2 and 3.

#### (1) Number of Pilot Upazilas

Out of the nine (9) Districts where the pilot Upazilas of Phase 1 are located, a total of eight (8) Districts except for Cox's Bazar District will be selected as pilot Districts. All Upazilas under the pilot Districts will be selected as the extended pilot Upazilas for Phase 2. (For details, refer to section 2.2.3 (6).) This makes it possible to identify challenges and lessons for disseminating the Upazila development planning model nationwide. It also leads to more feasible policy recommendations for LGD after the completion of the project.

With regard to support to Ukhia and Teknaf Upazilas under Cox's Bazar District, UICDP will continue the support provided in Phase 1. This is because the two (2) Upazilas have been severely affected by the influx of Rohingya refugees, and still need intensive support.

#### (2) Support to the Monitoring System

During Phase 2, the project team will partly support the establishment of a monitoring system on the governance status of Upazila Parishad. The team will develop both a format with which Upazila Parishad can report its governance status to LGD and guidelines for such monitoring system. In the monitoring system, Upazila-level information will be sent to LGD via the Deputy Director, Local Government (DDLG) and Director, Local Government (DLG).

At the local level, the project team will study whether the format and guidelines are practical enough. For that purpose, the team will support the initial eight (8) pilot Upazilas. Based on the experiences at these Upazilas, the monitoring system will be improved.

#### (3) Collaboration with Other Training Institutes

The project team will seek collaboration with other training institutes including the Bangladesh Public Administration Training Center (BPATC), Bangladesh Civil Service Administration Academy (BCSAA), and Local Government Engineering Department (LGED). The team will ask these institutes to incorporate the concept of Upazila development planning into their training programs. This aims to provide basic knowledge to the key transferred line department (TLD) officers such as UNO and Upazila

Engineers, and ultimately increase the sustainability of the project activities.

The activities of Phase 2, including the changes described above, were approved in the third Joint Coordination Committee (JCC) Meeting held in August 2020.

## 4.2 Work Plan for Phase 2

The major activities during Phase 2 are presented below.

### (1) Support to the Implementation and Monitoring on the Mid- and Long-Term Strategy

- 1) Support the operation of the Strategy Implementation Committee.
- 2) Support the establishment of the Strategy Implementation Desk (SID), and the SID's monitoring on the implementation status of the Strategy.
- 3) Revise the Mid- and Long-Term Strategy based on the discussion at the Strategy Implementation Committee.

### (2) Support to Piloting the Upazila Development Planning Model at District-Level

- 1) Select eight (8) pilot Districts where the pilot Upazilas are located. All Upazilas under the pilot Districts will be selected as the "extended pilot Upazilas" for Phase 2. District Coordinators are posted at the DDLG offices. The support to Ukhia and Teknaf Upazilas remains the same as Phase 1.
- 2) Assist LGD in issuing a circular to all Upazila Parishads requesting them to formulate development plans based on the Guidelines for Upazila Integrated Development Planning.
- 3) Provide training on development planning to all pilot Upazilas at District-level (tentatively planned from February to March 2021). The training will be mainly web-based, but in-person exercises will be provided as necessary.
- 4) Prior to the training described in 3), provide an orientation session in the form of training of trainers (TOT) to the concerned DDLGs. The TOT will also be web-based, and focus on how to monitor the pilot Upazilas' activities.
- 5) Assist DDLGs in monitoring the formulation and implementation of Upazila development plans. The District Coordinators will support the DDLGs.
- 6) Assist LGD in developing a monitoring format to be used by DDLGs, and drafting guidelines for monitoring on Upazilas' activities. At the field level, the initial eight (8) pilot Upazilas will be supported to study field-level challenges and identify practical lessons.
- 7) Assist LGD in developing a system to monitor the governance status of each Upazila. A system will be web-based in which each Upazila Parishad can fill in the prescribed format and submit it to LGD via DDLG and DLG.
- 8) Revise the Guidelines and Manual for Upazila Integrated Development Planning based on the practical experiences and lessons if necessary.
- 9) Identify good practices and lessons regarding Upazila development plans. Based on the good practices and lessons, make policy recommendations on how to disseminate the Upazila development planning model.
- 10) Assist LGD in working with the Bangladesh Public Administration Centre (BPATC), Bangladesh Civil Service Administration Academy (BCSAA), Local Government Engineering Department (LGED), and other training institutions in incorporating the key concepts of the Guidelines for Upazila Integrated Development Planning into their training programs.

### (3) Support to the Implementation and Monitoring of the Mid- and Long-Term Training Plan

- 1) Support the establishment of the implementation and monitoring mechanism of the Mid- and Long-Term Training Plan. The working group for implementing the Mid- and Long-Term Training Plan will be formed under the Strategy Implementation Committee.
- 2) Support the development of contents of the online basic orientation and Upazila development planning. UICDP will try to have the BPATC, BCSAA, and LGED use the online contents in their training programs.



# Appendix

Upazila Integrated Capacity Development Project  
Project Design Matrix

Date: 4 August 2020

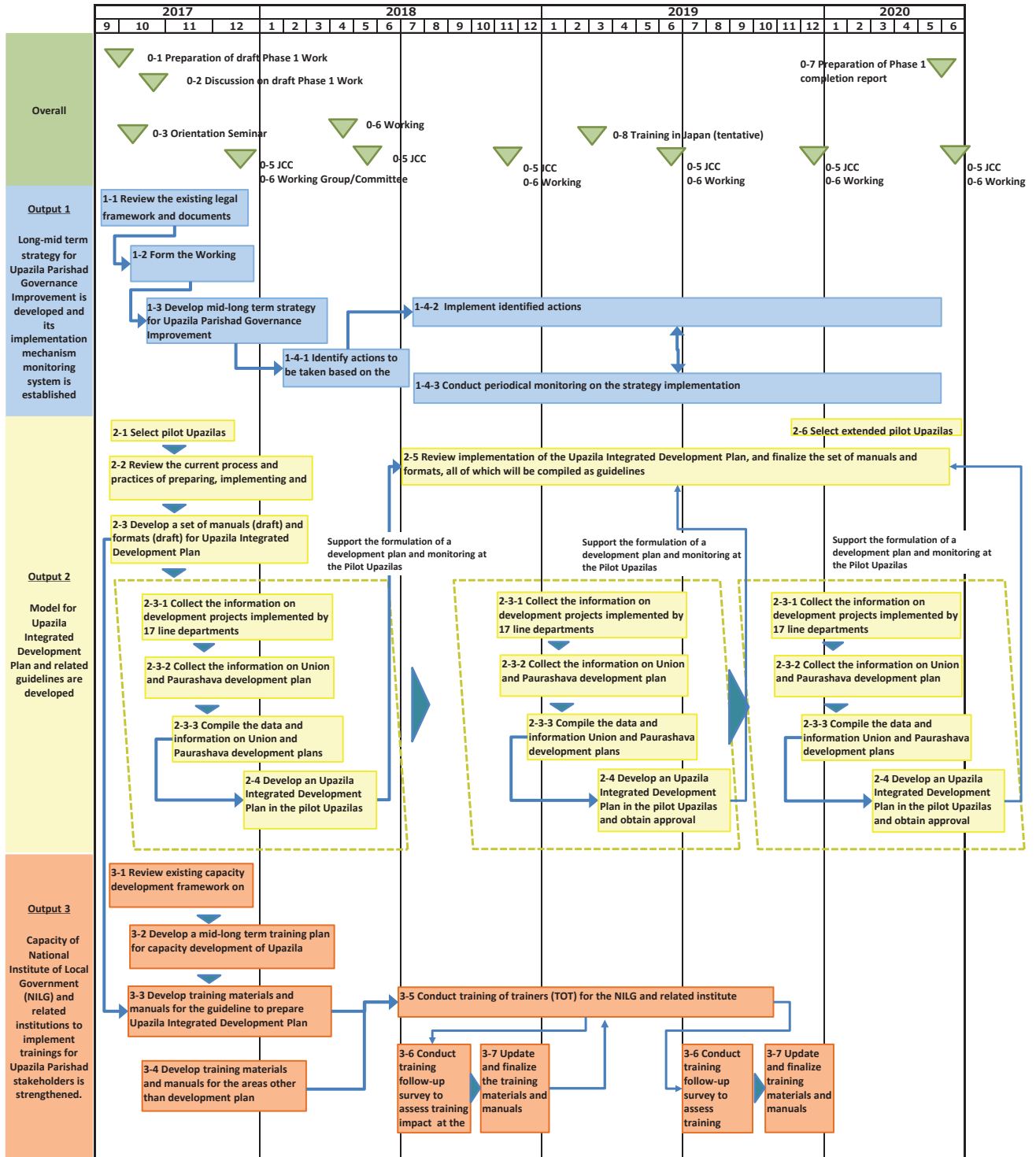
**Project Title:** Upazila Integrated Capacity Development Project (UICDP), People's Republic of Bangladesh  
**Implementing Agency:** Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives, National Institute of Local Government (NILG)  
**Target Group:** LGD, NILG, Upazila Parishad (Upazila Chairman, Vice Chairs, UNO, TLD (Transferred Line Department) Officers, Union Parishad Chairman, etc.)  
**Period of Project:** September 2017 - August 2022  
**Project Site:** 1) All Upazilas  
 2) 8 pilot Upazila Parishads (one from each of the 8 Divisions), additional Ukhia and Teknaf Upazila Parishads  
 3) Pilot Upazilas will be extended from Phase 2 (September 2020 - August 2022) of the project

Narrative Summary		Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Important Assumptions		
<b>Overall Goal:</b>						
Promoting development works and public service delivery, based on the regional characteristics, through strengthened capacity of Upazila Parishad		(1) XXX% of the Strategic Components listed in the roadmap of the Mid- and Long-term Strategy for Upazila Parishad Governance Improvement are implemented	Minutes of the Meeting of Strategy Implementation Committee	/		
		(2) XXX% of the Upazila Parishads nationwide formulate and implement their respective APs, based on the Guidelines for Upazila Integrated Development Planning	Upazila Performance Evaluation Report			
<b>Project Purpose:</b>						
To establish a framework to improve "comprehensive coordination capacity" of Upazila Parishad		(1) XXX% of the Strategic Components listed in the roadmap of the Mid- and Long-term Strategy for Upazila Parishad Governance Improvement are implemented	Minutes of Meeting of the Strategy Implementation Committee	Government policies for strengthening LGIs are maintained		
		(2) XXX% of the extended pilot Upazila Parishads monitor the implementation of their respective formulated APs, based on the Guidelines for Upazila Integrated Development Planning	Quarterly Monitoring Report or Accomplishment Report of the implemented APs			
		(3) At least three (3) government training institutes develop training programs based on the Guidelines and Manual for Upazila Integrated Development Planning	Annual training schedules, training completion reports, or other documents developed by the government training institutes			
<b>Outputs:</b>						
1	Mid-term strategy for Upazila Parishad Governance Improvement is developed and its implementation mechanism and monitoring system is established	(1) Mid-term strategy for Upazila Parishad Governance Improvement is approved by LGD	LGD letter			
		(2) The monitoring guidelines are drafted and implemented in the pilot Upazila Parishads	Drafted monitoring guidelines			
2	Model for Upazila Integrated Development Plan and related guidelines are developed	(1) Guidelines of Upazila Integrated Planning is approved by LGD	LGD letter	(1) Appropriate officers of LGD Upazila Section are assigned as the Project counterparts		
		(2) XXX% of the extended pilot Upazila Parishads formulate their respective APs for FY 2021/22, with at least 10 sectors included in their respective situation analyses	APs for FY 2021/22.	(2) Implementation system of training institutions such as NILG is maintained		
		(3) At least one workshop/training to share good practices among extended pilot Upazila Parishads is conducted per year	Workshop/training materials to share good practices among extended pilot Upazila Parishads.			
3	Capacity of NILG and related institutions to implement trainings for Upazila Parishad stakeholders is strengthened	(1) Mid- and Long-term Training Plan for Upazila Parishad Functionaries (2020-2030) is approved by LGD	LGD letter			
		(2) 50 faculty members from NILG and government training institutes receive TOT using training materials by UICDP	Training Completion Report and other relevant documents			

Appendix 1: Project Design Matrix

Activities:	Inputs (Japanese side)	Inputs (Bangladeshi side)	Important Assumptions	Preconditions
1-1 Review existing legal framework and documents (e.g. Acts, regulations, guidelines etc.) and other Upazila related project activities to analyze institutional / policy environment and identify issues.	(1) <u>Japanese Experts</u> - Chief Advisor / Local Government System 1 - Deputy Chief Advisor / Local Government System 2 - Development Plan - Project Collaboration - Training / Capacity Development - Community Development 1 - M&E / Community Development 2 - Coordination Mechanism - Project Coordinator 1 / Public Relations 1 - Project Coordinator 2 / Public Relations 2 - Rainwater Harvesting System Plan - Rainwater Harvesting System Design & Supervision	(1) <u>Personnel</u> - Project Director 1 (AS, LGD) - Deputy Project Director 2 (JS LGD/JS NILG) - Counterpart personnel (LGD/NILG) - Personnel from Concerned Organizations (e.g. LGED, BRDB)  (2) <u>Equipment and Facilities</u> - Office space and facilities  (3) <u>Local Cost</u> - Salaries/remuneration and other allowances for C/P personnel, running expenses for utilities, tax and CD/VAT, other necessary expense	(1) UDFs are continuously hired by UGDP  (2) Budget for implementing UGDP sub-projects is properly disbursed	(1) Current Upazila Parishad system is maintained  (2) Budget for Upazila ADP is continuously allocated
1-2 Form a working committee to develop mid-long term strategy for Upazila Parishad Governance Improvement.				
1-3 Develop long-mid term strategy for Upazila Parishad Governance Improvement.				
1-4 Identify actions to be taken based on the strategy.				
1-5 Implement actions based on 1-1 to 1-4.				
1-6 Conduct periodical monitoring on the strategy implementation after approval.				
2-1 Select Upazila based on the results of governance performance survey conducted by UGDP and other supplementary studies.	(2) <u>Local Consultants</u> - Local Governance Advisor (1) - Local Governance and Development Plan Expert (1) - Capacity Development Expert (1) - Field Governance and Upazila Capacity Development Expert (1) - District Coordinator (10)			
2-2 Review current process and practices of preparing, implementing and monitoring Upazila development plans as well as similar efforts by other development partners.				
2-3 Develop a set of manuals (draft) and formats (draft) for Upazila Integrated Development Plan (5-year and annual) including already transferred 17 line departments.	(3) <u>Japan / Third Country Training</u>			
2-4 Collect information on development projects implemented by 17 line departments in the pilot Upazila.	(4) <u>Equipment and Facilities</u> - Computers, Printers, Photocopy machines, Vehicles, etc.			
2-5 Collect information on Union and Paurashava development plan (5-year and annual) through Upazila Committee.	(5) <u>Local Activities Cost</u> - Survey, training curriculum / materials, local training, workshops / seminars			
2-6 Compile Union and Paurashava development plans into area-based and sector-based categories through Upazila Committees and Upazila Monthly Committee meetings.				
2-7 Develop Upazila Integrated Development Plan in pilot Upazila based on 2-1 to 2-5 and obtain approval in Upazila Monthly meetings.				
2-8 Review implementation of the Upazila Integrated Development Plan and finalize the set of manuals and formats, all of which will be compiled as guidelines for Upazila Integrated Development Plan.				
2-9 Monitor and review progresses formulating Upazila Integrated Development Plan in expanded pilot Upazila.				
2-10 Fine tune and finalize the guidelines of Upazila Integrated Development Plan based on the activities of 2-8 and 2-9.				
2-11 Fine tune and finalize the set of manuals and formats on formulation of Upazila Integrated Development Plan.				
2-12 Identify good practices of the implementation of Upazila Integrated Development Plan in pilot Upazila and disseminate through social media, workshops, exchange visits etc.				
3-1 Review existing capacity development framework on Upazila stakeholders (e.g. training plan, curriculum) and identify issues. Training Needs Assessment should be conducted.				
3-2 Based on 3-1 and in parallel with 1-3, develop mid-long term training plan for capacity development of Upazila Parishad stakeholders.				
3-3 Develop training materials and manuals. Prepare manuals and modules – sector-based development plan is needed in parallel with 2-1 to 2-7 for guidelines to prepare Upazila Integrated Development Plan.				
3-4 Develop training materials and manuals on necessary subjects in addition to Upazila Integrated Development Plan to be identified through 3-2.				
3-5 Conduct Training of Trainers (TOT) and On-the-Job Training (OJT) for NILG and related institution officials, and implement training for extended pilot Upazila Parishads using training materials and manual developed in 3-3 and 3-4.				
3-6 Conduct training follow-up survey for pilot Upazila to assess training impact at least 2 phases.				
3-7 Update and finalize training materials and manuals based on 3-5 and 3-6.				
3-8 Incorporate training materials and manuals, to be developed through activities 3-3 to 3-6, into training courses for Upazila stakeholders nation-wide, to be contacted by NILG and UGDP.				
3-9 Implement trainings for extended pilot Upazila Parishads using training materials and manuals finalized in 3-7. Documentation center/publication section of NILG will disseminate the training materials prepared by UICDP.				
3-10 Update Mid- and Long-term Training Plan for Upazila Parishad Functionaries (2020-2030) if necessary, to support NILG.				

Appendix 2: Work Flow Chart









Appendix 5: Schedule and Participants List of the Training in Japan

**Schedule in Japan**

Nama of the Course: Learning and Dialogue Programs in Japan “Development Planning and Human Resource Development of Local Governments”

Duration from 2019/10/26 to 2019/11/3


Date	Day	Time	Contents of the Training	Venue/Site
26-Oct	Sat		(Departure Date from Dhaka)	
27-Oct	Sun		(Designated Arrival at Japan)	
28-Oct	Mon	9:00 - 11:30	Local Government System in Japan	Meiji University, Tokyo
		12:30 - 13:30	Lunch	JICA Tokyo Center
		13:30 - 15:00	Briefing	JICA Tokyo Center
29-Oct	Tue	10:00 - 12:00	Program Orientation	JICA Tokyo Center
		12:00 - 13:00	Lunch	JICA Tokyo Center
		14:30 - 15:30	Lecture on Capacity Development System for Officials of Local Government in Japan	Local Autonomy College
		15:30 - 16:30	Observation on facilities of Local Autonomy College	Local Autonomy College
30-Oct	Wed	9:00 - 11:15	Lecture & Discussion on Development Planning System at the Local Government Level in Japan	Japan Productivity Center, Tokyo
		12:00 - 14:30	Lunch during Travel to Komoro City	Lunch in Shinkansen Bullet Train
		14:30 - 16:30	Lecture & Discussion on Actual Practice of Development Planning at a Local Government in Japan	Komoro City, Nagano Prefecture
31-Oct	Thu	10:00 - 12:00	Lecture & Discussion on a Development Planning System in a Local Government in Japan	Chiba City, Chiba Prefecture
		13:40 - 14:30	Lunch	JICA Tokyo Center
		14:30 - 17:00	Review Workshop	JICA Tokyo Center
1-Nov	Fri	10:00 - 11:00	Courtesy Visit to JICA Headquarters	JICA Headquarters
2-Nov	Sat		(Designated date of Departure from Japan)	
3-Nov	Sun		(Arrival Date at Dhaka)	

Appendix 5: Schedule and Participants List of the Training in Japan

List of Participants / 本邦研修参加者一覧

No.	Name and Other Information / 氏名等	Photo / 写真
1	<p><b>Name:</b> Mr. Md. <u>Abdur Rauf</u>  <b>Designation:</b> Additional Secretary, Local Government Division, (PD UICDP)</p> <p>名前：ムハンマド アブドゥル <u>ロウフ</u>            職位：地方行政局 次官補、プロジェクト責任者（郡自治体機能強化プロジェクト）</p>	
2	<p><b>Name:</b> Mr. Md. <u>Borhan Uddin Bhuiyan</u>  <b>Designation:</b> Director (Administration &amp; Coordination), Joint Secretary, NILG</p> <p>名前：ボルハン ウディン <u>ブイヤン</u>            職位：地方行政研修所 局長（総務）</p>	
3	<p><b>Name:</b> Mr. Md. <u>Moniruzzaman</u>  <b>Designation:</b> Director (Program &amp; Evaluation), Joint Secretary, NILG</p> <p>名前：ムハンマド <u>モニルツジャマン</u>            職位：地方行政研修所 局長（プログラム評価）</p>	
4	<p><b>Name:</b> Mr. Mohammad Amin <u>Shorif</u>  <b>Designation:</b> Assistant Chief, Planning, Local Government Division</p> <p>名前：ムハンマド アミン <u>ショリフ</u>            職位：地方行政総局 係長（計画）</p>	
5	<p><b>Name:</b> Mr. Md. Shah <u>Jalal</u>  <b>Designation:</b> Assistant Secretary, Local Government Division</p> <p>名前：ムハンマド シャー <u>ジャラル</u>            職位：地方行政総局 係長</p>	

Appendix 5: Schedule and Participants List of the Training in Japan

6	<p><b>Name:</b> Ms. Jahan <u>Afroz</u>  <b>Designation:</b> Assistant Statistical Officer, Monitoring, Inspection and Evaluation Wing, Local Government Division</p> <p>名前：ジャハン <u>アフロズ</u>          職位：地方行政総局 統計官補佐(モニタリング)</p>	
7	<p><b>Name:</b> Mr. A <u>Jehad</u> Sarkar  <b>Designation:</b> Research Officer, Research and Planning, NILG</p> <p>名前：A <u>ジハード</u> ショルカル          職位：地方行政研修所 研究官(研究計画)</p>	
8	<p><b>Name:</b> Mr. A B M <u>Mahbub</u> Alam  <b>Designation:</b> Deputy Chief, Planning, Planning Division</p> <p>名前：A B M <u>マハブーブ</u> アラム          職位：計画総局 課長(計画)</p>	

(as of 26 October 2019)

**Government of the People's Republic of Bangladesh**  
**Ministry of Local Government, Rural Development & Cooperatives**  
**Local Government Division**  
**Upazila-2 Section**

**Upazila Integrated Capacity Development Project**

**Minutes of the First Meeting of the Joint Coordination Committee**

The first meeting of the Joint Coordination Committee (JCC)<sup>1</sup> of the Upazila Integrated Capacity Development Project (UICDP) was held on 13 August 2018, Monday at 3.30 p.m. in the Conference Room of the Local Government Division (LGD). The meeting was chaired by Dr. Zafar Ahmed Khan, Senior Secretary, the LGD. The list of the participants of the meeting is attached as Annex A.

2. At the outset, the Chairperson welcomed the participants in the meeting and requested them to introduce themselves. After the self-introduction, he drew attention to the agenda and requested Mr. Ikeda Kenzo, the team leader of JICA expert team to make presentations.

**3. Presentation**

Mr. Ikeda Kenzo made agenda-wise presentations as follows:

**3.1. Project Introduction**

In the introductory presentation, Mr. Ikeda Kenzo informed that the UICDP is a technical assistance project being implemented by the LGD. JICA is its development partner and the National Institute of Local Government (NILG) is its co-implementer. The project duration is from August 2017 to July 2022. The key objective of the project is to improve the comprehensive coordination capacity of Upazila Parishad. He added that the JCC is the highest decision-making body and would provide guidance for the smooth implementation of the project activities. As it was the first meeting of the JCC, he described the composition and terms of reference of the JCC. He also added that one of the important functions of the JCC is to approve annual work plans of the project. He shared other relevant information in a nutshell such as project purpose, project outputs, project activities, implementation structure, and collaboration with the Upazila Governance and Development Project (UGDP).

**3.2. Main Agenda-1: Work Plans of the UICDP**

3.2.1. At the beginning, Mr. Ikeda pointed out that one of the important agendas of the meeting was the approval of the Annual Work Plan FY 2018-19. However, for better understanding of the members, he shared the Overall Work Plan of the UICDP first. Then, he described the activities implemented so far since its preparatory stage, i.e., in FY 2017-18, which were as follows:

- Selection of eight (8) pilot Upazilas from each Division with the approval of the LGD, and dispatch of a District Coordinator to each pilot Upazila (Bakerganj, Bijoynagar, Gajaria, Chuadanga Sadar, Gaffargaon, Ullahpara, Kaliganj and Baralekha)
- Development of draft formats and manuals for Upazila integrated development plans

<sup>1</sup> The JCC is the highest decision-making body of JICA's technical assistance project. It is equivalent to the "Project Steering Committee (PSC)" which is commonly used in Bangladesh.

- Provision of training and technical support to pilot Upazilas for preparing annual development plans

As a result, all the pilot Upazilas successfully formulated their Annual Development Plans for FY 2018-19.

3.2.2. Then he placed the Annual Plan for FY 2018-19 with necessary explanations on the planned activities against each output.

Project Output	Planned activities for 2018-19
1. Development of the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement	<ul style="list-style-type: none"> <li>• Form the Working Committee to Develop the Strategy.</li> <li>• Develop the draft Strategy, and finalize it upon JCC's approval.</li> <li>• Form the Strategy Implementation Committee.</li> <li>• Implement and monitor the Strategy.</li> </ul>
2. Establishment of an advanced model on Integrated Upazila Development Plan	<ul style="list-style-type: none"> <li>• Monitor the implementation of the AP for FY 2018-19.</li> <li>• Identify lessons learnt, and improve the draft manual.</li> <li>• Support pilot Upazilas to formulate the Five-Year Plan (FYP) and AP for FY 2019-20.</li> </ul>
3. Capacity development of NILG and related institutions for conducting training for Upazila Parishad stakeholders	<ul style="list-style-type: none"> <li>• Develop a draft Mid- and Long-Term Training Plan for capacity development of Upazila stakeholders.</li> <li>• Conduct training for pilot Upazilas on the formulation of the FYP and AP.</li> <li>• Conduct TOT for the NILG and other institutions.</li> </ul>

For developing the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement (Output1), he explained that the Working Committee should be formed in line with the Technical Project Proposal (TPP). The proposed structure of the Working Committee is as follows.

<b>Chairman</b>	<ul style="list-style-type: none"> <li>• National Project Director</li> </ul>
<b>Member</b>	<ul style="list-style-type: none"> <li>• Project Director (LGD)</li> <li>• Representative, Planning Commission</li> <li>• Representative, Planning Wing, LGD</li> <li>• Representative, MIE Wing, LGD</li> <li>• Representative, Upazila Wing/Branch, LGD</li> <li>• Representative, Upazila Governance and Development Project (UGDP)</li> <li>• Representative, LGED</li> <li>• Representative, DPHE</li> <li>• Deputy Project Director (NILG)</li> <li>• Representative, JICA Bangladesh</li> <li>• Representative, development partners</li> </ul>
<b>Member Secretary</b>	<ul style="list-style-type: none"> <li>• Deputy Project Director (LGD)</li> </ul>

At this stage, he sought JCC's approval on preparatory activities implemented in FY 2017-18 and the proposed Annual Work Plan for FY 2018-19.

### 3.3. Main Agenda-2: Support to Host Communities Affected by the Rohingya Refugee Influx

In the last presentation, the team leader informed that, in July 2018, the UICDP, UGDP and JICA Bangladesh have conducted a joint field survey on the status of host communities affected by Rohingya Refugee influx. The survey revealed that both Ukhiya and Teknaf Upazila Parishads do not have sufficient information on the on going projects implemented by different organizations within the Upazilas. As a result, they cannot identify the areas they need to invest their resources. They need support for resource mapping and formulation of their development plans. It is, therefore, proposed

that the UICDP would dispatch a District Coordinator to Ukhiya and Teknaf Upazilas for providing technical assistance in resource mapping as well as development planning. He also explained the role of the District Coordinator in the existing framework of support to host communities.

#### **4. Discussion**

After the presentations, the Chairperson opened the floor and requested the officials from different ministries/divisions/organizations for their comments, queries and opinions on the Annual Work Plan for FY 2018-19, and other issues. He specifically mentioned that comments from the representatives of the Implementation Monitoring and Evaluation Division (IMED) and other Divisions of the Planning Commission were very important.

4.1. Mr. Nikhil Kumar Das, Deputy Chief, Planning Commission, pointed out that importance of the linkage between Upazila-level planning and national plans such as Five-Year Plan and Perspective Plan. In this connection, the Chairperson said that it is critical to create awareness about national plans, SDGs, and other national priorities among Upazila-level stakeholders. All these documents should be taken into consideration in the preparation of Upazila development plans, and capacity development programmes should be taken accordingly.

4.2. Mr. Md. Mahabubul Haque Patwary, Deputy Chief, Ministry of Agriculture, suggested that last slide on Rohingya issue, a figure showing the conceptual image of the additional support to the host communities, can be easy to understand.

4.3. Mr. Md. Golam Yahia, Director Training, NILG, pointed out that capacity development for Upazila stakeholders is important, but ensuring sufficient resources is equally important.

4.4. Mr. Bashir Ahmed, Joint Secretary, the Economic Resources Division (ERD), proposed to include representative(s) from the Ministry of Disaster Management & Relief and Public Safety Division in the JCC. He was given reply that the structure of the JCC is presented in the TPP, and such inclusion is not possible at this stage.

4.5. As requested by the Chairperson, Mr. Ikeda Kenzo responded to the queries and observations. Regarding alignment with national plans, he mentioned that the project has been providing training to pilot Upazilas, and in the training, linkage with national plans and SDGs was emphasized. Regarding the involvement of the Planning Commission, he added that a working committee would develop the Strategy. A representative from the Planning Commission will be involved in the formulation process as a member of the committee. In this connection, the Deputy Chief suggested to include a representative from General Economic Division (GED) of the Planning Commission in the committee.

4.6. The Chairperson pointed out that training is important for capacity enhancement in the area of management, leadership, resource mobilization and coordination. However, training is not always effective. Demonstration of the result of the training is a challenge. He requested to revisit the training manuals and processes so that it could yield better result. He emphasized the importance of model development plans for Upazila, and added that Upazila should be seen as an effective coordinating agency for all development activities.

4.7. Mr. Mitomori Koji, Senior Representative, JICA Bangladesh Office, in his short deliberation, put importance on the proactive role of the LGD, NILG and the project team for successful implementation of the project. He also emphasized the outcomes of the training program.



## 5. Decision

After the discussions above, the following decisions were taken:


5.1. The Annual Work Plan of the UICDP for FY 2018-19 has been approved.

5.2. Preparatory activities accomplished by the project during FY 2017-18 have been given post-facto approval.

5.3. The formation of the Working Committee for the Formulation of the Mid- and Long-Term Strategy of Upazila Parishad Governance Improvement has been approved. The Planning commission will be represented in the committee by a representative from the General Economic Division (GED). Any other relevant members may also be co-opted by the committee if needed. The LGD will issue a notification regarding the formulation of the committee above.

5.4. The proposal placed in the meeting for providing support to host communities affected by the Rohingya Refugee influx has been approved.

Having no other agenda for discussion, the meeting was ended with a vote of thanks from the Chairperson.

  
(Dr. Zafar Ahmed Khan)  
Senior Secretary

**Government of People's Republic of Bangladesh**  
**Ministry of Local Government, Rural Development and Cooperatives**  
**Local Government Division**

Upazila Integrated Capacity Development Project

**Minutes of the Second Meeting of the Joint Coordination Committee**

The second meeting of the Joint Coordination Committee (JCC) of the Upazila Integrated Capacity Development Project (UICDP) was held at the conference room of the Local Government Division (LGD) at 4.00 p.m. on Tuesday, 24 September 2019. As the Secretary, Local Government Division was in abroad, the meeting was chaired by Mr. Md. Aminul Islam Khan, Additional Secretary (Administration), LGD. The list of the participants of the meeting is attached as Annex-A.

2. At the onset of the meeting, the Chairperson welcomed the participants. The Chairperson drew attention of the participants to the minutes of the first JCC meeting and asked if they had any comments or observations on the minutes. As there was no comment or observation, the minutes was confirmed as presented.

Then, the Chairperson requested Mr. Ikeda Kenzo to make an agenda wise presentation.

### **3. Presentation**

#### **Agenda 1: Review of the First JCC meeting**

3.1 Mr. Ikeda Kenzo presented the decisions taken in the first JCC meeting along with the implementation status of each decision. It was found that all the four decisions taken in the meeting had been duly implemented.

3.2 Kazi Mahbubul Alam, Deputy Secretary, Health Services Division (HSD), Ministry of Health and Family Welfare, wanted to know the supports being provided by UICDP to the host communities in Ukhia and Teknaf. In response, Mr. Ikeda mentioned that UICDP provides technical supports to the two Upazila Parishads to formulate their development plans. Mr. Abdur Rauf, Project Director, added that 8(eight) Upazilas from 8(eight) Divisions were initially selected as pilot Upazilas to provide technical assistance for the formulation of development plans such as Five-Year Plan (FYP) and Annual Development Plan (AP). According to the decision of the first JCC meeting, Ukhia and Teknaf have



been included as Pilot Upazilas for providing the same technical assistance like the initially selected eight pilot Upazilas.

**Agenda 2: Overview of UICDP**

3.3 Mr. Ikeda mentioned that, because one year has been passed since the first meeting of JCC, the presentation on the overview of the UICDP would help the JCC members have a good understanding about the project. He briefly explained the goal, purpose, outputs, basic structure and methodology/technical approach of the project and its collaboration with UGDP & EALG. He also mentioned the progresses so far made by the project.

3.4 At this stage, the Chairperson thanked Mr. Ikeda for presenting the overview of the project and progresses as well. He suggested to present the Annual Work Plan for 2019/20.

**Agenda 3: Annual Work Plan for FY 2019/20**

3.5 Mr. Ikeda presented the key activities to be implemented in FY 2019/20 and also discussed the points to be considered for each of the activities. The planned key activities were as follows:

Outputs	Key activities to be implemented in FY 2019/20
1: Mid- and Long-Term Strategy	1.1 Develop the draft Strategy, and hold the central and local consultations, and finalize the Strategy upon JCC’s approval. 1.2 Form the Strategy Implementation Committee, and implement and monitor the Strategy.
2: Upazila Integrated Development Plan	2.1 Develop a draft Mid- and Long-Term Training Plan for capacity development of Upazila stakeholders. 2.2 Monitor the implementation of the FYP and AP. 2.3 Based on the lessons learnt, Improve the draft guidelines and manual, and finalize them.
3: Capacity Development	3.1 Develop a draft Mid- and Long-Term Training Plan for capacity development of Upazila stakeholders. 3.2 Organize training for pilot Upazilas on the formulation of FYP and AP. 3.3 Conduct TOT for the NILG and other institutions.

3.6 Mr. Ikeda showed the major activities already conducted since the beginning of the current fiscal year (up to September 2019) along with the activities to be implemented in the next few months. The activities already conducted during the current fiscal year under different outputs were as follows:

**Output 1: Mid- and Long-Term Strategy**

- The intensive discussion program on Upazila governance was held on 5 and 6 July 2019. The draft Strategy has been thoroughly discussed during the program.
- The 4<sup>th</sup> meeting of the Working Committee was held on 5 August 2019. The English draft was approved by the Committee, and the Bengali version is currently being prepared.

**Output 2: Upazila Development Planning**

- Training on Upazila development planning were organized in late July 2019. All pilot Upazilas have attended the training sessions.
- LGD, with support from the Project Implementation Office, has been providing the follow-up training to each pilot Upazila.
- The pilot Upazilas are currently preparing the FYP and AP.
- The second drafts of the Guidelines and Manual for Upazila Integrated Development Planning were prepared.

**Output 3: Mid- and Long-Term Training Plan**

- The fourth meeting of the Working Group was held in 9 September 2019 to discuss the training subjects for Upazila Parishad public representatives and other stakeholders.

#### **4. Discussion**

At the end of the presentation and in reply to a question of the Chairperson, Mr. Ikeda mentioned that, the draft Bengali version of the Strategy will be prepared by the end of the October 2019. Then, the Chairperson invited the participants for open discussions and requested them to give their opinions and comments.

4.1 Kazi Mahbubul Alam, Deputy Secretary, HSD, opined that concerned ministry/division may be requested to assign one officer for attending JCC meeting and the working paper of the meeting should be distributed well ahead of the meeting. He also requested to upload the draft strategy and guidelines on the web-site. The points were well taken and relevant information were shared in the meeting.



4.2 Mr. Zahirul Islam, Deputy Secretary, LGD, proposed to include one representative from Ministry of Disaster Management and Relief in JCC. In response, Mr. Ikeda mentioned that formation of JCC is mentioned in TPP. It may be included in the next revision of TPP. Alternative proposal was placed to co-opt a representative from Ministry of Disaster Management and Relief as a member of Working Committee, and it was agreed upon.

4.3 In response to a question about the progress of the project, Mr. Ikeda mentioned that the “Mid- and Long-Term Strategy for Upazila Governance Improvement” was at the final stage and draft “Model on Development Planning” was being experimented at the pilot Upazilas. He assured that both the documents would be finalized within the remaining project period. Regarding the sequence of completing the “Strategy” and the “Model”, he added that the draft of the both documents would be improved parallaly based on the feedbacks from the pilot Upazilas as well as LGD and other ministries/departments. The Bengali version of the Strategy will be completed by the end of this year. The content of both the documents will be finalized keeping synergies with each other.

4.4 Mr. Shamsul Alam, Chairman, Upazila Parishad, Bakerganj and the member of JCC, pointed out that he had the opportunity to take training on the development planning organized by UICDP. Bakerganj Upazila has formulated and implemented the A Pin the previous fiscal year, and being formulating the FYP and AP of the current year. He mentioned that a certain amount of fund is required to meet the related expenditures in formulating FYP and AP. However, there is no provision of such fund. An instruction from LGD is required for using the fund from allocated ADP or local revenue for this purpose. He also pointed out, with some examples, that the Upazila Parishad or the Upazila Parishad Chairman is not consulted nor even informed about the development activities of different government departments within the territory of the Upazila. He sought intervention of LGD and UICDP.

4.5 The Chairperson replied that, the issue of the fund may be examined. However, the other issue requires a high-level political decision. He mentioned that, there are a lot of challenges and scopes to improve the functioning. Therefore, UICDP and also UGDP may identify the issues and come up with some recommendations or solutions.

4.6 Mr. Watanabe, representative of JICA Bangladesh, pointed out the issues regarding FYP and AP formulation at the Pilot Upazilas and developing the draft Strategy by



UICDP. He emphasized that the implementation and monitoring of development plans should be the routine work of the Upazila Parishad. He also shared that, UGDP is going to conduct the Mid-Term Review in addition to Annual Performance Assessment. He put importance on linking the UGDP findings and the recommendations of the Strategy.

4.7 In response to a question of Mr. Kazi Mahbubul Alam regarding the support in Ukhia and Teknaf Upazila, Mr. Ikeda mentioned that, the District Coordinators were deployed at Teknaf and Ukhia, and the resource mapping had been completed. Basic data and information had been collected. Concerned persons of the Upazila Parishads have been trained on development planning. Mr. Rauf complemented that, there is no scope to intervene beyond the scope of the project in any Upazilas including Teknaf and Ukhia. Mr. Watanabe added that, although there is no scope to intervene through UICDP, UGDP, a sister project of UICDP, can intervene as it provides an additional amount of BDT15 million as a support to each of the two Upazilas. Mr. Mohsin, Project Director of UGDP, informed that usually UGDP provides an additional amount of BDT5 million in each Upazila. Considering the present situation, Teknaf and Ukhia Upazilas are entitled to receive BDT 15 million as additional development fund from UGDP which are being used in a bottom-up approach of development.

## 5. Decisions:

After the discussions above, the following decisions were taken:

5.1 The Annual Work Plan for FY 2019-2020 has been approved.

5.2 The working paper and relevant documents will be sent to the members of the JCC at least 3 days before the date of the meeting.

5.3 A representative from Ministry of Disaster Management and Relief will be co-opted as a member of the Working Committee of UICDP.

Having no other agenda for discussion, the meeting was ended with a vote of thanks from the Chairperson.

Signed

(Md.Aminul Islam Khan)  
Additional Secretary  
Local Government Division



No. 46.600.006.00.00.002.2018-60.

Date: 20/10/2019

Copy forwarded for kind information and necessary action to: -

1. Cabinet Secretary, Cabinet Division, Bangladesh Secretariat, Dhaka.
2. Senior Secretary, Ministry of Social Welfare, Bangladesh Secretariat, Dhaka.
3. Secretary, Economic Relation Division, Ministry of Finance, Planning Commission Campus, Sher-e-Bangla Nagar, Dhaka.
4. Secretary, Finance Division, Ministry of Finance, Bangladesh Secretariat, Dhaka.
5. Secretary, Implementation, Monitoring and Evaluation Division, Ministry of Planning, Sher-e-Bangla Nagar, Dhaka.
6. Secretary, Ministry of Agriculture, Bangladesh Secretariat, Dhaka.
7. Secretary, Health Services Division, Bangladesh Secretariat, Dhaka.
8. Secretary, Ministry of Fisheries and Livestock, Bangladesh Secretariat, Dhaka.
9. Secretary, Ministry of Primary and Mass Education, Bangladesh Secretariat, Dhaka.
10. Secretary, Ministry of Women and Children Affairs, Bangladesh Secretariat, Dhaka.
11. Secretary, Ministry of Youth and Sports, Bangladesh Secretariat, Dhaka.
12. Secretary, Rural Development and Cooperatives Division, MoLGRD&C
13. Member, Agriculture Water Resources and Rural Institution, Planning Commission.
14. Director General, National Institute of Local Government (NILG), Agargaon, Dhaka.
15. Chief Engineer, Local Government Engineering Department (LGED), Agargaon, Dhaka.
16. Additional Secretary (Admin), Local Government Division, Bangladesh Secretariat, Dhaka.
17. Additional Secretary (Upazilla), Local Government Division, Bangladesh Secretariat, Dhaka.
18. Director General, MIE Wing, Local Government Division, Bangladesh Secretariat, Dhaka.
19. Joint Chief, Local Government Division, MoLGRD&C, Bangladesh Secretariat, Dhaka.
20. Project Director, Upazilla Governance and Development Project (UGDP), DPHE Bhaban, Dhaka
21. Deputy Secretary, Upazila-2, Local Government Division, Bangladesh Secretariat, Dhaka.
22. Chairman, Upazilla Parishad, Bakerganj Upazilla, Barishal/ Chuadanga Sadar Upazilla, Chuadanga.
23. Mitomori Koji, Senior Representative, JICA Bangladesh Office, Dhaka.
24. Hiroki Watanabe, Representative, JICA Bangladesh Office, Dhaka.



20.10.19

Md. Abdur Rauf  
Project Director & Joint Secretary  
Local Government Division

**Copy for information and necessary action:**

1. Deputy Secretary (Security-2), Public Safety Division, Ministry of Home Affairs, Bangladesh Secretariat, Dhaka (Requested to allow entrance with vehicle)
2. Deputy Secretary (Admin-2), Local Government Division, MoLGRD&C, Bangladesh Secretariat, Dhaka.
3. PS to Secretary, Local Government Division, Bangladesh Secretariat, Dhaka.  
PO to Additional Secretary (Admin), Local Government Division, Bangladesh Secretariat, Dhaka.

## List of Participants

Sr. no.	Name	Designation
1.	Md. Aminul Islam	Additional Secretary, LGD
2.	Md. Abdul Wadud Chowdhury	Deputy Secretary, Cabinet Division
3.	Numeri Zaman	Deputy Secretary, LGD
4.	Amitavh Sarker	Additional Secretary, LGD
5.	Md. Zahirul Islam	Deputy Secretary, LGD
6.	Md. Abdur Rauf	Joint Secretary, LGD
7.	Md. Mohsin	Project Director, UGDP, LGD
8.	Md. Nayeb Ali	Deputy Secretary, MoSW
9.	Md. Sayed Ahsan	Deputy Secretary, MoYS
10.	Kazi Mahbul Alam	Deputy Secretary, HSD, MH & FW
11.	Arun Kumar Chowdhury	Deputy Project Director, MDSP
12.	Monjurul Alam	Assistant Chief, MoFC
13.	Md. Habibullah	Maintenance Engineer, MOPMF
14.	Hiroki Watanabe	Representative, JICA
15.	Dr. Mobasser Monem	Professor, Dhaka University
16.	Sanjida Haque	Sr. Program Officer, JICA
17.	Md. Shamsul Alam	Chairman, Bakerganj Upazila Parishad
18.	Ikeda Kenzo	Team Leader, UICDP
19.	Asaba Keitaro	M & E Expert, UICDP
20.	Masahiko Suginaga	Consultant, UICDP
21.	Md. Akram Husain	Sr. Consultant, UICDP
22.	M. Khairul Kabir	National Consultant, UICDP
23.	Md. Asaduzzaman	Consultant, UICDP
24.	A.H.M. Shahidul Islam	Consultant, UICDP
25.	Nadira Sultana	Office Secretary, UICDP
26.	Noshih Bin Amzad	Jr. Consultant, UICDP
27.	Abdullah Al Noman	Jr. Consultant, UICDP
28.	Khalid Hasan	Assistant Office Secretary, UICDP



## **Terms of Reference for District Coordinator**

### **Upazila Integrated Capacity Development Project (UICDP)**

#### **1. Background**

The Upazila Integrated Capacity Development Project (UICDP) is a technical assistance project implemented by the Local Government Division (LGD) and supported by Japan International Cooperation Agency (JICA). The project aims at strengthening the administrative capacity of Upazila Parishads, highlighting the comprehensive coordination capacity. The project will support Upazila Parishads to formulate and implement development plans, including the Five-Year Plan (FYP) and annual development plans (AP) with effective coordination among Upazila Parishad, Union Development Coordination Committee (UDCC), Town Level Coordination Committee (TLCC), and National Building Departments (NBDs).

The UICDP is divided into two (2) phases: Phase 1 from September 2017 to May 2020; and Phase 2 from July 2020 to August 2022. During Phase 1, eight (8) District Coordinators are assigned to provide technical support to eight pilot Upazilas, namely Bakerganj, Bijoynagar, Gajaria, Chuadanga Sadar, Gaffargaon, Ullahpara, Kaliganj and Baralekha. To ensure smooth and effective implementation of the project activities at these pilot Upazilas, the District Coordinators will provide an extensive support to pilot Upazilas.

#### **2. Scope of Works**

The District Coordinators will be assigned to the office of the Deputy Director, Local Government (DDLG) at the concerned District, but they will mainly work at the Upazila level, in particular during Phase 1. The Coordinators will play catalytic roles in the improvement of local governance at the Upazila Parishad through providing technical support to Upazila Parishad Chairmen, Vice Chairs, UNOs and other NBD officers at the Upazila level. The roles and responsibilities of the District Coordinators are presented below.

##### **(1) General tasks**

The District Coordinators shall perform the following tasks during the project period.

- 1-1) Study the objectives, outputs, and activities of UICDP, and other relevant projects such as EALG, LGSP-3, UZGP, and UPGP.
- 1-2) Study laws, rules and other legal instruments related to Upazila Parishads.
- 1-3) Be familiar with the assigned pilot Upazilas by visiting all the concerned Union Parishads, Paurashavas and NBD offices.
- 1-4) Assist Upazila Parishad Chairmen, Vice-Chairs, UNOs and other NBD officers in formulating, implementing and monitoring the Five-Year Plan (FYP) and annual development plan (AP).
- 1-5) Prepare monthly and quarterly reports on the progress of the activities at the pilot Upazilas in accordance with the formats provided by the Project Management Unit (PMU), and submit them to the PMU and the concerned DDLG.
- 1-6) Provide technical and administrative assistance to the PMU, and International and National Consultant Team.

##### **(2) Specific tasks**

In addition to the general tasks, the District Coordinators shall perform the following specific tasks in the respective periods.

### **April - June 2018**

- 2-1) Assist Upazila Parishad Chairmen, Vice-Chairs, UNOs and other NBD officers in formulating the annual development plan. Detailed activities to be assisted by the District Coordinators include the following.
- a) To develop an action plan for formulating an annual development plan (AP) for FY 2018/19, and the implementation of the action plan.
  - b) To set up necessary institutional framework for formulating the AP, especially to revitalize the Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization and to create a Project Selection Committee and a Technical Group on Planning in the Upazila Parishad.
  - c) To collect data and information on development activities of the concerned Union Parishads, Paurashavas and NBDs, and their proposals for schemes and projects if any.
  - d) To coordinate with the concerned Union Parishads, Paurashavas, and NBDs, and formulate a draft AP for FY 2018/19 in accordance with the manuals/formats prepared by the PMU.
  - e) To undertake necessary steps, such as organizing stakeholder meetings to gather comments from local people on the key components of the draft AP.
  - f) To approve the final AP at the Upazila Parishad meeting.
- 2-2) Ensure better implementation of project activities at the Upazila level in close communication with the PMU. More specifically, the District Coordinators shall perform the following tasks.
- a) To report the progress of the AP formulation in accordance with the action plan above.
  - b) To report all activities at the pilot Upazilas to the PMU.
  - c) To ask advice and guidance from the PMU to provide a necessary technical assistance in formulating the AP.

### **July 2018 - June 2019**

**(when the initial contact of April-June 2018 is extended beyond July 2018 onwards, the following TORs are to be performed by the District Coordinators)**

- 3-1) Assist Upazila Parishad Chairmen, Vice-Chairs, UNOs and other NBD officers in implementing and monitoring the AP and preparing the Five-Year Plan (FYP) for FY2019/20-2023/24 and the AP for FY2019/20. Detailed activities that the District Coordinators will assist are presented below.
- a) To implement the AP for FY2018/2019, including monitoring on and reporting of the progress of the AP at Upazila Committees meetings and monthly meetings of Upazila Parishad.
  - b) To develop a work plan for formulating the FYP FY2019/20-2023/24 and the AP for FY2019/20 in accordance with the manuals or guidelines being prepared by the PMU.
  - c) To ensure that all necessary institutional framework is set for formulating the FYP, especially to revitalize the Upazila Committee on Finance, Planning and Local Resource Mobilization, the Project Selection Committee and the Technical Group on Planning in the Upazila Parishad.
  - d) To undertake necessary steps, such as organizing stakeholder meetings to gather comments from local people on the key components of the draft FYP.
  - e) To ensure that all the necessary data and information is collected.
    - e-1) Socio-economic data and information of the concerned Union Parishad, Paurashavas and NBDs.
    - e-2) Information on development activities and budgets of the concerned Union Parishads, Paurashavas and NBDs. Such information on District may need to be collected as instructed by the PMU.
    - e-3) Proposals for schemes and projects of the concerned Union Parishads, Paurashavas and NBDs if any.
    - e-4) Information on the Annual Development Program (ADP), in particular the actual amount and disbursement timing of the ADP block grant and special grant. Such information shall be accounted for the FYP.
    - e-5) Information on other resources such as the funds available by the central departments to the Upazila-level NBDs (e.g. amounts and timings) and other resources mobilized locally.
  - f) To coordinate with the concerned Union Parishads, Paurashavas and NBDs, and formulate the draft FYP and AP in accordance with the manuals or guidelines being prepared by the PMU.
  - g) To organize stakeholder meetings to gather comments from residents on the key components of the draft FYP and AP.
  - h) To ensure that the FYP/AP are formulated and approved in accordance with the key components (e.g.

situational analysis, setting of vision and goals, budgeting, prioritization, M&E system, and others.) stipulated in the manuals or guidelines.

- i) To monitor the progress of the FYP and AP at the meetings of Upazila Committees and Upazila Parishad.
  - j) To revise the FYP and AP as necessary.
  - k) To inspect the projects/schemes listed in the AP as needed.
  - l) To address any issues raised by Upazila-level stakeholders related to development planning.
  - m) To undertake necessary consultations with stakeholders, and field visits to appreciate the Upazila's needs and challenges.
  - n) To implement training to relevant stakeholders as needed.
- 3-2) Ensure better implementation of project activities at the Upazila level in close communication with the PMU. More specifically, the District Coordinators shall perform the following tasks.
- a) To report the progress of the AP in accordance with the action plan above.
  - b) To report all activities at the pilot Upazilas to the PMU.
  - c) To review and analyze what works and does not work well in the pilot Upazila in terms of the institutional frameworks in comparison with what are recommended in the manuals or guidelines. Then to identify what are the capacity gaps.
  - d) To ask advice and guidance from the PMU to provide a necessary technical assistance.

### **From July 2019 and onwards**

The District Coordinators will continue to provide necessary technical supports to pilot Upazila to ensure that the pilot Upazila will formulate the new FYP and the AP in accordance with the draft guidelines to be drafted by the PMU. Tasks to be performed from July 2019 are the same as the tasks from July 2018-June 2019.

The District Coordinator will continue to draw necessary lessons learnt at the pilot Upazilas and provide suggestions/recommendations to improve the quality of the draft guidelines.

The District Coordinator will also share the lessons and good practices with the PMU and other District Coordinators for knowledge sharing.