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Ministry of Local Government,
Rural Development and Cooperatives
Local Government Division

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Upazila Integrated Capacity Development Project （UICDP）

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Mid- and Long-term Strategy

for

Upazila Parishad Governance Improvement

Local Government Division
Ministry of Local Government, Rural Development and Cooperatives

August 2020

Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement

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ABBREVIATIONS AND ACRONYMS

7FYP	7th Five Year Plan
AAO	Assistant Accounts Officer
ADP	Annual Development Programme
AP	annual development plan
BARD	Bangladesh Academy for Rural Development
BPATC	Bangladesh Public Administration Training Centre
BRDB	Bangladesh Rural Development Board
C&AG	Comptroller and Auditor General
CA	Confidential Assistant
DLG	Director, Local Government
DDLG	Deputy Director, Local Government
DPHE	Department of Public Health Engineering
DRT	District Resource Team
EALG	Efficient and Accountable Local Government
FY	fiscal year
FYP	Five-Year Plan
GOB	Government of Bangladesh
JICA	Japan International Cooperation Agency
LGD	Local Government Division
LGED	Local Government Engineering Department
LGI	local government institution
M&E	monitoring and evaluation
MIE	Monitoring, Inspection and Evaluation
MP	Member of the Parliament
NAPD	National Academy for Planning and Development
NILG	National Institute of Local Government
RDA	Rural Development Academy
SDGs	Sustainable Development Goals
TOT	training of trainers
UGDP	Upazila Governance and Development Project
UICDP	Upazila Integrated Capacity Development Project
UNDP	United Nations Development Programme
UP	Union Parishad
UZGP	Upazila Governance Project

1. Introduction

1.1   Background

Bangladesh has a three-tier rural local government system: Zila (District), Upazila (Sub-District), and Union Parishads. In addition, for the urban local governments, Paurashavas (Municipalities) and City Corporations are established. The Government of Bangladesh (GOB) has recently been implementing the initiatives to strengthen the capacity of local government institutions (LGIs). This is in line with the provision of the Constitution of Bangladesh, and 7th Five-Year Plan.

Among others, roles and responsibilities of Upazila Parishads, as a middle tier LGI, have been increasing steadily in recent years. The Upazila Parishad Act was promulgated in 2009 and amended in 2011, and the elections of Upazila Parishad were conducted in 2009, 2014 and 2019. Furthermore, the Annual Development Program (ADP) for Upazila Parishad was restored and enhanced gradually.

The Upazila Governance Project (UZGP) supported by UNDP demonstrates the successful implementation of enhanced ADP in several pilot Upazilas, initiates overall capacity development for Upazila Parishad chairs and key staff of transferred government departments, and starts promoting Upazila long-term development planning. However, decentralization and governance improvement at the Upazila level still have many challenges. Furthermore, linkage between Upazila Parishad and Union Parishad (UP) and other LGIs in development coordination has room for further improvement.

The Upazila Governance and Development Project (UGDP) financed by JICA has launched in 2015. The project has been supporting the governance improvement of Upazila Parishads by strengthening capacity of Upazila Parishads as well as providing development fund to selected Upazilas based on their governance performance.

However, the capacity of Upazila Parishads still needs to be enhanced, and supporting system from the government has to be further upgraded. To effectively strengthen the capacity of Upazila Parishads, a comprehensive mid- and long-term strategy, covering key issues such as legal and institutional reform, development planning, financial management and human resource development, should be established with clear vision and targets. In this backdrop, the GOB has made a decision to formulate the Mid- and Long-Term National Strategy for Upazila Governance (hereinafter the "Strategy").

The Strategy clarifies the roles and responsibilities of Local Government Division (LGD) in supporting and supervising Upazila Parishads in the long run. It also defines collaboration with line departments at the Upazila level. The roles and responsibilities of the National Institute of Local Government (NILG) and other training institutions are also defined in the strategy.

1.2   Purpose of the Strategy

The Strategy aims to clarify the basic policy directions to achieve an efficient and accountable Upazila Parishad. The Strategy first defines the mission statement of Upazila Parishad, which indicates what Upazila Parishad should be like in 2041. It highlights "coordination" as the core function of Upazila Parishads. When the coordination by Upazila Parishad functions effectively, the public service delivery at the Upazila level is expected to be improved.

To achieve the mission above, the Strategy provides targets and strategic components, which identifies the key thematic areas. It then offers concrete actions to be undertaken by Upazila stakeholders, including the public representatives of Upazila Parishads, officers of transferred departments, and the LGD, NILG, and other government departments. Finally, the Strategy presents a road map that describes detailed actions with timeline.

1.3   Responsible Entity

The Local Government Division (LGD) is responsible for the formulation, implementation, monitoring and evaluation, and revision of the Strategy. The LGD is the sole responsible entity for the LGI-related policies.

(Cooperative entity)
The following entities are the cooperative entities.
- Planning Commission
- Head offices of Local Government Engineering Department (LGED), Department of Public Health Engineering (DPHE), and other departments whose Upazila-level offices were transferred to Upazila Parishads
- National Institute of Local Governance (NILG)

(Supporting entity)
- Development partners who are providing technical and financial supports to the GOB for implementing projects with a focus on strengthening governance at the Upazila level.

1.4   Target Period

The target period of the Strategy is from July 2019 to June 2041.

2. Mid- and Long-Term Strategy

2.1 Mission

The Strategy shall align with the national development vision. GOB has set Vision 2041, seeking to eliminate extreme poverty and reach Upper Middle-Income Country status by 2030 and High-Income Country status around 2041 with poverty becoming non-existent. The Perspective Plan 2022-2041 is under formulation to delineate required policies and programs to realize the vision.

The Strategy shall contribute to the achievement of Vision 2041 from the perspectives of Upazila governance improvement. Indeed, all Upazila Parishad shall contribute to the achievement of this national vision.

In this context, the mission statement of Upazila Parishad for 2041, which will contribute to Vision 2041, is set as follows.

> **Mission of Upazila Parishad for 2041**
>
> Public services delivered at the Upazila level are improved through the comprehensive coordination of all Upazila-level development activities.

The comprehensive coordination is highlighted in the mission. Planning of development projects is a crucial factor for Upazila Parishads to realize the comprehensive and integrated development of the whole Upazila areas. Integration of all the concerned entities, including Districts, Unions and Paurashavas, and transferred line departments is also crucial.

Development projects at the Upazila level need to be well coordinated to maximize their impacts. In this context, the comprehensive coordination is considered as the core function of Upazila Parishads. In fact, the legal provisions and national policies emphasized the importance of the coordination function. As a middle-tier local government institution, and as a unique institution to which line departments are transferred, Upazila Parishad is inherently required to coordinate among stakeholders such as Union Parishads, Paurashavas, and 17 transferred line departments.

At the Upazila level, both horizontal and vertical coordination is crucial. The former is coordination with the 17 transferred government departments, and the latter is coordination with Union Parishads and Paurashavas, and Zila Parishads. To ensure better coordination at the Upazila level, information should be widely shared among these stakeholders. The Upazila Parishads need to take into considerations the shared information when planning and implementing any development activities to maximize the impacts, ensure synergies, and avoid overlapping. Such information sharing is the first step for the coordination.

The coordination will contribute to the comprehensive development of Upazilas. Consensus building on "coordination as the core function" is essential among all stakeholders including LGD and other ministries and departments, Union Parishads, Paurashavas, and Zila Parishad. Such consensus will help Upazila Parishad better perform their coordination functions, and then contribute to the welfare of local residents in the long run.

2.2 Target and Indicator

2.2.1 Target

The GOB sets the following seven (7) targets to evaluate if the vision of Upazila Parishad for 2041 is achieved. Although there are many other issues that need to be addressed to improve Upazila Parishad governance, these 7 targets are centered as they are directly related to the strengthening the coordination capacity of Upazila Parishad.

Target 1: Both horizontal and vertical coordination is ensured by Upazila Parishad.
Target 2: Upazila Committees are well functioning, and contributing to better coordination with transferred line departments.
Target 3: Upazila Parishads prepare both Five-Year Plans and annual development plans.
Target 4: Citizens' views are properly reflected to Upazila Parishads' budget as well as development plans (both Five-Year Plans and annual development plans).
Target 5: Budget and annual financial statement are properly prepared in accordance with the relevant laws and guidelines.
Target 6: Activities of Upazila Parishads are properly monitored by the concerned wing of LGD.
Target 7: Training mechanism that covers all Upazila Parishads is established and implemented.

2.2.2 Indicator

The following indicators are set to confirm if the targets are achieved. The criteria to verify the achievement level are also presented.

Target	Indicators
Target 1: Both horizontal and vertical coordination is ensured by Upazila Parishad.	1-1. At 80% of Upazila Parishads, information on TLDs' development projects/schemes are shared with Upazila Parishads. 1-2. At 80% of Upazila Parishads, information on TLDs' development projects/schemes are incorporated into development plans of Upazila Parishad. 1-3. At 80% of Upazila Parishads, proposals of development projects/schemes are submitted to Upazila Parishads from Union Parishads. 1-4. At 80% of Upazila Parishads, information on Union's development projects/schemes are incorporated into development plans of Upazila Parishad.

Target 2: Upazila Committees are well functioning, and contributing to better coordination with transferred line departments.	2-1. 80% of Upazila Parishads hold at least 50% or more meetings of key Upazila Committees. 2-2. LGD prepares and implements the operational rules, guidelines and other legal and policy instruments for operating Upazila Committees.
Target 3: Upazila Parishads prepare both Five-Year Plans and annual development plans.	3-1. LGD formulates the Guidelines for Upazila Development Planning, and update them on a regular basis. 3-2. LGD, in consultation with NILG, provides trainings to Upazila Parishads on the development planning. 3-3. 80% of Upazila Parishads formulate both Five-Year Plans and annual development plans in accordance with the Guidelines for Upazila Development Planning.
Target 4: Citizens' views are properly reflected to Upazila Parishads' budget as well as development plans (both Five-Year Plans and annual development plans).	4-1. 80% of Upazila Parishads hold consultation meetings with citizens in terms of annual budget. 4-2. 80% of Upazila Parishads hold consultation meetings with citizens in terms of both Five-Year Plans and annual development plans.
Target 5: Budget and annual financial statement are properly prepared in accordance with the relevant laws and guidelines.	5-1. LGD reviews the relevant rules and guidelines for budget preparation and revises it. 5-2. 80% of Upazila Parishads prepare budget in accordance with the relevant rules and guidelines. 5-3. LGD prepares the relevant guidelines and other legal and policy instruments for financial statements. 5-4. 80% of Upazila Parishads prepare financial statement in accordance with the relevant rules and guidelines.
Target 6: Activities of Upazila Parishads are properly monitored by the concerned wing of LGD.	6-1. LGD establishes a system to monitor all the activities of Upazila Parishads, including those to check the indicators of the Strategy. 6-2. LGD collects necessary information of at least 90% of Upazila Parishads.
Target 7: Training mechanism that covers all Upazila Parishads is established and implemented.	7-1. NILG establishes the training mechanism that covers all Upazila Parishads and LGD approves the mechanism. 7-2. All Upazila Parishads receive the necessary training from GOB.

2.3   Strategic Component

2.3.1   Legal Framework

(1) Clear definition of the roles and responsibilities of Upazila Parishads and other local government institutions

The roles and responsibilities of respective LGIs should be clearly defined and governed by a single coherent legal framework, separate laws or other legal instruments. In order to bring harmony,

discipline, consistency and efficiency, the LGI system should be brought under a coherent and consistent legal framework. This helps all LGIs fully perform their functions and avoid overlapping activities.

(2) Concerned laws, rules and other legal instruments governing Upazila Parishads

LGD needs to identify the important provisions of Upazila Parishad Act where rules and legal instruments are necessary, and prepare necessary rules and other legal instruments in order for Upazila Parishads to become fully functional with proper legal framework. For instance, clear instructions including formats for the preparation of an annual financial statement shall be formulated and thereby Upazila Parishads can increase their transparency and accountability.

(3) Awareness raising for legal requirements of Upazila stakeholders

Upazila public representatives and transferred departments' officers should acquire knowledge and understanding of the roles and responsibilities of Upazila Parishads. Training should be provided to them in this respect. After the basic training on legal framework, follow-up training should be organized on a regular basis to raise their awareness.

In addition, a compendium of all the relevant Acts, rules, and circulars regarding Upazila Parishads needs to be prepared and also updated on a yearly basis. This will help all Upazila stakeholders understand their legal requirements properly. The compendium can be prepared in a soft form, and sent to all Upazila Parishads every year.

2.3.2   Institutional Strengthening

(1) Activation of Upazila Committee

Upazila Committees need to be activated because they have a potential to ensure internal accountability, effective local service delivery, and responsive and integrated planning at the Upazila level. In this context, practical measures to activate Upazila Committees need to be explored. LGD needs to provide Upazila Parishads with clear and detailed guidance on the Upazila Committees and committee meetings. Such measures may include identifying key Upazila Committees and holding joint meetings among Upazila Committees, and developing a mechanism to monitor the holding of Upazila Committee meetings on a regular basis. The resolution of the Committee meetings should be well taken up and discussed at the Upazila Parishad meeting. In addition, training for Vice-Chairs as a Chairmen of Upazila Committees shall be provided to enhance their capacities.

In the long run, it is also crucial to review the effectiveness of the current Upazila Committee system. Several issues may need to be examined, such as whether the frequency of the meeting is sufficient, and whether the current structure is appropriate. LGD needs to re-examine the current system, and take a leading role in making the Upazila Committees more functional.

(2) Increased accountability of transferred department officers to Upazila Parishad

The accountability of transferred department officers to Upazila Parishad should be strengthened.

Such increased accountability will lead to the improvement of the quality of public service delivery at the Upazila level. As the first step for strengthening the accountability, an information sharing mechanism among Upazila Parishad and the transferred department offices should be explored. Activation of Upazila Committees may also contribute to such strengthening of their accountability. In this regard, it is also important for the LGD to assess the bottlenecks on this front and consider preparation of necessary clear and detailed rules and/or guidelines to ensure such accountability. Training of Upazila stakeholders on the details of the transferred functions will also help the Upazila Parishads make rapid headway on this important front. A personnel management system of the transferred department officers should also be explored in the long run.

(3) Human resources of Upazila Parishad

1) Appointment of the legally required personnel
As stipulated in Upazila Parishad Act, the Assistant Account Officer (AAO) should be appointed immediately to all Upazila Parishads. Until the official appointment, Upazila Parishad may temporarily assign other staff to work as AAO. The roles and responsibilities of the existing key staff members such as a Steno Typist- cum- Computer Operator (or commonly known as Confidential Assistant) should be revisited and clarified further.

2) Assessment of the required human resources of Upazila Parishads
New positions for the Upazila Parishads may need to be created after an objective assessment of the sufficiency of the current manpower against the assigned responsibilities of Upazila Parishads. For instance, for the proper formulation of and monitoring on Upazila-level development plans, technical personnel such as the Parishad's own engineer may be needed.

Upazila Parishads should also be given authority to appoint its own staff members like Paurashavas if they can afford to pay from their own source income. On this front, the government should provide necessary salary supplement to Upazila Parishads to hire necessary staff in case of those Upazila Parishads which are having weak financial base.

In this regard, rules or other legal instruments that enable Upazila Parishads to employ necessary staff may need to be revised.

(4) Awareness raising of Union Parishad Chairman as a member of Upazila Parishad
Awareness of Union Parishad Chairmen as a member of Upazila Parishad needs to be enhanced. It is necessary for the UP chairs to be imparted training to raise their knowledge about Upazila's legal framework and its development vision.

LGD, in collaboration with NILG and other training institutions, needs to consider organizing training courses for the Union Parishad Chairmen and other Upazila Parishad members with a view to make them aware of their roles and responsibilities as the members of Upazila Parishads.

(5) Involvement of Paurashava Mayors in Upazila Parishad meetings

Practical measures to ensure the attendance of Paurashava Mayors need to be explored. For example, attendance of a representative from Paurashava instead of Mayors may be made legally acceptable. The Member of the Parliament (MP) may also play an instrumental role as the adviser to the Upazila Parishad to ensure Mayor's regular attendance in the Upazila Parishad meetings. The LGD needs to examine practical measures and give guidance to Paurashava Mayors and Upazila Parishad Chairmen.

2.3.3 Development Planning

(1) Establishment of development planning cycle at the Upazila level

Upazila Parishads need to have a good understanding of development planning and establish a development planning cycle at the Upazila level. They need to prepare the FYP in accordance with the national development plans. In addition to FYP, Upazila Parishad also needs to prepare an annual development plan (AP) in consistent with its FYP. The development plans prepared by Upazila Parishads need to align with the national development goals including Sustainable Development Goals (SDGs).

In this regard, LGD needs to provide clear guidance for development planning which indicate the core concept, procedures, institutional set-up, formats and other key elements, and support Upazila Parishads to establish their development planning cycle.

(2) Updating of the guidelines for development planning

The guidelines for the preparation and implementation of development plans for local government institutions, issued by LGD as an administrative circular (Memo No. 1057 dated 2 November 2014) need to be revised and/or updated. The updated Guidelines should provide a clear direction as to what the development planning cycle is, how to create and manage it at the Upazila level, and also how the development planning cycle can be effectively synchronized with the result-based management, monitoring and evaluation for ensuring sustainability.

The following points should be provided in the updated guidelines.
- Overall concept and objectives of development planning at the Upazila level
- More detailed steps and processes in formulating the FYP and AP in close collaboration with the Unions and Paurashavas and the transferred government departments
- Key institutional framework for managing development plans
- Monitoring and evaluation, and reporting system
- Necessity of both FYPs and APs, and consistency among them
- Consistency with national development goals such as SDGs

In addition, the updated Guidelines shall clarify how the other initiatives of Upazila-level planning, including the master plan, are harmonized with and related to the Upazila FYP and AP.

(3) Improvement of the contents of development planning

Development plans of Upazila Parishads need to cover the key contents such as 1) statistics and other socio-economic data; 2) resource mapping; 3) situational analysis; 4) vision; 5) development goals, objectives and targets with measurable indicators; 6) prioritized sectors and/or projects/schemes; and 7) institutional mechanism for the implementation, M&E and reporting.

In this context, Upazila Parishads need to develop a mechanism to collect local data/information through Upazila Committees, Unions and Paurashavas, and other sources. Based on the collected data and information, Upazila Parishads need to conduct situation analysis in an objective manner. Based on the situation analysis, Upazila Parishads then are expected to set their visions, development goals, objectives and targets with measurable indicators, and select the prioritized sectors and/or projects. Upazila Parishad also needs to develop an implementation and monitoring mechanism of FYPs and APs.

(4) Ensuring linkage between AP and FYP of Upazila Parishads
Upazila Parishads should prepare their FYPs in consistent with national development plans, and implement and monitor the FYPs. They also prepare APs which aim to realize the overall goals and objectives of their FYPs, and thus their projects/schemes funded under the APs are consistent with their FYPs. In other words, APs is a year-wised breakdown of FYPs, and thus the linkage between FYP and APs are crucial.

In this regard, LGD needs to provide clear guidance on AP to Upazila Parishads. LGD also provide support for Upazila Parishad to have better understanding about FYP and AP.

(5) Ensuring consistency between AP and budget
Development plans should be prepared with adequate considerations of actual budgetary allocations. In particular, APs need to be prepared taking into account the estimated budgetary allocations for any given fiscal years. Only schemes/projects which can be financed within the estimated budgetary allocations for a fiscal year should be included in the AP. Some additional projects can be kept in the pipeline and implemented when additional funds are available.

Upazila Parishads, thus, need to pay due attention to the consistency between AP and budget. LGD needs to provide clear guidance on this, and encourage all Upazila Parishads to ensure such consistency.

(6) Enhancement of vertical and horizontal integration in Upazila FYP
Upazila Parishads should pay due attention to both vertical and horizontal coordination in preparing their FYPs to the extent possible. For the vertical coordination, Unions, Paurashavas and Zila Parishads are the main stakeholders. Upazila FYP should also align with the national development plans. To ensure vertical coordination, communication among relevant LGIs should be enhanced. In particular, Union-level development needs should be well collected and analyzed. In this context, Ward-shava, a grass-root level forum where local people can express their views to local public representatives, can work effectively to gather local people's needs.

In terms of horizontal coordination, information on development projects of the transferred departments needs to be shared with a view to properly include such information in FYP. However, such information is not readily available at the Upazila-level offices of the transferred departments. As such information is crucial for formulating an effective FYP, it may be effective for LGD to facilitate the discussion at the inter-ministerial meeting to enable the relevant ministries and departments to share the information with Upazila-level stakeholders.

Both vertical and horizontal coordination and integration into FYPs will help all Upazila-level stakeholders in creating maximum synergy and complementarity, avoid duplications and utilize their limited resources in the most efficient and effective ways.

(7) Enhancement of the relevant ministries' and departments' understanding about vertical and horizontal coordination

The relevant line ministries and departments should also pay due attention to the alignment of their development programs and projects with Upazila FYP and AP. It is, therefore, recommended that LGD, in collaboration with the Cabinet Division and other relevant ministries, takes a leading role in enhancing line ministries' and departments' understanding about Upazila-level development plans.

Furthermore, it is worth encouraging the relevant line ministries and departments to provide their respective field offices with: 1) appropriate guidance as to ensure this horizontal coordination in FYP and AP formulations; and 2) necessary information and data regarding their respective development projects and programs funded by the respective line ministries and departments. They would be a great help for Upazila to undertake better situational analysis for their integrated development planning.

(8) Ensuring stakeholders' participation in Upazila planning process

Upazila Parishads need to involve as many stakeholders as possible in the process of the formulation of development plans as stated in Section 42 (3) of Upazila Parishad Act and the Planning Guidelines of 2014. Such stakeholders include public representatives, transferred department officers, local people, representatives from CSOs and NGOs, local enterprises, and journalists. Ward-shava, in the context of identifying local development needs, is of great importance. Such participation of a wide range of stakeholders will help the plans more effective to address Upazilas' development needs. In this context, stakeholders' participation shall be highlighted.

In this regard, Upazila Parishads should organize workshops at the Upazila premises to share the draft contents of the FYPs and APs with wider stakeholders, and also solicit their views before finalizing them. Consultation procedures need to be detailed out in the updated planning guidelines.

In addition, the involvement of a wide range of stakeholders, including community-based organizations, shall not be limited to the planning process. The stakeholders should be involved in the entire process, i.e., planning, implementing, monitoring and evaluating process. Such involvement

should be explored in the long run.

2.3.4   Financial Management

(1)   Assessment of Upazila's financial base

It is important for LGD to assess if Upazila Parishads' financial base is sufficient to perform its mandated functions and provide public services. Such assessment shall be conducted on a regular basis, and based on the assessment results, LGD needs to explore the ways to expand Upazila's financial base.

(2)   Updating procedures and formats regarding budget formulation

Upazila Parishad Budget (Formulation and Approval) Rules 2010 provide the budget formats to be prepared by Upazila Parishads. However, the budget formats in the Rules were originally prepared in 1984. Although the formats were updated in 2010, there is still a room for amendment to make them more practical for Upazila Parishad. The current budget formats, therefore, should be reviewed and updated.

(3)   Increased transparency of budget formulation process

Before finalizing the budget, the Upazila Parishad should seek public opinions, comments and suggestions on its draft budget by organizing a special budget meeting prior to the Upazila Parishad's approval as per Section 38 of Upazila Parishad Act.

The finally approved budget needs to be shared with all relevant stakeholders including MP, UPs, Paurashavas, Zila Parishads, local newspapers and journalists. It must also be posted on Upazila's web portal as well as its notice board.

LGD needs to assist Upazila Parishads in taking the above measures by providing clear and appropriate guidance. LGD also needs to provide training opportunities for the relevant stakeholders of Upazila Parishad on the budget management.

(4)   Improved and predictable ADP allocation system

The ADP block grant is one of the major sources of Upazila's development expenditures. Thus, the indicative amount of the ADP grant allocation of the next financial year should be informed to all Upazila Parishads prior to the preparation of the annual budget, i.e., before April of the previous financial year. This will help all Upazila Parishads identify available resources of development expenditures, and prepare an annual budget in a more effective and efficient way. This will also help Upazila Parishad ensure the better use of the development funds.

Furthermore, more need-based and objective criteria for the ADP block grant allocation may be needed for better development of each Upazila. In this context, the criteria of the allocation should be revisited to see if the current ADP allocation properly reflects Upazila's local needs.

The allocation timing of the ADP grant is also important. The disbursements of ADP block grant should be made on time to help Upazilas effectively implement their development activities. In particular, the last installment needs to be disbursed well before the end of the fiscal year.

In this context, the performance-based allocation system piloted by the Upazila Governance Project (UZGP) and Upazila Governance and Development Project (UGDP) also needs to be given due attention. Such performance-based allocation system is worth considering to further enhance the governance status of Upazila Parishads.

(5) Integration of transferred departments' budget into Upazila budget
Most of lager development initiatives at the Upazila level are implemented by the transferred departments. The budgets of the transferred departments are much larger than the Upazila Parishad's development budget, and have bigger impacts on the Upazilas' development. In this context, information on development budget of the transferred departments should be shared with Upazila Parishads. Even the indicative or incomplete information would be useful for Upazila Parishads to prepare effective budget. The transferred departments should share the information on ongoing development projects to Upazila Parishads at least.

To realize the effective horizontal coordination and the integration of transferred departments' budgets into Upazila Parishad's budget, the following measures need to be taken into account to identify the feasible level of the integration.
- **Short-term**: Sharing of information on transferred departments' budget with Upazila Parishads.
- **Mid-term**: Incorporation of transferred departments expenditures into budget and annual financial statement of Upazila Parishads as reference information.
- **Long-term**: Supervision of expenditures of transferred departments by Upazila Parishad.

(6) Enhancement of financial statement and audit

1) Financial statement
The annual financial statement is an important tool for Upazila Parishads to ensure the accountability to their citizens. All Upazila Parishads shall prepare the annual financial statement and report it to LGD as per Section 39 (2) of Upazila Parishad Act.

LGD, therefore, needs to formulate rules, guidelines or other legal instruments for the preparation of annual financial statement of Upazila Parishad to encourage all Upazila Parishads to prepare the financial statement every year. Such legal instruments shall clarify the key contents, roles and responsibilities of stakeholders, and detailed preparation process.

In addition, LGD also needs to arrange necessary training for preparing the financial statement to Upazila Chairmen, Vice-Chairs, UNOs and other key officers and staff members of Upazila Parishads. In this context, the National Institute of Local Government (NILG) can also play a significant role in

designing training modules, preparing training materials, and organizing training sessions.

2) Audit

As per Section 40 of Upazila Parishad Act, the accounts of all Upazila Parishads shall be audited in a prescribed manner by auditors assigned by the government. The Comptroller and Auditor General (C&AG), the central audit institution of the government, is responsible for the external audit, but the office only conducts sample auditing for Upazila Parishads.

The internal audit system, therefore, needs to be established within Upazila Parishads. In this regard, LGD needs to prepare necessary legal instruments to motivate Upazila Parishad to conduct internal audit for their accounts. LGD, in collaboration with NILG, also needs to provide training opportunities for the internal audit to Upazila Parishads.

(7)   Regular disclosure of finance related information

It is important for Upazila Parishads to disclose finance-related information to its stakeholders and public at large. Such information includes budget documents of Upazila Parishads, financial statement report, audit-related documents and other financial reports to the Upazila Parishads or government. In this regard, an effective mechanism for sharing of Upazila Parishad's financial reports is required to fulfil the public's right to information beyond the traditional local noticeboards. As part of the mechanism, an online system to disclose key budget information, in addition to the other key documents, to all stakeholders may be recommended.

(8)   Improvement of asset management system

Upazila Parishad Act 2009 and Upazila Parishad (Property Handover, Maintenance and Management) Rules 2010 require Upazila Parishads to maintain its assets under its jurisdictions. Upazila Parishads should, therefore, introduce an effective asset management system and provide their staff with necessary training for asset management. An asset register should be prepared and kept at Upazila Parishads, and should be updated every year. LGD needs to help Upazila Parishads maintain and update asset register. In this context, guidelines can be prepared by LGD.

2.3.5   Monitoring and Evaluation

(1)   Effective monitoring mechanism on Upazila development activities

Upazila Parishad is responsible for monitoring all the development projects/schemes implemented within the Upazila, including those of the 17 transferred departments. In this context, a mechanism for periodical monitoring on the progress of development plans will be suggested by the updated planning guidelines. The monitoring reports are to be prepared by the concerned Upazila Committees and submitted to the Upazila Parishad meeting for review and approval. Standard monitoring and completion reporting formats will also be provided by the guidelines and manual for development planning.

In addition, the institutionalization of grievance redress system may worth considering for the proper

implementation of activities listed in AP.

(2) Effective monitoring mechanism by the government

LGD needs to establish an effective and practical monitoring system on activities of Upazila Parishads by DDLGs and DLGs. LGD needs to develop and disseminate practical monitoring formats, and ensure its use by Upazila Parishads through training and other means. It is also important for LGD to give more clear and practical guidance to DLGs and DDLGs to ensure the effective monitoring.

More delegated system may be worth considering in which DLGs and DDLGs receive all the reports from Upazila Parishads, and send the summary reports with their observations and recommendations to LGD, highlighting issues that the government's attention is required. The current contents/ monitoring indicators of the existing monitoring format may need to be revisited based on lessons of the recent initiatives such as UZGP and UGDP.

An electronic reporting and evaluation system in which UNOs will share the reports with DDLGs, DLGs and MIE Wing of LGD may be effective in the long run.

(3) Strengthening capacity of MIE Wing of LGD

MIE Wing of LGD is responsible for the monitoring of all tiers of local government institutions (LGIs) in Bangladesh. It is necessary to review the capacity of MIE Wing of LGD, and explore practical and realistic options to establish an effective and practical monitoring mechanisms. In particular, the following issues need to be taken into account.

- Manpower of MIE Wing and field monitoring mechanisms
- Improved logistic support to the MIE Wing of LGD
- More delegation of monitoring functions to DLGs and DDLGs

In terms of monitoring of governance performance of each Upazila Parishad, UGDP is conducting a performance assessment of Upazila governance. As the indicators covers a broad range of governance issues of Upazila Parishad, it is worth considering the institutionalization of the performance assessment system piloted under UGDP with necessary adjustments.

2.3.6 Capacity Development

(1) Capacity development of Upazila elected representatives and other stakeholders

A capacity development framework for Upazila Parishad shall be developed and officially approved by LGD, and widely disseminated to all the relevant training institutions. The contents of the trainings provided by the NILG also need to be examined and improved based on the Upazilas' needs. In particular, as the coordination function is highlighted as the core function of Upazila Parishad, horizontal and vertical coordination is a crucial topic of Upazila Capacity Development.

Basic training should be given to all Upazila elected representatives and other stakeholders. Refresher training courses should also be organized at the District levels.

(2) Capacity development of NILG and other training institutions

In Bangladesh, there are many training institutions providing training to Upazila Parishads, but NILG is the key institutions as its main responsibility is to provide training to LGIs including Upazila Parishads. The capacity of NILG needs to be further strengthened so that NILG can provide proper training to Upazila stakeholders and cover as many Upazilas as possible. Broadly speaking, the following issues need to be addressed.

- Institutional strengthening of NILG
- Training program improvement
- Arrangement to provide necessary training as many Upazila Parishads as possible
- Facility improvement

In addition to the above, an intensive training to deputed officers of NILG and other institutions should be provided at the beginning of their deputations.

To realize the above-mentioned issues, the Mid- and Long-Term Training Plan shall be formulated. The plan will detail out how NILG provides training to Upazila stakeholders.

(3) Exploring feasible options for increasing the coverage of training

It is necessary to explore practical ways to increase the training coverage of Upazila Parishad elected representatives and other key stakeholders. Feasible options to increase the coverage of training shall be explored such as:

- Certification system in which trainers of training institutions and NGOs are trained and certified to provide training to Upazila stakeholders.
- District Resource Teams (DRTs) who will provide training to Upazila stakeholders could be formed at each District level.
- A short training could be given as an overall orientation to all Upazila elected representatives.
- Introduction of e-learning system utilizing ICT could be developed for LGIs' stakeholders to acquire basic knowledge and information.

3. Implementation and Monitoring Mechanism

3.1 Strategy Implementation Committee

After the formulation of the Strategy, the Committee for the Implementation of the Mid- and Long-Term Strategy (hereinafter the "Strategy Implementation Committee") will be established. The Strategy Implementation Committee will monitor the implementation status of the Strategy, and will give necessary guidance to ensure fruitful outputs.

The meetings of the Strategy Implementation Committee will be held every six months in principle. In addition to the regular meetings, the Strategy Implementation Committee can also hold special meetings if needed.

(1) Structure
The structure of the Strategy Implementation Committee is basically the same as that of the Working Committee for the Mid- and Long-Term Strategy. Members of the committee are listed below. Some more members can be co-opted as per necessary.

Chairman	Additional Secretary (LGD, Administration)
Member	Additional/Joint Secretary (LGD, Upazila)
	Deputy/Senior Assistant Secretary (LGD, Upazila-1)
	Project Directors (LGD, Upazila)
	Representative, General Economic Division (GED), Planning Commission
	Representative, MIE Wing, LGD
	Representative, Cabinet Division
	Representative, Upazila Governance and Development Project (UGDP)
	Representative, LGED
	Representative, DPHE
	Representative, NILG/ Deputy Project Director (NILG), UICDP
	Representative, development partners such as UNDP and JICA
Member Secretary	Deputy Secretary/ Senior Assistant Secretary (LGD, Upazila-2)

Note 1. Other members, such as representatives of NGOs and selected Upazila Parishad Chairmen, can be co-opted if needed.
Note 2. Representative(s) of development partners may include representatives from UNDP who supports the EALG project, the World Bank, and other relevant development partners.

(2) Function
The major functions of the Strategy Implementation Committee are presented below.
- Monitor the implementation status of the Strategy, and give guidance on the implementation to ensure better outputs.
- Discuss and examine the key legal and policy documents listed in the Strategy, including the

Guidelines for the Integrated Upazila Development Planning and the Mid- and Long-Term Training Plan, and submit them to the LGD for its approval.

- Identify key issues related to the Strategy implementation from Upazila Parishad Chairmen, Vice-Chairs, UNOs and other transferred department officers.
- Review the latest development of the policy environment, and recommend the amendment of the Strategy on a regular basis.
- Monitor the progress of the roadmap for the strategic components, and revise the roadmap if needed.
- Develop the Action Plan for specific years to ensure the implementation of the Strategy.
- Coordinate outputs and activities of relevant projects, including UGDP, EALG, and UICDP.

In addition to the above, the Strategy Implementation Committee can discuss any matters if deemed necessary.

(3) Focal point

In addition to the members of the Strategy Implementation Committee, it is recommended that some key government departments, such as the Local Government Engineering Department (LGED), the Department of Public Health Engineering (DPHE) and the National Institute of Local Government (NILG), whose Upazila-level offices are transferred to the Upazila Parishads appoint a focal point of the Strategy implementation. In addition, key ministries such as the Cabinet Division and Planning Commission are also required to appoint the focal point.

As some strategic actions are closely related to the transferred government departments, collaboration with the key ministries and departments is critical to ensure proper implementation of the Strategy.

The focal points are taking a leading role within their ministries and departments in collaborating with the Strategy Implementation Committee. In particular, the focal points are responsible for planning and implementing the activities in the Action Plan which the Strategy Implementation Committee develops every year.

In this light, LGD shall request the relevant ministries and departments to appoint the focal points. An inter-ministerial committee could facilitate the appointment of the focal points at all relevant ministries and departments.

(4) Strategy Implementation Desk

The Strategy Implementation Desk needs to be established to facilitate the implementation of the Strategy. As the Deputy Secretary/ Senior Assistant Secretary (LGD, Upazila-2) is the member secretary of the Strategy Implementation Committee, the unit will be established within its office.

The Strategy Implementation Desk will provide administrative and logistic support to the Strategy Implementation Committee. It will assist the Committee in holding its meeting, preparing the

minutes of the meeting, keeping the record of the meeting materials and minutes, and performing all other necessary activities.

For the first few years, UICDP, in collaboration with other relevant projects, will support the Strategy Implementation Desk to better perform its functions. The UICDP's support will be gradually reduced year by year, and necessary tasks will be handed over to the office of the Deputy Secretary/ Senior Assistant Secretary (Upazila-2) of LGD so that the office can fully function as the Strategy Implementation Desk in the future.

3.2 Working Group

The working group for the implementation of respective strategic components may be established as necessary. Such a group consisting of members with practical expertise and experiences can ensure intensive discussion to produce fruitful outputs effectively. For instance, the Working Group for the Mid- and Long-Term Training Plan was established to facilitate the process of the formulation of the plan.

The Strategy Implementation Committee, therefore, can form working group for specific issues based on the discussion at the committee meeting.

3.3 Amendment of the Strategy

The Strategy is a living document that needs to be updated and amended continually as per the changing policy environment regarding LGIs. Thus, the Strategy needs to be reviewed and amended on a regular basis. In particular, the amendments at the following timing need to be considered.
1) When major national policies such as Five-Year Plan are amended and/or newly formulated.
2) When the legal framework regarding Upazila Parishads and other LGIs is amended
3) When major projects to support the capacity development and/or governance improvement of Upazila Parishads are started, implemented, and/or ended.

More specifically, the years of 2020, 2025, 2030, 2035 and 2040 would be good-timings as the national Five-Year Plans are expected to be formulated in these years. The Strategy Implementation Committee shall review the contents of the national Five-Year Plans and progress of the Strategy in these years, and revise the Strategy accordingly.

4. Roadmap of Strategic Component

As the Strategy covers 22 years from 2019 to 2041, there should be a roadmap for 2041 indicating milestones of each strategic component. The roadmap will also contribute to proper planning of actions to be undertaken, and proper monitoring on the progress of the Strategy.

The Strategy Implementation Committee needs to monitor the roadmap on a regular basis, and can revise it if deemed necessary.

The roadmap is presented from the next page.

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1　**Roadmap of the Strategic Components**

Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
Strategic Component 1: Legal Framework						
(1) Clear definition of the roles and responsibilities of Upazila Parishads and other local government institutions	1-1. Define the roles and responsibilities of respective LGIs.	LGD (Admin. Wing) LGD (Union Wing) LGD (Urban Wing)	↑		↑	
	1-2. Establish a coherent and consistent legal framework to bring harmony, discipline, consistency and efficiency.	LGD (Admin. Wing) LGD (Union Wing) LGD (Urban Wing)	↑			↑
(2) Concerned laws, rules and other legal instruments governing Upazila Parishads	1-3. Identify the important provisions of Upazila Parishad Act where rules and legal instruments are necessary.	LGD (Upazila Wing)	↑			
	1-4. Prepare necessary rules and other legal instruments in order for Upazila Parishads to become fully functional with proper legal framework. • Guidelines for the preparation of an annual financial statement	LGD (Upazila Wing)	↑			
(3) Awareness raising for legal requirements of Upazila stakeholders	1-5. Prepare a compendium of all the relevant Acts, rules, and circulars regarding Upazila Parishads.	LGD (Upazila Wing)	↑			
	1-6. Update the compendium on a yearly basis, and send it to all Upazila Parishad every year in a soft form.	LGD (Upazila Wing)	↑			
	1-7.					
	1-8. Provide training to Upazila public representatives and transferred departments' officers so that they can acquire knowledge and understanding of the roles and responsibilities of Upazila Parishads.	LGD (Upazila Wing) NILG	↑			

Strategic Component	Component	Responsible Entity	Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
				Timeframe		
	1-9. Provide follow-up trainings on a regular basis to raise their awareness.	LGD (Upazila Wing) NILG		→	→	
Strategic Component 2: Institutional Strengthening						
(1) Activation of Upazila Committee	2-1. Explore practical measures to activate Upazila Committees.	LGD (Upazila Wing)	→			
	2-2. Provide Upazila Parishads with clear and detailed guidance on the Upazila Committees and committee meetings. • Identify key Upazila Committees and hold joint meetings among Upazila Committees • Develop a mechanism to monitor the holding of Upazila Committee meetings on a regular basis.	LGD (Upazila Wing)	→			
	2-3. Review the effectiveness of the current Upazila Committee system in the long run. • whether the frequency of the meeting is sufficient • whether the current structure is appropriate.	LGD (Upazila Wing)			→	
	2-4. Take a leading role in making the Upazila Committees more functional.	LGD (Upazila Wing)				→
	2-5. Explore an information sharing mechanism among Upazila Parishad and the transferred department offices to strengthen the accountability of transferred department officers to Upazila Parishad.	LGD (Upazila Wing)	→			
(2) Increased accountability of transferred department officers to Upazila Parishad	2-6. Assess the bottlenecks to increase the accountability of transferred department offices.	LGD (Upazila Wing)	→			

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Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
	2-7. Prepare clear and detailed rules and/or guidelines to ensure such accountability.	LGD (Upazila Wing)	↑			
	2-8. Provide training of Upazila stakeholders on the details of the transferred functions.	LGD (Upazila Wing)	↑			
	2-9. Explore a personnel management system of the transferred department officers in the long run.	LGD (Upazila Wing)	↑			
(3) Human Resources of Upazila Parishad	2-10. Appoint the Assistant Account Officer to all Upazila Parishads.	LGD (Upazila Wing)	↑			
	2-11. Revisit and clarify the roles and responsibilities of the existing key staff members such as a Steno Typist- cum-Computer Operator (or commonly known as Confidential Assistant).	LGD (Upazila Wing)	↑			
	2-12. Conduct an objective assessment of the requirements of Upazila Parishads against its assigned responsibilities.	LGD (Upazila Wing)	↑			
	2-13. Revise rules or other legal instruments that enable Upazila Parishads to employ necessary staff as necessary.	LGD (Upazila Wing)		↑		
(4) Awareness raising of Union Parishad Chairman as a member of Upazila Parishad	2-14. Provide training to the Union Parishad Chairman to enhance the awareness as a member of Upazila Parishad, and raise their knowledge about Upazila's legal framework and its development vision.	LGD (Upazila Wing) NILG	↑			

Strategic Component	Component	Responsible Entity	Timeframe Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
(5) Involvement of Paurashava Mayors in Upazila Parishad meetings	2-15. Explore practical measures to ensure the attendance of Paurashava Mayors to Upazila Parishad meeting. • Attendance of a representative from Paurashava instead of Mayors • Seeking an advice from the Member of the Parliament • Guidance from LGD to Paurashava Mayors and Upazila Parishad Chairmen	LGD (Upazila Wing) LGD (Urban Wing)	↑			
Strategic Component 3: Development Planning						
(1) Establishment of development planning cycle at the Upazila level	3-1. Provide clear guidance for development planning which indicate the core concept, procedures, institutional set-up, formats and other key elements, and support Upazila Parishads to establish their development planning cycle.	LGD (Upazila Wing)	↑			
	3-2. Prepare the Five-Year Plan (FYP) in accordance with the national development plans.	LGD (Upazila Wing) Pilot Upazila	↑		↑	
	3-3. Prepare an annual development plan (AP) in consistent with its FYP.	LGD (Upazila Wing) Pilot Upazila	↑	↑	↑	
(2) Updating of the guidelines for development planning	3-4. Update the existing guidelines for the preparation and implementation of development plans for local government institutions (Memo No. 1057 dated 2 November 2014).	LGD (Upazila Wing)	↑			

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Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
(3) Improvement of the contents of development planning	3-5. Give clear guidance to Upazila Parishads on the key contents of the development plans. 1) statistics and other socio-economic data 2) resource mapping 3) situational analysis 4) vision 5) development goals, objectives and targets with measurable indicators 6) prioritized sectors and/or projects/schemes 7) institutional mechanism for the implementation, M&E and reporting	LGD (Upazila Wing)	↑			
(4) Ensuring linkage between AP and FYP of Upazila Parishads	3-6. Provide clear guidance on AP to Upazila Parishads, and support Upazila Parishads to have better understanding about FYP and AP.	LGD (Upazila Wing)	↑			
(5) Ensuring consistency between AP and budget	3-7. Provide clear guidance to all Upazila Parishads on the consistency between AP and budget, and encourage all Upazila Parishads to ensure such consistency.	LGD (Upazila Wing)	↑			
(6) Enhancement of vertical and horizontal integration in Upazila FYP	3-8. Provide clear guidance to all Upazila Parishads on ensuring both vertical and horizontal coordination in preparing their FYPs.	LGD (Upazila Wing)	↑			
(7) Enhancement of the relevant ministries' and departments' understanding	3-9. Enhance the relevant ministries' and departments' understanding about Upazila-level development plans in collaboration with the Cabinet Division and other relevant ministries.	LGD (Upazila Wing)	↑			

Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
about vertical and horizontal coordination	3-10. Encourage the relevant ministries and departments to provide their respective field offices with: 1) appropriate guidance as to ensure this horizontal coordination in FYP and AP formulations; and 2) necessary information and data regarding their respective development projects and programs funded by the respective line ministries and departments.	LGD (Upazila Wing)		↑		
(8) Ensuring stakeholders' participation in Upazila planning process	3-11. Provide clear guidance to all Upazila Parishads on ensuring stakeholders' participation in Upazila planning process by delineating the consultation procedures.	LGD (Upazila Wing)	↑			
Strategic Component 4: Financial Management						
(1) Assessment of Upazila's financial base	4-1. Assess if Upazila Parishads' financial base is sufficient to perform its mandated functions and provide public services.	LGD (Upazila Wing)	↑			
(2) Updating procedures and formats regarding budget formulation	4-2. Review the budget formats in the Upazila Parishad Budget (Formulation and Approval) Rules 2010, and amend them to make them more practical for Upazila Parishad if necessary.	LGD (Upazila Wing)	↑			
(3) Increased transparency of budget formulation process	4-3. Provide clear guidance to all Upazila Parishads on the organization of a special budget meeting prior to the Upazila Parishad's approval as per Section 38 of Upazila Parishad Act.	LGD (Upazila Wing)	↑			
	4-4. Provide clear guidance to all Upazila Parishads on sharing the finally approved budget with all relevant stakeholders, and posting it to Upazila's web portal as well as its notice board.	LGD (Upazila Wing)	↑			

Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
	4-5. Provide training opportunities for the relevant stakeholders of Upazila Parishad on the budget management.	LGD (Upazila Wing) NILG	↑			
(4) Improved and predictable ADP allocation system	4-6. Inform the indicative amount of the ADP grant allocation of the next financial year to all Upazila Parishads prior to the preparation of the annual budget.	LGD (Upazila Wing)	↑			
	4-7. Revisit the criteria of the allocation to see if the current ADP allocation properly reflects Upazila's local needs.	LGD (Upazila Wing)	↑			
	4-8. Make a timely disbursements of ADP block grant to help Upazilas effectively implement their development activities.	LGD (Upazila Wing)	↑			
	4-9. Review the results of the performance-based allocation system piloted by the Upazila Governance and Development Project (UGDP).	LGD (Upazila Wing)	↑			
(5) Integration of transferred departments' budget into Upazila budget	4-10. Encourage the sharing of the information on development budget and development projects of the transferred departments with Upazila Parishads.	LGD (Upazila Wing) LGED DPHE	↑			
	4-11. Identify the feasible level of the integration as follows. • **Short-term**: Sharing of information on transferred departments' budget with Upazila Parishads. • **Mid-term**: Incorporation of transferred departments expenditures into budget and annual financial statement of Upazila Parishads as reference information. • **Long-term**: Supervision of expenditures of transferred departments by Upazila Parishad.	LGD (Upazila Wing) LGED DPHE	↑	↑	↑	

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			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
(6) Enhancement of financial statement and audit	4-12. Formulate rules, guidelines or other legal instruments for the preparation of annual financial statement of Upazila Parishad.	LGD (Upazila Wing)	→→→			
	4-13. Arrange necessary training for preparing the financial statement to Upazila Chairmen, Vice-Chairs, UNOs and other key officers and staff members of Upazila Parishads.	LGD (Upazila Wing) NILG	→→→			
	4-14. Provide clear guidance to all Upazila Parishads to motivate them to conduct the internal audit for their accounts.	LGD (Upazila Wing)	→→→			
	4-15. Provide training for the internal audit to all Upazila Parishad stakeholders.	LGD (Upazila Wing) NILG	→→→			
(7) Regular disclosure of finance related information	4-16. Provide clear guidance to all Upazila Parishads on the disclosure of finance-related information to its stakeholders and the public.	LGD (Upazila Wing)	→			
	4-17. Explore an effective mechanism, including an online system, for sharing of Upazila Parishad's financial reports beyond the use of the traditional local noticeboards.	LGD (Upazila Wing)	→→→			
(8) Improvement of asset management system	4-18. Provide clear guidance to all Upazila Parishads on maintaining and updating asset register.	LGD (Upazila Wing)	→			
Strategic Component 5: Monitoring and Evaluation						
(1) Effective monitoring mechanism on Upazila development activities	5-1. Provide a clear guidance to all Upazila Parishads on the Upazila's monitoring mechanism in the updated planning guidelines.	LGD (M&E Wing) LGD (Upazila Wing)	→			

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Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
(2) Effective monitoring mechanism by the government	5-2. Develop an effective and practical monitoring system on activities of Upazila Parishads by DDLGs and DLGs.	LGD (M&E Wing) LGD (Upazila Wing)	→	→		
	5-3. Review the current contents/ monitoring indicators of the existing monitoring format, and develop and disseminate practical monitoring formats.	LGD (M&E Wing) LGD (Upazila Wing)	→			
	5-4. Provide training to Upazila Parishad stakeholders to ensure the use of the monitoring formats.	LGD (M&E Wing) LGD (Upazila Wing) NILG	→	→		
	5-5. Explore an electronic reporting and evaluation system in which UNOs will share the reports with DDLGs, DLGs and MIE Wing of LGD in the long run.	LGD (M&E Wing) LGD (Upazila Wing)	→	→	→	
(3) Strengthening capacity of MIE Wing of LGD	5-6. Review the capacity of MIE Wing of LGD, and explore practical and realistic options to establish an effective and practical monitoring mechanisms. In particular, the following issues need to be taken into account. - Manpower of MIE Wing and field monitoring mechanisms - Improved logistic support to the MIE Wing of LGD	LGD (M&E Wing)	→			
	5-7. Review the result of the performance assessment of Upazila governance piloted by UGDP, and explore the feasibility of the institutionalization of the performance assessment system with necessary adjustments.	LGD (Upazila Wing) LGD (M&E Wing)		→		
Strategic Component 6: Capacity Development						
(1) Capacity development of Upazila elected	6-1. Develop a capacity development framework for Upazila Parishad, and widely disseminate it to all the relevant training institutions.	NILG LGD (Upazila Wing)	→			

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Strategic Component	Component	Responsible Entity	Timeframe			
			Short-Term FY 19/20-22/23	Mid-Term FY 22/23-24/25	Long-Term FY 24/25-29/30	Superlong-Term FY 29/30-40/41
representatives and other stakeholders	6-2. Provide basic training to all Upazila elected representatives and other stakeholders, and refresher training at the District levels.	NILG LGD (Upazila Wing)	↑	↑	↑	
(2) Capacity development of NILG and other training institutions	6-3. Strengthen the capacity of NILG as the key training institutions responsible for training to LGIs. • Institutional strengthening of NILG • Training program improvement • Arrangement to provide necessary training as many Upazila Parishads as possible • Facility improvement	NILG LGD (Upazila Wing)	↑	↑	↑	
	6-4. Formulate the Mid- and Long-Term Training Plan.	NILG LGD (Upazila Wing)	↑			
(3) Exploring feasible options for increasing the coverage of training	6-5. Explore practical ways to increase the training coverage of Upazila Parishad elected representatives and other key stakeholders. • Certification system in which trainers of training institutions and NGOs are trained and certified to provide training to Upazila stakeholders • District Resource Teams (DRTs) who will provide training to Upazila stakeholders • A short training as an overall orientation to all Upazila elected representatives • Introduction of e-learning system utilizing ICT for LGIs' stakeholders to acquire basic knowledge and information	NILG LGD (Upazila Wing)		↑		

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Government of the People's Republic of Bangladesh

Background Paper

Mid- and Long-term Strategy

for

Upazila Parishad Governance Improvement

Local Government Division
Ministry of Local Government, Rural Development and Cooperatives

August 2020

Background Paper for

the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement

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ABBREVIATIONS AND ACRONYMS

7FYP	7th Five Year Plan
AAO	Assistant Accounts Officer
ADP	Annual Development Programme
AP	annual development plan
BARD	Bangladesh Academy for Rural Development
BPATC	Bangladesh Public Administration Training Centre
BRDB	Bangladesh Rural Development Board
C&AG	Comptroller and Auditor General
CA	Confidential Assistant
DLG	Director, Local Government
DDLG	Deputy Director, Local Government
DPHE	Department of Public Health Engineering
DRT	District Resource Team
EALG	Efficient and Accountable Local Government
FY	fiscal year
FYP	Five-Year Plan
GOB	Government of Bangladesh
JICA	Japan International Cooperation Agency
LGD	Local Government Division
LGI	local government institution
M&E	monitoring and evaluation
MIE	Monitoring, Inspection and Evaluation
MP	Member of the Parliament
NAPD	National Academy for Planning and Development
NILG	National Institute of Local Government
RDA	Rural Development Academy
SDGs	Sustainable Development Goals
TOT	training of trainers
UGDP	Upazila Governance and Development Project
UICDP	Upazila Integrated Capacity Development Project
UNDP	United Nations Development Programme
UP	Union Parishad
UZGP	Upazila Governance Project

1. Introduction

The background paper for the "Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement" (hereinafter the "Strategy") provides the background information on the various strategic components of the Strategy. The paper identifies key issues and challenges related to Upazila Parishad governance, analyzes them and also explores ways as to how to address them in an effective manner to get the governance at the Upazila level right. The paper suggests necessary strategies to be adopted for the improvement of Upazila Parishad governance based on the examination of the identified issues.

This paper covers the following seven broad issues. The first issue discusses the core function of Upazila Parishads. The remaining issues, i.e. issues from 2 to 7, correspond to the strategic components of the Strategy.
1) Core Function of Upazila Parishad
2) Legal Framework
3) Institutional Strengthening
4) Development Planning
5) Financial Management
6) Monitoring and Evaluation
7) Capacity Development

2. Core Function of Upazila Parishad

This section discusses the functions of Upazila Parishads, and makes an attempt to identify the core functions of Upazila Parishads. It first deals with the relevant laws and policies stipulating functions of Upazila Parishads. The current local government system in Bangladesh is, then, examined to identify the core function of Upazila Parishads. Finally, the unique organizational structure of Upazila Parishads is considered and analyzed to pinpoint the core function.

2.1 Functions Stipulated in Laws and Policy

(1) Functions provided by Upazila Parishad Act

Section 23 and Schedule 2 of the Upazila Parishad Act 2009 and its Amendment 2011 stipulate eighteen (18) specific functions of Upazila Parishad as follows.

1. Formulation of five-year plan and other development plan of various terms.
2. Implementation of the programs of various government departments transferred to Upazila Parishad, and supervision and coordination among the departments' programs.
3. Construction, repair and maintenance of inter-union link roads.
4. Adaptation and implementation of small-scale irrigation projects, in accordance with the directions of the Government, for the purpose of the best utilization of the surface water.
5. Ensuring the services of public health, nutrition and family planning.
6. Improvement of sanitation and sewerage systems, and adoption of proper measures for supplying safe drinking water.
7. (a) encouraging and facilitating the extension of education at the Upazila level, (b) supervising and supporting related institutions to improve the quality of secondary and madrasah education.
8. Taking initiative for the establishment and extension of small and cottage industries.
9. Supporting and coordinating the activities of cooperative societies and non-government voluntary organizations.
10. Supporting and implementing the programs of women, children, social welfare, youth, sports and cultural activities.
11. Adopting and implementing programs for the development of agriculture, livestock, fisheries and forest resources.
12. Review of the activities of the police department along with the development of law and order situation in the Upazila, and sending reports regularly by the Chairman to the higher authorities.
13. Adopting and implementing own programs to generate self-employment and reduce poverty, while providing necessary assistances for the implementation of other Government programs in this realm.
14. Coordinating, monitoring and supporting the development activities undertaken by Union Parishads.

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15. Generating public opinion and taking other preventive measures to resist the crimes against women and children, etc.
16. Creating public awareness and taking other preventive measures against the crimes of terrorism, theft, robbery, smuggling, abuse of drugs, etc.
17. Undertaking social forestry and other programs with the aims of preservation and development of the environment.
18. Other activities assigned by the government from time to time.

In addition to the 18 functions stated in Upazila Parishad Act, the following functions are added as per the LGD circular dated November 2011.

19. Coordination of all activities related to disaster management.
20. Cooperation with other institutions engaged in activities similar to those of Upazila Parishad.
21. Introducing and encouraging e-governance.

Two of the listed functions above, i.e., No. 2 and 14 of Schedule 2, are related to the coordination with transferred line departments and Union Parishads. The development planning, listed in No. 1, is also considered as a tool for coordination among all other functions. Such coordination functions are directly performed by Upazila Parishad.

The other functions are related to the execution. These executive functions are primarily implemented by the transferred line departments, and Upazila Parishad itself has no administrative body of its own to perform such functions. For the effective implementation of such functions, coordination among the transferred departments at the Upazila level is indispensable.

(2) Functions provided by Seventh Five-Year Plan

Chapter 7 of 7FYP states that the functions of Upazila Parishads as follows.

The most important function of the Upazila Parishad is planning, promotion and execution of development programmes within the Upazila. The Parishads are assigned with the responsibility of promotion of the local economy; fostering industrial and agricultural growth; and creation of employment opportunities. Besides, integrated socio-economic and cultural development emerged as the responsibility of the Upazila Parishads.

The development fund of the Upazilas came mostly from block allocation of the government under its Annual Development Programme (ADP). Elaborate guidelines and functional instructions are issued for preparation of five year and annual development plans. Every Upazila was required to prepare a multi-sectoral Annual Upazila Development Plan (AUDP) to ensure proper planning and effective implementation of Upazila development programmes.

As mentioned above, the Upazila Parishad is responsible for planning, promotion and execution of development programmes/projects/schemes. Such development projects are primarily implemented

by the transferred line departments. As such development projects/schemes include a wide range of sectors, such projects/schemes need to be implemented in an integrated and coordinated way to maximize their impacts. In this context, coordination among projects/schemes of the transferred departments is highlighted. Effective coordination among them will help the Upazila Parishad achieve its development goals.

2.2 Functions as Middle-Tier Local Government Institution

Upazila Parishads are middle-tier local government institutions (LGIs), consisting of Union Parishads and Paurashavas. Union Chairmen and Paurashava Mayors in an Upazila are the ex-officio members of Upazila Parishads.

The expected functions of middle-tier LGIs are considered different from those of the lowest-tier LGIs, i.e., Union Parishads and Paurashavas. The primary function of Union Parishads and Paurashavas is to directly address the local people's needs. They have direct contacts with local people, and thus they know local development needs within their territorial jurisdiction better than Upazila Parishads.

On the other hand, as a middle-tier LGIs, Upazila Parishads shall pay attention to broader development issues. Unlike Union Parishads, Upazila Parishads are expected to deal with a wider range of development issues, and coordination among Unions and Paurashavas needs to be highlighted so that each individual development activity can produce fruitful and harmonized effects. In this context, coordination of Unions' and Paurashavas' development activities can be considered as one of the important functions of Upazila Parishad.

2.3 Unique Organizational Structure

The composition of Upazila Parishad is unique in terms of the following points.
- 17 government departments are transferred to Upazila Parishads according to Upazila Parishad Act 2009.
- Union Parishad Chairpersons and Paurashava Mayors are the ex-officio members of Upazila Parishad.

Considering the above unique composition, i.e., consisting of transferred departments as well as other LGIs, Upazila Parishads are inherently required to coordinate with these stakeholders. In fact, given its unique structural position Upazila Parishad has the potential to coordinate among Unions, Paurashavas, and transferred departments. Unions and Paurashavas can share their development needs with transferred departments through the channel of Upazila Parishad, and the departments can also share their plans of development programmes and projects with related Unions and Paurashavas. As such, Upazila Parishads can function as a platform for the coordination among different stakeholders.

2.4 Coordination as a Core Function of Upazila Parishad

From the preceding discussions it appears that the coordination function of Upazila Parishad should be highlighted. The legal provisions and national policies emphasized the importance of coordination. As a middle-tier local government institution, and as a unique institution to which line departments are transferred, Upazila Parishad is required to coordinate among stakeholders such as Union Parishads, Paurashavas, and 17 transferred line departments. Given this, it can be concluded that the core function of Upazila Parishad is coordination among Unions and Paurashavas, and transferred departments.

3. Legal Framework

3.1 Clear definition of the roles and responsibilities of Upazila Parishads and other local government institutions

There are five types of local government institutions (LGIs) in Bangladesh: 1) District, Upazila, Union, Paurashava, and City Corporation. The responsibilities and functions of each LGI are defined by the different Acts as follows.

- Zila Parishad Act 2000
- Upazila Parishad Act 2009
- Union Parishad Act 2009
- Paurashava Act 2009
- City Corporation Act 2009

As stated in the Seventh Five-Year Plan (7FYP), there is no coherent legal framework that clarifies roles, responsibilities and functions of respective local government institutions (LGIs). As individual unit of LGI is governed by a separate set of legislation and hence, it is difficult to keep consistency and ensure coordination between and amongst them. It also creates ambiguity and reduces the performance of LGIs as a whole. This may as well prevent LGIs at different levels from fully performing their roles and functions in most effective and efficient ways.

In the context of Upazila Parishad, for instance, Osman et al (2014)[1] points out that the provision of local health services is overlappingly assigned to Union Parishad, Upazila Parishad, and Zila Parishad. Such unclear definition may hinder an effective public service delivery as a whole.

The roles and responsibilities of respective LGIs should be, therefore, clearly defined and governed by either a single coherent legal instrument, separate laws or other legal instruments. The structure, function and other basic requirements such as election, tenures, discipline, staffing, financing, jurisdiction and other items should be clarified under the common principles for all the LGIs. In order to bring harmony, discipline, consistency and efficiency, the LGI system should be brought under a coherent and consistent legal framework.

3.2 Concerned laws, rules and other legal instruments governing Upazila Parishads

Many rules and guidelines are formulated by the GOB within the framework of the Upazila Parishad Act. Some key rules and guidelines are listed below.
    <Rules>

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[1] Osman, F. A. et al (2014), Policy Review of Functional Assignments to Local Governments (Upazila Parishads) in the Delivery of Health and Education Services in Bangladesh, UNDP, Dhaka, Bangladesh.

- Upazila Parishad (Program Implementation) Rules, 2010
- Upazila Parishad (Budget Preparation and Approval) Rules, 2010
- Upazila Parishad Chairman and Vice-Chairman (Duties, Responsibilities and Financial Benefit) Rules, 2010

<Guidelines/circular>
- Charter of Duties of the Officials of Transferred Departments under Upazila Parishad, 2010 and 2013
- Guidelines for Upazila Parishad Development Fund Utilization, 10 November 2014
- Guidelines for Upazila Parishad Revenue Fund Utilization, 10 November 2014
- Guidelines for Preparation of Development Plan and Implementation for Local Government Institutions, Memo No: 46.046.006.00.001.2012- 1057 dated 2nd November 2014

These rules and guidelines are well established. However, some necessary rules have not been formulated, which eventually resulted in some provisions of the Upazila Parishad Act not being enforced or implemented as expected. For instance, Section 39 (2) of the Act requires Upazilas to prepare an annual financial statement every year, but rules stipulating the formats and procedures have not been formulated. As a result, no Upazila Parishads have prepared a valid financial statement to date. This results in poor financial management practice and insufficient accountability of Upazila Parishad to its residents and other stakeholders.

Based on the Act necessary rules and other legal instruments should be prepared for ensuring clarity and this will help the Upazila Parishads not to have any confusion or ambiguity and only then they can become fully functional. For instance, a clear instruction including formats for the preparation of an annual financial statement shall be formulated and thereby Upazila Parishads can increase their transparency and accountability.

3.3 Awareness raising for legal requirements of Upazila stakeholders

In Bangladesh, it is sometimes observed that the elected representatives and other stakeholders of the LGIs do not have clear knowledge about the legal framework of the LGIs. Upazila public representatives are also, in general, not fully aware of the roles and responsibilities of Upazila Parishad stipulated in Upazila Parishad Act and other the legal instruments. In fact, the baseline survey under the UGDP revealed that Upazila Chairmen have overall ideas about their roles and function, but they are not fully aware of their legal mandates of Upazila Parishads in detail.

For the Upazila Parishad Chairmen and other stakeholders to acquire basic knowledge and understanding legal requirements, enough training opportunities need to be provided to them. However, the duration of training of Upazila stakeholders on the legal framework and their roles and responsibilities is generally insufficient. The training sometimes cannot cover all Upazila Parishads, and some of Upazila stakeholders do not have enough training opportunities. In addition, follow-up training is not fully provided. It is, therefore, imperative to establish an effective training system for Upazila stakeholders.

In addition, while LGD has been issuing several circulars on different aspects of Upazila governance, many Upazila stakeholders remain unaware of those being issued. It can be said that without their good understanding of legal requirements, public representatives of Upazila Parishads will not be able to perform their duties properly. It is therefore important to keep in mind that the functional and institutional capacities of Upazilas for ensuring the effective and accountable delivery of services and responsive governance can be enhanced to a great deal if the stakeholder's awareness about the legal framework can be raised with systematic and properly structured interventions.

In this regard, a compendium of all the relevant Acts, rules, and circulars regarding Upazila Parishads can be prepared and shared with the relevant Upazila stakeholders and also this needs to be updated on a yearly basis. The compendium can be prepared in a soft form, and sent to Upazila Parishad every year.

4. Institutional Strengthening

4.1   Institutional structure of Upazila Parishad

Section 6 of the Upazila Parishad Act 2009 (Amended in 2011) stipulates the structure of the Upazila Parishad as follows.
-    Upazila Chairman (1)
-    Vice Chairman (1)
-    Female Vice Chairman (1)
-    Union Parishad Chairmen
-    Paurashava Mayor(s)
-    Female members of the reserved seats

Section 29 of Upazila Parishad Act 2009 (Amended in 2011) requires Upazila Parishad to form 17 Upazila Committees. Such committees are listed below.

1) Law and Order
2) Communication and Physical Infrastructure Development
3) Agriculture and Irrigation
4) Secondary and Madrasa Education
5) Primary and Mass Education
6) Health and Family Welfare
7) Youth and Sports Development
8) Women and Children Development
9) Social Welfare
10) Freedom Fighter Affairs
11) Fisheries and Livestock
12) Rural Development and Cooperatives
13) Cultural Affairs
14) Environment and Forest
15) Market Price Observation, Monitoring and Control
16) Finance, Budget, Planning and Local Resource Mobilization
17) Public Health, Sanitation and Safe Water Supply

A total of 24 government departments have the branch offices at the Upazila level. Out of them, 17 departments are transferred to Upazila Parishad (Section 24 and 3rd Schedule of Upazila Parishad Act), and the remaining 7 departments are retained by the government. Such retained departments include 1) Officer-in-Charge (Police); 2) Upazila Ansar and VDP; 3) Upazila Statistics Office; 4) Upazila Accounts; 5) Upazila Land Office; 6) Upazila Sub-Registrar; and 7) Upazila Election Office.

The 17 transferred government department officers are listed below.

1) Upazila Youth Development Officer
2) Upazila Nirbahi Officer

3) Upazila Fisheries Officer

4) Upazila Livestock Officer

5) Upazila Health and Family Welfare Officer

6) Upazila Family Planning Officer

7) Upazila Women Affairs Officer

8) Upazila Education Officer

9) Upazila Engineer of the Local Government Engineering Department

10) Assistant/Sub-Assistant Engineer of Department of Public Health Engineering Department

11) Upazila Rural Development Officer

12) Upazila Cooperative Officer

13) Upazila Agriculture Officer

14) Project Implementation Officer

15) Upazila Social Welfare Officer

16) Upazila Secondary Education Officer

17) Upazila Environment and Forestry Officer

Upazila Parishad itself has no administrative body of this own. Thus, all administrative and executive functions of Upazila Parishad are performed by the transferred departments.

By the amendment of Upazila Parishad Act in 2011, the post of Assistant Accounts Officer is created at Upazila Parishad (Section 34). The Assistant Accounts Officer is supposed to be appointed by the government, however no one has been assigned to any Upazila thus far.

A Steno-Typist cum Computer Operator, or commonly known as Confidential Assistant (CA), to the Upazila Parishad Chairman is usually posted to provide secretarial and administrative support to a Upazila Chairman. A CA to UNO is also posted. As they are in charge of document management and other administrative tasks, the CAs usually have good knowledge about the operation of Upazila Parishad. In addition, the CAs usually work for one Upazila Parishad for longer time and therefore they carry the institutional memory. Thus, the CAs can provide necessary information as requested by public representatives and the transferred department officers. This will enable Upazila Parishad to ensure consistency of their policies. In this regard, the roles of the CAs can be considered crucial to enhance institutional memories and capacities of Upazila Parishads.

The list of posts for each Upazila Parishad is given in Schedule 1 of Upazila Parishad Staff (Service) Rules, 2010. The posts include 1) Typist cum Computer Operator (or commonly known as CA); 2) Vehicle Driver; 3) Water Transport Driver; and 4) MLSS. However, the stipulated posts are not enough for Upazila Parishads to accomplish their mandated functions and activities.

4.2   Activation of Upazila Committee

As stated earlier, a total of 17 Upazila Committees are supposed to be formed as per Section 29 of Upazila Parishad Act. An Upazila Vice-Chair is supposed to act as a chairperson of each Upazila

Committee, and the head of the transferred government departments is supposed to act as a member secretary. The Upazila Committees are expected to play a vital role in improving the service delivery at the grassroots level and make the 17 transferred departments accountable to the local citizens through their elected Upazila Parishads. In addition, at the respective Upazila Committees, transferred departments are responsible for reporting their plans and projects. In this regard, an Upazila Committee is considered as a sort of platform for Upazila Parishad to monitor and coordinate the activities of the transferred departments and thus foster local development in an effective manner.

However, the first performance assessment (PA) survey, conducted by UGDP, revealed that almost all Upazila Parishads has already established 17 Upazila Committees, but very few of them are functioning. Upazila Chairmen and Vice-Chairs often claimed that Upazila Parishads does not have enough fund to hold the Upazila Committee meetings on a regular basis. In addition, they also stated that Union Chairmen as a member of Upazila Committees do not have much interest in attending the Upazila Committee meetings or contribute therein in a meaningful way. The 4th Upazila performance assessment report on Upazila (UNDP 2015) revealed that too many standing committees have been the prime cause for non-functioning of such executive bodies and making those mere symbolic. Particularly, the female Vice-Chairmen find it difficult to convene meetings as the UP chairs do not seem to cooperate. It is important that UP chairs be given more motivational training on the importance of the Upazila committees.

There is no denying that Upazila committees have immense potential to democratize the LGIs, and therefore it is important that these are activated properly to ensure internal accountability, effective local service delivery, responsive and integrated planning at the Upazila level. In this context, practical measures to activate Upazila Committees need to be explored. LGD needs to provide Upazila Parishads with clear and detailed guidance on the Upazila Committees and committee meetings. Such measures may include identifying key Upazila Committees, and holding joint meetings among Upazila Committees, and developing a mechanism to monitor the holding of Upazila Committee meetings on a regular basis.

It is also important to ensure the implementation of the resolution. Even if Upazila Committee meetings are held, it is pointed out that the resolutions of the Committee meeting are not properly implemented. Although the Committee resolutions are supposed to be submitted to and discussed at the Upazila Parishad meeting, the Parshad sometimes does not take up the resolution. As a result, the significance of the Upazila Committees is not well recognized among Upazila stakeholders. In this context, it is worth considering for LGD to give guidance to Upazila Parishads to take up the resolution at the Parishad meetings.

Furthermore, training to Vice-Chairs as the Chairman of Upazila Committees needs to be provided. In general, Vice-Chairs do not have sufficient knowledge about the functions and operations of the Committees, and also do not have enough opportunities to develop them. Such training, therefore, helps them acquire necessary knowledges to properly operate the Committees.

In parallel to exploring the feasible options, it is also crucial to review the effectiveness of the current Upazila Committee system in the long run. Several issues may need to be examined. For instance, the Committee meeting is supposed to be held bi-monthly, but this frequency may not be effective for the Committee to perform its expected duties. For the structure of the Committee, one of the Vice-Chairs is supposed to preside the Committee meeting and Union Parishad Chairmen will be the members of the Committees, and the concerned department officers are supposed to be the Member Secretary. But such structure may need to be reorganized to ensure effective operation of the Committees. Thus, LGD needs to re-examine the current system, and take a leading role in making the Upazila Committees more functional in the long run.

4.3 Increased accountability of transferred department officers to Upazila Parishad

As stated above, Section 24 and 3rd Schedule of Upazila Parishad Act stipulates that 17 government departments are transferred to the Parishad. The terms of references of the transferred department officers are also provided by the LGD Circular (Memorandum No-LGD/Upa-2/C-4/2009/1422) dated on 17 June 2010. As they are transferred, the 17 transferred departments should be accountable to Upazila Parishad by law.

However, such transfer is now still underway. The transferred department officers usually attend the monthly meetings of Upazila Parishad and respond to enquiries from the Chairman and other public representatives, but the transferred departments are, in general, tend to remain more accountable to their district level departmental offices and to their head offices of ministries/departments. As the budgets of the transferred departments are allocated from their headquarters, i.e., the ministries/divisions/departments, the department officers tend to put more emphasis on reporting to their headquarters, rather than to the Upazila Parishad. Similarly, information on the projects of the transferred department officers is not fully shared with Upazila Parishad. Currently, the only mechanism in place for sharing departmental information is the monthly meetings, but this is generally done in haste (Monem 2014)[2]. In addition, Upazila Parishad Chairman does not have authority over personnel matters including promotion, transfer, posting and remunerations of the transferred department officers. At present, there is no mechanism in place for the UZPs to monitor the functions of the government departments based in Upazilas. The UZPs are not in a position to hold the officials of the transferred line departments accountable or establish their control over them in the absence of the clear and detailed rules and regulations and also effective central monitoring on this front.

In this context, the accountability of transferred department officers to Upazila Parishad should be strengthened. Such increased accountability will lead to the improvement of the quality of public service delivery at the Upazila level. As the first step for strengthening the accountability, an

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[2] Monem, M (2014), Transfer Subjects at Upazila and Union Parishads in Bangladesh: Regulations and Realities, Manusher Jonne Foundation (MJF), Dhaka, Bangladesh.

information sharing mechanism among Upazila Parishad and the transferred department offices should be explored. Activation of Upazila Committees may also contribute to such strengthening of their accountability. In this regard, it is also important for the LGD to assess the bottlenecks on this front and consider preparation of necessary clear and detailed rules and regulations to ensure such accountability.

4.4   Human resources of Upazila Parishad

(1) Appointment of the legally required personnel

Performance of Upazila Parishad cannot be enhanced as expected without providing Upazila Parishads with the manpower they need to deliver on its mandated functions effectively. However, it has been observed that Upazila Parishad was not given even the manpower which was suggested by Upazila Parishad Act and other related legal instruments. For instance, Section 34 of Upazila Parishad Act 2009 states that the Assistant Account Officer (AAO) are to be posted to all Upazila Parishads. However, the officers have not been posted yet. As the accounting is important, the AAO should be appointed immediately to all Upazila Parishads. Until the official appointment, Upazila Parishad may temporarily assign other staff to work as AAO.

It is therefore imperative that appointments of the positions provided by the legal framework be appointed with immediate effect. This will help Upazila Parishads perform their legal requirements properly. The roles and responsibilities of the existing key staff members such as Confidential Assistants should be revisited and clarified further.

(2) Assessment of the required human resources of Upazila Parishads

It is important to make an objective assessment of the sufficiency of the current manpower of Upazila Parishads against the assigned responsibilities of Upazila Parishads. Based on the results of the objective assessment, some more new positions for the Upazila Parishads may be identified. Once such positions are identified, it is recommended to create the positions so that Upazila Parishads can properly perform their roles and responsibilities as stipulated by Upazila Parishad Act. For instance, for the proper formulation of and monitoring on Upazila-level development plans, technical personnel such as Parishad's own planning officer may be needed.

Upazila Parishads should also be given authority to appoint its own staff members like Paurashava if they can afford to pay from their own source income. On this front, the government should provide necessary salary supplement to the Upazila Parishads to hire necessary staff in case of those Upazila Parishads which are having weak financial base.

4.5   Awareness raising of Union Parishad Chairman as a member of Upazila Parishad

Union Parishad's Chairmen within an Upazila are the ex-officio members of the concerned Upazila

Parishads. Since they constitute the majority of members in the Upazila Parishads, their opinion often matters more than the others. However, at present, they hardly receive any training as a member of the Upazila Parishad.

In addition, there is a widely held views that their knowledge and awareness about the Upazila Parishad's legal framework and governance is inadequate. As a result, they cannot come out of their traditional mindset. In other words, as a member of the Upazila Parishad, they do not seem to be concerned with the development of the Upazila as a whole, but they have more interests in their own UPs. They tend to request the Upazila Parishads to divide Upazila ADP block grant amongst all the Unions equally. As the Union Parishad Chairmen constitute the majority of the Upazila Parishad members with voting rights, their request for the equal distribution can be prioritized at the Upazila Parishad. As a result, visible larger projects that benefit the whole Upazila could not be undertaken within the Upazila. Given this, it is necessary for the UP chairmen to be imparted training to raise their knowledge about Upazila's legal framework and its development vision.

LGD, in collaboration with NILG and other training institutions, needs to organize training courses on the roles and responsibilities of Union Parishad Chairmen as the members of Upazila Parishads should be provided to Union Parishad Chairmen.

4.6 Involvement of Paurashava Mayors in Upazila Parishad meetings

Section 6 of Upazila Parishad Act stipulates that the Mayors of Paurashavas are the members of Upazila Parishads. The Mayors are also supposed to attend regular monthly meetings of the Upazila Parishad. But in practice, not all Mayors attend Upazila Parishad meetings, hence there is less coordination between Upazila Parishads and Paurashavas. The Upazila Parishad lacks authority to get involved in the operation of Paurashava. The two LGIs are elected independently of each other; they also operate independently. There is not much scope for interference into the operation of one by the other. Unlike the UP, which receives allocation from the Upazila Parishad, the Paurashava cannot expect to have any such support from the Upazila Parishad. In fact, one of the activities that the Upazila Parishad cannot do with their development funds is to plan and implement projects in Paurashava's areas. Mayors of Paurashavas, in general, remain indifferent to the affairs of the Upazila Parishad.

In this respect, practical measures to ensure the attendance of Paurashava Mayors needs to be explored. For example, attendance of a representative from Paurashava instead of Mayors may be made legally acceptable. The Member of the Parliament (MP) may also play an instrumental role as the adviser to the Upazila Parishad to ensure Mayor's regular attendance in the Upazila Parishad meetings. The Local Government Division needs to examine practical measures and give guidance to Paurashava Mayors and Upazila Parishad Chairmen to ensure the coordination among them.

5. Development Planning

At the Upazila level, the Upazila Parishads are required to formulate the Five-Year Plan (FYP) and the annual development plan (AP) based on their situational analysis, local needs and priorities, capacity and available resources. These development plans shall cover needs and priorities of Union Parishads and the transferred departments' working within the Upazila (horizontal harmonization). Moreover, these development plans need to be a consolidated and comprehensive plan of these institutions. Ideally, the plans shall also be consistent with the focus of the national and sectoral plans, and contribute to achieving the national goals and targets through different local interventions (vertical harmonization). In reality, it has been observed that some Upazila Parishads prepare FYP, but in most cases these plans consist of a list of projects they want to implement. On the other hand, Upazila Parishads generally do not prepare their annual development plans. They only prepare a project list at most instead. In general, Upazila Parishads do not have comprehensive concepts of development strategy and planning. Neither do they have clear idea about SDGs and therefore they are unable to align their development plans with SDGs. It is to be noted that the local government institutions in general and Upazilas in particular do have the immense potentials to contribute to the achievement of the SDGs and government's larger development visions.

Upazila Five-Year Plan (FYP)

The FYP is a mid-term development plan of Upazila Parishad. It is expected that it will be comprehensive in nature and inclusive to reflect the needs and challenges of all stakeholders such as the Unions, Paurashavas, Transferred Line Departments, NGOs, private sector and the citizens of the Upazila. It should entail the vision, goals, objectives, development outcomes (expected changes with measurable indicators), and timeframe indicating the implementation schedules. It should also include monitoring and evaluation (M&E) mechanisms. The FYP is to be formulated in a way that is consistent with and can contribute to the development plans of the District as well as the national levels.

Upazila Annual Development Plan (AP)

The annual development plan (AP) is the annual breakdowns of the Upazila FYP. This contains further detailed goals, objectives, targets with measurable indicators and specific projects/schemes, costs involved and sources of funding, implementation modalities, implementing agencies, monitoring mechanism and other relevant information. AP should be a live document which need to be updated each year and it should also provide a comprehensive picture of local development slated for a given year. Ideally those projects/schemes should be included in the AP which a Upazila will be able to implement in a given year considering the availability of resources. However, some additional projects can be kept in the pipeline as "projects in waiting". And these can be implemented if additional funds are available.

In addition to the FYP and AP, Upazila Parishads may need physical master plans for their territorial development. Such master plans will provide a solid basis for the effective development, and thereby

contribute to the achievement of the development visions of Upazila Parishads.

The following sub-sections discuss key issues and challenges related to the Upazila development planning.

5.1 Establishment of development planning cycle at the Upazila level

Good development planning cannot be a one-off exercise, it should rather be a whole cyclical process of planning, implementation, monitoring, evaluation, learning and feeding back to the next plans. In order to manage the development planning cycle, it is also important to have a good institutional framework supported by sufficient human resources.

In the present legal framework of Bangladesh, all LGIs shall be responsible for the preparation, approval and implementation of development plans. Article 59 of the Constitution of the People's Republic of Bangladesh states that LGIs shall prepare and implement the plans related to public services and economic development. Section 42 of Upazila Parishad Act stipulates that the Upazila Parishad shall prepare and implement development plans, including FYP and AP for socio-economic development of the Upazila. The development plan is also referred to as a key function of Upazila Parishad in Section 1 of Schedule 2 of the Act. To enable Upazila Parishad to formulate their development plans, the guidelines for the formulation of LGI's development plan were issued by the Local Government Division (LGD) in November 2014.

FYPs and APs of Upazila Parishads are expected to present a development vision and goals of Upazila development in a specific period. In principle, all development activities undertaken by the transferred departments and Unions/Paurashavas shall be planned and implemented in line with those stated vision and goals. In this sense, the FYPs can be an effective coordination instrument for Upazilas to ensure consistent development within their territories. It is therefore critical for Upazila Parishad to formulate and implement FYPs and other development plans. Furthermore, it should be noted that the development plans are live documents, and need to be updated on a regular basis. The LGD needs to provide Upazila Parishads with enabling environments to support the Upazila Parishads in fulfilling their roles and responsibilities for development activities.

However, the first performance assessment survey conducted by UGDP in 2017 revealed that only a half of the total Upazila Parishads had formulated their FYPs, and the remaining half had not formulated FYPs. In addition, even among the Upazilas which formulated the FYPs, it is necessary to update and revise their FYPs regularly as per changing socio-economic and natural situations. LGD, therefore, needs to provide clear guidance and technical support to Upazila Parishad so that they can formulate and update their FYPs.

In this context, Upazila Parishads need to have a good understanding of development planning and establish a development planning cycle at the Upazila level and prepare FYPs in accordance with the guidance of LGD. In addition to FYP, Upazila Parishads also need to prepare an annual development

plan (AP) in consistent with their FYPs. These development plans prepared by Upazila Parishads need to align with the national development goals including SDGs.

5.2 Updating of the guidelines for development planning

Development planning is indispensable for ensuring effective governance in any institution in general and local government institutions in particular. For the formulation of effective development plans it is indispensable to have guidelines. Considering this need, the Local Government Division (LGD) issued an administrative circular (Memo No. 1057 dated 2 November 2014), containing the Guidelines for preparation and implementation of development plan for Local Government Institutions. The guidelines (2014) suggests that until the Zila Parishad start functioning in full swing, all government services and supply will be integrated at Upazila level and Upazila Parishad will be the center of local development. It is important to note that the Planning Guidelines of 2014 is more generic and provide a conceptual framework for the LGIs in preparing development plans. But they do not provide any specifics on the contents of FYP, procedures for FYP formulation, and implementation and monitoring mechanisms. The guidelines of 2014 also do not clearly mention the importance of APs. It is important to update the planning guidelines taking into account the changed development vision of the national government and needs of the local governments. For instance, the 2014 guidelines provided some specifics as to how MDGs can be achieved, now the updated guidelines will have to focus on achieving SDGs. Besides, the updated new guidelines will have to incorporate the ways and means to achieve the vision 2041 among other important issues. A tier-wise development planning guidelines will better serve the current development need of the country. On this account, formulation of a tailor-made Upazila Parishad specific guidelines with a view to address the specific development needs of the Upazila, is deemed to be crucially important. The new updated Guidelines should therefore be able to provide a clear direction as to what the development planning cycle is, how to create and manage it at the Upazila level, and also how the development planning cycle can be effectively synchronized with the result-based management, monitoring and evaluation for ensuring sustainability.

The guidelines of 2014, therefore, need to be updated. The following points should be provided in the updated guidelines.
- Overall concept and objectives of development planning at the Upazila level
- More detailed steps and processes in formulating the FYP and AP in close collaboration with the Unions and Paurashavas and the transferred government departments
- Key institutional framework for managing development plans
- Monitoring and evaluation, and reporting system
- Necessity of both FYPs and APs, and consistency among them
- Consistency with national development goals such as SDGs

5.3 Improvement of the contents of development planning

As mentioned above, half of the total Upazila Parishads in Bangladesh were found to have formulated

their FYPs. However, in many cases, the FYPs of Upazila Parishads tended to be the wish lists of schemes/ projects, and provide just the compilation of schemes or projects without any order of priority considering the pressing local needs and finite resources.

It has been observed that Upazilas which formulated development plans in general had limited coverage of key contents. Both FYPs and APs should include the key contents such as 1) situation analysis based on statistics and other socio-economic data; 2) long- term vision, development goals, objectives and targets with measurable indicators; 3) Institutional framework for the implementation, monitoring and evaluation and reporting; and 4) priority areas/programs/projects. FYPs of Upazila Parishad should cover these key contents. In addition, coordination with Unions and Paurashavas as well as the transferred government departments, as the core function of Upazila Parishad, needs to be highlighted in the development planning process.

In the light of the above, the updated guidelines described in Section 5.1 shall cover the following contents.

Situation analysis: Upazila Parishads need to develop a mechanism to collect local data/information through Upazila Committees, Unions and Paurashavas, and other sources. Based on the collected data and information, Upazila Parishads need to conduct a situation analysis. In the situation analysis, information on development plans and projects of Union Parishads and Paurashavas and the transferred departments should be integrated.

Vision, goals, objectives and targets: Based on the situation analysis, Upazila Parishads need to set their vision, development goals, objectives and targets with measurable indicators. The vision, goals, objectives and targets should be logically consistent each other, and need to be monitored on a regular basis based on the measurable indicators. Establishing linkage between local development goals and SDGs also need to be paid due attention.

Institutional framework: Upazila Parishads need to develop an institutional framework which would enable them to formulate both FYPs and APs effectively. A technical group consisting of key officers can be formed to effectively and efficiently help the Upazila Parishad draft the FYPs and APs. Such group can also assist the implementation and monitoring of FYPs and APs.

Priority areas/programs/projects: To achieve the vision, goals, objectives and targets, Upazila Parishads will select priority areas/ programs/ projects. They will be selected to maximize development effects, taking into account the limited resources of Upazila Parishads. For the FYPs, individual projects may not need to be listed, but priority areas and programs need to be included. For the APs, individual projects will be prioritized and selected based on the FYPs.

In addition to the above, the contents of FYPs of Upazila Parishads should be in line with the national goals in general and SDGs in particular.

5.4 Ensuring linkage between AP and FYP of Upazila Parishads

Although many Upazila Parishads were found to have formulated their FYPs, but there are challenges with regard to implementation and monitoring of the FYPs. In this context, it is to be noted that AP can be an important tool for the effective implementation of FYP. AP provides what needs to be done

in a specific year to realize the vision and goals that were spelled out in FYP, and the projects/ schemes funded under AP therefore should ideally be in line with the programs/ projects listed in FYP.

Under the Upazila Integrated Capacity Development Project (UICDP) assisted by JICA, 8 pilot Upazilas formulated their APs for the first time. The APs almost cover key items indicated in Section 5.3, but the linkages between their FYPs and APs were not sufficiently established. As APs can be considered as a year-wise breakdown of FYPs, such linkages are critical. It may be mentioned here that some deviations are acceptable but Upazila Parishads need to provide convincing justifications for such deviations in their APs. If AP does not contain these justifications, then the purpose of formulation of FYP gets defeated. LGD, therefore, needs to provide clear guidance on AP to Upazila Parishads. Upazila Parishads need to formulate APs, whose contents are in line with those of FYP.

5.5   Ensuring consistency between AP and budget

Upazila Parishad Budget (Preparation and Approval) Rules, 2010 states that Upazila Parishads should not allocate funds for schemes/projects which were not included in their plans. However, this provision is not always followed by Upazila Parishads. Upazila Parishads often tend to approve development projects/ schemes which are not included in their development plans. This means that Upazila Parishads are not well aware of the necessity to implement the development plans, and thus consistency between AP and annual budget is not always sufficiently maintained.

Development plans are often prepared without adequate considerations of actual budgetary allocations. Plans, particularly annual development plans, need to be prepared taking into account the estimated budgetary allocations for any given fiscal year. Without budgetary allocations, projects/ schemes included in AP cannot be implemented. Thus, only the schemes/projects which can be financed within the estimated budgetary allocations for a fiscal year should be included in AP. Some additional projects can be kept in the pipeline and implemented when additional funds are available.

On the other hand, it is not necessary to maintain such consistency between FYP and budget. As FYP provides mid-term development framework, which can refer to not only Upazila's resources but also resources of the transferred government departments and other Upazila-level stakeholders, FYPs are not necessarily limited to Upazila's budgetary supports.

5.6   Enhancement of vertical and horizontal integration in Upazila FYP

As discussed in Section 2, the core function of Upazila Parishads is coordination. The coordination consists of both vertical and horizontal coordination. As it provides basic framework of development within the territory of Upazila, FYP should cover all development activities within the Upazila. In this context, development projects of Union Parishads and Paurashavas as well as those of the transferred departments need to be properly taken into account while formulating the FYP. Projects of the concerned Zila Parishad should also be considered.

Vertical Coordination: In reviewing the existing FYPs of Upazila Parishads, development projects/ schemes proposed by Union Parishads are taken into account and included in many FYPs, however, there is hardly any such coordination found between the UZPs and Paurashavas. Zila Parishads were not elected when most of the existing FYPs were prepared in 2014, and as a result, there was no attempt made to ensure coordination UZPs and Zila Parishads at that time.

Horizontal Coordination: Horizontal coordination with the transferred line departments in FYP is another challenge. Many FYPs conducted department-wise analyses, but the scope of the FYPs is in general limited within the resources of Upazila Parishads. As the majority of development activities are those of the transferred departments, FYP should refer to such departmental development projects. However, such information is not readily available at the Upazila-level offices of the transferred departments, and thus Upazila FYPs were found to have been formulated with limited information on development projects of transferred departments. In this context, it may be effective for LGD to facilitate the discussion at the inter-ministerial meeting to enable the relevant ministries and departments to share the information with Upazila-level stakeholders.

In sum, when preparing FYPs, Upazila Parishads should pay due attention to both vertical and horizontal coordination to the extent possible. For the vertical coordination, Unions, Paurashavas and Zila Parishads are the main stakeholders. In terms of horizontal coordination, information on development projects of the transferred departments need to be shared with a view to properly include such information in FYP. Such coordination and integration into FYPs will help all Upazila-level stakeholders in creating maximum synergy and complementarity, avoid duplications and utilize their limited resources in the most efficient and effective ways.

5.7 Enhancement of government's understanding about vertical and horizontal coordination

In addition to Upazila Parishads' efforts to ensure vertical and horizontal coordination, the relevant line ministries and departments should also pay due attention to the alignment of their development programs and projects with Upazila FYP and AP. Such alignment from the central level will contribute to the effective achievement of the development goals of Upazila FYP and AP. In this regard, it is recommended that LGD, in collaboration with the Cabinet Division and other relevant ministries, takes a leading role in enhancing line ministries' and departments' understanding about Upazila-level development plans.

Furthermore, it is worth encouraging the relevant line ministries and departments to provide their respective field offices with: 1) appropriate guidance as to ensure this horizontal coordination in FYP and AP formulations; and 2) necessary information and data regarding their respective development initiatives funded by the respective line ministries and departments and implemented in each concerned Upazila. Such information and data include a list of the projects, their goals, objectives, targets with measurable indicators and resources. They would be a great help for Upazila to

undertake better situational analysis for their integrated development planning.

5.8 Ensuring stakeholder's participation in Upazila planning process

Upazila Parishads need to involve as many stakeholders as possible in the process of the formulation of development plans. This will help the plans more effective to address Upazilas' development needs. In this context, stakeholders' participation shall be highlighted.

Section 42 (3) of Upazila Parishad Act states that Upazila Parishads may consider suggestions and comments of Unions, NGOs and other persons in preparing development plans. The guidelines for the formulation of LGI's development plans issued in November 2014 also state that Upazila Parishads, before preparing their FYPs, shall arrange public consultations with citizens, Union Parishads, Paurashavas, local NGOs, citizen organizations, cooperative organizations, and professional communities.

Upazila Parishads, therefore, need to organize necessary workshops and consultation meetings at the Upazila premises in formulating development plans. In the workshops, Upazila Parishads will share the draft contents of the FYPs and APs with wider stakeholders, collect their comments on the draft, and also solicit their views before finalizing them. Consultation procedures need to be detailed out in the updated planning guidelines mentioned in Section 5.2.

In addition, the involvement of a wide range of stakeholders, including community-based organizations, shall not be limited to the planning process. As their engagement is important in the context of the ensuring the accountability of Upazila Parishad, the stakeholders should be involved in the entire process, i.e., planning, implementing, monitoring and evaluating process. Such involvement should be explored in the long run.

6. Financial Management

6.1   Overview of Budget of Upazila Parishad

(1) Budget of Upazila Parishad

The budget of Upazila Parishad consists of two parts: 1) revenue budget; and 2) development budget. The revenue budget is a fund for non-development activities which generally include fund for the recurring expenditure. The major income sources of Upazila Parishads include shared taxes of land transfer (1%) and development tax (2%), and 41% of money from leasing out market, water and sand body, and other incomes (Section 3 of Upazila Parishad Revenue Fund Utilization Guidelines, 2014). The revenue budget can be spent on the honorariums and allowances, salary of the officers and employees of Upazila Parishad, renovation and maintenance of Parishad buildings and houses, and other non-development activities (Section 5 of Upazila Parishad Revenue Fund Utilization Guidelines). The revenue surplus after defraying of revenue expenditures is supposed to be transferred to the Upazila Parishad's development funds for the next year (Section 3 of Upazila Parishad Development Fund Utilization Guidelines, 2014).

The development budget is used to achieve development goals of Upazila Parishads. The major source of the development fund is the block grant of the "Annual Development Programme" (ADP) from the government. The surplus of the revenue budget is another major source of the development budget. The amount of such surplus fund generally differs from Upazila to Upazila. For Upazilas located in and surrounding urban areas where higher land transfer and development taxes can be expected, the surplus amount is often beyond the amount of the ADP block grant. On the other hand, for those located in remote areas, the surplus amount is usually limited. The development budget is used for implementing development activities. It can be spent on several sectors such as agriculture and irrigation, fish and livestock, small and handicraft, transportation and communication, public health, education, health and social welfare, sports and culture, women and child affairs, and others.

(2) Income of Upazila Parishad

The income of Upazila Parishads consists of the own revenue sources and funds transferred from the government. The own revenue sources consist of the rent of building and houses, 41% of the market, water-body and sand-body lease fee, 1% of land transfer tax, 2% of land development tax, and other incomes. Actual revenue income level is different from Upazila to Upazila. For instance, a sample Upazila located in urban area earned more than BDT 42 million in FY 2016-17 from its revenue sources. However, another sample Upazila located in a remote area earned less than BDT 15 million from its own revenue sources.

On the other hand, funds transferred from the government to Upazila Parishad include the block

allocation of ADP, and special grant (development). There are also other funds provided by development partner funded development projects such as UGDP. The amount of the ADP block grant is more or less the same among all Upazilas. In FY 2016-17, for example, approximately BDT 6 million have been allocated to all Upazila Parishads. The amount of the special grant varies from Upazila to Upazila.

(3) Expenditure of Upazila Parishads

The expenditures of Upazila Parishads are divided into revenue expenditures and development expenditures. The major sources of the revenue expenditures are the own revenue sources, whereas those of development expenditures are the ADP block grant, external funds provided by the specific project if there is any, and surplus of revenue budget. The following table overviews the major expenditure items of the two types of expenditures.

Expenditure Items of Revenue and Development Expenditures

Major Revenue Expenditure Items	Major Development Expenditure Items

1. General establishment/institutional
   a. Honorarium/allowance
   b. Salary-allowances of the Officers, employees
   c. Parishad employees
   d. Encumbered expenditures (government employee related)
   e. Other institutional expenditures
   f. Transfer of monetary funds
   g. Vehicle maintenance and fuel
2. Other expenditures
   a. Telephone
   b. Electricity bill
   c. Municipality taxes
   d. Gas bill
   e. Water bill
   f. Land development tax
   g. Internal audit expenditures
   h. Police case expenditures
   i. Refreshment expenditures
   j. Expenditures for maintenance and servicing
   k. Other payable taxes/bills
   l. Incidental expenditures
3. Tax collection expenditures (printing different register, form, receipt book etc.)
4. Tree plantation and maintenance
5. Donations to social and religious institutions:
   a. Financial donation to different institutions within the Upazila
6. Celebration of national days
7. Sports and culture
8. Emergency relief
9. Transfer of revenue surplus to development accounts
	1. Agriculture and irrigation
	2. Craft and handicraft
	3. Physical infrastructure
	4. Socio-economic infrastructure
	5. Sports and culture
	6. Miscellaneous (this type of expenditure shall be included in other sector under requirements)
	7. Services
	8. Education
	9. Health
	10. Poverty reduction: social safety net and institutional support
	11. Rural development and cooperatives
	12. Women, youth and child development
	13. Disaster management and relief
	14. Closing balance

(Source) Part I and Part II of Form B of Upazila Parishad Budget (Preparation and Approval) Rules, 2010

6.2 Assessment of Upazila's financial base

As stated above, the major financial sources of Upazila Parishads are land transfer tax, land development tax, market lease fee, ADP block grant and others. However, the actual income level is different from Upazila to Upazila. Upazilas located in remote areas, in general, do not have sufficient financial base to perform its mandated functions and provide public services to their citizens.

It is, therefore, crucial for LGD to assess if Upazila Parishads' financial base is sufficient to perform its mandated functions and provide public services. Such assessment shall be conducted on a regular basis, and based on the assessment results, LGD needs to explore the ways to expand Upazila's financial base.

6.3 Updating procedures and formats regarding budget formulation

Upazila Parishad Budget (Formulation and Approval) Rules 2010 provide the budget formats to be prepared by Upazila Parishads. Different formats are prescribed to show incomes and expenditures of both revenue and development accounts.

The budget formats in the Rules were originally prepared in 1984. Although the formats were updated in 2010, there is still a room for amendment to make them more practical for Upazila Parishad. The current budget formats should be reviewed and updated.

6.4 Increased transparency of budget formulation process

According to Section 38 of the Upazila Parishad Act, 2009, a budget has to be prepared 30 days prior to the next fiscal year. Before the approval, Upazila Parishads needs to post the draft budget on the notice board of the Parishad for at least 15 days for comments and suggestions of general citizens. Such comments and suggestions are supposed to be considered at the Parishad meeting(s) and finally approved by the Parishad.

In addition, the LGD's Circular on 20 June 2010 envisages that after preparing the draft of the proposed budget, Upazila Parishads need to take the following actions.

- Sharing the draft among stakeholders: Printed version of the draft budget has to be sent to the MP of the relevant constituency, every Union Parishad, Paurashava, and a local press club.
- Disclosure of the draft at website: Planning documents and draft budget need to be posted on the Upazila Parishad's web portal.
- Organizing a consultation meeting: Upazila Parishad will also arrange a consultation meeting on the draft budget involving Union Parishad members, Councilors of Paurashava, heads of the educational institutions, NGOs, banks, individual entrepreneurs, members of the local civil society organizations.

These are the prerequisites for the Upazila Parishad to approve its annual budget. The consultation

meeting above can be considered as the Special Budget Meeting required by the Upazila Parishad Budget (Preparation and Approval) Rules, 2010. The Parishad should not approve the budget without organizing such consultation meeting. However, such special meeting is not usually held in most Upazilas (Monem 2016)[3].

It is therefore necessary for Upazila Parishad, before finalizing the budget, to seek public opinions, comments and suggestions on its draft budget by organizing a special budget meeting prior to the Upazila Parishad's approval.

In addition, the finally approved budget needs to be shared with all relevant stakeholders including the concerned Member of the Parliament (MP), Union Parishads, Paurashavas, Zila Parishads, local newspapers and journalists. It must also be posted on Upazila's web portal as well as its notice board.

LGD needs to assist Upazila Parishads in taking the above measures by providing clear and appropriate guidance. LGD also needs to provide training opportunities for the relevant stakeholders of Upazila Parishad on the budget management.

6.5   Improved and predictable ADP allocation system

(1) Estimate of ADP block grant in the next financial year

The ADP block grant is one of the major sources of Upazila's development expenditures. Thus, the planned and effective use of the ADP grant is critical for Upazila's development. In this context, the ADP grant amount needs to be properly estimated before formulating the Upazila Parishad budget. If it cannot be properly estimated, the use of the ADP grant will become unplanned and ineffective, and it will not meaningfully contribute to Upazila's development.

Given this, the predictability of the ADP grant is critical for Upazila Parishad to better prepare their development activities for the next fiscal year. In this regard, Upazila Parishad can predict the total amount of the grant in a given fiscal year based on the previous years' trends. However, the total amount of ADP block grant is not timely and properly informed to Upazila Parishads in advance.

In this context, the indicative amount of the ADP grant allocation of the next financial year, therefore, should be informed to all Upazila Parishads prior to the preparation of the annual budget, i.e., before April of the previous financial year. This will help all Upazila Parishads identify available resources of development expenditures, and prepare an annual budget in a more effective and efficient way. This will also help Upazila Parishad ensure the better use of the development funds.

(2) Timing of ADP Block Grant Allocation

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[3]   Monem, M (2016), Process and Quality of Budgeting and Planning of Upazila Parishads in Bangladesh, UNDP, Bangladesh.

Upazila Parishads receive ADP block grant in installments every fiscal year. The allocation timing of the ADP grant is also important. In particular, the last installment of ADP block grant is sometimes disbursed toward the end of the fiscal year. This may cause unplanned and ineffective use of the ADP grant. Because they do not have enough time to take necessary procedures such as preparation of tender documents and its implementation without properly following the Public Procurement Rules of 2008, Upazila Parishads tend to use such last installment of the ADP grant for purchasing goods or equipment and that is even done in haste. In some cases, a certain portion of the ADP grant is left unspent, and the remaining amount is then returned to the government following the legal binding on this.

It is, therefore, imperative that disbursements of ADP block grant should be made on time to help Upazilas effectively implement their development activities. In particular, the last installment needs to be disbursed well before the end of the fiscal year.

(3) Criteria for ADP block grant allocation

The Guidelines for Upazila Parishad Development Fund Utilization, 10 November 2014, state how the ADP block grant will be allocated to each Upazila Parishad. The guidelines stipulate how LGD should allocate the ADP grant to each Upazila Parishad. Some criteria such as population and area are presented. However, the guidelines do not present the detailed allocation criteria, and thus, the actual allocation may not be able to fully respond to the needs of respective Upazila Parishads.

As the socio-economic, geographical, demographical, and natural conditions of respective Upazilas are different each other, more need-based and objective criteria for the ADP block grant allocation may be needed for better development of each Upazila. For instance, the following issues may need to be considered: 1) existence of Paurashavas in the Upazila's territory; 2) number of Unions within its territory; 3) whether the Upazila is located in the headquarters of the District; 4) amount of revenue in the previous financial year; and 5) amount of development expenditures in the previous financial year. In this context, the criteria of the allocation should be revisited to see if the current ADP allocation properly reflects Upazila's local needs.

(4) Performance Based Allocation System

The government of Bangladesh has also been piloting performance-based grant system through the Upazila Governance Project (UZGP) and Upazila Governance and Development Project (UGDP). Such performance-based grant system has a potential to enhance Upazila's governance performance and eventually contribute to better development of Upazila Parishad.

Based on the lessons learnt of UZGP and UGDP, performance-based grant system may be introduced with necessary modifications.

6.6   Integration of transferred departments' budget into Upazila budget

In the context of Upazila's development budget, it is important to pay due attention to the budget of the transferred government departments because such transferred departments are the critical actors of development at the Upazila level. In fact, most of lager development initiatives at the Upazila level are implemented by the transferred departments. The budgets of the transferred departments are much larger than the Upazila Parishad's development budget, and have bigger impacts on the Upazilas' development.

All development activities to be funded by the government via transferred departments and those of Upazila Parishads need to be implemented in a coordinated and harmonized manner. In this context, the information on transferred departments' budget needs to be shared with Upazila Parishad.

The budgets of the transferred departments are, however, not usually shared with Upazila Parishads. Even the Upazila offices of the transferred departments themselves have limited information about the total amount of development budget for the next FY because many development projects are managed and controlled by their headquarters at the central level. It is, therefore, not realistic at present for Upazila Parishad to collect the complete information of departments' budget. However, even the indicative or incomplete information of budget amount would be useful for Upazila Parishad to prepare effective budget. The transferred departments should share the information on ongoing development projects at least.

Based on the above, to realize the effective horizontal coordination and the integration of transferred departments' budgets into Upazila Parishad's budget, the following measures need to be taken into account to identify the feasible level of the integration.
- **Short-term**: Sharing of information on transferred departments' budget with Upazila Parishads.
- **Mid-term**: Incorporation of transferred departments expenditures into budget and annual financial statement of Upazila Parishads as reference information.
- **Long-term**: Supervision of expenditures of transferred departments by UZP.

6.7   Enhancement of financial statement and audit

(1) Financial statement

Section 39 (2) of Upazila Parishad Act states that an annual financial statement of income and expenditures of Upazila Parishad shall be prepared and sent to the government by 31st December of the following financial year. In fact, the annual financial statement is an important tool for Upazila Parishads to ensure the accountability to their citizens.

UNO or other designated staff members are primarily responsible for the preparation of the financial statement. The draft statement is supposed to be discussed and scrutinized at the Upazila Committee

for Finance, Budget, Planning and Local Resource Mobilization, and necessary revisions need to be made after the Committee meeting. Final draft of the financial statement will be presented thereafter at the Upazila Parishad meeting for approval.

Furthermore, Section 39 (3) of Upazila Parishad Act also states that the Upazila Parishad shall post a copy of the annual financial statement at a place in the Upazila office where local citizens can access to. All objections or suggestions concerning the statement from the public shall be considered by the Upazila Parishad. The copy of the statement also has to be posted on the web portal of the Upazila Parishad, district portal, and the LGD's website.

However, the first performance assessment survey conducted by UGDP revealed that Upazila Parishads had not prepared annual financial statement. This was mainly because of the fact that there was no rules or other legal instruments for the preparation of annual financial statement issued by GOB. Therefore, LGD needs to formulate rules, guidelines or other legal instruments for the preparation of annual financial statement of Upazila Parishad to encourage all Upazila Parishads to prepare the financial statement every year. Such legal instruments shall clarify the key contents, roles and responsibilities of stakeholders, and detailed preparation process.

In addition, LGD also needs to arrange necessary training for preparing the financial statement to Upazila Chairmen, Vice-Chairs, UNOs and other key officers and staff members of Upazila Parishads. In this context, the National Institute of Local Government (NILG) can also play a significant role in designing training modules, preparing training materials, and organizing training sessions.

In sum, all Upazila Parishads shall prepare the annual financial statement and report it to LGD as per Section 39 (2) of Upazila Parishad Act. LGD needs to encourage Upazila Parishads by formulating necessary rules or other legal instruments, and providing necessary training to Upazila stakeholders.

(2) Audit

As per Section 40 of Upazila Parishad Act, the accounts of all Upazila Parishads shall be audited in a prescribed manner by auditors assigned by the government. The provision sates that auditors shall have access to all books and other documents pertaining to accounts, and may also examine the Chairman or any members, officers or employees of the Upazila Parishad.

Section 40 (3) of Upazila Parishad Act, on completion of audit, states that the audit authority will submit an audit report to the government. The report will contain the following issues.
- Cases of misappropriation of money
- Loss, waste or misapplication/misuse of the Parishad's Fund
- Cases of other irregularities in the maintenance of the accounts
- Names of persons who are directly or indirectly responsible for such embezzlement, loss, waste, misappropriation or irregularities

The Comptroller and Auditor General (C&AG), the central audit institution of the government, only conducts sample auditing for Upazila Parishads. The external audit for Upazila Parishads is therefore considered few and far between.

In addition, there is no system of internal audit of the account of Upazila Parishads to date. As there is no guidelines or other legal instruments for the internal audit of Upazila Parishads, LGD needs to prepare necessary legal instruments to motivate Upazila Parishad to conduct internal audit for their accounts. LGD, in collaboration with NILG, also needs to provide training opportunities for the internal audit to Upazila Parishads.

6.8   Regular disclosure of finance related information

Currently, there is no mechanism in place at the Upazila level to disclose finance-related information with its stakeholders and public at large. Such information includes budget documents of Upazila Parishads, financial statement report, audit-related documents and other financial reports to the Upazila Parishads or government.

In this regard, an effective mechanism for sharing of Upazila Parishad's financial reports is required to fulfil the public's right to information beyond the traditional local noticeboards. As part of the mechanism, an online system to disclose key budget information, in addition to the other key documents, to all stakeholders may be recommended.

6.9   Improvement of asset management system

Upazila Parishad Act and Upazila Parishad (Property Handover, Maintenance and Management) Rules, 2010 require Upazila Parishads to maintain its assets under its jurisdictions. However, in practice, there is no formal mechanism in place for asset management at the Upazila level. No guidelines or guidance have not been given by the government to date. As a result, some Upazilas do maintain asset registers while others do not.

Upazila Parishads should introduce an effective asset management system and provide their staff members with necessary training for asset management. An asset register should be prepared and kept at Upazila Parishads. The register should be updated every year.

LGD needs to help Upazila Parishads maintain and update asset register. In this context, detail guidelines should be prepared by LGD.

7. Monitoring and Evaluation

7.1   Effective monitoring mechanism on Upazila development activities

Upazila Parishad is responsible for monitoring all the development projects/schemes implemented within the Upazila, including those of the 17 transferred departments. Respective Upazila Committees are expected to monitor such projects/schemes of the relevant sectors.

However, in practice, Upazila Committees are not effectively functioning in many Upazila Parishads. As a result, Upazila Parishad itself often fails to provide effective recommendations in view of the whole Upazilas.

To facilitate the monitoring on development activities through Upazila Committees, LGD needs to prepare effective monitoring guidelines with practical formats. Concerned Upazila Committees are expected to prepare monitoring reports, and submit them to the Upazila Parishad. In this context, attempts are to be made to reactivate Upazila Committees as described in Section 4.2.

For the monitoring mechanism, it is worth referring to the updated Upazila development planning guidelines mentioned in Section 5.2, will recommend a mechanism for periodical monitoring on the progress of development plans. Standard monitoring and completion reporting formats will also be provided by the guidelines.

In addition, institutionalization of grievance redress system may worth considering for the proper implementation of activities listed in the annual development plan.

7.2   Effective monitoring mechanism by the government

For monitoring of Upazila-level development projects, LGD has already prepared a monitoring format. Many Upazila Parishads submit monitoring reports to LGD annually in line with the prescribed formats. However, some of them appear to use different formats. In addition, most reports are not properly examined due to the limited manpower at the Monitoring Wing of LGD.

Besides, the Deputy Director, Local Government (DDLG) posted at the District level is responsible for monitoring and supervising the activities of Upazila Parishads. The Director, Local Government (DLG) posted at the Division level is also responsible for such monitoring and supervision. They are supposed to visit Upazilas physically and regularly. In fact, LGD instructed DDLG to inspect Upazila Parishads every month and to send inspection reports to DLG and LGD. However, in practice, DLGs and DDLGs have limited means for the inspection in terms of transportation and financial resources. Such constraints hamper DDLGs and DLGs to conduct the monthly inspection on Upazila Parishad on a regular basis. It is, therefore, important for LGD to give more clear and practical guidance to DLGs and DDLGs to ensure the effective monitoring.

On the other hand, as the human and financial resources of LGD are limited, LGD will not be able to go through all the reports from Upazila Parishads, and give proper feedbacks to them. In this regard, more delegated system may be worth considering in which DLGs and DDLGs take a part of responsibility for handling these reports and consolidate them, and send the consolidated reports with their observations and recommendations to LGD.

LGD needs to establish an effective and practical monitoring system on activities of UZP by DDLGs and DLGs. LGD needs to develop and disseminate the practical monitoring formats, and ensure its use by Upazila Parishads through training and other means. The contents/ monitoring indicators of the existing monitoring format may need to be revisited based on lessons of the recent initiatives such as UZGP and UGDP. An electronic reporting and evaluation system in which UNOs will share the reports with DDLGs, DLGs and MIE Wing of LGD may be effective in the long run.

7.3   Strengthening capacity of MIE Wing of LGD

The Monitoring, Inspection and Evaluation (MIE) Wing of LGD is responsible for the monitoring of all tiers of local government institutions (LGIs) in Bangladesh. However, there is many constraints for the MIE Wing to monitor all LGIs' activities.

According to the Guidelines for Upazila Parishad Development Fund Utilization, 10 November 2014, every Upazila Parishad shall prepare an annual report on the sector-wise expenditures by 15th July of the next fiscal year. The copy of this report should be submitted to the LGD, Financial Department, and the concerned Deputy Commissioner by the end of July. The first performance assessment conducted by the UGDP revealed that about 80% of Upazila Parishads prepared and submitted the ADP report. However, the remaining 20% Upazila Parishads did not prepare and submit such reports. This deviation would not have happened had there been an effective monitoring mechanism in place.

It is, in this pretext, necessary to review the capacity of MIE Wing of LGD, and explore practical and realistic options to establish an effective and practical monitoring mechanism. In particular, the following issues need to be taken into account.
- Manpower of MIE Wing and field monitoring mechanisms
- Improved logistic support to the MIE Wing of LGD
- More delegation of monitoring functions to DLGs and DDLGs

Responsible officers and staff members of the LGD do not have enough knowledge and skills to monitor activities by Upazila Parishad. Capacity development for the officers and staff members of LGD is also critical to ensure effective monitoring on the activities of Upazila.

In the context of monitoring of governance performance of each Upazila Parishad, UGDP is conducting a performance assessment of Upazila governance. The following table overviews the performance assessment conducted by UGDP.

Indicators of Performance-Based Allocation under UGDP

I. Precondition Indicators
1. Status of Upazila Parishad meetings
1.1. Upazila Parishad (UZP) meetings are held regularly.
1.2. UZP meetings are held with proper attendance.
2. Status of Standing Committees
2.1. Standing Committees (SCs) are established.
2.2. SCs are functioning.
3. Existence of Budget and Development Plans
3.1. Annual Budget is prepared and approved.
3.2. Development Plan is prepared.
4. Status of ADP Implementation and Reporting
4.1. ADP reports are prepared.
4.2. ADP reports are sent to LGD.
II. Performance Indicators
1. Institutional Capacity
1.1. SCs are properly held and recorded.
1.2. NBD officers attend respective SC meetings.
1.3. Project Selection Committee (PSC) is established and functioning.
1.4. Development proposals are submitted from Union Parishad, UDCC, SCs and NBDs.
2. Financial Management Capacity
2.1. Annual Budget is prepared and approved as stated in UZP Act.
2.2. Asset register is properly maintained and updated.
2.3. Annual Financial Statement is prepared.
2.4. Gap between the initial budget and the actual expenditure is minimized.
3. Planning and Budgeting Capacity
3.1. Five-Year Development Plan with priority project list is prepared.
3.2. Development fund is used as per UZP Development Fund Using Guidelines 2014.
3.3. Development project sites are inspected by Upazila officers.
3.4. Upazila Project Proposal is prepared for each project and discussed at SCs or Upazila Parishad meeting.
4. Transparency and Accountability
4.1. UDCCs are held in each Union Parishad.
4.2. Annual Budget and Annual Development Plan are displayed for public scrutiny on notice boards and websites.
4.3. Information Focal Point is assigned, and such assignment is made public.
4.4. Citizen Charter is published.

As the indicators covers a broad range of governance issues of Upazila Parishad, it is worth considering the institutionalization of the performance assessment system piloted under UGDP with necessary adjustments. It is worth mentioning here that performance-based allocation can play a significantly important role in improving governance at the Upazila level as this helps making the Upazila Parishad's compliance with the legal requirements and other bindings.

8. Capacity Development

8.1   Capacity development of Upazila elected representatives and other stakeholders

It is important to develop the capacity of the Upazila elected representatives and other stakeholders for ensuring good governance. Many capacity development initiatives for Upazila Parishads have been conducted in Bangladesh. For example, the NILG is organizing training sessions for Upazila Parishads whereas development partners are also providing significant supports to capacity development of Upazila stakeholders.

However, such capacity development initiatives are not conducted in a harmonized and coordinated way because there is no national framework for capacity development of Upazila Parishad. In fact, different projects are providing a variety of training-related assistance as per their objectives, but the contents and schedule of the training are not sufficiently coordinated, and different training materials have been used for different subjects. Due to the absence of the national framework for capacity development of Upazila Parishad, a unified recognition on the ideal situation of Upazila Parishad stakeholders to be achieved through trainings has not been formed among concerned stakeholders including development partners. The NILG is already aware of this issue, and its Strategic Plan (2013/14-2020/21) states the necessity of such framework for Upazila Parishads and other LGIs.

In this respect, a capacity development framework for Upazila Parishad shall be developed and officially approved by LGD, and widely disseminated to all training institutions. The contents of the trainings provided by the NILG also need to be examined and improved based on the Upazilas' needs. In particular, as the coordination function is highlighted as the core function of Upazila Parishad, horizontal and vertical coordination is a crucial topic of Upazila Capacity Development.

Although the overall capacity of Upazila Parishad needs to be strengthened to enable them to perform their legal requirements, they do not have sufficient training opportunities. At present not all the elected representatives can be given training due mainly to the limited resources of NILG and other training institutes. No refresher training is designed formally after the foundation training.

Basic training should be given to all Upazila elected representatives and other stakeholders. Refresher training courses should also be organized at the District levels.

8.2   Capacity development of NILG and other training institutions

In Bangladesh, there are many training institutions providing training to Upazila Parishads: NILG, the Bangladesh Academy for Rural Development (BARD), the Rural Development Academy (RDA), the Bangladesh Rural Development Training Institute (BRDTI), the Bangladesh Public Administration Training Centre (BPATC), National Academy for Planning and Development (NAPD) and others. Among others, NILG is the key institutions as its main responsibility is to provide training to LGIs including

Upazila Parishads.

However, the capacity of NILG needs to be further strengthened so that NILG can provide proper training to Upazila stakeholders and cover as many Upazilas as possible. Broadly speaking, the following issues need to be addressed.

- Institutional strengthening of NILG
- Training program improvement
- Arrangement to provide necessary training as many Upazila Parishads as possible
- Facility improvement

In addition to the above, an intensive training to deputed officers should also be provided. As there are many deputed officers in NILG and other institutions, and they do not necessarily have enough opportunity to be trained as trainers, training to such deputed officers at the beginning is very important.

To realize the above-mentioned issues, the Mid- and Long-Term Training Plan shall be formulated. The plan will detail out how NILG provides training to Upazila stakeholders.

8.3   Exploring feasible options for increasing the coverage of training

As described before, the capacity of the NILG is limited, and thus it is difficult to cover all key Upazila Parishads stakeholders in a timely manner in line with election cycle. It is, therefore, necessary to explore alternative ways. In this regard, a certification system is worth considering to increase the training coverage of Upazila Parishad elected representatives and other key stakeholders.

Feasible options to increase the coverage of training shall be explored such as:

- Certification system in which trainers of training institutions and NGOs are trained and certified to provide training to Upazila stakeholders.
- District Resource Teams (DRTs) who will provide training to Upazila stakeholders could be formed at each District level.
- A short training could be given as an overall orientation to all Upazila elected representatives.
- Introduction of e-learning system utilizing ICT could be developed for LGIs' stakeholders to acquire basic knowledge and information.

NILG shall seek in collaboration with other training institutions.

9. Initiatives of Development Partners

Many initiatives aiming at capacity development and governance improvement of Upazila Parishad have been implemented by the Government of Bangladesh (GOB) and development partners (DPs). Lessons from these initiatives can be used to formulate an effective strategic framework of the governance improvement and capacity development of Upazila Parishad. This section, therefore, reviews these initiatives to identify key lessons learnt and explore the future direction of the Upazila governance.

(1) LGWG of LCG

The Local Government Working Group (LGWG) of the Local Consultative Group (LCG) is a dialogue framework between the GOB and development partners, working on five thematic areas: 1) local governance legal framework for LGIs; 2) functional assignments of LGIs and line departments; 3) capacity development framework for LGIs; 4) indicators and standards for measuring the performance of LGIs; and 5) Planning and budgeting by LGIs.

LGWG of LCG meetings have immense potential but the meetings are not held on a regular basis. Development partner's willing to work in local government sector must be brought under the same umbrella and this can be done through revitalizing the local consultative Group on local government and LGD may take practical initiative on this front with immediate effect.

(2) JICA

1) Upazila Governance and Development Project (UGDP) (2016-2021)
The overall objective of UGDP is to enhance the capacity of Upazilas Parishad to deliver more effective and responsive public services to citizens through providing additional development fund and a series of capacity development opportunities to concerned stakeholders. The project aims to ensure linkage between Upazila, Union, and other LGIs, as well as transferred departments for better public service delivery to the local communities.

UGDP is comprised of 4 components: 1) Upazila Development for Improving Service Delivery; 2) Capacity Development and Governance Reform; 3) Project Management Support; and 4) Consulting Services. Among others, the Component 1 and 2 are crucial as the two components directly supports Upazila governance improvement.

Component 1: Upazila Development for Improving Service Delivery
This component is piloting the system to motivate Upazila Parishads to improve their governance by conducting the performance assessment (PA) survey and providing additional development funds and a series of training sessions. Increase Upazila Parishad's fiscal discretion by providing additional funds under Upazila's control. It is worth considering introducing a PA

survey.

Component 2: Capacity Development and Governance Reform

This component is providing comprehensive training at national and local levels, and dispatching the Upazila Development Facilitators for smooth implementation of the project and long-term governance development of Upazila Parishad for two years. It is also expected to implement the Upazila Governance Improvement Action Program and recommend the Upazila Parishad Sector Reform Actions, whose contents are similar to the strategic components of the Strategy.

Lessons learnt from UGDP are crucial for GOB to determine the basic policy directions of Upazila governance improvement. In relation to Component 1, institutionalization of performance-based funding system should be explored. Practical ways of such system should be designed taking into account the existing capacity of LGD. In the context of Component 2, the Upazila Governance Improvement Action Program and Upazila Parishad Sector Reform Actions will directly contribute to the achievement of the vision of the Strategy.

2) Upazila Integrated Capacity Development Project (UICDP) (2017-2022)

The purpose of the project is to establish the framework to improve "comprehensive coordination capacity of Upazila Parishad". The "comprehensive coordination capacity" is defined as follows.

> **(Comprehensive coordination capacity of Upazila Parishad)**
>
> Capacity of Upazila Parishad to implement Upazila Integrated Development Plan by utilizing UDCC, TLCC and Upazila Committee, where citizens' needs of Union/Paurashava and regional development plan and needs of each sector are properly reflected.

This is a technical assistance project, collaborating with and complementing the UGDP in terms of capacity development of Upazila Parishads.

To materialize the "comprehensive coordination capacity", the project sets the following outputs: 1) development of the Mid- and Long-Term Strategy for Upazila Parishad Governance Improvement; 2) establishment of an advanced model on Integrated Upazila Development Planning; 3) Capacity development of NILG and related institutions for conducting trainings for Upazila Parishad stakeholders.

The output 1 of the project is technical and logistic supports to the development and implementation of this Strategy. The output 2 and 3 also directly supports the strategic components of the Strategy. The project is, therefore, greatly contributing to the achievement of the vision of the Strategy.

(3) UNDP

1) Upazila Governance Project (UZGP) (2011-2017)

The project was designed to improve functional and institutional capacities of local government

institutions for effective, efficient and accountable delivery of pro-poor infrastructure and services. The project selected seven pilots Districts, and 65 Upazilas. The support rendered by UZGP contributed to improvements in the regulatory framework, built capacity among key actors in the Upazila Parishads, and piloted planning, finance and budgeting tools. Most importantly, formula and performance-based grant systems piloted by UZGP became an important catalyst for the achievement of project objectives with local governance, pro-poor development planning, MDG, service delivery and increased own-source revenues (OSR) mobilization. In addition, UZGP assisted LGD in establishing and operating the Policy Advisory Group and the inter-ministerial committee at the Cabinet Division.

The major achievements of UZGP could be summarized as follows:

- Overall performance of UZGP is remarkable. There are visible evidences that the Upazila Parishads gradually become vibrant and visible.
- UZGP under the project areas have been able to develop an improved planning and budgeting system. Quality and capacity of holding monthly meetings have improved, Upazila Parishad (Standing) Committees are timely formed, and development plans are prepared timely.
- In general, Upazila Parishads' performance in planning, budgeting, selection of development schemes has improved and so is the peoples' satisfaction to Upazila Parishad services.
- UZGP provided technical support for drafting 4 Rules, assisted 207 Upazila Parishads in preparing Five-Year Plans, trained over 18,000 elected representatives and officials of Upazila Parishad, and provided technical assistance and training to improve services through digitization.
- Furthermore, UZGP supported the LGD to publish the Upazila Parishad Manual with Acts, Rules and Circular.
- UZGP assisted 65 Upazila Parishads in setting-up information display boards and installing digital attendance system in line department offices, primary schools, community clinics and health centers to improve service provider's timely attendance, thereby improve service delivery.
- The project also conducted a number of policy studies and action research which has largely contributed in the policy landscape. As many as 7 recommendations generated by the project have been incorporated in the 7th Five-Year Plan.

Key lessons of the UZGP can be summarized as follows.

- Performance grant system has produced outstanding dividends, so the system should be further reviewed, streamlined and continued in future interventions.
- Community engagement supports better public service delivery and governance at the Upazila Parishads.
- Inter-institutional coordination and complementary planning of the LGIs is an important means to address and integrate the planning and development interventions.
- Role of standing committees can reinforce public accountability of local governments and compliance of citizens.

- Capacity building and changing mind set of Upazila and Union Parishads functionaries enhances own source revenue mobilization.
- Regular monitoring visit to the Upazilas by the controlling authorities promotes financial transparency, accountability and compliance with the rules and regulations.
- Model Upazila Plans and Budget books encourage other Upazilas to make their plan effectively.

2) Efficient and Accountable Local Governance (EALG) (2017-2022)

UNDP in collaboration with SDC and DANIDA are supporting Upazila Parishads and Union Parishads through one project entitled Efficient and Accountable Local Governance (EALG). Objective of the EALG Project is to strengthen the capacities of local governments and other stakeholders to foster participatory local development service delivery for the Sustainable Development Goals (SDGs).

The project has three components: 1) strengthening Upazila Parishad (SUZP: Component-1); 2) strengthening Union Parishad (SUP: Component-2); and 3) policy for Effective Local Governance (PELG: Component-3). All three components of the project will have a common policy output to provide space for support to the overall devolution process.

The project is assisting 16 Upazilas to improve their development plan and budgeting system, and aiming for contributing to the achievement of SDGs. The development planning and financial management are key components of the Strategy. Besides, other key thematic areas such as committee activation and, community engagement are also supported by EALG. Thus, EALG will greatly contribute to achieving the vision of the Strategy.

(4) Other relevant initiatives

1) Strengthening Democratic Local Governance (SDLG) (2010-2014) funded by USAID

The objectives of the Strengthening Democratic Local Governance are to improve transparent and participatory public administration at the sub-national level and to enhance legal and policy reform at the national level in order to promote and expand decentralization, and the capacity of at least 600 selected local government units including Union Parishads, Upazila Parishads and Municipalities. The project has 4 components: 1) research and advocacy; 2) strengthening local government associations, Upazila Parishad Association of Bangladesh (UZPAB), Bangladesh Union Parishad Forum (BUPF), and Municipal Association of Bangladesh (MAB); 3) training for full council of elected representatives on their respective laws at the three LGUs; and 4) training of local citizens.

2) Local Governance Support Project Phase 3 (LGSP3) (2017-2021) supported by World Bank

The objectives of the Local Governance Support Project 3 are to institutionalize the Union Parishad (UP) fiscal transfer system and introduce a fiscal transfer system for Paurashavas on a pilot basis. The project has 4 components: 1) institutionalization of UP fiscal transfers; 2) the audits and performance assessments, and management information systems; 3) the expanded block grants to

pilot Paurashavas; and 4) the capacity development and project implementation support.

3) Sharique Phase 4 (2017-2020) supported by SDC

The objective of Sharique Phase 4 is to contribute to the empowerment of local citizens to make and implement inclusive, gender sensitive and pro-poor collective choices about their lives and livelihoods through more democratic, transparent, inclusive and effective local government systems. The project expects 3 outcomes as follows: 1) Citizens participate more effectively in decision-making and hold Union Parishads to account in the selected two Districts; 2) Union Parishads in the selected six Districts apply more effective, accountable and inclusive public management systems; and 3) National actors use and institutionalize tested Sharique capacity development tools and delivery model for strengthening Union Parishad governance.

(5) Contribution to the Strategy

As described above, many development partners have been providing technical and financial assistance for Upazila Parishad capacity development and governance improvement. The achievements and lessons of these initiatives should be shared each other for the improvement of respective project activities. In addition, ongoing initiatives should collaborate each other to realize the vision presented in the Strategy.

In particular, UGDP, EALG and UICDP share the common objective, i.e., the improvement of service delivery at the Upazila level. Thus, the collaboration among the three projects will exert synergies to improve Upazila governance and enhance capacity of stakeholders, and eventually achieve the targets of the Strategy.

別 冊 資 料 2
Separate Volume 2

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

Memorandum No - _____   Date: _____

Subject: "Guidelines for Upazila Integrated Development Planning"

In the context of the above-mentioned subject, the "Guidelines for Upazila Integrated Development Planning" is sent herewith.

This is the updated version of the "Guidelines for preparation and implementation of development plan for Local Government Institutions" issued by the LGD on 2 November 2014.

In accordance with the revised "Guidelines for Upazila Integrated Development Planning", all Upazilas will be preparing the Five-Year Plan (FYP) and the Annual Plan (AP) starting the fiscal year 2019/20. The copy of the FYP and the AP to be sent to the Local Government Division by _____ 2020.

Secretary

Chairman (all)
_____ Upazila Parishad
_____ Zila
Upazila Nirbahi Officer (all)
_____ Upazila, _____Zila

Copy to:
Cabinet Secretary, Cabinet Division
Commissioner (all) _____Division
Director (all), Local Government, _____Division
Deputy Commissioner (all) _____ District
Deputy Director (all), Local Government Division, _____Zila
Personal Secretary to the Senior Secretary, Local Government Division, Bangladesh Secretariat, Dhaka

Guidelines for Upazila Integrated Development Planning (Draft)

Local Government Division
Ministry of Local Government, Rural Development and cooperatives,
Government of Bangladesh

Supported by

Upazila Integrated Capacity Development Project (UICDP)
Japan International Cooperation Agency (JICA)

August, 2020

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Abbreviations and acronyms

ADP	Annual Development Programme
AP	Annual Plan
CSOs	Civil Society Organizations
DC	Deputy Commissioner
DDLG	Deputy Director of Local Government
DLG	Director of Local Government
FY	Fiscal Year
FYP	Five-Year Plan
GoB	Government of Bangladesh
LGIs	Local Government Institutions
LGD	Local Government Division
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MLGRD&C	Ministry of Local Government, Rural Development and Cooperatives
MP	Member of Parliament
NGOs	Non-Governmental Organizations
NILG	National Institute of Local Government
PSC	Project Selection Committee
SDGs	Sustainable Development Goals
TGP	Technical Group for Planning
TLDs	Transferred Line Departments
TLCC	Town Level Coordination Committee
UDCC	Union Development Coordination Committee
UCFBPLRM	Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization
UNO	Upazila Nirbahi Officer
UP	Union Parishad
UZP	Upazila Parishad

Introduction

Formulation of development plans at the Upazila level is a relatively recent phenomenon. The constitutional mandates for local economic development planning (Article 59 of the Constitution) and subsequent Acts of parliament made for all the local government institutions (LGIs) to make economic development plans at their respective levels (UP, UZP, ZP, Municipalities and City Corporations) have not been given due importance for many years. It is important to note that formulation of a proper five-year development plan will have a significant bearing on rejuvenating developmental activities at the grass-root level including Upazila. In 2014, LGD issued a generic Guideline for the formulation and implementation of development plan meant for LGIs in Bangladesh. There is no denying the fact that development needs generally vary across different LGIs and therefore it is ideal and efficient to have LGI-specific development planning guidelines. As such, at present, there exists no detailed guidelines to guide the Upazila level stakeholders with regard to the formulation, implementation and monitoring of their development plans. Given that, the current guidelines will serve that purpose.

The Guidelines also intend to facilitate more improve and participatory planning cycle where all development actors in a local government (including NGOs, CSOs and communities) can effectively participate in and contribute to achieving their common strategic local development goals.

Why do we need "the Guidelines for Upazila Integrated Development Planning"?

Upazila Parishads are mandated to prepare their own development plans by law. In this context, the Local Government Division (LGD) issued an administrative circular (Memo No. 1057 dated 2 November 2014), containing **the Guidelines for preparation and implementation of development plan for Local Government Institutions**. The guidelines provide the overall framework of the FYP, but in some cases, the more generic principles were suggested for all tiers of local government institutions to follow. Thus, formulation of a tailor-made Upazila Parishad specific guidelines with a view to address the specific development needs of the Upazila, is deemed to be crucially important.

While maintaining consistency with some key contents of the 2014 guidelines, the present **Guidelines for Upazila Integrated Development Planning** (hereinafter called the "**Guidelines**") shall be an updated version, with a more comprehensive and integrated framework for development planning with a clear focus on Upazila Parishads. The Guidelines also provide Upazila Parishads with a clear understanding of a) what is the development planning cycle; b) how it is created and managed at the Upazila level; and c) how the development planning cycle can be effectively synchronized with the result-based management and the PDCA (plan, do, check and act) cycle for ensuring sustainability. In addition, attempts are made to have the guidelines as user friendly as possible.

The Guidelines are designed to serve the following specific **objectives and purposes**:

a) Provide the users with better understanding of the basic principles of development planning and a simple but comprehensive and integrated framework for development planning cycle (e.g. formulation, implementation, M&E and reporting) at the Upazila level.

b) Help the users have a better understanding of the process of result-based management. Thereby Upazilas' development plans shall be more result based and measurable for all stakeholders. They are also aligned with the goals of the national development plans such as the Perspective Plan 2010-2021 as well as the 7th Five-Year Plan FY2016-2020 (and the coming 8th Five-Year Plan FY2021-2025).

c) Introduce the users to overall concepts and principles of a Five-Year Plan (FYP) and an Annual Plan (AP) at the Upazila level and the key contents, steps and processes in formulating the development plans by effectively utilizing the development financial resources available at the Upazila level.

d) Provide users with some practical steps and recommendations on how to formulate, implement, M&E, and reporting Upazila development plans by strengthening the institutional framework and accountability and transparency measures for sustainability.

As Upazila Parishads are the middle-tier local government institutions, the Guidelines shall especially emphasize the importance of vertical and horizontal linkages and collaborations. The vertical linkages refer to the Upazila development plans being aligned not only with the district development plan and the overall national development's strategic directions and sectoral development goals and perspective plans, but also with the development initiatives of the Unions and the Pourashavas. This gives the Upazila development plans consistency and coherence. The horizontal linkages refer to the Upazila development plans being linked with other development activities financed by other development funds (e.g. national development plans, Members of the Parliament, NGOs, CSOs, the private sector and other funding organizations). Here the development activities funded by Union Parishads and Pourashavas should also be considered with a view to ensure a broad- based resource mapping. It is estimated that the development funds managed by an Upazila Parishad are approximately 5-7% of the total development resources spent in that Upazila in any given year. Some 80-90% of the total development resources come from the national development plans. It is therefore very important to have the Upazila development plans create maximum synergy and avoid duplications between development initiatives funded by the Upazila and national development plans. This can be done by enhancing close coordination with the Transferred Line Departments within the Upazila Parishad. Horizontal linkages also need to be extended to other stakeholders, such as non-governmental organizations (NGOs), civil society organizations (CSOs), the private sector and to citizens more generally.

The Guidelines stress the importance of result-based management in order to ensure that the plans will accomplish the expected targets and outcomes and thereby attain the original goals and objectives, which can be assessed against the measurable indicators set at the time of formulation of development plans. Similarly, the Guidelines emphasize the PDCA cycle to ensure the sustainability of development planning at Upazila level.

Section One: Concepts of Development Planning Cycle, Result Based Management and PDCA cycle

1.1 Key elements of development planning: what, why, how and with whom

When the Constitution and the Upazila Act clearly state that Upazila Parishads are fully responsible for their own development plans, it is a requirement for Upazila Parishads to formulate their own development plans. In this context, it is important to understand the basic principles of development planning.

The following what, why, how and with whom are some key elements for development planning at the national level. Still, these principles apply to each respective level of the local government institutions including the Upazila Parishads.

1.1.1 What is development planning?

Development planning is traditionally a set of national processes for decision-making and actions that determine and regulate the future social, economic and environmental prospects of a country. It usually includes time-based benchmarks.

1.1.2 Why is development planning important?

Development planning is important as it provides a vision for a nation which the government shall collectively aim to achieve for the nation and its people.

1.1.3 How development plans are made?

Based on a long-term vision, a five-year plan is developed as a medium-term plan for a nation to achieve its concrete development goals. With them, the government can create its development strategy and allocate its financial and human resources most effectively and efficiently with a view to achieve the medium and long-term goals. An annual plan can be formulated to correspond to any given fiscal year in order to realize the five-year plan.

1.1.4 With whom development plans are made?

Development plans need to be people-centered. Thus, citizens must be consulted before and during the preparatory phases of development planning and these consultations will help getting citizen's endorsement of the plans. Once this endorsement is sought and given, it is expected that the citizens would be motivated to contribute to the attainment of the goals envisaged in the plans. Besides, the citizens would spontaneously become responsible for monitoring the outcomes of the plans, evaluate the results and also assess its impact at the end.

1.1.5 What is the concept of development planning cycle?

A common goal of development planning and strategy is to improve people's lives. Once

formulated, development plans need to be implemented; then, monitored and evaluated against the set goals and indicators. The lessons learned will be fed-back into the next development plans. Good development planning, therefore, is not a one-time exercise, rather, it involves a whole cyclical process of planning, implementation, monitoring, evaluation, learning and feeding back to the next plans. In order to manage the development planning cycle, it is also important to have a good institutional framework supported by sufficient financial and human resources.

1.2 What are results-based management (RBM) and PDCA cycle?

Results-based management (RBM) is defined as "a broad management strategy aimed at achieving improved performance and demonstrable results." Planning, monitoring and evaluation come together as RBM. Good development plans entail management for development results. And this "**managing for development results**" applies the basic concepts of "**results-based management**". Good RBM is an ongoing process. This means that there is continuous feedback, learning and subsequent actions for improvement. Existing plans are regularly modified based on the lessons learned through monitoring and evaluation, and future plans are developed based on these lessons.

Monitoring is also an ongoing process. The lessons from monitoring are discussed periodically and used to inform actions and decisions. Evaluations should be conducted for programmatic improvements while the plan is still ongoing and also inform the preparation of the new plans. This ongoing process of **PDCA (plan, do, check and act) cycle** is what is referred to as the **RBM life-cycle** approach.

RBM practices and systems are most effective when they are accompanied by clear accountability arrangements and appropriate incentives that promote desired behavior. In other words, RBM should not be seen simply in terms of developing systems and tools to plan, monitor and evaluate results. It must also include effective measures for promoting a culture of results orientation and ensuring that persons are accountable for both the results achieved and their actions and behavior.

Similarly, as per the PDCA cycle, the Guidelines shall be also reviewed periodically and revised/updated when it is needed. Accordingly, the Local Government Division (LGD) will issue any revision, corrigendum and/or addendum to the Guidelines for Upazila Integrated Development Planning.

Section Two: Development Plans in Bangladesh, the Legal Framework for Upazila Development Planning and the Institutional Framework for Development Planning Cycle at the Upazila Level

2.1 Development plans in Bangladesh

In Bangladesh, the Planning Commission was established in 1972 after the country's independence and entrusted with the responsibility to formulate the national development plans.

(1) National Plans

The national plans include: a) Perspective Plan 2010-2021; b) Seventh Five-Year Plan (FYP) 2016-2020; and c) Annual Development Programme.[1] As the central planning organization of Bangladesh, the Planning Commission is responsible for translating the ideas, aspirations and political agendas of the government into macro and micro economic policies, and incorporating them into long, medium and short-term plans. The Planning Commission is responsible for preparing, processing and approving the development plans.

The Seventh FYP aims at three main themes, which are:

a) GDP growth acceleration, employment generation and rapid poverty reduction;
b) A broad-based strategy of inclusiveness with a view to empower every citizen to be able to fully participate in and benefit from the development process; and
c) A sustainable development pathway that is resilient to disaster and climate change; entails sustainable use of natural resources; and successfully manages the inevitable urbanization transition.

In addition, having gained significant progress in each of the MDGs in 2015, Bangladesh has made clear commitments to attain the SGDs by 2030 and aim to be a middle-income country by 2021.

(2) Sector Development Plans

A sectoral plan is a long-range plan for a specific sector, for instance, agriculture, fisheries, education, public health and communication. Such sectoral plans are prepared with a clear vision to develop a particular sector in a systematic and sustained manner. The Planning Commission and the line ministries are responsible for preparing, approving and implementing the sector development plans in line with the National Plans described in (1) above.

For instance, the two sector strategy papers (**Local Government and Rural Development Sector and Power and Energy Sector**) were developed in consultation with the concerned line ministries and divisions and approved by the Planning Commission in 2018.

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[1] Planning Commission Website: http://www.plancomm.gov.bd/functions/

For the infrastructure and communication, the **Bangladesh Road Mater Plan of 2007**, and for the health sector, the **Health, Population and Nutrition Sector Strategic Plan of 2010** are the examples of those sectoral plans. The **National Livestock Extension Policy of 2013** also provides a planning framework for the livestock sector. These sectoral plans are formulated at different levels, and no single rule or guideline is issued by the government for the sector plans. However, such sectoral plans shall be consistent with the national plans. Thus, the Upazila Parishad plans shall be aligned with those sector plans as well.

2.2 Development plans at the Upazila level

(3) Upazila-level Plans

At the Upazila level, the Upazila Parishads shall formulate the Five-Year Plan (FYP) and the annual plan (AP) based on their situation analysis, local needs and priorities, capacity and available resources. These development plans shall cover needs and priorities of Union Parishads and Transferred Line Departments' working within the Upazila (horizontal harmonization). Moreover, these development plans need to be consolidated and comprehensive plans of these institutions. At the same time, the plans shall also be consistent with the focus of the national and sectoral plans, and contribute to achieving the national targets through different local interventions (vertical harmonization).

- **Upazila Five-Year Plan (FYP)**

The FYP is a mid-term development plan of Upazila Parishad. It usually corresponds to an electoral period of Upazila Parishads. It is expected that it will be comprehensive in nature and inclusive to reflect the needs and challenges of all stakeholders such as the Unions, Pourashavas, Transferred Line Departments, NGOs, private sector and the citizens of the Upazila. It should entail the vision, goals, development outcomes (expected changes with measurable indicators), and timeframe indicating the implementation schedules. It should also include monitoring and evaluation (M&E) mechanisms. The FYP is to be formulated in a way that is consistent with and can contribute to the development plans at the district as well as the national levels.

- **Upazila Annual Plan (AP)**

The Annual Plan (AP) is the annual breakdowns of the Upazila FYP. This contains further detailed goals, objectives, targets with measurable indicators and specific projects/schemes, costs involved and sources of funding, implementation modalities, implementing agencies, monitoring mechanism and other relevant information.

2.3 Key legal frameworks of development planning at the Upazila level in Bangladesh

Preparation and implementation of development plans are the legal requirements for all local government institutions (LGIs). In Article 59 of **the Constitution** of the People's Republic of Bangladesh, the issue of preparing and implementation of the plans of LGIs related to public

services and economic development is noted. Furthermore, Section 23 (read with serial no 1 of Schedule –II) of **Upazila Parishad Act, 1998** stipulated that the formulation of development plans including Five Year Plan is a mandatory function of the Upazila Parishad. Section 42 indicated the process and content of the same.

A. Constitution of People's Republic of Bangladesh

Article 59-2 (c): Every local government body shall perform the functions relating to the preparation and implementation of plans relating to public services and economic development.

Article 60: local government bodies have the power to impose taxes for local purposes, to prepare their budgets and to maintain funds.

B. Upazila Parishad Act 1998, amended Act 2009, and 2011

Section 23: Tasks of Parishad

1) The tasks listed in the second schedule would be the task of Parishad and the Parishad will perform its tasks in accordance with its financial capability.

First tasks listed in the second schedule is as follow:

(1) Upazila Parishad will prepare and implement five-year plan and plans for various time frame

Section 42: Development Plans

(1) Based on financial capacity, the Parishad may formulate and implement development plans of various duration including Five-year plan and the Parishad, in formulating the Plan, may consult with the Union Parishads within its jurisdiction or Non-Government Organizations or any individual involved actively in development activities in that area.

(2) Such plans shall have the following directives as to: a) how the plans shall be financed, implemented and supervised; b) by whom the plans shall be implemented; and c) necessary matters related to planning.

(3) The Parishad, before implementation of any plan (subject to approval of the concerned Member of Parliament) shall send a copy of each development plan to the government and publicize those in manners deemed appropriate by the Parishad. The Parishad, after taking recommendation of the concerned Member of Parliament on the plan, shall send a copy to the government before implementation of the plan and may publish the same for information of the people in a way deem fit to the Parishad or may take appropriate actions considering their opinions and suggestions.

C. Upazila Parishad (Programme Implementation) Rules, 2010

Section 5: Without deviating from the Act, the following financial, developmental, operational, coordination and miscellaneous issues shall be presented at the Parishad meetings for the purposes of discussion and making decisions.

Developmental:

(2) Preparing and updating Five Year Plan, Annual Development plans, and plan books of the Parishad.

D. Upazila Parishad Budget (Preparation and Approval) Rules, 2010

Section 13: Budget allocation for development projects or sectors shall be made in light of the Five-Year Plan as well as Annual Development Plan and Budget allocation shall not be kept for any new project which is not included in the plan book.

2.4 The other plans and guidelines relating to development planning at Upazila level

The **7th Five-Year Plan (FY 2016-20)** provides the proposed activities related to development planning at the Upazila level (**Section 7.2.6**). Such activities include: ensuring the consistency among national-level development plans and local development plans, development of planning and budgeting capacities at the local level, necessity of annual and five-year plans, guidelines for local-level plans to be developed by the Planning Commission, and technical assistance to LGIs to prepare five-year plans.

The Guidelines for Development Planning and Implementation, Memo No. 1057 dated 2nd November 2014, issued by the Local Government Division (LGD) provides the overall framework for the preparation of the FYP at the Upazila level. Though they are more generic, there are nonetheless some relevant key contents, which include: MDGs (now SDGs) linkages, gender mainstreaming, consistency with national and district level plans, and inclusive and participatory planning at the Upazila level planning.

2.5 The institutional framework in support of development planning cycle at Upazila level

As stated in Section One, good development planning is not a one-time exercise, rather, it involves the management of a development planning cycle. Therefore, it is of the utmost importance to have a solid institutional framework. The following are the key institutions recommended to manage the development planning cycle:

(1) Upazila Parishad

Upazila Parishad Act 1998 (amended in 2009) gives the Upazila Parishad a full responsibility to formulate and implement its development plans. Equally important is that Upazila Parishads shall ensure that preparation and implementation of FYPs and APs involve wider stakeholders and development partners and that they become more inclusive

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and participatory[2]. As needed, the Upazila Parishad set aside an appropriate budget from the revenue budget to hold such stakeholder meetings to ensure the development planning cycle be inclusive and participatory. As the Upazila Parishad is the final decision-making body in regards to its development plans, Upazila Parishad holds an ad hoc meeting as needed to make key decisions regarding development plans on a timely basis without any delay in the processes. Some due consideration be given for proper scheduling of the FYP work plan as the Upazila elections normally take place in batches in the period of March to June every five years.

(2) Upazila Committees

In order to effectively manage the development planning cycle, it is important to revitalize the Upazila Committees. They are the mandatory committees at the Upazila level, playing critical functions during the situation analysis in coordinating development activities and schemes in respective sectors and sharing the critical information amongst them. In particular, the **Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization (UCFBPLRM)**[3] has the prime responsibility to lead the management of this development planning cycle (i.e. formulation, implementation, M&E, reporting of the development plans) in close collaboration with the Upazila Parishad and TLDs.

(3) Technical Group for Planning (TGP)

In addition to the Upazila Committees, the Upazila Parishad Development Fund Utilization Guidelines envisage the formation of a committee involving the members of the Upazila Parishad members and non-Parishad members[4] for assessing the project proposals before approval. Thus, A Technical Group for Planning (TGP) can be created to assist UCFBPLRM and Upazila Parishad in managing the processes of development planning cycle on a regular basis. This is a technical group, consisting of 5-8 members, headed by the Upazila Nirbahi Officer (UNO). 3-6 members can be selected from TLDs and 1-2 members from the NGOs and/or private sector. TGP's key functions include:

- To gather necessary data and information for development plans and prepare key formats and tables for development plans under the guidance of the Upazila Parishad and the UNO.
- To closely work with the Union Parishads, Pourashava, TLDs, Upazila Committees and the Bangladesh Bureau of Statistics to gather key information and data for development plans.
- To create the resource and project mapping of the Upazila from other sources.
- To review and analyze situation analysis undertaken by the TLDs and set priorities

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[2] Upazila Parishad Act 1998, Section 42 (1)

[3] The members and terms of reference of Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization is attached in Annex 1

[4] Guidelines for Upazila Parishad Development Fund Utilization Guidelines, on 10 November 2014

in consultations with Upazila Committees and Union Parishads through consultation meetings.

- To consult ideas with other stakeholders including NGOs, CBOs, CSOs and private sector.
- To scrutinize the project/scheme proposals based on the goals and priorities set by the Upazila Parishad.
- To draft an integrated Upazila FYP and AP.
- To review monitoring and evaluation to consolidate all the comments of the stakeholders, including Upazila Parishad, concerned Union Parishads and TLDs on the draft FYP, and assist in preparing the final draft. The final draft will be submitted to the Upazila Parishad for approval.
- To reports of the individual projects and make necessary AP progress and accomplishment reports, advice and recommendations to Upazila Parishad via UCFBPLRM.

(4) Project Selection Committee (PSC)

In accordance with the priority sectors, goals and objectives determined by the Upazila Parishad, the Project Selection Committee (PSC) shall examine the projects and schemes to be funded by the AP from a long list of the proposals submitted by the TLDs, Unions and the Pourashava.

(5) Transferred Line Departments (TLDs)

In accordance with the Upazila Act, the TLD officers shall be part of the Upazila Parishad while they are fulfilling their responsibilities for providing their respective sectoral services to the citizens in the Upazilas. Being stationed at the regional and field offices at the lowest administrative units, those TLD officers shall be responsible for gathering sectoral socioeconomic and demographic data, information and development needs and challenges in the communities at the Upazilas and information regarding development initiatives ongoing and planned in the Upazila by other sources (e.g. national development plan, the member of parliament, NGOs, the private sector, Unions' ADPs, etc.). Therefore, the TOD officers are in the best positions of undertaking the situation analysis for the respective sectors.

Section Three: Formulation of Upazila Five-Year Plan (FYP)

3.1 Background

Five-Year Plan (FYP) is a comprehensive document showing a medium-term development policy and strategy of the Upazila. It presents a set of priorities by establishing the vision, FYP goals, and expected outcomes with measurable indicators. The set of priorities need to reflect the views and desires of the people of the Upazila. In accordance with the timelines established for the FYP, therefore, Upazila Parishad must follow its accountability and transparency mechanisms to ensure that the contents of FYPs are shared with the people in the Upazila and the status are periodically reported to them.

The FYP is to be generally coherent with the Upazila local election cycle.[5] For the elected officials of the Upazila Parishad, the FYP is an important instrument to realize the expectations of their constituencies during their terms by demonstrating development plans and strategy to address the local needs of the people in the Upazila.

Being the principle document concerning Upazila's development for a given five-year period, the FYP shall be an integrated, comprehensive and self-explanatory document for all stakeholders and partners. It shall be constantly referred during the given period. In addition, it shall serve as the basis for formulating an annual plan (AP) each year during the period.

3.2 Key contents of the FYP

The FYP will consist of the following key contents (please also refer to the suggested table of contents in 3.3.7):

3.2.1. Situation Analysis

It refers to the analysis of the internal and external factors that affect the lives and livelihoods of people residing in the Upazila. It helps to identify development needs and challenges, possible interventions and potential impacts. Good situation analysis can be done by strengthening (vertical and horizontal) coordination among different development plans (e.g. national, regional, district, Union, Pourashava) and gathering socio-economic data and information from wider stakeholders.

In situation analysis, it is also important for the Upazila Parishad to understand what development initiatives and funds are ongoing and/or planned in the Upazila. The development resources managed by the Upazila Parishad are approximately 5-10% of the total development resources utilized. A large sum of the development funds come from other sources such as development plans of national, district, Pourashava, Unions, NGOs/CSOs, and the private sector. By mapping those development initiatives funded by

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[5] Upazila elections usually take place in groups in the period of March to June every five years. Thus, it is not feasible for start the preparation of the FYP prior to the inoculations of the elected representatives, especially Upazila Parishad Chairmen. Thus, preparation of the FYP/AP shall begin in June/July for the election year.

other sources, therefore, Upazila Parishad cannot only avoid duplications and create maximum synergies and linkages (horizontal), but also strategically allocate its own resources most efficiently and effectively.

Comprehensive review and analysis of those data and information shall lead to an objective assessment of Upazila's key development potentials, opportunities, constraints and challenges. It will also help setting local development priorities. Based on the situation analysis, Upazila can set a vision, FYP goals and expected outcomes with measurable indictors.

Key Sustainable Development Goals (SDGs)[6] indicators are important as the Government of Bangladesh identifies them as critical in the Vision 2021 and 2041 as well as the 7th Five Year Plan. The Government has also established the monitoring and evaluation framework of SDGs in 2018.[7]

It is also important for Upazila to learn the lessons from the past experiences (e.g. from the past APs and FYP). What has been achieved and not been achieved and why? What development initiatives have worked and what have not worked? What approaches need to be strengthened or be suspended? Upazila shall draw lessons from the past development activities to use for future planning. It is also stressed in Section One, 1.2 for PDAC cycle of the Guidelines.

3.2.2. Vision

It is an inspiring picture of the preferred future of the people in the Upazila. For Upazila FYP, it is suggested that a vision statement can be specific to the local contexts in a period of ten years. It serves as a foundation for development plans and strategy at the Upazila. It should also have a link with the 7th Five Year Plan as Upazila's FYP will contribute to the national development plan and goals.

3.2.3. FYP Goals

Based on the situation analysis and in line with the approved vision statement, FYP goals are what the FYP will be aiming to achieve during the next five years. They should more specifically define key sector development which can contribute to make changes within the vision. The process for setting FYP goals should also be inclusive and participatory for ensuring the ownership of the stakeholders in the Upazila.

3.2.4. Expected Outcomes with Measurable Indicators

Expected outcomes are the changes to be made as a result of development initiatives by the FYP and APs. All development plans must be result-based. Therefore, the expected

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[6] SDGs are intergovernmental set of aspirational goals adopted at the United Nations in September 2015. 17 goals with 169 targets are to be achieved by 2030.

[7] Monitoring and Evaluation Framework of Sustainable Development Goals (SDGs): Bangladesh Perspective, General Economics Division, Planning Commission, Ministry of Planning, March 2018

outcomes (results) must be measurable with a set of indictors. The Government of Bangladesh provides various socio-economic national targets in its long and medium-term development plans. At the same time, the government is also relentlessly striving to achieve SDGs. Keeping the above in view, Upazilas are required to follow these goals and targets based on their local needs and priorities. It is important to note that Upazilas' needs and priorities should always be consistent with the national development plans and new strategies which are adopted by the national government. Therefore, the targets of the FYP of Upazila may be revised in accordance with the most recent national plan, priorities and targets.

3.2.5. Development Strategy and Prioritization

The development strategy is a medium-term policy direction that focuses on what development approaches would most effectively and efficiently helps realizing the vision, FYP goals and desirable outcomes (results). This also guides the prioritization of projects/schemes/ initiatives which are to be funded by the APs during the period of FYP. Upazila must take into account the close (vertical) between Upazila development plans and strategy and other development plans at the national, regional, district, Pourashava and Unions considering how much of the development funds being utilized for development in Upazilas are being sourced from the national and other development plans.

3.2.6. Monitoring and Evaluation (M&E) Plan

The monitoring of FYP is to be conducted on an annual basis. The UCFBPLRM with the help of the TGP, compiles with a FYP annual monitoring report by consolidating the AP monitoring reports. Please refer to the **Format 7** FYP Annual Monitoring Report in the annexes of the Guidelines. Effective M&E is a result-based process. The FYP annual monitoring report determines expected outcomes and indicators established at the beginning. M&E measures the attainments of those outcomes and indicators during the implementation of the FYP. Once the M&E reports are approved by the Upazila Parishad, these will be reported to the District (Zila) as well as Unions/Pourashavas for the purposes of transparency and accountability. At the mid-term (Year 3), a mid-term evaluation shall be undertaken. If needed, the FYP can be amended in accordance with the recommendations therein. FYP may also be amended when any drastic change happens to the Upazila and/or the people in Upazila during the period, such as a natural disaster or pandemic. At the end of the FYP, a final evaluation shall be conducted to draw the lessons learned which will eventually help the preparation of the next FYP.

3.3 Key steps for Upazila FYP cycle

In preparation of FYP, Upazila Parishad shall undertake the following key steps described as follows (**Figure 1**). Each step is designed in the logical sequences and therefore it is important for each Upazila to go through each step rigidly and systematically while ensuring the maximum vertical and horizontal coordination and collaboration among the concerned stakeholders and partners.

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│ (1) Preparation │   │ (2) Detailed    │   │                 │   │ (4) Situational │
│ of a FYP/AP     │   │ FYP/AP work plan│   │ (3) Stakeholder │   │ analysis and    │
│ action plan     │──▶│ reviewed and    │──▶│ consultations by│──▶│ resource mapping│
│ initiated by    │   │ approved by     │   │ TLDs            │   │ of the Upazila  │
│ UCFBPLRM and    │   │ Upazila Parishad│   │                 │   │                 │
│ TGP             │   │                 │   │                 │   │                 │
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│                 │   │                 │   │ (7) Setting FYP │   │                 │
│ (5) Budget      │   │                 │   │ goals and       │   │                 │
│ estimate and    │──▶│ (6) Visioning   │──▶│ outcomes with   │──▶│ (12) M&E of FYP │
│ prioritization  │   │                 │   │ measurable      │   │                 │
│                 │   │                 │   │ indicators and  │   │                 │
│                 │   │                 │   │ drafting FYP    │   │                 │
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│ (9) Approval of │   │ (10) Publication│   │ (11)            │
│ FYP in the      │   │ and dissemination│  │ Implementation  │
│ Upazila         │──▶│ of the approved │──▶│ of the FYP      │
│ Parishad meeting│   │ FYP             │   │                 │
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Figure 1. Key Steps for Upazila FYP Cycle

3.3.1. Preparation of the FYP (/AP) action plan initiated by the Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization (UCFBPLRM) and the Technical Group for Planning (TGP)

At the beginning of the FYP formulation process, the core planning team should discuss on the planning exercise. The core team consists of the UCFBPLRM and the TGP members. TGP provides technical support to UCFBPLRM. The first task of the core team is to prepare a FYP (/AP) action plan. It should be noted that every five years, Upazila will formulate a FYP along with an AP and thus important is to develop the action plan for both. The action plan shall be approved by the Upazila Parishad for immediate implementation.

Table 1 below exhibits a suggested format of the action plan for FYP. The work plan needs to be adjusted to fit appropriately with the calendar of the Upazila.

Table 1: Work Plan for FYP Formulation

FYP Preparation Tasks	Responsible Person	Timeline	Remarks
Preparation of a FYP/AP action plan	UCFBPLRM with TGP	August	Within a month after the Upazila Parishad is formed after the election
Decision making on the action plan and tasks by Upazila Parishad	Upazila Parishad	August	First Upazila Parishad meeting
Stakeholders consultations	Upazila Committees/ TLDs and Pourashava and Unions	August	Discussions via TLDs/ Upazila Committees

FYP Preparation Tasks	Responsible Person	Timeline	Remarks
Situation analysis of the Upazila	Upazila Committees/ TLDs	September	Socio-economic data and information gathering
Analysis and prioritization	TGP/UCFBPLRM	September	Compilation and recommendation
Development resource and activities mapping	TGP with TLDs, Unions, Pourashava, NGOs/CSOs	September	TLDs consult with the line ministries of the GoB TGP gathers other sources
Visioning exercise	Upazila Parishad with UCs and TGP support	September	Discussions, analysis and decision making
Setting FYP goals and outcomes and drafting a FYP	UCFBPLRM with TGP support	September	Discussions, analysis, decision making and drafting
Sharing the draft FYP with stakeholders	Upazila Parishad with UCFBPLRM support	September	Ensuring inclusive and participatory consultations
Approval of the FYP by Upazila Parishad	Upazila Parishad	October	Decision making
Publication and dissemination of the FYP	Upazila Parishad with UCFBPLRM and TGP	October	Reporting to LGD, DDLG and the people in Upazila
Implementation of the FYP	TLDs and other implementing agencies	Continuous	
M&E of the FYP	UCFBPLRM and TGP	Continuous	Annual monitoring and revision as needed

3.3.2. Detailed FYP/AP action plan reviewed and approved by the Upazila Parishad

Upazila Parishad makes a decision on the FYP and AP action plan prepared by UNFBPLRM. Upazila Parishad may require an ad hoc meeting to decide several critical decisions regarding its development plans. The Upazila Parishad discusses key steps and timelines in preparing the FYP/AP and assigning the necessary responsibilities to each Upazila officials and stakeholder.

3.3.3. Stakeholder consultations by Transferred Line Departments (TLDs) [6]

In this process, the Upazila Parishad may invite opinions from the concerned Union Parishads, Pourashava, NGOs, professional groups and informed general citizens. The opinions of these stakeholders will be recorded and preserved by the Upazila Parishad[8]. The TLDs are responsible for the needs assessment at the Union and Pourashava level.

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[6] Transferred Line Departments (TLDs) are decentralized from key line ministries/offices of the central Government of Bangladesh offices and become part of the Upazila Parishad.

[8] Section 12, the Guidelines for Preparation of Development Plan and Implementation, Memo No. 1057, 2 November 2014

They are also responsible for participatory planning process at the Unions and Pourashava by holding consultation meetings with Town Level Coordination Committee (TLCC) and Union Development Coordination Committee (UDCC) and with communities, NGOs, CBOs, CSOs and private sector entities to identify sectoral needs at the Union/Pourashava levels.

3.3.4. Situation Analysis and resource mapping of Upazila

A situation analysis entails a "snapshot of the existing ground realities." It is the most important process of planning by taking stock of current problems and issues as well as future requirements and wants, and systematically identifying the most effective ways of resolving those issues and achieving desired outcomes. Such analysis involves gathering, analyzing, and synthesizing data to make decisions along the lines of the strategic objectives using the available resources. The key data and information for situational analysis include: a) democratic data; b) socioeconomic data; c) SDGs indicators; d) needs assessment; e) environment impacts; and f) hazards mapping. At the end of the Guidelines attached for use is the Format 1: Basic democratic, infrastructure and socio-economic data and information and the Format 2: Format for situation analysis. While the TGP consolidates the Format 1 and 2 for UCFBPLRM and Upazila Parishad, the TLDs are responsible for gathering necessary sectoral data and information as well as the development needs and analysis from Union Parishads (e.g. UDCC), Pourashava (e.g. TLCC) and NGOs and the development partners at the Upazila level. Basic demographic and socio-economic data are available at the TLDs and the Bangladesh Bureau of Statistics.

In preparation of situation analysis, the TGP in close collaboration with the TLDs officials shall undertake the resource mapping for the FYP by taking into account of ongoing and projected development initiatives in the Upazila level. It can consist of different sources. They include the development activities by national development plans (i.e. sector development plans), Member of the Parliament (MP), LGIs (i.e. Unions and Pourashava), NGOs and even private entities and other sources. TLDs play important roles in gathering that information from both national sector development planning and Union and Pourashava development plans and thus they shall maintain close communications and networks with the respective central ministries/regional departments as well as Unions and Pourashava with in the Upazila on a regular basis. It is an important step in part of the situation analysis. The Format 3 is used for the development funds utilized in the Upazila from different sources. The resource mapping can be adjusted every year when the AP is prepared.

3.3.5. Budget estimates and prioritization

As for the budget estimate for the FYP, often it is difficult to obtain the development resources for multiple years (5 years). In such cases, the FYP may give the projections (estimates) based on the estimated budget for the current year (use the Format 4) multiply by 5. Similarly, as for the resource mapping, Upazila may use ongoing sector development initiatives and projects in the Upazila multiply by 5. Resource mapping exercise can be

more effective and meaningful when Upazila prepares its AP.

By reviewing the outcomes of the situation analysis in all different sectors by the TLDs, the Upazila Parishad shall determine which areas (sectors) the Upazila should determine as the priority (focused) areas for development for the next five years. The Upazila Parishad also must determine the level of financial resources available at the Upazila for the next five years. With those two criteria, Upazila Parishad can decide the scope of the FYP and focused areas for development.

For other areas, the Upazila Parishad and the TLDs may request the district and the national development plan to support as they are still identified as the important development challenges to be addressed but not to be funded by the development resources given to the Upazila.

3.3.6. Visioning

Based on the situation analysis, the Upazila Parishad sets its vision, FYP goals and expected outcomes so as to address the problems (development challenges) in the next five years.

A vision is an important element of development planning. A vision is a desired state or scenario for the Upazila and its people. It is the people's shared image of the Upazila's future and describes what they want to become or where they want to go within a given period. It is suggested that the vision covers a picture of ten years. The visioning exercise should be an inclusive and participatory process because it entails determining the desired state or condition where the people will live and make a living.

3.3.7. FYP goals and outcomes with measurable indicators setting and drafting the FYP

FYP goals are directly linked with the vision statement. Upazila Parishad given the situation analysis, sets their own FYP goals to be achieved within a period of five years. In setting FYP goals, Upazila shall focus on some key sectors (not all sectors) which they consider to be the most important for development planning in the next five years. From the priority sectors, FYP goals are formulated to address the specific development challenges and problems. Then, Upazila Parishad also comes up with desirable outcomes. An outcome is usually described in the form of an outcome statement, i.e. what changes or results for which the Upazila will aim within the five-year period through the FYP. Upazila Parishad establishes an associated indicator to measure the outcome (change/result). **Format 5** (please see in the annexes to the Guidelines) provides the standard format for setting the FYP (sector) goals and outcomes.

In drafting the FYP, it is important to keep in mind that the FYP is a comprehensive document showing a medium-term development policy and strategy of the Upazila in five years. It presents a set of priorities by establishing the vision, FYP goals, and expected outcomes with measurable indicators. It also describes the institutional framework and the

roles and responsibilities of the Upazila Parishad to manage the FYP cycle. Being a principle document concerning Upazila's development for a given five-year period, the FYP shall be a living document, which is constantly referred to and used as the basis for formulating an annual development plan (AP) during the period.

The UCFBPLRM with support from the TGP formulates a draft FYP and submits it to the Upazila Parishad for approval. In preparing the draft, the following **FYP table of contents** can be used. They include:

1. Cover page
2. Forward
3. Map of the Upazila
4. Basic demographic and socio-economic data and information (use Format 1)
5. Situation analysis (use Format 2)
6. FYP Upazila development programs from different sources (resource mapping) (use Format 3)
7. Budget summary (use Format 4)
8. Vision statement
9. Sector Goals and Outcomes (use Format 5)
10. FYP planning format (use Format 6)
11. M&E plan
12. List of the members of Upazila Parishad, UCFBPLRM and TGP

In drafting the FYP, it is also important to have good explanations what conclusions are reached at each step (e.g. each key heading of 4-10 in the above Table of Contents). Especially responding to the following questions may be helpful:

- What analysis was given to reach a conclusion (e.g. rationales)?
- What decision(s) was (were) made (e.g. final conclusions)?
- How the decisions were made (e.g. consultations with wider stakeholders)?

By doing so, the FYP becomes a self-explanatory document for all stakeholders and partners. The readers of the FYP can easily read and understand the development policy and strategy of the Upazila.

3.3.8. Sharing of draft plan with the stakeholders

Once the draft FYP is prepared and reviewed at the Upazila Parishad, the Upazila Parishad sends the draft FYP to the MP, DC, DDLG, all Union Parishads, and Pourashava. The Upazila Parishad shall invite representatives from different professional groups and the civil society to this meeting to discuss the drafted FYP. As per the provision of the Upazila Parishad Act, it may also invite any individual with special skills or expertise to the Parishad's meeting for providing his/her opinions on a specific matter[9].

A summary of the draft FYP shall be posted on the notice boards and website of the

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[9] Upazila Parishad Act 1998, Section 28, Sub section 2.

Upazila Parishad and sent to other important offices for public view comments.

3.3.9. Approval of the FYP by the Upazila Parishad

Having reflected the views and comments from the stakeholders and partners, the Upazila Parishad shall approve the final FYP in an Upazila Parishad meeting. As needed, the Upazila Parishad may hold an ad hoc meeting to approve the FYP.

3.3.10. Publication of the approved FYP

The Upazila Parishad publishes the FYP after the approval for wider distributions to the LGD, MP, DC, DDLG, all Unions and Pourashava and other local institutions and media. The Information Book of the Upazila may include the FYP, annual plan (AP) and annual budget related information along with other information.

It will also be put up in the notice board of Upazila Parishad and other important offices, and posted on the websites of Upazila Parishad, and District Web portal for wider dissemination.

3.3.11. Implementation of FYP

The Five-Year Plan (FYP) provides a basic medium-term framework for the Upazila's development. The annual plan (AP) is a building block of realizing the FYP and an instrument for implementing the FYP. Therefore, the AP prepared each year shall be within the framework of the FYP. All development activities (projects/schemes) listed in the AP need to be in line with the FYP goals and expected outcomes. The annual budget of the first year AP is prepared to ensure a clear linkage with the FYP and AP.

3.3.12. Monitoring and Evaluation (M&E) of FYP

As for the institutional setup for M&E, Upazila Parishad is responsible for monitoring and supervising the operations of the development activities, utilization of resources and their results. Upazila Nirbahi Officer (UNO) is responsible to provide support to the Upazila Parishad[10] for the execution of the development plans, and supervision and reporting on the progress.

Monitoring involves a regular collection and analysis of information to identify the progresses and achievements of the FYP against its goals and expected outcomes with measurable indicators. Monitoring of the FYP is done by the UCFBPLRM with the support of the TGP on an annual basis. TGP analyzes Upazila's socio-economic data and information to see if there is any change against the baselines and reviews the AP monitoring and accomplishment reports to see if they are on track attaining the expected targets an output of the year. Based on the major findings, UCFBPLRM submits a monitoring report to the Upazila Parishad on an annual basis. Please use the **Format 12**:

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[10] Charter of Duties of the officials of the transferred departments, Circular no: 1422, Dated 17-06-2014

FYP Annual Monitoring Report.

In the third year of the FYP implementation, Upazila Parishad conducts a **mid-term review** of the FYP. At the mid-term review, the FYP can be revised and/or updated as needed. The review points may include the following:

- Delay of the progress and its reasons;
- Changes in situation, needs or priorities of the local people;
- Urgent needs, such as disasters, accidents and others;

The FYP can be revised in case any significant incident happens and drastically changes the scope of the development planning and resources (e.g. natural disasters, pandemics to respond to the state of emergency and/or disaster).

At the end of the FYP, Upazila Parishad undertake the **final evaluation**. It shall be done by the third party. The result of the evaluation must be reported to the LGD and also be known to the citizens of the Upazila. Key lessons learned should be reflected in the preparation of the next FYP, which is an important process of PDCA cycle.

Section Four: Formulation of Annual Plan (AP)

4.1. Main contents of AP

The Upazila Parishad is required to prepare the FYP and the APs[11]. The APs are annualized development plans to realize FYP goals and expected outcomes in line with a medium-term vision. The APs describe more concrete AP goals, objectives and targets attainable in a given year. The contents of the AP include: a) what projects/schemes the Upazila Parishad will implement in a given year; b) what targets will be achieved; and c) how project activities will be executed and managed. It also describes the clear deliverables (outputs). Thus AP goals, objectives, targets and projects are within the scope of the FYP and consistent with the FYP goals and expected outcomes.

4.2. Key steps for Upazila AP cycle

According to the LGD Guidelines[12], the Upazila Parishad is responsible for managing the AP cycle corresponding to each fiscal year (1 July to 30 June) of the Upazila.[13] Each AP within the five-year period is an important building block in realizing the medium-term development planning cycle (i.e. FYP).

Some key steps for AP preparation are described in Figure 2 below. The key steps for AP preparation are similar to the ones for FYP preparation. Every five years when the FYP is prepared, some steps for AP (e.g. socioeconomic data collection, situation analysis, resource mapping) can be combined with the steps for FYP. In any other years, Upazila updates those information and data for the AP preparation.
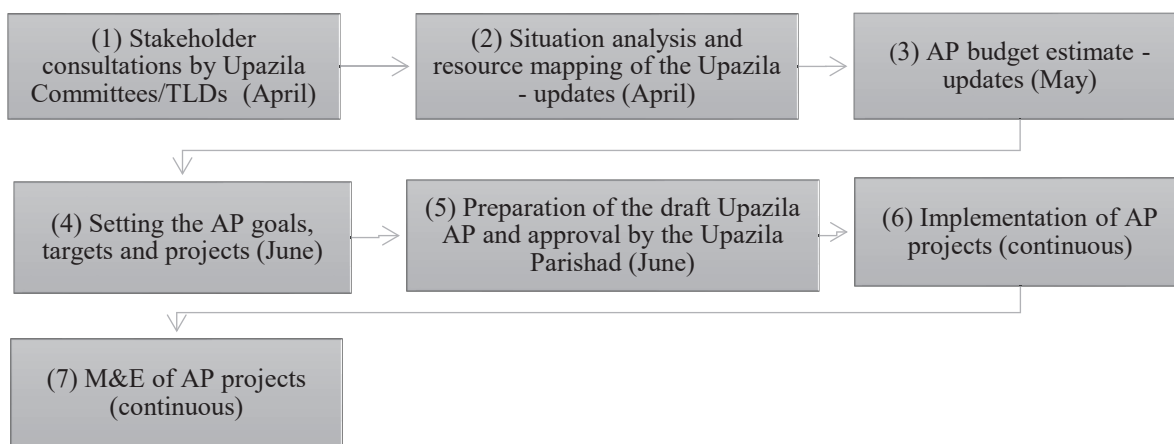
Figure 2. Key steps in preparing AP

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[11] Section 42 of the Upazila Parishad Act, 1998 (also Upazila Parishad Act 2009, amended in 2011)

[12] Section 3 of the Guidelines for Development planning and implementation, Memo No. 1057 dated 2nd November 2014

[13] The AP cycle corresponds each fiscal year starting from 1 July to 30 June. Because the Upazila elections usually take place in the period of March – June every five years, the preparation of the FYP and the first year AP would only start from June. For the subsequent APs of the FYP cycle, however, the AP preparation process should start as early as March/April so that the AP shall begin implementing its projects/schemes from the start of the fiscal year (1 July).

4.2.1. Stakeholder consultations by Upazila Committees and/or TLDs

In preparation of the AP, the Upazila Parishad may invite opinions from the concerned Unions, Pourashava, NGOs, professional groups and general citizens. The Upazila Committees and the TLDs can also solicit their needs and recommendations. Such consultations must be held at the Upazila every time when the AP formulation process starts. Thereby the development planning can be

4.2.2. Situation Analysis of the Upazila

While the FYP provides the situation analysis of the Upazila, the AP situation analysis shall take note and update it if there are any changes. The processes involve in gathering, analyzing, and synthesizing the Upazila's socioeconomic data and information. When the AP is prepared at the same time as the FYP every five years, this process can be combined with the situation analysis for the FYP.

Majority of data and information and the updates of the situation analysis shall be undertaken by the TLDs. The UCFBPLRM with support from the TGP, consolidate the situation analysis and updated data and information for the Upazila Parishad's consideration and decision. In analyzing the current Upazila's situations, the following questions may be addressed.

- Are there any significant changes in socio-economic data and information in the Upazila since the ones prepared for the FYP? (e.g. emerging problems and needs which were not captured as the priorities in the FYP but may require for urgent actions and/or responses in the AP)
- Is the situation would be getting improved or deteriorating?
- What are possible actions which Upazila could take to address those emerging needs and problems? (projects / interventions)
- What budget will be available to execute the projects for the year?

Based on the situation analysis (See **Format 2** annexed to the Guidelines), the Upazila Parishads prepare their strategies and list the priority projects and schemes funded under the AP.

The importance of resource mapping is stressed in the formulation of the FYP because the development resources (budget) which Upazila Parishad directly manages under its authority normally represents only 5-10% of the total development funds being spent within the Upazila for development in a given year. In the preparation of the FYP, this resource mapping is done. For the first year AP, the same information/data can be used. For the following year APs, however, it is important the resource mapping information and data are updated each year. Thereby the Upazila Parishad can consider how best it can use the scarce resources of AP budget to maximize the development results in any given year. By ensuring better coordination and collaboration with the national, district, Pourashava and Union Parishad's development plan, complementarity and synergies can be created with those development initiatives funded by the AP budgets.

4.2.3. AP budget estimate

In estimating the AP budget, it is important to know how much funds would be available for funding development projects/schemes in the Upazila for any given year. Upazila Parishad is responsible for managing the development funds and using them in most effective and efficient manners. Needless to say, that any Upazila cannot fund projects beyond the financial resources available for the year.

In order to maintain a good financial management and control, **Format 4**: AP budget (Table 2) can be used for estimating the budget for the AP next year.

Table 2: Budget of Upazila Parishad (for total AP budget estimate)

Particulars		Actual of Previous year	Budget or revised budget for current year	Estimated budget for next year
Prat 1	Revenue account/receipt			
	Revenue			
	Grant			
	Total income			
	Expenditure from revenue account			
	Revenue surplus / deficit (A)			
Part 2	Development Account/Development Grant			**Amount D**
	Other grant and contribution			
	Total (B)			
	Total resources available (A+B)			
	Expenditure from development account			
	Total budget surplus / deficit			
	Carry over (1st July)			**Amount C**
	Closing balance			

In Table 2, a total of **Amount C** and **Amount D** will be the estimated budget for the development activities of the AP next year. **Amount C** is part of the estimated total revenue surplus from the current year to the following year, of which the Upazila Parishad transfers to the development funds for the following year. **Amount D** is the ADP given by the Government (for the AP planning, the same ADP amount of current year should be used) and other development budgets (e.g. UGDP).

4.2.4. Setting AP Goals, Objectives, Targets and Projects

The Upazila Parishad sets AP goals, objectives and targets to address the problems in a given year. The vision statement and the FYP (sector) goals become the guiding principles in setting of more specific AP goals, objectives and annual targets for the Upazila. **Format 5** (which is annexed to the Guidelines) provides the standard guidance for setting these AP

goals, objectives, and targets. The AP goals need to be prioritized among those FYP (sector) goals and limited to 3-5 sectors within the range of the AP estimated budget.

Once the prioritized AP goals and objectives are set, Upazila can formulate project proposals to be funded by the AP. Please use **Format 11** for the purpose. Upazila can keep development project/scheme proposals in the inventory (roster) and ensure their qualities throughout the year and thereby when they are selected for AP funding, they can jump start their tendering and/or implementation at the beginning of the new fiscal year. In accordance with the AP goals set by the Upazila Parishad, Upazila also can invite the Unions and other institutions to propose project proposals for AP funding.

The project proposals are reviewed and selected by the **Project Selection Committee** (PSC) in accordance with the AP goals and objectives. TGP will compile those selected proposals and list them in the project summary (**Format 10**. It covers only those prioritized projects/schemes which can be funded by the AP estimated budget. It should not include any other projects/schemes whose funding are beyond the financing capacities of the Upazila for the given year. A few additional projects can be listed as the 'projects in waiting' or 'pipeline projects'. They can be funded only when any additional funds become available in the AP. The Upazila Parishad approves the final AP project list at its regular meeting.

4.2.5. Preparation of the draft AP and approval by the Upazila Parishad

In preparing the AP, it is important to always refer to the FYP and consider how best the vision statement, FYP goals and expected outcomes can be realized by implementing the AP each year. In addition, the Upazila Parishad shall keep good coordination and collaboration with concerned stakeholders such as Unions (through UDCCs), Pourashava (through TLCC), NGOs and private sector. The process of AP formulation should be always inclusive and participatory.

The AP's contents are somewhat similar to the ones of FYP. But they contain more specific and updated information for the year. The **main AP's table of contents** are as follows:

1. Cover page
2. Forward
3. Map of the Upazila
4. Basic demographic and socio-economic data and information
   (use Format 1 at the end of the Guidelines)
5. Situation analysis (use Format 8)
6. Resource mapping (use Format 3)
7. Budget estimate (use Format 4)
8. Vision statement and FYP goals (copied from the FYP)
9. AP Goals, Objectives and Targets (use Format 9)
10. Project summary (use Format 10)
11. M&E plan

In addition to the above table of contents, the following project outlines can be attached

as annexes to the AP:

12. Scheme Proposal (use Format 11)

Being a self-explanatory document, the annual development plan (AP) must contain all necessary information for all stakeholders and partners to read and understand the development initiatives in the Upazila for a given year. In drafting the AP, therefore, it is crucially important to have good logical framework between each steps by providing detailed explanations to each heading (4 to 10) of the contents along the line of the following questions:

- What analysis was given to reach a conclusion (e.g. rationales)?
- What decision(s) was (were) made (e.g. final conclusions)?
- How the decisions were made (e.g. consultations with wider stakeholders)?

After having prepared the draft AP, the Upazila Parishad shall share it with the concerned stakeholders such as Union Parishads, Pourashava, Zila Parishad, Upazila Committees, MP, DC/DDLG, and private sector entities and citizens by posting it on the website. A copy of the AP should also be put up on the Upazila Parishad's notice board for public display. Open meeting can be organized to collect feedbacks and comments from wider stakeholders.

After having finalized the AP with the comments and feedbacks received, the Upazila Parishad shall approve the AP. The final AP can be published. It will also be submitted to the DDLG and DLG and posted in the Upazila website for public view.

4.2.6. Implementation of AP

After the approval of the AP, the Upazila Parishad implements the development projects in accordance with the administrative procedures.[14] The Upazila Parishad continues to be primarily responsible for the implementation of all development schemes/projects/ activities listed in the AP. For the schemes which require higher technical capacity of design and supervision, the Upazila Parishad may seek assistance of the Transferred Line Departments (TLDs) such as the Executive Engineer of LGED.

At the beginning of the fiscal year, the Upazila Parishad may not have the first ADP allocation. In order to avoid any delay in implementing the AP projects, the Upazila Parishad may utilize the revenue surplus funds to fund some AP projects at the beginning.

As part of the good practices, Upazila can keep up the inventory (roster) of good project proposals throughout the year and/or improve the qualities of the proposals by providing necessary training to the stakeholders (e.g. Unions, NGOs, etc.) by TLDs and/or Upazila Engineer. They will help the Upazila Parishad to implement the AP projects/schemes

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[14] the Public Procurement Rules

without any delay.

4.2.7. Monitoring and review of AP

The implementation of the AP is monitored by the Upazila Parishad. The Chairman takes the leading role in monitoring the AP implementation, while UNO assists him in this regard. Each implementing agency of the project is responsible for submitting a progress report quarterly to the UCFBPLRM. The TGP helps UCFBPLRM in compiling the progress reports into a quarterly monitoring report. Then it is submitted to a regular meeting of the Upazila Parishad for review on a quarterly basis (in October, January and April). Use **Format 12** for quarterly monitoring reports.

The Upazila Parishad, in its review of ongoing projects/schemes, shall give a special attention to see if the projects/schemes are on track in terms of the target indicators and/or the expenditures to date. The Upazila Parishad may make a decision to revise the suspension of the projects and/or the reallocation of the resources for other purposes (e.g. newly emerging needs and priorities or emergencies) if needed.

The timeframe and processes for review of the AP are closely aligned with the budget process to ensure that plans and budgets are well integrated. The review and revision will take place in April of each year and before the preparation of the Upazila Parishad's annual budget. If required, the annual development plan can be revised along with the revision of the fiscal year's budget. This revision must be approved by the Upazila Parishad in a formal meeting.

At the end of the fiscal year (in July), AP accomplishment report shall be prepared (**Format 13** by UCFBPLRM with the help of TGP. It shall contain not only the accomplishments of each project against each expected outputs and estimated budget but also the overall accomplishments against the AP goals and objectives. Important lessons, including good practices shall be drawn from the current AP. They shall be incorporated in preparation of the next AP (the PDCA cycle).

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Annexure

Format 1: FYP/AP Basic demographic, infrastructure and socio-economic data and information

Topics	Quantity / Number	Source/ Year
Outline of Upazila		
Area	sq. km.	District Census 2011
Populations	(Male - ; Female -)	
Households		
Population density	per sq. km.	
No. of Municipalities		
No. of Unions		
No. of Villages		
Important Public Infrastructure		
Hat-bazaars		
Growth centers		
Hospitals		
Health sub-centers		
Bank branches		
Post offices		
Primary schools		
Secondary schools		
Universities/Colleges		
Mosques		
Temples		
Boat jetties (Ghat)		

Key indicators for SDGs and its targets	Baseline data (year) at the national level	Latest data at the Upazila (year)	Target by 2030
1.2.1 Proportion of population living below the national poverty line (%) (SDG1, target 1.2)	24.3% (World Bank, 2016)		9.7%
2.2.2 Prevalence of malnutrition among children under 5 years of age (%) (SDG2, target 2.2)	Wasting: 14.3% (BDHS)		Wasting: <5%
3.1.1 Maternal mortality rate (per 1,000 live births) (SDG3, target 3.1)	181 (SVRS, 2015)		70
4.2.2 Participation rate in organized learning (one year before the official primary entry age) (%) (SDG4, target 4.2)	39% (APSC, 2015)		100%
5.5.1 Proportion of seats held by women in local government (%) (SDG5, target 5.5)	23% (LGD, 2016)		33%

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6.1.1 Proportion of population using safely managed drinking water services (%) (SDG6, target 6.1)	87% (UNJMP, 2015)		100%
7.1.1 Proportion of population with access to electricity (%) (SDG7, target 7.1)	78% (SVRS, 2015)		100%
8.6.1 Proportion of youth (aged 15-24 years) not in education, employment, or training (%) (SDG8, target 8.6)	28.88% (QLFS, 2015-16)		3%
9.c.1 Proportion of population covered by a mobile network, by technology	2G: 99% 3G: 71%		2G &3G: 100% 4G launched in 2018

Format 2: FYP Format for Situation Analysis

Sector	Description of problems/development challenges			Recent, ongoing and/or planned activities addressing the problems	Given the ongoing and planned activities, what would be the situation after 5 years?	Based on the situation forecasted in 5 years, what are the recommendable actions/ counter measures in the FYP?
	Major Problems (Challenges)	Location/ Area	Quantity/ Magnitude			

Format 3: FYP/AP Upazila development programmes from different sources (resource mapping)

Sector	Plan/ Project Title	Brief description including target groups, and outcomes/ outputs	Location (names of Upazilas	Duration /Budget
National Plan and projects (to be completed by TLDs for all national sector development initiatives)				
Development projects of MP				
Development projects of local government institutions (to be completed by TLDs for all Union/Pourashava development initiatives)				
Projects of NGOs and CSOs				
Industry/trade entrepreneurship				
Others projects/Development programmes				

Format 4: FYP/AP Budget

<div align="center">

Form A

Fiscal Year _____

</div>

	Particulars	Actual of previous year	Budget or revised budget for current year	Budget for next year
Part 1	**Revenue account/ Receipt**			
	Revenue			
	Total Income			
	Expenditure from revenue account			
	Revenue surplus / deficit (A)			
Part 2	**Development Account**			
	Other grants and contribution			
	Total (B)			
	Total resources available (A+B)			
	Expenditure from development account			
	Total budget surplus / deficit			
	Carry over (1 July)			
	Closing balance			

Format 5: FYP Goals and Outcomes with Measurable Indicators

No	FYP goals	Sector	Outcomes/Outputs	Measurable indicators
1				
2				
3				

Format 6: FYP Planning Format

Period: FY _ _ _ _   To: FY _ _ _ _

ID Tag	Project Description			Location	Schedule of Implementation						Investment		Source of Proposal
	Name of the Scheme	Description	Target / quantity	Expected Beneficiary Male/ Female, Children, Disabled	Sector	Location (UP)	Proposed Year of Implementation					Executing Agency	Estimated Cost	Sources of Fund	Scheme Proposed by
							1	2	3	4	5				

Format 7: FYP Annual Progress Report

Summary of overall assessment of FYP status (including progress, impact, expenditure, problem, solution, good practice, lessons learned, etc.)

1.

2.

3.

No.	FYP Goals	Date of Start/ Duration	AP Goals/ activities/ targets with measurable indicators	Achievements to date (% of the targets achieved)	Budget/ Disbursement to date (%)
1					
		Any issues to be highlighted during the period:			
2					
		Any issues to be highlighted during the period:			
3					

Any issues to be highlighted during the period:			
4			
Any issues to be highlighted during the period:			
5			
Any issues to be highlighted during the period:			
6			
Any issues to be highlighted during the period:			

Format 8: AP Format for Situation Analysis

Sector	Description of problems/development challenges			Recent, ongoing and/or planned activities addressing the problems	Given the ongoing and planned activities, what would be the situation after 1 year?	Based on the situation forecasted in 1 year what are the recommendable actions/ counter measures in the AP?
	Major Problems (challenges)	Location/ Area	Quantity/ Magnitude			

Format 9: AP Goals, Objectives and Targets with Measurable Indicators

No	AP Goals	Sector	Objectives	Annual measurable targets
1				
2				
3				

Format 10: AP Project Summary

FY: _ _ _ _

Project Description						Location	Schedule of Implementation			Investment		Monitoring	
ID Tag	Title of the project	Description	Target / quantity	Expected Beneficiary Male/ Female, Children, Disable	Sector	Location	Start Date	End Date	Executing Agency	Estimated Cost	Sources of Fund	Responsible Agency	Reference [SN of FYP]

Format 11: Project (Scheme) Proposal: Fact Sheet

1. Project title	
2. Name of implementing agency	3. Project location(s)
4. Proposed starting date	5. Project duration
6. Project budget and breakdown	7. Counterpart contributions (other inputs)
8. Brief description of the project / scheme	
9. Objectives	
10. Expected results (measurable outputs)	
11. Implementing arrangements	

(Signature of the concerned officer)

Name: _____   Date: _____

Format 12: AP Quarterly Monitoring Report

Quarterly Monitoring Report _____
Reporting Period: _____ to _____

Name of Upazila: _____
District: _____

Narrative Summary:

- **Overall progress toward the FYP/AP goals, any problems/challenges encountered and solutions, total expenditures incurred against the total budget, good practices identified, lessons learned, etc. during the quarter.**

  ▪

- **Summary and overall situation of the key performance at the end of the _____ quarter regarding the Annual Plan goal 1:**

  ▪

- **Summary and overall situation of the key performance at the end of the _____ quarter regarding the Annual Plan goal 2:**

  ▪

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title	Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1								

Format 13: AP Accomplishment Report

Accomplishment Report

Reporting Period: _____ to _____

Name of Upazila: _____

District: _____

Narrative Summary:

- **Overall accomplishments against the FYP/AP goals, any problems/challenges encountered and solutions, total expenditures incurred against the total budget, good practices identified, lessons learned, etc. at the end of AP.**
  - **Overall accomplishments:**
  - **Problems/challenges encountered:**
  - **Any solutions:**
  - **Total AP expenditures against total AP budget:**
  - **Any good practices identified:**
  - **Any lessons learned during the year to be incorporated in the next AP:**

- **Summary of accomplishment(s) of the projects regarding the Annual Plan Goal 1:**
  - ▪

- **Summary of accomplishment(s) of the projects regarding the Annual Plan Goal 2:**
  - ▪

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title		Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1									

別　冊　資　料　3
Separate Volume 3

Government of the People's Republic of Bangladesh

Manual
for Upazila Integrated Development Planning
(Draft)

Local Government Division

Ministry of Local Government, Rural Development and Cooperatives

Upazila Integrated Capacity Development Project (UICDP)

Supported by JICA

August 2020

Foreword

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Glossary of key words and terminologies

Abbreviations and Acronyms

ADP	Annual Development Programme
AP	Annual Development Plan
CSOs	Civil Society Organizations
DC	Deputy Commissioner
DDLG	Deputy Director, Local Government
DLG	Director, Local Government
FY	Fiscal Year
FYP	Five-Year Plan
GoB	Government of Bangladesh
LGIs	Local Government Institutions
LGD	Local Government Division
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MLGRD&C	Ministry of Local Government, Rural Development & Cooperatives
MP	Member of Parliament
NGOs	Non-Governmental Organizations
NILG	National Institute of Local Government
PIO	Project Implementation Officer
PSC	Project Selection Committee
SDGs	Sustainable Development Goals
SWOT	Strengths, Weaknesses, Opportunities and threats
TGP	Technical Group for Planning
TLCC	Town Level Coordination Committee
TLDs	Transferred Line Departments
UDCC	Union Development Coordination Committee
UCFBPLRM	Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization
UNO	Upazila Nirbahi Officer
UP	Union Parishad
UZP	Upazila Parishad

Introduction

"**The Manual for Upazila Integrated Development Planning**" (hereinafter called the "**Manual**") is intended to help the users to have a better understanding of the comprehensive and integrated development planning at the Upazila level in Bangladesh. The Manual has been developed in line with the draft **Guidelines for Upazila Integrated Development Planning** (hereinafter called the **Guidelines**) which was updated from the 2014 Guidelines for preparation and implementation of development plan for Local Government Institutions.

Formulation of development plans at the Upazila level is a relatively recent phenomenon. The constitutional mandates for local economic development planning (Article 59 of the constitution) and subsequent Acts of parliament made for all the LGIs to make economic development plans at their respective levels (UP, UZP, ZP, municipalities and city corporations) have been neglected for many years. The national planning agency as well as all development and service sector agencies of the central government did not take cognizance and in most cases overrode the planning and service mandates of the LGIs. It is important to note that making a proper five-year development plan will have a significant bearing on rejuvenating developmental activities at the grass-root level Including Upazila. It is also important to understand that there is a dire need for all LGIs to prepare integrated development plans- but it is imperative for the Upazila Parishad to do that given their structural, functional and jurisdictional uniqueness. However, at present, there exists no manual to guide the Upazila level stakeholders with regard to the formulation, implementation and monitoring of their development plans. Given that, the current manual will serve that purpose.

The Guidelines are intended to facilitate a comprehensive and integrated development planning mechanisms and processes at the Upazila level in Bangladesh, where it is imperative that a) Upazila development planning is adequately coordinated towards achieving the common strategic development directions guided by the Perspective Plan 2010-2021 as well as those of the Seventh Five-Year Plan FY2016-2020; and b) Upazila development needs and opportunities, including those of Unions and Paurashavas, are assessed, identified and adequately integrated into the sectoral and national development plans. The Guidelines are also meant to facilitate all development actors working at the local level (including CSOs, PSO, and communities) to effectively participate in and contribute to the achievements of the common strategic development directions of the local government institutions.
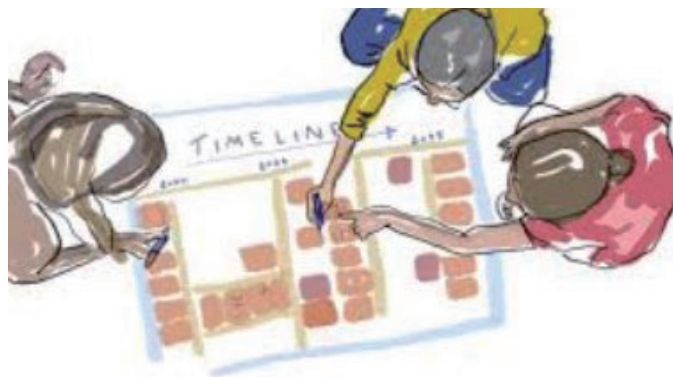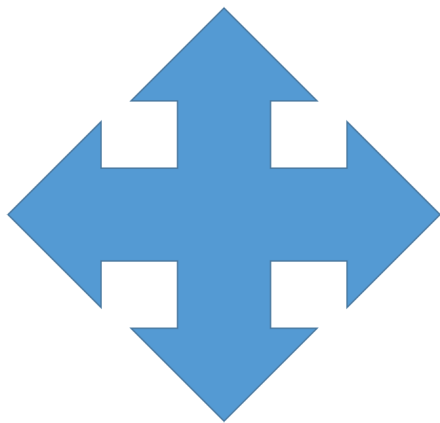
The current Guidelines issued by the LGD will be periodically reviewed and updated. When any need arises, they shall be revised. When it does, this Manual will be also updated accordingly.

Why do we need "the Manual for Upazila Integrated Development Planning"?

In conformity with the Guidelines, the present **Manual** is designed to serve for the purposes of the trainings and the guiding tool for development planning at the Upazila level. The following are more specific **objectives and purposes of the Manual**:

a) Provide the different stakeholders with the basis of user-friendly training contents with a view to enable them to participate in contribute to the development initiatives at the Upazila level.

b) Make the users better understand the basic principles to be followed in development planning and a simple but comprehensive and integrated framework for Upazila development planning cycle (e.g. formulation, implementation, M&E and reporting).

c) Help the users having a better understanding of result-based management. Thereby Upazila's development plans shall be more result based and measurable and also aligned such plan with the goals of the national development plans.

d) Introduce the users to overall concepts and principles of a Five-Year Plan (FYP) and an Annual Plan (AP) at the Upazila level which include the key contents, steps and processes based on the existing legal framework.

e) Provide the users with some practical steps and recommendations to be followed at the stage of implementation, monitoring and evaluation and reporting of Upazila development plans by establishing an institutional framework with a focus on ensuring accountability, transparency and sustainability.

Upazila Parishads are the middle tier local government institutions, the Manual shall especially emphasize the importance of vertical and horizontal linkages and collaboration with central, regional and local government institutions. The vertical linkages refer to the Upazila development plans being aligned not only with the overall national development's strategic directions and sectoral development goals and perspective plans, but also with the development initiatives of the Unions and the Paurashavas. This contributes to the consistency of the Upazila development plans with the national and district plans as well as the Unions/Paurashavas' plans. On the other hand, the horizontal linkages refer to the Upazila development plans being linked with other development activities initiated by other sources (e.g. other development resources from national development via the Transferred Line Departments (TLDs), Paurashavas, Unions, NGOs, CSOs, and private sector). It is estimated that development funds managed typically by an Upazila Parishad are approximately 5-10% of the total development resources spent in that Upazila. Especially it is very important that the Upazila development plans create maximum synergies and avoid duplications between development initiatives funded under the Upazila development plans and national development plans. This can be done by enhancing close coordination with the TLDs within the Upazila Parishad. Horizontal linkages also need to be extended to other stakeholders, such as non-governmental organizations (NGOs), civil society organizations (CSOs), the private sector and

the citizens in general. The Manual also stresses the importance of result-based management in order to ensure that the plans are set to achieve the expected targets and outcomes and thereby ultimately attain the original goals and objectives. It is important to note that the progress of this attainment of the goals and objectives need to be assessed against the measurable indicators which are set at the time of formulation of development plans.

Who are going to use "the Manual for Upazila Development Plans"?

Key users of the Manual will be people's representatives of Upazila Parishad and transferred line department officials at the Upazila level. The following are the specific categories of the users of the Manual:

a) Members of the Upazila Parishads including Upazila Chairmen, Vice Chairs, Paurashava Mayors, Union Chairmen.

b) Upazila Nirbahi Officers (UNOs)

c) Members of the Upazila Committees especially the Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization (UCFBPLRM), members of the Technical Group for Planning (TGP)[1] and members of the Project Selection Committee (PSC).

d) Officials of the Transferred Line Departments (TLDs).

e) Members of the Parliament (MPs), being an advisor to the Upazila Parishads.

f) The Director of Local Government (DLG) at the Divisional Head Quarters.

g) The Deputy Director Local Government (DDLG) who is based at the District and responsible for the overall guidance of the development planning at the Upazila level.

h) Ministry of Local Government, Rural Development & Cooperatives (MoLGRD&C) that is responsible for offering administrative support and technical advice.

i) Other line Ministries responsible for implementing sector development projects at the Upazila level through TLDs.

j) Facilitators and trainers of the NILG and other training institutions which provide training to local government's elected representatives, officials, the private sector, NGOs/CSOs and also general public.

The Guidelines may be also used by other stakeholders. They include:

k) Civil society organizations (CSOs), non-governmental organizations (NGOs), religious organizations, and community-based organizations.

l) Private sector and enterprises who are willing to integrate their activities within local government development plans.

m) Citizens who are required to participate in the primary stages of the planning process and whose needs form the basic foundation of the local government's development plans.

n) Development partners focusing on and dealing with development planning and its implementation at the Upazila level.

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[1] Please refer to "Technical Group for Planning (TGP)" on Page __ of the Guidelines for Upazila Development Planning for details.

How is the Manual organized?

In line with the Guidelines for Upazila Development Planning, the Manual contains the following chapters:

Chapter One introduces overall concepts of development planning, development planning cycle and result based management. They include the basic information of what, why, how, with whom, etc. with regard to the principles of development planning.

Chapter Two describes the different types of development plans in Bangladesh and their linkages and complementarity with the development plans at the Upazila level. It also highlights the key legal and policy frameworks in Bangladesh underpinning the introduction of development planning at the Upazila level. The current legal regimes define the roles and responsibilities of Upazila Parishad in development planning. Furthermore, the chapter also describes the institutional framework for managing development planning cycle at the Upazila level.

Chapter Three provides the contents, critically important processes and timelines and work plan for formulating the FYP. It also describes recommends institutional mechanisms for establishing the vertical and horizontal linkages and collaboration within Upazila Parishad and also between Upazila Parishad and other LGIs and entities. Further it emphasizes that Upazila is to establish and manage a development planning cycle, including preparation, formulation, implementation, monitoring and evaluation (M&E) and reporting to meet its transparency and accountability throughout the processes.

Chapter Four introduces the contents, key steps, procedures and timelines for formulating the AP. It also focuses on the institutional frameworks to be established in formulating the AP to manage the AP programme cycle (e.g. implementation, M&E and reporting).

In addition to those chapters, to the extent possible, the Manual also contains several key formats and examples for the users to use in the training as well as undertaking real development planning cycle.

Chapter One: Concepts of Development Planning Cycle, Result Based Management and PDCA Cycle

This chapter explains the basic concepts and principles of development planning cycle and result based management. As formulation of Upazila development plans is relatively a new practice for the local government and the people at the Upazila level. Therefore, it is very important to understand the key concepts and principles of development planning and strategy prior to formulation and implementation of development plans and related initiatives.

1.1. Basic principles of development planning: what, why, how and with whom?

When the Constitutions and the Upazila Act clearly state that Upazila Parishads are fully responsible for their development plans, it becomes a mandatory requirement for Upazila Parishads to formulate their own development plans. In this context, it is important to understand the basic principles of development planning.

The following are the basic principles for development planning at the national level in terms of what, why, how and with whom. These principles are relevant for and applicable to each respective level of the local government institutions including the Upazila Parishads.

1.1.1. What is development planning?

Development planning is a set of the processes of decision-making and actions for overall sustainable development strategy of a given area or a territory. It shall be formulated in conformity with social, economic and environmental prospects of the area or territory.

At the Upazila level, this principle remains the same that development planning is a set of Upazila's processes for decision-making and actions that determine the overall direction for social, economic and environmental development of the Upazila and its citizens.

1.1.2. Why development planning is important?

Development planning is important as it provides visions of a given nation which the Government shall collectively aim to achieve for the nation and its people.

At the Upazila level, development planning provides its vision which the Upazila shall aim to achieve for itself and the people by utilizing vertical and horizontal linkages and collaboration.

1.1.3. How development plans are made?

Based on a long-term vision, a five-year plan (FYP) is formulated as a medium-term plan for a nation to achieve its concrete development goals. And with a view to achieve the medium and long-term development goals with them, the government needs to create its development strategy and allocate its financial and human resources most effectively and efficiently. An annual plan (AP) can be formulated to correspond to any given fiscal year

in order to realize the goals of the five-year plan.

Again, the principle remains the same for Upazilas, they shall formulate their own FYPs and APs accordingly.

1.1.4. With whom development plans are made?

Development plans need to be people-centered. Thus, citizens must be consulted before and during the preparatory phases of development planning and these consultations will help getting citizen's feedback about local needs and also their endorsement of the plans. Once this endorsement is sought and given, it is expected that the citizens would be motivated to contribute to the attainment of the goals envisaged in the plans. Besides, the citizens may then spontaneously take the responsibility for monitoring the outcomes of the plans, evaluate the results and also assess its impact at the end.

Being a local government institution which is situated closer to the communities, Upazilas are in an advantageous position to adopt more inclusive and participatory approaches and reflecting the development needs and challenges of the citizens into their FYPs and APs.

1.1.5. What is the concept of development planning cycle?

A common goal of development planning and strategy is to improve people's lives. Once formulated, development plans need to be implemented; then, monitored and evaluated against the set goals and indicators. The lessons learned are then fed-back into the next development plans. Good development planning, therefore, is not a one-time exercise, rather, it involves a whole cyclical process of planning, implementation, monitoring & evaluation (M&E), learning and feeding back to the next plans as mentioned already. In order to manage the development planning cycle, it is also important to have a good institutional framework supported by sufficient financial and human resources.

1.2. What is result-based management (RBM)?

Good development plans and strategies must lead to tangible and concrete development results. Thus "**managing for development results**" applies the same basic concepts of "**results-based management (RBM)**" which entails good planning, monitoring, evaluation, learning and feeding back to planning.

Managing for development results is also an effort to **respond to the growing demands for accountability to people** on how resources are used, what results are achieved, and how appropriate these results are in bringing about desired changes in local development. This approach **encourages development partners to focus on building partnerships and collaboration and ensure greater coherence**. Similarly, it **promotes stronger focus on sustainability** through measures that enhance national ownership and capacity development. Managing for development results is nothing but RBM in action. It is oriented not only towards the external environment and results that are important for the country but also towards any changes in people's performances and livelihoods.

Achieving development results, as most realize, is often much more difficult than our anticipation. To achieve development results and changes in the quality of people's lives, governments often develop a number of different plans, strategies, programmes and projects. These typically include:

- A National Development Plan or Poverty Reduction Strategy
- Sector-based development plans
- Monitoring and evaluation (M&E) frameworks and evaluation plans
- Development and management work plans
- Office and unit specific plans
- Project documents and annual work plans

However, good intentions, large programmes and projects, and lots of financial resources are not sufficient to secure development results. The quality of those plans, programmes and projects, and how well resources are actually utilized, are the most critical factors for success.

To enhance the **chances of success**, attention needs to be placed on some of the common areas of weaknesses in programmes and projects. Four main areas where focus of attention is to be given are as follows:

1. **Planning definition:** The FYP has a greater chance of success when the goals, strategies, and scope of the FYP are properly defined and clarified. This reduces the likelihood of experiencing major challenges during implementation.
2. **Stakeholder involvement:** Higher and wider engagements of citizens, stakeholders and development partners in phases of planning are critical to success.
3. **Communication and dissemination of information**: Devising good communication and information sharing strategies result in strong stakeholders' buy-in and mobilization. Additionally, communication improves clarity on expectations, roles and responsibilities, as well as information on progress and performance. This clarity helps to ensure optimum use of resources.
4. **Monitoring and evaluation (M&E)**: The FYP with strong monitoring and evaluation components tend to stay on track. Additionally, problems can be easily be detected earlier, which reduces the likelihood of having major cost overruns or time delays later.

Good planning, combined with effective monitoring and evaluation, can play a vital role in enhancing the effectiveness of development plans and programmes and projects. Good planning helps Upazilas to focus on the results that matter, while monitoring and evaluation help them learn from past successes and challenges and it also helps the informed decision making by combining current and future initiatives which eventually contribute to improve people's lives and expand their choices.

1.2.1. What is planning?

Planning can be defined as the process of setting goals, developing strategies, outlining the implementation arrangements and allocating resources to achieve those goals. It is

important to note that planning involves a number of different steps and processes:

- **Identifying the vision, goals and objectives** to be achieved;
- **Formulating the strategies** needed to achieve the vision and goals;
- **Determining and allocating the resources** (financial and other) required to achieve the vision and goals;
- **Outlining implementation arrangements**, which include the devising proper institutional arrangements, monitoring and evaluation of progress towards achieving the vision and goals.

There is an old saying, "failing to plan is planning to fail": while it is not always true that those who fail to plan will eventually fail in their endeavors, however, there are strong evidence to suggest that having a plan leads to greater effectiveness and efficiency. Not having a plan—whether for an office, programme or project—is in some ways similar to attempting to build a house without a blueprint, that is, it is very difficult to know how the house will look like, how much it will cost, how long it will take to build, what resources will be required, and whether the finished product will satisfy the owner's needs. In short, planning helps Upazilas to define what the organization's plans or projects aim to achieve and how it should go about it.

1.2.2. What is monitoring?

Monitoring can be defined as the ongoing process in which stakeholders are obtaining regular feedback in order to update the progress being made towards achieving their goals and objectives. Contrary to many definitions that treat monitoring as merely reviewing progress made in implementing actions or activities, the definition used in the guidelines **focuses on reviewing progress against achieving goals or results**. In other words, monitoring in the guidelines is not only concerned with asking "is Upazila taking the necessary actions the Upazila mentioned earlier that it would take?" but also "is Upazila making progress on achieving the expected results that the Upazila mentioned earlier that it would achieve?" The difference between these two approaches is extremely important. In the more limited approach, monitoring may focus on tracking projects and the use of the Upazila's resources. In the broader approach, monitoring also involves tracking strategies and actions being taken by partners and non-partners, and figuring out what new strategies and actions need to be adopted to ensure progress towards the most important results.

1.2.3. What is evaluation?

Evaluation is a **rigorous and independent assessment** of either already completed or ongoing development activities to determine the extent to which they are on course in achieving the stated objectives. Evaluations, like monitoring, can apply to many things, including an activity, project, programme, strategy, policy, topic, theme, sector or organization. The key distinction between the two is that evaluations are done independently to provide managers and staff with an objective assessment of whether or not they are on track. They are also more rigorous in their procedures, design and

methodology, and generally involve more extensive analysis. On the other hand, monitoring is the systematic and routine collection of information about the programs/projects activities. However, the aims of both monitoring and evaluation are very similar: to generate information that can **help making informed decisions, improve performance and achieve planned results**.

1.3. What is result based management (RBM)- putting planning, monitoring and evaluation together

Planning, monitoring and evaluation come together as RBM. RBM is defined as "a broad management strategy aimed at achieving improved performance and demonstrable results," and has been adopted by many multilateral development organizations, bilateral development agencies and public administrations throughout the world.

Good RBM is an ongoing process. This means that there is constant feedback, learning and improving. Existing plans are regularly modified based on the lessons learned through monitoring and evaluation, and future plans are developed based on these lessons.

Monitoring is also an ongoing process. The lessons from monitoring are discussed periodically and based on which the future actions and decisions are made. Evaluations should be done for programmatic improvements while the programme is still ongoing and it also helps the planning of new programmes. This ongoing process of **doing, learning and improving** is what is referred to as the RBM life-cycle approach, which is depicted in Figure 1.
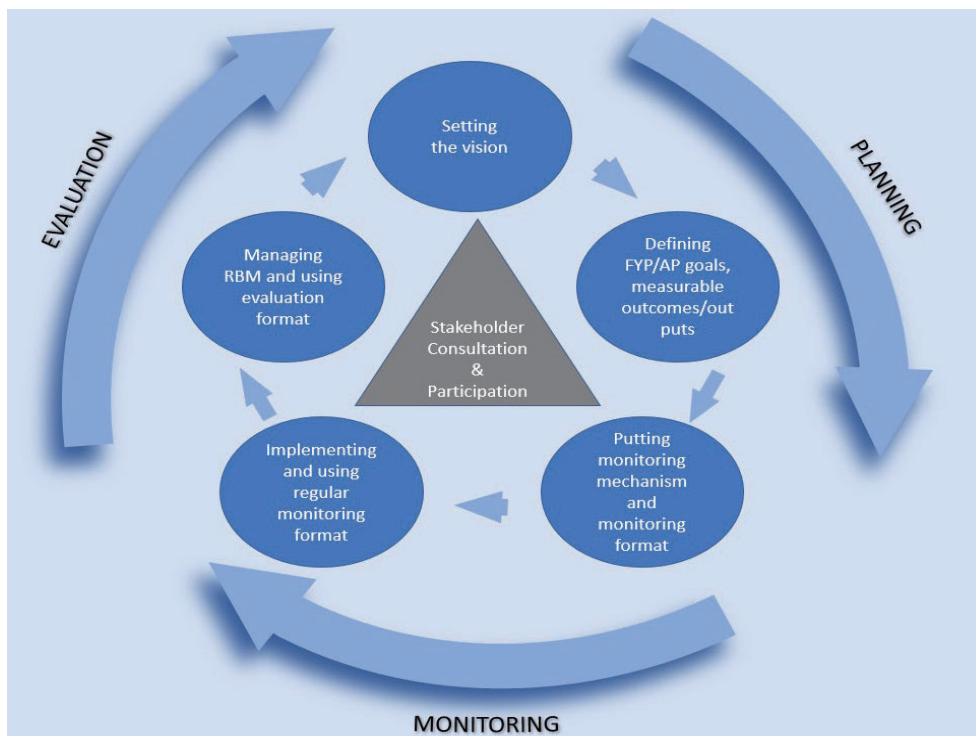

Figure 1: RBM Life Cycle Approach

RBM is concerned with **learning, risk management and accountability**. Learning not only helps improve results of existing programmes and projects, but also enhances the capacity of

the organizations and individuals to make better decisions in the future and improves the formulation of future programmes and projects. Since there are no perfect plans, it is essential that managers, staff and stakeholders learn from the successes and failures of each programme or project.

There are many risks and opportunities involved in pursuing development results. RBM systems and tools should help promote awareness of these risks and opportunities, and provide managers, staff, stakeholders and partners with the tools to mitigate risks or pursue opportunities.

RBM practices and systems are most effective when they are accompanied by clear accountability arrangements and appropriate incentives with a view to promote desired behaviour. In other words, RBM should not be seen simply in terms of developing systems and tools to plan, monitor and evaluate results. It must also include effective measures for promoting a culture of results orientation and ensuring that the individuals associated with it are accountable for both the results achieved and their actions and behaviour.

1.4. What is a PDCA (plan, do, check and act) cycle?

PDCA cycle is another development management concept similar to the RBM cycle but it is a more iterative four-step management method used in development planning for control and continuous improvement of processes and development results. Figure 2 is the PDCA cycle for development planning.

5) drawing lessons for the next plans

4) introducing counter measures

1) formulating development plans

3) monitoring and reporting the progress/ identifying issues

2) implementing development plans

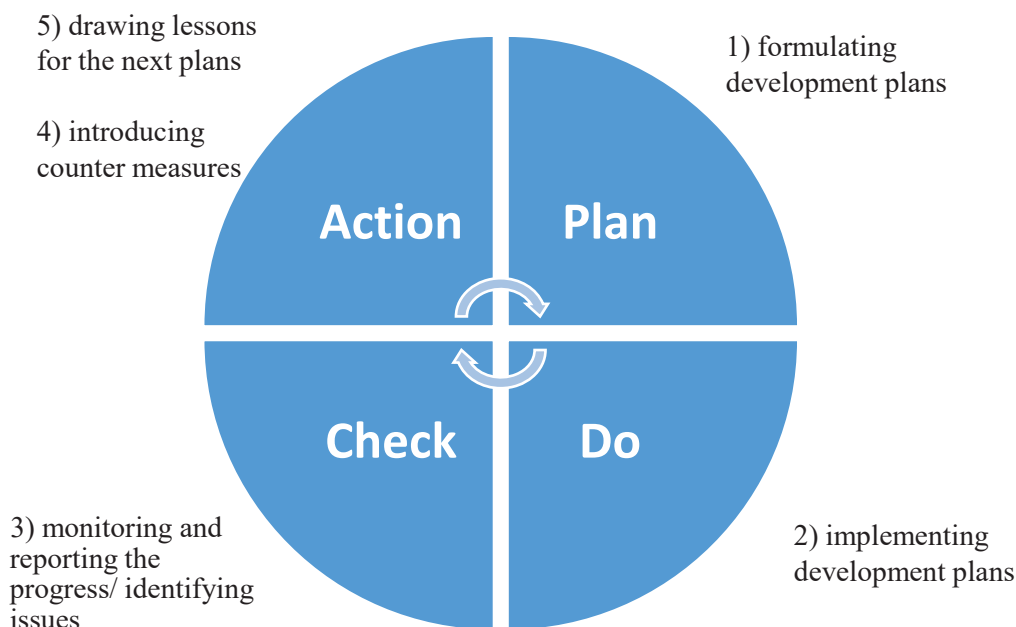**Figure 2: PDCA Cycle for Development Planning**

"Plan" refers to the formulation of development plans (i.e. FYP and AP). "Do" is to implement development plans (i.e. projects/schemes). "Check" is done under monitoring and reporting of plans (i.e. M&E). "Action" is to respond to the issues identified and also to draw the lessons learned for formulating the next plans (i.e. evaluation and lessons learned).

Chapter Two: Development Planning at the Upazila Level in Bangladesh: The Legal and the Institutional Framework

This chapter provides the users with the fundamentals in ensuring the development plans at the Upazila level. They include:

- Different types of development plans in Bangladesh and their inter-linkages.
- Legal framework for development planning at the Upazila level.
- Institutional framework for managing the development planning cycle at the Upazila.

2.1. What is national development planning in Bangladesh?

In Bangladesh, the Planning Commission was established in 1972 after the independence and it was entrusted with the responsibility to formulate the national development plans. At present, a long term 'Perspective Plan' (2010/11- 2020/21) and a mid-term 'Seventh Five-Year Plan' (FYP 2016-2020) have been formulated by the Planning Commission.
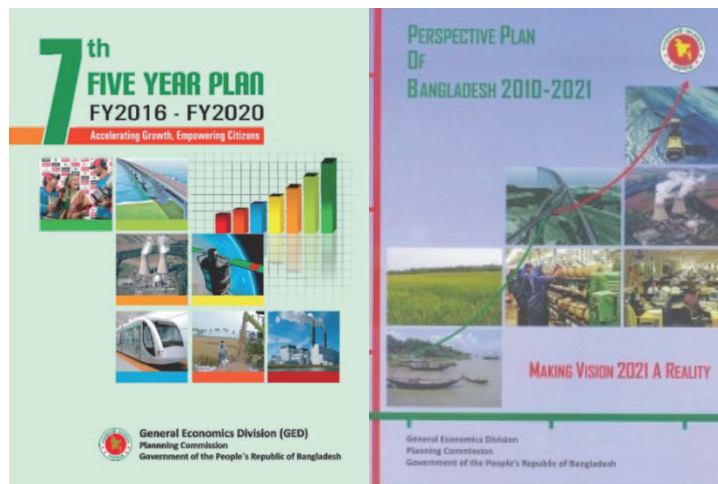
The Seventh FYP aims at three main themes, which are:

a) GDP growth acceleration, employment generation and rapid poverty reduction;
b) A broad-based strategy of inclusiveness with a view to empowering every citizen to fully participate in and benefit from the development process; and
c) A sustainable development pathway that is resilient to disaster and climate change; entails sustainable use of natural resources; and successfully manages the inevitable urbanization transition.

In addition, having gained significant progress on each of the MDGs in 2015, Bangladesh has made clear commitments to attain the SDGs by 2030 and Bangladesh aims to be a middle-income country by 2021.

There are different types of development plans that exist in Bangladesh: the national and other development plans (please refer to Figure 3), which are described below:

(1) National Plans

The national plans include 1) Perspective Plan 2010-2021; 2) Seventh Five-Year Plan FY2016-2020; and 3) Annual Development Programme. [2] As the central planning organization of Bangladesh, the Planning Commission is responsible for translating the ideas, aspirations and political agendas of the government into macro and micro economic policies, and incorporates them into long-, medium- and short-term plans. The Planning Commission is responsible for preparing, processing and approving the development plans. Those plans are also consistent with the Government's long term visions such as the Vision 2021 and the Vision 2041.

(2) Sector Development Plans

A sectoral plan is a long-range plan for a specific sector, for instance, agriculture, fisheries, education, public health and communication. Such sectoral plans are prepared with a clear vision to develop a particular sector in a systematic and sustained manner. The line ministries are responsible for preparing, approving and implementing the sector development plans in line with the National Plans described in (1) above.

At the Upazila level, different transferred line department (TLDs) in general have their sector-specific development plans. For instance, in the communication and transport sector, **Bangladesh Road Master Plan (RMP) 2007** was formulated which provides a physical plan for new road construction. For the health sector, the **Health, Population and Nutrition Sector Strategic Plan of 2010** is an example of a sectoral plan. The **National Livestock Extension Policy of 2013** also provides a planning framework for the livestock sector. These sectoral plans are formulated at the different levels, however, no single rules issued or guidelines formulated by the government for these sector plans. Such sectoral plans are expected to be consistent with the national plans and other related plans. Likewise, the Upazila development plans should also be aligned with those sector plans.

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[2] Planning Commission Website: http://www.plancomm.gov.bd/functions/
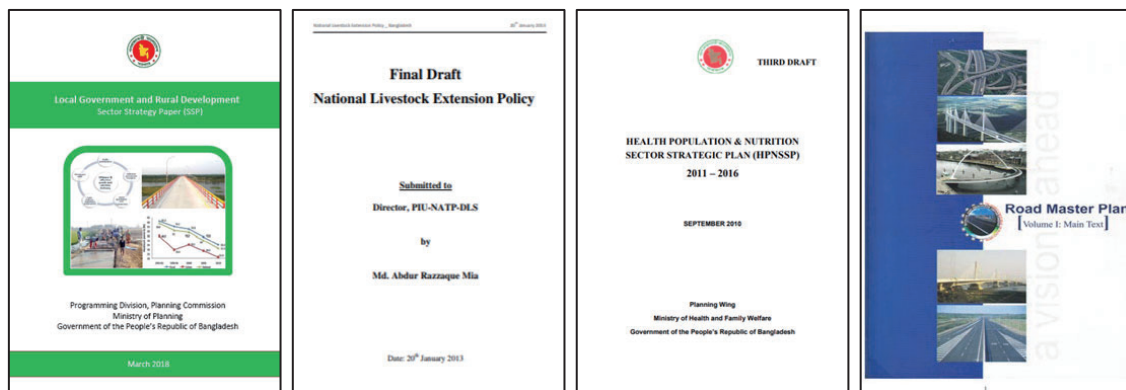
2.2. What are development plans at the Upazila level?

(3) Development Plans at Upazila-level

At the Upazila level, the Upazila Parishads are required to formulate the Five-Year Plan (FYP) and the Annual Plan (AP) for the Upazila based on their situational analysis, local needs and priorities, capacity and available resources. The development plans at the Upazila level shall cover needs and priorities of Union Parishads and TLDs working at the Upazila (horizontal harmonization). Upazila-level development plan needs to be a consolidated and comprehensive plan involving these institutions. At the saime time, the Upazila-level development plans are supposed to be consistent with the focus of the national and sectoral plans, and contribute to achieving the national targets through different local interventions (vertical harmonization).

- *Upazila Five-Year Plan (FYP)*

The FYP is a mid-term development plan of Upazila Parishad. It is expected that it will be comprehensive and also inclusive in nature to reflect the needs and challenges of all stakeholders such as Unions, Paurashavas, TLDs, NGOs, private sector and the citizens of the Upazila. It should entail the vision, goals, objectives, development outcomes (expected changes with measurable indicators), and timeframe indicating the implementation schedules. It should also include the details of monitoring and evaluation (M&E) mechanism. The FYP is to be formulated in a way that it is consistent with and contribute to the national and sectoral plans of the government.

- *Upazila Annual Plan (AP)*

The Annual Plan (AP) is the annual breakdown of the Upazila FYP. This contains further details on goals, objectives, targets with measurable indicators and specific projects/schemes, costs involved and sources of funding, implementation modalities, implementing agencies, monitoring mechanism and other relevant information.
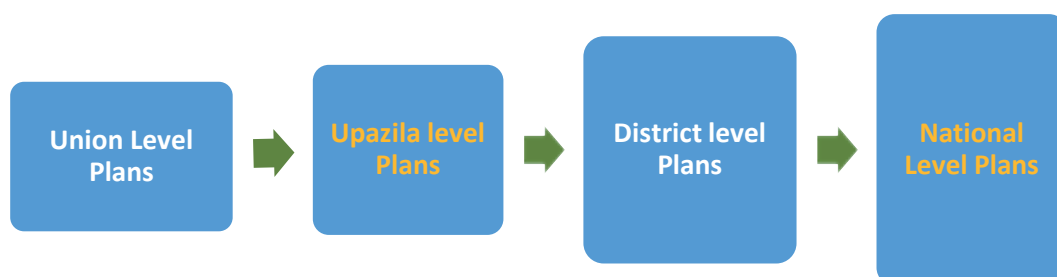
Figure 3: Different types of development plans

2.3. Key legal frameworks for development planning at the Upazila level in Bangladesh

In Bangladesh, preparation and implementation of development plans are legal requirements for all local government institutions (LGIs). Article 59 of **the Constitution** of the People's Republic of Bangladesh states that LGIs shall prepare and implement the plans related to public services and economic development. Section 42 of **the Upazila Parishad Act, 1998** stipulated

that the Upazila Parishad shall prepare and implement development plans, including the Five-Year Plan (FYP) and annual plan (AP) for socio-economic development of the Upazila. This also has been indicated in Section 1 of the Second Schedule of the Act.

2.3.1. Key legal provisions governing development planning at the Upazila level

There are several key legal provisions governing development planning at the Upazila level given by different laws, Acts, administrative orders, rules, guidelines, etc.

A. Constitution of People's Republic of Bangladesh

Article 59-2 (c): Every local government body shall perform the functions relating to the preparation and implementation of plans relating to public services and economic development.

B. Upazila Parishad Act 1998, amended Act 2009, and 2011

Section 42: Development Plans

1) The Parishad may prepare and implement five-year development plans and other development plans for a specified period based on its financial capacity. In formulating such plans the Parishad may consult on any subject under its jurisdiction, with the Union Parishads in the Upazila, non-governmental organizations actively involved in development work and individuals working at the Unions under the jurisdiction of the Upazila Parishad.

2) Such plans shall have the following directives as to:
   a) How the plans shall be financed, implemented and monitored;
   b) By whom the plans shall be implemented; and
   c) Necessary matters related to planning.

3) The Parishad, before implementation of any plan (subject to approval of the concerned Member of Parliament) shall send a copy of each development plan to the government and publicize those in manners deemed appropriate by the Parishad, and in special cases consider incorporation of the opinions and suggestions of the local citizens.

C. Upazila Parishad (Programme Implementation) Rules, 2010

Section 5:

Without deviating the rules, for discussion and making decisions, the following financial, developmental, operational, coordination and other issues can be presented at the Parishad meetings for discussion and making decisions.

Developmental:

(2) Preparing and updating five-year, annual development plans, and plan books of the Parishad.

D. Upazila Parishad Budget (Preparation and Approval) Rules, 2010

Section 13:

Budget allocation to different sectors should be decided based on five-year and annual development plans. Schemes which are not listed in these plans shall not be given any budget allocation.

2.3.2. Other important and relevant plans and guidelines relating to development planning at the Upazila level

The **Seventh Five-Year Plan (FY 2016-20)**, among other things, provides the proposed activities related to development planning at the Upazila level (Section 7.2.6). Such activities include: ensuring the consistency among national-level development plans and local development plans, development of planning and budgeting capacities at the local level, necessity of annual and five-year plans, guidelines for local-level plans to be developed by the Planning Commission, and technical assistance to LGIs to prepare five-year plans.

The Guidelines for Development Planning and Implementation, Memo No. 1057 dated 2nd November 2014, issued by the Local Government Division (LGD) provides the overall framework for the preparation of the FYP for the Upazila Parishad and other LGIs. Some other key guidance includes:

MDGs/SDGs linkages: the development plans at the Upazila level can contribute to the achievement of the national targets. Section 11 of the Guidelines suggests to set the targets for 2015 in line with the Millennium Development Goals (MDGs), which have been replaced in December 2015 by the Sustainable Development Goals (SDGs). It is expected that Upazila Parishads set their priorities and targets of the FYP in line with the SDGs. The Planning Commission has also established the Monitoring and Evaluation Framework of SDGs: Bangladesh Perspective in March 2018.

- **Consistency of plans at the different LGI levels**: Section 16 of the Guidelines also states that by reflecting the goals, objectives and strategies of national planning, local institutions, the Ministry of Planning and Local Government Division shall complete administrative arrangements for overseeing the local planning so that all LGIs can ensure such plan including Upazila Parishads.

- **Inclusive and participatory planning**: with regard to the public consultations on the plans, Section 12 of the Guidelines envisages that the Upazila Parishad shall arrange
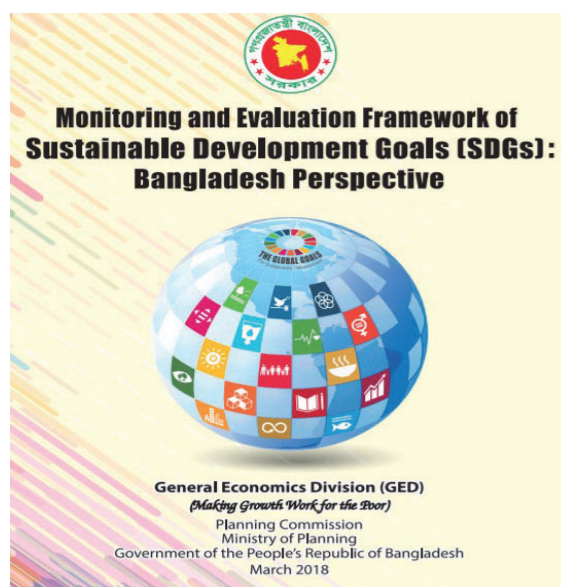
for a substantive discussion among the citizens and ensure people's participation during the illustration/deliberations on "Vision-2021" in the discussion meetings. Union Parishad, Paurashava, local non-governmental organizations (NGOs), civil society organizations (CSOs), cooperatives, the private sector, professional communities and also the common people can be included in the discussion. See **Figure 4** for reference. These discussions will be recorded for future use as input in the next planning exercise.
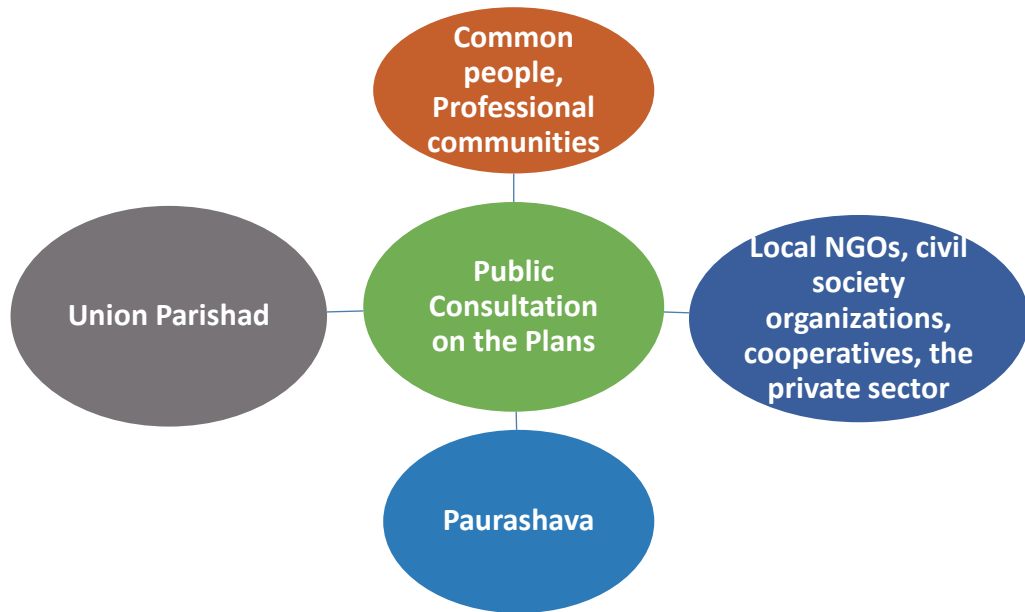
Figure 4: Inclusive and participatory planning

2.4. Institutional framework for development planning cycle at Upazila level

As stated in Section One, good development planning is not a one-time exercise. Rather, it is about the management of an entire development planning cycle. Therefore, it is indispensable to have a solid institutional framework. The following are the key institutional mechanisms recommended to manage the development planning cycle at the Upazila level:

(1) Upazila Parishad

Upazila Parishad Act 1998 (amended in 2009 and 2011) provides the Upazila Parishad with the full responsibility to formulate and implement its development plans. The Upazila Parishad is the final decision-making body for its development plans. It is therefore mandatory for all Upazila Parishads to prepare their own FYPs and APs. In preparing FYPs and APs, it is important for Upazila Parishads to ensure inclusive and participatory processes and seek opinions and views of the wider stakeholders and development partners[3].

(2) Upazila Committees

Upazila Parishad Act 1998 (amended in 2009 and 2011) also states that 17 Upazila

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[3] Upazila Parishad Act 1998, Section 42 (1)

(Standing) Committees shall be established to ensure sectoral development and coordination at the Upazila level. However, in most Upazilas these committees were established but not made fully functional as yet.
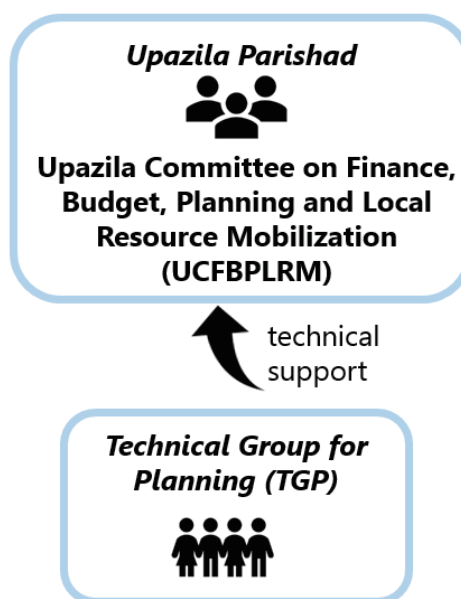
In order to effectively manage the development planning cycle, it is important to revitalize the Upazila Committees. These are the statutory committees at the Upazila level, supposed to be playing critical functions in coordinating development activities and schemes in respective sectors and sharing the critical information amongst them. In particular, the **Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization (UCFBPLRM)** has the prime responsibility to lead the management of this development planning cycle (i.e. formulation, implementation, M&E, reporting of the development plans) in close collaboration with the Upazila Parishad and TLDs.

(3) Technical Group for Planning (TGP)

The current Guideline for Upazila Development Planning recommends the creation of a Technical Group for Planning (TGP) which will assist UCFBPLRM and Upazila Parishad in managing the development planning cycle at the Upazila level on a regular basis. This is a technical (informal) group, consisting of 5-8 members, headed by the Upazila Nirbahi Officer (UNO). It is suggested that 3-6 members may be selected from TLDs (e.g. Upazila Engineer) and 1-2 members from the NGOs and/or private sector. Recommended members and terms of reference of the TGP is shown in Reference 2 below:

(4) Project Selection Committee (PSC)

Based on the goals, objectives set in the development plans (e.g. AP) and considering the availability of resources (i.e. AP estimated budget for the year), it is responsibility of the Project Selection Committee (PSC)[4] to select the projects and schemes to be funded under the AP. The project proposals are expected to be collected from the Unions, the Paurashava and other parties. The AP should contain the list of those projects selected by the PSC and approved by the Upazila Parishad. It can include the list of the pipeline projects in the AP, which can be funded only in case additional resources are available in a given year.

(5) Transferred Line Departments (TLDs)

In accordance with the Upazila Act, the TLD officers shall be part of the Upazila Parishad

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[4] Guidelines for Upazila Parishad Development Fund Utilization, 10 November 2014. LGD, Government of Bangladesh

for providing their respective sectoral services to the citizens within the Upazilas. Being stationed at the regional and field offices, those TLD officers shall be responsible for gathering sectoral socioeconomic and demographic data, information about development needs and challenges in the communities at the Upazila level and information regarding ongoing planned development initiatives in the Upazila by other entities (e.g. national government's projects being directly implemented by Ministries, , or projects being implemented by the member of parliament/NGOs/the private sector/Unions' ADPs, etc.). Given this, the officers of the transferred line departments are best positioned to undertake a situation analysis of their respective sectors.

In preparation of the FYP/AP, it is vital for the Upazila Parishad to have a comprehensive overview of development needs and challenges. For this reason, TLD officers are expected to take a lead role in undertaking situation analysis. Given the development needs and challenges exist in the Upazila, the Upazila Parishad ultimately determines where the priorities shall be given in their FYP/AP.

Chapter Three: Formulation of Five-Year Plan (FYP)

3.1. Background

Five-Year Plan (FYP) is a comprehensive document containing a medium-term development policy and strategy of the Upazila. It presents a set of priorities of a given Upazila with its vision, FYP goals, and expected outcomes with measurable indicators. The set of priorities need to reflect the views and desires of the people of the Upazila at large. In accordance with the timelines set-forth, Upazila Parishads are expected to formulate the FYP by devising clear accountability and transparency mechanisms with a view to ensure that the contents of FYP are shared with the people in the Upazila and its status is periodically reported to them.

The FYP is to be generally aligned with the Upazila election cycle.[5] For the elected officials of the Upazila Parishad, the FYP is an important instrument to realize the expectations of their constituencies during their terms by demonstrating development plans and strategy to address the local needs of the people in the Upazila.

Being the principal document concerning Upazila's development for a given five-year period, the FYP shall be an integrated, comprehensive and self-explanatory document for all stakeholders. It shall be constantly referred to during the given period. In addition, it shall serve as the basis for formulating an annual plan (AP) each year during the period.

3.2. The key steps for the formulation of FYP

FYP formulation follows the key steps described in **Figure 5**.

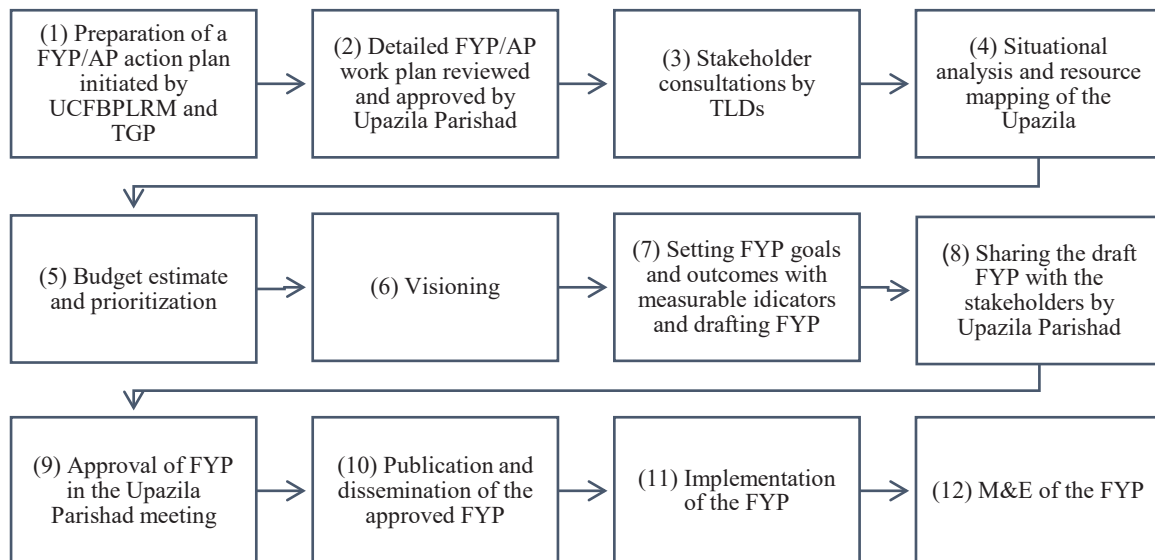**Figure 5:** Planning Steps for FYP Formulation

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[5] Upazila elections usually take place in phases between March and June every five years. Thus, it is not feasible to embark on the preparation of the FYP prior to taking of offices by the elected representatives, especially Upazila Parishad Chairmen. Thus, it is expected that the preparation of the FYP/AP shall begin in June/July for the election year.

More detailed actions to be taken at each step are described as follows.

(1) Preparation of the FYP action plan initiated by the Upazila Committee on Finance, Budget, Planning and Local Resource Mobilization (UCFBPLRM) and the Technical Group for Planning (TGP)

In the process of formulation on FYP, the Upazila Parishad should establish a core working team to lead the Upazila integrated development planning in March. As mentioned in the institutional framework in the Chapter 2, the core working team will consist of the members of the **UCFBPLRM** and the **Technical Group for Planning (TGP)**. In the event the UCFBPLRM is not functional in the Upazilas, it is important to try and reactivate it. The TGP is an informal technical group, which is expected to provide technical support to the UCFBPLRM. The Upazila Parishad shall appoint the TGP members based primarily on their relevant skills, knowledge, expertise and interest in the key local development areas as mentioned earlier. The core working team will meet and discuss how to proceed with the formulation of a Five-Year Plan (FYP) and also an annual development plan (AP) based on the Guidelines for the Upazila Integrated Development Planning.

(2) Detailed FYP/AP work plan reviewed and approved by the Upazila Parishad meeting

After the UCFBPLRM has prepared the draft work plan for the formulation of the FYP and the AP, Upazila Parishad will review and make a decision on the work plan at a Upazila Parishad meeting. In this process, the Upazila Parishad may invite opinions from the concerned Union Parishads, Paurashavas, NGOs, professional groups and informed general citizens. The opinions of these stakeholders will be recorded and preserved by the Upazila Parishad[6].

The Upazila Parishad discusses the process of preparation of the FYP as well as the time required for each step, and assign responsibilities to each stakeholder for the preparation of the FYP. It is also important for the Upazila Parishad to approve a certain budget for financing the FYP and AP cycle (formulating, implementing and monitoring and evaluation). The budget should include, among other things, the operational costs such as organizing stakeholder meetings, publishing the FYP and the AP, etc. The estimated budget can be prepared by the UCFBPLRM with the help of TGP for the approval by the Upazila Parishad.

Table 1 exhibits the suggested format for the planning process to be followed while preparing the FYP.

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[6] Section 12, the Guidelines for Preparation of Development Plan and Implementation, Memo No. 1057, 2 November 2014

Table 1: Work Plan for FYP Formulation

FYP Preparation Tasks	Responsible Person	Timeline	Remarks
Stakeholder's consultations	TLDs' officials with UPs (UDCC) and Paurashava (TLCC)	Continuous	TLDs are responsible for determining the needs of the Upazila/Unions
Collection of data/information	Upazila Committees, UPs and TGP	Continuous	Upazila Committees, Unions continues to update and socio-economic data/information
Preparation of a FYP work plan	UCFBPLRM with TGP	August	Taking into account other key Upazila Parishad activities
Decision making on the work plan, tasks and budget for FYP/AP by Upazila Parishad	Upazila Parishad	August*	First Upazila Parishad meeting after the election
Stakeholders consultations	TLDs/Upazila Committees and Paurashava and Unions	August	Discussions via TLDs/ Upazila Committees
Situational analysis of the Upazila Analysis and prioritization	TLDs/Upazila Committees TGP/UCFBPLRM	September	Socio-economic data and information gathering Compilation and recommendation
Development resource and activities mapping	TGP with TLDs, Unions, Paurashava, NGOs/CSOs	September	TLDs consult with the line ministries of the GoB TGP gathers other sources
Visioning exercise	Upazila Parishad with UCs and TGP support	September	Discussions, analysis and decision making
Setting FYP goals and outcomes and drafting a FYP	UCFBPLRM with support from TGP	September	Discussions, analysis, decision making and drafting
Sharing the draft FYP with stakeholders	Upazila Parishad with support from UCFBPLRM	September	Ensuring inclusive and participatory consultations
Approval of the FYP by Upazila Parishad	Upazila Parishad	October	Decision making
Publication and dissemination of the FYP	Upazila Parishad with UCFBPLRM and TGP	October	Reporting to LGD, DDLG and the people in Upazila
Implementation of the FYP	TLDs and other implementing agencies	Continuous	
M&E of the FYP	Upazila Parishad with UCFBPLRM and TGP	Continuous	Annual monitoring and revision as needed

* Given the Upazila elections end in June/July every 5 years, the timing of FYP formulation starts in August.

(3) Stakeholder consultations by transferred line departments (TLDs)

As mentioned in Table 1 above, the transferred line department's (TLDs) officers are responsible for collecting socio-economic data and information, and also for making a need assessment at the Union level throughout a year. In this regard, it is suggested that they would collect grass-root level information about people's needs from the Ward Shava and UDCC meetings held at the Union Parishad. If required, the TLDs can also arrange consultations with communities, NGOs, CBOs, CSOs and private sector entities to identify sectoral needs. This facilitates the participatory planning process at the Upazila level, and this way the real needs and priorities of the local people can be identified and also incorporated into the FYP. In this regard, UDCC can be a good forum to consolidate opinions of various stakeholders at the union level. Similarly, the TLDs officers shall gather Union level socio-economic data and information and keep them updated throughout the year.

In August for the FYP formulation, the TLDs shall review and analyze those collected data and information (e.g. socio-economic data, demographic data, SDGs data, needs assessments, etc.) by using the Format 1 (see the Annexes).

(4) Situation Analysis and resource mapping of Upazila by TLDs and Upazila Committees

Situational analysis requires collection of good **demographic and socio-economic data and information** as well as **a proper needs assessment** of the citizens residing within the territorial boundary of the Upazila Parishad. Such data and information are expected to be available at the Transferred Line Departments (TLDs)[7] and Union Parishads (e.g. Ward Shava, Union Development Coordination Committee - UDCC) and Paurashava (e.g. Ward Level Coordination Committee-WLCC, Town Level Coordination Committee - TLCC). Thus, it is recommended that the TLDs shall be responsible for gathering those socio-economic data and information and updating them in close coordination and collaboration with Union Parishads and Paurashava. It is recommended that some updated data may be available at the office of the Bangladesh Bureau of Statistics (some data can be collected on line from the BBS webpage). It is important to collect those data especially the ones relating to key **Sustainable Development Goals (SDGs)** indicators (see **Reference 4: SDGs**) which the Government of Bangladesh identifies as critical in pursuit of achieving the Vision 2030 as well as the goals of the 7th Five Year Plan.

Reference 4: Sustainable Development Goals (SDGs)

> SDGs are intergovernmental set of aspirational goals adopted at the United Nations in September 2015. 17 goals with 169 targets are to be achieved by 2030. The 17 goals cover the following areas.

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[7] Transferred Line Departments (TLDs) are the local field offices of the central ministries and Divisions in the Upazila Parishad.

1) Poverty	6) Water	11) Habitation	16) Institutions
2) Food	7) Energy	12) Consumption	17) Sustainability
3) Health	8) Economy	13) Climate	
4) Education	9) Infrastructure	14) Marine-ecosystems	
5) Women	10) Inequality	15) Ecosystems	

Consultations can also be made with NGOs/CSOs, private sector and general public. This exercise must be done throughout the year and this is how the information can be always kept updated. **Format 1** (see in the annex of the Manual) is to be used for basic demographic, infrastructure and socio-economic data and information.

Resource mapping is a very important exercise for the Upazila Parishad to undertake in formulating a FYP and an AP, especially in view that the development resources (budget) directly managed by the Upazila Parishad are only 5-10% of the total development funds being spent for the development initiatives being implemented within the Upazila in any given year. Without understanding of what other development activities are or will be taking place within the Upazila, the Upazila Parishad will not be able to formulate a comprehensive FYP or determine an efficient use of its limited resources at its disposal for development initiatives in the Upazila.

In this exercise y TLDs officers can play an important role by gathering necessary financial information and data from different sources. These sources include the development activities in a year funded under: 1) annual development programmes (ADP) for the Upazila; 2) special programme grant; 3) locally mobilized resources; 4) the national development plan, managed by the central ministries/divisions and implemented by central ministries and/or the TLDs; 5) the Local Government Institutions (LGIs – Unions and Paurashava); 6) the member of the Parliament (MP); 7) NGOs; and 8) private entities at the Upazila. Among those, the information from the Central Ministries and Departments is most critical. For this reason, the TLDs shall closely keep in touch with the central Ministries and Divisions and their district level offices to have necessary information and data regarding what development activities are and will be undertaken in the Upazila and their budget estimate(s) throughout the year.

Upazilas shall map all the resources available for development activities in their own Upazilas. All types of resources available to fund projects/schemes within the Upazila need to be captured in the resource mapping for the FYP formulation. They include the funds from TLDs, LGIs, NGOs and even private entities for maintaining a greater level of harmony in local development initiatives.

Table 2 summarizes the total resources available for development activities from the different sources at the Upazila level.

Table 2: Resources available for development activities at the Upazila from different sources

Projects funded by the National Plan	Projects funded by LGIs	Priority projects funded by the MP	Initiatives funded by private sector	Other Projects
National Projects at Upazila	Projects of Upazila Parishad	Projects of MP	Industrial / Commercial Projects	Projects of NGO
District level projects the Upazila	Projects of Zila Parishad			
Union level projects within the Upazila	Projects of Paurashava		Banking / Loan Programmes	Projects of CSO
	Projects of Union Parishad			

Source: From Upazila Planning Rules 2013.

By establishing better coordination and collaboration with the TLDs and Union Parishads, Upazila Parishads must consider the best use of available resources in order to achieve the vision and development priorities y sectors for FYP. Upazila Parishads have the direct control of the Annual Development Programme (ADP) and the locally mobilized resources for development activities. By having a clear knowledge about all the resources available for development activities to be implemented within the Upazila, each Upazila Parishad will be in a position to create synergy and complementarity with other development efforts and also to avoid duplications among the development activities. Thus Upazila Parishad should aim for the best use of the development funds set aside for its FYP and which will eventually ensure achievement of maximum outcomes (results) and impacts for a Upazila Parishad.

The TLDs officers in collaboration with TGP will undertake the resource mapping and gather information from different sources by using the **Format 2**.

A **situation analysis** entails a "snapshot of the existing ground realities". Such analysis involves gathering, analyzing, and synthesizing data to make decisions along the lines of the strategic objectives using the available resources. Situation analysis refers to the analysis of the internal and external factors that affect the lives and livelihoods of people living in the Upazilas.

In analyzing data and information in a comprehensive manner, consultations involve but not limited to Upazilas' key development potentials, opportunities, constraints and challenges and also identification of key development priorities. It is also important to learn the lessons from the past experiences (e.g. from the past APs and FYP). What has been achieved and not been achieved and why? What development initiatives have worked and what have not worked? What approaches need to be strengthened or be suspended? Upazilas shall draw lessons from the past development activities to use for future planning.

The UCFBPLRM with support from the TGP, is expected to assist the Upazila Parishad in undertaking the situation analysis. For situational analysis, they can raise some key questions with regard to the current situation in the Upazila. For examples:

A) What is the existing situation in Upazila? (including development needs, existing and emerging problems in the sectors)

B) How the situation may evolve over the next five years? (e.g. getting better or worse)

C) Given the circumstances, what would be possible actions which Upazila could take to address those development challenges and/or emerging problems? (e.g. possible projects/interventions in which sectors)

D) How much resources would be required to implement the projects in those areas? Are there any ongoing/future projects addressing the same challenges/problems in the areas in the Upazila? How could they complement each other to overcome those challenges/problems?

For implementing situation analysis at the Upazila level, TLD officers undertake sectoral analysis by using the Format 2. It is recommended that the Upazila will follow steps mentioned in the Format 2. Please see below the sample situation analysis on the education sector:

(1) Each TLD officer determines 1-2 key problems (challenges) affecting most the development in the Upazila. ①

(2) The TLD officer describes:

   a) Nature of the problem (one). ② Please provide some details of the problem which the community have and the reasons why. Please avoid using a description of "the lack of ….".

   b) Specific locations and areas (# of places). ③ Please specify the location(s) e.g. name of Unions and/or communities.

   c) Magnitude of effects (#, quantity. ④ Please indicate # of people/communities affected by the problem.

   d) Reasons which are causing the problem. ⑤ Please analyze and specify the reasons/factors contributing to the problems. Usually reasons are multiple and complex.

(3) Against this problem, the TLD officer identifies what projects/schemes are ongoing and/or planned by Government, NGOs or by other entities from the information in the resource mapping list. ⑥ Please list the activities addressing each reason ⑤ before.

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- 16 TLDs shall select one or two priority problems and prepare the situation analysis.
- TGP shall compile data from TLDs.

←Upazila development programs from different sources

(4) Taking into account of all ongoing and/or planned projects/schemes, the TLD officer determines if the said problem can be overcome in 5 years. 7

(5) The TLD officer also determines if any remaining problem to be addressed by additional action. 8 If the problem can be resolved by the ongoing and planned project, no action is needed and thus this is not a priority for the FYP. If remaining actions required to overcome the problem, the TLD officer recommends the actions needed to be undertaken (i.e. they are potential programmes to be funded under the FYP).

①	②	③	④	⑤	⑥	⑦	⑧
	Description of problems/development challenges				Recent, ongoing and/or planned activities of Govt and NGOs (based on resource mapping	Remaining problem to be addressed if no additional action is undertaken in 5 years	Recommendable Actions/ Counter Measures
Sector	Problem	Location/ Area	Quantity/ Magnitude	Reasons			
Education	Numbers of students are reducing in the schools	Whole Upazila (14 Unions)	120 primary schools in 14 Unions and 1 Paurashava	a) involvement of children in IGAs; b) security problem; c) less interest in children education; d) insufficient access roads to schools; e) insufficient infrastructure.	a) no project; b) no project; c) awareness programs by UGDP; d) no project; e) School construction project building new school building and rooms every year	Attendance of students will still remain below 70%.	a) parents' meeting be held; b) patrol duty by policy be increased; c) awareness program be organized; d) access roads be improved / constructed; e) eco-friendly new buildings be renovated/built and equipment be purchased. Purchased; f) qualified teachers be recruited.

Based on the situation analysis, Upazilas are expected to set a vision, prioritize sector goals and expected outcomes with measurable indictors for the next FYP. It also helps to identify the sectoral development needs and challenges, possible interventions and potential impacts. The process of situational analysis consists of consultations and data collections.

In the situational analysis for the FYP, the focus shall be given more to the priority sectors

rather than the priority projects. The FYP is a medium-term plan for development where Upazila needs to identify the priority areas and/or sectors for development (not more than 5 sectors) in the next five years in accordance with the situational analysis on the Upazila. In the AP, on the other hand, Upazila shall identify more specific projects/interventions to address those development challenges.

For estimating the development resource for FYP and AP, "**a summary of the development resources" (Table 3)**" below can be used for the financial projection for the preparation of the FYP.

Table 3: A summary of development resources for development plans at Upazila level.

	Funding Sources	Annual Average Allocations	Five Year Projections (annual allocation x 5)
1	Annual Development Programme (ADP) Grant		**Amount A**
2	Special Programme Grant		**Amount B**
3	Resources locally mobilized		**Amount C**
4	Resources funded by national development plan in Upazila		Amount D
5	Resources funded by Union/Paurashava development plans		Amount E
6	Member of Parliament's projects in Upazila		Amount F
7	NGO/CSO projects		Amount G
8	Private sector projects		Amount H

<u>**It is to be noted that amounts A, B, and C**</u> in Table 3 above are under the direct control of the Upazila Parishad for financing the projects/schemes for the FYP and the AP. In case Upazila Parishad could not obtain the resource mapping for a period of five years, it can multiply the current annual estimate by 5 to have a projection about the five-year budget.

For maximizing the development results and effective utilization of limited development resources at the Upazila level, Upazila Parishad shall ensure effective coordination and collaboration with Unions, Paurashava and TLDs to create complementarity and synergy among different projects/schemes being implemented within the Upazila, which are financed by other sources of funds (Amount D, E, F, G and H). Having a good resource mapping, the Upazila Parishad will be able to avoid duplications of the use of the development resources and identify the resource gaps in key development sectors. Thereby Upazila Parishads may decide to focus on which sectors they are going to focus on and which should be their priority areas for funding under the FYP. It may also consider funding of inter-Union development initiatives which cannot be funded by one single Union.

Sector	Plan/Project Title	Brief description including target groups, and outcomes/ outputs	Location (names of Upazilas	Duration /Budget/year
National Plan and projects (to be completed by TLDs for all national sector development initiatives)				
Social welfare	One Farm, One House	One House One Farm (OHOF) is one of the initiatives that was introduced in Bangladesh to meet and achieve the most significant goal of MDG, poverty alleviation. Since more than 80% of the rural households are small farming families in the country, this project of poverty eradication was aimed at achieving sustainable and equitable development through involving small scale farmers. As of today, many people have minimum purchasing power since they do not have any regular source of income; one of the purposes was to cover these kinds of people, initial target was around 5 million families in number.	All Unions (15) of the Upazila	1 year 10,000,000 TK
Development projects of MP				
Development projects of local government institutions (to be completed by TLDs for all Union/Paurashava development initiatives)				
Education	Providing furniture to primary schools	200 primary schools from 10 Unions are given 6,000 benches with the Unions' own source revenue.	10_Unions	1 year 9,000,000 TK
Projects of NGOs and CSO				
Social welfare	Tailoring training for women	80 women from 10 Unions under the Upazila would be given special tailoring training each year by Rupantor-a national NGO	All Unions under the Upazila	3 years _____ TK
Industry/trade entrepreneurship				
Industry	Plustic bucket factory	This is a project of the Gazi group of companies in which 100 local people have found employment	1 Union	-
Others projects/Development programme				
Health	Hand wash training for school children	UNICEF supports programmes meant for all the students of the primary school and managed through SMCs and the purpose is to teach the children about the health and hygiene and to build wash blocks for 200 primary schools	10 Unions	2 Years 3,000,000 TK

For the situational analysis, Upazila Parishad can use **Format 3: FYP format for situational analysis** to make analysis and set priority among different development challenges (problems) and activities. **Format 2: FYP Upazila development initiatives from different sources** can be used for resource mapping.

(5) Budget estimate and prioritization

With regard to the budget estimate for the FYP, often it is difficult to obtain the exact figure of development resources for multiple years (5 years). In such a situation, the FYP may include the projections (estimates) based on the estimated budget for the current year (use the **Format 4**) multiply by 5.

In order to estimate the budget for the year, **Format 4** can be used for the financial projection. As mentioned earlier, estimated budget for the current year multiply by 5.

Format 4: A Summary of the Budget

	Particulars	Actual of previous year	Budget or revised budget for current year	Budget for next year
Part 1	Revenue account/ Receipt			
	Revenue			
	Total Income			
	Expenditure from revenue account			
	Revenue surplus / deficit (A)			
Part 2	Development Account			Amount X
	Other grants and contribution			Amount Y
	Total (B)			
	Total resources available (A+B)			
	Expenditure from development account			
	Total budget surplus / deficit			
	Carry over (1 July)			Amount Z
	Closing balance			

In **Format 4**, a total of **Amount X (ADP funds) and Amount Y (other development funds like UGDP funds)** will be the estimated budget for the development activities of the given year. **Amount Z (revenue surplus – carried over from the previous year)** can be calculated based on the actual budget of the year minus the expected expenditures of the year. **Amount X** can be the same ADP amount of current year[8]. They (total amount of X, Y, and Z) are the total available resources directly under the control of the Upazila Parishad for funding in a given year. For FYP, the Upazila will multiply the estimated budget for a year times 5 (X amount x 5 = total estimated resources available for 5 years) to have the estimated budget for FYP.

The development resources directly under the control of Upazila Parishad are limited, comparing to the total development resources spent in the Upazila for development initiatives. They are estimated at 5-10% of the total development funds spent in the Upazila. Given the scarce resources, Upazila Parishad shall **determine the best use of such resources so that they can maximize the results**.

By reviewing the outcomes of the situation analysis in all different sectors by the TLDs, the Upazila Parishad shall determine which areas (sectors) the Upazila should determine as the priority (focused) areas for development for the next five years. The Upazila Parishad must also determine the amount of financial resources available at the Upazila for the next

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[8] The amount of ADP allocations for the Upazila Parishad may vary each year. For the purpose of determining the budget for the AP, it is suggested that the Upazila will use the same amount of the ADP given to the Upazila Parishad last year.

five years. With those two criteria, Upazila Parishad can decide the scope of the FYP and focused areas for development.

(6) Visioning

Based on the situation analysis, Upazila Parishad sets its vision, sector goals and expected outcomes so as to address the development challenges in the next five years.

A vision is an important element of development planning. Planning is a process of taking stock of current problems and issues as well as future requirements and wants, and systematically identifying the most effective ways of resolving those issues and achieving the desired outcomes. A **vision** is a desired state or scenario of the Upazila and its people. It is the people's shared image of the Upazila's future and describes what the Upazila wants to become or where it wants to get to within a specific time period. Therefore, it serves as an inspiration and a guide for Upazila's course of action towards its future destination. In this context, an important question to be asked is "where do you want to see your Upazila in next 10 years?"

Given the current situational analysis, a vision is an inspiring picture of the preferred future of the people in the Upazila. It usually reflects long term perspectives and serves as a foundation for development policy and strategic planning in the Upazila. It should be specific to each Upazila reflecting a comprehensive and multi-sectoral development aspirations based on the current situational analysis of Upazila. It can also be linked with the SGDs and the 7th Five Year Plan as Upazila's FYP is expected to contribute to the national development plans.

A good Upazila vision should ideally be a local level aspiration eventually contributing to the national vision such as "Vision 2021". It may have two major dimensions- in one hand it is expected to contribute to the government's agenda for national development and on the other hand, it is also expected to contribute to the development of the local area. The two dimensions of vision can also be described in the following manner:

1. "Outward-looking*"* component or the desired role of the Upazila or the best contribution it can make to the development of the nation. It means:
   - Identifying the wider region to which the Upazila will make a substantial contribution; and
   - Defining the desired role that the Upazila will play in that region both at present and in the future.

2. "Inward-looking" component meaning creating a desired environment within Upazila for its inhabitants where they can make a living in accordance with their expectations. It defines the desired conditions of the following:
   - Local population (social sector)
   - Local economy (economic sector)
   - Natural environment (environment sector)

- Local building and construction (infrastructure sector)
- Local leadership/governance (institutional sector)

A vision must cover a fairly long-term perspective. For the purpose of the FYP at the Upazila level, the vision statement may be of a **desired state for upcoming ten (10) years**. Drafting a vision statement must be done at an early stage of the formulation of the FYP. It is also important for the citizens of the Upazila to have a "say" in setting the vision statement. The visioning exercise should be an inclusive and participatory process because it entails determining the desired future state or condition of the Upazila in which these people live and also make their living. Special attention should be given to involve various stakeholders representing the different development sectors and sub-sectors (social, economic, infrastructure, environment and institutional), and as many societal sectors (women, indigenous peoples, youth, business, academic, civil society organizations, religious, farmers, etc.) as possible.

A vision statement must be Upazila specific and this cannot be the same for all Upazilas. Some sample formats are given below:

Example 1

To promote sustainable development for citizens of the Upazila and their livelihoods by improving quality of education, health and sanitation, enhancing employments and productivities in agriculture and fishery and empowering women and girls.

Example 2

To reduce poverty and promote employment opportunities and productivities in local industries in the Upazila by strengthening agriculture and fishery productions, improving food processing and marketing food products.

(7) Setting FYP goals and outcomes with measurable indicators and drafting of FYP

FYP goals must be more specific objectives which are directly linked with the vision statement of the FYP. Each Upazila Parishad based on its`` situation analysis, sets its own FYP goals, which assert what the FYP will focus on and aim at in the next five years. Upazilas also determine the development of key sectors--which will contribute to the realization of the vision. The process for setting FYP goals should be inclusive and participatory for ensuring the ownership of the stakeholders.

In setting FYP goals, it is recommended that each Upazila should focus on 3-5 sectors only which the Upazila Parishad considers most important and priority sectors based on the Upazila's existing situation analysis. Given the limited resources available at the Upazila Parishad, the FYP goals should have specific focus and clear prioritization. From the priority sectors, the FYP goals shall be formulated in order to address the development challenges and issues which Upazila is facing.

For each FYP goal, desired **outcomes** must also be determined. Outcomes are the expected changes as a result of the current development initiatives over the next five years. All

development plans must be result-based. Therefore, the results (expected changes) must be **measurable with a set of indictors**. Upazila Parishad shall come up with concrete indicators to measure the outcomes (changes/results).

The Government of Bangladesh has set various socio-economic national targets in pursuit of SDGs and also the 7th Five Year Plan. The Local Government Institutions (LGIs) including Upazilas are required to follow these goals and targets based on their local needs and priorities and by using their readily available financial, technical, and human resources. Thus, Upazilas may choose some outcomes (targets) of SDGs[9], (which can be considered as Upazila's priorities) based on their situational analysis and these targets (outcomes) should ideally be measurable indicators against which the progress of the FYP can be assessed.

In the context of Bangladesh, it is important to note that the 8th Five Year Plan will be formulated by early 2020 and thus the targets of the new FYP for FY2019/20-FY2024/25 may need to be revised in accordance with the latest national targets set-forth in the 8th Five Year Plan and also SDGs.

No	FYP goals	Sector	Outcomes/Outputs	Measurable indicators
1	Improve access to primary education	Education	By 2024, communication facilities improved between the schools and villages	Maintenance of link roads in ___ UPs Maintenance of link bridges in ___ UPs
			By 2024, regular inspections to all the schools improved	Bi-monthly inspection of all primary schools of ___ Unions
2	Improve the communication for livelihoods and public services	Communication Education	By 2014, roads constructed connecting the residents of ___ villages to nearby market facility	Construct ___ roads connecting ___ villages Construct ___ bridges connecting ___ villages
			By 2024, communication facilities improved between the schools and villages	Maintenance of ___ link roads in ___ Unions Maintenance of link roads in ___ UPs

By setting vision statement, FYP goals, outcomes and measurable indictors, the Upazila Parishad focus on setting the priority and on the development activities and implementation modalities to be undertaken in the Upazila for the next five years. **Format 5** (See the Annexes) provides the standard process for setting the FYP goals, outcomes and indicators.

It is pertinent to mention that the activities related to setting vision statement, FYP goals, outcomes and indicators shall be led by the UCFBPLRM and TGP. It should be kept in mind that the process should be as inclusive and participatory as possible. At the end, they

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[9] Please refer to the Monitoring and Evaluation Framework of SDGs: Bangladesh Perspective, published by the Planning Commission in March 2018.

should be approved by the Upazila Parishad.

(8) Prioritization and development strategy

As mentioned already, based on the situation analysis, Upazilas shall formulate their visions, FYP goals, and expected outcomes with measurable indicators. They will also set the development priorities for the Upazila to address in the next five years.
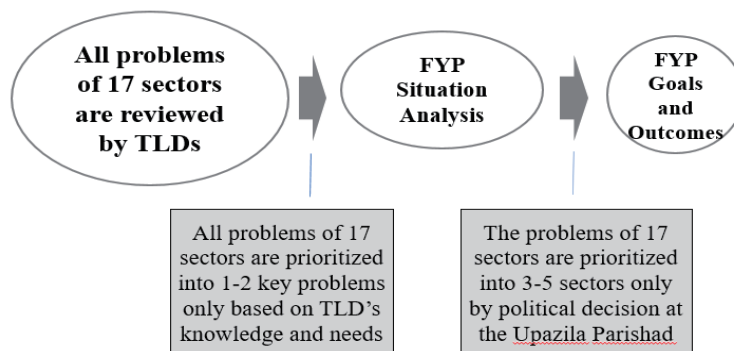
Such priorities provide the basis for making the **choices of Upazila's development strategy**. The development strategy is the medium-term policy direction which focuses on what development approach would be most effectively and efficiently realize the vision, FYP goals and expected outcomes (results). This will guide the prioritization as to what projects, schemes, or initiatives are to be funded by the AP during the period of five years to meet the FYP goals and outcomes.

Table 4 is an example (a hypothetical case) of the linkages of development planning and strategy (the situational analysis, settings of vision, sector goals, expected outcomes with measurable indicators and the development strategy) at the national and local levels.

Table 4: An example of the logical linkages of development planning and strategy

	Situation Analysis	Vision Setting	Sector Goals Setting	Outcomes Setting	Development Strategy
National	Widespread poverty and illiteracy, more than 50 percent people living below the poverty line, lack of access of common people to education and health, and unemployment, women are lagging behind men	Alleviating poverty and sustaining the economic growth with a view to become a middle-income country by 2021	Reducing the poverty by undertaking pro-poor development initiatives Enhance people's access to education Enhance people's access to health Create special employment opportunities	Reduce poverty by 50 percent by 2021 Enhance the social safety net programmes by 20 percent in all the district Build at least 2 new primary schools in each year at each Upazila in Bangladesh and maintain the quality of education in the existing ones Provide district level training to all the personnel of the community clinics by	FYP Perspective Plan

	Situation Analysis	Vision Setting	Sector Goals Setting	Outcomes Setting	Development Strategy
			for all, especially for women	2020 Provide the Upazila Health Complex of the country with an ambulance by 2020 Enhance rural employment opportunities (farm and non-farm) by 50 percent within 2020.	
Local (Upazila)	More than 50 percent people live below the poverty line, low level of literacy, poor health care and primary education facilities, women's role in productive activities is minimal	Making an accountable and service oriented Upazila by 2021 through undertaking pro-poor development initiatives with a clear focus on increasing the access of poor and disadvantaged to education and primary health care services		Activate all the Upazila Committees by 2020 30 percent enhancement of Upazila wide pro-poor development scheme implementation Enhance the primary education enrolment by 90 percent within 2020 Ensure Upazila's poor people's access to primary health care (100 %) 2020	Inclusive FYPs with a clear focus on poverty alleviation, enhancement of pro-poor development initiatives Inclusive APs with a clear focus on poverty alleviation, employment, ensuring access to education and health

By analyzing what development initiatives undertaken in the Upazila based on the national development plan (via resource mapping), the Upazilas should try and make synergies and complementarity with such national plans in order to maximize the outcomes and the results. Adoption of such development strategies can help minimize or avoid the duplication of development efforts and thereby help saving scarce development resources.

In this step for development strategy, the Upazila Parishad can also determine how individual projects/activities can be implemented within the period of 5 years. For prioritization of the development schemes, the following criteria may be followed:

- Contribution of the proposed schemes to the achievements of the vision, sector goals and outcomes desired by the Upazila
- Response to emergency
- Relative benefits (multi-sectors, multi stakeholders, larger beneficiary coverage)
- Potential positive effects on the women, poor and other vulnerable groups
- Potential benefits to an extremely marginalized community
- Potential benefits to the Upazila at large
- Union wise priority schemes
- Sector wise priority such as education, sanitation, and health
- Projects for institutional capacity building

- Contribution to the achievements of SDGs
- Contribution to the environmental conservation
- Contribution to the goals of the national plans

In development strategy, special considerations should be also given to issues such as the gender, disability and other important social aspects of the beneficiaries. Possible impact on the environment, disaster risk reduction and climate change adaptation should also be given due considerations, as appropriate. Those strategies/programmes that are not feasible, not cost-effective, or lead to negative impacts on the environment or enhance future disaster risks or beyond the capacity of the Upazila Parishad to implement should be excluded from the FYP.

As APs are important building blocks for the Upazila Parishad to achieve the FYP goals and outcomes, it is also important for the Upazila Parishad to determine how to design and strategize the APs within the five-year period to realize the overall goals and outcomes of the FYP.

Figure 6 below illustrates an example as to how development initiatives in the priority sectors of the FYP could be implemented in each year in terms of AP and thus aim to achieve the goals and outcomes of the FYP.

Priority sectors identified for FYP	Year 1	Year 2	Year 3	Year 4	Year 5
Education					
Health and Sanitation					
Agriculture & Fishery					
Road constructions/repairs					

Figure 6: Illustration of the relationship between the FYP and the AP

Once the priority is set for the FYP, UCFBPLRM and the TGP shall prepare development strategy and compile a provisional list of development initiatives in accordance with the **Format 6** (please see the annex).

The Five-Year Plan (FYP) is a comprehensive document showing a medium-term development policy and strategy of the Upazila in a period of five years. It presents the vision, FYP goals, and expected outcomes with measurable indicators. It also describes the institutional framework and procedures of the Upazila Parishad to formulate, implement and monitor and evaluate development initiatives in the Upazila.

Being a principal document concerning Upazila's development for a given five-year period, the FYP shall be a living document constantly referred to and used as the basis for formulating an annual plan (AP) during the period.

The UCFBPLRM with support of the TGP will formulate a draft FYP and submit it to the Upazila Parishad for review.

While preparing the draft, it is recommended that the following FYP table of contents can be used. It includes:

1. Cover page
2. Foreword
3. Map of the Upazila
4. Basic demographic and socio-economic data and information (Format 1)
5. Situation analysis (Format 3)
6. Budget summary (Format 4)
7. Key development activities implemented in the Upazila by each TLD (this is not compulsory but Upazila can include them)
8. Vision Statement
9. FYP Goals and Outcomes (Format 5)
10. FYP Planning Format (Format 6)
11. M&E plan
12. List of the members of Upazila Parishad, UCFBPLRM and TGP

The FYP must be self-explanatory document for all stakeholders and partners. Thus, it is utmost important that for each above heading between 4 and 10, good descriptions of the

processes undertaken in each step and comprehensive explanations on the linkages and logical flows between the steps must be provided in the text of the FYP. This will enable any readers of the FYP to understand the development policy and strategy which the Upazila is going to undertake. Especially key clarifications must be provided at each step asking the following questions:

- What has been decided (final decisions, conclusions, etc.) at the end of the step?
- Why and how the decisions were made (e.g. analysis, review, meeting, etc.)?
- With whom the decisions were made while having consultations (e.g. Unions, TLDs, CSOs/NGOs, people, etc.)?

(9) Sharing of draft FYP with the stakeholders by Upazila Parishad

Prior to a final approval of the FYP, the Upazila Parishad considers the draft FYP in a meeting then sends the draft out to the Member of Parliament (MP), Deputy Commissioner (DC), Deputy Director Local Government (DDLG), all Union Parishads, and Paurashava. A summary of the draft FYP is also expected to be put on in the notice board for public display and also in the website of the Upazila Parishad for public views and comments.

(10) Approval of the FYP in the Upazila Parishad's meeting

Having received the comments and feedback from the stakeholders Upazila Parishad is expected to consider those comments and then also try and incorporate those if found important. Then the copy of the FYP will be placed to the Upazila Parishad for review and final approval in its meeting. The Upazila Parishad may invite representatives from different professional groups and informed citizens to this meeting.

(11) Publication and dissemination of the approved FYP

As part of its transparency and accountability, Upazila Parishad must establish a communication strategy for public relations. After having the FYP approved, the Upazila Parishad shall ensure the wider dissemination of the FYP. The Information Book of the Upazila may include the FYP, annual development plan and Annual Budget related information along with other information. It is also important for the Upazila Parishad to post an annual FYP monitoring report and the final accomplishment report in the website as well as the notice board of the Upazila Parishad for public view.

Once the FYP is approved, the Upazila Parishad shall send the final FYP to the MP, DC, DDLG and all Union Parishads, Paurashava, and all members of the Upazila Parishad. It will also put up a copy in the notice board of Upazila Parishad and other important offices, and post it on the websites of Upazila Parishad, and District Web portal for wider dissemination. A copy may also be shared with the local newspaper/journalists.

(12) Implementation and Monitoring and Evaluation (M&E) of the FYP

The Five-Year Plan (FYP) provides a basic medium-term framework for the development

of the Upazila. As far as the implementation of FYP is concerned, all development activities of the Upazila are expected to be implemented in the form of the annual plan (AP) in conformance with the FYP. Monitoring of FYP is an important exercise which provides an opportunity to the Upazila stakeholders to track the progress made over a period of time against the stated development goals.

It is to be noted that the **monitoring of FYP** is conducted **on an annual basis**. As for the institutional setup for the monitoring, Upazila Parishad Chairman and Vice-Chairs are responsible for monitoring and supervision of the operations of the development activities, utilization of resources and their results. The UNO is responsible for providing support to the Upazila Parishad[10] for the execution of the development plans, and supervision and reporting on the progress. UNO reviews all project-related reports and monitoring visit reports of the Parishad members, and prepares a summary report to be presented in the Upazila Parishad meeting. UNO will also be responsible for the record-keeping of the project implementation-related documents.

As mentioned earlier, monitoring involves a regular collection and analysis of information to identify the progress and achievement of a plan against its goals and expected outcomes with measurable indicators. Monitoring of the FYP is done by the UCFBPLRM with the support from the TGP on an annual basis. FYP's M&E is expected to be result-based. The FYP's annual monitoring is done by consolidating the AP monitoring reports of the given year. In accordance with the contributions made towards the expected outcomes by the projects and schemes during the given year, the FYP's annual monitoring report will be prepared.

A FYP monitoring report will be reviewed at the Upazila Parishad meeting every year. The FYP monitoring report will then be submitted to the DC office as well as the DDLG office as part of accountability and transparency. The status of FYP progress shall be posted in the website of Upazila for public display which will also help ensure transparency and accountability.

Format 7 shall be used for annual monitoring of FYP.

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[10] Charter of Duties of the officials of the transferred departments, Circular no: 1422, Dated 17-06-2014

Format 7: FYP Annual Monitoring Report

No.	FYP Goals	Outcomes / Outputs	Measurable indicators	Achievements to date (%) of the targets achieved)	Resources (%)
1	Improve infrastructure in the rural communities	Citizens' access to livelihoods and public services improved	__ Km of the roads __ bridges	2019: 15% 2020: 20% 2021: __% 2022: __% 2023: __%	2019: 15% 2020: 22% 2021: __% 2022: __% 2023: __%

Any issues to be highlighted during the period:
- For the year 1, due to the delayed formulation of the FYP and the AP, Upazila Parishad was not able to implement the AP project in full. Upazila Parishad needs to catch up the implementation of the AP projects.

Important lessons learned:
- Due to some delay in receiving the first ADP installment, the implementation of the projects was also delayed. It is important that Upazila Parishad would approve the use of the revenue surplus to be utilized for financing some AP project at the beginning of the fiscal year.

| 2 | Reduce school dropout rate in secondary and ~~higher secondary~~ | Food support provided to all students in lower income families | ___ food support to _____ students ~~from~~ | 2019: 20% 2020: 23% 2021: __% ~~2022: __%~~ | 2019: 20% 2020: 23% 2021: __% ~~2022: __%~~ |

At the mid-term (Year 3), a **mid-term evaluation** will take place to determine the progress and if needed, the FYP can be amended Based on the review, if required, the Upazila Parishad may consider revising the FYP to capture the situation on the ground better and also the needs of local people of an Upazila at a given time.

The review points may include the following:

- Progress and prospects for the implementation;
- Results and benefits of implemented schemes/projects;
- Delay of the progress and its reasons;
- Changes in situation, needs or priorities of the local people;
- Urgent needs, such as disasters, accidents and others;
- Availability of local resources to address the present needs and priorities; and
- Plans, development projects, technical assistance projects newly or to-be-implemented in the near future.

If the majority of the Upazila Parishad members decide to revise the FYP, the same principles ideally are to be followed as followed during the time of formulation of FYP, however, the process can be simplified taking into consideration importance of the suggested revisions. If the FYP is revised, the annual development plan and budget also need to be revised accordingly.

At the end of the implementation of FYP, a **final evaluation** will take place to examine if expected outcomes (changes) have been achieved and what lessons can be drawn in preparing the next FYP. The final evaluation should be undertaken by a third party

contracted to determine if the expected outcomes and the concrete indicators have been attained as planned. If not, what are the attributions? It also examine the lessons learned (e.g. what worked and what did not work well in terms of the management of the FYP cycle (e.g. formulation, implementation, M&E), processes (e.g. situation analysis, resource mapping, prioritization, etc.) and institutional framework. They will help the Upazila Parishad to improve the processes as well as the quality of the development programme cycle in future.

3.3.   Timeline for the FYP cycle

The FYP is usually coherent with the Upazila local election cycle. The timeframe may be determined based on the priority of needs, availability of resources, or logical sequence of actions to be taken within the next 5 years. It should also encompass a realistic timeframe for the implementation of the APs (projects/schemes).

A standard timeline of the FYP is presented in **Table 5** below. The plan is ideally expected to be approved in June, i.e. before the beginning of the fiscal year. In each year, an annual review of the FYP should be carried out in April and therefore any revisions and updates can be made if necessary. Upazila Parishad's approval can be sought and obtained before June. The implementation of the FYP is expected to begin right after the approval of the plan by the Upazila Parishad. Mid-term review of the implementation of the FYP is scheduled to be performed in April of the Year 3. The preparation process of the next FYP is expected to be completed in March of the Year 5.

Table 5: Scheduling of FYP-Related Activities

Activity	Year 1	Year 2	Year 3	Year 4	Year 5
FYP formulation	June-August	N/A	N/A	N/A	N/A
FYP approval	Augu1st	N/A	N/A	N/A	N/A
FYP implementation	August-June	July-June	July-June	July-June	July-June
Annual review	N/A	July	July	July	Final review (July)
Mid-term review	N/A	N/A	June	N/A	N/A
Approval of revised FYP	N/A	N/A	August	N/A	N/A
Evaluation & lessons learnt for the new FYP	N/A	N/A	N/A	N/A	April

Chapter Four: Formulation of Annual Plan (AP)

4.1. Background

Section 42 of the Upazila Parishad Act, 1998 (also Upazila Parishad Act 2009, amended in 2011) has clearly envisaged that the Parishads are required to prepare both FYPs and also APs. Generally, Upazila Parishad shall determine the AP based on several conditions:

- The medium-term development planning and strategy defined in the FYP;
- Existing situations (e.g. emergency and/or urgency)
- The existing prioritized projects and schemes;
- Availability of financial resources;
- Technical capacity for the implementation of the projects.

As each AP within the period of the five years is **an important building block to realize the medium-term development planning and strategy**, the AP must be linked with the FYP.

As for the contents, the AP and the FYP have some similar and/or same information (e.g. demographic and socio-economic data and information, situational analysis, etc.), which are important as the AP is part of the FYP. But that information should be included in the AP so that everyone can easily understand the nature of annual development plan of the Upazila by reading the AP (a self-explanatory document) without referring back to the FYP.

At the same time, the AP should contain some updated information and data for the year it is formulated for, and which are always relevant for local development activities. They include some emerging needs and responses (e.g. disaster responses) and updated statistical data and information. Furthermore, it must contain the actual projects/schemes information to be funded by the AP (e.g. what projects/schemes the Upazila Parishad will implement in a given year, what targets will be achieved, and how project activities will be executed and managed). It also describes clear deliverables (outputs) and implementation strategies. So only the AP (not the FYP) contains the list of the projects to be funded by the AP and their project summaries.

The Upazila Parishad is primarily responsible for the formulation and implementation of the AP. The institutional framework for formulating the AP is just the same as the FYP. The UCFBPLRM is responsible for drafting the AP with technical support received from the TGP. The PSC is responsible for the selection of projects/schemes. The draft AP is supposed to be finally approved at the Upazila Parishad meeting.

According to the LGD Guidelines[11,] the Upazila Parishad has to prepare the AP and FYP, and undertakes all development schemes/projects as per these plans.

The standard timeframe of the AP is same as the **fiscal year of Upazila starting from 1 July**

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[11] Section 3 of the Guidelines for Development planning and implementation, Memo No. 1057 dated 2nd November 2014

and ending on 30 June each calendar year. Thus, AP preparation process must start in April every year. Every five years, the FYP shall be prepared so that the AP can be prepared right after the formulation of FYP.

4.2. The steps for the formulation of AP

While preparing the AP, UCFBPLRM and TGP shall prepare a work plan for the formulation of AP in the first instance. Table 6 illustrates the suggested format for the work plan for AP formulation. The work plan shall be approved by the Upazila Parishad.

Table 6: Work Plan for AP Formulation

AP Preparation Tasks	Responsible Person	Timeline	Remarks
Stakeholders consultations	TLDs' officials with UPs (UDCC) and Paurashava (TLCC)	Continuous	TLDs is responsible for determining the needs of the Upazila/Unions
Collection of data/information	Upazila Committees, UPs and TGP	Continuous	Upazila Committees, Unions continues to update and socio-economic data/information
Stakeholders consultations	Upazila Committees/ TLDs and Paurashava and Unions	April	Discussions led by TLDs/ Upazila Committees
Situational analysis of the Upazila and prioritization	Upazila Committees/ TLDs and TGP	April/May	Socio-economic data and information gathering
Approval of the budget for AP cycle (formulation, implementation, M&E)	Upazila Parishad	April/May	UNO/Upazila Committee estimate a budget
Development resource and activities mapping	TGP with TLDs, Unions, Paurashava, NGOs/CSOs	May	TLDs consult with the line ministries of the GoB TGP gathers other sources
Setting AP goals and outcomes and drafting a AP	UCFBPLRM with TGP support	June	Discussions, analysis, decision making and drafting
Sharing the draft AP with stakeholders	Upazila Parishad with UCFBPLRM support	June	Ensuring inclusive and participatory consultations
Approval of the AP by Upazila Parishad	Upazila Parishad	July	Decision making
Publication and dissemination of the AP	Upazila Parishad with UCFBPLRM and TGP	August	Reporting to LGD, DDLG and the people in Upazila
Implementation of the AP	TLDs and other implementing agencies	Continuous	
M&E of the AP	UCFBPLRM and TGP	Continuous	Quarterly monitoring and reporting as needed

After having the work plan approved, the key steps for AP preparation will be followed. They are presented in below.

| (1) Situation Analysis of the Upazila (April) | (2) Setting the AP goals, objectives and targets (April) | (3) Preparation of the draft AP (April) |
| (4) Presenting the draft AP in the Upazila Parishad meeting for approval (May) | (5) Approval of the AP and allocation of resources for the implementation (June) | (6) AP implementaton and monitoring and evaluation (July-June) |
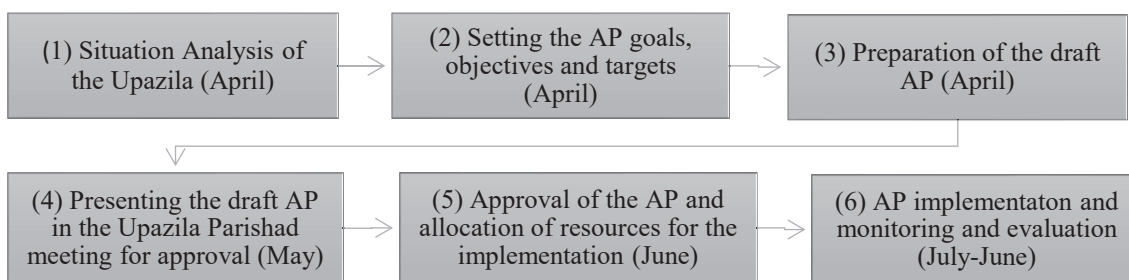
Figure 7: Key Steps for Preparing AP

More detailed actions to be undertaken are described as follows:

(1) Situation Analysis of the Upazila

A situation analysis entails a "snapshot of the existing ground realities". Such analysis involves gathering, analyzing, and synthesizing data to make decisions along the lines of the strategic objectives using the available resources. In every five years, Upazilas prepare the new FYP and also AP to begin the implementation of FYP. In such a case, Upazilas may use the FYP situational analysis for the AP.

For more detailed processes and requirements for situational analysis, please refer to **the Situational Analysis and Resource Mapping of Upazila, of Chapter 3: Formulation of Five-Year Plan (Page. 21 of the Manual)**.
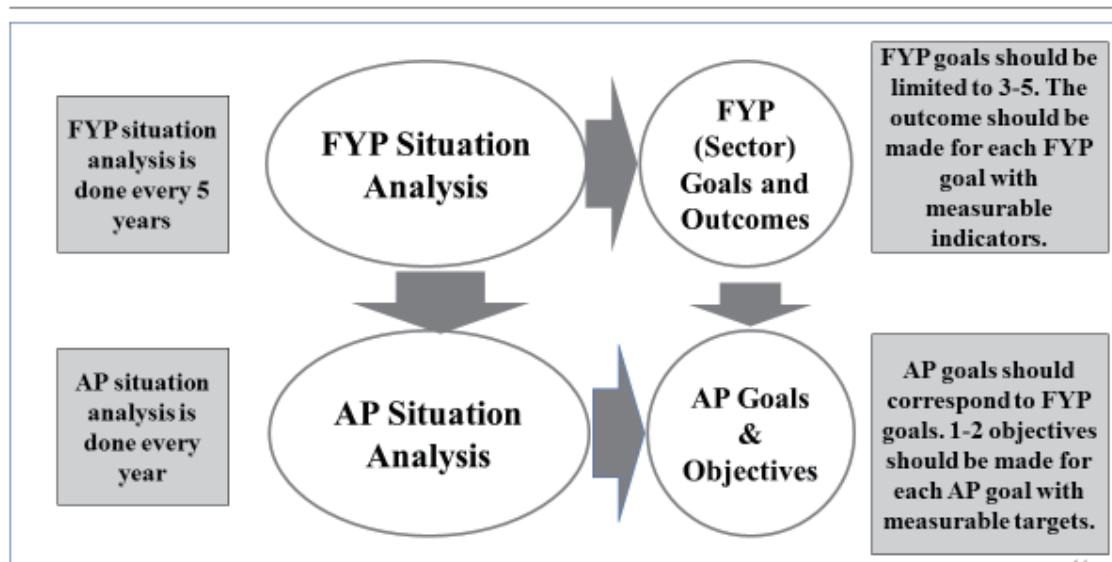
The UCFBPLRM with support received from the TGP, shall undertake situation analysis for the Upazila Parishad. To determine the current situation in the Upazila, the following questions may be asked:

A) What is the existing situation in Upazila? (including development needs and emerging problems in different sectors)
B) How the situation may look like in five years? (e.g. getting better or worse)

C) Given the circumstances, what would be possible actions which Upazila may undertake to address those development challenges and/or emerging problems? (e.g. possible projects/interventions in which sectors)

D) How much resources would be required to implement the projects in those sectors? Are there ongoing/future projects addressing the same challenges/problems in the Upazila? If so, how could they complement each other to overcome those problems?

Those are the same key questions raised at the time of FYP formulation. If the situations remain unchanged, the same situational analysis as used in the FYP can be included in the AP. If there is any update or emerging issue, they can be added to the e AP's situation analysis.

Similarly, good situation analysis requires comprehensive **demographic and socio-economic data and information** as well as **needs assessment** of the citizens in the Upazila. Such data and information are available at the Transferred Line Departments (TLDs) and Union Parishads. Thus, it is recommended that the TLDs shall be responsible for gathering those socio-economic data and information and for making the needs assessments and updating them in close coordination with Union Parishads and Paurashava throughout the year. Formats 1 and 7 can be used for this purpose. Again, if there is any updated data and information for the year, UCFBPLRM must use the latest data and information in formulating the AP.

In formulating the AP, the estimation of the available budget of the year is extremely important as the AP would approve a number of the projects and schemes to be implemented in the Upazila for the year. In order to estimate the budget for the year, the following "A Summary of Budget" (**Table 7/ Format 4**) can be used for the financial projection while preparing the AP.

Table 7: A Summary of the Budget

Description		Previous year (Actual)	Budget for current year	Estimated Budget for the next year
Part 1	Revenue account/receipt			
	Revenue			
	Grant			
	Total income			
	Expenditure from revenue account			
	Revenue surplus / deficit (A)			
Part 2	Annual Development Programme (ADP) provided by the Government			**Amount D**
	Other grant and contribution			
	Total (B)			
	Total resources (A+B)			
	Expenditure from development account			
	Total budget surplus / deficit			
	Revenue carried over from the previous			**Amount C**

Description	Previous year (Actual)	Budget for current year	Estimated Budget for the next year
year			
Closing balance			

In the **Table 7** above (**Format 4**), a total of **Amount C and Amount D** will be the estimated budget for the development activities of the given year. **Amount C** can be calculated based on the actual budget of the year minus the expected expenditures of the year. **Amount D** is the ADP amount of current year[12]. They are the total available resources directly under the control of the Upazila Parishad for funding in a given year.

The development resources directly under the control of Upazila Parishad are limited, comparing to the total development resources spent in the Upazila for development initiatives. They are estimated at 5-10% of the total development funds spent in the Upazila. Given the scarce resources, Upazila Parishad shall **determine the best use of such resources in order to maximize the results**. Therefore, it is recommended that by ensuring better coordination and collaboration between Union Parishads, Zila Parishad and TLDs, Upazila Parishad would create **complementarity and synergies** with other development initiatives funded by the national and other plan/projects in the Upazila. In order to do so, Upazila Parishad shall capture a good overview of all development initiatives being funded by other entities at the time of formulation of AP. For examples, they should include development activities undertaken by TLDs, MP, NGOs/CSOs and even private sector in a given year.

It is also recommended that Upazila Parishad would formulate new projects to be included in the AP, which can respond to **inter-Union development needs** (e.g. environment, disaster, inter-Union infrastructure, etc.) in line with the FYP. They can be identified at the time of situation analysis.

Table 8 below illustrates an example of resource mapping at different sources in the Upazila level.

Table 8: Development activities at Upazila from different sources

Plan/Project Name	Sector	Concise Description including target groups and deliverables	Target Area (District/ Upazila/ Union Name)	Duration of Project
Projects funded by National Plan				
One Farm, One House	Social Welfare	One House One Farm (OHOF) is one of the initiatives that was introduced in Bangladesh to meet and achieve the most	All the UPs of the Upazila	5 years from 2017 to 2022

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[12] The amount of ADP allocations for the Upazila Parishad may vary each year. For the purpose of determining the budget for the AP, it is suggested that the Upazila will use the same amount of the ADP given to the Upazila Parishad last year.

Plan/Project Name	Sector	Concise Description including target groups and deliverables	Target Area (District/ Upazila/ Union Name)	Duration of Project
		significant goal of MDG, poverty alleviation. Since more than 80% of the rural households are small farming families in the country, this project of poverty eradication was aimed at achieving sustainable and equitable development through involving small scale farmers. As of today, many people have minimum purchasing power since they do not have any regular source of income; one of the purposes was to cover these kinds of people, initial target was around 5 million families under the ambit of the project.		
Development Project of LGIs				
Providing furniture to primary schools	Education	6 primary schools from 4 Unions were given 60 benches with the Unions' own source revenue.	Subornagram UP, Hijlakandi UP, Maloti UP, Radha pur UP	1 year
Projects of MP				
Projects of NGO and CSO				
Tailoring training from the women	Social Welfare	90 women from 9 UPs under the Upazila would be given special tailoring training each year by Rupantor- a national NGO	All UPs under the Upazila	3 years
Initiatives funded by the private sector				
Plastic bucket factory	Industry	This is a project of the Gazi group of companies in which 100 local people have found employment	It is located in Tarabo UP	-
Other Projects/Development Activity				
Hand wash training project for the school children	Health	UNICEF supported programmes meant for all the students of the primary school and managed through SMCs and the purpose is to teach the children about the health care and hygiene	All UPs	2 Years

For the situational analysis of the AP, the good team work at the Upazila is critical. The existing Upazila Committees can effectively be used for sectoral review. The TLDs in collaboration with the Union Parishads takes a lead of gathering socio-economic data and information as well as the need assessment at the Union level. The UCFBPLRM and the TGP can compile the information received from other entities regarding their respective development initiatives within the Upazila and conduct a resource mapping exercise. They

can use **Formats 1, 2 and 8** of the Manual for situation analysis for the AP.

(2) Setting AP Goals, Objectives[13] and Targets

It is important for the Upazila to set the AP goals, objectives and targets because it serves as:

- A clear and concrete development strategy for the Upazila, which can be shared with concerned stakeholders
- A direct reference to prioritizing what projects/schemes are to be funded in the AP
- Clear indicators for monitoring and reporting of the AP

Based on the situation analysis, the Upazila Parishad sets AP goals and targets to address the development challenges/problems in a given year. The vision statement, the FYP goals and outcomes become the guiding principles to set more specific AP goals, objectives and annual targets for the Upazila. According to those AP goals and objectives, targets, the projects and schemes can be prioritized. **Format 9** (please see in the Annexes) provides the standard format for setting the AP goals, objectives and targets.

For setting the AP goals, objectives and targets, Upazila shall ensure that they are **properly aligned with each other**. It is recommended for Upazila to go through the following steps:

- In accordance with FYP goals and outcomes, the AP goals will be grouped into different priority sectors.
- In each sector, more specific AP goals will be set in accordance with the FYP goals and outcomes. In other words, the AP goals must contribute to attainment of the FYP goals and outcomes.
- The AP goals will be further broken down to specific objectives.
- Each objective will come with specific annual target(s), which is/are measurable indicator(s).

It is very important to note that by creating proper alignments between- the AP goals, objectives and measurable targets, the Upazila will be able to monitor and report the progress and achievements of the AP. This way, it is possible also on the part of the Upazila to monitor the FYP and measure the outcomes of the FYP.

In many Upazilas, they have a number of projects/schemes developed by Unions, other stakeholders, and/or development partners. Some Upazilas determine the AP goals based on the actual projects. This is a wrong practice for development planning. Thus, it is important that the AP goals must be developed only with the guiding principles on how to attain the FYP goals. Actual projects can be selected only after having set the AP goals, objectives and targets.

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[13] Objectives here means the activities (e.g., schemes, projects) undertaken in order to achieve the AP goals

Relation between AP goals and objectives to AP projects/schemes
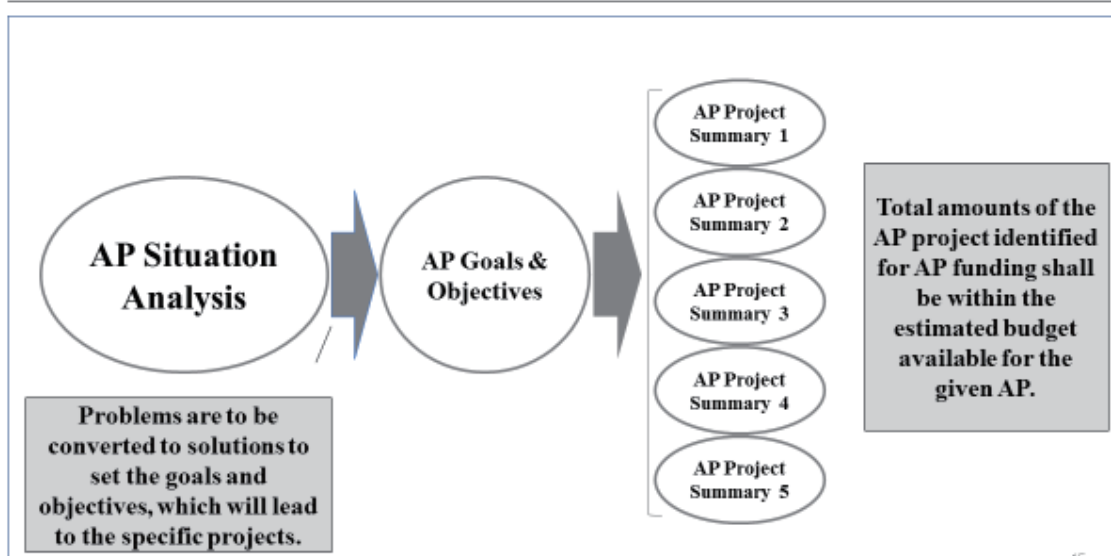
(3) Preparation of the draft annual plan (AP)

During the preparation of the AP, the Upazila Parishad shall always refer to the FYP and consider how best it can realize the vision statement, the FYP goals and expected outcomes by implementing the AP each year. In addition, the Upazila Parishad shall keep good coordination and collaboration with concerned stakeholders such as Unions Parishads and Paurashava, NGOs and private sector. Therefore, the processes of AP formulation and implementation should always be inclusive and participatory.

Being a self-explanatory document, the AP must contain all necessary information regarding the annual development plan and strategy of the Upazila in a given year. Although some information may be duplicated with the ones in the FYP, it is still important to provide the complete information in the AP document.

For this reason, the following table of contents is recommended for the use:

1. Cover page
2. Forward
3. Map of the Upazila
4. Basic demographic and socio-economic data and information (Format 1)
5. Situation analysis (Format 8)
6. TLD initiated development activities in the Upazila (this is not compulsory but Upazila can include them)
7. Upazila development programs from different sources (resource mapping) (Format 2)
8. Annual budget summary (Format 4)
9. Vision statement and sector goals (from the FYP)
10. AP Goals, Objectives and Targets (Format 9)
11. Project summary (Format 10)
12. M&E plan
13. Scheme Proposal (Format 11)

The UCFBPLRM with help of the TGP are responsible for drafting the AP. In drafting the AP, good descriptions and explanations are to be provided to each heading starting from 4 to 10 of the above table of contents. Some key questions need to be answered in each heading which should include the following:

- What has been decided (final decisions, conclusions, etc.) in the step?
- Why and how the decisions were made (analysis, review, meeting, etc.)?
- With whom the decisions were made during consultations (Unions, NBDs, CSOs/NGOs, people, etc.)?

It is also very important that logical sequences are maintained among the steps. Each step should be an important building block to reach the AP goals, objectives, and targets. They should always be consistent with the FYP. Therefore, the user and readers of the AP can easily read and understand the AP development plan and strategy of the year.

The AP must contain a list of the projects/schemes to be funded in a given year. The AP goals, objectives and targets are the determining factors for the selection of the projects and schemes. It should not be the other way around--meaning the AP goals, objectives and targets should never be determined based on the projects arbitrarily selected.

At the Upazila level, it is often observed that most Upazilas invite the Unions to submit project proposals for AP funding. In fact, it has been a practice at the Upazila level that the Upazila's ADP is divided among the Union Parishads. It should be kept in mind that there is no legal binding on the Upazila to do it. Therefore, Upazila Parishad should try and break away with this apparently inefficient practice. Rather, the distribution of resources should be based on criteria of proper assessment of needs of the Union Parishads. From the view point of good development planning, however, **Upazila Parishad shall give priority on those projects which fall into the FYP goals as well as the AP goals, which are determined by the situational analysis, where development needs are considered most critical and urgent**. It is also recommended that Upazila Parishads to give due diligence to have development planning cycle inclusive and participatory and so that the decision making on development planning shall reflect the interests of the wider spectrum of the stakeholders.

For project proposals for AP funding, it is important for Upazilas to maintain a good **depository (roster) of qualified development project proposals** at the Upazila level throughout the year. In order to keep up the quality of project proposals, it is recommended that each Upazila shall undertake a **periodic training on how to prepare a project proposal** for the stakeholders. The Upazila engineer may act as the trainer and use the project proposal format (**Format 11**) as an outline for such training. In this way, Upazilas will be in a position to constantly maintain a number of qualified project proposals which are fundable throughout the year.

The **project summary** (**Format 10**) covers only the prioritized projects/schemes which can be funded by the financial resources available in the Upazila in a given year. It should

not include any other projects/schemes whose funding are beyond the capacity of the Upazila in a given year. These can be listed separately as **the projects on pipelines. These pipelines projects can only be implemented if additional funds are available to the Upazila from some sources.** It is important to note that the AP should not contain a long list of project/scheme proposals which are outside the scope of the FYP (the vision statement and the FYP goals).

The **Project Selection Committee** is responsible for selecting the priority projects and schemes for the AP. At present, the majority of the projects and schemes are the ones with a single year duration. However, some prioritized projects may require a duration of multiple years for implementation. In such cases, Upazila Parishad needs to set aside sufficient resource allocations for those projects which go beyond a fiscal year.

(4) Presenting the Draft AP at the Upazila Parishad Meeting for Approval

After the preparation of the draft AP, the Upazila Parishad shall share it with the relevant stakeholders such as Union Parishads, Paurashava, Zila Parishad, Upazila Committees, MP, DC/DDLG, and private sector entities and also with citizens by posting it on the website. The draft AP should also be put up in the Upazila Parishad's notice board for public display.

Feedbacks and comments received on the draft AP shall be scrutinized and to the extent possible incorporated into the final version of the AP after the Upazila Parishad's review and approval.

(5) Approval of the AP and Allocation of Resources for Implementation

Upazila Parishad shall approve the final AP at a meeting of the Upazila Parishad. The Parishad shall also review and approve all the projects and schemes to be funded under the AP within the estimated budget available for the year. It shall also approve in principle those projects under the pipeline list and as mentioned already and thesewill only be funded when additional financial resources are available in a given year.

4.3. Implementation of AP

After the approval of the AP, the Upazila Parishad shall implement the projects and schemes. Timely implementation is important as a part of the development planning cycle management. Implementation will begin with the required procedure either through PICs or by selecting a contractor for the project/scheme in accordance with the Public Procurement Rules of the Government.

The Upazila Parishad shall continue to be primarily responsible for the implementation of all development schemes/projects/activities listed in the AP. For the schemes which require higher technical capacity of design and supervision, the Upazila Parishad may seek assistance from the TLDs such as the Executive Engineer of LGED.

The Article 8 of the Upazila Parishad Development Fund Utilization Guidelines, November

2014 suggests that the Upazila Parishad will implement the project through RFQ/open-tendering or through the project implementation committee. The other clauses of Article 8 with regard to implementation of development plan.

8.1) The Upazila Parishad, after finalising project selection, considering the allocated resources provided by it, following the rules (Contract), public procurement Act 2006 and PPR 2008, will issue the work order by inviting tenders, selecting contractors, as soon as possible. And take the necessary steps for prompt implementation of the project. To avoid delays, if necessary, the Upazila Parishad may call all the tenders at once for all the proposed projects that are implementable throughout the entire year.

8.2) The projects should be planned in such a way that all the planned development works for the relevant fiscal year are implemented within the 31st May of each year.

8.3) The expenses of the renewal of any project and in case of especial maintenance needs to be limited within the relevant sectoral allocations.

Upazila Parishad Development Fund Utilization Guidelines, November 2014 also specifies the modalities for the implementation of development schemes. Those schemes that cost TK. 200,000 or less are implemented by 7-9 members of the **Project Implementation Committees** headed by locally elected representatives and composed of popular leaders and prominent members of the society (Article 10.2). Officers of concerned Upazila departments can also be members of scheme committees which are to be approved by the UZP. Under the new guidelines not more than 30 percent of the total allocated ADP funds can be implemented by scheme committees in a year (Article 10.3). All project implementation committees will be approved through the Upazila Parishad. No one can be a Chairman of more than one project implementation committee at the same time (Article 10.3). Project implementation committee will be accountable to the Upazila Parishad for the total expenditure (Article 10.4).

In order to ensure the timely implementation of the projects/schemes from the beginning of the fiscal year, Upazila Parishad shall ensure two aspects: 1) to ensure **high quality of the project proposals** throughout the year; and 2) to secure the **budget for funding AP projects** from the beginning of the fiscal year.

As for the quality of the project proposals, it is often observed that those projects approved in the AP are immediately ready for tendering or implementation as they are required additional technical inputs and supports. It causes the delay in implementing the AP projects/schemes at the first quarter of the fiscal year. Therefore, it is recommended that Upazila Parishad should create a system whereby it will maintain **a roster of the project proposals** throughout a year. There should be a serious attempt made to improve their qualities to the extent possible and make them ready for tendering immediately or anytime as required. If any assistance is required, the support shall be given by the technical staff of the TLDs throughout the year.

Generally, another delay occurs on the front of receipt of ADP funds. Sometimes, due to procedural rigidity in disbursement of ADP funds by the central ministry causes delay in receipt of installment of ADP funds by Upazilas. It is, however, important and ideal for Upazila Parishad to try and secure the budgets for implementing the projects/schemes at the start of the

fiscal year. In the event of aforesaid delays and for ensuring the timely implementation of AP, Upazila Parishad may wish to consider the use of the carried over revenue funds of the previous year at the beginning of the fiscal year.

4.4. Monitoring and review of AP

Implementation of the AP should be monitored by the Upazila Parishad on a constant basis. The Chairman will take the lead role in monitoring the AP implementation, while UNO will assist him in this regard (The details of this process has been discussed in section 4.4.2 below). The TGP will help UCFBPLRM in compiling the individual progress reports received from the implementing agencies and finally preparing an AP monitoring report (**Format 12**). At the Upazila Parishad meeting, Upazila Parishad review the projects/schemes. Special attention should be given to see if these are on track in terms of the target indicators and/or the expenditures to date, it may make decisions for the suspension of the projects and/or the reallocation of the resources for other purposes (e.g. newly emerging needs and priorities or emergencies) if needed.

The timeframe and processes for review of the AP are closely aligned with the budget process to ensure that plans and budgets are well integrated. The review and revision will take place within April of each year and ideally before the preparation of the annual budget of the Upazila Parishad. If required, the annual development plan can be revised along with revision of the budget of a given fiscal year. This revision must be approved the Upazila Parishad in a formal meeting.

4.4.1. The purpose of Upazila AP monitoring and evaluation (M&E)

It is the responsibility of the Upazila Parishad to monitor the progress of the implementation of the schemes/projects.

For the Upazila Development Plans (both FYP and APs), they should have a proper M&E mechanism in place. It enables Upazila Parishad:

1. to comply with the Government's rules and regulations [14] for transparency and accountabilities;
2. to regularly and systematically track progress of implementation of projects/schemes and assess their performances and results in line with the development planning especially against the agreed upon goals, objectives and performance indicators/expected results;
3. to ensure the efficient use of the resources allocated to Upazila and report to the Government on the effective use of the ADP; and
4. to learn the lessons for the future development planning and strategy.

The M&E mechanism helps the Upazila Parishad and other stakeholders to know, among

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[14] Upazila Parishad Act and The Guidelines for Use of Upazila Parishad Development Fund

others, the following key factors:
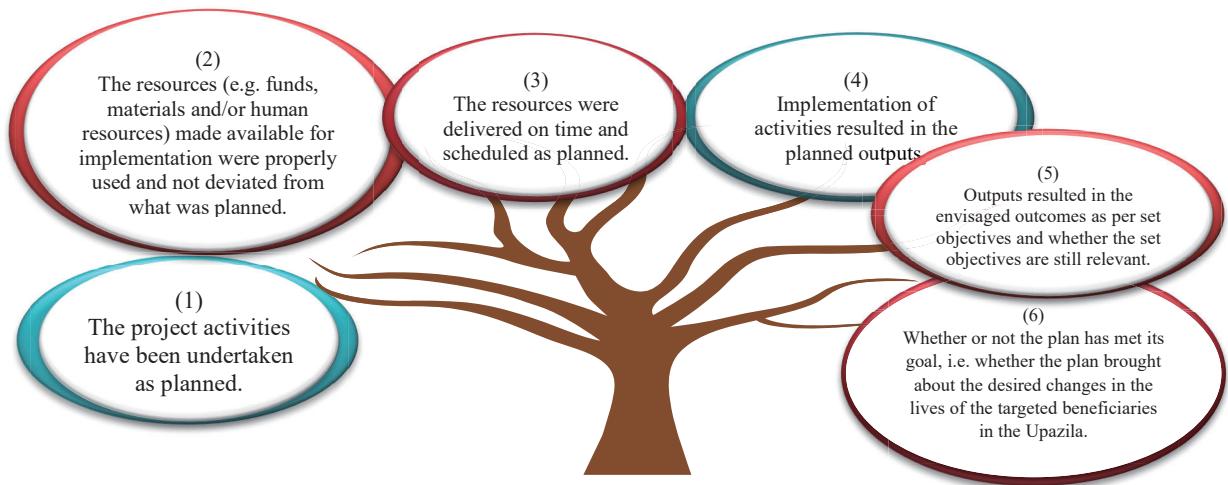
Figure 8: Key factors to be addressed by the AP M&E

Upazila Parishad is required to develop an AP M&E mechanism which will eventually feed into the overall government-wide M&E system. It is required to serve other governance and administrative objectives at different level of local and national governments as well as those of development partners. This mechanism should also correspond to the existing rules and regulations of the Government[15].

Similarly, the AP must have a monitoring mechanism which will also feed into the FYP M&E. Thus, it is crucially important that the AP is monitored closely on a quarterly basis against the set goals, objectives and targets.

On the whole, it is important to bear in mind that AP M&E is an important instrument for measuring the attainment of development visions and goals of the Upazila. Thus, the Upazila Parishad should periodically review the progress and results in its regular meetings to ensure its accountability.

4.4.2.AP M&E, institutional framework and reporting

Prior to the implementation of the projects/schemes to be funded under the AP, it is crucially important to see if all the projects/schemes listed in the AP are properly aligned with the AP goals, objectives and targets. It should be agreed upon by the wider-stakeholders of the Upazila and approved at the Upazila Parishad meeting. It is the responsibility of the Project Selection Committee to ensure this. When the resources (ADP) are secured, those projects/schemes shall be implemented on a timely basis in accordance with the established rules and guidelines[16]. At the project level, projects and schemes are

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[15] Upazila Parishad Act and the Guidelines for Use of Upazila Parishad Development Fund

[16] Upazila Parishad Act and Article 5, 8, 9, 10 of the Guidelines for Use of Upazila Parishad Development Fund, 2014.

implemented and closely monitored by either the **Project Implementation Committee** or the **Upazila Engineer**. At the AP level, the AP implementation is monitored by the Upazila Parishad. The Chairman takes the leading role in monitoring the AP implementation and UNO will assist him in this regard as mentioned earlier.

The Project Implementation Committee and the Upazila Engineer are responsible for submitting progress reports of individual projects/schemes to the UCFBPLRM. With the technical support provided by the Technical Group for Planning, the UCFBPLRM compiles the AP quarterly monitoring report and submit that to the Upazila Parishad for review in a meeting (in October, January and April). Any feedback and/or recommendation made by the Upazila Parishad is expected to be communicated to the Project Implementation Committee and/or the Upazila Engineer through the UNO for improvement and/or change. After a thorough review of quarterly progress report by the Upazila Parishad it is then supposed to be sent to **the DDLG Office** on a timely manner. **The DDLG reports to the DLG and LGD.**

AP monitoring involves a regular collection and analysis of information and data from the progress reports submitted by the Project Implementation Committee and Upazila Engineer. Then the UCFBPLRM with help of TGP identifies the progress and analyze the achievements of the AP against its expected goals, objectives and targets. They also check the resource disbursed against the budget originally allocated. The UCFBPLRM compile the **quarterly monitoring report** (**Format 12**) and submit it to the Upazila Parishad for review and recommendation in its formal meeting.

Upazila Parishad Chairman and Vice-Chairs are responsible for monitoring and supervising implementations of the development activities with special attention on the followings:

a) Progress made in accordance with the planned activities (including any problems encountered);
b) Proper utilizations of resources (expenditures to date) in line with the estimated annual budget;
c) Contributions toward the goals, objectives and targets set in the AP.
d) A decision of any needs for revision and/or suspension of the projects and/or their allocations of resources for other purposes (e.g. newly emerging needs and priorities or emergencies) in Upazila if needed.

Similarly, at the end of the projects/schemes, the Project Implementation Committee and the Upazila Engineer are responsible for submitting a final report of individual projects/schemes. The UCFBPLRM with the help of the TGP analyze the accomplishments against the AP goals, objectives and target indicators and compile the annual accomplishment report and submit it to the Upazila Parishad for its review in a meeting (in July). Once the final annual report is reviewed and approved by the Upazila Parishad, the report is then submitted to the **DDLG, who is expected to send this report to the DLG**

and to LGD in July.

At the end of the projects/schemes, the Project Implementation Committee/Upazila Engineer are responsible for the preparation of the final reports which are to be submitted to the UCFBPLRM. The UCFBPLRM is then expected to compile the reports with the help of TGP as the **annual accomplishment report** (**Format 13**). And this report is then submitted to Upazila Parishad for review and approval in a formal meeting. At the Upazila Parishad meeting, AP evaluation involves in:

a) Evaluation of the projects/schemes already implemented to see whether the originally set objectives and targets have been achieved **at the project level**;
b) Review whether the resources have been effectively used for the purposes originally intended;
c) Review and analyze whether the overall AP goals, objectives and targets have been achieved **at the AP level**;
d) Any lessons learned for the next AP formulation and revision of the FYP; and
e) **Transparency and accountability** of the Upazila Parishad to the citizens of Upazila.

For c) above, the narrative section of the AP accomplishment report (**Format 13**) should be used. This is an overall review at the AP level to examine if the AP goals and objectives have been achieved and whether important lessons can be drawn from the already implemented AP. See below is the **Format 13** for narrative summary:

Narrative Summary:

- **Summary of overall accomplishment of the projects regarding the Annual Plan Goal 1:**
  - Under the Goal 1, a total of ___ projects were completed at the total expenditures of _____ TK.
  - At the end of the fiscal year 2019/20, under the objective 1, a total of __ projects were successfully completed and met the targets of each outputs. It is also noted that _____ project has exceeded the target initially planned. Therefore the overall objective 1 has met satisfactory.
  - Under the Objective-2, a total of __ projects planned to be implemented. All __ projects were completed and met the initial targets. Therefore the objective 2 was fully met its targets by the end fiscal year 2019/20.

- **Summary of overall accomplishment of the projects regarding the Annual Plan Goal 2:**

- **Lessons learned:**
  - The quality of some project proposals from the Unions were poor. They needs to be improved to expedite the processes of tendering and implementation. It is recommended that the Upazila engineer would provide training on formulating project sheet to the officials at Union level.
  - Due to some delay in receiving the first ADP installment, the implementation of the projects was also delayed. It is important that Upazila Parishad would approve the use of the revenue surplus to be utilized for financing some AP project at the beginning of the fiscal year.

At the same time, for a) above, the later part of the AP accomplishment report (Format 13) should be used. This is a review at each individual project level to see if the project has achieved its initial targets using its estimated budget. Both targets and budgets are measured by percentages. In case, any project exceeded its target and/or budget, a full explanation must be given to clarify why it has happened. This is part of the accountability and transparency of the Upazila Parishad to the citizens. Please see below is the latter part of the AP accomplishment report for reporting individual project/scheme.

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title	Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1	To prevent drop out from school and ensure proper environment for education	Education	1. To provide tiffin box for initiating midday meal in primary schools	Distributing tiffin box among _____ students	_____ students	1. Providing tiffin box to different educational institutions in the all Unions in the Upazila	_____ students	250,000/ 250,000 (100%)
			2. To provide sports materials to the educational institutions	Purchasing and distributing sports materials among __ schools	__ schools	1. Distributing sports materials in educational institutions of _____ Union	__ primary schools	100,000/ 100,000 (100%)
						2. Distributing sports materials in educational institutions of _____ Union	__ primary schools	100,000/ 100,000 (100%)
						3. Distributing sports materials in educational institutions of _____ Union	__ primary schools	100,000/ 100,000 (100%)
						4. Distributing sports materials in	__ School	100,000/ 100,000

For d) above, Upazila must draw the lessons learned from the implementation of the past AP. For this purpose, the following table can be used for some analysis on the lessons learned.

Findings (what are the lessons learned from the review of the AP Accomplishment Report)	Points of Improvement (what are the areas your Upazila can improve by learning the lessons from the implementation of the last AP)

In doing so, Upazila can easily identify the issues and/or problems, which Upazila encountered during the implementation of the previous year's AP and also suggest any solutions and/or recommendations to overcome those problems/issues.

Finally, UNO with support received from the UPFBPLRM and TGP prepare an information note and submit that to the Upazila Parishad for the final evaluation in a meeting at the end of the fiscal year. UNO also arranges the posting of the final results of the AP at the web portal of Upazila for ensuring general people's easy access to this.

Overall workflow of the AP monitoring and reporting is shown in **Figure 9** below:
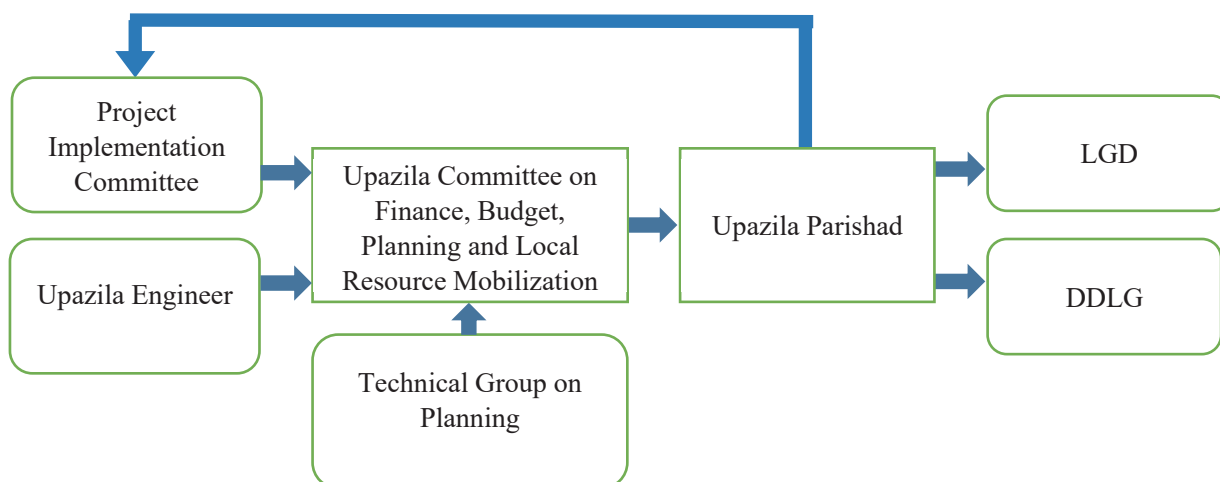

Figure 9: Work flow of the AP Monitoring and Reporting

Development Planning Cycle for the AP

Development planning is a continuous process. The review of quarterly monitoring reports and annual accomplishment report as well as the lessons learned will be important inputs in preparation of the next AP development planning cycle. They will be also closely aligned with the budget process to ensure that plans and budgets be well-integrated. The review and revision will take place within April of each year and before the preparation of the next annual budget as well as the AP of the Upazila Parishad. If required, the plans can be revised along with revised budget in a given fiscal year. However, this revision must be approved by the Upazila Parishad in a formal meeting. **Table 9** below shows the overall development planning cycle for the current APs in 2019 and 2020.

Table 9: Timeframe and Review Cycle of Annual Development Plan

Month	2019	2020
May	Approval of annual budget & AP	
Jun	Approve of the current AP	
Jul	Implementing and monitoring projects	
Aug		
Sep		
Oct	1st quarterly monitoring report	
Nov		
Dec		
Jan	2nd quarterly monitoring report	
Feb		Identify development needs & priorities for the next AP
Mar		List projects for annual development plan & submit projects to Upazila Parishad
Apr	3rd quarterly monitoring report	Detailed planning and cost estimation of new projects
May		Approval of annual budget & the AP
Jun		
Jul	Annual Accomplishment Review	Implementing and monitoring the new AP

It is also important to note that the review of quarterly monitoring reports and annual accomplishment report as well as the lessons learned will be important inputs in the preparation of the next AP development planning cycle. It is to be noted that this will be also closely aligned with the budget process to ensure that plans and budgets are well-integrated.

What is the AP monitoring formats?

In accordance with the AP M&E mechanism, Upazila Parishad can use the recommended **AP quarterly monitoring report format (Format 12) and AP annual accomplishment report (Format 13)**. They will be prepared by the UCFBPLRM with the help of TGP.

Annexures

Reference 1: Members and Terms of Reference of UCFBPLRM

CONCERNED DEPARTMENT(s)	• No Concerned Department at the Upazila. Upazila Parishad determines the members of UCFBPLRM.
MEMBER SECRETARY	• UNO/any officer to be assigned by the Upazila Parishad
FUNCTIONS	
Planning	• To prepare the draft plan and budget of the Upazila Parishad. • Collect the income and expenditure statements from the 17 transferred departments for planning and budgeting.
Facilitating	• To request other Committees to prepare and submit their respective sectoral proposals for annual and five-year plan and compile these as the draft work plan. • To identify the sources of local resource mobilization following the government's recent directives and recommend the Parishad as to how the challenges associated with the local revenue collection can be dealt with and how to strengthen the process of local resource mobilization. • To advise Upazila Parishad to collect revenue from all the already-specified sources. • To advise the Upazila Parishad to implement programmes in accordance with their budgetary allocations.
Monitoring	• To monitor whether the planning guidelines, Upazila Revenue Fund Utilization Guidelines (2014) and Upazila Development Fund Utilization Guidelines (2014) and any other recent circulars and directives are being followed. • To review the existing internal revenue collection efforts of the Upazila Parishad and prepare a report. • To review the allocation of the Annual Development Programme (ADP) fund and funds received from other sources and utilization of the fund, and prepare report and share this with the Upazila Parishad. • To oversee and review the income and expenditure of the Upazila Parishad.
Coordination	• To coordinate with other committees / agencies for preparing five year and annual development plan and annual budget.

Reference 2: Members and Terms of Reference of TGP

MEMBERS	• It is an informal technical group. Upazila Parishad can flexibly determine the numbers and the composition of the TGP based on the priority areas, skills sets, and knowledge. It is recommended that the members can be 5-8 from the TLDs (key development sectors, Upazila engineer, etc.) and Upazila Parishad officials (e.g. personal assistant), etc.
CHAIRMAN PERSON	• UNO

FUNCTIONS

- To collect data to prepare development plans of the Upazila Parishad with assistance from Union Parishads, Paurashava, TLDs, Upazila Committees and also the Bangladesh Bureau of Statistics.
- To create the resource and project mapping of the Upazila from other sources.
- To review and analyze situational analysis and set priorities in consultations with Upazila Committees and Union Parishads
- To consult ideas with other stakeholders including NGOs, CBOs, CSOs and private sector.
- To scrutinize all the proposals based on the goals and priorities set by the Upazila Parishad.
- To draft an integrated Upazila FYP and AP.
- To consolidate all the comments of the stakeholders, including Upazila Parishad, concerned Union Parishads and TLDs on the draft FYP, and assist in preparing the final draft. The final draft will be submitted to the Upazila Parishad for approval.
- To review monitoring and evaluation reports of the individual projects and make necessary AP progress and accomplishment reports, advice and recommendations to Upazila Parishad via UCFBPLRM.

Reference 3: Members and Terms of Reference of the PSC

MEMBERS	
MEMBERS	• Upazila Nirbahi Officer (UNO)
	• Upazila Vice Chair
	• Upazila Vice Chair (female)
	• Unazila Agriculture Officer
	• Upazila Health and Family Welfare Officer
	• Upazila Livestock Officer
	• Upazila Public Health Assistant Engineer
	• Upazila Project Implementation Officer
	• Upazila Education Officer
	• Concerned UP Chairman
	• Upazila Preishad's Reserve Female Member
CHAIRMAN PERSON	• Upazila Parishad Chairman
MEMBER SECRETARY	• Upazila Engineer
FUNCTIONS	• To review and determine the completeness of the project proposals for funding by the AP in accordance with the **Format 11** of the Manual.
	• To review and examine the project proposals in the long list from all sources and select the project proposals in accordance with the priority sectors and goals set by the FYP and the AP.
	• To prepare a short list of the project proposals taking into account the priority sectors and goals of the FYP and the AP.
	• To recommend to the Upazila Parishad for its consideration, only those projects from the short list- which can be funded with the resources available in a given year.

Format 1: Basic demographic, infrastructure and socio-economic data and information (FYP/AP)

Topics	Quantity / Number	Source/ Year
Outline of Upazila		
Area	400 sq. km.	District Census 2011
Population	625,000	District Census 2011 2018
Household	125,000	District Census 2011
Population density	1,000 per sq. km	
No. of Municipality	1	Up to 2018
No. of Unions	15	Up to 2018
No. of Villages	500	Up to 2018
Important Public Infrastructure		
Hat-bazaar	26	Up to 2018
Rural growth center	3	Up to 2018
Hospital/clinic	2	Up to 2018
Health sub-center	5	Up to 2018
Bank branches	18	Up to 2018
Post office	33	Up to 2018
Primary school	280	Up to 2018
Secondary school	85 Madrasah schools 70 Secondary schools	Up to 2018
University/College	20	Up to 2018
Mosque	1,000	Up to 2018
Temple/Pagoda/Church	100	Up to 2018
Boat jetty (Ghat)		

Key indicators for SDGs and its targets	Baseline data (year) at the national level	Latest data at the Upazila (year)	Target by 2030
1.2.1 Proportion of population living below the national poverty line (%) (SDG1, target 1.2)	24.3% (World Bank, 2016)	20% As of 2018	9.7%
2.2.2 Prevalence of malnutrition among children under 5 years of age (%) (SDG2, target 2.2)	Wasting: 14.3% (BDHS)	10% As of 2018	Wasting: <5%
3.1.1 Maternal mortality rate (per 1,000 live births) (SDG3, target 3.1)	181 (SVRS, 2015)	110 As of 2018	70
4.2.2 Participation rate in organized learning (one year before the official primary entry age) (%) (SDG4, target 4.2)	39% (APSC, 2015)	60% As of 2018	100%
5.5.1 Proportion of seats held by women in local government (%) (SDG5, target 5.5)	23% (LGD, 2016)	25% As of 2018	33%
6.1.1 Proportion of population using safely managed drinking water services (%) (SDG6, target 6.1)	87% (UNJMP, 2015)	90% As of 2018	100%
7.1.1 Proportion of population with access to electricity (%) (SDG7, target 7.1)	78% (SVRS, 2015)	84% As of 2018	100%
8.6.1 Proportion of youth (aged 15-24 years) not in education, employment, or training (%) (SDG8, target 8.6)	28.88% (QLFS, 2015-16)	23% As of 2018	3%
9.c.1 Proportion of population covered by a mobile network, by technology	2G: 99% 3G: 71%	89% As of 2018	2G &3G: 100% 4G launched in 2018

Format 2: Upazila development programs from different sources (resource mapping) (FYP/AP)

Sector	Plan/Project Title	Brief description including target groups, and outcomes/ outputs	Location (names of Upazilas	Duration /Budget/year
National Plan and projects (to be completed by TLDs for all national sector development initiatives)				
Social welfare	One Farm, One House	One House One Farm (OHOF) is one of the initiatives that was introduced in Bangladesh to meet and achieve the most significant goal of MDG, poverty alleviation. Since more than 80% of the rural households are small farming families in the country, this project of poverty eradication was aimed at achieving sustainable and equitable development through involving small scale farmers. As of today, many people have minimum purchasing power since they do not have any regular source of income; one of the purposes was to cover these kinds of people, initial target was around 5 million families in number.	All Unions (15) of the Upazila	1 year 10,000,000 TK
Development projects of MP				
Development projects of local government institutions (to be completed by TLDs for all Union/Paurashava development initiatives)				
Education	Providing furniture to primary schools	200 primary schools from 10 Unions are given 6,000 benches with the Unions' own source revenue.	10_Unions	1 year 9,000,000 TK

Sector	Plan/Project Title	Brief description including target groups, and outcomes/ outputs	Location (names of Upazilas	Duration /Budget/year
Projects of NGOs and CSO				
Social welfare	Tailoring training for women	80 women from 10 Unions under the Upazila would be given special tailoring training each year by Rupantor-a national NGO	All Unions under the Upazila	3 years _____ TK
Industry/trade entrepreneurship				
Industry	Plastic bucket factory	This is a project of the Gazi group of companies in which 100 local people have found employment	1 Union	-
Others projects/Development programme				
Health	Hand wash training for school children	UNICEF supports programmes meant for all the students of the primary school and managed through SMCs and the purpose is to teach the children about the health and hygiene and to build wash blocks for 200 primary schools	10 Unions	2 Years 3,000,000 TK

Format 3: FYP Format for Situation Analysis

Sector	Description of problems/development challenges				Recent, ongoing and/or planned activities of Govt and NGOs (based on resource mapping	Remaining problem to be addressed if no additional action is undertaken in 5 years	Recommendable Actions/ Counter Measures
	Problem	Location/ Area	Quantity/ Magnitude	Reasons			
Education	Numbers of students are reducing in the schools	Whole Upazila (14 Unions)	120 primary schools in 14 Unions and 1 Paurashava	a) involvement of children in IGAs; b) security problem; c) less interest in children education; d) insufficient access roads to schools; e) insufficient infrastructure.	a) no project; b) no project; c) awareness programs by UGDP; d) no project; e) School construction project building new school building and rooms every year	Attendance of students will still remain below 70%.	a) parents' meeting be held; b) patrol duty by policy be increased; c) awareness program be organized; d) access roads be improved / constructed; e) eco-friendly new buildings be renovated/built and equipment be purchased. Purchased; f) qualified teachers be recruited.
Agriculture	Decreasing fertility of the land	Whole Upazila (14 Unions)	20,000 acres of lands; 40,000 farmers	Lack of knowledge and skills of the famers, insufficient use of organic fertilizer	500 farmers are training and 500 vermi compost chamber have been setting up.	1,000 acres of lands increase fertility 2,500 farmers trained.	Increase the numbers of farmers' training and provision of organic fertilizer also be increased every year for 5 years
Health	Insufficient sanitary latrine in public places	10 Unions and 1 Paurashava	30,000 people suffering from the lack of sanitary latrine	Lack of hygienic wash block	Project funding by public health engineering department and UGDP	5 sanitary latrines built in 6 Unions and 1 Paurashava for 10,000 people	20 sanitary latrine and 20 wash blocks be built in the public places each in 10 Unions and 1 Paurashava

Format 4: FYP/AP Budget

Form A

Fiscal Year _____

	Particulars	Actual of previous year	Budget or revised budget for current year	Budget for next year
Part 1	Revenue account/ Receipt			
	Revenue			
	Total Income			
	Expenditure from revenue account			
	Revenue surplus / deficit (A)			
	Development Account			
	Other grants and contribution			
	Total (B)			
Part 2	Total resources available (A+B)			
	Expenditure from development account			
	Total budget surplus / deficit			
	Carry over (1 July)			
	Closing balance			

Format 5: FYP Goals and Outcomes with Measurable Indicators

No	FYP goals	Sector	Outcomes/Outputs	Measurable indicators
1	To enhance access to public services by improving local infrastructure (e.g. roads, bridges, markets, clinics)	Communication Infrastructure Health Commerce	30 feeder roads connected to public facilities (e.g. community clinics) renovated and upgraded by end 2024/25.	The number of visitors to the community clinic and market per year increased from 20,000 in 2019/20 to 40,000 in 2024/25.
			10 market facilities upgraded by end 2024/25.	
2	To reduce the elementary schools' attendance by improving the quality of education	Education	500 primary school buildings renovated by end 2024/25.	The attendance rate improved from 65% in 2019/20 to 80% in 2024/25.
			Benches and tables for 3,000 students distributed to elementary schools by end 2024/25.	
			500 elementary teachers received the training on active learning by 2024/25.	
3	To improve the livelihoods of the residents by enhancing local primary activities (e.g. agriculture productions)	Agriculture	500 acres agricultural land newly irrigated by end 2024/25.	The average yield of rice production improved from 1,000 ton per acre in 2019/20 to 1,500 ton per acre in 2024/25.
			20,000 farmers received the seeds of new high-yield rice by end 2024/25.	
			600 farmers received training on new agriculture products.	

Format 6: FYP Planning Format
Period: FY _ _ - FY _ _

Sl #	Name of the scheme	Programme Description(s)			Sector	Location(s)	Schedule of Implementation					Executing Agency/ responsible person(s)	Estimated Budget and Sources of Funds	
		Description	Target / quantity	Expected Beneficiary (Male/ Female, Children, Disabled)		Location (UP)	Proposed Year of Implementation						Estimated Cost	Sources of Fund
							1	2	3	4	5			
1	Constructions/ Repairs of the road	Better infrastructure and maintenance	__ Km of all weather paved roads	__ people in the communities in __ Union	Infrastructure	__ Unions	1	2	3	4	5	Upazila Engineer officer	__ million TK	ADP and other Upazila funds
2	Construction of additional class rooms and provision of furniture	Education for all students	__ additional classes and __ furniture	__ students in __ Unions	Education	__ Union and 1 Paurashava	1	2	3	4	5	Primary Education officer and Engineer	__ million TK	ADP and Uion funds
3	Provision of safe drinking water to health clinics	Good sanitation and safe drinking water	__ Water tanks	__ citizens visiting __ rural health clinics	Health	__ clinics in __ Unions	1	2	3	4	5	Primary health officer and engineer	__ million TK	ADP, Union and UNICEF funds

Format 7: FYP Annual Monitoring Report

No.	FYP Goals	Outcomes / Outputs	Measurable indicators	Achievements to date (%) of the targets achieved)	Resources (%)
1	Improve infrastructure in the rural communities	Citizens' access to livelihoods and public services improved	__ Km of the roads __ bridges	2019: 15% 2020: 20% 2021: __% 2022: __% 2023: __%	2019: 15% 2020: 22% 2021: __% 2022: __% 2023: __%
Any issues to be highlighted during the period:					
• For the year 1, due to the delayed formulation of the FYP and the AP, Upazila Parishad was not able to implement the AP project in full. Upazila Parishad needs to catch up the implementation of the AP projects.					
Important lessons learned:					
• Due to some delay in receiving the first ADP installment, the implementation of the projects was also delayed. It is important that Upazila Parishad would approve the use of the revenue surplus to be utilized for financing some AP project at the beginning of the fiscal year.					
2	Reduce school dropout rate in secondary and higher secondary schools	Food support provided to all students in lower income families	___ food support to _____ students from ____ families	2019: 20% 2020: 23% 2021: __% 2022: __% 2023: __%	2019: 20% 2020: 23% 2021: __% 2022: __% 2023: __%
Any issues to be highlighted during the period:					
• Food support has been effective to lower the dropout rate but it would require substantive resources to sustain the program for a long-term. It would need some other support to overcome the problems.					
Important lessons learned:					
• The quality of some project proposals from the Unions were poor. They need to be improved to expedite the processes of tendering and implementation. It is recommended that the Upazila engineer would provide training on formulating project sheet to the officials at Union level.					
3					
Any issues to be highlighted during the period:					
Important lessons learned:					

Format 8: AP Format for Situation Analysis

Sector	Description of problems/development challenges			Reasons	Recent, ongoing and/or planned activities	Forecast of the situation after 1 year	Recommendable Actions/ Counter Measures
	Problems	Location/ Area	Quantity/ Magnitude				
Education	Poor infrastructure and other facilities at girls' schools.	In __ Unions.	500 girl students are being affected directly.	Poor maintenance of these facilities.	Construction & maintenance of separate toilet for the girl's students. UZP spending 1.2 lakh taka with ADP.	Facility enhancement for the girl students. 500 girl students directly benefitted.	Upazila Parishad must have a maintenance budget (every year).
Health	No patient transportation facility at the __ Upazila __ health center.	__ Upazila Health Center.	Hundreds of patients are devoid of timely health care especially the pregnant women.	The ambulance is out of order and it cannot be repaired.	Purchase of an ambulance (partnership) Total cost 14 lakh and UZP's contribution 7 lakh from __ Upazila revenue resources. Hoping to receive a partnership grants from the __ Unions.	Purchase of an ambulance and the patient transportation facility improved. 2000 people benefit each year. Maintain the facility with the user fees charged	Upazila Parishad has to regularly monitor the effective use and management of transportation system.

Format 9: AP Goals, Objectives and Targets with Measurable Indicators

No	AP Goals	Sector	Objectives	Annual measurable targets
1	To expand mass-oriented education	Education	Extending job-oriented education in the school system	__ students of secondary and higher secondary levels at __ Unions trained on trade. __ training centers in __ secondary and higher secondary schools at __ Unions built. __ girls from __ poor families at __ Unions trained on sewing machine operation.
			Enhancing skills and knowledge of the teachers in the schools on management and job-related skills training	__ teachers of secondary and higher secondary levels at __ Unions trained on management and economy. __ teachers of secondary and higher secondary levels at __ Unions trained on job related skills training and experience.
2	To improve food productions and create new employments	Agriculture	Increasing honey cultivation in __ Unions	__ metric tons of honey produced in __ Unions. __ hive boxes provided in __ Unions
			Increasing employment opportunities and income generation in honey cultivation in ___ Unions	__ farmers in __ Unions trained in new technics and skills for honey cultivation. __ new people from poor families in __ Unions trained on skills and knowledge of honey cultivation.
3				

Format 10: AP Project Summary

FY: 2019/2020

Name of Upazila: _____

ID Tag	Title of the project	Description	Target / quantity	Expected Beneficiary Male/ Female, Children, Disable	Sector	Location	Start Date	End Date	Executing Agency	Estimated Cost	Sources of Fund	Responsible Agency	Reference [SN of FYP]
	Project Description					Location	Schedule of Implementation			Investment		Monitoring	
1	Road construction from ___ to ___	Will connect between the mosque and bazar	Road of 1 Km long	8,000 citizens directly benefitted by the road	Construction	__ Union	__ July 2019	__ May 2020	UZP Engineering Department	2 million TK	ADP	Upazila Parishad	
2	Repairing a Bridge in ___ Union	Will make access between the main road and the primary school	One bridge	3,000 students and teachers directly benefitted by the bridge	Construction	__ Union	__ December 2019	__ June 2019	UZP Engineering Department	1 million TK	ADP and Upazila own funds	Upazila Parishad	

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Format 11: Project (Scheme) Proposal: Fact Sheet

1. Project title			
2. Name of implementing agency		3. Project location(s)	
4. Proposed starting date		5. Project duration	
6. Project budget and breakdown		7. Counterpart contributions (other inputs)	
8. Brief description of the project / scheme			
9. Objectives			
10. Expected results (measurable outputs)			
11. Implementing arrangements			

(Signature of the concerned officer)

_____ _____

Name   Date

Format 12: AP Quarterly Monitoring Report

Quarterly Monitoring Report: 2019-2020
Reporting Period: July 2019 to December 2019

Name of Upazila: _____
District: _____

Narrative Summary:

- **Summary and overall situation of the key performance at the end of the _____ quarter regarding the Annual Plan goal 1 :**
  - Under the Goal 1, a total of _____ projects planned to be implemented at the total cost of _____ TK.
  - At present, under the objective 1, a total of ___ projects planned to be implemented. ___ projects have been completed, ___ projects are in implementation, and The remaining ___ projects have not yet in the implementation awaiting the next installment of ADP fund. The overall implementation rate is lower than planned.
  - Under the Objective-2, a total of ___ projects planned to be implemented. ___ projects have been completed, ___ projects are in implementation, ___ projects are under bidding and ___ projects are refinanced due to the local needs. The remaining ___ projects have not yet in the implementation awaiting the next installment of ADP fund. The overall implementation rate is lower than expected.

- **Summary and overall situation of the key performance at the end of the _____ quarter regarding the Annual Plan goal 2:**
  -

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title	Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1	To prevent drop out from school and ensure proper environment for education	Education	1. To provide tiffin box for initiating midday meal in primary schools	Distributing tiffin box among ____ students	____ students	1. Providing tiffin box to different educational institutions in the all Unions in the Upazila	____ students	78,000/ 250,000 (31%)
			2. To provide sports materials to the educational institutions	Purchasing and distributing sports materials among ____ schools	__ schools	1. Distributing sports materials in educational institutions of ___ Union	__ primary schools	50,000/ 100,000 (50%)
						2. Distributing sports materials in educational institutions of ___ Union	__ primary schools	60,000/ 100,000 (60%)
						3. Distributing sports materials in educational institutions of ___ Union	__ primary schools	100,000/ 100,000 (100%)
						4. Distributing sports materials in educational institutions of ___ Union	School-4	0/ 100,000 (0%)

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Format 13: AP Accomplishment Report

Accomplishment Report: 2018-19
Reporting Period: July 2019 to June 2020

Name of Upazila: _____
District:

Narrative Summary:

- **Summary of overall accomplishment of the projects regarding the Annual Plan Goal 1:**

  - Under the Goal 1, a total of ____ projects were completed at the total expenditures of _____ TK.

  - At the end of the fiscal year 2019/20, under the objective 1, a total of ___ projects were successfully completed and met the targets of each outputs. It is also noted that _____ project has exceeded the target initially planned. Therefore the overall objective 1 has met satisfactory.

  - Under the Objective-2, a total of ___ projects planned to be implemented. All ___ projects were completed and met the initial targets. Therefore the objective 2 was fully met its targets by the end fiscal year 2019/20.

- **Summary of overall accomplishment of the projects regarding the Annual Plan Goal 2:**

- **Lessons learned:**

  - The quality of some project proposals from the Unions were poor. They needs to be improved to expedite the processes of tendering and implementation. It is recommended that the Upazila engineer would provide training on formulating project sheet to the officials at Union level.

  - Due to some delay in receiving the first ADP installment, the implementation of the projects was also delayed. It is important that Upazila Parishad would approve the use of the revenue surplus to be utilized for financing some AP project at the beginning of the fiscal year.

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title	Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1	To prevent drop out from school and ensure proper environment for education	Education	1. To provide tiffin box for initiating midday meal in primary schools	Distributing tiffin box among ___ students	___ students	1. Providing tiffin box to different educational institutions in the all Unions in the Upazila	___ students	250,000/ 250,000 (100%)
			2. To provide sports materials to the educational institutions	Purchasing and distributing sports materials among ___ schools	___ schools	1. Distributing sports materials in ___ educational institutions of ___ Union	___ primary schools	100,000/ 100,000 (100%)
						2. Distributing sports materials in ___ educational institutions of ___ Union	___ primary schools	100,000/ 100,000 (100%)
						3. Distributing sports materials in ___ educational institutions of ___ Union	___ primary schools	100,000/ 100,000 (100%)
						4. Distributing sports materials in ___ educational institutions of ___ Union	___ School	100,000/ 100,000 (100%)

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別　冊　資　料　4
Separate Volume 4

Draft Version: **2020022501**

Mid- and Long-term Training Plan
for
Upazila Parishad Functionaries
(2020-2030)

(DRAFT)

National Institute of Local Government (NILG)
Local Government Division
Ministry of Local Government, Rural Development and Cooperatives
Government of the People's Republic of Bangladesh

Supported by

Upazila Integrated Capacity Development Project (UICDP)
Japan International Cooperation Agency

March 2020

Foreword

(message is to be inserted here)

(signature)

Abbreviations and Acronyms

AAO	Assistant Accounts Officer
ADP	Annual Development Program
AP	annual development plan
BRDB	Bangladesh Rural Development Board
CA	Confidential Assistant
DANIDA	Danish International Development Agency
DC	Deputy Commissioner
DDLG	Deputy Director, Local Government
DPHE	Department of Public Health Engineering
DRT	District Resource Team
EALG	Efficient and Accountable Local Governance
FY	Fiscal Year
FYP	Five-Year Plan
GoB	Government of Bangladesh
JICA	Japan International Cooperation Agency
LGD	Local Government Division
LGED	Local Government Engineering Department
LGIs	Local Government Institutions
MDGs	Millennium Development Goals
MoLGRD&C	Ministry of Local Government, Rural Development and Cooperatives
NILG	National Institute of Local Government
SDGs	Sustainable Development Goals
SDC	Swiss Agency for Development and Cooperation
TLD	transferred line department
TNA	Training Needs Assessment
ToR	Terms of Reference
ToT	Training of Trainers
UGDP	Upazila Governance and Development Project
UICDP	Upazila Integrated Capacity Development Project
UNO	Upazila Nirbahi Officer
UZGP	Upazila Governance Project
WG	Working Group

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Executive Summary

This *Mid- and Long-term Training Plan for Upazila Parishad Functionaries* (hereafter the "Training Plan") aims to contribute to the achievement of the mission of Upazila Parishad for 2041 that is set in the *Mid- and Long-term Strategy for Upazila Parishad Governance Improvement* (hereafter the "Strategy") from the capacity development aspect.

In fact, there have been several initiatives to provide capacity development programs to Upazila functionaries by the GoB and different development partners so far in the past. However, the absence of a national framework for capacity development of Upazila Parishad functionaries makes it difficult to determine the capacity development direction to follow and to design training programs in a harmonized and coordinated way with other concerned stakeholders.

As the only mandated local government capacity building institute of Bangladesh, the National Institute of Local Government (NILG) has been providing training courses in different aspects of local governance also for Upazila functionaries so far. Yet, along with the progress of decentralization from the central government to LGIs over the last years, it is expected that the role of the NILG also change to meet the growing needs of Upazila functionaries in the new era.

Based on these background, this Training Plan was formulated with the purposes of; (1) To define the direction of the capacity development of Upazila functionaries from a mid-and long-term perspectives rather than a single year plan, 2) To clarify the role and responsibility of the NILG in strengthening the capacity of Upazila functionaries, and 3) To identify required training courses for Upazila functionaries, under the initiative of the NILG with the guidance of the Local Government Division (LGD), Ministry of Local Government, Rural Development and Cooperatives (MoLGRD&C).

This Training Plan essentially identifies the training courses required by Upazila functionaries that are to be delivered by the NILG on regular basis during the target period of this Training Plan of July 2020 to June 2030. This Training Plan identifies three target groups of Upazila functionaries, namely; (1) Upazila elected representatives, (2) UNO and Upazila officers of the transferred line departments (TLDs), and (3) CAs to Upazila Parishad Chairman and CAs to UNO. In addition to these three groups, members of District Resource Team (DRT) is also a target of the training program in this Training Plan. DRT is formed at each district and firstly receives ToT from the NILG, and then delivers the training to the Upazilas in the district as trainers. It is noteworthy that the Training Plan suggests introducing DRT mechanism to provide trainings to all the Upazilas with the limited resource of the NILG in a short period. It should also be noted that the Training Plan regards CAs as one of the target groups of the training program.

Upazila Parishad election is conducted every 5 (five) years as stipulated in the Upazila Parishad Election Rules. The training courses to Upazila functionaries are provided in line with this five year of Upazila election cycle on regular basis. This Training Plan shows the roadmap and action plans for the implementation of the training delivery with required budget for each fiscal year until 2030.

Training courses for Upazila functionaries shall be delivered with the overall coordination and management of the NILG with mid- and long-term perspective following the roadmap and action plans. This Training Plan also suggest the measures for the NILG to run the training management cycle more efficiently and effectively.

Though the primary responsible entity of the Training Plan is the LGD, NILG is responsible for the implementation of the Training Plan under the necessary guidance and supervision of the LGD.

Chapter 1 Introduction

1.1. Background

1.1.1. Mid- and Long-term Strategy for Upazila Parishad Governance Improvement

Mid- and Long-term Strategy for Upazila Parishad Governance Improvement (hereafter the "Strategy") has been prepared by the Local Government Division (LGD) of the Ministry of Local Government, Rural Development and Cooperatives (MoLGRD&C). Its purpose is to clarify the necessary legal and institutional arrangements for Upazila Parishad to deliver public services at the Upazila level through the comprehensive coordination of all Upazila level development activities. It covers areas such as legal and institutional framework, financial management, development planning, monitoring/ evaluation, capacity development and other key similar important areas.

The Strategy sets the mission of Upazila Parishad for 2041as follows.

> **Mission of Upazila Parishad for 2041**
>
> Public services delivered at the Upazila level are improved through the comprehensive coordination of all Upazila-level development activities through planned and integrated process of all Upazila-level development activities.

The Strategy sets the seven (7) targets described below to evaluate whether the above mission of Upazila Parishad for 2041 can be achieved. Target 7 mentions the training mechanism for the Upazila Parishad.

> **Targets**
> Target 1 Both horizontal and vertical coordination is ensured by Upazila Parishad.
> Target 2 Upazila Committees are well functioning, and contributing to better coordination with transferred line departments.
> Target 3 Upazila Parishads prepare both Five-Year Plans and annual development plans.
> Target 4 Citizens' views are properly reflected to Upazila Parishads' budget as well as development plans (both Five-Year Plans and annual development plans).
> Target 5 Budget and annual financial statement are properly prepared in accordance with the relevant laws and guidelines.
> Target 6 Activities of Upazila Parishads are properly monitored by the concerned wing of LGD.
> Target 7 Training mechanism that covers all Upazila Parishads is established and implemented.

The Strategy sets indicators to confirm whether the targets are achieved. The indicators for Target 7 are set as follows.

> **Indicators for the Target 7**
> 7-1. NILG establishes the training mechanism that covers all Upazila Parishads and LGD approves the mechanism.
> 7-2. All Upazila Parishads receive the necessary training from the GoB.

The Strategy also sets the six (6) strategic components as follows: 1) Legal Framework, 2) Institutional Strengthening, 3) Development Planning, 4) Financial Management, 5) Monitoring and

Evaluation, and 6) Capacity Development. The Strategic Component 6: "Capacity Development" sets the components for the capacity development of Upazila Parishads stakeholders as shown in the table below.

Table 1: Strategic Component 6: Capacity Development of the Strategy

Strategic Component 6: Capacity Development			
(1)	Capacity development of Upazila elected representatives and other stakeholders	6-1.	Develop a capacity development framework for Upazila Parishad, and widely disseminate it to all training institutions.
		6-2.	Provide basic training to all Upazila elected representatives and other stakeholders, and refresher training at the District levels.
(2)	Capacity development of NILG and other training institutions	6-3.	Strengthen the capacity of NILG as the key training institutions responsible for training to LGIs. · Institutional strengthening of NILG · Training program improvement · Arrangement to provide necessary training as many Upazila Parishads as possible · Facility improvement
		6-4.	Formulate the Mid- and Long-Term Training Plan.
(3)	Exploring feasible options for increasing the coverage of training	6-5.	Explore practical ways to increase the training coverage of Upazila Parishad elected representatives and other key stakeholders. · Certification system in which trainers of training institutions and NGOs are trained and certified to provide training to Upazila functionaries · District Resource Teams (DRTs) who will provide training to Upazila functionaries · A short training as an overall orientation to all Upazila elected representatives · Introduction of e-learning system utilizing ICT for LGIs' stakeholders to acquire basic knowledge and information

This Mid- and Long-term Training Plan for Upazila Parishad Functionaries (hereafter the "Training Plan") shall contribute to the achievement of the mission of Upazila Parishad for 2041 that is set in the Strategy from the capacity development aspect. The Training Plan provides the practical measures to achieve the Strategic Components 6: Capacity Development of the Strategy.

NILG formulated its Training Policy and Training Strategy for all the tiers of LGIs and submitted it to the LGD in 2019. This Training Plan that targets Upazila functionaries is placed as a lower level document of them and contributes also to the achievement of the Training Policy and Training Strategy by indicating the direction of the capacity development especially for Upazila functionaries.

1.2. Purpose of the Training Plan

The Training Plan aims to indicate practical directions and actions to be undertaken by the stakeholders for the capacity development of Upazila functionaries to achieve the Strategic Components 6: Capacity Development of the Strategy. The Training Plan situates the National Institute of Local Government (NILG), which is the sole government training institution established to build the capacity of local government institutions (LGIs), as the responsible body to provide regular training programs to Upazila functionaries under the guidance and supervision of the LGD.

The purposes of the Training Plan are as follows:

Purposes of the Training Plan

- To define the direction of the capacity development of Upazila functionaries from a mid-and long-term perspectives rather than a single year plan.

- To clarify the role and responsibility of the NILG in strengthening the capacity of Upazila functionaries.

- To identify required training courses for Upazila functionaries.

1.3. Basic Framework of the Training Plan

1.3.1. Training Targets

To provide training programs effectively and efficiently, target Upazila functionaries are separated into following three (3) groups.

- Upazila elected representatives
- UNO and Upazila officers of the transferred line departments (TLDs)
- CAs[1] to Upazila Parishad Chairman and CAs[2] to UNO

In addition to the above three groups, members of the District Resource Team (DRT) is also a target of the training in this Training Plan. DRT is formed at each district to deliver the training to Upazila functionaries at district HQ. DRT shall firstly receive ToT from the NILG, and then deliver the training to the Upazilas in the District as trainers[3].

Article 15 (3) of the Upazila Parishad Act amended in 2011 stipulates that all Upazilas shall have an Assistant Account Officer (AAO). It seems that AAOs are expected to play a critical role in a Upazila in the area of financial management and accounting, and it is worth considering a training program for them. However, as it is difficult to anticipate when they would be recruited by the government and then deployed to Upazilas during the period of formulation of this Training Plan. Therefore, the Training Plan does not deal with the training program for AAOs. Once the plan of the recruitment and the deployment of AAOs is announced and known to everyone, NILG should then begin the consideration of the inclusion of AAOs as one of the targets of the training for Upazila functionaries without delay in consultation with the LGD.

1.3.2. Scope

Until today, there is no training program covering all the Upazilas on a consistent basis by the GoB, and considering this, it should be regarded as an urgent issue as to how to make NILG provide such a regular training program to Upazila functionaries with its own budget as the apex training institution which is responsible for the capacity building of all the LGIs including Upazila under LGD (as mandated by the National Institute of Local Government Act, 1992). Therefore, this Training Plan essentially identifies the training courses required by Upazila functionaries that are to be delivered

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[1] Official title is "Stenotypist cum Computer Operator". Since the position is commonly known as CA (Confidential Assistant), this Training Plan uses "CA" to mention the position.
[2] Though several staff may work at a UNO's office with different titles, it mentions a staff working under UNO regardless of his/her official title. UNO may appoint one of staff who receives the training if there are some staff working under UNO.
[3] The detail of the mechanism of DRT is mentioned later.

regularly by the NILG keeping in view of the mid- and long-term perspectives. Technical or sector-specific training programs that may be provided by other training institutions are outside the scope of this Training Plan.

This Training Plan also specifies the training delivery mechanism for the identified training courses to be delivered regularly in a sustainable manner with a clearly laid down roadmap and action plans for the NILG.

1.3.3. Target Period

The target period for the implementation of this Training Plan is between July 2020 and June 2030. The contents of the Training Plan may be amended flexibly according to the changes of the circumstances and based the policy priorities of the GoB. As the target period of the Strategy is from July 2019 to June 2041, it is recommended that another Training Plan for the next decade is prepared in 2030 as the replacement of this Training Plan.

Annual Training Schedule of the NILG should be prepared based on this Training Plan.

1.3.4. Responsible Entity

The primary responsible entity of the Training Plan is the LGD. NILG is responsible for the implementation of the Training Plan under the necessary guidance and supervision of the LGD. The progress of the implementation of the Training Plan will be monitored by the Strategy Implementation Committee that is established in the LGD to monitor the progress of the implementation of the Strategy[4].

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[4] WG for the Implementation of the Training Plan established in the NILG shall report the progress of the implementation of the Training Plan to the Strategy Implementation Committee. The detail is described in the Chapter 4.

Chapter 2 Situation Analysis

2.1. Overview of the Capacity Development of Upazila Functionaries

Elected representatives of a Upazila Parishad and its functionaries, particularly government officers of the transferred line departments are basically entrusted to work for the development of Upazila as a whole. There are increasing expectations to their performance and ability to respond more efficiently and effectively to the development needs of the citizens of the Upazila through the coordination with other stakeholders in complex and challenging environment. Thus, the capacity development of elected representatives as well as officers of transferred line departments is a crucial important and urgent issue.

However, training of those personnel is still inadequate and there is a lot of room for improvement in the training system. There is no regular training for Upazila functionaries and irregular training opportunities are made available to them mainly through government projects with support of the development partners and occasionally some training programs are organized by some government training institutions. In the absence of a mid- and long-term comprehensive training plan of the government for Upazila functionaries, such projects and government training institutions need to determine training areas and trainees based on their respective need assessment and expertise of their own. They also need to consider project objectives and design, and financial and human resources available to them without enough coordination with other stakeholders in most cases. Consequently, training is generally provided on an ad-hoc basis and on a limited scale in terms of duration and coverage of trainees without considering the real needs at the field situation and the sustainability of the training program.

2.2. Capacity Development Initiatives for Upazila Functionaries to Date

There is a commonly held view that it is important to develop the capacity of elected representatives and other functionaries who are the key resources of Upazila for ensuring good governance. Keeping this realization in mind, several initiatives aiming at the capacity development and improvement of good governance at the Upazila level have been implemented by the GoB in collaboration with some development partners in recent years in Bangladesh.

In the recent past, the Upazila Governance Project (UZGP) (2011-2017) supported by the UNDP and others demonstrated the successful implementation of enhanced ADP in several pilot Upazilas. It also initiated overall capacity development for Upazila Parishad members and key transferred line department officers and supported formulation and implementation of Upazila long-term development plans. It aimed to strengthen Upazila Parishads as an effective tier of local government through capacity building, policy support and ensuring participatory citizen engagements in local development, effective service delivery and attainment of the then Millennium Development Goals (MDGs). UZGP supported Upazila functionaries to equip the capacity to perform their mandated responsibilities effectively.

Upazila Governance and Development Project (UGDP) (2016-2021), a Yen loan project financed by JICA, is being implemented to enhance the capacity of Upazila Parishad to deliver more effective and responsive public services to citizens through providing additional development funds and a series of capacity development opportunities to concerned stakeholders. It is an important project supporting Bangladesh's comprehensive decentralization measures that strengthen Upazila, as a pivotal local government institution, promotes need-based rural infrastructure development by Upazila Parishad and ensures closer linkage between Upazila and Union as well as between local government institutions and line departments to provide better service delivery to the local communities. The

project will gradually cover all the 492 Upazilas. UGDP conducted "Basic Training on Upazila Parishad Plan and Service Delivery for Upazila Parishad Functionaries" for elected representatives of Upazila Parishads in 2019. This training program was attended by Union Parishad Chairmen, UNOs, and other TLD officers of all the 492 Upazilas (12 personnel from each Upazila). This was the only comprehensive training program for Upazila functionaries on Upazila governance that covers all the Upazilas across the nation at the timing of the formulation of this Training Plan.

Upazila Integrated Capacity Development Project (UICDP) (2017-2022), the JICA assisted technical assistance project, is being implemented in ten (10) pilot Upazilas of nine (9) districts under (8) eight Divisions since August 2017. The core objective of the project is to establish a framework to improve "comprehensive coordination capacity" of Upazila Parishad, i.e., capacity of Upazila Parishad to formulate and implement a Upazila development plan (both Five-Year Plan (FYP) and annual development plans (AP)) in coordination with all the stakeholders including Union Parishads, Paurashavas and transferred line departments. The main focus of the project is that citizens' needs are reflected in FYP, which would be a basis to formulate an AP of the Upazila Parishad and the needs of each sector is expected to be properly integrated in the said plan. The project will continue up to July 2022.

Efficient and Accountable Local Governance (EALG) (2017-2022) is a project implemented by UNDP in collaboration with SDC and DANIDA aiming at the strengthening the capacities of local government and other stakeholders to foster participatory local government service delivery for the SDGs. EALG has three components, namely, 1) Inclusive and Accountable Upazila Parishad (IAUZP), 2) Sustainable and Democratic Union Parishad (SDUP), and 3) Policy for Effective Local Governance (PELG). Among the three components, IAUZP especially targets strengthening governance framework of Upazila Parishad for inclusive, effective and accountable planning and improved service delivery. EALG is operating in sixteen (18) Upazilas where it is piloting different governance improvement related initiatives.

In fact, different projects are providing a variety of training-related assistance to Upazila functionaries as per their objectives. However, it seems that the absence of a national framework for capacity development of Upazila Parishad makes it difficult for the GoB and development partners to determine the capacity development direction to follow and to design capacity development program in a harmonized and coordinated way with other concerned stakeholders.

2.3. Current Situation of NILG and its Challenges

The National Institute of Local Government (NILG) was established as the Local Government Institute by the then East Pakistan Government in 1969, and reformed it into the National Institute of Local Government in 1980 by the GoB. It is now governed by a board of directors formed under National Institute of Local Government Act, 1992. The NILG is the only mandated local government capacity building institute of Bangladesh, which promotes training and research activities to make the local government strong, effective, dynamic and service oriented. The main objective of the NILG is to improve the knowledge, skill and attitude of the local government functionaries by providing professional training. In fact, the NILG has been providing training in different aspects of local governance for elected representatives and functionaries of LGIs since its inception.

Along with the progress of decentralization from the central government to LGIs over the years, it is expected that the role of the NILG also change to meet the requirements of the GoB and LGIs of the new era. The major challenges that NILG is currently facing are described below.

(1) Large Number of the Target Trainees of LGIs

One of the major challenges of the NILG is that the large number of target trainees who the NILG is mandated with in order to deliver training. Bangladesh has five (5) tiers of LGIs (i.e., Union Parishad,

Upazila Parishad, Zila (District) Parishad, Paurashava, and City Corporation), and the NILG is expected to deliver training to the elected representatives, officers and staff who are working at these LGIs. Considering the limited resources (faculty, classroom, accommodation, etc.) of the NILG, it is a serious challenge for the NILG to allocate their limited resources to the areas that need improvement urgently with the prioritization of LGIs and their trainees. In order to increase the coverage of the training, it is an option to consider alternative mechanisms of training delivery, such as: 1) certification system in which trainers of training institutions are trained and certified to provide training to Upazila functionaries, and 2) District Resource Teams (DRTs) formed at district level and provide training to Upazila functionaries for instance.

(2) Training Planning with Mid- and Long-term Perspectives

It is necessary for the NILG to have mid- and long-term training plan for each LGI (Union Parishad, Upazila Parishad, Zila Parishad, Paurashava, and City Corporation) with a view to ensure the proper resource allocation and the planned training management of the NILG. The absence of mid- and long-term training plans result in the current training delivery of the NILG on ad-hoc basis by merely responding to the request of the LGD and/or development partners in most of the cases except the training to Union Parishad that is delivered on regular basis. The core training on the basics of local governance should be delivered to elected representatives and other functionaries of the respective LGIs by the NILG on a regular basis so that they can maintain their knowledge base at a certain required level to perform their designated duties. For the delivery of effective training opportunity to all the tiers of LGI, the NILG needs to plan training program from a mid-and long-term perspective with a mid-and long-term training plan rather than a single year perspective.

(3) Strengthening of Training Cycle Management

The most important function of the NILG is to manage the training program properly. The training management cycle includes five (5) steps, they are: 1) Analysis, 2) Design, 3) Development, 4) Implementation, and 5) Evaluation. The faculty members of the NILG need to pay more attention not only to the "Implementation" but also to the other processes of the training management cycle for the improvement of training programs. Recognition of the training cycle as a series of continuous processes of training management and its improvement as a NILG-wide initiative will lead to the efficient training delivery with uniformed and standardized way.

2.4. Required Capability and Training Needs of Upazila Functionaries

2.4.1. Capability Needed for Upazila Functionaries

Article 23 and Schedule 2 of the Upazila Parishad Act 1998, promulgated in 2009, and its subsequent amendments in 2011 and 2015 stipulated eighteen (18) specific functions of Upazila Parishad. Three (3) other functions were added according to the LGD circular issued in November 2011. The specific functions of Upazila Parishad are as shown in the box below.

Table 2: Specific Functions of Upazila Parishad

1.	Formulation of five-year plan and other development plan of various terms.
2.	Implementation of the programs of various government departments transferred to Upazila Parishad, and supervision and coordination among the departments' programs.
3.	Construction, repair and maintenance of inter-union link roads.
4.	Adaptation and implementation of small-scale irrigation projects, in accordance with the directions of the Government, for the purpose of the best utilization of the surface water.
5.	Ensuring the services of public health, nutrition and family planning.

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6. Improvement of sanitation and sewerage systems, and adoption of proper measures for supplying safe drinking water.

7. (a) encouraging and facilitating the extension of education at the Upazila level, (b) supervising and supporting related institutions to improve the quality of secondary and madrasah education.

8. Taking initiative for the establishment and extension of small and cottage industries.

9. Supporting and coordinating the activities of cooperative societies and non-government voluntary organizations.

10. Supporting and implementing the programs of women, children, social welfare, youth, sports and cultural activities.

11. Adopting and implementing programs for the development of agriculture, livestock, fisheries and forest resources.

12. Review of the activities of the police department along with the development of law and order situation in the Upazila, and sending reports regularly by the Chairman to the higher authorities.

13. Adopting and implementing own programs to generate self-employment and reduce poverty, while providing necessary assistances for the implementation of other Government programs in this realm.

14. Coordinating, monitoring and supporting the development activities undertaken by Union Parishads.

15. Generating public opinion and taking other preventive measures to resist the crimes against women and children, etc.

16. Creating public awareness and taking other preventive measures against the crimes of terrorism, theft, robbery, smuggling, abuse of drugs, etc.

17. Undertaking social forestry and other programs with the aims of preservation and development of the environment.

18. Other activities assigned by the government from time to time.

19. Coordination of all activities related to disaster management.

20. Cooperation with other institutions engaged in activities similar to those of Upazila Parishad.

21. Introducing and encouraging e-governance.

Source: Translation from 1) Upazila Parishad Act promulgated in 2009, and its amendment in 2011 and 2015,
2) LGD circular issued in November 2011

Among the functions listed above, 1, 2, and 14 need to be emphasized as not-sector specific general functions of Upazila Parishad. Supposing that the capacity of Upazila Parishad is not sufficient to perform these functions as required by the Upazila Parishad Act, filling this gap should be the primary goal of the capacity development of Upazila functionaries.

More specifically, the fundamental capabilities needed for a Upazila Parishad are specified in the Table 3.

Table 3: General Capability Needed for Upazila Parishad

- Prepare development plans including Five-Year Plans (FYP) and annual plan (AP), and implement it.

- Implement, supervise and coordinate the programs of the activities of transferred line departments. [Horizontal Coordination]

- Coordinate and assess the development programmes undertaken by Union Parishads and provide them with necessary cooperation. [Vertical Coordination]

2.4.2. Training Needed for Upazila Functionaries

(1) Training Needed for Upazila Elected Representatives

Upazila elected representatives tend not to be necessarily familiar with the mandate of Upazila Parishad. Since they are elected by Upazila election conducted every five years and their backgrounds (education level, work experience, etc.) are different, it is necessary to consider that there is a gap in their knowledge of the public administration of Upazila.

Primary responsibility of elected representatives is to make decisions through discussions at the Upazila Parishad meetings. As the decisions of the Upazila Parishad are implemented by UNO and concerned transferred line department officers, elected representatives are not necessarily required to be familiar with the detailed practical procedure of the implementation of the activities. Therefore, training to Upazila elected representatives should focus more on the important Acts and rules on Upazila Parishad and the basic matters of Upazila governance so that they understand what they are expected to do as elected representatives of the Upazila Parishad.

(2) Training Needed for UNO and other Officers of Transferred Line Departments

On the other hand, since UNO and transferred line department officers in a Upazila are expected to implement development activities based on the development plans prepared by the Upazila Parishad paying attention to the horizontal and vertical coordination, their training needs to be more practical so that they can carry out their mandated duties without any uncertainty and confusion.

For this reason, practical procedures for the formulation and the implementation of development plans should be taught in the training to UNO and transferred line departments officers.

(3) CA to Upazila Parishad Chairman / CA to UNO

As CAs tend to be playing an important role in the governance of a Upazila, it is reasonable to consider CAs as one of the target groups of the training program meant for Upazila functionaries. Not like UNO and other officers of transferred line departments, CAs to UNO remain in the Upazila comparatively longer period and accumulate the Upazila specific knowledge though he/she is transferable to other Upazilas. CAs to Chairman are never transferred to any other Upazilas as he/she is a staff of a particular Upazila Parishad. Training to CAs should be designed as they can apply their accumulated knowledge for effective and efficient Upazila management to support Chairman and UNO, but not only giving the general idea of office management.

Chapter 3   Training Strategies

3.1.   Capacity Development Goal, Objectives, and Strategies for the Capacity Development of Upazila Functionaries

The Training Plan sets the structure of the goal, the objectives, and the strategies for the capacity development of Upazila functionaries as its framework. Relations among the goal, the objectives, and the strategies are shown in the Figure below.

Goal
Situation to be realized at 2030

Objectives
Directions of the plan to realize the Goal by 2030

Strategies
Key measures to be implemented by NILG to achieve the targets by 2030

Figure 1: Goal, Objectives and Strategies for the Capacity Development of Upazila Functionaries

3.1.1.   Capacity Development Goal

The capacity development goal for Upazila functionaries for 2030 is set as follows.

> **Capacity Development Goal for Upazila Functionaries for 2030**
>
> Elected representatives of Upazila Parishads understand their roles and responsibilities, and implement development activities in collaboration with UNO and other officers of transferred line departments.

3.1.2.   Capacity Development Objectives

The capacity development targets for Upazila functionaries for 2030 are set as follows.

Objective 1	Training programs on basic laws and rules related to Upazila Parishad are provided to Upazila elected representatives in a timely manner in their term of service.
Objective 2	Training programs on the implementation of the activities of Upazila Parishad including development planning are provided to Upazila transferred line department officers and CAs.

Objective 3	Coordination mechanism is established through the formulation and implementation of development plans such as Five-Year Plan and annual development plan at the Upazila level.
Objective 4	NILG functions as a responsible training body to provide quality training to Upazila functionaries with the cooperation from other training institutions and local administrations.

3.1.3. Capacity Development Strategies

The capacity development strategies for Upazila functionaries for 2030 is set as follows.

Strategy 1	Provide orientation and refresher training on important laws and rules related to Upazila Parishad including preparation and implementation of development plans to elected representatives in a timely manner.
Strategy 2	Provide training on the implementation of the activities of Upazila Parishad including development planning to UNO and other officers of transferred line departments, and CAs through the cooperation from other training institutions and local administrations.
Strategy 3	Diversify the training provision mechanism to cover all the Upazilas in an effective and efficient way.
Strategy 4	Improve the efficiency of the training management cycle at the NILG.

The details of the above strategies are described in the sections hereafter.

3.2. Training to District Resource Teams (DRTs) [Strategy 1 / Strategy 2 / Strategy 3]

3.2.1. Overview

Given its limited resources, NILG is not in a position to provide training to 492 Upazilas all over the country directly by themselves, and therefore an alternative mechanism that will make it possible for them to deliver training to Upazilas in an efficient method is required. The most effective way to overcome the problem of the scarce resources of the NILG, District Resource Team (DRT) mechanism is adopted based on the following considerations.

- Upazila Resource Team (URT) mechanism was adopted in 2011 to provide training to all the elected representatives and officers of Union Parishads through URT consisted of 12 Upazila officers headed by UNO. Lessons learned from the experience of the URT mechanism can be utilized to make the DRT mechanism effective.
- Decentralization of training delivery may contribute to the discussion of an idea of the establishment of "regional training institutes for local government" to provide training to elected representatives and officers of LGIs more effectively and frequently at regional level.
- Gathering at district office for training purpose may promote the discussions among Upazilas in a same district for horizontal coordination to solve district-wide issues, and also the

discussion between a district and Upazilas in a same district for vertical coordination.
- It can be a good opportunity for district officers to grasp the situation of respective Upazilas in the district and to contribute to the strengthening of the tie between district and Upazilas for mutual cooperation for planning, implementation and monitoring of development activities in the district and Upazilas.

Under the District Resource Team (DRT) mechanism, District Resource Teams (DRTs) will receive ToT from the NILG and then DRTs in turn deliver the training to the Upazilas in their respective districts. DRT is composed of 14 district officers headed by Deputy Director, Local Government (DDLG). Though DC (Deputy Commissioner) is not a member of DRT, DC shall provide necessary advices and support to the DRT as an advisor. The figure below shows the overview of the DRT mechanism.
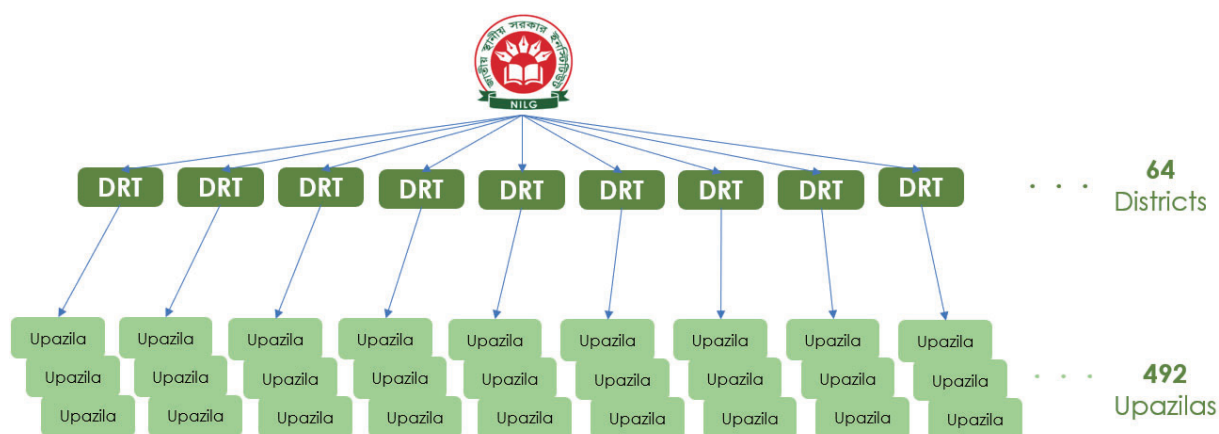
Figure 2: Overview of the DRT Mechanism

The target of the training is fourteen (14) district officers. The ToT to all the DRTs of whole 64 districts is conducted: 1) in the previous year of the Upazila election, and 2) in the second year from the Upazila election. The following figure shows the overview of the timing of the implementation of ToT to DRTs.
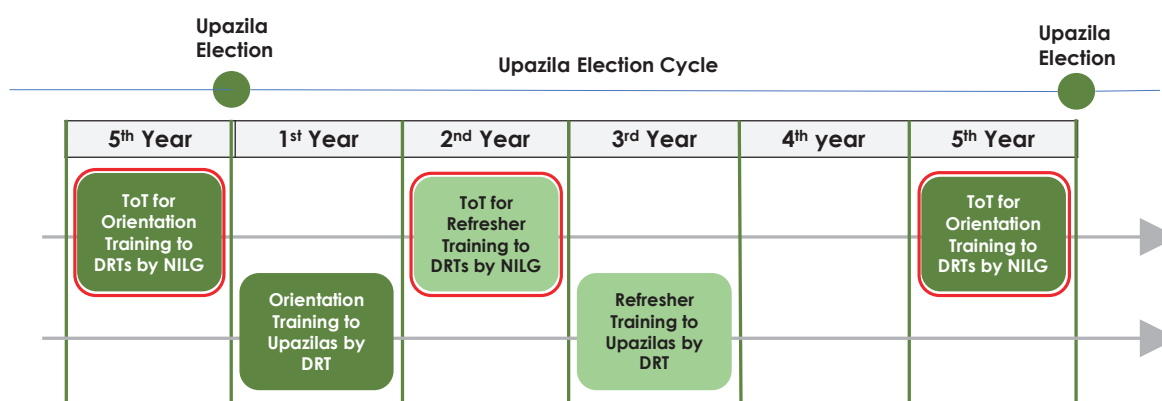
Figure 3: Overview of the Timing of the Implementation of ToT to DRTs

3.2.2. Target

The target of the training is the following fourteen (14) officers of district offices.

1. Deputy Director, Local Government (DDLG)
2. Additional Deputy Commissioner (General)
3. Deputy Director, Agriculture

4.	Executive Engineer, LGED
5.	Executive Engineer, DPHE
6.	Civil Surgeon
7.	Deputy Director, BRDB
8.	District Education Officer
9.	District Primary Education Officer
10.	District Relief and Rehabilitation Officer
11.	District Women Affairs Officer
12.	Deputy Director, Social Welfare
13.	Deputy Director, Youth Development
14.	Additional Superintendent of Police (nominated by Superintendent of Police)

As the number of Upazila is 64 as of December 2019, the total number of the trainee is 896 persons (14 district officers x 64 districts). Supposing that 42 trainees (3 districts) are accommodated in a class, twenty-two (22) batches can cover all the districts.

3.2.3. Achievement Goal of the Training

By attending the training courses, the members of DRTs are expected to achieve the following goal.

Table 4: Achievement Goal of the Training for DRTs

- District Resource Teams (DRTs) composed of 14 District officers gain necessary knowledge and skill to perform as trainers for the training to Upazila functionaries.

3.2.4. Training Provider and Venue

The training is provided by the NILG faculty and the outside resource persons who have expert knowledge and/or professional experience in the training areas and topics of the training course.
The training is conducted at the NILG by inviting 14 district officers from each district.

3.2.5. Training Course and Contents

Two (2) ToT courses are provided to DRTs. The duration of the training is three (3) days for the ToT for Orientation Training and two (2) days for ToT for the Refresher Training.

Table 5: Title of the ToT Courses for DRTs and its Duration

Training Course Title	Duration
ToT for Orientation Training for Upazila Functionaries	3 days
ToT for Refresher Training for Upazila Functionaries	2 days

Training areas and topics taught in the ToT courses are shown in the table below. Detailed training contents for each area and topic should be elaborated when developing training materials and/or developing training courses.

Since the training areas and topics are not static, they may be revised according to the change of the knowledge level and the needs of elected representatives, UNOs and other officers of the TLDs and the policy priorities of the GoB.

Table 6: Training Areas and Topics of the ToT for DRT

	Areas		Topics
1	Upazila Parishad and the Local Government System	1-1	Local Government System of Bangladesh
2	Act and Rules of Upazila Parishad	2-1	Constitution, and Upazila Parishad Act, 2009; amended, 2011; and 2015
		2-2	Introduction to Upazila Parishad Rules [e.g.] ・Upazila Parishad (Activities Implementation) Rule, 2010 (Amended, 2010) ・Upazila Parishad Budget (Preparation and Approval) Rule, 2010 ・Upazila Parishad Chairman and Vice-Chairman (Duties, Responsibilities and Financial Benefit) Rule, 2010 (Amended 2017)
3	Upazila Parishad Administration	3-1	Composition of Upazila Parishad
		3-2	Charter of Duties of Chairman and Vice Chairs
		3-3	Conduct of Meetings: 1. Upazila Parishad Meeting 2. Upazila Committee Meeting
		3-4	Vertical and Horizontal Coordination with other LGIs
4	Financial Management	4-1	Budget Formulation and Execution
		4-2	Public Procurement and Tender Process
		4-3	Accounting and Auditing
		4-4	Financial Statement
		4-5	Basic Ideas on Upazila Financial Management using iBAS++
5	Development Planning	5-1	National Plans [e.g.] ・Perspective Plan 2010-2021 ・Seventh Five-Year Plan FY2016-2020 ・Annual Development Programme ・Vision 2021
		5-2	Formulation, Implementation and Monitoring of Five-Year Development Plan (FYP)
		5-3	Formulation, Implementation and Monitoring of Annual Plan (AP)
6	National Policy Instruments for Good Governance	6-1	Five Policy Instruments of the GoB 1. GRS (Grievance Redress System) 2. Citizen's Charter 3. NIS (National Integrity Strategy) 4. RTI (Right to Information) 5. APA (Annual Performance Assessment)
7	Training Methods and Tools	7-1	Facilitation Methods and Tools
		7-2	Presentation Methods and Tools

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3.2.6. Necessary Arrangement for the Delivery of the Training Program and its Monitoring

After receiving ToT at the NILG, DRTs are expected to deliver training to the Upazilas as trainers in the next fiscal year in principle. The actions need to be taken by DDLG for the arrangements of the training to Upazilas are summarized in the table below. The status of the progress of the preparation and the implementation of the training to Upazilas are monitored by the NILG and reported to the LGD regularly. DDLGs are assigned with the primary responsibility on the whole coordination and arrangements of the training at the Upazila level with necessary budget for the implementation of the training which will be transferred by the NILG.

Table 7: Actions to be taken by DDLG for the Arrangements of the Training at Upazila level

Actions to be taken	Remarks
1. Preparation	
1) Set dates and venue of training delivery considering the availability of DRT members, participants from Upazilas and venue.	· Upazilas may be separated into two (2) batches or more considering the capacity of a class.
2) Form a training delivery team from the members of the DRT who received ToT at the NILG considering his/her availability and the capacity/experience.	· All the maximum fourteen (14) officers of DRT may not be necessarily included in the training delivery team. DDLG picks up some officers and form a training delivery team.
3) Discuss among the training delivery team and decide who take which sessions.	· Resource persons may be invited from outside if available.
2. Implementation	
1) Conduct the training.	· Each session should be delivered according to the contents and method shown at the ToT by the NILG. · NILG faculty may be invited to support delivering of lectures.
3. Monitoring and Evaluation	
1) Ask the participants to evaluate the training course.	· The result of the evaluation is used for the improvement of the next program. · The summary of the evaluation is submitted to the LGD with the training implementation report. The report is shared also with the NILG for further improvement of the whole training program.
2) As the follow-up training at the Upazila level, DDLG will monitor the status of the formulation of development plans (FYP and AP) of the Upazilas in his/her jurisdiction and provide necessary instructions and guidance for it.	· The status of the formulation of development plans (FYP and AP) of the Upazilas shall be reported to the MIE Wing of the LGD by DDLG.

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3.3. Training to Elected Representatives, and UNOs/other Officers of Transferred Line Departments [Strategy 1 / Strategy 2 / Strategy 3]

3.3.1. Overview

UNO and other officers of the transferred line departments (TLDs) should receive training together with three (3) elected representatives (i.e. Chairman, Vice-Chair, and Female Vice-Chair) from DRTs that have received ToT from the NILG. It is expected that both elected representatives and UNO/other officers of the TLDs have a sense of teambuilding and working for the people of the Upazila by receiving the training together and acquire same knowledge base. The training to Upazilas by DRTs is delivered in the first year of the Upazila election (Orientation Training), and the third year of the Upazila election cycle (Refresher Training).
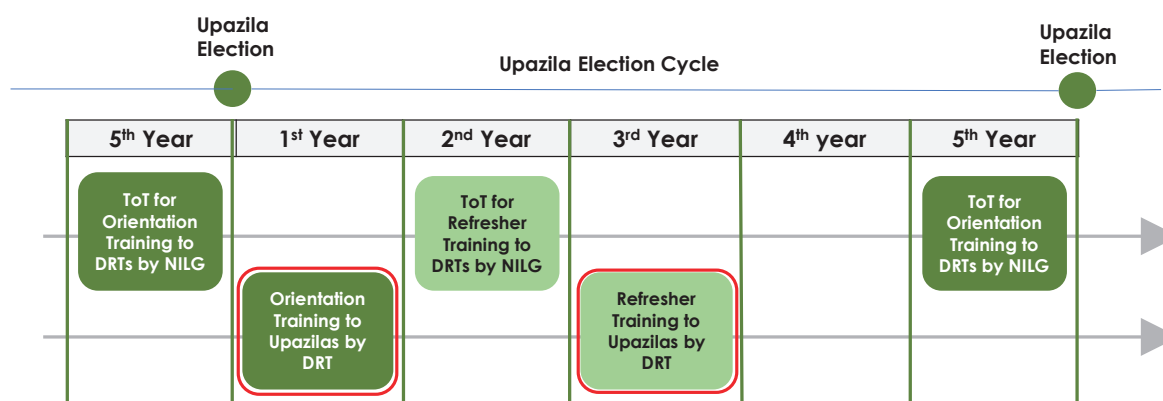
Figure 4: Overview of the Timing of the Training to Upazilas from DRT

3.3.2. Target

The targets of the training are three (3) elected representatives, UNO, Upazila Engineer (LGED), and other four (4) officers of the transferred line departments. UNO identifies other 4 officers considering the expected contribution for the formulation, implementation and monitoring of development plans.

1. Upazila Parishad Chairman
2. Upazila Vice-Chair
3. Upazila Female Vice-Chair
4. Upazila Nirbahi Officer
5. Upazila Engineer (LGED)
6.
7. *UNO identifies other 4 officers considering the expected contribution for the formulation, implementation and monitoring of development plans.*
8.
9.

The number of Upazilas is not same for all districts, though there are around 8-10 Upazilas in a typical district. The training may be conducted at one time by inviting all the Upazilas in the district or conducted in two times by inviting two groups of Upazilas separately depending on the number of the trainees.

3.3.3. Achievement Goal of the Training

By attending the training courses, elected representatives, and UNO / other officers of transferred line departments are expected to achieve the following goals.

Table 8: Achievement Goal of the Training for elected representatives and UNO /TLD officers

> • Elected representatives, and UNOs / other officers of transferred line departments gain necessary knowledge on the basics of Upazila public administration and understand the practical procedure of development planning (formulation, implementation and monitoring).

3.3.4. Training Provider and Venue

The training is delivered by DRTs at the district level where the Upazila exists. DDLG forms a training delivery team from the district officers who received ToT from the NILG. The training delivery team composed of some district officers will provide the training to Upazilas. DDLG may request the NILG to dispatch faculty members or request outside resource persons who have expert knowledge and/or professional experience in the training areas and topics to deliver lectures.

The training is conducted at the district office or another venue available in the district.

3.3.5. Training Course and Contents

Two (2) training courses should be provided to elected representatives and UNOs / TLD officers. The duration of the training is three (3) days for the Orientation Training, and two (2) days for the Refresher Training.

Table 9: Title of Training Courses for Elected Representatives and UNO / TLD Officers, and its Duration

Training Course Title	Duration
Orientation Training for Upazila Functionaries	3 days
Refresher Training for Upazila Functionaries	2 days

Training areas and topics of the training are shown in the table below. Detailed training contents for each area and topic should be considered when developing the training materials and/or developing training courses.

Since the training areas and topics are not static, they may be revised depending on the changes in the knowledge level and the needs of the elected representatives, UNOs and other officers of the TLDs and the policy priorities of the GoB.

Table 10: Training Areas and Topics of the ToT on Basics of Upazila Governance for DRTs

	Areas		Topics
1	Upazila Parishad and the Local Government System	1-1	Local Government System of Bangladesh
2	Act and Rules of Upazila Parishad	2-1	Constitution, and Upazila Parishad Act, 2009; amended, 2011; and 2015
		2-2	Introduction to Upazila Parishad Rules [e.g.] ・Upazila Parishad (Activities Implementation) Rule, 2010 (Amended, 2010) ・Upazila Parishad Budget (Preparation and Approval) Rule, 2010 ・Upazila Parishad Chairman and Vice-Chairman (Duties, Responsibilities and Financial Benefit) Rule, 2010

	Areas		Topics
			(Amended 2017)
3	Upazila Parishad Administration	3-1	Composition of Upazila Parishad
		3-2	Charter of Duties of Chairman and Vice Chairs

		3-3	Conduct of Meetings:
			   1. Upazila Parishad Meeting
			   2. Upazila Committee Meeting

		3-4	Vertical and Horizontal Coordination with other LGIs
4	Financial Management	4-1	Budget Formulation and Execution
		4-2	Public Procurement and Tender Process
		4-3	Accounting and Auditing
		4-4	Financial Statement
		4-5	Basic Ideas on Upazila Financial Management using iBAS++
5	Development Planning	5-1	National Plans [e.g.] ・Perspective Plan 2010-2021 ・Seventh Five-Year Plan FY2016-2020 ・Annual Development Programme ・Vision 2021
		5-2	Formulation, Implementation and Monitoring of Five-Year Development Plan (FYP)
		5-3	Formulation, Implementation and Monitoring of Annual Plan (AP)

6	National Policy Instruments for Good Governance	6-1	Five Policy Instruments of the GoB
			   1. GRS (Grievance Redress System)
			   2. Citizen's Charter
			   3. NIS (National Integrity Strategy)
			   4. RTI (Right to Information)
			   5. APA (Annual Performance Assessment)

3.4. Training to CAs to Upazila Parishad Chairman / CAs to UNO [Strategy 3]

3.4.1. Overview

The training to CAs to Upazila Parishad Chairman / CA to UNO will be conducted centrally at the NILG by inviting two (2) CAs from each Upazila from across the country. Though they are permanent staff of Upazila, their training are conducted with the five-years cycle in line with the training provided to elected representatives, UNOs, and other officers of TLDs so that they can support the Upazila Parishad effectively with the similar up-dated knowledge base on the basic of Upazila administration. CAs shall have a chance to receive two (2) times of training during five years of the Upazila election cycle. CAs firstly receive "Upazila Office Management (Regular Training)" after the Upazila election and then receive "Upazila Office Management (Refresher Training)" in the third year of the Upazila election cycle.

Figure 5 shows the overview of the training to CAs to Upazila Parishad Chairman / CAs to UNO.
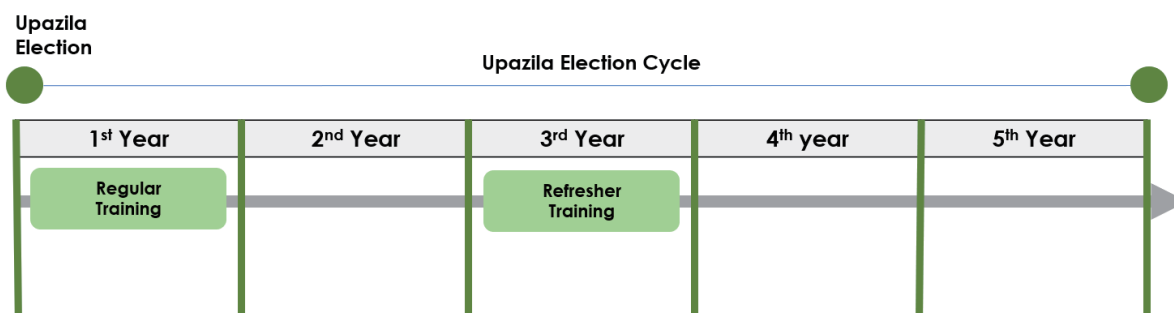
Figure 5: Overview of the Training to CAs to Upazila Parishad Chairman / CAs to UNO

3.4.2. Targets

The targets of the training are the following two (2) CAs from a Upazila. Though the titles may be different by Upazilas, two (2) key Upazila staff working under Chairman and UNO respectively are the target of the training.

1. CA to Upazila Parishad Chairman 2. CA to UNO

As the number of Upazila is 492 as of December 2019, the total number of the trainee is 984 persons (2 CAs x 492 Upazilas).

Supposing that 50 trainees (25 Upazilas) are accommodated in a class, 20 batches can cover all the Upazilas, however, the detailed course design should be considered with other factors right before the time of the commencement of the training program.

3.4.3. Achievement Goal of the Training

By attending the training courses, CAs are expected to achieve the following goal.

Table 11: Achievement Goal of the Training for CAs

• CAs gain necessary knowledge and skill for the office management so that they can support Upazila Parishad Chairman and UNO in efficient and effective manner.

3.4.4. Training Provider and Venue

The training is provided by the NILG faculty and the outside resource persons who have expert knowledge and/or professional experience in the training areas and topics.
The training is conducted at the NILG by inviting CAs in different batches.

3.4.5. Training Courses and Contents

Two (2) types of the training courses, namely, "Upazila Office Management (Regular Training)" and "Upazila Office Management (Refresher Training)" are provided to CAs to Upazila Parishad Chairman / CAs to UNO. The duration of the training are 3 days for the Regular Training and 2 days for the Refresher Training.

Table 12: Title of the Training Courses for CA to Upazila Parishad Chairman / CA to UNO and their Duration

Title of Training Courses	Duration
Upazila Office Management (Regular Training)	3 days
Upazila Office Management (Refresher Training)	2 days

Training areas and topics of the CAs are shown in the tables below. Detailed training contents for each area and topic should be considered when developing training materials and/or developing a training course.

Since the training areas and topics are not static, they may be varied according to the change of the knowledge level and the needs of CAs and the policy priorities of the GoB.

Table 13: Training Areas and Topics of the Regular Training on Upazila Office Management for CAs

	Area		Topics
1	Upazila Parishad and the Local Government System	1-1	Constitution, Upazila Parishad Act, 2009; amended, 2011; and 2015
		1-2	Introduction to Upazila Parishad Rules [e.g.] ・Upazila Parishad (Activities Implementation) Rule, 2010 (Amended, 2010) ・Upazila Parishad Budget (Preparation and Approval) Rule, 2010 ・Upazila Parishad Chairman and Vice-Chairman (Duties, Responsibilities and Financial Benefit) Rule, 2010 (Amended 2017)
2	Upazila Parishad Administration	2-1	Function of Committees and Upazila Parishad Meeting
3	Financial Management	3-1	Budget Formulation and Execution
		3-2	Public Procurement and Tender Process
		3-3	Accounting and Auditing
		3-4	Financial Statement
		3-5	Basic Ideas on Upazila Financial Management using iBAS++
4	Development Planning	4-1	Formulation, Implementation and Monitoring of Five-Year Development Plan (FYP)
		4-2	Formulation, Implementation and Monitoring of Annual Plan (AP)
5	Office Management	5-1	File Management and Records Keeping (With Practice)
		5-2	Conduct of Meetings: Upazila Parishad, Upazila Committees, etc. (With Practice)
6	Overview on ICT Based Office Management	6-1	e-filing
7	National Policy Instruments for Good Governance	7-1	Five Policy Instruments of the GoB 1. GRS (Grievance Redress System) 2. Citizen's Charter 3. NIS (National Integrity Strategy)

Area	Topics
	4. RTI (Right to Information)
	5. APA (Annual Performance Assessment)

3.5. Improvement of the Efficiency of the Training Management Cycle at the NILG [Strategy 4]

Strategy 1, Strategy 2, and Strategy 3 of this Training Plan identify the following regular training courses.

Table 14: List of the Regular Training Course for the Upazila Functionaries

Targets	Training Course Name
District Resource Teams (DRTs)	ToT for Orientation Training
	ToT for Refresher Training
Elected Representatives, UNOs and transferred line department officers	Orientation Training
	Refresher Training
CAs to Upazila Parishad Chairman, and CAs to UNO	Upazila Office Management (Regular Training)
	Upazila Office Management (Refresher Training)

The above regular training courses for Upazila functionaries are expected to be managed by the NILG with mid- and long-term perspective following the roadmap as described in Chapter 5 in this Training Plan. Considering that the NILG is mandated to deliver training not only to Upazila but to five different tiers of LGIs (i.e., Union, Upazila, Zila, Paurashava, and City Corporation) with its limited resources, it seems necessary for the NILG to consider the measures to run the training management cycle more efficiently and effectively. In this section, the recommended measures for the NILG to run training management cycle more efficiently and effectively are described.

3.5.1. ADDIE Model for Instructional Systems Design (ISD) Framework

The ADDIE Model is commonly used framework by training developers for instructional system design (ISD). It has five phases: i.e., Analysis, Design, Development, Implementation, and Evaluation. In order to identify the challenges for the NILG to improve the efficiency of the training management cycle, ADDIE Model is applied as the base of the discussion in this section. It should be noted that the ADDIE model is a continuous process for the improvement of a training program.
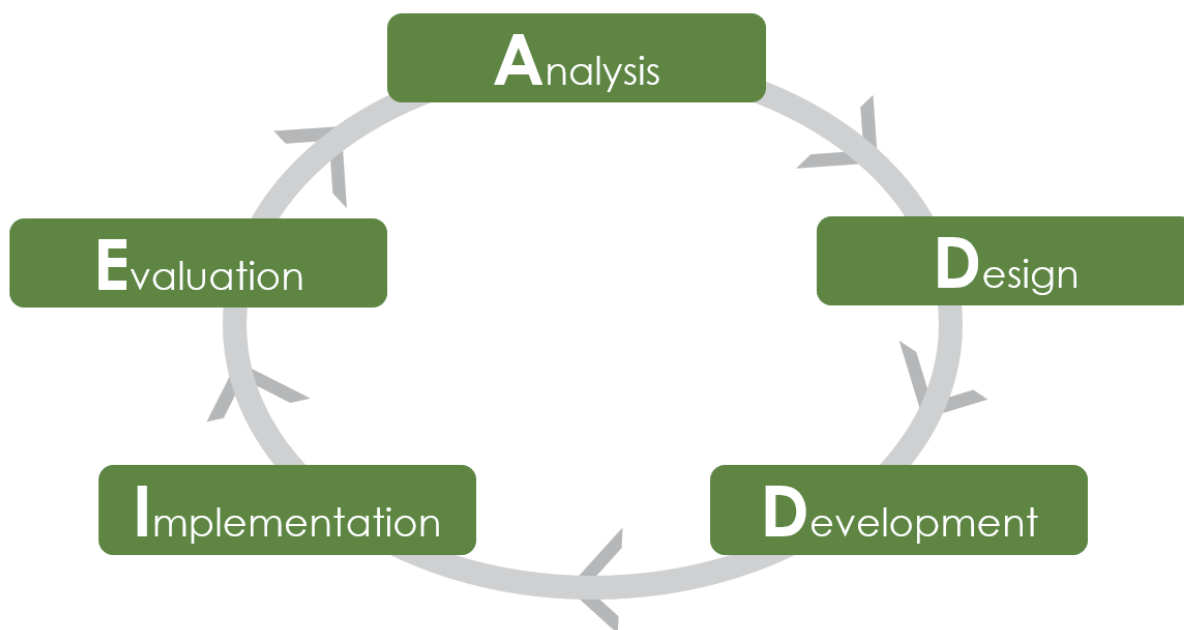
Figure 6: ADDIE Model for Instructional Systems Design (ISD) Framework

Since the NILG developed its *"Training Quality Assurance Framework"* for the continuous improvement of the quality of the training development and delivery process, the NILG should basically follow the process of the framework to manage the training courses also for Upazila functionaries. The table below shows the correspondence of the steps of the ADDIE Model and the *Training Quality Assurance Framework* of the NILG.

Table 15: Steps of the ADDIE Model and the NILG Training Assurance Framework

ADDIE Model Steps	NILG Training Quality Assurance Framework Steps
Analysis	Step 1: Definition of LGIs Prioritized Competences
Design	Step 2: Mapping of Training Modules Against Competences
Development	Step 3: Revision of Training Module
	Step 4: Development of New Training Module
	Step 5: Selection of Training Provider
Implementation	Step 6: Delivery of Training
Evaluation	Step 7: Evaluation and Improvement of the Mechanism

Source: NILG Training Quality Assurance Framework

In this section, the measures for the improvement of the efficiency of training management cycle at the NILG is considered by the steps of ADDIE model having the above process in mind.

3.5.2. Measures for the Improvement of the Efficiency of Training Management Cycle

The Documentation Center of the NILG has already taken certain measures along the line of the ADDIE model. Continuation of the already started initiatives along with other measures along the line of ADDIE model are recommended below. The challenges of the NILG to improve the efficiency of the training management should be facilitated with the challenges of the plan of the Documentation Center making it as an institution-wide initiative.

As the measures recommended here are applied not only to the training program to Upazila functionaries but also to the training program for the other tires of LGIs, further detailed discussion

and coordination in the NILG is required for the actual adaptation and implementation of the recommendations.

(1) Institutional and Human Resource Setup for Training Cycle Management

Recommendations for institutional and human resource setup top manage the training cycle are described hereafter.

● Assignment of a responsible faculty for the whole training program

In order to manage the training management cycle for the training programs for the Upazila functionaries in mid-and long-term perspective, it is necessary to have a faculty in the NILG who is responsible for the whole process of the training management cycle of the training program for Upazila functionaries. All the training and research programs concerned with Upazila shall be conducted with the involvement and the consent of the Upazila Desk.

Measure	Actions to be taken
Assign a faculty who is responsible for the whole process of the training program for Upazila functionaries (e.g. Upazila Desk).	· Assigned a faculty (e.g. Upazila Desk) who takes a leading role in the capacity development of Upazila functionaries. · The Upazila Desk is responsible for the whole process of the training programs (assessment, design, development, implementation, and evaluation) of training courses of Upazila functionaries based on the Mid- and Long-term Training Plan. · Mid- and Long-term Training Plan is amended / renewed by the facilitation of the Upazila Desk.

● Human resource development of NILG Faculty

It is essential to strengthen the capacity of the NILG faculty to deliver effective training programs to Upazila functionaries. The NILG should consider the effective way of the capacity strengthening of faculty members according to clear training needs and individual expertise. It is recommended that each faculty member has his/her area of expertise, such as "development planning" or "financial management" and become a member of the area. All the faculty members are also required to acquire the standard methods and techniques of lecturing and facilitation to make training programs more effective through the ToT course continuously organized for NILG faculty members. Trainers' manual may be prepared as a reference material of faculty members as professional trainers. More importantly, the NILG should recognize "Training Cycle Management" as essentially required expertise for all the faculty members. These ensures that all the training programs delivered in the NILG are conducted with standardized process using unified method.

Measure	Actions to be taken
Develop a human resource development plan for the NILG faculty according to the training needs and individual expertise.	· According to individual expertise, assign topic areas to each faculty member (e.g. development planning, financial management, act and rules) as his/her responsibility. · Faculty members acquire the standard methods and techniques of lecturing and facilitation. · Place "Training Cycle Management" as essentially required expertise for faculty of the NILG, and all the faculty member learn and acquire the standard and unified method and procedure of training cycle management.

(2) Recommended Measures for each Step of the ADDIE Framework

Recommendations for respective steps of the ADDIE Framework are described hereafter.

Analysis Step

● Definition of required competencies for the target groups

Defining of the competencies required for each target group of Upazila functionaries helps to identify the gaps between the present status and the situation to be achieved, and to develop and provide more effective training program to minimize the gap. As the first stage to plan, a training program to Upazila functionaries in the analysis step, required competencies by the target groups e.g., 1) elected representatives, 2) UNOs and other officers of the TLDs, and 3) CAs shall be defined. As the required competencies may change according to the change of the policy priority of the GoB and/or the LGD, and the change of the general environment of Upazilas, the defined competencies need to be reviewed and revised regularly as and when it is necessary. Training Needs Analysis (TNA) may be useful to have ideas on the required competencies for the target groups[5].

Measure	Actions to be taken
Define the competencies required for the target groups before designing training programs.	· Identify the specific knowledge, skills and attitude required for each target group to perform the duty. · Defined competences shall be reviewed regularly and amended through consultation with the LGD and other concerned stakeholders.

Design Step

● Clarification of training course's learning objective

All the training programs should be conducted with a specific aim. Based on the competencies required for each target group that is defined in the analysis step, clarify the learning objectives for each training program in the design step. A syllabus that contains all the necessary information for a particular training module such as learning objectives, topics to be covered, mode of the class, reference materials, and name of lecturer should be prepared for all the training module. The syllabus is shared also with the participants before the training program begins so that participants can attend the training course with clear objectives and expectations.

Measure	Actions to be taken
Clarify the learning objectives when designing a training course based on the defined competences of the target groups.	· Develop a syllabus for each training course and identify the specific learning objectives. · Evaluation is conducted based on the learning objectives and verify if the participants could achieve the objectives.

● Creation of resource person pool

Training are not necessarily delivered by the faculty of the NILG. If an expert in a particular subject with sufficient experience is available outside, the NILG should consider hiring him/her as a resource person of a training module(s). In order to identify an appropriate resource person available, the NILG should have a resource person pool database used by the faculty members who is responsible for designing a training program. The database should contain not only the contact information and the area of expertise, but also the detail profiles and performance records of the resource persons. The

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[5] Steps of TNA is explained in the *Training Quality Assurance Framework* of the NILG.

resource person pool database needs to be kept updated.

Measure	Actions to be taken
Create a resource person pool database and utilize it as institution's asset to find proper resource persons to deliver lectures in training courses.	・ Develop a list of resource persons and keep it updated with the profiles and the records of performance evaluation. ・ Allow all the faculties who design a training course to access the list and use it to identify resource persons who deliver lectures in training courses.

Development Step

● Proper training material development and management

All the training materials (hard copies and soft copies) should be kept as institutional assets of the NILG for its faculty's future reference and use. As the training programs identified in this Training Plan are expected to be delivered on a regular basis, developed training materials have to be used for the next training after necessary update and revisions. All the soft copies of training materials such as training text, PowerPoint presentations should be stored in 'cloud storage' prepared by the Documentation Centre of the NILG.

Measure	Actions to be taken
Properly store and manage developed training materials for future update and use.	・ Keep all the training materials updated by reflecting the change of the circumstances and feedbacks from participants. ・ Store and manage all the training materials [Handout, manual, Audio-Visual materials (hard copies and soft copies)] as the institutional assets of the NILG (not in individual's PCs) with structured course identification numbers.

Implementation Step

● Monitoring of the training delivery of DRTs

The training program for Upazila functionaries (elected representatives, UNO/officers of the TLDs) are expected to be delivered by DRTs that should be formed in their respective districts. Though the delivery of the training to Upazila level is planned and conducted by each DRT headed by DDLG in consultation with DC as part of their responsibility, it is necessary to establish a monitoring mechanism to be managed by the LGD in collaboration with the NILG to ensure that Upazila functionaries receive the training program in a timely manner.

Measure	Actions to be taken
Monitor the training delivery of DRTs to Upazila functionaries after ToT.	・ Establish a monitoring mechanism with the LGD and monitor whether DRTs properly deliver the training to Upazila functionaries as planned and in a timely manner. ・ Ensure that all the Upazilas receive the training from DRTs. ・ Ensure the quality of the training delivered by DRTs.

● Record of the training history of trainees

As the training programs are expected to be delivered to Upazila functionaries on a regular basis, some

of the participants may receive the same training programs more than once. Training history of trainees would help the NILG to recognize the number of the training already received by an individual participant from NILG and its contents. Based to the information of the record of the training history of individual trainees of the class, training contents may be altered flexibly. The record will be also used for the tracking to assess the effect of the training.

Measure	Actions to be taken
Record the training history of trainees.	・ Create a database of trainees to record the training history of them. ・ Use the database for the follow up and assessment of the effect of the training.

Evaluation Step

● Structured evaluation for the improvement of the training program

Evaluation of training programs should be done with clear objectives. Evaluation should be designed and conducted basically based on the learning objectives of the training program that are set in the design phase. It is also expected that capacity assessment survey is conducted regularly targeting Upazila functionaries to identify the capacity gap between the ideal and the reality. The result of the assessment is to be shared with all the concerned people and used for the improvement of the training programs. The Upazila Desk needs to make the training evaluation plan for Upazila functionaries from a medium-and long-term perspective and conduct the evaluation based on the plan. The appropriateness of the training delivery mechanism should also be evaluated.

Measure	Actions to be taken
Conduct structured evaluation to assess the effect of training for the improvement of the training program.	・ Evaluate the training effect based on the learning objectives of the training course that are set in designing phase. ・ Conduct survey regularly and assess the capacity gap of the target over the years. ・ Use the results of the evaluation / survey for the improvement of the training courses.

Chapter 4   Implementation and Monitoring Mechanism

4.1. Working Group for the Implementation of the Training Plan

After the approval of this Training Plan by the LGD, the implementation of the process of the training plan should be facilitated by the Working Group for the implementation of the Mid- and Long-term Training Plan for Upazila Parishad Functionaries (hereafter the "Working Group" or the "WG") that would be formed in the NILG taking over the members of the Working Group for the formulation of the Mid- and long-Term Training Plan. The WG reports the progress of the implementation of the Training Plan to the Committee for the Implementation of the Mid- and Long-term Strategy (hereafter the "Strategy Implementation Committee") headed by an Additional Secretary of the LGD with concerned officials of the LGD and other authorities when its meeting is held every half a year. The Strategy Implementation Committee should monitor the progress of the implementation of the Training Plan and gives guidance and advice to the WG as necessary.

4.1.1. Structure

The WG is headed by the Director (Training and Consultancy) of the NILG as Chairman and Joint Director (Training and Consultancy) serves as a Member Secretary. The members of the WG shall be appointed by the DG, NILG. It is recommended that one of the faculty members is appointed as Upazila Desk and join the WG as a member. The Upazila Desk should take the leading role on the whole training management process for Upazila functionaries in mid- and long-term perspective at the NILG. The WG may invite representatives of concerned authorities and project, and development partners as observers to have advice and feedbacks concerning the progress of the implementation of the Training Plan.

Table 16: Structure of the WG

Chairman	Director (Training and Consultancy), NILG
Member Secretary	Joint Director (Training and Consultancy), NILG
Members	Faculty Members (5-7) appointed by the DG, NILG (Upazila Desk is included as one of the members)
Observers	Representatives of the LGD Representatives of concerned authorities Representatives of concerned projects Representatives of development partners

4.1.2. Functions

The major function of the WG are as listed below.

Table 17: Major Functions of the WG

- Monitoring the progress of the Training Plan and reporting to the Committee for the Implementation of the Mid- and Long-term Strategy (Strategy Implementation Committee).

- Internal coordination in the NILG for the proper resource allocation to implement the training program for the Upazila functionaries (budget, human resource, classroom, accommodation, etc.).

- Preparation for designing the detail training courses including identification of resource persons.

- Development of training materials for each of the training courses.

- Coordination with other relevant stakeholders for the arrangements of the formation of DRT.

- Amendment of the Training Plan, if needed.

4.2. Financial Arrangement

The training courses for Upazila functionaries identified in this Training Plan shall be delivered by the NILG as its regular courses. In order to implement the training courses as planned, financial arrangement needs to be secured from the GoB.

The Table below summarizes the cost estimation for the NILG to implement the training courses for Upazila functionaries: i.e. 1) ToT for DRTs (Orientation and Refresher) 2) Training for elected representatives, UNOs and TLDs Officers (Orientation and Refresher), 3) Training for CAs (Regular and Refresher), that are identified in the Training Plan according to the calendar shown in the Chapter 5. The detail of the estimation is attached in Appendix-1.

Table 18: Cost Estimation Summary for the Training Program for Upazila Functionaries from FY20/21 to FY29/30

(BDT)

Target Training / Fiscal Year	ToT for DRTs		Training for Elected Representatives, UNO and TLD Officers		Training for CAs		Total
	Orientation	Refresher	Orientation	Refresher	Regular	Refresher	
FY20/21							0
FY21/22		12,100,000					12,100,000
FY22/23				55,040,000	16,000,000		71,040,000
FY23/24	15,180,000						15,180,000
FY24/25			71,680,000			12,800,000	84,480,000
FY25/26		12,100,000					12,100,000
FY26/27				55,040,000		12,800,000	67,840,000
FY27/28							0
FY28/29	15,180,000						15,180,000
FY29/30			71,680,000			12,800,000	84,480,000
Total	**30,360,000**	**24,200,000**	**143,360,000**	**110,080,000**	**16,000,000**	**38,400,000**	**362,400,000**

The total amount required to implement the training courses for the decade from FY20-21 to FY29-30 is around 36.2 crore BDT. It needs to be noted that all the training courses are planned to be conducted in each of particular fiscal year as Table 18 shows. As the required budget varies across fiscal years, as shown in the Table, enough prior coordination and arrangement for securing necessary budget in mid-and long perspective is required. The cost estimation of Table 18 and its details in Appendix-1 intend just to show the rough budget size to conduct the training courses for Upazila functionaries. Since the cost estimation is based on particular preconditions of course design that are shown in the Appendix-1, the amount varies when the preconditions change. Therefore, when the NILG plans to conduct the training courses and detail cost estimation, it is imperative that those are done considering the design of the courses and situation of the availability of the resources at that point of time.

Since the delivery of the training to Upazila elected representatives, UNOs and TLDs Officers (Orientation and Refresher) is conducted by DRTs, the cost required for training of DRTs needs to be transferred to districts from the NILG in advance to secure the delivery of the training courses.

4.3. Amendment of the Training Plan

The Training Plan should be flexibly updated or revised according to the change of the policy of the GoB, the LGD, or the NILG as necessary. Since the Training Plan is regarded as one of the several policy documents of the NILG, its contents need to be consistent with the other policy documents. The WG is expected to pay attention to the objectives and requirements of the other policy documents of the NILG and make sure that the Training Plan is consistent with other policy documents. The Training Plan also needs to be reflected to the Annual Plan of the NILG.

As mentioned in [1.3.3 Training Targets], GoB has a plan of recruitment and deployment of Assistant Accounts Officers (AAOs) to Upazilas. NILG is expected to pay attention to its situation and once the plan is clear, AAOs should be considered as one of the training targets. The existing training plan may be amended accordingly.

4.4. Formulation of the Training Plan for the Next Decade

Though the Training Plan covers the period between 2020 and 2030, the capacity development of Upazila functionaries needs to be implemented continuously in future even beyond 2030. The WG is expected to review the results of the implementation of the Training Plan in 2030, and then formulate another Training Plan for Upazila functionaries for the next decade based on the lessons learned toward 2041 which is the end year of the target period of the Strategy.

Chapter 5 Roadmap and Action Plans for the Training Delivery

The timing of the provision of the training to the Upazila functionaries until 2030 is planned as shown below.
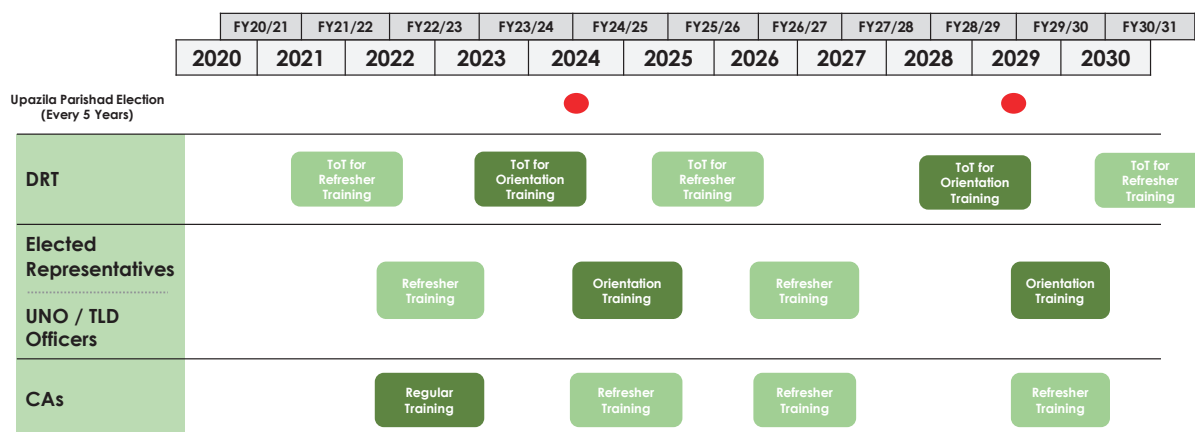
Figure 7: Overview of the Training Calendar for Upazila Functionaries until 2030

It should be noted that the next Upazila Parishad election will be conducted in 2024 and then in 2029 since the Upazila Parishad election is conducted every 5 (five) years as stipulated in the Upazila Parishad Election Rules (1998, amended in 2013).

Therefore, the first ToT for the Orientation Training to DRTs should be conducted in FY23/24 before the Upazila election to be held in 2024. And the Orientation Training to elected representatives and UNOs/TLD officers is set to be conducted in FY24/25 soon after the Upazila election. Next ToT for the Orientation Training for DRTs should be conducted in FY28/29 before the Upazila election in 2029, and the Orientation Training for elected representatives and UNOs/TLD officers shall be held in FY29/30 soon after the election.

The first Refresher Training to elected representatives, UNOs/TLD officers should be conducted in FY22/23[6]. Prior to that, the first ToT for refresher training to DRTs shall be conducted in FY21/22. Next ToT for the Refresher Training to DRTs shall be in FY25/26 and the Refresher Training for elected representatives and UNOs/TLD officers should be in FY26/27.

The training courses (Regular Training and Refresher Training) to CAs should be conducted in line with the five (5) years of Upazila election cycle as the training of elected representatives. This provide the CAs with the opportunity to update their knowledge base on the Upazila governance same as Chairman, Vice-Chairs, and UNOs whom they serve to. The first training to CAs should be delivered as a Regular Training and the follow-up training should be delivered as Refresher Training.

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[6] UGDP conducts "Basic Training on Upazila Parishad Plan and Service Delivery for Upazila Parishad Functionaries" for elected representatives of Upazila Parishads who were elected through the Upazila Parishad election conducted in 2019, Union Parishad Chairmen, UNO, and other TLD officers of all the 492 Upazilas (12 from each Upazila) in FY19/20 as orientation training to them.

5.1. Training to District Resource Teams (DRTs) [Strategy 1 / Strategy 2 / Strategy 3]

Key actions to be taken by the NILG and its roadmap for the ToT for Orientation Training and Refresher Training to District Resource Teams (DRTs) is shown in the table below.

Table 19: Actions Plans for the ToT to DRTs

No.	Action Item	FY19/20	FY20/21	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26	FY26/27	FY27/28	FY28/29	FY29/30
1	Arrangement for the formation of DRT in all the districts	→										
2	Preparation of training course design of the **ToT for the Refresher Training to DRTs**	→										
3	Development of training materials for the **ToT for the Refresher Training to DRTs**	→										
4	Implementation of the **ToT for the Refresher Training to DRTs**			▯▯▯				▯▯▯				▯▯▯
5	Updating and revision of the training materials for the **ToT for the Refresher Training to DRTs**					→			→			
6	Preparation of training course design for the **ToT for the Orientation Training to DRTs**		→									
7	Development of training materials for the **ToT for the Orientation Training to DRTs**		→									
8	Implementation of the **ToT for the Orientation Training to DRTs**			▯▯▯						▯▯▯		
9	Updating and revision of the training materials for the **ToT for the Orientation Training to DRTs**					→				→		

5.2. Training to Elected Representatives, and UNO/other Officers of Transferred Line Departments [Strategy 1 / Strategy 2 / Strategy 3]

Key actions to be taken by the NILG and its roadmap for the training to elected representative, UNO and other officers of TLDs for the Orientation Training and Refresher Training is shown in the Table below.

Table 20: Actions Plans for the Training to Elected Representatives, UNO/TLDs Officers

No.	Action Item	FY19/20	FY20/21	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26	FY26/27	FY27/28	FY28/29	FY29/30
1	Preparation of training course design for the **Refresher Training to Elected Representatives, UNO/TLD Officers**	→										
2	Development of training materials for the **Refresher Training to Elected Representatives, UNO/TLD Officers**	→										

No.	Action Item	FY19/20	FY20/21	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26	FY26/27	FY27/28	FY28/29	FY29/30
3	Implementation of the **Refresher Training to Elected Representatives, UNO/TLD Officers**				▣				▣			
4	Updating and revision of the training materials for the **Refresher Training to Elected Representatives, UNO/TLD Officers**					→→→		→		→→→		→
5	Preparation of training course design for the **Orientation Training to Elected Repenetrates, UNO/TLD Officers**				→→							
6	Development of training materials for the **Orientation Training to Elected Representatives, UNO/TLD Officers**				→→							
7	Implementation of the **Orientation Training to Elected Representatives, UNO/TLD Officers**						▣					▣
8	Updating and revision of the training materials for the **Orientation Training to Elected Representatives, UNO/TLD Officers**								→→	→		
9	Monitoring the delivery of the **Training to Elected Representatives and UNO/TLD Officers** by DRTs				→		→		→			→

5.3. Training to CA to Chairman / CA to UNO [Strategy 3]

Key actions to be taken by the NILG and its roadmap for the Training to CAs is shown in the Table below.

Table 21: Actions Plans for the Training to CA to Chairman / CA to UNO

No.	Action Item	FY19/20	FY20/21	FY21/22	FY22/23	FY23/24	FY24/25	FY25/26	FY26/27	FY27/28	FY28/29	FY29/30
1	Preparation of training course design for the **Regular Training**	→→										
2	Development of training materials for the **Regular Training**	→→										
3	Implementation of the **Regular Training**				▣							
4	Preparation of the training course design for the **Refresher Training**				→→							
5	Development of the training materials for the **Refresher Training**				→→							
6	Implementation of the **Refresher Training**						▣		▣			▣
7	Updating and revision of the training materials for the **Refresher Training**								→→			

Appendices

Cost Estimation for the Implementation of the Training Programs for Upazila Functionaries

[List of the Regular Training Course for the Upazila Functionaries]

Targets		Training Course Name
A	District Resource Teams (DRTs)	**A-1:** ToT for Orientation Training
		A-2: ToT for Refresher Training
B	Elected Representatives, UNOs and transferred line department officers	**B-1:** Orientation Training
		B-1: Refresher Training
C	CAs to Upazila Parishad Chairmen, and CAs to UNOs	**C-1:** Upazila Office Management (Regular Training)
		C-2: Upazila Office Management (Refresher Training)

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A-1	Cost Estimation for ToT for Orientating Training for DRTs

Prerequisites	
Target	1. Deputy Director, Local Government (DDLG) 2. Additional Deputy Commissioner (General) 3. Deputy Director, Agriculture 4. Executive Engineer, LGED 5. Executive Engineer, DPHE 6. Civil Surgeon 7. Deputy Director, BRDB 8. District Education Officer 9. District Primary Education Officer 10. District Relief and Rehabilitation Officer 11. District Women Affairs Officer 12. Deputy Director, Social Welfare 13. Deputy Director, Youth Development 14. Additional Superintendent of Police (nominated by Superintendent of Police)
Total Number of Trainees	896 persons (14 officers x 64 districts)
Number of Trainees in a Class	42 trainees (3 districts)
Number of Batches Required	22 batches
Duration	3 days
Venue	NILG
Timing of Training Implementation	Prior fiscal year of the Upazila election

(1) Cost to conduct one (1) batch of the training course

Particulars	Unit Rate (Tk)	Number		Quantity (persons)	Amount (Tk)	VAT Amount (Tk)	Total (Tk)	VAT (%)
(1) Allowance and Accomodation								
Participation allowance	1,000	3 days		42	126,000	0	126,000	
Travel allowance	1,000	2 times		42	84,000	0	84,000	
Accommodation	300	3 nights		42	37,800	5,670	43,470	15.0%
			Sub-total (1)		**247,800**	**5,670**	**253,470**	
(2) Honorarium for Resource Person, Training Materials								
Honorarium for Resource person	3,000	15 sessions		N/A	45,000	0	45,000	
Bag	800	N/A		42	33,600	1,680	35,280	5.0%
Pen Drive	800	N/A		42	33,600	1,680	35,280	5.0%
Banner, Communication to participants and their organizations (Lumpsum)	3,000	N/A		N/A	3,000	150	3,150	5.0%
Training Material photocopy and binding (including 5 guests)	300	N/A		47	14,100	705	14,805	5.0%
			Sub-total (2)		**129,300**	**4,215**	**133,515**	
(3) Meals and Refreshment								
Refreshments (Two times/day, including 5 guests)	80	6	times	47	22,560	1,692	24,252	7.5%
Lunch + Dinner + Breakfast (including 5 guests)	500	9	times	47	211,500	15,863	227,363	7.5%
Inaugural Refreshment (Lumpsum)	6,000	1	time	50	6,000	450	6,450	7.5%
Concluding Lunch/Dinner (including 5 guests)	450	1	time	47	21,150	1,586	22,736	7.5%
Water Bottle (5 bottles per day per person, including 5 guests)	15	17	times	47	11,985	599	12,584	5.0%
			Sub-total (3)		**273,195**	**20,190**	**293,385**	
			Total Cost ((1) + (2) + (3))		**650,295**	**30,075**	**680,370**	

680,370 Tk ≒ **690,000 Tk** (per batch)

(2) Cost to cover all the DRTs

690,000 Tk (per batch) x 22 batches = **15,180,000 Tk**

Appendix -1

A-2	Cost Estimation for ToT for Refresher Training for DRTs

Prerequisites	
Target	1. Deputy Director, Local Government (DDLG) 2. Additional Deputy Commissioner (General) 3. Deputy Director, Agriculture 4. Executive Engineer, LGED 5. Executive Engineer, DPHE 6. Civil Surgeon 7. Deputy Director, BRDB 8. District Education Officer 9. District Primary Education Officer 10. District Relief and Rehabilitation Officer 11. District Women Affairs Officer 12. Deputy Director, Social Welfare 13. Deputy Director, Youth Development 14. Additional Superintendent of Police (nominated by Superintendent of Police)
Total Number of Trainees	896 persons (14 officers x 64 districts)
Number of Trainees in a Class	42 trainees (3 districts)
Number of Batches Required	22 batches
Duration	2 days
Venue	NILG
Timing of Training Implementation	2 years after the Upazila election

(1) Cost to conduct one (1) batch of the training course

Particulars	Unit Rate (Tk)	Number		Quantity (persons)	Amount (Tk)	VAT Amount (Tk)	Total (Tk)	VAT (%)
(1) Allowance and Accomodation								
Participation allowance	1,000	2 days		42	84,000	0	84,000	
Travel allowance	1,000	2 times		42	84,000	0	84,000	
Accommodation	300	2 night		42	25,200	3,780	28,980	15.0%
			Sub-total (1)		**193,200**	**3,780**	**196,980**	
(2) Honorarium for Resource Person, Training Materials								
Honorarium for Resource person	3,000	10 sessions		N/A	30,000	0	30,000	
Bag	800	N/A		42	33,600	1,680	35,280	5.0%
Pen Drive	800	N/A		42	33,600	1,680	35,280	5.0%
Banner, Communication to participants and their organizations (Lumpsum)	3,000	N/A		N/A	3,000	150	3,150	5.0%
Training Material photocopy and binding (including 5 guests)	300	N/A		47	14,100	705	14,805	5.0%
			Sub-total (2)		**114,300**	**4,215**	**118,515**	
(3) Meals and Refreshment								
Refreshments (Two times/day, including 5 guests)	80	4	times	47	15,040	1,128	16,168	7.5%
Lunch + Dinner + Breakfast (including 5 guests)	500	7	times	47	164,500	12,338	176,838	7.5%
Inaugural Refreshment (Lumpsum)	6,000	1	time	50	6,000	450	6,450	7.5%
Concluding Lunch/Dinner (including 5 guests)	450	1	time	47	21,150	1,586	22,736	7.5%
Water Bottle (5 bottles per day per person, including 5 guests)	15	13	times	47	9,165	458	9,623	5.0%
			Sub-total (3)		**215,855**	**15,960**	**231,815**	
			Total Cost ((1) + (2) + (3))		**523,355**	**23,955**	**547,310**	

547,310 Tk ≒ **550,000 Tk** (per batch)

(2) Cost to cover all the DRTs

550,000 Tk (per batch) x 22 batches = **12,100,000 Tk**

B-1	**Cost Estimation for Orientation Training for Elected Representatives, UNO and transferred line department officers**

Prerequisites	
Target	1. Upazila Parishad Chairman 2. Upazila Vice-Chair 3. Upazila Female Vice-Chair 4. Upazila Nirbahi Officer 5. Upazila Engineer (LGED) 6. 7. Other 4 Upazila officers of TLDs 8. 9.
Total Number of Trainees	4,428 persons (9 persons x 492 Upazilas)
Number of Trainees in a Class	Depends on Upazila For estimation purpose, following typical district is assumed. -Number of Upazilas in the District: 8 Upazilas -Number of batches to be conducted: 2 times -Number of trainees in a class: 36 persons (4 Upazilas)
Duration	3 days
Venue	District office or another venue available in the district
Timing of Training Implementation	Soon after the Upazila election

(1) Cost for a district to conduct one (1) batches of the training course

Particulars	Unit Rate (Tk)	Number		Quantity (persons)	Amount (Tk)	VAT Amount (Tk)	Total (Tk)	VAT (%)
(1) Allowance and Accomodation								
Participation allowance	500	3 days		36	54,000	0	54,000	
Travel allowance	500	3 days		36	54,000	0	54,000	
Accommodation (Approximately)	600	3 nights		36	64,800	9,720	74,520	15.0%
				Sub-total (1)	172,800	9,720	182,520	
(2) Honorarium for Resource Person, Training Materials								
Honorarium for Resource person	3,000	15 sessions		N/A	45,000	0	45,000	
Bag	800	N/A		36	28,800	1,440	30,240	5.0%
Pen Drive	800	N/A		36	28,800	1,440	30,240	5.0%
Banner, Communication to participants and their organizations (Lumpsum)	2,000	N/A		N/A	2,000	100	2,100	5.0%
Training Material photocopy and binding (including 5 guests)	300	N/A		41	12,300	615	12,915	5.0%
				Sub-total (2)	116,900	3,595	120,495	
(3) Meals and Refreshment								
Refreshments (Two times/day, including 5 guests)	80	6	times	41	19,680	1,476	21,156	7.5%
Lunch + Dinner + Breakfast (including 5 guests)	500	9	times	41	184,500	13,838	198,338	7.5%
Inaugural Refreshment (Lumpsum)	4,000	1	time	41	4,000	300	4,300	7.5%
Concluding Lunch (including 5 guests)	400	1	time	41	16,400	1,230	17,630	7.5%
Water Bottle (5 bottles per day per person, including 5 guests)	15	17	times	41	10,455	523	10,978	5.0%
				Sub-total (3)	235,035	17,366	252,401	
				Total Cost ((1) + (2) + (3))	524,735	30,681	555,416	

555,416 Tk ≒ **560,000 Tk** (per batch)

(2) Cost for a district to conduct two (2) batches of the training course

560,000 Tk (per batch) x 2 batches = **1,120 ,000 Tk**

(3) Cost to cover all the Upazilas

1,120,000 Tk x 64 districts = **71,680 ,000 Tk**

B-2	**Cost Estimation for Refresher Training for Elected Representatives, UNO and transferred line department officers**

Prerequisites	
Target	1. Upazila Parishad Chairman 2. Upazila Vice-Chair 3. Upazila Female Vice-Chair 4. Upazila Nirbahi Officer 5. Upazila Engineer (LGED) 6. 7. Other 4 Upazila officers of TLDs 8. 9.
Total Number of Trainees	4,428 persons (9 persons x 492 Upazilas)
Number of Trainees in a Class	Depends on Upazila For estimation purpose, following typical district is assumed. -Number of Upazilas in the District: 8 Upazilas -Number of batches to be conducted: 2 times -Number of trainees in a class: 36 persons (4 Upazilas)
Duration	2 days
Venue	district office or another venue available in the district
Timing of Training Implementation	3 years after the Upazila election

(1) Cost for a district to conduct one (1) batches of the training course

Particulars	Unit Rate (Tk)	Number		Quantity (persons)	Amount (Tk)	VAT Amount (Tk)	Total (Tk)	VAT (%)
(1) Allowance and Accomodation								
Participation allowance	500	2 days		36	36,000	0	36,000	
Travel allowance	500	2 days		36	36,000	0	36,000	
Accommodation (Approximately)	600	2 nights		36	43,200	6,480	49,680	15.0%
			Sub-total (1)		115,200	6,480	121,680	
(2) Honorarium for Resource Person, Training Materials								
Honorarium for Resource person	3,000	10 sessions		N/A	30,000	0	30,000	
Bag	800	N/A		36	28,800	1,440	30,240	5.0%
Pen Drive	800	N/A		36	28,800	1,440	30,240	5.0%
Banner, Communication to participants and their organizations (Lumpsum)	2,000	N/A		N/A	2,000	100	2,100	5.0%
Training Material photocopy and binding (including 5 guests)	300	N/A		41	12,300	615	12,915	5.0%
			Sub-total (2)		101,900	3,595	105,495	
(3) Meals and Refreshment								
Refreshments (Two times/day, including 5 guests)	80	4	times	41	13,120	984	14,104	7.5%
Lunch + Dinner + Breakfast (including 5 guests)	500	7	times	41	143,500	10,763	154,263	7.5%
Inaugural Refreshment (Lumpsum)	4,000	1	time	41	4,000	300	4,300	7.5%
Concluding Lunch (including 5 guests)	400	1	time	41	16,400	1,230	17,630	7.5%
Water Bottle (5 bottles per day per person, including 5 guests)	15	13	times	41	7,995	400	8,395	5.0%
			Sub-total (3)		185,015	13,676	198,691	
			Total Cost ((1) + (2) + (3))		402,115	23,751	425,866	

425,866 Tk ≒ **430,000 Tk** (per batch)

(2) Cost for a district to conduct two (2) batches of the training course

430,000 Tk (per batch) x 2 batches = **860,000 Tk**

(3) Cost to cover all the Upazilas

860,000 Tk x 64 districts = **55,040 ,000 Tk**

C-1	Cost Estimation for Upazila Office Management (Regular Training) for CA to Upazila Parishad Chairman, and CA to UNO

Prerequisites	
Target	1. CA to Upazila Parishad Chairman 2. CA to UNO
Total Number of Trainees	984 persons (2 CAs x 492 districts).
Number of Trainees in a Class	50 trainees (25 Upazilas)
Number of Batches Required	20 batches
Duration	3 days
Venue	NILG
Timing of Training Implementation	Within a year after the Upazila election

(1) Cost for a district to conduct one (1) batches of the training course

Particulars	Unit Rate (Tk)	Number		Quantity (persons)	Amount (Tk)	VAT Amount (Tk)	Total (Tk)	VAT (%)
(1) Allowance and Accomodation								
Participation allowance	1,000	3 days		50	150,000	0	150,000	
Travel allowance	1,000	2 times		50	100,000	0	100,000	
Accommodation	300	3 nights		50	45,000	6,750	51,750	15.0%
			Sub-total (1)		**295,000**	**6,750**	**301,750**	
(2) Honorarium for Resource Person, Training Materials								
Honorarium for Resource person	3,000	15 sessions		N/A	45,000	0	45,000	
Bag	800	N/A		50	40,000	2,000	42,000	5.0%
Pen Drive	800	N/A		50	40,000	2,000	42,000	5.0%
Banner, Communication to participants and their organizations (Lumpsum)	3,000	N/A		N/A	3,000	150	3,150	5.0%
Training Material photocopy and binding (including 5 guests)	300	N/A		55	16,500	825	17,325	5.0%
			Sub-total (2)		**144,500**	**4,975**	**149,475**	
(3) Meals and Refreshment								
Refreshments (Two times/day, including 5 guests)	80	6	times	55	26,400	1,980	28,380	7.5%
Lunch + Dinner + Breakfast (including 5 guests)	500	9	times	55	247,500	18,563	266,063	7.5%
Inaugural Refreshment (Lumpsum)	6,000	1	time	58	6,000	450	6,450	7.5%
Concluding Lunch/Dinner (including 5 guests)	450	1	time	55	24,750	1,856	26,606	7.5%
Water Bottle (5 bottles per day per person, including 5 guests)	15	17	times	55	14,025	701	14,726	5.0%
			Sub-total (3)		**318,675**	**23,550**	**342,225**	
			Total Cost ((1) + (2) + (3))		**758,175**	**35,275**	**793,450**	

793,450 Tk ≒ **800,000 Tk** (per batch)

(2) Cost to conduct all the Batches

800,000 Tk (per batch) x 20 batches = **16,000,000 Tk**

C-2	Cost Estimation for Upazila Office Management (Refresher Training) for CA to Upazila Parishad Chairman, and CA to UNO

Prerequisites	
Target	1. CA to Upazila Parishad Chairman 2. CA to UNO
Total Number of Trainees	984 persons (2 CAs x 492 districts)
Number of Trainees in a Class	50 trainees (25 Upazilas)
Number of Batches Required	20 batches
Duration	2 days
Venue	NILG
Timing of Training Implementation	In the third year after the Upazila election

(1) Cost for a district to conduct one (1) batches of the training course

Particulars	Unit Rate (Tk)	Number		Quantity (persons)	Amount (Tk)	VAT Amount (Tk)	Total (Tk)	VAT (%)
(1) Allowance and Accomodation								
Participation allowance	1,000	2 days		50	100,000	0	100,000	
Travel allowance	1,000	2 times		50	100,000		100,000	
Accommodation	300	2 nights		50	30,000	4,500	34,500	15.0%
			Sub-total (1)		**230,000**	**4,500**	**234,500**	
(2) Honorarium for Resource Person, Training Materials								
Honorarium for Resource person	3,000	10 sessions		N/A	30,000	0	30,000	
Bag	800	N/A		50	40,000	2,000	42,000	5.0%
Pen Drive	800	N/A		50	40,000	2,000	42,000	5.0%
Banner, Communication to participants and their organizations (Lumpsum)	3,000	N/A		N/A	3,000	150	3,150	5.0%
Training Material photocopy and binding (including 5 guests)	300	N/A		55	16,500	825	17,325	5.0%
			Sub-total (2)		**129,500**	**4,975**	**134,475**	
(3) Meals and Refreshment								
Refreshments (Two times/day, including 5 guests)	80	4	times	55	17,600	1,320	18,920	7.5%
Lunch + Dinner + Breakfast (including 5 guests)	500	7	times	55	192,500	14,438	206,938	7.5%
Inaugural Refreshment (Lumpsum)	6,000	1	time	58	6,000	450	6,450	7.5%
Concluding Lunch/Dinner (including 5 guests)	450	1	time	55	24,750	1,856	26,606	7.5%
Water Bottle (5 bottles per day per person, including 5 guests)	15	13	times	55	10,725	536	11,261	5.0%
			Sub-total (3)		**251,575**	**18,600**	**270,175**	
			Total Cost ((1) + (2) + (3))		**611,075**	**28,075**	**639,150**	

639,150 Tk ≒ **640,000 Tk** (per batch)

(2) Cost to conduct all the Batches

640,000 Tk (per batch) x 20 batches = **12,800,000 Tk**

Appendix -1

[Cost Estimation Summary of the Training Program for Upazila Functionaries from FY20/21 to FY29/30]

(BDT)

	ToT for DRTs		Training for Elected Representatives, UNO and TLD Officers		Training for CAs		Total
	Orientation	Refresher	Orientation	Refresher	Regular	Refresher	
FY20/21							0
FY21/22		12,100,000					12,100,000
FY22/23				55,040,000	16,000,000		71,040,000
FY23/24	15,180,000						15,180,000
FY24/25			71,680,000			12,800,000	84,480,000
FY25/26		12,100,000					12,100,000
FY26/27				55,040,000		12,800,000	67,840,000
FY27/28							0
FY28/29	15,180,000						15,180,000
FY29/30			71,680,000			12,800,000	84,480,000
Total	30,360,000	24,200,000	143,360,000	110,080,000	16,000,000	38,400,000	362,400,000

List of the Members of the Working Group for the Formulation of the Mid- and Long-term Training Plan

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

*The Working Group was formed by the NILG Office Order number 46.18.0000.002.02.002.18.79, dated 04 December 2018. The membership and the designation are as of December 2018.

List of the Observers who have Attended the Working Group for the Formulation of the Mid- and Long-term Training Plan

Name	Designation
Mr. Abdur Rouf	Additional Secretary, LGD Project Director, UICDP
Mr. Md. Moshin	Additional Secretary, LGD Project Director, UGDP
Ms. Saila Farzana	Joint Secretary, LGD Project Director, UICDP
Mr. Md. Moktar Hossain	Deputy Secretary, LGD Deputy Project Director (DPD), UGDP
Mr. Mohammad Zahirul Islam	Deputy Secretary, LGD Deputy Project Director (DPD), UICDP
Mr. Abu Shahin M. Ashaduzzaman	Project Director, EALG
Mr. Azizul Haque Sarder	Capacity Development and Gender Officer, EALG
Dr. Molla Mahmud Hassan	Field Governance Expert, UGDP
Dr. Mobasser Monem	Professor / Chairman of Department of Public Administration University of Dhaka
Dr. Akira Munakata	Advisor (Local Governance), JICA Bangladesh
Mr. Kiohey Yamamoto Manum	Advisor (Local Governance), JICA Bangladesh
Mr. Hiroki Watanabe	Representative, JICA Bangladesh
Ms. Sanjida Haque	Program Officer, JICA Bangladesh
Mr. A.K.M. Mizanur Rahman	Consultant (Local Governance), JICA Bangladesh

Record of Working Group Meetings for the Formulation of the Mid- and Long-term Training Plan

Date	Event
14 February, 2019	1st Working Group Meeting
10 April, 2019	2nd Working Group Meeting
13 June, 2019	3rd Working Group Meeting
9 September, 2019	4th Working Group Meeting
14 October, 2019	5th Working Group Meeting
18 November, 2019	6th Working Group Meeting
15 December, 2019	7th Working Group Meeting
18 February, 2020	8th Working Group Meeting

別 冊 資 料 5
Separate Volume 5

別冊資料 5：地方コンサルテーション・ワークショップ報告
Summary Report on Local Level Consultation Workshop

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1. Background of Local Level Consultation Workshop

Upazila Integrated Capacity Development Project (UICDP) has developed two key documents for improving the local governance at the Upazila level. They are "Mid- and Long-term Strategy for Upazila Parishad Governance Improvement" and "Guideline for Upazila Integrated Development Planning". The project experts and people concerned at the Bangladesh's side have well collaborated for developing them and the final drafts were prepared by the end of 2020.

The local consultation workshops were planned to collect a wide range of opinions directly from people concerned such as DLG, DDLG, Upazila Chairman and others at the District and Upazila level before they are approved by LGD. Although the central level consultation workshop had been planned consecutively after the local level consultation workshops, it has been suspended due to the outbreak of COVID-18. The approve of LGD will be done after confirming the documents individually by the people of central ministries instead of holding the central consultation workshop.

2. Summary of Local Level Consultation Workshop

The consultation workshops were implemented at 20 sites with 612 participants from December 2019 to February 2020. The following table shows details such as date, local administrative level, location of workshop, and number of participants per workshop.

Date of Consultation	LGI Level	Venue	Participant Number
December 02, 2019	Upazila	Gazaria	31
December 04, 2019	Upazila	Kaliganj	33
December 04, 2019	Upazila	Ullapara	32
December 09, 2019	Upazila	Bijoynagar	32
December 10, 2019	Upazila	Gafforgoan	32
December 10, 2019	Upazila	Belabo	32
December 11, 2019	Upazila	Gouripur	32
December 18, 2019	Upazila	Bakerganj	32
December 31, 2019	Upazila	Ukhiya	32
January 01, 2020	Upazila	Teknaf	32
January 13, 2020	Upazila	Chuadanga Sadar	32
January 14, 2020	District	Chuadanga	19
January 19, 2020	Upazila	Mohonpur	32
January 20, 2020	District	Rajshahi	29
January 26, 2020	Upazila	Barishal Sadar	32
January 28, 2020	District	Chandpur	27
January 29, 2020	Upazila	Faridganj	32
February 03, 2020	Upazila	Baralekha	32
February 04, 2020	District	Moulovibajar	26
February 27, 2020	District	Munshiganj	31
Total			612

3. Summary of Comments
3-1. "Mid- and Long-term Strategy for Upazila Parishad Governance Improvement"
3-1-1. Comments related to Rules and Regulations

	District	Comment
1	Chandpur	• The opinion of UNO should be considered in ADP through modifying the respective rules and regulations. • Measures should be taken to update the existing rules and regulations according to necessity. Some rules should be amended, some should be corrected and others should be updated according to the present scenario. • Rules and laws should be enforced properly to avoid malpractice of the existing rules and regulations. • It is more important to formulate/impose the existing rules and regulations in the real field properly that to formulate new rules and regulations. • Training is needed to the elected representatives so that they will become responsible about their duties and liabilities. • Training is needed to the TLDs about strengthening their capacity of working with mass people. • Elected representative needs to be informed about their legal power and actions. • Training is needed for both the elected representatives and the officials about FYP and AP. • A long-term training plan should be introduced for the Upazila Personnel. • Upazila Parishad should have to be accountable fully to the central government. • Necessary rules should be introduced to strengthen the power of Vice-Chairman.
2	Chuadanga	• Allocation of Budget, Functions and Accountability of TLDs should be taken under Upazila Parishad. • Training is needed for the elected representatives on budget formulation, Development plan and monitoring of Development activities. • Upazila Election Office, Sub-Register office and thana can be included on Upazila Parishad.
3	Moulvibazar	• Upazila Parishad Manual Should be Updated • Elected representatives need training on Budget Formulation, Implementation and also on Development Plan.
4	Rajshahi	• A compendium of all rules, regulations and circulars related to Upazila parishad should be prepared • Elected Representatives and the Heads of the Transferred Line Departments need more training on existing laws. • Elected representatives need training on Budget Implementation
	Upazila	**Comment**

1	Bakerganj Upazila	• Existing rules and regulations are not adequate but outdated. • Rules and laws should be enforced properly to avoid malpractice of the existing rules and regulations. • Amendments and corrections are needed to update the scenario. • Rules should be modified through considering contemporary issues and problems. • A combined training is needed for both the representatives and officials so that they can share their thoughts and views in the same platform. • Elected representatives need vast training about the existing rules and regulations. • Training is needed to the elected representatives so that they will become responsible about their duties and liabilities and the performance and activities of Upazila Parishad. • Training is needed to the TLDs about strengthening their capacity about working with mass people. • Upazila Parishad should have to be accountable fully to the central government.
2	Baralekha Upazila	• Proper implementation of existing rules and regulations is needed . • Formulation of laws will be effective to increase own revenue income. • Elected Representatives need more training on existing laws. • Provision of training for the elected representatives should be ensured to increase their knowledge about overall development activites. • Sound Knowledge about the laws will boost-up elected representatives' capacity regarding formulation and implementation of plan. • Provision training for elected representatives on revenue income and budget formulation is essential.
3	Barishal Sadar Upazila	• Rules and laws should be enforced properly to avoid malpractice of the existing rules and regulations. • Amendments and corrections should be happened according to the current scenario. • Rules should be modified through considering contemporary issues and problems. • Some opined that existing rules are adequate but these could not be practiced properly. • Elected representatives need training about the existing rules and regulations. • Training is needed to the elected representatives so that they will become responsible about their duties and liabilities and the performance and activities of Upazila Parishad. • Training is given to the UPZ personnel about relation building with the stakeholders so that they can communicate with them properly.
4	Belabo Upazila	• Upazila Parishad should be fully accountable to the central government. • Elected Representatives and the Heads of the Transferred Line Departments need more training on existing laws. • Training is needed on the laws regarding the Structure and Governance of Upazila Parishad. • All Departments and Union Parishad need to have clear idea about Upazila Parishad Act.
5	Bijoynagar Upazila	• Clearly defined laws and legal framework regarding transparency can be incorporated.

6	Chuadanga Sadar Upazila	• Clearly define the roles and responsibilities of Upazila Chairman and Vice-Chairmen. • Training is needed on the laws regarding the Structure and Governance of Upazila Parishad. • Necessary rules should be introduced to strengthen the power of Vice-Chairman. • Elected representatives need to be informed about their legal power and actions. • There is an urgent need of training for the elected representatives on existing law, rules and regulations including governance, human rights, women development, capacity development and local government. • Elected Representatives and the Heads of the Transferred Line Departments need more training on existing laws. • All Departments and Union Parishad need to have clear idea about Upazila Parishad Act.
7	Faridganj Upazila	• Rules should be modified and updated based on the present scenario and demands of the stakeholders. • Some rules and regulations are not clear. Rules should be clarified and specific. • Existing rules and regulations should be followed properly. • If it is possible to practice existing Upazila Parishad acts fully then there is no need to formulate new rules and regulations for Upazila Parishad. • A combined training is needed for both the representatives and officials about budget, plan preparation, capacity development etc. • Elected representatives need vast training about the existing rules and regulations. • Training is needed to the TLDs about strengthening their capacity about working with mass people. • "Gram Adalat" should be introduced. • Training should be given to the elected representatives about integrity and worth ship.
8	Gaffargaon Upazila	• Existing rules and regulations are not adequate. • Amendments and corrections are needed to update the scenario. • Rules should be modified through considering contemporary issues and problems. • A combined training is needed for both the representatives and officials so that they can share their thoughts and views in the same platform. • Elected representatives need training about the existing rules and regulations. • Training is needed to the elected representatives so that they will become responsible about their duties and liabilities and the performance and activities of Upazila Parishad.
9	Gajaria Upazila	• The line departments are transferred in black and white because there is a gap in practice. This matter should be taken care of. A huge volume of work is there in UZP from the line departments (from the ministries; around 80%-90% of their works). So, how these departments are transferred? It is needed to think about the TOR of the transferred line departments. • Increased financial capability is a prerequisite of increased capacity. To increase the capacity of Upazila Parishad, thus, income source is needed to expand. This matter could be addressed into he acts and rules. As this was not addressed, necessary adjustments (amendment) are required. • It is essential to train all of the peoples' representatives about rules and regulations of UZP. Besides, they need to know about the legal framework of all of the TLDs. • The TOR of UZP is needed to make clearer. Besides, the accountability and scope of works of the staffs/officers are needed to make clear. • The elected representatives should be provided training about laws, acts, rules and regulations of all of the TLDs because they deal with these departments.

10	Gouripur Upazila	- Existing rules and regulations are adequate but outdated. Amendments and corrections are needed to update the scenario. - New rules should be developed for Transferred-line department officials to make them more accountable. - A platform should be developed to create/make a uniformity between the public representatives and transferred-line departments. - A combined training is needed for both the representatives and officials so that they can share their thoughts and views in the same platform. - Elected representatives needs training about the existing rules and regulations to enhance their capacity and management. - Training should be given to the elected representatives about the elections of local government bodies.
11	Kaliganj Upazila	- Existing rules and regulations are not adequate. - Amendments and corrections are needed to update the scenario. - A legal framework could be prepared for the Upazila Parishad by combining all the rules and regulations. - Existing rules and regulations are not properly applied and practiced in the field level. - New rules should be developed for Transferred-line department officials to make them more accountable. - Rules should be developed about preparation and clarification of annual budget. - A platform should be developed to create/make a uniformity between the public representatives and transferred-line departments. - Elected representatives needs training about the existing rules and regulations to enhance their capacity and management. - Training is needed to the elected representatives so that they will become responsible about their duties and liabilities and the performance and activities of Upazila parishad. - Training is needed to the representatives so that they can practice existing rules and regulations properly. - Training should be given to the elected representatives about the elections of local government bodies. - Upazila committee and their activities should be defined properly.
12	Mohonpur Upazila	- Clearly define the roles and responsibilities of Upazila Chairman and Vice-chairmen. - All Departments and Union Parishad need to have clear idea about Upazila Parishad Act.
13	Teknaf Upazila	- A rule is required to make the responsible officer for accounts accountable to the UZP. In most of the cases, the officers are not available in time. Thus, delay in works is a reality in UZP. - There is an urgent need of training for the elected representatives on existing law, rules and regulations including governance, human rights, women development, capacity development and local government.
14	Ukhia Upazila	- Existing rules and regulations are not adequate and clarified. - Necessary amendments and modifications are needed to update the existing rules and regulations. - Some participants are not aware of the existing rules and regulations. - Training is needed to the elected representatives so that they can be more responsible about their duties, liabilities, performance and activities of UZP. - Training on TLD activities should be given to the elected representatives.
15	Ullahpara	- Elected representatives need training on the laws regarding the Structure and Governance of Upazila Parishad. - Provision of follow-up training is essential.

3-1-2. Comments related to Upazila Committees

	District	Comment
1	Chandpur District	• The number of committees should be decreased. • Committee members should be more careful about their duties and responsibilities. • Two or three committees could be merged within a one committee. • Budget allocation is necessary to run the committees actively. • Meetings could be coordinated with the monthly Upazila meeting. • Some opined it is appropriate to arrange Upazila Committee meeting for every 2 months. • Some opined at least one meeting should be arranged in every month. • Some opined meeting should be arranged with an interval of three months. • Lack of coordination among the UPZ committee members. • Vice-Chairmen are not concerned about the Committee meeting in most of the cases. • Having no budget allocation for the meeting. • UNO should have to monitor it carefully. • Measures should be taken to monitor Vice-Chairmen and officials regarding these issues. • Interested persons should be included in the Committees.
2	Chuadanga District	• No need to increase or decrease the number of committees in order to activate the Upazila committee system. • Specific committee can be formed for each department of Upazila Parishad. • It is appropriate to arrange meeting in every two months. • The decisions taken on Upazila Committee meeting are not properly implemented. • Flexibility on attending the meeting is a major reason for not conducting the Upazila committee meeting regularly. Attending on the meeting should be made mandatory by rules. • Information related to the Development progress of Upazila should be included in a database and should be kept open for all.
3	Moulvibazar District	• The number of committees should be decreased. Committees can be divided into four groups according to clusters. Clusters are as follows; 1) Engineering Dept- LGED, PIO, Public Health, Education 2) Agriculture, Fisheries, Livestock 3) Cooperatives, Youth Development, Social welfare, Rural Development 4) Health, Women Affairs and others. • Specific committee can be formed for each department. • Meeting Can be held after every two months. • Increased accountability of TLDs will be effective to conduct Upazila committee meetings regularly.

4	Rajshahi District.	• No need to increase or decrease the number of committees in order to activate the Upazila committee system. • Committees should act more effectively. • Meeting Can be held after every three months. • Committees are very slow at implementing decisions. • Allocation of budget for the Refreshment during Upazila Committee meeting is essential.
	Upazila	**Comment**
1	Bakerganj Upazila	• The number of committee should be decreased. • Female members should be increased in the committee. • Committee members should be more careful about their duties and activities. • Two or three committees could be merged within a one committee. • Budget allocation is necessary to run the committees actively. • Meetings could be coordinated with the monthly Upazila meeting. • Some opined at least one meeting should be arranged in every month. • Some opined meeting should be arranged with an interval of three months. • Having no budget allocation for the meeting. Lack of coordination among the UPZ committee members. • Members of the committee are often busy with other activities. • TLD officials are not cooperative in most of the cases. • Members and officials should be more responsible about their duties and responsibilities.
2	Baralekha Upazila	• Number of committees should be decreased to 10 from 17 step by step. • Committees should be made more dynamic through clear and specific workplan. • It is appropriate to arrange meeting after every three months. • Lack of proper monitoring mechanism is one of the main reasons for not conducting the Upazila committee meetings regularly. • The decisions taken on Upazila Committee meeting should be considered more significantly. • No allocation for the meeting is another hindrance for not conducting the Upazila committee meeting regularly. • More agendas should be scheduled to be discussed in the meeting.
3	Barishal Sadar Upazila	• The number of committees should be decreased. • Female members should be increased in the committee. • Committee members should be more careful about their duties and activities. • Two or three committees could be merged within a one committee. • Budget allocation is necessary to run the committees actively. • Meetings could be coordinated with the monthly Upazila meeting. • Some opined at least one meeting should be arranged in every month. • Some opined meeting should be arranged with an interval of three months. • Having no budget allocation for the meeting. Lack of coordination among the UPZ committee members. • Members of the committee are often busy with other activities. • TLD officials are not cooperative in most of the cases. • Members and officials should be more responsible about their duties and responsibilities.

4	Belabo Upazila	• Specific committee can be formed for each department of Upazila Parishad. • Meeting Can be held after every four months. • Other Departments and Ministries do not give importance to Upazila Committee meetings. All Departments should give importance to these meetings. • The decisions taken on Upazila Committee meeting should be included in next AP and FYP. • The decisions taken on the meeting should be implemented through integration of all relevant departments. • Allocation of budget should be ensured for the Refreshment during Upazila Committee meeting.
5	Bijoynagar Upazila	• The number of committees should be decreased. • Meeting in every two months is enough. • Lack of coordination among the UPZ committee members is one of the main reasons for not conducting the Upazila committee meetings regularly. • Indifference of the heads o the TLDs is another reason for not conducting the upazila committee meetings regularly. • Budget should be allocated for the meeting. • Members and officials should be more responsible about their duties and responsibilities. There should be a clear list of responsibilities of committees.
6	Chuadanga Sadar Upazila	• There is no need to increase or decrease the number of committees of Upazila Parishad. • Specific committee can be formed for each department of Upazila Parishad. • Meeting Can be held after every four months. • Decisions taken by the Committees are not properly evaluated by the Upazila Parishad. • The decisions taken on Upazila Committee meeting should be included in next AP and FYP. • There should be a clear list of responsibilities of committees. • The decisions taken on the meeting should be implemented through integration of all relevant departments. • Allocation of budget for the Refreshment during Upazila Committee meeting.
7	Faridganj Upazila	• The number of committees should be decreased. • Two or three committees could be merged within a one committee. • Committee members should have to be accountable to their responsibilities. • Meetings could be coordinated with the monthly Upazila meeting. • Some opined at least one meeting should be arranged in every month. • TLD offcials are not cooperative in most of the cases. • Representatives from the Municipality and Civil Society should be included in the Committee.
8	Gaffargaon Upazila	• The number of committees should be decreased. • Two or three committees could be merged within a one committee. • Budget allocation is necessary to run the committees actively. • Meeting can be arranged with an interval of three (1) months. • These meetings could be coordinated with the monthly Upazila meeting. • Some opined meeting should be arranged with an interval of three months. • Having no budget allocation for the meeting. • Lack of coordination among the UPZ committee members. Members of the committee are often busy with other activities.

9	Gajaria Upazila	• Number of committees can be reduced. It can be 5-8 in number.
		• Especially, the committee relating to budget preparation needs to be strengthened.
		• Number of meetings can be reduced. Meetings can be arranged quarterly.
		• There are few reasons. They are:
		- no monitoring mechanism of such meetings
		- a large number of committees and a large number of meetings
		- no budget for the meetings
		• Bunch of meetings can be conducted at a time. This can help. Besides, the frequency of meeting should be reduced. We propose quarterly meeting.
		• Some budget for the meetings (entertainment) should be allocated.
10	Gouripur Upazila	• The number of committees should be decreased. A group committee could be formulated by combining two or three similar committees based on their activities and performance.
		• There should be some allocation of budget to run the committees actively.
		• Female member should be encouraged to join the committees.
		• Meeting can be arranged with an interval of three (3) months.
		• These meetings could be coordinated with the monthly Upazila meeting.
		• Meeting can be arranged with an interval of three (3) months.
		• These meetings could be coordinated with the monthly Upazila meeting.
		• The decisions taken by the committee are not executed properly.
11	Kaliganj Upazila	• The number of committees should be decreased. A group committee could be formulated by combining two or three similar committees based on their activities and performance.
		• Union Parishad chairman might be interested to take the responsibilities of the committee if the number could be decreased.
		• There should be some allocation of budget to run the committees actively.
		• The number of committee member should remain from five to seven members.
		• The members of the committee should be more responsible about their duties.
		• Female member should be encouraged to join the committees.
		• Some proposed meeting could be arranged with an interval of three (3) months.
		• UP chairman are very much busy with various activities so that they can't arrange meeting regularly.
		• A certain date can be fixed with the approval from all the members. Such as: meeting will be arranged at Date-5 of every month.
		• Officers of TLDs are not so interested to attend the meeting.
12	Mohonpur Upazila	• No need to increase or decrease the number of committees in order to activate the Upazila committee system.
		• It is appropriate to arrange meeting after every two months.
		• Sometimes two to three meetings are held on the same day for several reasons.
		• Other Departments and Ministries do not give importance to Upazila Committee meetings. All Departments should give importance to these meetings.
		• The decisions taken on Upazila Committee meeting should be included in next AP and FYP
		• Meeting shouldn't be arranged on weekly holidays or on government holidays.
13	Teknaf Upazila	• A coordinator for conducting the meeting can be thought. He can coordinate this task in consultation with the UNO and Chairman.
		• To function well, there should have some allocation of budget to run the committees actively.

14	Ukhia Upazila	• The number of committees should be decreased. • A group of committees could be formed by combining two or three similar committees based on their activities and performance. • There should be some allocation of budget to run the committees actively. • Some of the participants proposed, meeting could be arranged with an interval of three (3) months. • These meetings could be coordinated with the monthly Upazila meeting. • Having no budget allocation for the meeting. • Lack of coordination among the members. • Officers of TLDs are not so interested to attend the meeting as they are more liable to the respective line departments than the UZP.
15	Ullahpara	• No need to increase or decrease the number of committees in order to activate the Upazila committee system. • Specific committee can be formed for each department of Upazila Parishad. • Meeting Can be held after every four months. • Other Departments and Ministries do not give importance to Upazila Committee meetings. All Departments should give importance to these meetings. • The decisions taken on the meeting should be implemented through integration of all relevant departments.

3-1-3. Comments related to the Accountability of the TLDs to Upazila Parishad

	District	Comment
1	Chandpur District	• A proper collaboration is needed between the elected representatives and the TLD officials. • TLD officers should have to share their current activities and progresses in the monthly meeting. • Information about the activity of the Upazila Parishad should be updated and published regularly. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through arranging meeting or workshops. • Information can be shared through Notice board, E-mail etc. • Some budget should need to be allocated to disseminate information to the stakeholders.
2	Moulvibazar District	• Review the progress of implementation of the decisions taken on previous meetings to increase the accountability of TLDs. • Accountability to Upazil Parishad regarding specific issues should be ensured. • Open budget meeting should be arranged and collect opinions from the local people.
3	Chuadanga District	• Information about the functions of Transferred Departments and Annual Planning should be shared through Website, Billboard and Open discussion. • To increase the accountability of TLDs it is important to maintain regularity of Upazila Parishad meetings and becoming active to implement the decisions taken on the meeting.
4	Rajshahi District	• Consultation workshop with Upazila Parishad on Development projects need to be taken into consideration to increase the accountability of TLDs to the Upazila Parishad. • One Stop Service help desk can be established in Upazila Parishad. • Information about the functions of Transferred Departments and Annual Planning should be shared through Website, Billboard and Open discussion.
	Upazila	**Comment**
1	Bakerganj Upazila	• A proper collaboration is needed between the Chairman and the TLD officials. • TLD officers should have to share their current activities and progresses in the monthly meeting. • Information about the activity of the Upazila Parishad should be updated and published regularly. • TLD officers should have to be more accountable about their duties and activities. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • One Stop Service Centre should be introduced as soon as possible. • Information can be shared through Notice board, E-mail etc. • There is no budget allocation of the Upazila Parishad to disseminate information to the stakeholders. • Some budget should need to be allocated to disseminate information to the stakeholders.
2	Baralekha Upazila	• Coordination should be ensured among TLDs. • Information about all activities of TLDs and meeting minutes should be shared with Upazila Parishad and also among TLDs. • Coordination meeting and General meeting among TLDs should be arranged. • Maintaining regularity of Upazila Parishad meetings and becoming active to implement the decisions taken on the meeting will boost up the accountability of TLDs.

3	Barishal Sadar Upazila	• TLD officers should have to share their current activities and progresses in the monthly meeting. • TLD officers should have to be more accountable about their duties and activities. • Orientation should be given to the TLD officers(in case if new/transferred) by the Upazila Parishad about their activities. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through Notice board, E-mail etc. • Information can be disseminated through "Ward-Shava." • There is no budget allocation of the Upazila Parishad to disseminate information to the stakeholders. • Some budget should need to be allocated to disseminate information to the stakeholders
4	Belabo Upazila	• The progress of implementation of the decisions taken on previous meetings should be reviewed for increasing accountability of TLDs to the Upazila Parishad. • Meetings should be conducted properly. • Information about the functions of Transferred Departments and Annual Planning should be shared through Website, Billboard and Open discussion. • Open budget meeting should be arranged and collect opinions from the local people. • One Stop Service help desk can be established in Upazila Parishad.
5	Bijoynagar Upazila	• TLDs will share the information about the allocated amount and the sectors of expenditure for each year to Upazila Parishad. • Information about the functions of Transferred Departments and Annual Planning should be shared through Website, Billboard and Open discussion.
6	Chuadanga Sadar Upazila	• Open budget meeting should be arranged and collect opinions from the local people. • Information about the functions of Transferred Departments and Annual Planning should be shared through Website, Billboard and Open discussion. • Reviewing the progress of implementation of the decisions taken on previous meetings will be effective to ensure accountability of TLDs.
7	Faridganj Upazila	• TLD officers should have to be more accountable about their duties and activities • TLD officers should have to share their current activities and progresses in the monthly meeting. • Information about the activity of the Upazila Parishad should be updated and published regularly. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through Notice board, E-mail etc. • Information can be shared through ward shava, seminar etc. • Some budget should need to be allocated to disseminate information to the stakeholders.
8	Gaffargaon Upazila	• A proper collaboration is needed between the Chairman and the TLD officials. • TLD officers should have to share their current activities and progresses in the monthly meeting. • Information about the activity of the Upazila Parishad should be updated and published regularly. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through Notice board, E-mail etc. • Information can be shared through bill-boards. • There is no budget allocation of the Upazila Parishad to disseminate information to the stakeholders.

9	Gajaria Upazila	• Clarifying the roles and responsibilities of everyone relating to UZP including the officers from TLDs according to the UZP act, 1998. If needed, some rules may be introduced, some may be amended. • Installing citizen charter for the departments and as well as for the Upazila parishad as a whole. • A report can be submitted by all of the TLDs to the UZP in every 3 months. In the strategy, some measures regarding this matter can be considered. • Transferring the remaining departments which are not transferred yet but works at Upazila level.
10	Gouripur Upazila	• TLD officials should send a written report to the Upazila Parishad in every month. • A proper collaboration is needed between the Chairman and the TLD officials. • TLD officers should have to share their current activities and progresses in the monthly meeting. • Information about the activity of the Upazila Parishad should be updated and published regularly. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through Notice board, E-mail etc. • Information can be shared with the stakeholders through open discussion, flip-chart presentation, poster and banners. • Existing manpower and supports of the Upazila Parishad are not adequate to provide information to the stakeholders.
11	Kaliganj Upazila	• TLD officials should send a written report to the Upazila Parishad in every month. • Officers should be aware of their duties and responsibilities. • A proper collaboration is needed between the Chairman and the TLD officials. • Accountability and Cooperation among the Upazila personnel should be increased. Information about the activity of the Upazila Parishad should be updated and published regularly. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through Notice board, E-mail etc. • Information can be shared with the stakeholders through open discussion, flip-chart presentation, poster and banners
12	Mohonpur Upazila	• Accountability to Upazil Parishad regarding specific issues should be ensured. • Maintaining regularity of Upazila Parishad meetings and becoming active to implement the decisions taken on the meeting. • Open budget meeting should be arranged and collect opinions from the local people.
13	Teknaf Upazila	• Existing coordination meeting may be fruitful in ensuring the accountability of the TLDs. To do so, the corresponding line departments and their ministries need to be willing. So, this coordination is required at the central level and as well as at the local level. • Regular meeting can be an option to share information among the departments. There may have a binding to update the data and information of the TLDs in every three (3) months.
14	Ukhia Upazila	• Under the current framework, accountability of the TLD officials can be ensured only through respective line departments. • A process of submitting one written report in every month to the Upazila Parishad by the TLD officers can be developed. • Information about the activity of the Upazila Parishad should be updated, published and distributed regularly. • List of projects and schemes taken by Upazila Parishad should be published through website and social networking sites. • Information can be shared through Notice board, e-mail etc. • Information can be shared with the stakeholders through open discussion using flip-chart presentation, poster and banners.

15	Ullahpara Upazila	• Information about all activities of TLDs and meeting minutes should be shared with Upazila Parishad. • Meetings should be conducted properly. • Maintaining regularity of Upazila Parishad meetings and becoming active to implement the decisions taken on the meeting.

3-1-4. Comments related to Human Resources of Upazila Parishad

	District	Comment
1	Chandpur District	• Number of staffs should be increased. • Ensuring efficient Upazila Parishad is quite tough due to lack of manpower. • Technically sound manpower is urgent for Upazila Parishad. • Appointment of Assistant Accounting Officer is very urgent. • All Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Additional budget is needed for appointing new member for the Upazila parishad.
2	Chuadanga District	• It's important to find out ways to increase the Revenue income. Increase Human Resource when the income is increased. • An expert Accountant should be recruited. • Upazila Parishad need to have the authority to evaluate the performance of TLDs. • Number of Human Resource should be increased
3	Moulvibazar District	• Increase Human Resource when the income is increased. • It's very essential to appoint an Assistant Accounting Officer according to law. • Human Resources should be increased.
4	Rajshahi District.	• It's very essential to appoint an Assistant Accounting Officer. But their allowances should be provided from the LGD. • An Engineer should be appointed on Upazila Parishad • It's not positive to appoint manpower depending on revenue income. • An officer should be included in Upazila Parishad. • Provide training to Elected Representatives, Officers and Chairman of Union Parishad.

	Upazila	Comment
1	Bakerganj Upazila	• Number of staff members should be increased. • Supports should be provided by the Central Government. • Ensuring efficient Upazila Parishad is quite tough due to lack of manpower. • Technically sound manpower is urgent for Upazila Parishad. • Appointment of Assistant Accounting Officer is very urgent. • Internal Audit is necessary for the Upazila Parishad. • All Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Additional budget is needed for appointing new member for the Upazila parishad.
2	Baralekha Upazila	• Human Resources of Upazila Parishad should be increased. • It's very essential to appoint an Assistant Accounting Officer. • Increase human resource when the revenue income is increased. • Provide training to Elected Representatives, Officers and Chairman of Union Parishad.
3	Barishal Sadar Upazila	• Number of staffs should be increased. • Technically sound manpower is urgent for Upazila Parishad. • Appointment of Assistant Accounting Officer is very urgent. • All Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Additional budget is needed for appointing new member for the Upazila parishad.
4	Belabo Upazila	• The current number of staffs at UZP is not sufficient.it should be increased. • It's very essential to appoint an Assistant Accounting Officer. • Find out ways to increase the Revenue income. Increase manpower when the income is increased. • Provide training to Upazila Parishads to increase their capacity specially on acquisition of resource and Financial Management.
5	Bijoynagar Upazila	• Human Resource of Upazila Parishad should be increased. • It's very essential to appoint an Assistant Accounting Officer. • An officer should be included in Upazila Parishad.

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6	Chuadanga Sadar Upazila	• There is a shortage of human resource in Upazila Parishad. So Manpower should be increased. • Provide training to Elected Representatives, Officers and Chairman of Union Parishad. • It's very essential to appoint an Assistant Accounting Officer.
7	Faridganj Upazila	• Number of staffs should be increased. • Technically sound manpower is urgent for Upazila Parishad. • All Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Additional budget is needed to appoint new stuffs.
8	Gaffargaon Upazila	• Number of staffs should be increased. • Supports should be provided by the Central Government. • Ensuring efficient Upazila Parishad is quite tough due to lack of manpower. • Appointment of Assistant Accounting Officer is very urgent. • Internal Audit is necessary for the Upazila Parishad. • All Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Additional budget is needed for appointing new member for the Upazila parishad.
9	Gajaria Upazila	• The total number of UZP staffs is very scarce. It is needed to be considered. • It is essential to take care of the financial matters by an accountant or related professional which the UZP lacks seriously. So, it is urgent to appoint the Assistant Accounting Officer at Upazila. • There should have a scope for the UZP to appoint the manpower as like as the Paurashava.
10	Gouripur Upazila	• Number of staffs should be increased by creating some new vacancies for the Upazila Parishad. • Necessary supports should be provided by the Central Government. • Inadequate manpower hampered the overall activities. • Most of the participants opined that it is very urgent to appoint an Assistant Accounting Officer according to the law. • Internal Audit is necessary for the Upazila Parishad. • All Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Additional budget is needed for appointing new member for the Upazila parishad.
11	Kaliganj Upazila	• Existing manpower of the Upazila Parishad is inadequate. • Number of staffs should be increased by creating some new vacancies for the Upazila Parishad. • Necessary supports should be provided by the Central Government. • Most of the participants opined that it is very urgent to appoint an Assistant Accounting Officer according to the law. • Internal Audit is necessary for the Upazila Parishad. • Some opined that all Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Some thought that it is possible and it should be done if necessary. • Some thought that it might help UPZ to provide better outcome of their works.
12	Mohonpur Upazila	• An IT expert should be appointed. • Human Resource of Upazila Parishad should be increased.
13	Teknaf Upazila	• Manpower in the UZP is extremely inadequate. • The Accounts officer is a crying need. Besides, provision of an administrative officer to assist UNO can be thought. • Officers can be easily recruited from the own source of the UZP.

14	Ukhia Upazila	• Existing manpower of the Upazila Parishad is inadequate. • Number of staffs should be increased by creating some new posts for the Upazila Parishad. • Participants opined that, it is very urgent to appoint an Assistant Accounting Officer according to the law. • Some opined that, all Upazila Parishad are not capable to appoint manpower from the revenue fund according to their needs/demands. • Some thought that some of the UZPs can appoint some staffs from own fund. The provision should be introduced by the law.
15	Ullahpara Upazila	• Training should be provided to Elected Representatives, Officers and Chairman of Union Parishad. • Appointing an Assistant Accounting Officer is essential. • Human Resource should be increased.

3-1-5. Comments related to Development Plan

	District	Comment
1	Chandpur District	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • Technical supports are necessary for the Upazila Parishad such as: Technical manpower, instruments etc. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.
2	Chuadanga District	• Identification of the demands of all Union Parishads and compiling them through database will be helpful to prepare and implement five-year plan (FYP) / annual plan (AP). • Clear and organized mechanism should be included in the guideline/manual to achieve goals. • Formulation of Plan for Short, Mid and Long term starting from Ward level. • Opinions which come from the grass-root level should be taken into consideration.
3	Moulvibazar District	• A detailed manual is will be helpful for the preparation and implementation of five-year plan (FYP) / annual plan (AP) at the Upazila level. • Ensuring general peoples participation is essential specially women and young generation. • Local resources should be identified and utilized properly.
4	Rajshahi District.	• Guidelines on Formulation and Implementation of Development Plans should be updated. • Implementation Procedures to achieve SDG targets should be included in the Manual • Separate Budget is needed to Formulate, Monitor, Evaluate and Share the AP and FYP or Clarification to use budget from Upazila Parishad's funds. • Consultation Workshop should be arranged on the Manual of Formulation of AP and FYP which will include all the stakeholders.
	Upazila	**Comment**
1	Bakerganj Upazila	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • Technical supports are necessary for the Upazila Parishad such as: Technical manpower, instruments etc. • Guidelines/Manuals should be very easy so that Upazila personnel can easily understand these. • Guidelines/Manuals should be provided to the Upazila Parishad so that they can follow it when necessary. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.
2	Baralekha Upazila	• Detailed guidelines/manuals needed for the preparation and implementation of five-year plan (FYP) / annual plan (AP) at the upazila level. • Identification of the demands of all Union Parishads and compiling them through database will be helpful to prepare and implement five-year plan (FYP) / annual plan (AP). • Type of functions and working mechanisms of each department should be clarified and shared with other department. • Formulation of formats according to the departments can be effective.
3	Barishal Sadar Upazila	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • Technical supports are necessary for the Upazila Parishad such as: Technical manpower, instruments etc. • One Vice-Chairman can be included in the TGP committee. • Guidelines/Manuals should be provided to the Upazila Parishad so that they can follow it when necessary. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.

4	Belabo Upazila	• Workshop Training can be arranged for the Union Parishad Chairman and Head of the Line Departments on formulation and implementation of guideline/ manual. • Formulation of formats according to respective departments would be better. • Stakeholders demands/needs can be collected through ward shava or Union shava.
5	Bijoynagar Upazila	• TLDs should have clear idea about national FYP. • Provide training to TLDs regarding respective departments. • Identification of the demands of all Union Parishads and compiling them through database will be helpful to prepare and implement five-year plan (FYP) / annual plan (AP).
6	Chuadnga Sadar Upazila	• Easily understandable guideline is needed. • Provision of training for TLDs to increase their knowledge about national FYP.
7	Faridganj Upazila	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • Technical supports are necessary for the Upazila Parishad such as: Technical manpower, instruments etc. • Guidelines/Manuals should be provided to the Upazila Parishad so that they can follow it when necessary. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.
8	Gaffargaon Upazila	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • Technical supports are necessary for the Upazila Parishad such as: Technical manpower, instruments etc. • Guidelines/Manuals should be written in such way so that Upazila personnel can easily understand these. • Guidelines/Manuals should be provided to the Upazila Parishad so that they can follow it when necessary. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.
9	Gajaria Upazila	• A detailed manual is urgent. • A specific calendar is needed to introduce which will show the specific deadlines of FYP and AP preparation. • Relevant professionals are needed to be included. People of the locality must be included into the plan. • During planning, some things must be considered. They are gender, age, disability, environmental risks and hazards, comparative advantage, prority etc as if the plan can contribute to achieve the SDGs. • TEC (Technical Evaluation Committee) can be introduced which will evaluate the implementation of the plan (instead of TGP).
10	Gouripur Upazila	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • At least one technical is needed to appoint at the district level who can provide supports to the Upazilas. • Stakeholders demands/needs can be collected through ward shava or Union shava.
11	Kaliganj Upazila	• Some opined that Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • Some added that there should be allocation of technical supports and manpower for the Upazila Parishad to understand the guidelines/manuals. • All departments should prepare five-year plan (FYP) and annual plan (AP) according to their resources and opportunities. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.
12	Mohonpur Upazila	• An easily understandable and detailed guideline is needed. • Guidelines/Manuals should be provided to the Upazila Parishad so that they can follow it when necessary. • Pictures, relevant videos can be attached to the slides.

13	Teknaf Upazila	• There is no detailed guideline or manual for the preparation and implementation of five-year plan (FYP) or annual plan (AP) at Upazila level. It is a serious need now because without its absence, projects can't be completed and monitored. • Ward Shavas are not being held. This UZP faced difficulty in collecting the opinion from them.
14	Ukhia Upazila	• Guidelines/ Manuals are very much necessary for the preparation of five-year plan (FYP)/ annual plan (AP) at the Upazila level. • All departments should prepare five-year plan (FYP) and annual plan (AP) according to their resources and opportunities. • Technical supports should be provided by the central government. • Stakeholders demands/needs can be collected through Ward Shava or Union Shava.
15	Ullahpara Upazila	• Support is necessary for the Upazila Parishad such as Technical manpower, instruments etc. for the preparation and implementation of five-year plan (FYP) / annual plan (AP) at the Upazila level. • Clear and detailed mechanism to share information can be included. • Provision of increasing knowledge about national FYP for TLDs

3-1-6. Comments related to Budget

	District	Comment
1	Chandpur District	• Some changes in budget format is necessary. • Budget should be prepared according to the needs and priorities of the stakeholders. Government should monitor the progress of preparation of budget in a regular basis. • Training should be given to the Upazila Officials and elected representatives about the preparation of Upazila Budget. • Consultants should be provided by the governments to support the UPZ personnel. • Funds should be circulated within the specified time frame or at the starting of a fiscal year.
2	Chuadanga District	• Existing budget format need to be changed. Identify demands through arranging discussion in the presence of grass-root level beneficiaries and budget should be prepared based on the priority of demands. • Public sharing and Demonstration through Banner will be helpful. • Budget allocated for TLDs should be provided to the Upazila Parishad directly. • Ensuring Coordination between AP and FYP while preparing AP is essential. • Skilled manpower should be recruited for budget formulation by the Government or from Upazila Parishad's own income. • An Accountant can be appointed for budget preparation.
3	Moulvibazar District	• Existing budget format is appropriate. There is no need to change the existing budget format. • Technical support from the Government is needed.
4	Rajshahi District	• Existing budget format is appropriate. No need to change the current one. • Formulation of new laws is not needed if the existing laws are properly implemented. • Allocation of budget based on the evaluation of previous year's budget will be effective.
	Upazila	**Comment**
1	Bakerganj Upazila	• Some changes in budget format is necessary. • Budget format should be easir and understandable. • Budget should be prepared according to the needs and priorities of the stakeholders. • Budget allocation should be circulated according to the demands/needs of the Upazila. • Consultants should be provided by the governments to support the UPZ personnel. • After the completion of the budget it should be displayed so that stakeholders can acknowledge it and provide their opinion if necessary. • Funds should be circulated within the specified time frame or at the starting of a fiscal year.
2	Baralekha Upazila	• There is no need to change the existing budget format. Existing budget format is appropriate. • An experienced consultant is needed to prepare and implement the budget for the UZP in time. • Grant should be allocated based on assessment. • Provision of Training on preparing budget is essential • Public sharing and Demonstration through Banner will be helpful. • Formulation of new laws is not needed if the existing laws are properly implemented.
3	Barishal Sadar Upazila	• Some changes in budget format is necessary. • Budget should be prepared according to the needs and priorities of the stakeholders. • After the completion of the budget it should be displayed so that stakeholders can acknowledge it and provide their opinion if necessary. • Funds should be circulated within the specified time frame or at the starting of a fiscal year.

4	Belabo Upazila	• Budget Format should be easier to be understood for the stakeholders and also need to be more informative. • Proper monitoring by the government should be ensured. • Grant should be allocated based on assessment. • Provision of demonstrating the overview of Previous year's budget while making the new budget. • Formulation of new laws is not needed if the existing laws are properly implemented. • Budget related employees should be given proper training.
5	Bijoynagar Upazila	• The steps of current budget format should be reduced. • Identify demands through arranging discussion in the presence of grass-root level beneficiaries and budget should be prepared based on the priority of demands. • Incentives will boost up budget preparation. • Human Resource is not sufficient for the preparation of budget. • Preparing a report on the progress of budget implementation in every three months will be helpful to prepare the next FY budget. • Allocation of fund to establish a special school for the autistic children is needed.
6	Chuadanga Sadar Upazila	• There is no need to change the existing budget format. Existing budget format is appropriate. • Provision of demonstrating the overview of Previous year's budget while making the new budget. • Consultation Workshop can be arranged where members of Upazila Parishad and Upazila Stakeholders will be the participants. • Allocation of Budget should be increased according to demand. • Formulation of new laws is not needed if the existing laws are properly implemented.
7	Faridganj Upazila	• Some changes in budget format is necessary. • Budget should be prepared according to the needs and priorities of the stakeholders. • Budget allocation should be circulated according to the demands/needs of the Upazila. • Consultants should be provided by the governments to support the UPZ personnel.
8	Gaffargaon Upazila	• Some changes in budget format is necessary. • Budget format should be easier and understandable. • Budget should be prepared according to the needs and priorities of the stakeholders. • Budget allocation should be circulated according to the demands/needs of the Upazila. • Consultants should be provided by the governments to support the UPZ personnel. • Funds should be circulated within the specified time frame or at the starting of a fiscal year.
9	Gajaria Upazila	• Current format of budget is not up to date. We need to update (revise) it. The format needs to be flexible in nature so that it can be used easily. • A designated person from Divisional Commissionaire office can oversee all of the Upazila budgets and related matters. • It is needed to develop the capacity of related persons. To do so, training programs can be introduced in this subject matter (if necessary). • The scope for peoples' participation in budget preparation can be thought of.
10	Gouripur Upazila	• Some changes in budget format is necessary. • Budget should be prepared according to the needs and priorities of the stakeholders. • Budget should be prepared through bottom-up approach. • Budget allocation should be circulated according to the demands/needs of the Upazila. • Consultants should be provided by the governments to support the UPZ personnel. • Funds should be circulated within the specified time frame or at the starting of a fiscal year.

11	Kaliganj Upazila	- Most of the participants opined that the existing formats are fine. - Budget format should be more stakeholders friendly. - Budget should be prepared according to the needs and priorities of the stakeholders. - Budget should be prepared through bottom-up approach. - Experts or Consultants should be provided by the Government for supporting UPZ to prepare the budget. - Budget allocation should be circulated according to the demands/needs of the Upazila. - Funds should be circulated within the specified time frame or at the starting of a fiscal year. - Monitoring from the central government is necessary.
12	Mohonpur Upazila	- There is no need to change the existing budget format. Existing budget format is appropriate. - Provision of allocation for budget formulation is essential. - Grant should be allocated based on assessment. - Budget related employees should be given proper training.
13	Teknaf Upazila	- Current formats of budget are difficult to understand. It can be changed. Otherwise, required logistics and support (like computer and training) from the government should be provided as soon as possible. - An officer is required to monitor the budget. It can be monitored at the Zila (District) level, too.
14	Ukhia Upazila	- Budget format should be user friendly. The present formats are not of that type. - Budget should be prepared according to the needs and priorities of the stakeholders. - Budget should be prepared through bottom-up approach. - Expertise or Consultants should be provided by the Government for supporting UPZ to prepare the budget. - Budget allocation should be circulated according to the demands/needs of the Upazila. - Funds should be circulated within the specified time frame or at the starting of a fiscal year.
15	Ullahpara Upazila	- Identify demands through arranging discussion in the presence of grass-root level beneficiaries and budget should be prepared based on the priority of demands. - An experienced consultant is needed to prepare and implement the budget for the UZP in time. - Incentives will boost up budget preparation.

3-1-7. Comments related to Annual Development Program

	District	Comment
1	Chandpur District	• Budget should be allocated according to the population and size/area of a Upazila. • Fund allocation should be happened at the starting of a fiscal year. • Budget should be allocated in such way so that Upazila Parishad have completed their activities within the fiscal year.
2	Chuadanga District	• Projects should be taken according to local demand. • Money should be allocated within 60 days after finalizing the project. • Special Allocation for some socio-economic problems such as Early marriage can be included in the AP.
3	Moulvibazar District	• Allocated money should be disbursed as soon as possible specifically in the first month of the fiscal year. • Budget should be increased considering substantial demand.
4	Rajshahi District	• Need based allocation of funds in the AP should be ensured. • Fund should be disbursed at the beginning of the Fiscal Year.
	Upazila	**Comment**
1	Bakerganj Upazila	• Budget should be allocated according to the population and size/area of a Upazila. • Fund allocation should be happened at the starting of a fiscal year. • Budget should be allocated according the activities and performance of the Upazila parishad.
2	Baralekha Upazila	• Fund allocation should be disbursed at the starting of the fiscal year. • Projects should be taken according to local demands. • Provision of enough budget for development activities should be ensured.
3	Barishal Sadar Upazila	• Fund allocation should be increased so that Upazila Parishad can meet the demands. • Budget should be allocated according to the population and size/area of a Upazila. • Information about fund allocation of transferred line departments by the respective ministries should be provided to the Upazila Parishad.
4	Belabo Upazila	• Budget should be increased considering substantial demand. • Plan should be finalized at the beginning of the Fiscal Year. • Money should be disbursed early in the Fiscal Year.
5	Bijoynagar Upazila	• Upazila Parishad's own income should be taken into consideration while allocating money. • Fiscal year should be changed to January-December. • Try to reduce the complexities regarding disbursement of money so that getting allocated money will be easier.
6	Chuadanga Sadar Upazila	• Plan should be finalized at the beginning of the Fiscal Year • Fund should be disbursed at the beginning of the Fiscal Year.
7	Faridganj Upazila	• Budget should be allocated according to the population and size/area of a Upazila. • Fund allocation should be happened at the starting of a fiscal year. • Budget should be allocated according the activities and performance of the Upazila parishad.
8	Gaffargaon Upazila	• Budget should be allocated according to the population and size/area of a Upazila. • Fund allocation should be happened at the starting of a fiscal year.
9	Gajaria Upazila	• ADP's total amount should be disbursed in two installments; in first two quarters. At least, the amount of money and its disbursement schedule should be announced prior to the fiscal year.
10	Gouripur Upazila	• Budget should be allocated according to the population and size/area of a Upazila. • Fund allocation should be happened at the starting of a fiscal year. • Timing of budget allocation should need to be changed and modified.
11	Kaliganj Upazila	• Budget should be allocated according to the population and size/area of a Upazila. • Fund allocation should be happened at the starting of a fiscal year.

12	Mohonpur Upazila	• Money should be allocated and disbursed timely regarding FYP. • Parishad should be given authority based on the needs of ADP.
13	Teknaf Upazila	• Firstly, the amount of allocation is needed to be increased. During allocation, socio-economic condition needs to be considered. • The time of FY can be rethought. It can be changed from July-June to March-February because of the climatic condition of this country.
14	Ukhia Upazila	• Allocation of fund should be done at the starting of a fiscal year. • Budget should be allocated according to the population and size/area of a Upazila.
15	Ullahpara Upazila	• Try to reduce the complexities regarding disbursement of money so that getting allocated money will be easier. • Budget should be increased considering substantial demand.

3-2. "Guideline for Upazila Integrated Development Planning"

	District	Comment
1	Chandpur	• Development plan guideline seemed very important to the participants. • It is a systematic guideline for making development plan at the Upazila level. • More workshops and training is needed to share experiences and thoughts about the procedural issues. • Guidelines should be properly followed to make the development sustainable.
2	Chuadanga	• Allocation of budget should be done regarding Area, Population and also Local needs. • Accountability of Stakeholders should be ensured. • Activate Feedback and Monitoring cell.
3	Moulvibazar	• Overall implementation of existing mechanism should be ensured. • Ensuring Good Governance, Transparency and Accountability is essential
4	Rajshahi	• An online platform should be developed so that Union Parishad, all departments, NGOs and other Stakeholders can share the basic information and other information about the projects through the year round. • Preparing a compendium on Upazila level development works, sectors and issues will be helpful to formulate the guideline. • Give more importance on the implementation procedure. • Information gap between MP, UZP Chairman and UP chairman should be reduced to avoid delicacy.

	Upazila	Comment
1	Bakerganj Upazila	• Development plan guideline seemed very important to the participants. • It is a systematic guideline for making development plan at the Upazila level. • More workshops and training is needed to share experiences and thoughts about the procedural issues. • Formats should be very easy and simple as everyone can understand it easily. • Lack of sector-wise information of the Upazila Parishad. • Lack of coordination among the elected representatives and TLD officials. • Upazila personnel need more training about the steps and procedures of AP and FYP. • Lack of proper experiences about the preparation of AP and FYP.
2	Baralekha Upazila	• Overall implementation of existing mechanism of Development Planning Guidelines should be ensured. The current mechanism is well considered. • Consider overall resources during resource mapping. • Ensuring coordination among all departments including National Board of Revenue regarding resources is essential. • Training is needed on the formulation of Development Planning Guidelines. • Guidelines should be formulated on long-term basis maintaining consistency with SDG. • Clarification of laws is essential.
3	Barishal Sadar Upazila	• Development plan guideline seemed very important to the participants. • More workshops and training is needed to share experiences and thoughts about the procedural issues. • Upazila Parishad will be benefited in the long run through following the guidelines properly. • Monitoring is very much important in order to formulate the guidelines properly.
4	Belabo Upazila	• Public participation should be increased while preparing Development Planning Guidelines. • Lack of timely disbursement of money is a major problem regarding formulation of Planning Guidelines. • Formulate and implement concrete plan in consistent with SDG.
5	Bijoynagar Upazila	• Consider overall resource during resource mapping. • Frequent changes of project is a hindrance on formulating Planning Guidelines. • Interdepartmental coordination is essential.

6	Chuadnga Sadar Upazila	• Ensuring coordination among all departments including National Board of Revenue regarding resources is essential. • It is important to provide training to TLDs on formulation of Development Plan Guidelines.
7	Faridganj Upazila	• Development plan guideline seemed very important to the participants. • More workshops and training is needed to share experiences and thoughts about the procedural issues. • Technical support should be given to the Upazila Parishad.
8	Gaffargaon Upazila	• Development plan guideline seemed very important to the participants. • It is a systematic guideline for making development plan at the Upazila level. • More workshops and training is needed to share experiences and thoughts about the procedural issues. • It should prepare in such way so that it reflects stakeholder's opinion properly. • Lack of sector-wise information of the Upazila Parishad. • Lack of coordination among the elected representatives and TLD officials. • Upazila personnel need more training about the steps and procedures of AP and FYP. • Formats should be very easy and simple as everyone can understand it easily.
9	Gajaria Upazila	• It is essential to have a guideline on development plan preparation to reduce the misuse of resources. The guideline that UICDP has drafted is a proper one. • There is a serious lack in knowledge on preparation of development plan exists. So, only guideline will not be sufficient. Training would be helpful in this regard. • It is needed to clarify the circulars. • Because of lacking in will, there may remain a gap between the elected representatives and the TLD officers. In the guideline, there may have some ways to address this. • Procedure is good. It is essential to make a team to prepare the plan in such a process. The mentality of accommodating new things is necessary for following this procedure. Without team building and coordination, this procedure will not work which is a big challenge. • The procedure can only be followed in a fruitful way if the TLDs and other resources within the UZP can be identified prior to the fiscal year. So, there may have a mechanism in this development plan to ensure the information from concerned Division, District, Unions and various ministries. • Because of having duplication in works of various departments, various problems are evident in data collection, identifying schemes etc. To fix those specific areas, we had to coordinate. • We could not provide the scheme list within the designated time. We could not fix this issue. • Because of having budget constraint (and constraint of power), some schemes can't be included into the plan though.
10	Gouripur Upazila	• It seemed very useful and helpful to the participants. • More workshops and training is needed to share experiences and thoughts about the procedural issues. • It should prepare in such way so that it reflects stakeholder's opinion properly. • Upazila personnel need more training about the steps and procedures of AP and FYP. • Formats should be very easy and simple as everyone can understand it easily.

11	Kaliganj Upazila	- It seemed very important to the participants as planning is quite impossible without a proper guideline. - More workshops and training is needed to share experiences and thoughts about the procedural issues. - It should prepare in such way so that it reflects stakeholder's opinion properly. - There should a one special meeting in every year for revising and updating it regularly. - Upazila personnel need more training about the steps and procedures of AP and FYP. - Lack of information about the TLDs. - Lack of coordination among Upazila Parishad and Upazila Administration. - Stakeholders are not fully interested and cooperative. - Formats should be very easy and simple as everyone can understand it easily.
12	Mohonpur Upazila	- Form a committee on Proper data collection of socio-economic condition. - Explore easier mechanisms to implement Development Plan. - Interdepartmental coordination will be helpful to get better results.
13	Teknaf Upazila	- The guideline that has been drafted is good. It is implementable, as well. - During budget preparation for DP, UZP faced difficulty. It is a very important part of the plan. So, to prepare DP in an orderly manner, officer relating to budget is required. Otherwise, this endeavor will not be able to bring good result. - It is difficult to remain neutral and fair in prioritizing and allocating money for the projects. A mechanism can be suggested in the guideline.
14	Ukhia Upazila	- Guideline is very important for Upazila to prepare plan. The proposed guideline is a good one. - More workshops and training are needed to share experiences and thoughts about the procedural issues. - Upazila personnel need more training about the steps and procedures of AP and FYP. - During preparation of FYP and AP, lack of information and lack of coordination were the biggest challenge. So, it should be considered seriously. - While planning, allocation of some emergency budget is safe to make the plan successful. So, in the guideline there should have some indication/suggestion regarding this.
15	Ullapara Upazila	- Vice Chairmen should be included on the development works. - Budget is not sufficient - Public participation should be increased while preparing Development Plan Guidelines

別　冊　資　料　6
Separate Volume 6

National Institute of Local Government
(NILG)

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

Japan International Cooperation Agency
(JICA)

Review Workshop and Training on FYP and AP

Upazila Integrated Capacity Development Project (UICDP)

February-March 2020

Session: 1

Course Introduction

Session Objective

After the session you will be able to….

1. Understand overall design of the training course ☐

2. Understand administrative arrangement of the training course ☐

Session 1 Contents

1. Class Rules

2. Target Upazilas

3. Target Trainees

4. Course Objectives

5. Training Schedule

6. Course Administration Contact

7. Questions and Answers

## *Class Rules*

Trainees are requested to follow the class rules.

Class Rules:

1. Be on time
2. Respect others
3. Work as a team
4. Do your best
5. Follow directions
6. Switch off your mobile phones (or silent mode)
7. Take what you learned back to your Upazila and share with the others
8. Enjoy the training!

Target Upazilas

10 pilot Upazilas of the UICDP are trained.

Target Upazilas:

Batch	Division	District	Upazila
1st Batch	Chattagram	Brahmanbaria	Bijoynagar
	Khulna	Chuadanga	Chuadanga Sadar
	Mymensingh	Mymensingh	Gaffargaon
	Barishal	Barishal	Bakerganj
	Rajshahi	Sirajganj	Ullahpara
2nd Batch	Dhaka	Munshiganj	Gajaria
	Sylhet	Maulvibazar	Baralekha
	Rangpur	Lalmonirhat	Kaliganj
	Chattagram	Cox's Bazar	Ukhia
	Chattagram	Cox's Bazar	Teknaf
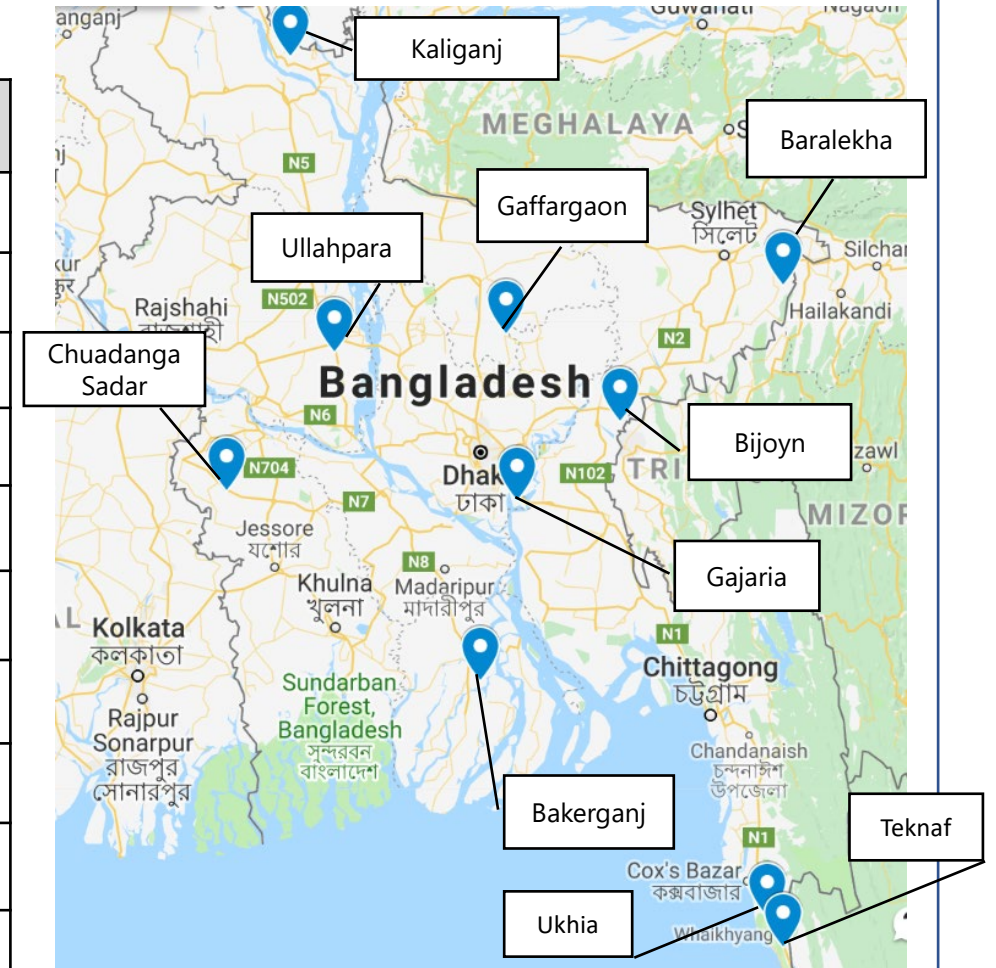
This training course is targeting the following participants.

Target Trainees:

- Upazila Chairman
- Upazila Vice-Chair
- Upazila Female Vice-Chair
- Upazila Nirbahi Officer (UNO)
- Upazila Engineer (LGED)
- Upazila Officer of Transferred Line Department 1
- Upazila Officer of Transferred Line Department 2
- Upazila Officer of Transferred Line Department 3 and
- District Coordinator (UICDP)
- UDF (UGDP)

10 from a Upazila (work together in the Group work sessions)

6

Course Objectives

Objectives of the training course are…

1. To review the FYP and AP formulated by each Upazila

2. To share the experience of the formulation of FYP and AP and improve the processes and contents for the next round based on lessons learned

3. To revisit the processes and the contents of the FYP and AP

4. To review procedures for implementation, monitoring and reporting of AP and FYP

5. To focus on the formulation of the next AP (2020-21)

Training Schedule

This training course is conducted following the course schedule.

👉 See *"Course Schedule"*

Course Administration Contact

For further information on the course administration, please contact with…

Course Administration Contact:

Ms. Nadira Sultana
Office Secretary, UICDP

Cell#:   01714-627052
Email: nadira71@yahoo.com

Questions and Answers

Any Question?

Session: 2

Presentation of FYP and AP

Presentation

Session Objectives

After the session, you will be able to....

1. Effectively share your Upazila's experiences gained in the process of formulating FYP and AP. ☐

2. Learn the contents and processes followed by other pilot Upazilas' while formulating FYPs and APs. ☐

3. Learn how to improve the quality of your Upazila's next round of formulation of FYP and AP ☐

Each pilot Upazila is requested to prepare a power point presentation to respond to the following questions.

1. **Situation Analysis for FYP**
2. **Prioritization of development sectors**
3. **FYP Goals and Outcomes with measurable indicators setting**
4. **AP goals, objectives and targets with measurable indicators setting**
5. **Implementation, monitoring and reporting**

- How many sectors have been covered by the situation analysis and who contributed to the situation analysis?

- Has the Upazila undertaken situation analysis for all the development sectors? If not, why?

- Any difficulties encountered by the respective officer of the transferred line departments in the following areas?

  - Socio-economic data collection?

  - Stakeholder consultation?

  - SDGs data collection?

  - Resource mapping (e.g. projects/schemes funded by other sources)?

- Based on the situation analysis done for all development sectors, how the Upazila has selected 3-5 priority sectors for FYP/AP?

- Has the Upazila Parishad and/or other stakeholders been involved in selecting the priority sectors?

- Have the priority sectors for FYP been aligned with the Vision Statement of the FYP?

- How are the priority sectors selected for FYP, reflective of the FYP goals and outcomes?

- Did you encounter any difficulty in the above mentioned process?

- Based on the prioritized sectors, how the FYPs goals and outcomes were set?

- Are those goals and outcomes attainable within 5 years?

- How the Upazila ensures that the FYP goals are attainable by establishing clear linkages with AP goals, objectives, outputs of the projects and schemes?

- Has the Upazila set the outcomes with some measurable indicators?

- Has the Upazila experienced any difficulties and problems setting FYP goals, outcomes and measurable indicators?

- Has the FYP been reviewed in a stakeholder's meeting and approved by the Upazila Parishad?

- After having FYP goals and outcomes set, how the Upazila ensures the linkages between the FYP goals and outcomes and the AP goals, objectives and targets?

- Has the Upazila properly estimated the annual development resources (e.g. ADPs, and revenue surplus, UGDP funds, etc.)?

- Have the AP goals, objectives and targets been properly aligned?

- Are the targets clearly measurable and attainable in a year?

- How the Upazila has selected the final list of AP projects to be funded in the AP? By whom?

- Has the AP been reviewed in the stakeholder's meeting and approved by the Upazila Parishad?

- Has the AP 2019-20 been implemented now? What is the status of implementation?

- Have you prepared any quarterly report as yet?

- The implementation of AP for the year 2018-19 has been completed. Has the accomplishment report been reviewed and approved at the Upazila Parishad?

- Have the results of the AP 2018-19 reported to the public and the higher authority? How?

- Any difficulty and/or problem encountered on those steps?

- **Presentation Rule:**
  <u>Chairman</u> makes presentation
  Use <u>microphone</u> and <u>pointer</u>
  Please present the <u>key points only</u> paying attention to the time given

- **Time allocation:**

**Each Upazila Team is given 5 minutes for <u>presentation</u>
And
5 minutes for <u>Comments and Q&A</u>
(10 minutes in total)**

Session: 3

Overall Comments on the FYP and the AP

Session Objectives

After the session, you will be able to....

1. Learn how to improve the quality of the next FYP and AP ☐

Overall Comments (1)

- In many cases older socioeconomic data have been used and the source is not mentioned.

- There is no explanation for the situation analysis (who prepared; the situation of the Upazila in brief, which sector is in the most critical state, etc.)

- In most of the cases, there is no explanation on the budget estimate (e.g. how is the budget estimate prepared).

- There is a discrepancy between the 'total amount' (in FYP) and 'budget summary of estimated budgets for AP.

- The logical explanation of the selected vision is missing.

Overall Comments (2)

- Priority has been selected for 3-5 sectors; the rationale for selecting them needs to be explained in the plans.

- In the Situation Analysis Format, the situation in AP needs to be 'a situation after 1 year'. In some plans, it has been written as 'a situation after 5 years'.

- The decision-making process is not well described (e.g. how priorities are selected, how the schemes are selected, etc.). The report needs to have those decisions.

- Some Upazilas did not undertake a situation analysis for all sectors. It is important to undertake situation analysis for all the sectors in order to select FYP focused (priority) sectors.

Overall Comments (3)

- One of the most important things is that there should have a couple of sentences to explain the linkages between the steps of FYP and AP (e.g. situation analysis, priorities, plans, FYP goals, indicators, outcomes, goals and objectives of AP selection etc.).

- It is also very important to explain how the Upazila decided to go from one step to the next and who made the decision. That is, how decisions were made and why they were taken - these should be there in the report.

- Both FYP and AP should be self-explanatory. Some FYPs and APs are not self-explanatory.

Things to consider for the next time

1. Please follow each step outlined in the guidelines.

2. Understand the logical sequences between the steps.

3. Prepare a good action plan for formulating FYP/AP including each individual task, responsible person(s), expected outputs, deadline, etc.

4. Follow the agreed action plan on a timely manner.

5. Ensure consistency between the AP and the FYP.

6. Use the lessons learned effectively in preparing the next plan.

7. Keep all the stakeholders involved (i.e. participatory planning).

8. Keep the Upazila Committee, TGP and TLDs involved throughout processes.

Any Question?

Session 4:

Review of the Overview of FYP and AP

Session Objective

After the session, you will be able to….

1. Have a clear understanding of the key steps and timeline for the formulation of a Five-Year Plan (FYP). ☐

2. Have a clear understanding of the key steps and timeline for the formulation of an annual plan (AP). ☐

Contents

1. Purpose of Five-Year Plan (FYP)

2. Overview of the key steps of FYP formulation

3. FYP cycle

4. Scheduling of FYP related activities

5. annual plan (AP) - key steps and timeline

6. Overview of the key steps of AP formulation

7. Timeline for AP cycle

8. Scheduling of AP related activities
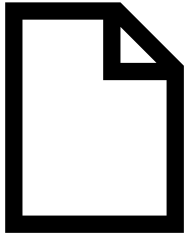
Can you answer to the following question?

- **What are the key steps and timeline to formulate a Five-Year Plan (FYP)?**

- **What are the key steps and timeline to formulate an annual plan (AP)?**

Five-Year Plan (FYP) - Key Steps and Timeline
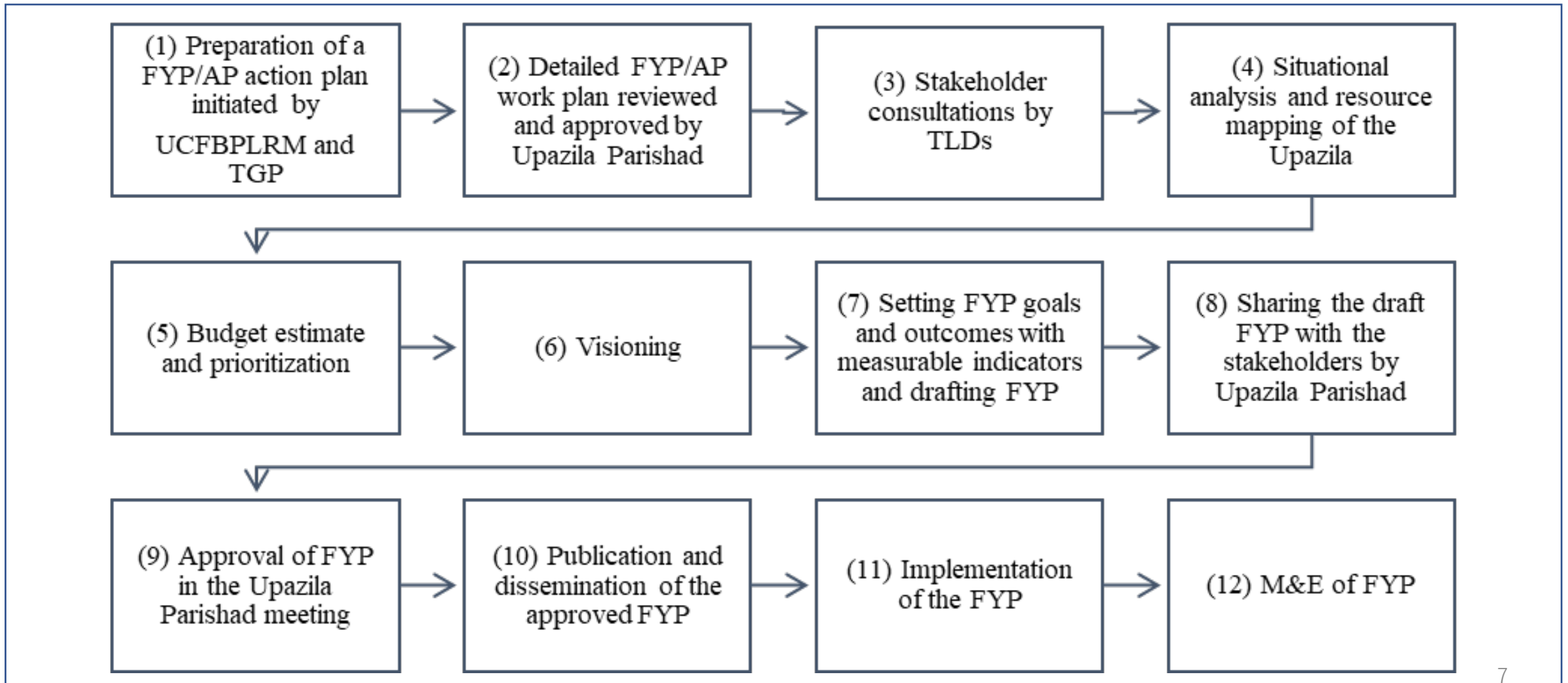
Five-Year Plan (FYP) …

Five-Year Plan (FYP)

- Presents the **vision**, **FYP goals**, and **expected outcomes** to aim for a medium-term development policy and strategies (e.g. accelerate growth and reduce poverty) in five years.

- Describes the **institutional framework and processes** of the Upazila Parishad to manage development planning cycle including formulation, implementation and monitor and evaluation of the development plans.

- Needs to be a living document constantly referred to and used as the basis for formulating an annual plan (AP) during the period.

6

Overview of the Key Steps of FYP formulation

FYP formulation follows the key steps below.

(1) Preparation of a FYP/AP action plan initiated by UCFBPLRM and TGP	(2) Detailed FYP/AP work plan reviewed and approved by Upazila Parishad	(3) Stakeholder consultations by TLDs	(4) Situational analysis and resource mapping of the Upazila
(5) Budget estimate and prioritization	(6) Visioning	(7) Setting FYP goals and outcomes with measurable indicators and drafting FYP	(8) Sharing the draft FYP with the stakeholders by Upazila Parishad
(9) Approval of FYP in the Upazila Parishad meeting	(10) Publication and dissemination of the approved FYP	(11) Implementation of the FYP	(12) M&E of FYP

UCFBPLRM with support from the TGP, supports the Upazila Parishad in undertaking the situation analysis.

- **Situation analysis** is a "<u>snapshot of the existing ground realities</u>", involves gathering, analyzing, and synthesizing data to make decisions with the strategic objectives and the available resources. Situation analysis refers to the <u>analysis of the internal and external factors </u>that affect the lives and livelihoods of people living in the Upazilas.

- **Situation analysis** helps Upazilas identify the <u>sectoral development needs and challenges, possible interventions and potential impacts</u>. The processes should be led by the Upazila Committees and/or the TLDs for all sectors.

- In the **situation analysis** for the FYP, the focus shall be given more to the <u>priority sectors</u> rather than the priority projects as the FYP is a medium-term plan for development.

8

Situation Analysis and Resource Mapping of Upazila

Key questions in regard to the current situation in the Upazila.

A) What is the existing situation in Upazila? (including <u>development needs</u> and <u>emerging problems</u> in the sectors)

B) How the situation would be <u>emerging</u> in five years? (e.g. getting better or worse)

C) Given the circumstances, what would be <u>possible actions</u> which Upazila could take to address those development challenges and/or emerging problems? (e.g. possible projects/interventions in which sectors)

D) How much <u>resources</u> would be required to implement the projects in those sectors? Are there any ongoing/future projects addressing the same challenges/problems in the sectors in the Upazila? How could they complement each other to overcome those sectors?

## *Visioning and Setting Sector Goals and Outcomes with Measurable Indicators*

Visioning exercise should be an inclusive and participatory process.

- FYP at the Upazila level, the **Vision Statement** may be of a **desired state in ten (10) years**.

- Drafting a vision statement must be done at an <u>early stage of formulating the FYP</u>.

- Visioning exercise should be an <u>inclusive and participatory process</u> because it entails determining the desired state or condition of the place where the people live and make a living.

- Special attention should be given to involving <u>various stakeholders representing the different development sectors and sub-sectors</u> (social, economic, infrastructure, environment and institutional), and as many societal sectors (women, indigenous peoples, youth, business, academic, civil society organizations, religious, farmers, etc.) as possible.

10

FYP is usually coherent with the Upazila local election cycle.

Five-Year Plan (FYP)
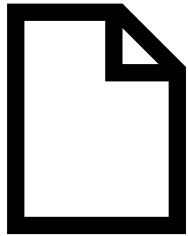
- Adopts an <u>inclusive and participatory</u> approach with wider stakeholders and partners.

- Based on good <u>situational analysis of the Upazila</u> (e.g. socio-economic data and information, needs assessment, resource mapping, etc.).

- Maintains <u>logical alignments between vision, goals and outcomes (results)</u> with measurable indicators.

- Ensures a <u>PDCA cycle</u> of formulation, implementation, monitoring & evaluation.

11

Scheduling of FYP related Activities

Standard timeline of the FYP is as follows.

Activity	Year 1	Year 2	Year 3	Year 4	Year 5
FYP formulation	June-August	N/A	N/A	N/A	N/A
FYP approval	August	N/A	N/A	N/A	N/A
FYP implementation	August- June	July- June	July- June	July- June	July- June
Annual review	N/A	July	N/A	July	Final review (July)
Mid-term review	N/A	N/A	June	N/A	N/A
Approval of revised FYP	N/A	N/A	August	N/A	N/A
Evaluation & lessons leant for the new FYP	N/A	N/A	N/A	N/A	April

annual plan (AP) - Key Steps and Timeline

13

Annual plan (AP) is ...(1)

annual plan (AP)
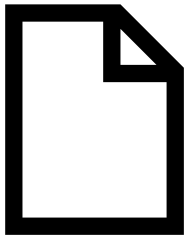
- Upazila Parishad Act envisages that the Parishads are required to prepare both **FYPs** and **APs**.

- Is an instrument of realizing the goals and outcomes of the FYP.

- Upazila Parishad shall determine the AP based on several conditions:
  - ✓ Consistent with the vision, FYP goals and outcomes;
  - ✓ Availability of financial resources in a given year;
  - ✓ Responses to emerging situations (e.g. emergency and/or urgency);
  - ✓ Technical capacity to implement the projects/schemes.

14

Annual plan (AP) is ...(2)

annual plan (AP)
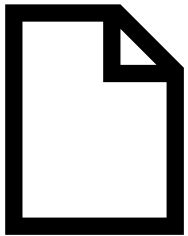
- Upazila Parishad is primarily responsible for the formulation and implementation of the AP.

- The **UCFBPLRM** is responsible for drafting the AP with technical support received from the **TGP**.

- The **PSC** is responsible for the selection of projects/schemes.

- The draft AP must be finally approved at the **Upazila Parishad meeting**.
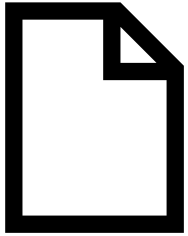
15

Overview of the Key Steps of AP formulation

AP formulation follows the key steps below.
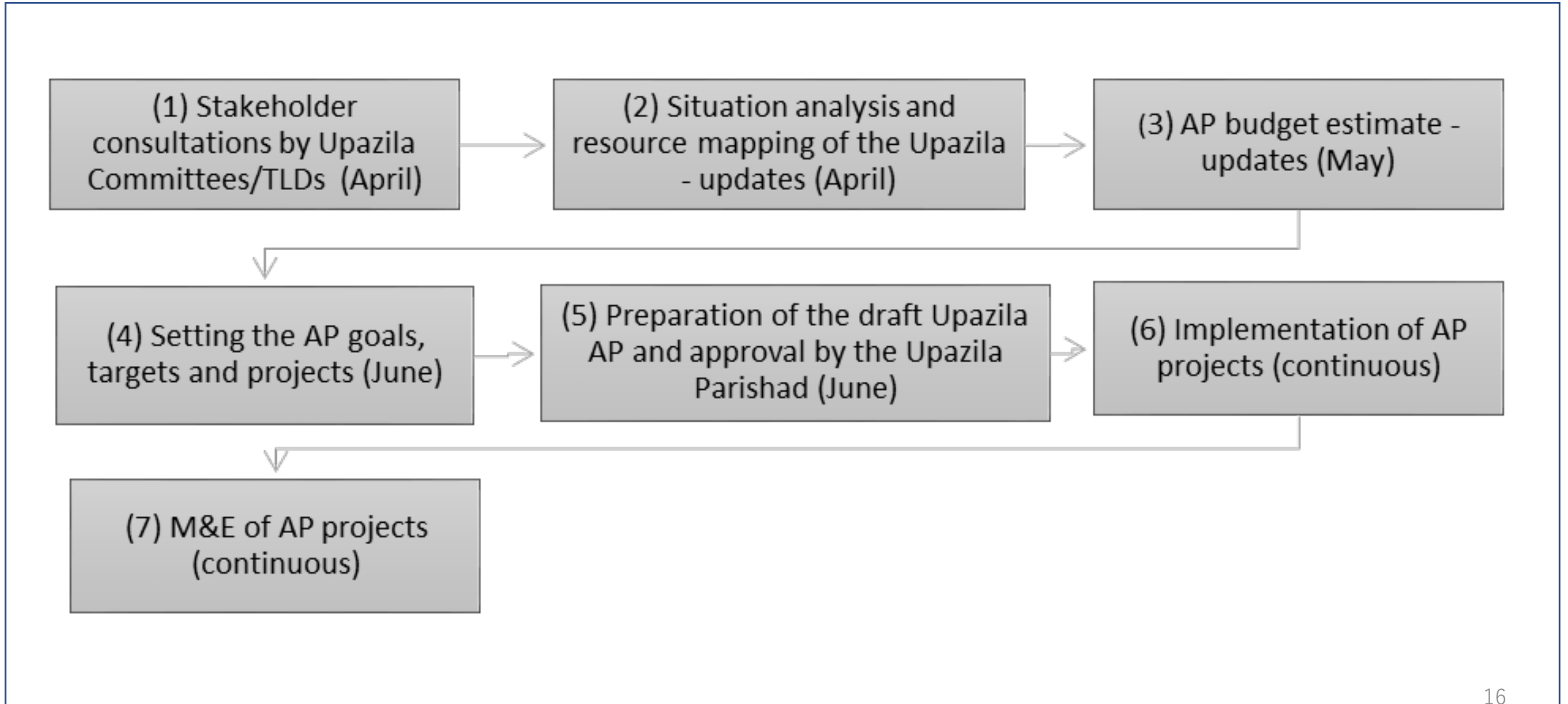
The standard timeframe of the AP is same as the fiscal year of Upazila.

annual plan (AP)

- The standard timeframe of the AP is same as the fiscal year of Upazila starting from **1 July to 30 June** each calendar year.

- AP preparation process must start in April every year. Every five years, the FYP shall be prepared so that the AP can be prepared right after the formulation of FYP.

Scheduling of AP related Activities (1)

Standard timeline of the AP is as follows.

AP Preparation Tasks	Responsible Person	Timeline	Remarks
Stakeholders consultations	TLDs' officials with UPs (UDCC) and Paurashava (TLCC)	Continuous	TLDs is responsible for determining the needs of the Upazila/Unions
Collection of data/information	Upazila Committees, UPs and TGP	Continuous	Upazila Committees, Unions continues to update and socio-economic data/information
Stakeholders consultations	Upazila Committees/ TLDs and Paurashava and Unions	April	Discussions led by TLDs/ Upazila Committees
Situational analysis of the Upazila and prioritization	Upazila Committees/ TLDs and TGP	April/May	Socio-economic data and information gathering
Development resource and activities mapping	TGP with TLDs, Unions, Paurashava, NGOs/CSOs	May	TLDs consult with the line ministries of the GoB TGP gathers other sources

Scheduling of AP related Activities (2)

Standard timeline of the AP is as follows.

Setting AP goals and outcomes and drafting a AP	UCFBPLRM with TGP support	June	Discussions, analysis, decision making and drafting
Sharing the draft AP with stakeholders	Upazila Parishad with UCFBPLRM support	June	Ensuring inclusive and participatory consultations
Approval of the AP by Upazila Parishad	Upazila Parishad	June	Decision making
Publication and dissemination of the AP	Upazila Parishad with UCFBPLRM and TGP	July	Reporting to LGD, DDLG and the people in Upazila
Implementation of the AP	TLDs and other implementing agencies	Continuous	
M&E of the AP	UCFBPLRM and TGP	Continuous	Quarterly monitoring and reporting as needed

Any Questions and /or Comments?

Session 5:

Groupwork A
– How FYP and AP can be improved?

Groupwork

After the session, you will be able to....

1. Clearly and identify any difficulty and problem encountered in formulating the FYP and the AP and have clear solutions to those problems at the training. ☐

2. Understand key areas for improvements of the FYP and the AP after having learned the lessons from other Upazilas' experiences. ☐

3. Have a consensus on the points for the improvements of the FYP and the AP of your Upazila among your Upazila team members ☐

4. Apply the lessons learned for the preparation of next FYP and AP ☐
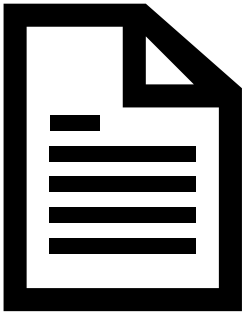
- Discuss the **points of Improvement** of the FYP and AP of your Upazila in your Upazila team
(use *Format 1: Points of Improvement for FYP and AP*)

- Summarize the discussion results on **flipchart**

3
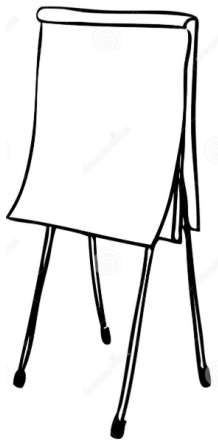
Instruction for the groupwork (2)

- UICDP Consultant Team reviews your discussion result of the points of improvement and <u>give feedback</u> in the tomorrow morning (**Session 6**)

- Make sure you complete discussion and summarize the main points on flipchart before you leave

4

Any Questions and /or Comments?

Session: 6

Feedback on Groupwork A

Session Objectives

After the session, you will be able to....

1. Have clear ideas on the points for improvement of the quality of the next FYP and AP

Any Question?

Session: 7

Points of Attention for Next AP Formulation (Situation Analysis)

After the session, you will be able to….

1. Understand better some key steps for the formulation of the next AP

   a) Situation analysis ☐

      i.   Socio-economic and SDGs data and information
      ii. Resource mapping
      iii. Budget estimate

   a) AP goal, objectives and target setting

   b) Monitoring and evaluation (M&E) and reporting

Can you answer to the following question?

What are the points to consider in the Situation Analysis for the formulation of AP?

What needs to be done under the situation analysis?

Situation Analysis (1)

The transferred line department officers are the key persons to undertake situation analysis at Upazila

- **Situation analysis** is a "snapshot of the existing ground realities", involves gathering, analyzing, and synthesizing data to make decisions with the strategic objectives and the available resources. Situation analysis refers to the analysis of the internal and external factors that affect the lives and livelihoods of people living in the Upazilas.

- **Situation analysis** helps Upazilas identify the sectoral development needs and challenges, possible interventions and potential impacts. The processes should be led by the Upazila Committees and/or the TLDs for all sectors in preparation of FYP. In preparation of AP, the information and data can be updated to reflect more real pictures of the Upazila.

Situation Analysis (2)

Key questions in regard to the current situation in the Upazila.

A) What is the existing situation in Upazila? (<u>development challenges</u> and <u>emerging problems</u> in the sectors)

B) How the situation would be <u>emerging</u> in five years? (e.g. getting better or worse)

C) Given the circumstances, what would be <u>possible actions</u> which Upazila could take to address those development challenges and problems? (e.g. possible projects/interventions in which sectors)

D) How much <u>resources</u> would be required to implement the projects in those sectors? Are there any ongoing/future projects addressing the same challenges/problems in the sectors in the Upazila? How could they complement each other to overcome those sectors?

Demographic and socio-economic data and information, and needs assessment are required for situation analysis.

- Situation analysis requires good **demographic and socio-economic data and information** as well as **needs assessment** of the citizen in the Upazila.

- Such data and information are available at the **Transferred Line Departments (TLDs)** and **Union Parishads** (e.g. **Union Development Coordination Committee - UDCC**) and **Paurashava** (e.g. **Town Level Coordination Committee - TLCC**).

- It is recommended that the TLDs shall be responsible for gathering those socio-economic data, SDGs indicators and information and updating them in close coordination and collaboration with Union Parishads and Paurashava as well as the office of the **Bangladesh Bureau of Statistics**

■ The situation analysis for AP requires to complete three (3) Formats: a) **Basic demographic, and socio-economic data and information (Format 1); b) Resource mapping (Format 3); c) Budget estimate (Format 4); and d) Situation Analysis (Format 2).**

■ **In the first year of the five-year period:**
  ❑ The same Formats 1, 2, and 3 prepared for FYP can be used for AP as they are.
  ❑ Only Format 4 of FYP needs to be annualized to create the new Format 4 for AP.

■ **In any subsequent years of the five-year period:**
  ❑ All Formats need to be updated to reflect the latest changes in Upazila.

Format 1: FYP/AP Basic demographic, infrastructure and socio-economic data and information

Topics	Quantity / Number	Source/ Year
Outline of Upazila		
Area	400 sq. km.	District Census 2011
Population	625,000	2018
Household	125,000	District Census 2011
Population density	1,000 per sq. km	
No. of Municipality	1	Up to 2018
No. of Union	15	Up to 2018
No. of Village	500	Up to 2018
Important Public Infrastructure		
Hat-bazaar	26	Up to 2018
Rural growth center	3	Up to 2018
Hospital/clinic	2	Up to 2018
Health sub-center	5	Up to 2018
Bank branches	18	Up to 2018
Post office	33	Up to 2018
Primary school	280	Up to 2018
Secondary school	85 Madrasah schools 70 Secondary schools	Up to 2018
University/College	20	Up to 2018
Mosque	1,000	Up to 2018
Temple/Pagoda/Church	100	Up to 2018
Boat jetty (Ghat)		

Key indicators for SDGs and its targets	Baseline data (year) at the national level	Latest data at the Upazila (year)	Target by 2030
1.2.1 Proportion of population living below the national poverty line (%) (SDG1, target 1.2)	24.3% (World Bank, 2016)		9.7%
2.2.2 Prevalence of malnutrition among children under 5 years of age (%) (SDG2, target 2.2)	Wasting: 14.3% (BDHS)		Wasting: <5%
3.1.1 Maternal mortality rate (per 1,000 live births) (SDG3, target 3.1)	181 (SVRS, 2015)		70
4.2.2 Participation rate in organized learning (one year before the official primary entry age) (%) (SDG4, target 4.2)	39% (APSC, 2015)		100%
5.5.1 Proportion of seats held by women in local government (%) (SDG5, target 5.5)	23% (LGD, 2016)		33%

- TGP shall prepare the updated table.
- Respective TLDs shall support updating relevant data.
- Some updated data shall be collected from other departments.

Format 1: Collect date relating to key Sustainable Development Goals (SDGs) indicators.

- It is important to collect key **Sustainable Development Goals (SDGs)** indicators which the Government of Bangladesh identifies as critical in the *Vision 2030* as well as the *7th Five Year Plan.*

Format 3: Funding sources and the funds directly under the control of Upazila Parishads.

- **Resource mapping** can be done by gathering all necessary financial information and data from different sources, which are spent to the development activities undertaken within the Upazila.
  - **1) Annual Development Programmes (ADP) grant**
  - **2) Special Programme grant**
  - **3) Resources locally mobilized**
  - 4) Resources funded by national development plan in Upazila
  - 5) Resources funded by Zila Parishad
  - 6) Resources funded by Union/Paurashava
  - 7) Resources funded from Member of the Parliament in Upazila
  - 8) Resources funded from NGOs/CSO in Upazila
  - 9) Resources funded from Private sector in Upazila

- Of the above, only 1), 2), and 3) are under the direct control of the Upazila Parishad for financing the projects/schemes for the FYP and the AP.

Format 3: Funding sources and the funds directly under the control of Upazila Parishads.

- For maximizing the development results and effective utilization of limited development resources at the Upazila level, Upazila Parishad shall ensure better <u>coordination and collaboration</u> with Unions, Paurashava and TLDs to create complementary and synergy among different projects/schemes within the Upazila.

- Having a good resource mapping, the Upazila Parishad will be able to <u>avoid duplications</u> of the use of the development resources and identify the resource gaps in key development sectors. Thereby Upazila Parishad may decide to focus on which sectors would become the <u>priority areas</u> or <u>sectors</u> for funding by the FYP.

- It may also consider funding of <u>inter-Union development initiatives</u> which cannot be funded by the resources of one Union.

AP Upazila development programmes from different sources (resource mapping) (2)

Format 3: Resource mapping

Sector	Plan/Project Title	Brief description including target groups, and outcomes/ outputs	Location (names of Upazilas	Duration /Budget
National Plan and projects (to be completed by TLDs for all national sector development initiatives)				
Social welfare	One Farm, One House	One House One Farm (OHOF) is one of the initiatives that was introduced in Bangladesh to meet and achieve the most significant goal of MDG, poverty alleviation. Since more than 80% of the rural households are small farming families in the country, this project of poverty eradication was aimed at achieving sustainable and equitable development through involving small scale farmers. As of today, many people have minimum purchasing power since they do not have any regular source of income; one of the purposes was to cover these kinds of people, initial target was around 5 million families in number.	All Unions (___) of the Upazila	5 years from 2017 to 2022 _____ TK
Development projects of MP				
Development projects of local government institutions (to be completed by TLDs for all Union/Paurashava development initiatives)				
Education	Providing furniture to primary schools	__ primary schools from __ Unions were given __ benches with the Unions' own source revenue.	_____Union, _____Union, _____Union, _____Union	1 year _____ TK

Projects of NGOs and CSO				
Social welfare	Tailoring training for women	___ women from __ Unions under the Upazila would be given special tailoring training each year by Rupantor-a national NGO	All Unions under the Upazila	3 years _____ TK
Industry/trade entrepreneurship				
Industry	Plustic bucket factory	This is a project of the Gazi group of companies in which 100 local people have found employment	_____ Union	-
Others projects/Development programme				
Health	Hand wash training for school children	UNICEF supported programmes meant for all the students of the primary school and managed through SMCs and the purpose is to teach the children about the health and hygiene	All Unions	2 Years _____ TK

- <u>TLDs</u> shall collect information of relevant projects at national, MP and Upazila level.
- <u>Upazila Parishad members/Union Chairmen</u> shall collect information of relevant projects at Union level.
- <u>TGP and Upazila Committees</u> shall collect information of other projects such as projects by NGOs and CSO.

AP Budget Estimate

Format 4: Budget Estimate

- The total of **Amount C** and **Amount D** will be the estimated budget for the AP next year.
- **Amount C** is part of the estimated total revenue surplus from the current year to the following year, of which the Upazila Parishad transfers to the development funds for the following year.
- **Amount D** is the ADP given by the Government (for the AP planning, the same ADP amount of current year should be used) and other development budgets (e.g. UGDP).

Particulars		Actual of Previous year	Budget or revised budget for current year	Budget for next year
Prat 1	Revenue account/receipt			
	Revenue			
	Grant			
	Total income			
	Expenditure from revenue account			
	Revenue surplus / deficit (A)			
Part 2	Development Account/Development Grant			**Amount D**
	Other grant and contribution			
	Total (B)			
	Total resources available (A+B)			
	Expenditure from development account			
	Total budget surplus / deficit			
	Carry over (1st July)			**Amount C**
	Closing balance			

AP Situation Analysis

Format 2: Situation Analysis (AP)

- TGP shall prepare the Situation Analysis (AP) based on **selected problems of the Situation Analysis (FYP)** in collaboration with relevant TLDs.

Sector	Description of problems/development challenges				Recent, ongoing and/or planned activities	Remaining problems after 1 year	Recommendable Actions/ Counter Measures
	Problems	Location / Area	Quantity/ Magnitude	Reasons			
Education	High absent rate of students	Whole Upazila	24 Schools /2,400 students /120 teachers	-Students worry about going school due to security problem -Students are difficult to reach school due to poor road condition. -School class is not attractive for students.	-Department of Education is conducting the training for 20 teachers per year for designing attractive class. -LGED will upgrade 12 roads connected to school for forthcoming three years	20 % absent rate is remaining; Absent rate will be improved from 40% (Present) to 20 % (after 5 years.)	-Upazila Parishad will organize the training program for teachers who don't attend the training by Department of Education; 20 teachers -Upazila Parishad will upgraded 12 roads connected to school that are not upgraded by LGED.

Questions and Answers

Any Question?

Session: 8

Points of Attention for Next AP Formulation (Goal Setting)

After the session, you will be able to....

1. Understand the points of attention for formulating the next AP ☐

   - To undertake situation analysis to update the data and information ☐
     to see if any situations of Upazila have changed from the previous
     AP (e.g. resource mapping, budget availability, any hazard, etc.)
   - To review and analysis on the AP accomplishment report of the ☐
     previous year to see if the AP has properly achieved the AP (and
     part of FYP) goals and what are the lessons learned from it
   - To ensure that new AP goals, objectives, outputs with measurable ☐
     indicators are consistent (aligned) with the vision statement and
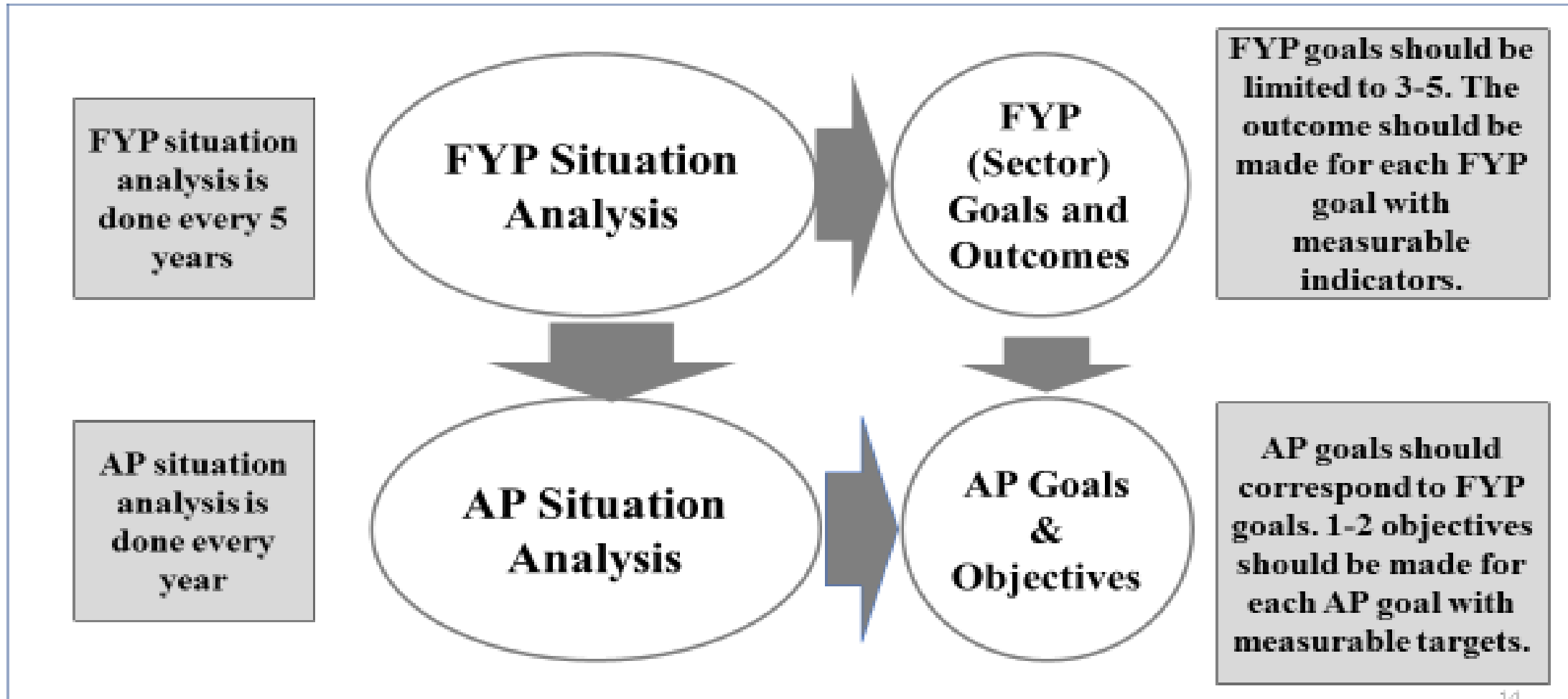   FYP goals and outcomes

Can you answer to the following question?

What are the points to consider in formulating the next AP?

Relationship between FYP and AP: Consistency and Alignment

Relations between FYP and AP

FYP situation analysis is done every 5 years	**FYP Situation Analysis** → **FYP (Sector) Goals and Outcomes**	FYP goals should be limited to 3-5. The outcome should be made for each FYP goal with measurable indicators.
AP situation analysis is done every year	**AP Situation Analysis** → **AP Goals & Objectives**	AP goals should correspond to FYP goals. 1-2 objectives should be made for each AP goal with measurable targets.

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Situation analysis for AP will update the current situation of Upazila and the livelihood of the citizens.

Updated Situation Analysis

When a new AP is formulated, situation analysis must be undertaken again to update the information and data of the previous situation analysis.

➢ If any **socioeconomic data and information** has changed affecting the lives of the citizen in the coming year.
➢ If any **annual development resource level** has changed from the previous year.
➢ If there has been a **crisis and/or hazard** which has affected the livelihoods of the citizens in the Upazila.
➢ If there has been some important **lessons learned** from the AP projects/schemes in the current AP and thus they would need to be addressed in the next AP.

AP Goals

- Each Upazila Parishad based on its situation analysis, sets its own **AP goals.**
- AP goals are **corresponding to different priorities within the FYP (sector) goals.** Thus the AP goals are fully aligned with the Vision Statement and FYP goals.
- In setting AP goals, Upazila can select **more specific (similar) goals from the FYP goals** as the AP goals are building blocks of attaining the FYP goals.
- The AP goals shall be **achievable within a given year**.
- It is recommended that AP goals can be limited up to **3 in each sector**.

Objectives

- Each AP goal can be further broken down to **specific objectives**.
- The objectives can be determined by what outcomes/outputs which the AP can deliver.
- In setting objectives, Upazila can refer to FYP Outcomes/Outputs and select **more specific (similar) objectives from the FYP outcomes/outputs.**
- Upazila shall come up with **the maximum of 2 objectives per AP goal**.

Targets (outputs)

- Each objectives will come with specific annual target(s), which is/are **measurable (numerical) indicator(s).**

- Thus Upazilas may choose some outcomes (targets) of **SGDs**, if they are considered appropriate.

- Targets (outputs) may be matched with **the total outputs of the projects/schemes being financed by the AP for the year**.

- By setting **AP goals**, **objectives** and **targets (outputs) with measurable indictors** consistently, the Upazila Parishad will be able to set priority and focuses on the development activities and implementation modalities to be undertaken in the Upazila for the next year.

- This steps shall be led by the **UCFBPLRM** and **TGP**.

- The process should be also **inclusive and participatory with wider stakeholders.**

- At the end, they should be **approved by the Upazila Parishad.**

Examples of AP Goals, Objectives and annual measurable Targets

Format 8: AP Goals, Objectives and Targets with Measurable Indicators

No	AP Goals	Sector	Objectives	Annual measurable targets
3	To improve the livelihoods of the residents by enhancing agriculture productions	Agriculture	Expanding the irrigation system to new land in 5 Unions	The average yield of rice production increased from 4.1 ton per ha. in 2019/20 to 4.2 ton per ha. in 2020/21.
			Providing the new high-yield seeds to 230 formers in 5 Unions	Total rice production increased from 37,300 ton in 2019/20 to 37,400 ton in 2020/21.
			Training and extension services to 120 farmers on new agriculture products in 5 Unions.	120 farmer started producing various vegetables to sell at local markets.

Guidance notes for AP Goals, Objectives and annual measurable Targets (1)

- Following ***"Format for AP Goal , Objective and Target"*** provides the standard format for setting the AP Goals and Targets.

  - ❑ **Three (3) AP Goals** are set for desired results in a year.
  - ❑ **Two (2) objectives (activities) per AP Goal** are set to achieve the concerned AP Goal (desired result) in a given year.
  - ❑ **One annual measurable target** is set per objective as milestones in a given year.

Number	Goal	Sector	Objective	Annual measurable target
1	Reduce the absent rate of primary school student	Education	All of primary school teachers attend the training for designing the attractive classroom.	-20 teachers who don't attend the training by Department of Education
			Feeder roads connected to primary school is renovated and/or upgraded.	-2 feeder roads (RCC) connected to primary school is renovated. -2 feeder roads connected to primary school is upgraded from soil to RCC road
2			Objective 2-1	Target 2-1
			Objective 2-2	Target 2-2
3			Objective 3-1	Target 3-1
			Objective 3-2	Target 3-1

Guidance notes for AP Goals, Objectives and annual measurable Targets (2)

- ## **TGP** shall prepare the Goal and Target of AP based on finalized FYP Goal and Outcome.

FYP Goals and Outcomes with Measurable Indicators

Goal	Sector	Outcome/Output	Measurable Indicators
Reduce the absent rate of primary school student	Education	All of primary school teachers attend the training for designing the attractive classroom.	Absent rate shall be improved from 60% to 40%.
		12 of feeder roads connected to primary school that are not target of LGED are renovated an/or upgraded.	

Number	Goal	Sector	Objective	Annual measurable target
1	Reduce the absent rate of primary school student	Education	All of primary school teachers attend the training for designing the attractive classroom.	-20 teachers who don't attend the training by Department of Education
			Feeder roads connected to primary school is renovated and/or upgraded.	-2 feeder roads (RCC) connected to primary school is renovated. -2 feeder roads connected to primary school is upgraded from soil to RCC road

AP Goal and Target

Any Question?

Session: 9

Monitoring and Evaluation of FYP and AP

Session Objective

After the session, you will be able to....

1. Have a clear understanding on the Step 12 of the implementation and monitoring & evaluation (M&E) of Five-Year Plan (FYP). ☐

2. Have a clear understanding on the process and timing of the monitoring and review of AP and FYP ☐

Contents

1. Purpose of Five-Year Plan (FYP)

2. Overview of the key steps of FYP formulation

3. FYP Cycle

4. Scheduling of FYP related Activities

5. annual plan (AP) - Key Steps and Timeline

6. Overview of the Key Steps of AP formulation

7. Timeline for AP Cycle

8. Scheduling of AP related Activities

FYP implementation and monitoring & evaluation

FYP implementation & monitoring and evaluation (1)

Implementation of FYP is conducted by implementing the APs.

- **Implementation of FYP** is done through the implementation of AP each year during five years.

- FYP outcomes/outputs can be achieved by AP outputs each year in the period of five years.

Monitoring of FYP is conducted on an annual basis.

- **Monitoring of FYP** is conducted on an <u>annual basis</u>.

- Upazila <u>Parishad Chairman</u> and <u>Vice-Chairs</u> are responsible for <u>monitoring and supervision</u> of the operations of the development activities, utilization of resources and their results.

- The <u>UNO</u> is responsible for <u>providing support to the Upazila Parishad</u> for the execution of the development plans, and supervision and reporting on the progress.

- UNO reviews all project-related reports and monitoring visit reports of the Parishad members, and prepares a **summary report** to be presented in the Upazila Parishad meeting. UNO will also be responsible for the <u>record-keeping</u> of the project implementation-related documents.

FYP implementation & monitoring and evaluation (3)

Monitoring of the FYP is done by the UCFBPLRM with the support from the TGP on an annual basis.

- Monitoring involves a regular collection and analysis of information to identify the progress and achievement of a plan against its goals and expected outcomes/ outputs with <u>measurable indicators</u>.

- Monitoring of the FYP is done by the **UCFBPLRM** with the support from the **TGP** on an <u>annual basis</u>. FYP's M&E is a result-based. The FYP annual monitoring is done by <u>consolidating the AP quarterly monitoring reports as well as AP accomplishment report</u> of the given year. In accordance with the contributions made towards the expected outcomes by the projects and schemes during the given year, the **FYP Annual Progress Report** will be prepared.

- A FYP Annual Progress Report will be reviewed at the Upazila Parishad meeting every year. The FYP Annual Progress report will be submitted to the <u>DC Office</u> as well as the <u>DDLG Office</u> as part of accountability and transparency. The DDLG reports to the <u>DLG</u> and <u>LGD</u>.

A mid-term evaluation will take place at the mid-term (Year 3).

- At the mid-term (Year 3), a **mid-term evaluation** will take place to determine the progress and if needed, the FYP can be amended according to the recommended action.

- Based on the review, if required, the Upazila Parishad may consider revising the FYP to capture the situation on the ground better and also the needs of local people of an Upazila at a given time.

FYP implementation & monitoring and evaluation (5)

Review points for mid-term evaluation.

✓ Progress and prospects for the implementation;
✓ Delay of the progress and its reasons;
✓ Changes in situation, needs or priorities of the local people;
✓ Urgent needs, such as disasters, accidents and others; and
✓ Availability of local resources to address the present needs and priorities

● If the majority of the Upazila Parishad members decide to revise the FYP, the same preparation process shall be followed in principle, though the process can be simplified taking into consideration importance of the suggested revisions. If the FYP is revised, the <u>annual development plan</u> and <u>budget</u> in the following year shall be prepared in line with the revised FYP.

A final evaluation will take place at the end of the FYP.

- At the end of the FYP, a **final monitoring/evaluation** will take place to examine if expected outcomes (changes) have been achieved and what lessons can be drawn in preparing the next FYP.

- The **final monitoring/evaluation** should be undertaken to determine the <u>overall assessment</u> of the FYP: if the expected outcomes and the concrete indicators have been attained against the FYP goals as planned. If not, what are the attributions? It also examine the <u>lessons learned</u> (e.g. what worked and what did not work well in terms of the management of the FYP cycle (e.g. formulating, implementation, M&E), processes (e.g. situational analysis, resource mapping, prioritization, etc.) and institutional framework. Also what are <u>good practices</u>? They will help the Upazila Parishad to improve the processes as well as the quality of the development programme cycle.

Example of FYP Annual Monitoring Report (1).

No.	FYP Goals	Outcomes / Outputs	Measurable indicators	Annual achievements and (%) of the targets	Resources (%)
1	Improve infrastructure in the rural communities	Citizens' access to livelihoods and public services improved	22 Km of the roads 6 bridges	2019: 3.5 Km (15%) 2020: 4.4 Km (20%) 2021: __% 2022: __% 2023: __%	2019: 15% 2020: 22% 2021: __% 2022: __% 2023: __%

Any issues to be highlighted during the period:
- For the year 1, due to the delayed formulation of the FYP and the AP, Upazila Parishad was not able to implement the AP project in full. Upazila Parishad needs to catch up the implementation of the AP projects.

Important lessons learned:
- Due to some delay in receiving the first ADP installment, the implementation of the projects was also delayed. It is important that Upazila Parishad would approve the use of the revenue surplus to be utilized for financing some AP project at the beginning of the fiscal year.

Example of FYP Annual Monitoring Report (2).

| 2 | Reduce school dropout rate in secondary and higher secondary schools | Food support provided to all students in lower income families | Food support to 187 students from 150 families | 2019: 37 students (20%) 2020: 43 students (23%) 2021: __% 2022: __% 2023: __% | 2019: 20% 2020: 23% 2021: __% 2022: __% 2023: __% |

Any issues to be highlighted during the period:
- Food support has been effective to lower the dropout rate but it would require substantive resources to sustain the programme for a long-term. It would need some other support to overcome the problems.

Important lessons learned:
- The quality of some project proposals from the Unions were poor. They needs to be improved to expedite the processes of tendering and implementation. It is recommended that the Upazila engineer would provide training on formulating project sheet to the officials at Union level.

Monitoring and review of AP

Monitoring and review of AP (1)

Quarterly monitoring report and annual accomplishment report.

- Every quarter, the Project Implementation Committee/Upazila Engineer submit progress reports to the TGP for compilation of the **quarterly monitoring report.** The **UCFBPLRM** with help of TGP submit it to the Upazila Parishad for review and recommendation in its formal meeting on a **quarterly** basis (in **October**, **January** and **April**)

- At the end of the projects/schemes, the **Project Implementation Committee/Upazila Engineer** are responsible for the final reports to be submitted to the **UCFBPLRM**, which is then expected to compile the reports with help of **TGP** as the **annual accomplishment report**. And this report is then submitted to Upazila Parishad for review in a formal meeting.

Monitoring and review of AP (2)

Example of quarterly monitoring report (1).

Quarterly Monitoring Report: 2019-2020
Reporting Period: October 2019 to December 2019

Name of Upazila: _____
District.: _____

Narrative Summary:

- **Summary and overall situation of the key performance at the end of the 2nd quarter regarding the Annual Plan goal 1:**
    - Under the Goal 1, a total of 30 projects planned to be implemented at the total cost of 25 TK.
    - At present, under the objective 1, a total of 18 projects planned to be implemented. 3 projects have been completed, 4 projects are in implementation. The remaining 11 projects have not yet in the implementation awaiting the next installment of ADP fund. The overall implementation rate is lower than planned.
    - Under the Objective-2, a total of 12 projects planned to be implemented. 2 projects have been completed, 3 projects are in implementation, 1 project is under bidding and 1 project is refinanced due to the local needs. The remaining 5 projects have not yet in the implementation awaiting the next installment of ADP fund. The overall implementation rate is lower than expected.

- **Summary and overall situation of the key performance at the end of the 2nd quarter regarding the Annual Plan goal 2:**
    -

Monitoring and review of AP (3)

Example of quarterly monitoring report (2).

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title	Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1	To prevent drop out from school and ensure proper environment for education	Education	1. To provide tiffin box for initiating midday meal in primary schools	Distributing tiffin box among 310 students	310 students	1. Providing tiffin box to different educational institutions in the all Unions in the Upazila	310 students (100%)	78,000/ 250,000 (31%)
			2. To provide sports materials to the educational institutions	Purchasing and distributing sports materials among 13 schools	7 schools	1. Distributing sports materials in 2 educational institutions of 2 Unions	1 primary schools (50%)	50,000/ 100,000 (50%)
						2. Distributing sports materials in 5 educational institutions of 1 Union	3 primary schools (60%)	60,000/ 100,000 (60%)
						3. Distributing sports materials in 3 educational institutions of 2 Unions	3 primary schools (100%)	100,000/ 100,000 (100%)
						4. Distributing sports materials in 3 educational institutions of 1 Union	School-4 0 primary school (0%)	0/ 100,000 (0%)

Example of annual accomplishment report (1).

Accomplishment Report: 2018-19
Reporting Period: July 2019 to June 2020

Name of Upazila :   _____
District :   _____

Narrative Summary:

- **Summary of overall accomplishment of the projects regarding the Annual Plan Goal 1:**
  - Under the Goal 1, a total of 30 projects were completed at the total expenditures of 25TK.
  - At the end of the fiscal year 2019/20, under the objective 1, a total of 18 projects were successfully completed and met the targets of each outputs. It is also noted that 2 projects have exceeded the target initially planned. Therefore the overall objective 1 has met satisfactory.
  - Under the Objective-2, a total of 12 projects planned to be implemented. All 12 projects were completed and met the initial targets. Therefore the objective 2 was fully met its targets by the end fiscal year 2019/20.

- **Summary of overall accomplishment of the projects regarding the Annual Plan Goal 2:**

- **Lessons learned:**
  - The quality of some project proposals from the Unions were poor. They needs to be improved to expedite the processes of tendering and implementation. Due to the inability of Union officials to fill the project proposal sheets on their own, it is recommended that the Upazila engineer would provide training on formulating project sheet to the officials at Union level.
  - Due to some delay in receiving the first ADP installment, the implementation of the projects was also delayed. It is important that Upazila Parishad would approve the use of the revenue surplus to be utilized for financing some AP project at the beginning of the fiscal year.

Example of annual accomplishment report (2).

No.	AP Goals	Sector	AP Objectives/ Activities	Target Indicator	Actual accomplishment	AP Project Title	Achievements to date (% of the targets achieved)	Budget/ Total disbursement to date (%) (Taka)
1	To prevent drop out from school and ensure proper environment for education	Education	1. To provide tiffin box for initiating midday meal in primary schools	Distributing tiffin box among 310 students	310 students	1. Providing tiffin box to different educational institutions in the all Unions in the Upazila	310 students (100%)	250,000/ 250,000 (100%)
			2. To provide sports materials to the educational institutions	Purchasing and distributing sports materials among 7 schools	7 schools	1. Distributing sports materials in 2 educational institutions of 2 Unions	2 primary schools (100%)	100,000/ 100,000 (100%)
						2. Distributing sports materials in 5 educational institutions of 1 Union	5 primary schools (100%)	100,000/ 100,000 (100%)
						3. Distributing sports materials in 3 educational institutions of 2 Unions	3 primary schools (100%)	100,000/ 100,000 (100%)
						4. Distributing sports materials in 3 educational institutions of 1 Union	3 primary schools (100%)	100,000/ 100,000 (100%)

Questions and Answers

Any Question?

# Session 10:

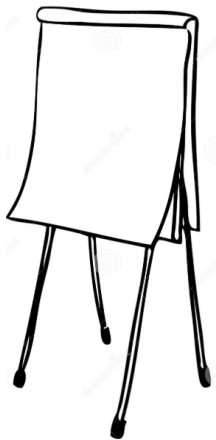# Groupwork B
–Review of AP Accomplishment

Groupwork

1

After the session, you will be able to….

1. Based on the AP Accomplishment Report, review and discuss on what has been achieved in the AP 2018-19.

2. Identify what are the key lessons learned from the AP accomplishment:
   - If all planned projects were implemented? If not why?
   - If all projects have achieved expected results?
   - If the funds were properly spent as planned?
   - If overall goals and objectives were achieved? If not, why?

3. Based on the lessons learned, discuss and agree on what action(s) will be required for formulating the next AP

Instruction for the groupwork (1)
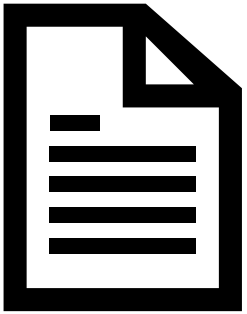
- Discuss the key lessons learned from the AP accomplishment report of your Upazila in the Upazila team
  (use *Format 2 Points of Improvement for Accomplishment Review of AP*)

- Summarize the discussion results on **flipchart**

Instruction for the groupwork (2)

- Each Upazila Team is requested to make a **presentation** on the result of the discussion in the session starting tomorrow morning, and UICDP Consultant Team will review your discussion results and give feedback (**Session 10**)

- Make sure you complete discussion and summarize the main points on the flipchart before you leave.

Questions and Comments

Any Questions and /or Comments?

Session: 11

Presentation on Review of AP Accomplishment

Presentation

Session Objectives

After the session, you will be able to....

1. Share and exchange your Upazila's experiences gained in reviewing AP accomplishment.   ☐

2. Share a few lessons learned from the AP implementation and accomplishment against the AP.   ☐

3. Suggest concrete action(s) on how to improve the quality of formulating the next AP.   ☐

- **Presentation Rule:**
  Chairman makes presentation
  Use microphone and pointer
  Please present the key points only paying attention to the time given

- **Time allocation:**

**Each Upazila Team is given 5 minutes for presentation
And
5 minutes for Comments and Q&A
(10 minutes in total)**

Session 12:

Groupwork C
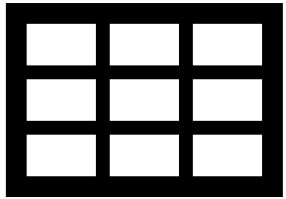# *– Action Plan for next AP Formulation*

Groupwork

1

After the session you will be able to….

1. Have draft action plan for the next AP (FY2020/2021) formulation
   (Draft action plan is finalized after you go back to your Upazila) ☐

Output of the Groupwork

Action Plan for the next AP (FY2020/2021) Formulation
(use *Format 3: Action Plan for next AP formulation*)

Instruction for the Formulation of the Action Plan

Note that....

- All the key actions are in consistent with the Schedule (Action Plan) for preparation of the AP2020/2021.

- The Schedule (Action Plan) must be finalized and approved at the Upazila Parishad meeting at latest by **11 March 2020**. If not done, the Upazila Parishad Chairman and UNO are reminded to hold a Upazila Parishad meeting soonest.

- The UCFBPLRM with the help of TGP are responsible for monitoring and ensuring that each action is implemented in accordance with the approved schedule.

4

Monitoring of the progress of the AP formulation

UICDP Team will monitor the progress of your AP formulation using the Action Plan

- If the action is taken as scheduled, please put "completed" in the Remark section.

- If the action is delayed or changed, please explain "the reasons for such delays and/or change" in the Remarks section and write the "new date for completion" in the Revised Deadline section.

- The progress shall be monitored and reported by the District Coordinator to the UICDP team in Dhaka every two weeks during the period of FYP and AP preparations.

Instruction for AP formulation

- Please, take the Action Plan provided to you and discuss among yourselves.

- Discuss about the steps and make a draft schedule as an "Action Plan".

- If you think that any action is required to insert, you can do that. If you find any action listed below unimportant or unnecessary, you can delete that, as well.

- The Schedule (Action Plan) must be finalized and approved at the Upazila Parishad meeting at latest 12 March 2020.

- **Time allocated for the task:**

(Time- 50 Minutes)

অধিবেশন ২- পঞ্চবার্ষিক পরিকল্পনা এবং বার্ষিক পরিকল্পনার উপর উপস্থাপনা

Questions and Comments

Any Questions and /or Comments?