Final Report

UNDP Mid-Term Evaluation of Progress Towards

Outcomes in Governance

In

Bangladesh

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Thanks and appreciation

The evaluation team is grateful for the collaboration received from staff of the UNDP Governance Cluster and for the time and information shared with the team by all those listed in Annex 4. Of course, any errors of fact, omission or interpretation remain our responsibility.

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Nothing in this report should be construed as implying any lack of appreciation of the progress which UNDP has achieved in what at times must have been a challenging operating environment. For the progress made, UNDP merits full appreciation.

Asif, Luc and Michael
17 December 2009

Summary

Introduction: This mid-term evaluation assesses progress towards the governance outcomes expected from UNDP's Country Programme (CP) for 2006-2011. Its primary purpose is to derive lessons and recommendations for the UNDP Country Office (CO) to adjust its governance portfolio in the CP's remaining two years and to help shape governance in the next CP. To achieve this purpose, the evaluation assesses progress, since January 2006, towards each of seven expected governance outcomes, analyses major factors affecting progress and identifies what and how UNDP contributed, including its partnership strategy. The three person evaluation team followed standard UNDP methodology, described in an annexed Inception Report, and using data collected primarily from stakeholder interviews and documents during its five week assignment. Coverage of two outcomes, concerned respectively with electoral assistance and development in the Chittagong Hill Tracts (CHT), was based solely on data kindly provided from two ongoing evaluations for UNDP's interventions in these areas.

Context and UNDP support: Bangladesh's governance has deteriorated so much that it now threatens to undermine significant human development gains of the past 30 years, progress towards the MDGs and national stability. Addressing poor governance now clearly tops the national development agenda. Major causes for long term deterioration include a steady brain drain from key public institutions and their growing politicization. The consequent challenge is not just to restore the checks and balances that are prerequisites for genuine democracy, but also to ensure that democracy works effectively for the most marginalized, so that they can claim their rights and are not left behind by development. This provided the rationale for UNDP's support to the electoral system, Parliament, public administration, local governance, human rights and security, CHT development, police reform, harnessing information and communications technology (ICT) to improve participation and deliver services. US$166 million or two thirds of the CP's total resources was allocated to support improved governance.

Constraints and opportunities: Powerful vested interests amongst politicians and in the civil service have effectively vetoed, stalled or neutralized attempts to reform governance in the last 20 years. The breakdown in key democratic checks and balances and spiraling political violence triggered a constitutional crisis. With the declaration of a state of emergency on 11 January 2007, a military backed technocratic caretaker government (CTG) assumed power. The CTG, with wide support from the public and development partners, approved a huge backlog of reform proposals aimed at restoring checks and balances and improving governance, before national elections on 29 December 2008. The free and fair election brought the Awami League (AL) to power. First year actions by the new government provide, at best, mixed signals: reversal of some CTG reforms, preserving but diluting others, while still publically committing to reform. Rampant politicization continues unabated. However, pressures, both domestic and external, to improve service delivery mount. A growing counterbalance to the all-powerful Executive is Bangladesh's vibrant civil society, most especially its NGOs, CSOs and media. Most significant has been the gradual emergence of print media as the country's effective "opposition", a role now complemented by electronic media, most especially by the rapid growth, in the last five years, of private television channels and their now popular talk shows.

Outcome: "Functioning parliamentary oversight and accountability mechanisms"- Parliament's key democratic role is to hold the Executive to account by challenging expenditures and policies and publically debating national issues and proposed laws before enactment. Parliament was made ineffective by boycott by the main opposition party: AL in

2006 and the Bangladesh Nationalist Party (BNP) in 2009 (Parliament was suspended during the CTG) and by its dependence on the all-powerful Executive. However, the new Parliament's committees have not been boycotted. Significant differences were observed in 2009 committees from before. In 2009, Standing Committees were convened within 10 days of Parliament's opening whereas this took 15 or more months in the past. Unlike in the past, no Ministers now chair committees and seven of the 48 committees are now chaired by parties other than the ruling AL party. Committees are now beginning to challenge Ministry expenditures and activities. This progress is, however, still fragile.

A 2006 evaluation of UNDP's project to strengthen parliamentary democracy (SPD) concluded that substantive progress towards the outcome was limited by the polarized political context. SPD had most impact on the Parliamentary Committees. One of the project's recommended changes in rules of procedure which was approved required Standing Committees to be formed within 60 days of the opening of a new Parliament. That happened for the first time in 2009. Civil society, the media and development partners, including UNDP, actively advocated for a more effective Parliament and this too probably contributed to positive changes in committees. UNDP also contributed by training newly elected MPs, especially women, in parliamentary roles and procedures. A major contributing factor has been the gradual transfer of democracy's needed "Opposition" role from its largely ineffective discharge by opposition parties to increasingly assertive print and electronic media. This adds to pressures to reinstate opposition within Parliament. However, substantive progress remains constrained by growing centralization of power in two party leaders. The independence of Parliament is also compromised by growing dependence of the Parliamentary Secretariat on the Executive for its senior staffing.

Outcome: "Electoral assistance coordinated and electorate informed of voting rights and responsibilities"- Elections were originally scheduled for January 2007 but the then main opposition party (AL) claimed that both the CTG, to which the BNP had handed power to oversee the election, and the Bangladesh Election Commission (BEC) were biased. The AL also alleged that voter lists were rigged. A NDI survey had revealed around 13 million excess names on the lists, possibly including migrants and deceased voters, that further discredited election preparations. Among escalating hartals and politically driven violence, in early January, the AL announced a boycott of the election and street violence increased. Development partners, including the UN and bi-laterals, suspended support for the scheduled election. These circumstances prompted military intervention and the declaration of a state of emergency. A reconstituted CTG appointed new members of the BEC. After consultations with the political parties, CSOs and the media, the BEC postponed the elections to December 2008 so that needed reforms could level the playing field for freer and fairer elections. Official election observers, both international and national, concluded that the election held on 29 December 2008 was, with a record 87% turnout, generally free, fair and credible.

A key factor in the successful elections was the high level of commitment and support for a credible electoral process shown by the new CTG, the new BEC, Bangladesh's Armed Forces, CSOs, the media and the general public. A November 2009 evaluation of UNDP's election programme concluded that UNDP played a major role in contributing to the successful outcome. UNDP coordinated multi-donor support, totaling more than US$125 million, for revisions to electoral laws and procedures, electoral constituency delimitation, procurement of more than a quarter million translucent ballot boxes, provision of the physical infrastructure to replace the highly contested 2001 voter rolls with a new biometric digitized voter roll with photographs and support the registration and issue of provisional ID cards to more than 80 million voters. The CO, in particular the UNDP Resident Representative, also played an active and visible role in advocating for credible and timely electoral processes and procedures and for international

support for the process. The challenge now is to consolidate these achievements so they can be sustained and built upon for local elections, the next national elections in 2013 and beyond.

Outcome: "Human rights/security promoted and protected"- Costly and cumbersome court procedures, near absence of adequate alternatives and the lack of accountability in the police have seriously compromised access to justice, human rights and security, especially for poorer groups and women. Implementation of many fundamental requirements for separation of the Judiciary from the Executive's control in the last three years is a major achievement towards promoting justice and human rights. Progress was also achieved by the establishment of new institutions which could potentially hold the Executive to account. These include the National Human Rights Commission (NHRC) and the Independent Information Commission. Prompted by ADB loan conditions, the Government has also agreed to establish an Ombudsman's Office. Human security was somewhat improved by initiating substantive police reform including forming community policing forums and piloting a victim support centre. Both are now being strengthened and replicated.

Most progress was achieved by the reform-friendly CTG in 2007-08, reacting to popular demand for reforms, as expressed by the media, CSOs and NGOs and the availability of a backlog of reform packages prepared by CSOs and development partners. UNDP projects supported the establishment of the NHRC and police reforms while UNDP, with other partners, also contributed to the above progress through advocacy and policy dialogue at high levels of Government. The biggest challenge now is to consolidate and carry forward the progress achieved when the current Government appears, from some of its actions to date, to be backtracking. Most pressing are the enactment of the 2007 Police Ordinance, which is stuck in the Ministry of Home Affairs, a 2008 Ordinance for establishing a Permanent Prosecution Service, strengthening the independence of the Judiciary following its newly acquired separation and building capacity in the above mentioned new institutions of public accountability.

Outcome: "Informed participation of vulnerable groups in policy dialogue"- The rapid development of information and communication technology (ICT) over the last twenty years, and the increasing affordability of computers and mobile phones for large numbers of people has had a tremendous impact on society and created new opportunities in many fields. One such field in which the use of ICT has rapidly expanded is e-governance, to provide and improve government services, and to make transactions and interactions with the general public easier. Contributing to progress was the rapid expansion of mobile phone networks throughout the country, giving people even in remote areas access. Government agencies responded by developing various applications to increase their efficiency in service delivery, and to make access to services and information by the general public easier. An important legal development was issuance of a Right to Information Ordinance by the CTG which subsequently, with minimal adjustments due to wide public support, was enacted in mid 2009.

Promoting e-governance and increasing the use of ICT in all walks of life is the core of the government's policy to create a "Digital Bangladesh" by 2021, a key policy actively supported by the Prime Minister. Because of such high-level support, and because computerization is seen as non-threatening to public administration, there has been little or no institutional resistance to such changes. UNDP is seen, even by very senior officials, as a key supporter of this policy. Through its Access to Information (A2I) programme, UNDP has supported the e-governance cell in the Prime Minister's Office. UNDP's support for the identification and subsequent implementation of "quick win" applications, and the manner in which it pursued this through the involvement of Secretaries in a large group of ministries and agencies, helped build momentum for e-governance development in public administration.

Outcome: "Local governance capacities enhanced in formulation, partnerships"- Local governance, with councils of elected representatives, only exists at the union and, since early 2009, at the upazila levels. The country's governance is still highly centralized with local government having little authority and capacity, both human and financial, to deliver services. Vested interests of MPs and of civil servants have prevented reforms to more democratic, accountable and transparent local governance. CSOs and the media, with wide public support, publicized this resistance to change. The pro-reform CTG was seen as an opportunity to strengthen local government. A key ordinance of the CTG reinstated the upazila parishad and curtailed the influence of MPs in local government. However, the new Government reversed several CTG reforms, including the upazila parishad legislation. An amendment to the CTG ordinance was then approved by Parliament, which reinstated the MP as an "advisor" in the upazila parishad whose advice has to be acted upon. This clause in the Upazila Parishad Act is widely contested by civil society, the media and elected upazila representatives.

The area in which local governance has been most successful, and a success to which UNDP and UNCDF have largely contributed, is that of union parishad governance. The Sirajganj Local Governance Development Project (SLGDP) showed that local governments, when properly empowered by funding, capacity building and guidance on rules and operational procedures, can be entrusted to plan, in a participatory manner, the building of small-scale infrastructure and the delivery of services that respond to priority needs identified by the people. The success of SLGDP led the government to provide Direct Block Grants to every union parishad. The Local Governance Support Project (LGSP) is gradually replicating the achievements of the SLGDP throughout the country. UNDP, through an innovation and learning component of LGSP, continues to generate knowledge and lessons for broader replication.

Outcome: "Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive"- Bangladesh's public administration has long been characterized as largely inefficient, corrupt, non-transparent, unaccountable and unresponsive with poor service delivery. Major causes have been spiraling politicization, systems of staff recruitment, appraisal, promotion and placement that are not based on merit or performance and low remuneration. Progress was made in reducing corruption in 2007-08. While the CTG initiated other reforms, which add to transparency, such as requiring each Ministry/agency to publically display a citizen's charter and restoring confidence in the Public Service Commission, it did not attempt any major reform of the civil service. Politicization resumed in 2009 under the new Government. However, efficiency gains continue to accrue from growing e-governance, not usually seen by civil servants as threatening. As such, these gains are probably more sustainable than the reduced corruption and increased transparency achieved by the CTG. Thus the outcome remains relevant but dependent on the will of political leaders and top civil servants. Some partners are more optimistic, pointing to pressures to improve service delivery, but most are resigned that change in public administration is, at best, likely to be slow and incremental.

Probably the most important contribution made by UNDP was continued advocacy for the steps taken against corruption and in support of the Public Service Commission. This advocacy was facilitated by the relationship of trust which the CO and, recently the CSCMP, has earned from Government. Significantly, the Government has entrusted responsibility for redrafting the all important Civil Service Act to UNDP. Critical will be the Act's provisions aimed at curtailing politicization and using merit and performance to determine placement, promotion, training and career development of civil servants. The CSCMP's intended responsibilities in these latter areas have been given to the ADB. It remains to be seen whether other outputs from CSCMP,

including a road map for change and local level workshops on citizen's charters, will generate substantive reform.

Outcome: "Institution building in the Chittagong Hill Tracts (CHT) for improved and inclusive development with community participation"- The Chittagong Hill Tracts were largely populated by indigenous people until the 1960s when two developments profoundly impacted the region: the construction of a hydro-electric dam displaced many people, and government supported in-migration of Bengali people from other regions. Consequent marginalization of the indigenous people caused social unrest and armed conflict. Following the cessation of hostilities and the signing of a Peace Accord in 1997, the government and donor agencies initiated many programmes for development in the CHT, aimed especially to build confidence in institutions for governance. UNDP coordinated the multi-donor Chittagong Hill Tracts Development Facility (CHTDF). The CHTDF was seen by many observers as one of the most successful UNDP projects in the country.

Partnership strategy and overview: Without exception, all those met considered that UNDP was a particularly close and trusted partner of the Government. This was confirmed by top Government officials. In a 2007 survey of partners, most thought that the CO's work with CSOs and the media had grown and the CO appeared more active in such partnerships than other COs. Because of the outreach of NGOs and the critical importance of the media and CSOs as agents of change, there is both need and potential to work even more closely and more pro-actively with them in future. CSOs met were keen to pursue their change agendas with UNDP. The 2007 survey also showed improvements in the CO's partnerships with bilateral donors and here too the CO compared very favourably with other COs. The CO has earned the confidence of donors in managing the programmes and administering the funds entrusted to it.

Several partners recognized that UNDP's role in seeking to improve governance was far greater than the sum of its funded and managed projects. UNDP has used its access to the highest levels of Government for effective advice and advocacy on a wide range of governance issues. All saw UNDP as having been a lead partner in supporting improved governance. Comparing results across governance, partners saw UNDP's greatest contribution in elections support, followed by the CHT intervention. No consensus emerged on whether UNDP should withdraw from any areas, although some questioned UNDP's continued intervention with Parliament following ten years of limited success and their view that committed donor funds to Parliament probably now exceed its absorption capacity. The presence of other donor funding also led some to suggest that UNDP not get involved in anti-corruption. UNDP's staff resources were perceived to be stretched over a wide ranging governance portfolio and some donors, wanting to entrust UNDP with more resources for governance, were concerned that UNDP might take on too much with quality of implementation and/or monitoring suffering. This underlines the importance of using staff capacity strategically and efficiently.

There is scope to improve governance programme performance in three cross cutting areas:

- more rigorous application of results logical frameworks in design, monitoring and reporting on programmes and in follow-up to and learning from evaluations.

- more pro-active and systematic pursuit of gender through the CO's interventions in governance, building on some notable successes already achieved. The CO's management has already initiated action to address weaknesses in both these areas, and

- simplifying and streamlining processes and procedures. UNDP is perceived by most partners as very bureaucratic.

UNDP's continuous advocacy on a wide range of issues in governance was much appreciated by partners. Partners specifically considered that UNDP's relatively easy access to the highest levels of Government provided many more opportunities for dialogue while Government's perceived view of UNDP as a close and trusted partner sometimes enabled UNDP to convey sensitive messages to more receptive ears. Several partners suggested that UNDP's strategic positioning would gain from more visible advocacy and specific deliverables, including publications and short TV briefs. Such publications have been influential in the past and can pave the way for programme interventions in new areas. Partners expressed confidence in the CO's ability to manage the risks inherent in more visible pursuit, with the media and CSOs and in close liaison with other partners, of strategically selected top priority doables to improve governance.

Lessons: Greater sustainability in building the capacity of institutions in Bangladesh's governance is more likely to be achieved by pursuing an approach rigorously driven by explicitly agreed and owned results (specific lessons from experience are offered in section 5.1). Many reforms in governance are most likely to be achieved through gradual changes introduced incrementally when and if opportunities arise. More often than not, the major need is not so much for new reform packages, but more to push through, to effective implementation, part of an already existing reform package. This implies that it will usually be more cost-effective to hire national than international expertise, short term consultants than long term experts and to hire national project managers. Ownership and sustainability are more likely to be achieved when project personnel are located within the concerned host units of Government.

Recommendations: Over 40 recommendations, including many specific to particular interventions, follow from the above summarized findings and lessons. These are grouped, in Chapter 5, under 13 higher level or more strategic recommendations. To facilitate the CO's management response to these 13 strategic recommendations and subsequent monitoring of those recommendations that are agreed, they are presented in a summary action checklist below. A similar checklist for all recommendations is presented on pages 65-68.

Strategic recommendations of the Governance Outcome Evaluation, December 2009

#	Summary recommendation (see Chapter 5 for full recommendation and justification)	Agreed Yes/No?	Results to be achieved by xxxx 2010 (or reason if not agreed)
1	Engage CSOs and the media more pro-actively, more systematically and more strategically		
2	Be more pro-active in systematically pursuing specific gender outputs though each governance intervention		
3	Apply UNDP's results tools, especially its results logical framework, more rigorously in the design, monitoring and oversight of its interventions		
4	Outputs expected from the CO's new parliamentary project should clearly distinguish it from the interventions of other donors and should be achievable by its scheduled termination		

#	Summary recommendation (see Chapter 5 for full recommendation and justification)	Agreed Yes/No?	Results to be achieved by xxxx 2010 (or reason if not agreed)
5	With CSOs, the media and development partners, launch a major advocacy campaign to achieve specific top priority changes in justice, human rights and security		
6	Initiate specific changes in implementation of the PRP project to increase the sustainability and replicability of its results and to make its results more pro-poor and more pro-women		
7	Initiate an independent assessment of the effectiveness of the current pro bono forums		
8	Explore whether the extension to the ASICT project could be handled as part of a Local Consultative Group (LCG) supported multi-donor aid effectiveness programme.		
9	LGSP-LIC to explore piloting and training of trainers on two tracks: to upgrade skills in demand and needs-driven subjects and to explore alternative ways to scale up training for newly elected local government leaders		
10	Broker partnerships between Government and NGOs that enable and encourage NGOs to provide required training to elected officials at upazila and union levels		
11	Support Government in introducing a certification programme that ensures reasonable consistency in the content of training elected local government leaders and that minimal quality standards are met		
12	Support the Government in formulating and implementing a national decentralization policy to provide coherent guidance to all the state and non-state actors concerned		
13	CSCMP's project document should be substantively revised to reflect the realities that have evolved since its preparation in 2007 and the changed potential to contribute to substantive reform in the civil service		

1. INTRODUCTION

1.1 What was evaluated?

The Monitoring and Evaluation Plan of the UNDP/Bangladesh Country Office (CO)[1] provides for a mid-term evaluation of progress towards the governance outcomes expected from the UNDP country programme (CP) for 2006-2011[2]. These outcomes are:

- 1.1. Functioning parliamentary oversight and accountability mechanisms,
- 1.2. Electoral assistance coordinated and electorate informed of voting rights and responsibilities,
- 1.3. Human rights/security promoted and protected
- 1.4. Informed participation of vulnerable groups in policy dialogue
- 1.5. Local governance capacities enhanced in formulation, partnerships, and
- 1.6. Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive.

In addition, the CO asked that this evaluation also cover another related country programme outcome: "Institution building in the Chittagong Hill Tracts (CHT) for improved and inclusive development with community participation". The CO organized separate programme evaluations for the CHT and elections outcomes and asked that this evaluation draw on the analysis, findings and recommendations of those evaluations in covering the outcomes concerned. Thus, the main focus of this evaluation is on governance outcomes 1.1 and 1.3 to 1.6 above.

Additionally, the evaluation assesses the impact and overall contribution of UNDP's governance portfolio towards achieving the first intended outcome of the United Nations Development Assistance Framework (UNDAF) in Bangladesh, namely: "The human rights of children, women, and vulnerable groups are progressively fulfilled within the foundations of strengthened democratic governance".

1.2 Purpose of and expectations from this evaluation

The objectives of and expectations from this evaluation are clearly stated in the Terms of Reference (ToR, Annex 2). In introductory briefings, the CO's management emphasized the forward looking implications and uses of the evaluation, especially for designing the next CP and shaping its governance component. Thus this report on the evaluation:
- assesses the extent and quality of progress towards each of the above stated outcomes since January 2006;
- analyses major factors affecting progress towards each outcome;
- identifies what and how UNDP contributed to progress;
- analyses UNDP's strategic positioning and partnership strategy in pursuing the outcomes; and
- draws lessons and recommendations from the analysis, relevant to either the remainder of the existing CP or/and to the formulation of UNDP's next CP.

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[1] Acronyms are listed in Annex 1.
[2] The CP was originally scheduled to end in December 2010, but the UN Country Team recently agreed with the Government that the UNDAF and its component UN Country Programme be extended up to December 2011.

1.3 Methodology

The methodology used for the evaluation is described in the ToR and elaborated in the Inception Report (Annex 3) except where noted in this section. Generally, the team, comprising Michael Constable (Team Leader), Asif Nazrul and Luc Spyckerelle, sought to follow the principles set out in UNDP's Handbook on Planning, Monitoring and Evaluating for Development Results (2009). To confirm that the approach proposed by the team was likely to result in an evaluation process and report that met with expectations, a draft Inception Report was submitted to the CO on 10 October. Useful feedback enabled the team to finalize the Inception Report, as annexed, on 28 October 2009.

The team met with many persons (Annex 4) in a tightly managed programme and consulted many documents, web sites and other relevant material (Annex 5). The volume of meetings, reading and the scope and depth of analyses were necessarily limited by size of the team (totaling 100 person days) during October and November 2009. The team originally proposed to hold a validation workshop with all stakeholders, but in consultation with the CO, this was replaced by a validating exercise in which staff of the CO's Governance Cluster participated on 12 November (Annex 6). This report was finalized in the light of comments received from the CO on an earlier draft report submitted on 23 November 2009. Some possible lessons from this evaluation process are summarized in Annex 10.

1.4 Structure of the report

After this introduction, the report is structured to reflect the logical sequence of the evaluation. This flows from the context and description of UNDP's governance programme and major constraints and opportunities since 2006 (Chapter 2), into the main evaluation analyses and findings in Chapter 3. Chapter 3 is divided into eight sections: one for each of the seven expected outcomes covered by the evaluation and a final overview section that reviews the governance programme as a whole and cross-cutting issues. The section relating to each outcome describes progress since January 2006, analyses the major factors affecting progress and identifies what and how UNDP contributed to progress. UNDP's strategic positioning and interaction with partners is evaluated in Chapter 4. The last Chapter (5) derives lessons from this experience and presents the team's recommendations. Supporting materials and details are, to the fullest extent possible, placed in annexes to shorten the main text and, hopefully, make it more readable.

2. THE CONTEXT AND UNDP'S INTERVENTIONS

2.1 The context and rationale for the outcomes evaluated

Bangladesh's impressive gains in human development since the restoration of democracy in 1991 are widely attributed to national stability, effective macroeconomic policies, falling population growth, food self-sufficiency and effective disaster management. The UN's 2005 Common Country Assessment (CCA) concluded that these factors along with well known successes in micro-finance, garments exports, remittances from expatriates, the rapid growth of private enterprise and the country's globally recognized and highly active non-governmental organizations (NGOs), contributed to a vibrant and pluralist civil society that is likely to achieve most Millennium Development Goals (MDGs).

These achievements are all the more remarkable considering that Bangladesh only gained independence in 1971. Four years of elected government were ended by the assassination of President Sheikh Mujibur Rahman, and 15 years of army rule followed. Since the return of an elected government in 1991, there have been four elections, all observed as free and fair, and all defeating the party in government: yet more achievements for such a young country. Despite these achievements, there has been growing recognition that poor governance prevents the country from achieving even more and that governance has deteriorated so much that it now threatens to undermine the gains of the past three decades, the achievement of the MDGs and Bangladesh's longer term national stability.

Assessments of Bangladesh's governance by the World Bank, the Centre for Policy Dialogue and others from the mid 1990s established governance as a major national issue. UNDP, DFID, ADB and other partners reported in the early 2000s on poor governance as a growing constraint to poverty reduction and progress towards the MDGs. Civil society research institutes, policy think-tanks and increasingly the media took the national debate further, creating informed domestic constituencies, particularly amongst educated elite groups. The 2005 National Strategy for Accelerated Poverty Reduction concluded that "governance has justifiably emerged as the most critical of issues at the interface of democracy and development." BRAC's Institute of Governance Studies has, since 2006, published widely respected annual surveys of governance. These and many other publications, media reports and activities resulted in poor governance now being firmly placed at the top of Bangladesh's national development agenda.

The crisis in governance is analyzed in BRAC's annual state of governance reports. They characterize the government as over-centralized, unaccountable and non-transparent with systemic vested interests that effectively block meaningful public sector reform; a Parliament rendered dysfunctional by two non-democratic, highly confrontational and increasingly violent political parties which abuse power through personal patronage for financial and/or political gain in a system in which the winner takes all and the loser's role in opposition is not respected; weak yet heavy-handed pursuit of law and order; policy processes easily penetrated by powerful elitists and vested interests; and rampant public sector patronage and corruption. The vast majority of people cannot yet effectively claim their rights. There have been ample surveys clearly indicating that most people are unhappy with the performance of all three branches of governance.

The Director of a CSO, respected for work in governance, attributed Bangladesh's steady deterioration in governance since 1991, and arguably since 1971, to two pervasive trends:

1) A sustained brain drain of high level human skills that exceeded domestic replenishment of those skills, thus reducing capacity in the Executive, the Judiciary and Parliament. Top leaders and middle managers of key institutions are, on average, less well educated today than they were 30 years ago.

2) Growing politicization of institutions, initially through the appointment of their leaders, but subsequently extending down into middle and lower ranks so that appointments, placements and promotions have been made for political or personal gain, and consequent centralization of power and growth in corruption

This analysis of the broad causes of persistent longer term deterioration in governance is consistent with other interviews, data and documents used in this evaluation and inputs into Chapter 3's analysis of the factors affecting progress in specific areas of governance.

The consequent challenge for governance is not just to restore the checks and balances that are prerequisites for genuine democracy, but also to ensure that these work effectively for the poor and most marginalized, so that they are not denied their rights and left behind by development. NGOs and development partners have for long been trying to reach out to poorer groups to achieve more inclusive development. Some CSOs and the media have increasingly also taken up their cause.

The UNDAF concluded from this context that "there still remain significant sections of the population who are unable to realize their right to development. A commitment to the promotion of human rights on the part of both the Government and the UN agencies ensures that the most marginalized and vulnerable groups are properly included in the development process. It is critically important to promote accountability and inclusiveness and to ensure that people have ownership over the development process. As acknowledged in the PRSP, good governance is a crosscutting issue and is an essential precondition to ensure the achievement of the MDGs and other national development objectives." This prompted UNDP to agree with GoB the six specific governance outcomes (Table 1, Annex 7) expected from its 2006-2011 CP.

2.2 UNDP's interventions and partners: brief description

The CP indicated that "democratic governance will receive priority attention. UNDP's strategy will focus on capacity development, linkages between participatory planning and local development, and policy reform." (CPD) The CP provided for UNDP interventions to support the electoral system, Parliament, public administration, local governance, human rights and security, police reform, harnessing information and communications technology (ICT) to improve citizens' participation in policy dialogue and access to services. Additionally, "efforts will be made to sensitize politicians to gender-equality issues and to provide female politicians with networking and capacity development opportunities." (CPD)

The Country Programme Action Plan (CPAP), signed by the Government and UNDP in September 2006, allocated US$166 million[3] or 62% of the CP's total resources to pursue the six intended outcomes in democratic governance and human rights. Table 2 shows allocations by outcome and by year. The CO's actual annual expenditures in governance increased hugely as partners increasingly pooled funds under UNDP's management. Thus annual expenditures on governance increased from US$3.7 million in 2006 to over US$ 41 million in 2008.The CPAP

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[3] This figure differs from the US$87m given on p. 16 of the CPAP because it includes allocations for local governance which in the CPAP are categorized under the poverty alleviation outcome.

elaborated specific component projects and target outputs for each outcome (Table 3) and provided baselines and indicators for monitoring both outcomes and outputs (Table 4). The components of UNDP's governance programme, with intended partners, are summarized in Table 2.1 below while project durations are shown in Table 5, in Annex 7.

Table 2.1 UNDP interventions, resources and partners for each governance outcome

Outcome	Projects	US$ m project budget	Partners
1.1 Functioning parliamentary oversight and accountability mechanisms	Parliament and Political Party Reform DAS 12	0.7	National Parliament, Parl. Secretariat, UNOPS, CSOs
	Prep. Assistance Programme on Parliament	0.5	
	Strengthening Parliamentary Democracy	4.3	
1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities	Preparation of Electoral Roll with Photographs (PERP)	81	Election Commission & its Secretariat, ETI, EC, UNOPSs, NGOs, CSOs
	Support to Electoral Process	3.2	
	Translucent Ballot Boxes	6.2	
	Construction of Upazila Server Station	30	
1.3 Human rights/security promoted and protected	Promoting Access to Justice and Human rights in Bangladesh (A2J)	3	MoLJPA, NGOs, CSOs
	Activating Village Courts in Bangladesh	15	
	Police Reform Programme	16.5	
1.4 Informed participation of vulnerable groups in policy dialogue (CPAP: Access to information for citizens promoted through the creation of information portals and localization of content)	Access to information	5	Prime Minister's Office, MoI, MoLJPA, Media, NGOs, CSOs
	Assistance to SICT for Strengthening ICT (SICT)	1.2	Planning Division, ERD and IMED
1.5 Local governance capacities enhanced in formulation, partnerships, (CPAP: 3.2 Expanded employment & poverty alleviation opportunities for poor and vulnerable in rural & urban areas though effective local governance, community partnerships & basic services delivery	Sirajgani Local Governance Development Fund	8.9	MoLGRD&C, (LGD), LGED, UNCDF, UNOPS, UN-Habitat, UNICEF, WB, NGOs, CSOs,
	Local Governance Support Project - Learning and Innovation Component	18.1	
	Strengthening Upazila Parishad (UZP)	0.8	
1.6 Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive.	Civil Service Change Management Programme	5.5	MoEst, CabDiv, SPATC, BPSC, JICA, RNE, Aus Aid, UNOPS, NGOs, ERD, Planning Div. / Comm. IMED, Line Ministries, NEAs, NIAs, Bangl. Sank; NGOAB

Sources: CPD, CPAP & ToR

Each project is briefly described in Annex 2 (ToR) and the rationale specific to the UNDP interventions in pursuit of each outcome is summarized in the respective section of Chapter 3.

2.3 Major constraints and opportunities

The major constraints to improving governance have been the complex but powerful vested interests amongst politicians and in the civil service that have effectively vetoed, stalled or neutralized reform. Increasing politicization since 1991 gave rise to vicious circles, described in relevant sections of Chapter 3, which further deteriorated governance, often by breaking down key democratic checks and balances. This eventually triggered political crisis in 2006-07.

Since 1991, each elected government ended its five year tenure by handing over power to a 'Caretaker Government' (CTG), headed by the last retired Chief Justice, to organize, within 90 days, national elections. This worked reasonably well in earlier years but by 2006, politicization was so pervasive that both the Election Commission and CTG were widely viewed as politically biased. The AL announced a boycott of the election scheduled for January 2007. The list of voters was also judged by international monitors to be incomplete and inaccurate and they concluded that more time was required to prepare for free and fair elections. The ensuing political crisis and rising political violence prompted the declaration of a state of emergency on 11 January 2007 when a military backed technocratic CTG assumed power.

The technocratic CTG used the opportunity to push through a huge backlog of reform proposals and to restore key checks and balances for the functioning of democracy. With widespread popular support and encouragement (at least in the initial period) and practical support from CSOs and development partners, the CTG initiated, during 2007 and 2008, massive reforms aimed at restoring checks and balances and improving governance. These included reconstituting key public commissions such as the Election (BEC) and Anti-Corruption Commissions (ACC), separating the Judiciary from the Executive, police reforms, establishing a National Human Rights Commission (NHRC), enacting a Right to Information Ordinance, and the promulgation of local governance ordinances. The CTG launched a major anti-corruption campaign to prosecute corrupt politicians and civil servants. The number of extrajudicial killings fell and data show improved human security for all, including minorities. Overall, the CTG by its acts, has effectively shown Bangladeshis that there can be an alternative to the continued slide towards worsening governance that threatens the nation's future.

The national elections held on 29 December 2008 were judged by both national and international observers to be free and fair. With a landslide victory, a new AL Government assumed power. Most observers conclude that in its first eleven months, the new Government has, from its actions, given mixed signals on whether it will continue the reforms needed to improve governance. Out of the 122 Ordinances approved by the CTG, only 54 have so far been approved by Parliament. Even some of these have been watered down considerably while others, such as the ACC and NHRC, have been weakened by human and/or financial resources controlled by the Government. However, a hopeful sign seen by some was that domestic and external pressures to improve service delivery are now too high to ignore. They hoped that this delivery imperative will provide entry points for action to improve governance. Others met by the evaluation team were more pessimistic, suggesting that underlying vested interests had not changed and were already causing the current Government to regress to past bad practices. Many required reforms were pledged in the AL's election manifesto. Can mounting domestic and external pressures win over Bangladesh's traditional powerful vested interests, to enable words to be turned into action? Will action result in meaningful reforms that make a difference

for Bangladesh's governance, most especially to gain the most disadvantaged? These key questions cannot yet be answered, but Chapter 3 summarizes progress, or lack of it, since 2006 in each area relevant to this evaluation.

Another opportunity or lever of change is Bangladesh's vibrant civil society, especially its business groups, NGOs, CSOs, think tanks and media. Business groups, increasingly entwined with politicians, have influenced macro-economic policy. NGOs have amplified the 'voice' of the poor and fight for their rights. This has resulted in 'islands' of more effective local service delivery. Up-scaling for national impact requires Government support. But both politicians and civil servants have had an antagonistic relationship with NGOs and the media, usually seeing them as annoying checks on their own abuse of power and have fought back by repeatedly identifying weaknesses in NGO governance and alleging media bias. Dhaka has long been known as Asia's seminar city, but sustained economic growth has rapidly expanded middle classes and these have added to the number and influence of think tanks and CSOs. Particularly significant has been the gradual emergence of the print media as the country's most effective "opposition", a role now being complemented by electronic media, most especially by the rapid growth, in the last five years, of private television channels and their now popular talk shows.

3. ANALYSIS OF OUTCOMES AND OUTPUTS:
progress, influences and UNDP contributions

3.1 Parliamentary oversight and accountability

Rationale: Free and fair elections, a vibrant civil society and free and highly visible media have flourished in Bangladesh since 1991. But Bangladesh's democracy lacks essential checks and balances on the concentration and abuse of power. One such check is an independent legislature. Repeated boycotts of Parliament by the party in opposition effectively denied Parliament its core roles to challenge expenditures and policies of the government and to debate national issues. Instead, Parliament merely rubber stamped legislation that had been formulated and debated within Government. In the absence of such a critical democratic check, more power flowed to the Prime Minister. The CCA's analysis of this critical democratic failure and the growing "consensus at all levels that action is required to make Parliament more effective, transparent and responsive" (ADR) resulted in the UNDAF committing the UN to support the strengthening of Parliament. Consequently, an outcome expected from UNDP's country programme for 2006-2011 was: "Functioning parliamentary oversight and accountability mechanisms".

Progress towards the outcome since January 2006

Building parliamentary democracy has taken centuries elsewhere in the world. It is perhaps not surprising that political observers generally saw few major changes in the overall functioning of Parliament, during 2006. Thus Transparency International Bangladesh (TIB) commented that the "dysfunction of the Parliamentary committees transformed the Parliament into a rubber stamp institution" (2007). Respondents in IGS surveys in 2007 and 2008 saw opposition parties as "keen to boycott Parliament regardless of the merits of a particular issue and that they deliberately disrupt the functioning of the Parliament…. "respondents also felt that the ruling party is expected to play a more constructive role in Parliament by providing adequate space and ensuring voice of the MPs but most of the time they dominate the proceedings and engage in debates on issues seemingly irrelevant in terms of the national interest…… Parliament has become merely the law approving body. …..failed to hold the Executive accountable" (IGS, 2007 and 2008).

Bangladesh's 8th Parliament was suspended on 11 January 2007 and, for reasons summarized in Chapter 2, remained suspended until the opening of the 9th Parliament on 15 January 2009. The evaluation team therefore sought to ascertain differences in the functioning of the 8th and 9th Parliaments as a means of identifying progress towards this outcome.

The main Opposition party (BNP) has regrettably followed the anti-democratic practice of past Oppositions of boycotting the main assembly within Parliament. There are however, two positive differences between the current boycott and those of the past. So far, BNP has not called a Hartal. Boycotts of past Parliaments have, during their first year, been accompanied by frequent national political strikes at enormous economic cost to the country (substantiated by UNDP's 2005 publication). A second difference relates to the functioning of Parliament itself, and in particular to the functioning of Parliamentary Committees which are not boycotted.[4]

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[4] A third positive for improved governance, though not relating to this outcome, is the fact that the 9th Parliament has enacted laws, initiated by the CTG, that provide legal frameworks for strengthened oversight over the Executive and, if properly implemented, will add to democratic checks and balances. Examples include Acts on the right to information, the NHRC, and local government.

From discussions with leading MPs, including the Speaker and the Chief Whips of both AL and BNP, as well as from media reports and other documents, the evaluation team identified significant differences between the functioning of parliamentary committees under the 8th and 9th Parliaments. These are:

- Standing Committees were convened within 10 days of the opening of the 9th Parliament (contrasting with the 18 months delay in 8th Parliament and longer delays in earlier Parliaments)[5]

- No Ministers now chair Committees whereas past Committees were often chaired by the most concerned Minister

- Opposition parties chair seven out of Parliament's 48 Committees, of which BNP chairs two and other parties five. All Committees in past Parliaments were chaired by the MPs of the governing party.

- Committees are beginning to challenge Ministry expenditures and activities, as evidenced by frequent media reports. So far, over 90% challenges focused on the past government. However, the government's Chief Whip explained that questions on expenditures relate to reported or audited expenditures and as the present Government has only been in office for 11 months, it is premature to start questioning its expenditures.

However, this early progress in building effective Parliamentary checks and balances is still fragile. The Opposition Chief Whip indicated that BNP wrote to the Speaker on 23 October 2009 threatening to boycott all Committees if BNP is not given two further Committees to chair.[6]

Factors affecting progress

The more effective functioning of Parliamentary Committees may be attributed to several factors. The 8th Parliament approved a significant change in Parliamentary Rules requiring Standing Committees to be convened within 60 days of the opening of Parliament. A widespread popular campaign by civil society and the media sustained over the past five years called for more effective Parliament. This was strongly supported by continued advocacy and offers of substantial assistance to Parliament from development partners. The governing party can take credit for offering Committee chair posts to opposition parties and for excluding current Ministers from chairing Committees. Instead, the governing party selected several ex-Ministers to chair several Committees, some of whom appear, according to media reports, to be looking for opportunities to exercise their former power.

A major factor contributing to progress has been the gradual transfer of democracy's needed "Opposition" role from its totally ineffective discharge by opposition parties in the last 18 years to an increasingly assertive print and electronic media. In the absence of effective opposition from political parties, the print media has emerged as Bangladesh's effective Opposition, daily challenging Government and political parties alike on their policies and democratic practices or lack thereof. This role is now being valuably complemented by electronic media, particularly political blogs and the rapidly growing popularity of private television and their widely followed talk shows covering varying national issues in a well informed and usually in a politically neutral

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[5] Article 76(1) of the 1972 Constitution provided that Committees be formed by Parliament "at its first meeting in each session" This provision was omitted by the Fourth Amendment of 1975 resulting in delayed formation of standing committees.
[6] The Whip also indicated that this might be political tactic, and it was ambiguous as to whether BNP also made other political conditions similar to those made for calling off its boycott of Parliament and already publicized in the media.

or balanced manner. This valuable and clearly popularly supported and still increasing Opposition role of Bangladesh's media points to obvious deficiencies in the practice of democracy by the country's main political parties. It adds enormously to pressures that they reform or be overtaken by others more able and more willing to practice and empower democracy in Bangladesh.

The major factor constraining progress towards the outcome has been the growing centralization of power in two party leaders neither of whom have practiced democracy in their own parties nor in Parliament. Most political commentators conclude that this centralization of power has resulted in increasingly authoritarian government over the past 18 years. In the past, each successive government has been popularly voted out at the end of its term and replaced by the other party whose MPs, in Parliament primarily for financial return from investment in their election costs[7], protect their positions by acquiescing to the PM while milking the country for whatever they can get. Vicious circles continue to centralize power and weaken the checks and balances that Parliament should provide. DFID in its 2008 survey of Bangladesh's governance characterized this as "winning party takes all". UNDP's new project document for supporting parliamentary democracy suggests that MPs elected for the first time, numbering 164 out of the 300 seats, are "generally younger , well educated and enthusiastic…. not as strongly entrenched in the traditional confrontational political culture". However, most of those interviewed thought that 90% MPs were still in Parliament to get rich quick and/or to protect their already acquired wealth. It is not without reason that MPs voted against giving lower levels of local government more authority to handle their affairs; there is clearly money to be made by MPs preoccupation with petty local matters such as sorting out problems in local market licenses.

Another factor impeding progres[8] is the continuing dependence of the Parliamentary Secretariat on the Executive for its senior staffing. The top 14 posts in the Parliamentary Secretariat are currently filled by civil servants coming from the Executive and returning to the Executive after two to four years.[9] The evaluation team was informed by the Secretariat that 12 of these "deputed" 14 posts have been rotated since January 2009 suggesting that more than half are political appointees. In fact, the numbers of deputed civil servants currently totals 40 out of a total Secretariat staff of 92 as many other more senior posts in the Secretariat are also filled by deputed staff because of the "lack of qualified parliament staff". The latter explanation was strongly contested in a lively discussion with members of the Secretariat staff; it being counter explained that the real reason for the large number of deputed staff was politicization. The number of deputed staff is greater now (43%) than under the 8th Parliament when 38 (38%) out of the Secretariat's 100 posts were deputed. Deputation compromises the civil servants concerned in that they may not take positions against Ministries/Secretaries with whom they have worked and/or expect to work with in the future. This rotation is against Article 79 of the Constitution which provides for an independent Secretariat for Parliament. Filling the top senior posts with rotational civil servants also demoralizes the permanent staff of the Secretariat as to date it has limited their promotion to the rank of Deputy Secretary. A permanently staffed Secretariat will make it easier to build the skills required specifically for Parliament and strengthen Parliament's institutional memory.

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[7] DFID estimated that payment for nomination for a seat in parliament and the cost of campaigning averaged US$1-3m in the December 2008 elections, DFID 2009.
[8] Media commentaries have also drawn attention to provisions in the Constitution that effectively limit the accountability and transparency of Parliament. See for example the Daily Star's commentary by M. Jashim Ali Chowdhury on "Overhauling the Parliament: Framing of issues", 23 February, 2008
[9] Email of Nagia Hashemee of 17 November 2009

What UNDP contributed

The December 2006 evaluation of UNDP's project to strengthen parliamentary democracy (SPD) concluded that progress in strengthening parliamentary democracy was limited by the polarized political context. The evaluation recommended the project to target democracy rather than strengthen Parliament as an institution and for this it suggested that the project pursue an explicit bipartisan approach. Several recommendations from this evaluation related to the period immediately following closure of the SPD in 2007 and were implemented while others have been superseded. However, some recommendations remain pertinent to UNDP's subsequent interventions in Parliamentary democracy. It is therefore pertinent to capture relevant lessons from the SPD's 10 year experience and to address pending evaluation recommendations. Table 13 lists major recommendations from the December 2006 evaluation and the CO's response on follow-up of each.

The December 2006 evaluation found that the SPD had most impact on the Parliamentary Committees which continued to function despite the Opposition's boycott of the main Parliamentary assembly. Amongst SPD's recommended changes in rules of procedure which were approved was one which required Standing Committees to be formed within 60 days of the opening of a new Parliament. This new rule was of major significance and resulted in the newly elected Government forming Committees much earlier than in any previous Parliament. Furthermore, as pointed out by CO staff (Annex 6), UNDP's continued advocacy on the importance of the Committees in providing meaningful checks and balances, along with similar advocacy from civil society and other development partners, probably contributed to the other positive developments relating to the formation and functioning of Committees identified above.

Another much appreciated contribution initiated by SPD, and resumed under preparatory assistance and a GTZ funded project during 2009, has been the orientation training for newly elected MPs, especially women, in parliamentary roles and procedures. 164 of the 300 MPs have been elected for the first time and most have limited knowledge on the MP's role, the proper functioning of Parliament and parliamentary procedures and rules. This training provides opportunities for UNDP to advocate and build relationships for future change. CO staff commented (Annex 6) that such assistance should be started more promptly after the formation of the new parliament.

Less successful was UNDP's initiative to form a Bangladesh Institute of Parliamentary Studies (BIPS). The intention was to provide MPs with a reference and research facility which could empower them in their daily work. An Act of Parliament was passed legally establishing BIPS in 2001. However, the commitment of politicians, and even less of the Executive, to BIPS was not sufficient to allocate funds for its operation. As a result, BIPS never became a reality. However, the idea lingers on and it is understood that a massive USAID/DFID project might help establish BIPS. Sustainability is likely to remain an issue and UNDP might encourage both the Speaker and the other partners concerned to make early provision for this and for the eventual exit of donor finding. Another reason for suggesting close cooperation on this is that the establishment of BIPS may well compete for scarce national and Parliamentary Secretariat capacities and resources available to work with UNDP's own follow-up project, not to mention those of the World Bank and other partners. Some donor partners (also CO Staff; Annex 6) expressed concern at both overlaps and duplication as well as the capacity of Parliament to absorb the $50 million[10] now proposed by seemingly competing projects of development partners to support

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[10]US$29 million of this is primarily to support the democratization of the AL and BNP.

Parliament up to 2013. A new LCG sub group, chaired by USAID/DFID, met in October 2009 to review who is doing what and to pave the way for closer coordination.

As noted by the 2006 evaluation, UNDP also helped the Secretariat reorganize to better support the Committees, record their proceedings more systematically and build institutional memory. UNDP also contributed (Table 12) equipment and training to the Parliamentary Secretariat and much of this is still functioning. However, the 2006 evaluation raised major questions relating to the sustainability of both equipment and training and the cost effectiveness of study tours in particular. Related lessons arising from these issues are drawn in Chapter 5.

3.2 Elections[11]

Rationale: Bangladesh's polarized political climate and the growing tendency for political parties, when in government, to appoint, promote and place public servants on grounds of their political allegiance, prompted concerns that electoral institutions and processes could become politically compromised. Such concerns prompted requests for UNDP support. As a result, UNDP has supported the electoral process in Bangladesh since 1996 through technical and financial assistance to the Bangladesh Election Commission (BEC). Building on the trust and confidence that UNDP's early interventions earned, the UNDAF committed the UN to provide "electoral assistance through improving the working of the BEC and strengthening the electoral process towards free and fair election". This led UNDP to adopt in its Country Programme the expected outcome: "Electoral assistance coordinated and electorate informed of voting rights and responsibilities".

Progress towards the outcome since January 2006

In late 2006, following usual practice at the end of its term, the elected BNP Government handed over power to a Caretaker Government, which was charged with the responsibility to organize and oversee elections within three months. Elections were originally scheduled for 22 January 2007. However, the main opposition party (AL) claimed, along with some other important political parties and a large section of the media and the civil society organizations, that both the CTG and the BEC were biased. The AL also alleged that voter lists had been tampered with. A NDI survey had revealed 13 million extra names on the lists, possibly including migrants and deceased voters. This further discredited the preparations for the January 2007 election.

Amidst escalating hartals and politically driven violence, in early January 2007, the AL announced a boycott of the election. This further exacerbated street violence. Development partners, including the UN and bi-laterals, announced their suspension of support for the scheduled election. These circumstances prompted military intervention and the declaration of a state of emergency. A reconstituted CTG appointed new members of the BEC. After consultations with the political parties and civil society, the new BEC prepared an electoral roadmap that postponed the elections to December 2008 so that needed reforms could level the playing field for free and fair elections. Under the CTG, the BEC proceeded to draft revised electoral laws which were subsequently adopted by Parliament. These laws relate to political

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[11] At the request of the CO, the governance outcome evaluation team relied exclusively on material provided by an ongoing evaluation of UNDP's elections programme to compile this section. This report was finalized prior to receipt of the complete draft report of the elections evaluation. The final report of the elections evaluation may supersede observations made in this section. The outcome evaluation team fully acknowledges the materials and cooperation kindly provided by the elections evaluation, comprising Sue Nelson , A. Momen and M. Doftori.

party registration, requirements, an improved code of conduct for parties and candidates, and strengthened independence of the BEC. The BEC also newly demarcated the boundaries of some constituencies to eliminate large disparities in their size. Data on these and other changes introduced to strengthen the electoral process are presented in Table 16.

The election was peacefully held on 29 December 2008. Official election observers, both international and national, concluded that the election was free, fair and credible. Voter turnout reached 87%, a record turnout in Bangladesh's electoral history. Moreover, the number of women voters was also the highest on record as was the number of women candidates, and elected MPs: 19 constituencies were won by women.

Factors affecting progress

The roadmap proposed by the BEC amounted to an extremely ambitious agenda for the tight timeframe. There was considerable pressure from civil society, the media and development partners to complete the preparations in time for elections to be held before the end of 2008 so that the caretaker government, normally only constituted for the three month electoral period, could be replaced by the next elected government.

A key factor enabling the timely completion of preparations was the high level of commitment and support for a credible electoral process shown by the new CTG, the new BEC, Bangladesh's Armed Forces, civil society organizations, the media and the general public. The army provided massive logistical support for the issue of ID cards and registration of 81 million voters. This also resulted in growing confidence in the impartiality of the BEC.

CSOs, NGOs and the media worked with the BEC and the army to get messages out to encourage all to register, and special efforts were made to reach marginalized groups. Donors provided large scale funding and technical assistance, totaling over US$125 million to support the processes. All these factors, the much improved law and order situation and the issuance of ID cards with voter registration motivated citizens to get out and register. The card used to identify voters has since become used as provisional national ID card with multiple uses.

The main challenge is to ensure the sustainability of the improved electoral and political processes. Although Parliament has already enacted most of the electoral reforms initiated by the CTG ordinances, and the Election Commission is enforcing its new requirements, especially in terms of party registration, it is uncertain what will happen in the continuing polarized political environment. The highly regarded Election Commissioners also only have a little over two years left on their mandate and their replacement is another cause for concern. The evaluation of the elections projects indicated that most of the political and civil society actors interviewed thought that the next 18 months would be critical to consolidate the gains made and in setting the foundation for the 2013 national elections, including the selection criteria and mechanisms for the next commissioners.

What UNDP contributed

The November 2009 evaluation of UNDP's election programme concluded that UNDP played a major role in contributing to the preparations for the election and its successful outcome. UNDP coordinated multi-donor support, totaling more than US$125 million, for the registration and issue of provisional ID cards to more than 80 million voters, revisions to electoral laws and procedures, procurement of more than a quarter million translucent ballot boxes and provision of the physical infrastructure to replace the highly contested 2001 voter rolls with a new

biometric digitized voter roll with photographs. The CO, in particular the UNDP Resident Representative, also played an active and visible role in advocating for credible and timely electoral processes and procedures and for international support for the process. The evaluation concluded that without the UNDP managed programme and the CO's efforts, it is unlikely that the national elections would have been held in 2008 or that they would have met international standards for credible elections**.**

In the post-electoral period, the four UNDP managed projects are focusing on consolidating the gains made so they can be built on for future elections. All four projects are scheduled to be completed between July and October 2010.

3.3 Human rights/security

Rationale: Bangladesh inherited a criminal justice system that could easily be manipulated by powerful sections of society. Many laws and practices of the criminal justice system dealing with human security are still 'anti-poor', having a far more harmful effect on the poor and disadvantaged than others (UNDP 2002 Human Security Report). Costly and cumbersome court procedures, the near absence of adequate alternatives to access justice and the lack of accountability and transparency in police activities all adversely affected the poor. As the UNDP 2002 Human Security Report summarized: "most people in Bangladesh are simply priced out of the judicial system". The CPAP analysis of the worsening human rights and human security situation, particularly for the poor and disadvantaged, resulted in the UNDAF committing the UN to support reform of the justice sector. Consequently, an outcome expected from UNDP's CP for 2006-2010 was: "Human Rights and Human Security promoted and protected". To pursue this, UNDP funded two projects Promoting Access to Justice and Human Rights in Bangladesh (A2J) and the Activating Village Courts Project in partnership with the Ministry of Law Justice and Parliamentary Affairs (MoLJPA) and other institutions. UNDP also initiated the Police Reform Project (PRP) to improve accountability, efficiency and effectiveness of the Bangladesh Police.

Progress towards the outcome since January 2006

People's perceptions of justice in Bangladesh are characterized by a firm belief that the poor, minority and indigenous people usually do not get justice from the courts and their access to courts is also limited (BRAC-IGS, State of Governance in Bangladesh, 2008). A major reason for this perception is the scope for politically and financially influential persons to manipulate courts and compromise their independence (BRAC-IGS, 2008). The separation of the Judiciary therefore emerged as a widely popular demand. Separation was obligated by the Constitution since 1972. It was also pledged in election manifestos of all major political parties since 1990. Nothing, however, was done in this regard until the Supreme Court intervened to direct the Government to separate the lower Judiciary in the Masder Hossain case in 1999. Implementation of the directive was delayed or diverted by successive political Governments. The 2007 CTG finally adopted, on 16 January, 2007, four new sets of Rules and amended the Criminal Procedure Code, to reflect the directive of the Masder Hossain case. It also initiated steps for establishing the institutions provided for in those Rules and mapped out preparatory administrative measures for implementing separation of the Judiciary[12].

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[12] The Rules are as follows:, Bangladesh Judicial Services Commission Rules, Bangladesh Judicial Service (Pay-Commission) Rules, Bangladesh Judicial Service (Service constitution, composition, appointment, suspension, dismissal and removal) Rules, Bangladesh Judicial Service (Posting, Promotion, leave, control, discipline and other service conditions) Rules.

Separation of the Judiciary is therefore a very significant achievement since 2006. Most basic frameworks for an independent lower Judiciary had been put in place and some are working well. The Office of Registrar now needs to be restructured and strengthened to enable it to work as the national court administration office for making the judiciary truly independent. In view of the controlling authority of Higher Judiciary over the subordinate courts, another major challenge is to make the Higher Judiciary fully independent, especially in the recruitment of judges and illegalizing post-retirement appointments.[13]

Progress was also achieved in building several new institutions of accountability. Among those, the National Human Rights Commission (NHRC), after its establishment in 2008, has started functioning. However, its full operation still depends on filling its vacant posts, for which the Government has to approve funds, and its capacity building. Nevertheless, the NHRC has already demonstrated its potential to improve human rights by asking some institutions infamous for HR violations (like the Police and the Rapid Action Battalion, or RAB) to explain alleged rights violations. An independent information commission has also been established in 2009 under the Right to Information Act of 2009. This is expected to add transparency in public agencies and protect the right to information.

In the area of human security, progress was achieved by initiating police reform. Model police stations were established, country-wide community police forums are being formed and a victim support system was piloted. Despite this progress, police corruption is still endemic; the police are considered the most corrupt of all public sector agencies in various public surveys, such as those undertaken annually by BRAC/IGS.

Other progress may be intangible but still invaluable. Public demand for enabling legislation and institutions to improve access to justice is pressurizing the major political parties to respond, not merely by election manifesto pledges, but hopefully in meaningful follow-up.

Factors affecting progress

The two year CTG provided opportunities to reform. With support from development partners including UNDP, the CTG initiated or strengthened reforms in core governance areas including combating corruption, improving access to justice, developing a national integrity strategy and corruption prevention measures in line ministries/agencies. The CTG's pro-reform stance was facilitated by reform popularized by relentless campaigning by human rights organizations, NGOs and CSOs. The media, both print and electronic providing sympathetic and supportive coverage and raised public awareness through editorials, talk shows and interviews. This partly explains why the elected government of 2009 had to agree to sustain most of the popular and widely publicized reforms undertaken by the CTG.

The Supreme Court was instrumental in steering reforms for separation of Judiciary and in their implementation. Its successive interventions since 1996 culminated in 12 directives to the government for undertaking legal and institutional measures for separation of the Judiciary. It remains vigilant in seeking to strengthen independence of the lower Judiciary.

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[13] Currently, the Supreme Court Judges are appointed by the President on recommendation from the Prime Minister. Exploiting this opportunity, a number of partisan lawyers are appointed as High Court Judge over the past decades. Further, the scopes for post-retirement employment potentially compromise the neutrality of some judges approaching the age of retirement. Restoring the provisions of 1972 constitution could resolve these problems according to which the Judges of the Supreme Court must be appointed by the president in consultation with the Chief Justice and they would be totally debarred from accepting any office of profit after their retirement.

While the CTG was reform-friendly because of the absence of political ambitions, it had its own limitations as well. The CTG lacked adequate legitimacy and was heavily dependent on civil and military bureaucrats. This explained its failure i) to promulgate legislation like the Draft Police Ordinance that would have curtailed the authority of administrative officers over the police and ii) to adequately institutionalize a permanent prosecution service or to establish a Supreme Judicial Commission[14]. These reforms might have annoyed the potential winners of the next election and/or were seen as threats to the power of civil servants. Moreover, there had been less civil society advocacy and media campaigning compared to other areas like separation of Judiciary and the NHRC.

Another major constraint to reform lies in the inherent limitations of the political governments of Bangladesh. Groomed and developed in a culture of winner-takes-everything, political governments traditionally resist any reform that may challenge their vested interests and hold them more accountable. The present Government, arguably more reform-friendly than its predecessor, has regrettably disowned some key reforms to improve access to justice and human rights. Examples include non-endorsement of ordinances relating to the Anti-Corruption Commission (its status as self-governing body and authority to deal with money laundering crimes), the Permanent Prosecution Service and the Supreme Judicial Commission. Significant is the continuing alliance of vested interests among the civil service and top politicians in opposing such reforms. Consequently, a number of measures supporting or facilitating independence of the Judiciary (full implementation of Judicial Pay Commission Report) or greater autonomy of Police (through the promulgation of the proposed Police Ordinance) have not yet been endorsed because the civil service along with politicians wants to retain their power over the police and the Judiciary.

Another constraint is that women are often victims of crime but there are few women police: female police represent only 1.3% of police forces whereas the least developed country average is around 8%. This deters women from reporting violence and other crimes, effectively denying their access to justice. There has been only very slow progress in increasing the number of women police.

The major challenge lies in Bangladesh's confrontational politics. This remains a source of potential instability and political uncertainty that can resurface at any time in the form of *hartals*, political violence and the permanent boycotting of parliamentary sessions. These same pressures may continue to divert or dilute the above mentioned reforms.

What UNDP contributed

UNDP's major contributions since 2006 have been in the establishment of the NHRC and in initiating police reforms. In addition to its strong advocacy for the NHRC, through its A2J project, UNDP supported the MoLJPA and the concerned Standing Committee in drafting the NHRC law, passed by the present Parliament. UNDP has also funded manpower and logistic support to the newly established NHRC, without which it might not yet have become operational.[15] NHRC's effectiveness, however, has remained minimal because of the delay by the Government in

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[14] The permanent prosecution service was intended to ensure merit based appointment of government lawyers, security of their service and their independence like other cadres of government. The Supreme Judicial Commission was established to recommend appointment of Supreme Court Judges in order to ensure their non-political appointment. The concerned ordinances were not passed by the present Parliament and thus become inoperative.
[15] NHRC is currently staffed by 4 officers deputed from Ministries of Law and Establishment and 6 staff appointed under the A2J project of UNDP (Computer operator 2, accountant 1, administrative officer 1, receptionist 1, Messenger 1). Training to these 6 has also been given by the UNDP.

approving its organogram and Rules of Procedure, appointing the commissioners, providing it with a permanent and fully equipped office and developing its capacity.[16] The Law Secretary informed the evaluation team that these would soon be completed, not least because of the continued engagement of UNDP and other donors.

The Police Reform project (PRP) aims to build the capacity of the police as a public service as opposed to a force to control law and order. Given the century old culture and regulatory framework governing the police and the huge stake of the Executive in maintaining the status quo, the evaluation recognizes the long term nature of the challenge faced by the PRP. Early indications, especially under the CTG, were encouraging, although some reform-initiatives were weakened after the assumption of power by the elected government. For example, PRP helped prepare a National Policing and Crime Prevention Strategy but it awaits approval and effective implementation. A major emphasis in the phase 1 project was to establish 11 pilot police model thanas. A public attitude survey conducted in late 2008 showed wide appreciation of these. However, the survey was completed when the overall law and order situation, because of the military backed CTG, was abnormally good.[17] Much of the success of the pilot thanas can be attributed to improved physical facilities and training. The costs of operation, maintenance and replacement of those facilities beyond the PRP project have not yet been provided. Also, during the field visit of the evaluation team, it was observed that in one model thana, after the assumption of power by the current Government, some basic practices such as maintaining records of visitors to the service center of the thana are no longer kept systematically, [18] raising questions about the replicability and sustainability of the programme.[19]

PRP's establishment of community policing probably has greater potential. Community police forums are expected to act as informant, appear as witness and bridge the gap between police and ordinary people.[20] *"The forum has become popular although the operation of the community police forum (CPF) is still at its infancy. Awareness of CPF needs to be improved further as less than a third (28%) of the public respondents expressed awareness of CPF in Model Thana areas." (PRP: Public Attitude Follow-Up Survey, P. 6).* The greatest challenge for community policing lies in ensuring that the CPF is not abused by vested or/and party interests. This has already been threatened, as was observed during the evaluation field visit and interviews with senior police officials, by the attempted large scale of local leaders of the ruling party in the forums.[21] Other challenges relate to ensuring a clear conceptual framework, guidelines for implementation and training to addressing skill shortages.[22]

While ownership of several reforms has been accepted by police management, lower ranks are still hesitant or ignorant about them. To replicate and sustain pro-poor and pro-women community policing, a more bottom-up approach, involving constables, is needed.

Given that women are grossly underrepresented in the police, recruiting and promoting women police was an appropriate intervention. However, very limited increase in the percentage of

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[16] The NHRC Chairman: "Transport and operating funds limit our capacity for enquiry. We want a letter of allotment for our office from the Government, no matter how much time it would take. UNDP can play an influential role here."
[17] Around 80% of surveyed respondents believed that crime during the CTG has reduced, while 90% believed that possibility of getting justice during the CTG was higher than during the political government. BRAC-IGS, 101.
[18] A separate registrar of the service recipient was maintained only up to December 2008.
[19] Among the facilities provided by the program, use of computer and photocopy saved money and time and enhanced confidentiality of sensitive information. Transport made police more mobile, visible and less dependent on client funding. Some forensic equipment were however either inadequate or largely unutilized due to lack of expertise and institutional culture.
[20] For details, see, Community Policing: National Strategy for Bangladesh, Bangladesh Police, undated.
[21] As admitted by a field level police officer, previously the police did rigorous verification before giving their consent to the inclusion of persons in the community police. In the current political context, this is no longer done.
[22] Rapid Evaluation of PRP, 2008, p. 6.

women police was achieved during the first phase of the project.[23] The women police network has become largely inoperative or invisible after its formation,[24] an enabling environment for recruitment of women into the police has hardly been initiated and introducing measures like quota for women in police appointments has hardly been lobbied.

More encouraging progress in pro-women policing has been made by the establishment, in February 2009, of a Victim Support Centre run by 25 selected and trained female police officers. The Centre is a good example of the brokership role of UNDP in facilitating pro-poor and pro-women partnerships between the Government (police) and NGOs who were mutually suspicious at first, but now work well together in the Centre. The Centre's potential is illustrated by the gradual increase in its work. For example, in October 2009, the Centre directly dealt with 13 cases while 21 were referred to partner NGOs who reported (once every two months in writing, once every week verbally) their follow-up to the Centre. The police have already decided to establish such centers in every divisional headquarters. However, to maximize impact, the Centre's existence and services need to be more widely publicized, and its collaboration with various government agencies and NGOs expanded.

Similarly, women police in the newly established (with PRP support) Trafficking in Human Being Unit are reportedly demonstrating their ability and capacity to undertake high level investigation, although THB itself is still at an early stage.[25]

Some major A2J outputs have been preempted by institutional tension. For example, human rights colloquia to be arranged by the Supreme Court or revision to its organogram didn't happen, because the Judiciary, understandably, didn't want anything to do with a project managed by the Executive, in this case the Ministry of Law, following their newly acquired independence.[26] Three pro bono legal forums have recently been established with an aim to gradually establish a national network. Learning lessons through assessment of these forums, developing strategic visions, capacity strengthening, networking support and collaboration with the concerned agencies of the Government could enhance greater access to justice and human rights for the poor and disadvantaged section of the society. A comprehensive, systematic and interactive human rights training program through LETI of the Bar Council has been approved under the A2J for the government law officers. This may enhance their competence, professional integrity and respect for human rights norms.

The project to activate village courts has only started very recently in 2009. It has the potential to help enhance access to justice for marginalized groups, especially if meaningful checks and balances can be built into the design and implementation of the project, for example by giving monitoring and evaluation roles to NGOs with proven track records in helping marginalized groups access to justice.

UNDP's recent launch, with development partners, of a sector wide approach to justice is also noteworthy. In this, UNDP is expected to play a central role in facilitating a sectoral approach to justice sector reform. The CO is currently contributing to the preparation of a Justice Sector Support Programme (JSSP) in which UNDP would act as the programme secretariat for projects

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[23] Among the women police, one is DIG, 4 Additional DIG, 0 SP, 19 Additional SP, 10 senior ASP, 77 ASP, 53 Inspector, 189 SI, 253 ASI/ Head Constable, o Nayek, 1663 Constable. Total 2269. No IG or Additional IG is female.
[24] Some police women interviewed did not know of the existence of the network and another knew of its existence but could not find out how to join it
[25] See details in Rapid Evaluation of PRP, 2008, p. 12.
[26] For detail, see A2J Mid-Term Review Report, September 2009.

to be implemented by respective key sector agencies including the Supreme Court, MoLJPA, MoHA, in partnership with various NGOs, CSOs and the other development partners.[27]

3.4 Information

Rationale: The development of information and communication technology (ICT) over the last twenty years has had major impacts for society as a whole. The price of computers and mobile phones has dropped to such an extent that they are now within reach of large numbers of people. ICT development in Bangladesh in the past was very much hampered by the very low penetration of landline communications (less than 1%), but the rapid expansion of the mobile phone network and the huge increase in mobile phone users (from around four million subscribers at the end of 2004 to more than 47 million subscribers in June 2009, corresponding to a 30% mobile phone penetration) has had a tremendous impact and created new opportunities in many fields.

One field in which the use of ICT has rapidly expanded is e-governance, i.e. to provide and improve government services, and to make transactions and interactions with the general public easier. To help ensure that the digital revolution would benefit all levels of society, UNDP planned in its CPAP 2006-10 to "help the Government to introduce e-citizen services – reaching rural communities and benefiting both genders – and to streamline the business processes of key government agencies with particular emphasis on those that are directly related to national-level economic planning, management and monitoring. Special emphasis will be given to provide support to government agencies at the local level, which deal with citizen services more directly". The expected outcome of the UNDP programme in this area was therefore "access to information for citizens promoted through the creation of information portals and localization of contents".

Progress towards the outcome since January 2006

Progress in the area of information and communications in Bangladesh during the last four years has been tremendous. First of all, there has been the rapid expansion of the ICT infrastructure through investments in telecommunications by the private sector. This has created a network throughout the country through which people have gained better access to services and information. Coverage and access is of course not yet uniform throughout the country, and measures need to be taken to make access more general, especially in remote rural areas. One such measure is that the Government wants all 4,498 unions to have internet connections and Union Information Service Centres by 2012, an activity which will be supported through the Local Governance Support Programme (The Financial Express, 15/09/09).

The increased possibilities for communication have also spurred government agencies into developing a range of web-based and other computer applications, to help them to become more efficient in how they conduct their business and in how they deliver services to the people. In this respect, success breeds success, and the scope of e-governance applications is continuously expanding.

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[27] The JSSP, proposed for 2010-2014, seeks to improve national capacity in inclusive policy and planning in the justice sector in order to improve access to justice and protection of human rights. It would be the first stage of a long-term nationally driven initiative for systemic reform in the sector, as described in UNDP's JSSP programme document, Revised Draft of October 2009.

One risk of rapid expansion is that it becomes uncoordinated, with a high degree of incompatibility between systems that have developed independently, resulting in "islands of information, incompatible data standards and ineffective communication among the government, businesses and citizens." (Zaman, 2007). Such "islands of information" are a common occurrence in e-governance, or in ICT developments in general. Development of new applications usually start with such applications running on individual, stand-alone computers or on small networks, with little attention being given to possible link-ups to a broader intra- or inter-institutional networks. As users and institutions become more familiar with the applications, they become increasingly aware of the advantages and efficiency gains that better integration of various applications and networking can bring. Efforts are then made to achieve this, but such efforts often fail because of differences in operating systems for which the applications were developed, and a lack of compatibility between the applications.

Such a situation also occurred in Bangladesh and an e-governance cell was therefore established in the Prime Minister's Office in 2006, to lead and coordinate support to e-governance activities at all levels. Another development to address this – and one which was supported by UNDP – was the formulation of a Bangladesh e-Governance Interoperability[28] Framework, which was issued in 2007. Such a framework lays down a set of ground rules which application developers should take into consideration to ensure that data exchange between systems can take place.

Apart from the technological developments that enable improved access to information, there have also been legal developments. An ICT Act was promulgated in 2006, covering among others electronic filing in government agencies, and to ensure efficient delivery of electronic records from government offices. Responding to high public demand for more transparency, and to provide tools to fight corruption in governance, the CTG issued a Right to Information (RTI) Ordinance in October 2008. This ordinance, with some minor modifications, was then passed by the 9th Parliament as the RTI Act in March 2009. The act grants every citizen the right to information from the authority, and the authorities have to provide the information on demand. The RTI Act is a landmark, even though the voluntary disclosure provisions of the act are weak.

To guide ICT developments in Bangladesh, the government issued a national ICT policy in 2002. By mid-2008, this policy had become outdated, and a committee was established under the leadership of the Ministry of Science and ICT to review and revise it. This committee completed its work in early 2009, and in March the updated "National ICT Policy - 2009" (which was developed with UNDP assistance) was issued.

The CPAP document listed as outcome indicator "improved disclosure and access to information". The legal framework for this has been established through the enactment of the RTI Act, but actual implementation of this act has barely begun.

Factors affecting progress

As mentioned above, two key factors that have made electronic information access possible for millions of people over the last four years are the expansion of the mobile telephone network,

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[28] The ability of systems (that may be running under different operating systems and hardware) to exchange information through compliance with technical specifications, which typically define how different file formats and messaging protocols can work together, without special effort on the part of the users.

and the increasing availability of cheap mobile phones and computers. This has created a huge market of potential users for all sorts of applications.

Use of ICT and computer applications also carry an aura of modernity, and there is general interest in government agencies to be involved with such activities. Use of ICT and e-governance applications are seen by most civil servants as non-threatening, and even career enhancing opportunities. E-governance can also be an entry point for other reforms in public administration (e.g. web-based monitoring of service delivery or complaint making; electronic submission of applications to avoid payment of a bribe; tracking of progress in processing of cases and submissions). Once ICT and e-governance applications are in use, it can create an environment in which unplanned or unanticipated socially important developments can flourish. So, for example, in a November 2009 training workshop for UNOs on the use of ICT for service delivery, one UNO commented that the availability of a computer would enable him to keep better track of which government owned plots were illegally occupied in the upazila. He planned to post weekly updates of such lists as public information in the local market.

In its election manifesto, the Awami League stated its vision "to make Bangladesh digital in 2021" as one of its priority programmes for human resource development. After the Government took office in January 2009, it made "Digital Bangladesh" one of its flagship programmes with support at the highest level[29].

There are however also constraints that limit progress. The IGS 2008 governance survey found that "even though the RTI ordinance was promulgated by the CTG, it did not affect the practices of the Government. When asked about access to information in general, respondents expressed that they generally were not properly informed about the sources of information during this regime. When asked about the present sources of information, 71 percent opined that they usually do not know where to go to obtain information about government's activities. Respondents were divided in their opinion about the fact that one has to pay bribe to access information from a government office: 45 percent agreed and 27 percent opposed it."

What UNDP contributed

UNDP's involvement in ICT development in the governance sector is through two programmes: the Access to Information (A2I) programme, which is based in the Prime Minister's Office (PMO); and the Assistance to SICT[30] for Strengthening Planning Division, ERD and IMED through ICT (ASICT), which operates out of the compound of the Planning Commission.

Prior to A2I, UNDP supported a project to strengthen the ICT capacity of the PMO. By 2006, it became increasingly clear that a more concerted effort was needed to guide e-governance in Bangladesh. There were numerous e-governance applications that had been developed for public agencies, but many of these applications were incompatible with one another. In order to redress that situation, and to achieve better coordination in the development of e-governance, an e-governance cell was established in the PMO. A2I became the UNDP programme that provided support to this cell.

A few months after the A2I programme started its activities, the CTG came to power. The focus for the A2I programme was adjusted, and instead of working on the longer-term initiatives of

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[29] As an illustration, the last part of the closing sentence of the FY 2009-10 budget speech in Parliament was: "…and to turn the vision of the Honorable Prime Minister Sheikh Hasina for Digital Bangladesh into reality". The PM also spoke at the inaugural session of an e-governance training.for UNOs in November.
[30] Support to ICT Task Force

driver projects and enabling environment project, the programme worked on identifying small pilot driver projects ("quick wins") that could be implemented in a short period of time, and would show quick results. 53 quick wins were identified in different ministries and government agencies, of which 48 are being implemented. Many were focused on making service delivery easier (e.g. online payment of bills, online checking of status of case, online registration), or to improve access to information (e.g. downloading of forms, online monitoring, extension services).

This focus on quick wins had several advantages. First, by opting to go "broad" instead of "deep" (i.e. involving many ministries and agencies and focusing on activities that can quickly be implemented, rather than working with fewer units but with a more ambitious programme), the A2I programme increased its visibility among ministries and government agencies. Second, the activities involved Secretaries or equivalent ranked positions in the ministries and agencies. The Secretaries participated in several workshops with their counterparts in other ministries and agencies. This helped to establish a network of ICT-minded officials among the participants in the quick-win workshops. This network is still active. Third, because the quick wins have been successful, there is a positive attitude to implement other e-governance activities, not in the least because "Digital Bangladesh" has strong political support. All these factors result in A2I having strong support within the public administration.

The ASICT project, on the other hand, is somewhat less successful. The project evaluation which was conducted in August 2009 concluded that the project was rather narrowly focused on enhancing ICT systems and capacities, whilst implicitly assuming that this will result in increased efficiency and transparency. In light of the Government's priority for "Digital Bangladesh", the project is still relevant, but the implementation was not entirely efficient. There have been delays in procurement, and the tendering for the development of several business applications (i.e. for the project planning system, M&E, Annual Development Programme preparation and monitoring of foreign aid utilization) has just been completed, eight months before the current end of the project (it has already been extended twice). If the project does not get extended once more, it may only be able to deliver the business applications to the client without properly supporting the actual roll-out. If the project gets extended with 6-12 months, it stands a much better chance of meeting its objectives (Nadoll, 2009). An extension of the project may also provide an opportunity to not simply get the business applications operational, but to get broader buy-in from other donors as well for supporting aid management in Bangladesh.

3.5 Local governance

Rationale: Local government in Bangladesh, according to the constitution, should involve all sub-national administrative levels, but currently only involves two levels. At the lowest level, there are the union parishads (UPs) which are the longest established units of local government[31]. Elections for UPs have been held regularly (with seven elections since 1973) but the elected officials were usually more inclined to take their cues from ruling party members, local government officials and local elites than from the people who elected them (Asaduzzaman, 2009). The important local government decisions were taken by the central government appointed officials at upazila and district levels, with little or no inputs from the local elected leaders.

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[31] Union Parishad were established in 1870.

The UPs have, since 2004, received Basic Block Grants (BBGs) as part of the Annual Development Programme allocation, with which they can fund small-scale infrastructure and provide some basic services. Even though the UPs are still generally weak, they play a vital role for rural development and have the potential to become key actors if properly empowered. The introduction of direct election of women members in the UPs to reserved seats, so that they make up at least one quarter of the UPs, has also been a significant development.

The upazila parishad (UZP), or sub-district councils, were first introduced in 1982, replacing the thana parishad. The upazila chairmen were given authority on managing local affairs of the upazila, and the direct participation of local people created apparently a positive momentum for this new local government institution in the following years. After the restoration of democratic governance in 1991, the government abolished the upazila parishad, replacing it with the Upazila Development Coordination Committee, which gave MPs a strong grip on local power through their influence in local development decision-making.

There have been many local government reforms over the past decades[32], but these have been piecemeal and focused on specific administrative levels. So far, Bangladesh does not yet have a grand vision on how to implement the constitutional mandate for decentralization in a comprehensive manner. The 2005 National Strategy for Accelerated Poverty Reduction (NSAPR) listed "local governance" as one of the eight strategic agenda points: "The local governance agenda is central to the critical issues of decentralized service-delivery, grass-root accountability and the newer focus on regeneration of local economies through relevant partnerships amongst local government bodies, CBOs, NGOs, private sector and central government agencies". The UNDAF 2006-2010 mentioned under for the first outcome area that "It will also be important to sustain and accelerate progress towards decentralisation, the expansion of participatory planning processes, and improved rural public service delivery".

Progress towards the outcome since January 2006

When the reform-minded CTG came to power in January 2007, it was seen as an opportunity to pursue an agenda for strengthening local government and to address weak progress in this area by the previous governments[33]. In June 2007, the CTG established an independent Local Government Commission (LGC) which had the authority to investigate alleged financial and administrative irregularities in the local government bodies which were under the control of the Ministry of Local Government, Rural Development and Cooperatives (MoLGRDC), and to ask the government to take action against the accused. In November of the same year, the LGC submitted a report for local government reforms. This report strongly influenced the content of the local government ordinances which the CTG subsequently issued.

One of these ordinances related to the revival of the upazila parishad (UZP), a measure which had broad public, CSO and media support. The UZPs had been abolished in 1991, and from that period onwards local MPs had become advisers in the Upazila Development Coordination Committees, thus taking up an executive role in the UZP in their constituency. The CTG's upazila ordinance gave no role to the MPs in the UZP.

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[32] To illustrate, between 1996-2002 Parliament issued 29 laws on local government, 25 of which were amendments of previous laws. "Legislative changes have occurred in a hurried and piecemeal manner and have not responded to critical issues such as authority, resource mobilisation or functional autonomy" (IGS, 2007:80).
[33] One indication of the importance the CTG gave to local governance is the fact that 15 of the 114 ordinances issued by the CTG were related to local government.

However, after the December 2008 election, most local government related ordinances issued by the CTG – including the one establishing the LGC – lapsed because they were not submitted by the new Government to Parliament for ratification within 30 days of the first sitting of Parliament. New acts have been promulgated in 2009 for the city cooperation, pourashava, upazila parishad and union parishad, but the democratic legislative gains obtained during the CTG (especially the curtailing of the influence of MPs at the upazila level) were not always retained.

© The Daily Star

Cartoon published on 17 April 2009, after Parliament enacted the Upazila Parishad Act

The most controversial of these new 2009 acts is the Upazila Parishad Act, which empowers MPs to exercise authority as advisers over the elected UZP chairmen and members in matters of development. More importantly, such advice from the MPs is not optional and counseling advice, but advice that has to be complied with and acted upon. The UZP Act has been challenged in court, and the High Court issued a directive to the Government to explain certain provisions of the law (The Daily Star, 09/11/09).

On 22 January 2009, elections were held for UZP chairmen, two vice-chairpersons (one of them a woman) and members. The UZP elections were apparently somewhat less free, fair and impartial than the December 2008 general election, with reports of intimidation, ballot box stuffing and physical violence (The Daily Star, 30/01/09)[34].

The UZPs have been elected, but media reports indicate that the local MPs and the civil administration at local level – in particular the Upazila Nirbahi Officers (UNOs) – prevent the UZPs from functioning properly (The Daily Star, 05/09/09 and 20/11/09). By September, the chairmen and vice-chairmen had not yet received remuneration, nor money for running their offices, and little or no rules and regulations had been issued to guide UZPs in their activities. This can be interpreted, innocently, as an administrative hiccup, or less innocently as a deliberate attempt of obstruction.

One of the respondents met by the evaluation team stated that effective decentralization requires four Fs:

- Functions, i.e. the transfer of authorities;
- Functionaries, i.e. ensuring that the civil servants assigned to handle the local government functions are to some degree accountable to, and under the control of the

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[34] One reason for this difference in free and fairness between the 29 Dec '08 Parliament election and the 22 Jan'09 Upazila Parishad elections is that the Parliament election was conducted under the neutral CTG, whereas the UZP elections were held under the new government. The CTG had originally scheduled to conduct the UZP election before the general election, but the Election Committee in the end decided to conduct them after the new Parliament had been elected.

> elected local government institutions and have the required skills to manage their functions
> - Funds, i.e. adequate and predictable resources to finance the local government functions;
> - Freedom, i.e. the right of the locally elected representatives to take decisions on local matters without external political or administrative interference.

Establishing the UZPs as well-functioning units of local government, and getting them accepted as such by the civil administration, will be a long-term effort. The fourth "F" may in the long run prove to be the most difficult one to achieve.

Establishing the UZPs as effective local government institutions not only requires training and governance skills development of the newly elected chairs, vice-chairs and members, but it also requires devolution of authority from central government ministries to the elected UZPs. Under the UZP Act, the UZPs have been given the authority for 13 departments. In its budget speech for FY 2009-10, the Government stated its commitment "to ensure participation of the people at the grass root level in the governance of the state. To empower people and to decentralize the power of the central government, the union and upazila parishads will be vested with additional powers". The government also said that "in order to devolve administration to local level we shall, however, transfer the functions listed in the law to the Upazilas and also provide budget allocations for them". Inter-ministerial discussions on how to proceed with the decentralization of functions from central government to UZPs, and their financing, have apparently already started, but it is unclear if there is consensus on either an approach or a timetable for such devolution.

At the union parishad (UP) level, the developments are more positive. The introduction of Direct Block Grants in FY 2004-05 to a bank account in the UP's name, instead of through the UZP, strengthened the power of the UPs to decide more independently on the use of these local development resources. The Local Governance Support Programme (LGSP), funded through a World Bank loan, also helped to gradually expand the experience of UP empowerment learned through the UNDP/UNCDF supported Sirajganj Local Governance Development Project (SLGDP) throughout the country.

A development which also gained momentum in the last years, and particularly so since the new AL Government came to power, is the spread of e-governance and use of ICT for improved service delivery, including at the sub-national levels. Manifestations of this are the training workshops for service delivery through ICT for UNOs, and the piloting of Union Information Centres to provide people at local level with, among others, easier access to government forms and information, and extension services.

Factors affecting progress

There are several reasons why local governance in Bangladesh is still weak.

- Local government reforms so far have always been piecemeal, for each administrative level separately and lacking a coherent overall long-term strategy. The changes that were made over the years were also more influenced by the political expediency of the day, rather than being inspired by a vision on how to strengthen democracy and accountability at sub-national levels.
- The existing local governance legislation is incomplete. Laws have been enacted, but roles and authorities of local government representatives are not always clearly defined, and implementing rules and regulations for the acts are often issued with long delays or not at all.

- The capacity of local government to deliver services effectively, efficiently and in an accountable and transparent manner is weak, and local government staff have few opportunities for training and skills improvement. There may also be a mismatch between the personnel allocated to support certain local government functions and the magnitude of the tasks involved at that particular level.
- There is a high degree of resistance from the Executive against administrative decentralization. Lack of governance skills at local levels is invoked as a reason for this, but there is also political unwillingness from MPs and central government civil servants to devolve authority to local government bodies for the loss of power and income that this will entail.
- Since the early '90s, MPs have increasingly gained a stronger position in local government affairs. They have a vested interest in the status quo, as their influence in the disbursement of funds for local development enables them to strengthen political allegiances and acquire wealth in their constituencies. There is also a fear that more local democracy could allow the opposition party to capture local government bodies (IGS, 2007).

The increasing politicization of local government has also weakened it. The reason for this, as stated by a politician is that the "Ruling party feels safe if it has full control over the local level institutions which is not always possible to attain through the elected representatives. It is much easier to establish central control over local bodies through the bureaucratic machinery" (IGS, 2009). Because of such politicization, local government bodies lose their representative character and become more identified as local extensions of the party apparatus.

During 2007-08, the CTG rode on a wave of public support to strengthen and democratize the local government system, particularly for the re-introduction of the upazila parishad. This had been a demand from civil society and the media for several years as they identified the lack of an elected body at the upazila level as a serious hindrance for good governance at that level. However, when the AL Government assumed power after the election, several local governance gains became undone, as the Government and Parliament preferred to restore some of the pre-CTG conditions (like e.g. doing away with the obligation that someone with a party affiliation should resign from a party post if elected to a local government body).

One factor which holds good promise for better local governance is the increasing spread of e-governance and digital applications. "Digital Bangladesh" has strong support at the highest levels, and ICT is often also perceived as non-threatening by bureaucrats who see it primarily as a tool to improve efficiency. ICT in itself will not improve local governance, but it creates opportunities and space for innovations which – willingly or unwillingly – can have a profound impact

What UNDP contributed

In interviews with the evaluation team, several respondents acknowledged the important role UNDP and UNCDF have played in promoting local governance at UP level. The Siranjganj Local Governance Development Project (SLGDP), which started in 2000, was influential in demonstrating that empowered UPs are capable of implementing small-scale infrastructure and delivering local services effectively and efficiently. Prior to the start of the project, there was a great deal of apprehension from senior local and central government officials whether the UPs could be trusted not to squander and pilfer development funds that were given to them. The project showed that, with assistance and the right incentives, the UPs can build small-scale

infrastructure and deliver local services in an effective and efficient manner, often at lower cost and/or better quality than similar projects implemented through central government departments.

SLGDP piloted many innovations, most of which have subsequently been incorporated in the Local Governance Support Programme. Key SLGDP innovations are:

- Participatory decision-making and monitoring, where local people – men and women – identify local problems, prioritize which ones to address first, and monitor and supervise the projects which are subsequently implemented with UP funds;
- A predictable formula-based grant, directly allocated to the UP, with 30% of the funds earmarked for projects prioritized by women;
- Open budgets presented and discussed in open budget sessions which anyone can attend;
- Strong empowerment of women through district and upazila fora of UP women members, and at least 30% of the UP Standing Committees being chaired by women;
- Strong local resource mobilization by the UPs, with transparency on the use of the local revenue and dissemination of such information;
- Strong focus on capacity building of UP members and local people for planning, implementation and supervision of projects.

LGSP-LIC is a continuation of SLGDP on a bigger scale, covering six districts instead of only one. LGSP-LIC is also a component of the broader LGSP which is implemented throughout the country. Going to scale is always a challenge, and some respondents had the impression that LGSP-LIC was somewhat less successful than SLGDP had been. It was said that three of the six districts seem to perform well, but the results in the other three are somewhat less. There have been a number of problems and delays at project startup, and that may have resulted in some loss of momentum.

Being part of the broader LGSP also offers LGSP-LIC opportunities to influence policy-making and regulations on a bigger scale. The harmonization of the LGSP-LIC and LGSP operation manuals has made it possible for LGSP-LIC to mainstream some of its approaches for application throughout the country.

A two metre high display of the annual budget of UP Garadah, Upazila Shajadpur, in District Sirajganj on an outside wall next to the meeting room entrance

Largely as a result of the SLGDP experience, the Government decided in 2004 to grant all UPs a Basic Block Grant (BBG) of Tk. 200.000. In 2007, a World Bank loan enabled the Government to top this BBG up with an Expanded Block Grant (EBG) to be given to the UPs that meet certain eligibility criteria. The Local Governance Support Programme – Learning and Innovation Component (LGSP-LIC), supported by UNDP and other donors, provides additional resources as Supplementary Block Grants (SBGs) to UPs that meet

some extra conditions on top of those that apply for qualifying for EBGs. More specific information on the results of LGSP-LIC is provided in Table 17.

3.6 Public administration

Rationale: Bangladesh's public administration has long been characterized by inefficiency, corruption, non-transparency, unaccountability and poor service delivery. Repeated surveys have verified public perception of these traits in an over centralized, coercive and unresponsive administration. In response, over fifteen public commissions have, over the last 30 years, recommended reforms. Despite hundreds of recommendations, little substantive reform has taken place. On the contrary, increasing politicization and a widening gap with private sector remuneration resulted in further deterioration. The CCA concluded that both efficiency and ethical standards were lower in 2005-2006 than ever before. A 2002 World Bank analysis concluded that the very poor are hardest hit as they "have the narrowest access to public services and must pay proportionally the highest bribes to obtain their lower quality share." The 2006 UNDAF committed the UN to support the Government in delivering services more efficiently by integrating accountability, transparency, and principles of gender equity and human rights in its human resource policies, training curricula and performance appraisal systems. Accordingly, an outcome expected from UNDP's country programme for 2006-2010 was "Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive".

Progress towards the outcome since January 2006

Probably most progress was achieved in reducing corruption, largely in 2007-08. Bangladesh improved from being, by far, the "most corrupt country in world" in 2001-04 to 139th out of 180 countries in 2009, according to TI's widely quoted rankings. In 2007-08, the ACC launched a massive public anti-corruption campaign. Many top politicians and other leading figures were arrested and imprisoned for corruption. But public and media support for the military backing of the CTG waned while legal prosecution of those charged with corruption faltered. In this highly charged situation and in order to ensure the effective participation of the major political parties in the election in December 2008, the courts released the alleged corrupt leaders concerned.

The Government also acceded to UNCAC in 2007. To comply with its UNCAC obligations, the Government undertook, jointly with BRAC's IGS an analysis of national gaps in law, practices and capacities. A National Integrity Strategy was developed in 2008 calling for each Ministry/public agency to prepare a corruption reduction strategy. Each Ministry/agency was also required to publically display a citizen's charter clearly describing the services it provides. This directly adds to transparency when displayed and could add to accountability if performance reviews are systematically linked to the charters.

The CTG appointed a new Chairman and five members of the eight member Public Service Commission (PSC). The reformed PSC proceeded to update recruitment exams and interview procedures, adding transparency and making it more difficult to cheat. As a result, confidence in the PSC, which had fallen as a result of leakage of exam questions and corrupt interview processes, has been largely restored.

In carrying out its ambitious reforms in other areas, the CTG had to rely heavily on the civil service itself. It therefore did not seek substantive reforms in the placement, performance appraisal and promotion of civil servants, long resisted by top civil servants themselves. Nor did

development partners, including UNDP, understandably lobby on this front, when so much was at stake for badly needed reforms elsewhere.

The return of a politically elected government in January 2009 regrettably also returned past bad practices. The newly elected Government quickly resumed politically motivated appointments in the civil service, rendered inoperative a far reaching regulatory reform commission established in 2007, while the ACC Chairman was quoted in media as saying "We have been made toothless and our claws are being clipped". Although the PSC continues to make procedures for competitive recruitment more robust, 55% recruitment of civil servants is through quotas which continue to be abused. Ample evidence of continuing endemic corruption in the corridors of power and business is found in the daily print and electronic media.

Tangible progress, however, continued to be made through gains in efficiency achieved primarily from growing e-governance. Section 3.4 (also Table 7) provides evidence of such gains. Generally, gains from e-governance are not usually seen by civil servants as threatening and have not been opposed by them. For such reasons, efficiency gains in streamlining and expediting business processes may be more sustainable than gains achieved by the CTG in accountability and transparency in public administration.

Some of those met saw signs of hope in a statement of intent to reform pubic administration by the Prime Minister earlier in 2009, the fact that the MoEst had subsequently resuscitated the redrafting of the Civil Service Act and had initiated a road map of civil service change. However the consensus of those met in civil society, media commentaries and interviews with former top civil servants as well as development partners, is that there has been little substantive progress in civil service reform during the first 11 months of the newly elected Government. Indeed, most pointed to slippages backwards, especially in the fight against corruption. Much now depends on the extent to which statements of intended reform to public administration are carried through to effective implementation. An early test could be in the content of the revised Civil Service Act and the extent to which this provides for merit based recruitment, appraisal, placement and promotion, without politicization.

Factors affecting progress

The progress achieved in fighting corruption in 2007-08, was facilitated by civil society and development partners, including UNDP, having paved the way by preparing substantive reform proposals and by continuous advocacy and offers of support.

The main constraints on progress in public administration have been analyzed by many including both development partners and local CSOs. A widely quoted BRAC University analysis (Ferdous Jahan, December 2006) documents how both political parties, when in government, proceeded to increasingly politicize the civil service in 1990s and 2000s, so that "promotion decisions are no longer being made according to seniority or merit; rather importance is given to party loyalty; this is causing a severe damage to the morale of the civil servants". The study concluded that politicization of the civil service was due to two main factors: "after retirement, senior bureaucrats began infiltrating the ranks of politicians. Second, the bureaucracy allowed itself to be politicized. The political parties did not prevent this, as the bureaucracy's support was necessary to run and manage the country. This gave rise to massive politicization and to an erosion of the traditional values of public service neutrality held by the bureaucracy". This spiraling politicization was effectively put on hold under the apolitical CTG.

In addition to increasing politicization, defective recruitment contributed to the declining status and appeal of civil service careers. Jahan's 2006 survey found that 82% of prospective candidates and 75% of entry level civil servants considered recruitment processes corrupt. [35] While the reformed PSC is effectively reducing cheating in recruitment exams, other issues remain. "A faulty quota system has become a significant obstacle in recruiting competent persons to the civil service. According to the present policy, only 45% of new BCS staff recruitment is strictly merit based while the majority joins through a complex quota system… practically all research and analyses of the civil service have recommended a modification of the present system" (IGS January 2008).

Abuse of quota recruitment and politicization perpetuate vicious cycles: fewer well-motivated and qualified candidates enter the civil service; with fewer deserving and well-motivated new entrants, the scope for politicization and corruption increases, further discouraging the most able candidates from applying.

Most observers conclude that political connections, nepotism and bribery largely determine quota recruitment, placements and promotions. Two former top civil servants separately told the evaluation team that BCS's systems for appraising performance provide no effective rewards for good performance nor sanctions for poor performance. The considerable resources spent by many development partners in training civil servants are often wasted: "frequent transfers of civil servants can, in any case, erode whatever benefits training has produced. Sometimes, a civil servant undergoes training in a certain subject only to be posted to an unrelated assignment" (WB, 2002).

Jahan concluded that most public administration reform initiatives are either terminated or neutralized by the government in power. She cites the ACC as an example of a neutralized reform: "Development partners, civil society and the private sector advanced the idea. The major political parties and the bureaucracy resisted. In the end, the Government did create an ACC, giving the formal appearance of reform; but the Commission was designed with no effective enforcement capacity, thus the substance of the reform was neutralized."

For these reasons, many of those met by the evaluation team expressed resignation to continuation of a gradual incremental approach to reform, as and when opportunities arise. An example cited to the evaluation team related to a US$97 million programme, funded by several donors led by the World Bank, to support public finance management. This programme was originally conceived as a major reform programme, but the version which was finally signed in late October 2009 had had its major reforms cut in favour of a gradual incremental approach.

Another constraint to progress relates to low remuneration in public administration. Even the pay increases of up to 50% announced on 11 November 2009 still leave civil servants worse off than their counterparts in the private sector, in NGOs and in India. However, this increase is a significant positive step and hopefully indicative of a genuine political commitment, reflected in the manifesto of the Awami League and a subsequent policy statement by the present Prime Minister (May 2009) to change the way in which civil servants are placed, promoted, trained and performance assessed (Daily Amader Shomoy, 13 May 2009). Some of those met by the evaluation team expressed optimism that these words will be converted to action for one or more of the following reasons:

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[35] One commentator observed that the findings of this 2006 study might have been heavily influenced by exceptional circumstances and suggested that another study is required to establish benchmarks.

- The mounting pressures from CSOs, the media and development partners to improve service delivery have become too great to ignore.

- There is no doubt that e-governance is gaining momentum. Digital Bangladesh was part of the AL's election manifesto and is now visibly spearheaded by the PMO. Consequent efficiency gains are widely applauded and have not been opposed by civil servants or politicians.

- More contentious is the view, shared by some civil servants and by some development partners, but not generally by civil society representatives nor by the two former cabinet secretaries interviewed, that there is a growing critical mass for reform within the civil service. Proponents attributed this to continuous advocacy for reforms from civil society, the media and development partners as well as to programmes like DFID's MATT.[36]

From this analysis, it is concluded that this outcome remains as relevant today as it was in 2006. The effectiveness and sustainability of the very little so far achieved in civil service reform as well as the extent of future reform depends essentially on the willingness of political leaders and top civil servants to act as opposed to just speak or write. The track record of the first 11 months of the present Government is at best mixed. Actions in the next few months will speak much louder than words and provide important cues as to whether the traditional alliance of politicians and civil servants will continue to block substantive reform, most critically of the ways in which civil servants are recruited, placed, appraised and promoted.

What UNDP contributed

In consultation with CO and project staff, the evaluation team correlated outputs and indicators given in the project document of the Civil Service Change Management Programme (CSCMP) with those given in the CPAP and used these "correlated" outputs and indicators to record progress in table 7[37]. When the output progress recorded in table 7 is compared to progress towards the outcome, probably the most important contribution made by UNDP was continued advocacy for the steps taken against corruption and in support of the PSC. This advocacy was facilitated by the relationship of trust which the CO has earned from Government. There is evidence (Table 7) that the CSCMP, since it became operational in mid 2009, has already built on this trusting relationship within the MoEST. Most notable was that in a meeting with ADB and UNDP on 15/7/09, MoEst entrusted responsibility for redrafting the all important Civil Service Act to UNDP. CSCMP is also preparing a roadmap for Civil Service Change and prepared a draft statement of MoEst's vision and functions. The significance of these project outputs will only be known if, when and how they are acted upon by the MoEst and other stakeholders concerned, most especially the PMO, which hosts the head of the civil service and is the office through which final decisions on substantive civil service reform will be taken by the PM.

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[36] Management At The Top (MATT), funded by DFID, will train 2,500 civil servants at senior assistant secretary and above through study tours to view good practices elsewhere and encouragement to pilot related incremental reforms when opportunities arise. So far over 800 have been trained. It was reported that they are networked and now constitute a critical mass for change. Under pressure from lower level civil servants for similar study tours, MoEst suggested that UNDP extend CSCMP in this direction.
[37] The CPAP's single indicator to assess progress (Table 6) was neither meaningful nor SMART as a measure of progress towards this outcome. Instead, the evaluation used the two indicators given in the CSCMP project document. There are, however, inconsistencies between the outputs and associated indicators presented in the CPAP and those presented in the project document. In the absence within the CO of any documented paper trail explaining these changes, it was assumed that the changes reflect the changed context and perception of needs between the date of finalizing the CPAP in September 2006 and date of signature of the project document in July 2008. There are also variations in successive references to outputs and indicators within the CSCMP project document, suggesting the need for more rigour in using a results orientated logical framework to design and monitor projects.

Particularly important is CSCMP's redrafting of the Civil Service Act. The MoEst indicated its intention that an earlier draft, prepared by a predecessor UNDP project, be updated for submission to Parliament in February 2010. Project staff indicated that consultations with stakeholders would be organized by MoEst after cabinet approval of the updated draft. However, the CSO and development partners met pointed out that the scope for changes might then be limited and urged UNDP to initiate higher profile and more inclusive consultations with both civil society and development partners before submission of the revised Act to MoEst. Critical will be the Act's provisions aimed at curtailing politicization and using merit and performance to determine placement, promotion, training and career development of civil servants. In these and in other areas, many considered that the recommendations of a UNDP supported 2001 Public Administration Reform Commission (PARC) project were still relevant and provide an effective standard against which the Act and other reform proposals and progress can be assessed. Some asked why UNDP was not more assertive in following up the PARC recommendations.

Some key intervention areas envisaged in CSCMP's project document have changed or been put on hold by MoEst. MoEst in July 2009 moved responsibility to support changes in human resources management, anti-corruption and service delivery of field level officials (except for education and health) to the ADB. Prompted by the perceived lack of impact from past training, UNDP had advocated for a more coherent national policy for public service training before CSCMP started to engage actively in the training institutions as envisaged in its project document. The project document also envisages major support for the PSC. The Chairperson of the PSC indicated that he had asked CSCMP to organize a workshop between MoEst, PATC and PSC on how they can best cooperate to reform the civil service but this has been postponed by major tension between MoEst and PSC on the role of the PSC (project email to evaluation team, 8-11-09).

The 2006 ROAR reported that as a result of UNDP advocacy, the Ministry of Women and Children Affairs made gender a mandatory part of the curriculum in all national training institutions. Four civil service training institutes incorporated gender issues into their curricula and UNDP prepared a Gender and Development Training Manual for Bangladesh Civil Servants. CSCMP staff informed the evaluation team that in the short period that the project has been operational, it has not yet been active in gender. This remains a major challenge as females are still greatly under-represented despite quotas (see Table 8).

CSCMP's collaboration with the A2I programme (responsible for UNDP's support to e-governance) has already proved useful in achieving significant outputs, as reported in section 3.4. Particularly significant was the e-connection to the divisional, districts' and upazila level officials to ensure anytime, anywhere communications.

In summary, UNDP's major contribution to tangible progress towards the outcome was in advocacy, especially in fighting corruption. There has also been tangible progress in efficiency gains to which both CSCMP and A2I contributed. These gains are likely to be more sustainable than gains elsewhere in the present context. It remains to be seen whether other outputs from CSCMP, including the road map and other strategy reports to the MoEst and local level workshops on citizen's charters will generate tangible progress in substantive reform of public administration.

3.7 Chittagong Hill Tracts[38]

Rationale: The Chittagong Hill Tracts (CHT), covering about 10% of Bangladesh, is one of the least developed areas in the country. The majority of the people living in the area differ from the Bengali majority in terms of race, language, religion and culture. In 1962, the Government of Pakistan started to send people from other parts of the country into the CHT. Due to several factors (such as the displacement of more than 100,000 people for the construction of a hydro-electric dam, a lack of recognition of indigenous people's rights and increasing marginalization of indigenous people due to the influx of people of Bengali descent), tensions rose in the region, and a period of armed revolt began in the 1970s.

At first, the Government reacted against the armed insurgency with military force and socio-cultural interventions (such as the large-scale in-migration of landless and poor Bengalis from the floodplains, to increase the total population and to broaden support for the government). As the military approach did not result in pacifying the area, the warring parties sought a negotiated, political solution to the conflict, which was achieved in 1997 through the signing of the CHT Peace Accord, which provides limited self-rule for the region. The conditions of the Peace Accord have not all been fulfilled yet, and tensions continue to exist in the area.

Following the signing of the Peace Accord, the Government and the donor agencies started several programmes to assist in developing the region. One of these was a large-scale development programme launched by UNDP, the Chittagong Hill Tracts Development Facility (CHTDF)[39], which sets out to improve socio-economic conditions in the area. In the CPAP 2006-10 document, UNDP stated that it would engage to build up capacity and enhance the role of CHT institutions in support of grassroots and multi-community development and empowerment, and to facilitate confidence-building to solve long standing issues and problems to development and sustainability. The planned outcome for this work is "institution building in CHT for improved and inclusive development with community participation"

Progress towards the outcome since January 2006

The NSAPR II (2008) mentions that most of the crucial provisions of the CHT accord of 1997 have been implemented. "A separate Ministry of CHT Affairs was created. Most of the refugees returned and were rehabilitated with financial and other benefits under a 20-Point Package Programme. A task force was formed to identify the ways to rehabilitate internally displaced persons and refugees returned from India. A general amnesty was declared for the former guerrillas. They surrendered their arms and ammunitions and were given financial assistance and jobs in the Government. Seats are kept reserved under a tribal quota in various educational institutions. A Land Commission Act has been passed by the Parliament and the Land Commission was constituted with a Judge of the Supreme Court as its Chairman to resolve the land disputes in the three hill districts. However, the Land Commission could not start functioning and the land survey could not be started". The NSAPR II also mentioned that the Land Commission will be reconstituted, the land survey carried out, and a secure land tenure system will be introduced in CHT.

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[38] The outcome evaluation team did not have meetings with respondents and CHT programme implementers, as a separate team was conducting a project evaluation at the same time. The outcome evaluation team used the draft chapter of the Institutional Capacity Building (ICB) component from the project evaluation, and project documents put at its disposal, to extract information relevant for the outcome evaluation. The outcome evaluation team did not have project evaluation information relating to the other project components, i.e. community empowerment, region-wide initiatives and confidence building.
[39] One of the respondents met by the evaluation team commented that, after the army, UNDP is the biggest employer in the area.

In December 2007 and January-February 2008, a socio-economic baseline survey was conducted in CHT (Barkat *et al*, 2009). It provided basic information on the socio-economic conditions of the people living in the three districts. Some of the institution related findings were:

- The common people's day-to-day life in CHT is closely associated with the traditional power structure and lower tier of the local government, and to some extent with the security forces. Access to various government offices at local level is significantly low. Access to district and/or regional power structure is also negligible.

- Overall participation in local level organization is low. Only 20% of households have claimed about having participation (membership) in CBO activities by any of their (household's) members.

- The confidence building index (CBI) using a 5-point Likert Scale (0 being 'no confidence' and 4 being 'highly confident' for the indicators assessed) shows a moderate confidence level across the communities (CBI = 2.1). There is thus still a long way to go to build confidence among the CHT people, and efforts for accelerated human development in CHT have to continue.

In October 2008, a strategic review of the project was completed, which concluded that the strategy and management structure of the project were appropriate for the complex multi-sectoral and multi-level initiatives the project engaged in. The review "specifically highlighted the appropriate organizational-structural response to development challenges in CHT through developing project activities both as cross-cutting core components (capacity building, community empowerment and confidence building) and region-wide components (health, education, and economic development). Implementation strategies of multi-level and multi-sectoral participatory planning, giving priority to remote communities and using a partnership approach, and gender mainstreaming in all project activities, have contributed significantly to results achieved to date" (UNDP, ProDoc Extension of CHTDF, 2009).

Factors affecting progress

One reason why there may not have been much progress during 2006-07 in dealing with the as-yet unfulfilled conditions of the Peace Accord is that the CTG probably did not consider it had the mandate to tackle such issues, nor did it wish to antagonize the civil service. The most important of these issues is the establishment of elected Hill District Councils (HDCs). Premises for the councils have been built in the three districts, but the five-person councils continue to be government-appointed, not elected. The Peace Accord foresees the establishment of elected District Councils, but as these do not exist in the other districts in Bangladesh, and as the civil service perceives elected councils as a threat against their power and influence, there is reluctance and resistance against their establishment. Apart from this, there is also the matter how the elected HDC Chairs would relate to the MPs of the same districts, since both will have claims that they are "representatives of the people". Similarly, the relation between elected upazila representatives and elected HDC representatives could become a source of friction.

In its election manifesto, the AL has stated that the "1997 CHT Peace Accord will be fully implemented. More efforts will be directed toward the development of underdeveloped tribal areas, and special programmes on priority basis will be taken to secure their rights and to preserve their language, literature, culture, and unique lifestyles". This statement has been reiterated in the FY 2009-10 budget speech, but with not much more detail than that.

There is a certain degree of duality in the institutional setup at district level because part of the planning and implementation is handled through the appointed HDC, and part of the planning and implementation (actually the majority) is handled through the Deputy Commissioner / UNO system (which results in a situation where some MoCHT funding for district level staff is channeled through the HDC, but most of the central government funding flows directly from the ministries to district accounts under DC/UNO oversight, without HDCs being privy to such information).

What UNDP contributed

In interviews with the evaluation team, several respondents mentioned that they considered the UNDP involvement in the CHT programme as one of its most successful programmes in the country. UNDP plays a central role in coordinating and facilitating in the interaction between CHT institutions, the Government and the donor agencies in strengthening the CHT institutions, supporting small-scale community development, targeting confidence-building measures and pursuing region-wide multi-community opportunities. One reason for UNDP's success is its impartial and neutral character, which other bi- or multi-lateral donor agencies may not have to the same extent.

Staff of the Governance Cluster identified the following results (Annex 6) as being among the most significant for UNDP's involvement in CHT:

- Adoption of the training module for civil servants who are to be posted in the CHT area. Posting in CHT was often seen as a "punishment" posting, because of the difficult conditions there. The Public Administration Training Center now uses this training module on CHT to prepare civil servants who will be posted there. It helps to change the civil servants' attitude and approach to working in CHT.
- A CHT women network has been established. There are few CSOs in CHT, compared to the rest of Bangladesh, so this women network helps to fill this gap.
- Community outreach of local government has been enhanced. The people in CHT were generally not well informed about the functions, responsibilities and the type of services local governments can provide. The project helped to bridge this information gap, and the local governments are now participating in community empowerment.
- Enhanced capacities of traditional leaders.

The 2009 Institutional Capacity Building (ICB) component of the project evaluation concluded that the project had been very effective, considering that significant progress had been achieved for 9 out of 11 targets (Taco, 2009). The most significant among these, from the project outcome perspective, are probably:

- ICB facilitated workshops have also enabled key CHT institutions staff to improve their understanding of operational mandates and rules - though many issues sit unresolved on desks at the national level.
- Quality training has been delivered to more than 80% of key male and female staff in all high level institutions (including key civil servants in technical Line Departments), and ICB assistance has sought the full support of female staff. A review of training course attendance, for example, reveals more than 75% of each institution's female staff has been reached.
- Developing the Regional Council (RC), Hills District Councils (HDC) and lower level institutional capacities has enabled the project to progressively increase the degree that these institutions are involved in the oversight and management of community services

- funded by the project, and to channel more assistance funding to RC and HDCs accounts.
- CHT institutions capacity to oversee district wide development, can also been seen in the increased interaction - two way - with lower level institutions at particularly at union and upazila levels.
- To support bottom-up capacity and links, the project has setup and trained good-governance 'facilitation' forum at district, upazila and union levels. While these forum parallel existing, locally sustainable forum, they have enabled the project to 'kick-start' better-governance and better support of community-based needs.

The biggest concern of the evaluation of the institutional capacity building in CHT was for the sustainability of the project's capacity building efforts, especially in light of the lack of clarity regarding the status, mandates and rules of the Hill District Councils, and the lack of clearly formulated sustainable exit strategies.

3.8 Democratic governance overview

This section makes observations on UNDP's governance portfolio as a whole, comments on what is not currently covered by the portfolio and raises cross cutting issues.

Comparison across thematic areas within the governance portfolio suggests that partners recognize UNDP's contribution as having been greatest towards the elections outcome. Indeed, the 2008 joint review of UN development results on 26 May 2009 by 16 UN agencies, Government and development partners rated UNDP's support for the elections as outstanding. The European Commission gave its co-funded elections project its highest possible rating, AAA. Partners, including CSOs and media representatives singled out for praise UNDP's role in overseeing the completion of the voter list and the issue of voter ID cards with their subsequent multiple uses. Changes to electoral regulations were also seen as very significant, especially the need for explicit criteria for party registration. Some questioned whether the BEC has the will and capacity to sustain these achievements and pointed to the slight deterioration in the subsequent local elections. However, by-and-large these were still deemed free and fair.

For the CSOs, media and development partners interviewed, the second prize in UNDP's portfolio would go to the CHT intervention. This earned an AA rating from the European Commission. All recognized the significant role that UNDP was playing in the Hill Tracts and thought this made good use of UNDP's comparative advantages. All thought that UNDP should continue in this area. Specific partner comments on UNDP's other governance interventions were summarized in earlier sections of this chapter. No consensus emerged on whether UNDP should withdraw from any of its current intervention areas.[40]

Several CSOs, media representatives and development partners recognized that UNDP's role in seeking to improve governance was far greater than the sum of UNDP funded and/or managed projects. They pointed to the fact that Government views UNDP as a particularly close and trusted partner, a view confirmed in Chapter 4. As such, UNDP has easier access to the highest levels of Government and has used this access for effective advice and advocacy on a

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[40] Some of those interviewed raised questions about UNDP's continued intervention with Parliament following ten years of limited success and their view that committed donor funds to Parliament probably now exceed its absorption capacity. On the other hand, the CO pointed to the strong commitment of the Speaker to the new project and the fact that a large part of the donor funds will not be channeled through Parliament, but will go through NGOs or research institutes.

wide range of governance issues, including some of highly sensitive but critical national importance. All saw UNDP as having been a lead partner in supporting improved governance.

Notwithstanding this substantial appreciation, there is always scope for improvement. Constructive suggestions specific to particular outcomes are reflected in relevant sections of this chapter. From these, a recurring finding relates to the need to work more closely with CSOs and the media, a point pursued in Chapter 4. Another need cutting across outcomes relates to gender equity in governance.

The UNDAF points to "a need to promote specific programmes and policies that safeguard the rights of women. ….measurable changes will provide the backdrop for the achievement of MDG 3…The UNCT will support networking and capacity building opportunities that empower women leaders at all levels of decision-making with the information and tools to enable them to become advocates for changed attitudes and behaviour. In addition, political leaders will be the focus of advocacy campaigns that will result in political support for gender equity being translated into specific financial and goal orientated commitments to the public." This was carried through to UNDP's CP: "Efforts will be made to sensitize politicians to gender-equality issues and to provide female politicians with networking and capacity development opportunities. National capacity for research on gender issues and for mainstreaming gender in development assistance will be enhanced, and initiatives to raise public awareness of gender issues will be undertaken."

A leading NGO in this area considered that, despite continuing negative publicity, Bangladesh women had progressed since 2006. In particular, women are better informed about their rights and making more efforts to assert their rights, as evidenced by the rapidly increasing numbers of cases handled by active NGOs. This was attributed to the increasing reach of NGOs and even of Government, the continued success of the garments industry through which millions of women earn and are more empowered, and continued advocacy by the NGOs, CSOs, media and development partners. However, excepting top party leadership, men still dominate leadership positions in practically all spheres of society. The ratios of women amongst Ministers, MPs, UP Chairpersons, police, judges, civil servants etc. are increasing only very slowly.

UNDP has had some successes in pursuing the gender agenda, for example with the victim support centre and the establishment and management of the anti-human trafficking unit by the PRP project. In local governance, UNDP takes some credit for the fact that 30% of local development funds are now earmarked for projects prioritized by women. Also at least 30% of local union committees are now chaired by women in areas covered by UNDP's intervention.

On the other hand, some partners thought that UNDP could have been more pro-active in systematically pursuing the gender provisions of the CP through its interventions in governance. Engagement with politicians was effectively thwarted by the two year suspension of Parliament. UNDP's training of newly elected MPs has prioritized women MPs, but has not yet addressed the target CP output "gender sensitivity of MPs improved". The CSCMP project has not so far taken any initiative aimed at "networking and capacity building opportunities that empower women leaders" (UNDAF) in public administration. Opportunities for training and fast tracking qualified women to higher positions are suggested by the relatively large pools of female talent at lower levels of the administrative cadre (Table 8). UNDP's repeated offers to support the recruitment of more women police have been turned down, perhaps suggesting the need for higher level interventions in partnership with the other donor (DFID). A recent gender scoping

and programming mission[41] revealed the scope for increasing results in gender equity more rigorously by project, including several governance interventions. The mission also called for more regular and more robust monitoring of gender results.

Weakness in the CO's pursuit of gender was also suggested by the results of the 2007 survey of partners (Table 14). The only area in which partners viewed the CO less favourably than UNDP globally was "in promoting gender equity and the empowerment of women". Also significant was the fact that this was one of the few areas in which partner perceptions of the CO's role and performance fell between 2005 and 2007. Partners in government, civil society and bilateral agencies all viewed the CO less favourably in 2007 than in 2005. The CO recognizes these weaknesses and is already planning to make pursuit of gender results one of three top three priorities in 2010.[42]

Other areas of concern that were mentioned by three or more partners were:
- UNDP was perceived as being bogged down in bureaucracy with disproportionate staff time spent on processes which were not as aligned with government processes as they should be and which involved unnecessarily high transaction costs to UNDP and its partners. The evaluation team itself experienced this bureaucracy in contracting, scheduling meetings and payments. The CO needs to simplify and streamline its processes and procedures.
- UNDP could be more rigorous in its application of results driven logical frameworks and use SMART indicators more systematically in design, managing and monitoring programmes and in reporting on them.
- UNDP's staff resources were perceived to be stretched thinly over a wide ranging governance portfolio. Several donors are considering channeling additional resources for governance programmes through UNDP but were concerned that UNDP might take on too much with quality of implementation and/or monitoring suffering.[43]
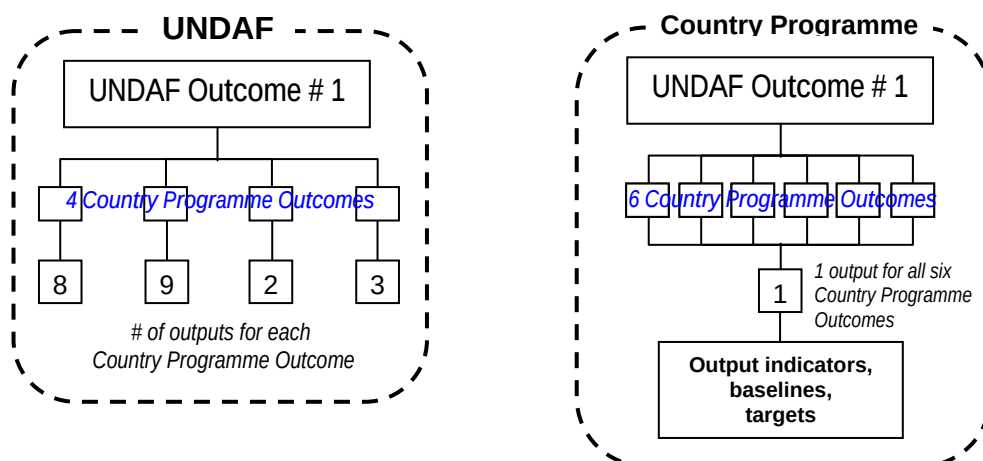
The three points may be connected. With simplified and streamlined procedures, more CO staff capacity would be freed for substantive oversight and monitoring, thereby addressing the second and third points. Also, relatively weak monitoring (point 2) may provide a weak base for reporting to partners which might be construed as stretched capacity, whereas weak reporting and or monitoring can also reflect insufficient skills and/or experience in the application of UNDP's results tools. The perceived lack of rigour in using results frameworks for design, monitoring and reporting was the strongest and most frequent of these concerns and is reviewed further below.

Outcome 1 of the UNDAF, relating to governance, is consistently carried into UNDP's CPD. But in the UNDAF, this outcome is elaborated into four CP outcomes, whereas in the UNDP CPD six CP outcomes are listed.

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[41] Draft mission report of N Teckle and R. Behuria, November 2009

[42] CO managers in the debriefing with the evaluation team, 23 November 2009 and email of Robert Jukham of 25 November 2009.

[43] The CO pointed out the advantage of such a broad ranging programme in providing many strategic entry points for direct communications and lobbying with different ministries and agencies, and greater scope for collaboration, synergies and economies across projects.

In the UNDAF, each of the country programme outcomes is linked to a number of outputs. In the UNDP CPD, there is only one output listed for all six country programme outcomes (i.e. "Strengthened capacity of elections system, Parliament, civil service, justice system, and Chittagong Hill Tracts councils to ensure democratic governance and protect human rights and securities, and improved participation in governance and access to public services and information among poor communities"). There are further inconsistencies between the CPD and CPAP outcomes[44] and between the outcomes and outputs given in the CPAP and those in several project documents (see for example, Table 6). Such inconsistencies may be partly attributable to the lapse of time between successive documents, outdating earlier documents, but this would not account for inconsistencies within the same document, e.g. for the CSCMP project. Moreover, annual CPAP reviews provide an opportunity to update the CP's logical results framework to keep it relevant to the changing context in which UNDP operates. The CO has not yet had an annual CPAP review[45]: the first is scheduled for early 2010. The 2006 results logical framework for the CP/CPAP has not been updated and its indicators for monitoring progress towards expected outcomes appear not to have been used.

From discussions with some CO staff[46], the primary focus in monitoring and oversight, for example in regular meetings of programme and project staff, site visits etc, appears to have been on trouble shooting and removing constraints to activities rather than focusing on progress towards expected outcomes, critical outputs and data collected against agreed monitoring indicators.[47] Also review of various project progress reports and even the ROARs for 2006 to 2008 suggests a considerable emphasis on monitoring and reporting processes, activities and

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[44] Annex 7 Table 1 lists the statements of intended governance outcomes in key programming documents used by UNDP to shape its programme of interventions in governance. Significant differences may be noticed between the outcomes stated in the CPD and those in the CPAP, in particular: a) CPD outcome 1.3: the CPAP's greater emphasis on justice; b) CPD outcome 1.4: the CPAP has moved from the CPD's focus on vulnerable groups to all "citizens", and from the CPD's intended outcome of "participation in policy dialogue" to "access to information". The CPAP outcome is lower level in the sense that access to information is just one potential means of improving participation in policy dialogue and c) CPD outcome 1.5: the CPAP categorizes this outcome not under governance, as in the CPD, but under "economic growth & poverty alleviation" and formulates it differently to emphasize expanded employment & poverty alleviation opportunities for the poor and vulnerable.

[45] Reasons for this are summarized in section 4.1. Progress from UNDP's CP was reviewed, along with other UN agency programmes, as part of the annual UNDAF reviews held in 2007 and 2008.

[46] The CO's programme monitoring unit (RRMC) indicated that quarterly monitoring of reported project progress against planned outputs was discontinued in 2008 because of staff shortages. Since then RRMC has tended to report reactively on progress, whenever requested by the CO management, in between regular ROARs.

[47] Weak monitoring was also suggested by the documentation given to the evaluation team. This included long superseded progress reports for some projects and omitted evaluation reports for others giving the impression that the programme officers concerned where not fully familiar with progress reporting and evaluations for their respective projects.

low level outputs (such as reports prepared, workshops held, training conducted) rather than assessing the significance of these in making real progress towards major outputs and outcomes.

On the other hand, the CO has been commendably active in initiating evaluations: several major interventions in governance including those for reform in police, justice, information and parliament, have been evaluated in the last three years. Two other major evaluations relating to support for the elections and CHT were ongoing at the time of this outcome evaluation, and a country evaluation (ADR) is planned for early 2010. However, there are signs that evaluation follow-up could have been more systematic: e.g. formal management responses to evaluation recommendations are not yet a standard practice in the CO. Also, lessons from evaluations seem not to have been fully internalized: e.g. review of a draft project document for further parliamentary support suggested that some lessons from the SPD evaluation, reproduced in the box on page 55, needed to be reflected more robustly). The evaluation team considers that there is validity in the criticism of some partners that the CO's use of results tools in designing and reporting on its programmes and projects and most especially for monitoring them needs improvement.

The high turnover of UNDP programme staff[48], both national and international, in the past two years might have contributed to weakness in this area, especially as many staff were new to UNDP, lacked institutional memory and might not have been fully familiar with UNDP systems and tools for oversight and monitoring. The CO's management is aware of the lack of rigour in using UNDP's results based tools and has already taken action to address this area. The CO recently conducted programme staff training in the use of UNDP's results tools. This should enable the CO to ensure that, in the UN/UNDP country programming cycle that is about to begin, there are more robust and consistent results chains flowing from the new UNDAF through the CPD and CPAP to project documents and AWPs. Greater rigour in monitoring and in evaluation follow-up will contribute to the CO's strategic positioning and enable it to improve performance by learning from experience and feedback.

An indicator in which the UN, and particularly UNDP with its broader thematic and sectoral coverage, has comparative advantage, relates to the monitoring and reporting of compliance with the provisions of international human rights treaties (Table 10). While Bangladesh has signed most such treaties, compliance with some of their provisions is somewhat mixed. "For example, public demands for action on crime saw the establishment of the Rapid Action Battalion (RAB) a para-military force with serious questions around its human rights record and accusations of extrajudicial killing and arbitrary detention" DFID, 2008. The media continue to frequently allege human rights violations of the RAB. Could UNDP facilitate CSOs and the media systematically collecting relevant data on human rights violations against agreed indicators, for briefing MPs (linking to a related recommendation in Chapter 5) and as an input into reports to respective UN's treaty monitoring authorities?

One such treaty, UNCAC, relates to corruption. The CO's management, in briefing the evaluation team, asked whether UNDP should be more involved in this area. Some of those interviewed thought that there were already sufficient partners involved in this area and, bearing in mind capacity, saw UNDP's comparative advantages as being relatively stronger in other areas of governance. However, all thought that UNDP should continue its advocacy in this area,

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[48] One partner suggested that the large number of personnel in the CO who are paid from project budgets relative to those from UNDP's regular budget might have contributed to the high turnover.

and when appropriate, provide financial support for specific deliverables related to its other major intervention areas, such as corruption in parliament, the police and/or justice sectors.

4. PARTNERSHIP STRATEGY

The CO's main partnerships in governance were with the government, civil society and the donor community. This chapter reviews partnerships strategy in each of these areas and comments on the CO's strategic positioning and advocacy. In reviewing partnerships, reference is made to UNDP's corporate survey of the CO's partners in 2007 (see box) as well as to meetings with a cross section of partners (Annex 4).

Survey of the CO's partners in 2007

Since 2001, UNDP has contracted a private company to survey its partners' perceptions of UNDP's role and performance at country level every two years. These surveys provide useful feedback from UNDP's partners in government and civil society and from other development partners. The last such survey for Bangladesh was carried out in November 2007 and gives useful insights as to how local partners perceived the CO at that time and compared to 2005. Table 14 compares the 2007 results for UNDP Bangladesh with those for 2005 and with partners 2007 perceptions for all UNDP COs.

The CO compared very favourably with the rest of UNDP in almost all areas. The exception was in gender where fewer (40%) partners saw UNDP Bangladesh as a critical partner in promoting gender equity than the average for UNDP as a whole (47%). In three areas, namely operations management, financial reporting and in partnering civil society, UNDP was seen to be more or less at the same level as UNDP globally.

Partner perceptions of UNDP Bangladesh in 2007 were also significantly better than those in 2005 in most areas. Exceptions related to democratic governance and gender where perceptions were less favourable in 2007 than in 2005. Perceptions were very similar in 2005 and 2007 as regards the CO's engagement in capacity building, advocacy and with civil society.

Particularly surprising is the deterioration in partner perceptions from 2005 to 2007 in democratic governance. This reflects responses to two questions: 1) To what extent does your organization perceive UNDP to be effectively contributing to democratic governance in Bangladesh and 2) To what extent does your organization perceive UNDP to be a critical partner in democratic governance? More partners responded by indicating to some (as opposed to a great) extent in 2007 than in 2005 in both questions. In particular government responses to both questions were less favourable in 2007 than in 2005.

87% partners in 2007 thought that UNDP had significantly strengthened since 2005 in facilitating partnerships for development results. In 2007, 85% partners considered that UNDP had significantly strengthened since 2005 in accessing global networks of development knowledge. Responses in both these areas compared very favourably with global averages.

Globescan: Partners survey of Bangladesh by Type of Organization in 2007, 17 March 2008

4.1 With Government

All partners surveyed in 2007 thought that UNDP was considered by the Government to be a valuable partner. This was up from 80% in 2005 and compared to 85% for UNDP globally in 2007. The survey of partners also indicated that 88% of partners thought that UNDP works very actively with the GoB compared to 60% on average in other countries (Table 14). These observations were confirmed in the meetings of the evaluation team. Without exception, all those met considered that UNDP was a particularly close and trusted partner of the Government.

This was confirmed by top Government officials met. Further evidence of this close and trusting partnership is provided by UNDP's engagement in highly sensitive areas such as police reform.

Given the polarization that pervades politics in Bangladesh, the ADR drew attention to the considerable risk of being perceived as too close to the government in power because, if the opposition wins the next election, UNDP may not be accepted by the new government. The UNDP Resident Representative's press statement, issued in the days leading up to the declaration of the state of emergency, while appreciated by many, was alleged to be contentious and partisan by the BNP. However, the UN Secretary General and development partners fully supported the position taken by the Resident Representative. The initiative taken clearly involved risks, but these were taken strategically with foresight and in consultation with major stakeholders and paid off in paving the way for a particularly close and constructive relationship with the pro-reform CTG. All consider that the UNDP Resident Representative is now respected as a particularly close and trusted advisor to the Government at the highest level.

Relations with the main counterpart in Government, the Economic Relations Division (ERD) of the Ministry of Finance, were difficult from 2006 to 2008. This was due in part to major changes in UNDP personnel and programming procedures made by the previous Country Director. Relations deteriorated to the point where it was difficult to organize meetings involving UNDP's senior management with ERD. This prevented annual CPAP reviews in 2006, 2007 and 2008. This strained relationship was rectified by the arrival of a new Country Director and Deputy Country Director in late 2008 and the first CPAP review is now scheduled for early 2010.

Some partners considered that the CO's processes could be more closely aligned with those in Government, with audit and procurement being specifically mentioned. However, the CO's scope for action in this is limited by corporate rules and practice.

4.2 With civil society

In 2007, 80% partners thought that UNDP worked very actively with CSOs compared to only 25% who thought so in 2005. Moreover, partner perceptions in 2007 compared very favourably with partners views of UNDP work with CSOs in other countries. Albeit with much lower percentages, a similar message was conveyed by partner perceptions of UNDPs work with the media: significant improvement since 2005 and UNDP Bangladesh ahead of the rest of UNDP (Table 14).

Because of the outreach of NGOs and the increasing importance of the media and CSO as agents of change, a recurring finding from the analyses of Chapter 3 relates to the potential and need to work more closely and more pro-actively with CSOs and the media. The CO has tended to follow an ad hoc approach, occasionally interacting with CSOs where opportunities arise. The extent of formal partnerships with NGOs and CSOs has been constrained by persistent Government opposition. The Executive, both elected politicians and civil servants, for reasons indicated in Chapter 2, has usually strongly resisted proposed project links to and/or involvement of NGOs. An example relates to the obvious gains from the presence of NGOs, with proven track records in providing the poor with improved access to justice, in the steering committee of the village courts project. The evaluation team was informed that certain NGOs were included in the steering committee in the draft project document but were deleted by ERD prior to project approval. However, UNDP was able to successfully work with several local CSOs in its elections interventions. The need for quick delivery in supporting the elections was

clearly a facilitating factor, but coordinated high level donor pressure is potentially replicable in other areas when UNDP encounters resistance at the working level.

This evaluation sees the media and CSOs as critically important allies in the quest for meaningful reforms to governance. The representatives of CSOs met see UNDP as a close and trusted "neutral" partner of the Government and, as such, are keen to work with UNDP, to pursue shared agendas for change. Some suggested that UNDP be more pro-active in using its interventions to create greater awareness of people's rights. For example, it was asked if the parliamentary support project could initiate short 30 to 60 second messages on private TV and/or quarter pages in the print media informing citizens of their rights of representation and the duties of elected MPs to meet these rights.[49] Many thought that whenever UNDP has been able to substantively involve CSOs and/or NGOs, its outputs have improved in quality.

4.3 With development partners

In 2007, 73% partners thought that UNDP worked very actively with bilateral donors, up from 50% who had thought so in 2005 (Table 14). This compares very favourably with partners' perceptions of UNDP working with donors in other countries. All the donors met by the mission expressed overall satisfaction with their partnership(s) with UNDP.

As a large part of the funding for UNDP projects comes from donors, UNDP necessarily has to maintain close relationships with them. The CO has managed donor partnerships well by maintaining the confidence of donors in its programme management and administration of the funds entrusted to it. The substantial funding that donors have already asked the CO to manage on their behalf, especially for support to the election, but increasingly in other areas, testifies to this.

Many large donors are committed to support improved governance in Bangladesh. Many areas of actual and/or intended support are relatively sensitive, especially for bilateral donors that may be perceived as having political and/or commercial interests. Conversely. the UN, and UNDP in particular, is seen as being neutral and without a political or commercial agenda. This comparative advantage of UNDP, its close and trusted partnership with the Government giving it relatively easy access to the highest levels, and proven track record in sensitive but challenging areas such as the support to the 2008 elections and the CHT programme, offer many attractions for bilateral donors. Additional gains are seen in coordination and in greater cost-effectiveness of a single pooled or joint intervention than separate and potentially competing and duplicating interventions. For such reasons, the pooled funds managed by the CO have increased substantially since 2006 (Chapter 2) and further considerable increases in funding flows to UNDP for support in governance are very likely to materialize in the remainder of the current CP.

Because of the huge quantity of funds already given for UNDP's management and the likely prospect of substantially more, the evaluation team did hear, from some development partners, concerns that CO capacity to manage and monitor the funds might be stretched too thinly over too much. More specific concerns were raised with respect to the CO's perceived lack of rigour in using logical results frameworks and its perceived bureaucratic procedures. These concerns were elaborated in Section 3.8 and are subject to recommendations in Chapter 5.

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[49] The CO correctly pointed out that there are risks in this approach and it would need to consider carefully how to manage those risks.

The Local Consultative Group (LCG) is the Government's main mechanism for coordinating support from bilateral donors, multilateral agencies, IFIs, UN agencies and sometimes NGOs/CSOs. There have been between 15 and 25 thematic subgroups linked to the LCG including up to five in governance at different periods in the last few years. Several donors indicated that the LCG mechanism in the past 3-4 years has not been very effective and has been poorly coordinated with GoB. It was pointed out that sub-groups do not always include all relevant stakeholders, vary enormously in the quality of discussion and outputs and do not all meet regularly. Currently, UNDP chairs a sub-group on justice and human rights. Partners saw this group as active but one partner suggested that its management could be improved by ensuring that all key players be regularly invited to each meeting.

The Government and donors are currently restructuring the LCG mechanism by introducing more formal reporting systems, systematic monitoring and evaluation. To that end, donor partners are working towards a Joint Strategy Agreement with the GoB. The Agreement might involve the use of a results framework linked to the Government's priorities in the expected five year plan, if this replaces the NSAPR II as the country's statement of development strategy. In this context, some partners asked if UNDP could take the lead in securing a consensus, amongst Government, CSOs, NGOs, media, development partners and other stakeholders, on the top three or four critical results expected by 2014 from the huge inflows of resources for improving governance? It was suggested that UNDP might have comparative advantages in this area with its relatively easy access to top government leaders and given the breadth and size of its own governance interventions. A logical results matrix for national improvements in governance could add value for strategic positioning, advocacy and interventions as well as for the Government's overall coordination of assistance and cooperation between partners. A CSO involved in governance asked a related question: could UNDP take the lead in facilitating the emergence, of key indicators, home grown and owned within civil society, to monitor progress towards improved governance?

4.4 Advocacy

UNDP's continuous advocacy on a wide range of issues in governance was much appreciated by partners. Partners specifically considered that UNDP's relatively easy access to the highest levels of Government provided many more opportunities for dialogue while Government's perceived view of UNDP as a close and trusted partner sometimes enabled UNDP to convey sensitive messages with more empathy.

Much of UNDP's advocacy, especially in sensitive areas of governance, has taken place behind closed doors. Some partners suggested that UNDP's advocacy might sometimes be more visible and be pursued through tangible deliverables. As an example, several partners drew attention, to the ongoing struggle faced by the various public commissions in providing effective checks and balances on the Executive. The current Parliament has contributed to progress by enacting laws, initiated by the CTG often with support from UNDP, that provide legal frameworks for strengthened oversight over the Executive. These include acts on the right to information, the NHRC, and local government. A major challenge relates to how such acts will be implemented in practice and whether the Executive will seek to neutralize the public commissions or dilute their impact. This has been done in the past by starving them of human and/or financial resources, and/or by appointing leaders and members of the commissions who lack the capacity and/or will to challenge the Executive. As a result, while the laws themselves may be useful first steps, the resultant commissions have not always provided credible checks and balances to enable democracy to function effectively, a conclusion elaborated in BRAC's

2008 survey of governance. Several partners suggested that UNDP be more visibly pro-active in following up the acts which it helped to draft, as well as related acts, by:

- supporting CSO's and the media in monitoring how the acts are implemented and
- advocating for improvements in the acts, which were sometimes compromised by vested interests during their enactment. Building on the above example, it was suggested that the transparent use of search committees would make it more difficult to politicize the appointment of commissioners and chairpersons. It was pointed out that UNDP could readily draw on international best practice to prepare, with media/CSOs, a one page brief for MPs and/or fund the participation of eminent persons from respected commissions elsewhere in the region to participate in high profile CSO and/or media organized workshops. It was considered that such UNDP partnerships with media/CSOs could help counterbalance pressures within the Executive to neutralize the public commissions.

It was observed that the last major advocacy publication of UNDP was completed in 2005. The ADR[50] pointed out that such publications can provide a launch pad for eventual programming interventions and cited UNDP's 2002 publication on human security as paving the way for the PRP. It is recognized that publications, even one pagers, often involve the explicit positioning of UNDP. Positioning can be especially sensitive in many areas of governance and might risk jeopardizing UNDP's relationship with Government as a close and trusted partner. Notwithstanding the risks, several partners considered that UNDP had delivered influential publications in the past and saw opportunities for UNDP to work with CSOs and the media, while managing the risks concerned, to produce more publications advocating key changes in governance in the future. In brief, some partners considered that UNDP's strategic positioning would gain from 1) more visible advocacy deliverables and 2) focusing more sharply, in close collaboration with the media, CSOs and development partners, on three or four top prioritized doables for specific periods of time.

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[50]The ADR also pointed out that the CO had in 2000 discontinued the publication of National Human Development Reports on grounds that their national ownership was achieved at the expense of objectivity.

5. LESSONS AND RECOMMENDATIONS

5.1 Lessons

Several lessons from experience, cutting across the CO's governance interventions, justify specific recommendations in Section 5.2 and are not repeated here. An example relates to how the involvement of CSOs and NGOs in project implementation has made for more effective oversight, greater outreach to and ownership by beneficiaries, improved efficiency and transparency. The lessons described below are more general and not always the subject of specific recommendations in Section 5.2. An example of how some of these general lessons related to one specific intervention is given in the box on page 55.

Building capacity and sustainability: greater sustainability in building the capacity of institutions in Bangladesh's governance is more likely to be achieved by pursuing an approach rigorously driven by explicitly agreed (and owned) results. This involves:

- systematically identifying and agreeing quantitative and/or qualitative monitorable targets/outputs for strengthened human resource capacity in the institution concerned by the end of the intervention. The targets should be reflected in the design of the project, including in the results logical framework of the project document (and CPAP) and carried forward in annual work plans.

- supporting training and fast tracking of committed and appropriately qualified persons, most especially women, to meet these targets. This is likely to require specific support to the host institution's capacity in career development planning and mentoring. Progress towards the targets should be monitored by annual reviews.

- obtaining commitments from proposed trainees, including study tourists, and their superiors that, for at least one year after the training, they will not be transferred into positions where their training is of little or no use.

- rigorously relating all training, including study tours, to specific project outputs. To reduce the wasteful tourism associated by many partners with UNDP's past study tours[51], the CO may wish to ensure that each study tour:
  a) is planned to achieve a specified tangible output. E.g. a change in a particular operating procedure that is perceived to constrain reform.
  b) is preceded by a pre-departure statement of "learning objectives", signed by each participant, that lists points relevant to the Bangladesh context that will be explored during the study tour and commits participants to report (see d).
  c) is to a destination where conditions are similar to those in Bangladesh and/or where practices are most likely to be replicable in Bangladesh. This means that most study tours will be in South Asia, with consequent cost-efficiency gains.
  d) explicitly commits participants to report on the study tour, preferably in the form of a proposed change in their host institutions, within an agreed timeline;
  e) gives priority to women, with their participation regularly monitored and compared across interventions, as part of a gender scorecard, by UNDP.
  f) is normally confined to non-project funded personnel unless, from prior experience in the intervention concerned, such personnel are regarded as essential to obtain the targeted change in the host institutions.

- building in-country capacity to provide required training, e.g. training-of-trainers, rather than UNDP training directly because normally the needs for training are likely to be recurrent. This reflects, for example, continued rotation of civil servants and police, the

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[51] The CO's management in debriefing the evaluation team pointed to some study tours which had been perceived by partners to be useful. One such exception were some PRP study tours.

> periodic election of new MPs, chairpersons and other representatives of local government, etc.
- linking the provision of equipment, to targeted institutions, to Government approval of relevant annual budgets that explicitly provide for the recurrent costs of operation, maintenance, updating and/or replacement of the equipment concerned and, where required, to training in the use and maintenance of the provided equipment. The rule of thumb should be: no equipment until UNDP receives a copy of the Government approved budget showing provision for recurrent costs for that equipment.

Lessons from UNDP's 10 year intervention to strengthen parliamentary democracy

Equipment: significant UNDP expenditures were wasted because of inadequate maintenance and upgrading. The sustainable use of physical hardware funded by UNDP requires provision, within Parliament's regular annual budget, for funding the recurrent costs of operation, maintenance, etc.

Study tours: some were wasteful because they were not focused on specific learning and lacked tangible results. They were generally monopolized by the governing party. They are still criticized by some partners as having been more tourism than study. Partners are closely watching how UNDP learns from the past, not least because of their own Parliamentary interventions. Study tours should have specific learning objectives, explicitly aligned to expected outputs from the project. They should be confined to Government and Opposition MPs and permanent staff of the Parliamentary Secretariat and should not normally include UNDP or project staff, or rotational civil servants. They should only be made to countries within Asia where similar contexts are more likely to make practices replicable in Bangladesh.

Expertise: it was far more cost effective to rely on shorter term consultants for specific tasks than longer term experts. Internationally recruited personnel should only be used strategically where an international presence adds value or for highly specialized tasks for which skills are lacking within Bangladesh.

Project management: the Speaker was the main decision maker in later years of the SPD. This was not only resented by other members of the un-convened steering committee, but also slowed down progress as even trivial matters were referred to the Speaker. The new project should delegate authority to the NPD. The project document should make it mandatory to convene at least twice yearly meetings of the steering committee, comprising MPs from both Government and Opposition, both permanent and rotational staff of the Parliamentary Secretariat, other development partners supporting Parliament and UNDP, under the chairmanship of the Speaker.

Greater cost-efficiency: A high proportion (usually in excess of one third) of the total cost of UNDP interventions is typically spent on expertise. Many reforms in governance are most likely to be achieved through gradual changes introduced incrementally when and if opportunities arise. Many areas of governance already have backlogs of previously prepared reform packages awaiting proper consideration and approval. There is always a temptation to re-invent the wheel by recruiting expertise to prepare a new reform package. But more often than not, the major need is not so much for a new package, but more to push through, to effective implementation, part of an already existing reform package. This implies that:
- it will usually be more effective and less costly to hire nationally recruited expertise than to recruit internationally. Nationals will know better how best to shepherd incremental changes through local systems and personalities.
- It is likely to be more cost-effective to rely on short term experts or specialist consultants than to use long term experts. This applies to both nationally and internationally recruited

expertise and consultants. It is expensive to have a team of long term experts sitting around waiting for opportunities to arise[52].

• For similar reasons, it will usually be more cost effective to rely on nationally recruited project managers than to have expatriates managing projects. Bangladesh has over 30 years experience in managing projects and incurring extra costs to hire an international to manage should require special justification.

Ownership and sustainability: some partners commented on what they perceived as the large numbers of project funded personnel sitting in UNDP's offices. It is normally much easier to train national counterparts to take-over the functions performed by project personnel when they are working alongside each other on a day-to-day basis. This is also usually more sustainable than the PSU approach which, in Bangladesh, often results in the project renting a house away from government offices, recruiting support personnel etc, and thereby sowing the seeds of non-sustainability. If the project has as its main deliverable a one-off product, such as a reform package, then that might be "delivered" more efficiently either from within the UNDP offices, or in a PSU, but even then at considerable risks to ownership.

As the main thrust for reforms in governance will probably have to be pursued through gradual incremental changes rather than one-off deliverables, and if the project is aimed at building local capacity, then the chances of success will more likely be higher if the project personnel are located within the concerned host units of Government.

5.2 Recommendations

Over 40 recommendations logically flow from the findings presented in Chapter 3. To simply list these recommendations in the order in which they relate to findings, while logical, would lack strategic focus. Instead, with a view to adding to the utility of the evaluation, this section clusters cross cutting and related recommendations. The clusters reflect top strategic priorities – the recommendations which, in the opinion of the evaluation team, should enable the CO to make more of a difference, especially for the disadvantaged, through its governance programme. Each such recommendation is presented in *bold blue italics* and numbered consecutively. Related recommendations specific to particular interventions and/or recommendations which are a means of following through or complementing a more strategic recommendation immediately follow the concerned strategic recommendation, are presented in *italics* and sub-numbered in relation to the strategic recommendation as 1a, 1b etc. To facilitate a management response and monitoring of follow-up to this evaluation, all recommendations are summarized in an action checklist at the end of this Chapter.

Engaging CSOs and the media: UNDP's results in governance have gained in extent and quality whenever CSOs have been involved: e.g. elections support and the PRP's victim support centre. Civil society and media campaigns have raised public demand for reforms and resulted in their implementation. For example, out of all the CTG initiated reforms in the justice sector, only those backed by intensive civil society and media campaigns were accepted by the current Government. CSOs and most especially the print and electronic media are a growing counter-balance to the all-powerful Executive. In supporting reforms in governance which have for years been effectively blocked by powerful vested interests in the Executive, UNDP should work much more closely with the media and CSOs. Risks, especially to UNDP's relationship as a close,

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[52] The CO, as part of its appraisal process, may wish to consider carefully the varying pros and cons of having resident experts during the design of projects the purpose of which are to pursue incremental reforms.

trusted and neutral partner of Government, should be strategically managed to achieve specific time-bound results. Generally, *UNDP should engage CSOs and the media more pro-actively, more systematically and more strategically (Recommendation 1)* in identifying, designing and monitoring governance interventions, in participating selectively in their oversight, implementation and evaluation, and in advocacy for specific improvements in governance. In doing so, *UNDP should also build capacity in the media and CSOs to advocate and support pro-democratic change (Recommendation 1a).*

To pursue the parliamentary outcome, both the 2006 evaluation and an earlier DFID evaluation recommended that UNDP work through agents of change. Section 3.1 concluded that the main agents of change for this outcome are now the media, CSOs and other development partners. This does not preclude working with more pro-reform minded MPs with the aim to gradually build a critical mass for change within Parliament. However, primary reliance should be placed on engaging external change agents, particularly the media, to further strengthen their "opposition" role, and CSOs to provide stronger counterbalance to the Executive. Specifically, it is recommended that *UNDP encourage and offer practical support, from its next Parliamentary project, for Committees to have public hearings, with relevant stakeholders, in full view of print media and private TV (Recommendation 1b)*. This will nurture greater accountability and transparency and empower Committees to more fully play their role in oversight of the Executive and in ensuring that proposed legislation reflects society's interests as a whole, rather than just the interests of the governing party.

Section 3.7 identified an area in which engagement with CSOs and the media would be especially appropriate for UNDP, relating to compliance with international treaties. *UNDP should support Parliamentary oversight of Bangladesh's compliance with international treaties[53], most especially as they relate to poorer and disadvantaged groups accessing their rights (Recommendation 1c).* For example, the project should provide for the relevant stakeholders including CSOs and NGOs, in full consultation with SIDA, GTZ and any other development partners actively concerned, to brief the relevant Parliamentary Committees on GOB's reservations to CEDAW.[54]

The full access of print media and private television to Parliament will not only reinforce their needed "opposition" role, but also serve to publicize the purpose and actual functioning of Parliament and parliamentary democracy. For such reasons and because the state owned Bangladesh TV edits more contentious and/or lively exchanges in the House, for adding transparency and public interest in Parliament, *UNDP should advocate and offer practical support, from its next Parliamentary project, for popular private TV channels to televise the main Parliamentary sessions until a live TV channel is fully operational[55] (Recommendation 1d)*.

The evaluation team supports the suggestion made by CO governance staff (Annex 6) that CSCMP could involve CSOs in creating citizens platforms to discuss public administration reforms and to amplify the voices of the poor. CSCMP's local workshops on citizen's charters might be usefully scaled up to high profile national events involving CSOs, development partners, the media as well as government. *UNDP should engage much more frequently, visibly and inclusively with CSOs, NGOs, media and development partners in drawing attention to needs and opportunities for specific substantive reforms in public administration*

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[53] Article 145A of the Constitution provides for presentation of all international treaties before the Parliament. However, a media commentary (Daily Star, 23 February, 2008) called for amendment of this Article to give Parliament power to ratify or reject international treaties.
[54] This was an agreed CPAP indicator.
[55] The Speaker, in meeting the evaluation team, mentioned his aim that Parliament have a dedicated live TV channel.

(Recommendation 1e). In the immediate future, UNDP should organize a high profile listening session for government officials to hear expectations from CSOs, NGOs, the media and development partners on a new Civil Service Act (Recommendation 1f).[56] Resource persons might also include carefully selected civil servants from India, Korea and Malaysia. Bringing such expertise to Bangladesh for high profile workshops, in full view of print media and private TV, might have far more effect than study tours.

The CO should, in liaison with other development partners, join the media and CSOs in strategically orchestrating advocacy for three to four top priority doables in carefully selected areas of governance every six months or so (Recommendation 1g). Such advocacy might start in the area of justice and human rights (see Recommendation 5) UNDP can add value in such advocacy partnerships though its access to global knowledge networks on best practices and by strategic use of its close and trusted partnership with the Government. Potential substance for this advocacy has already been initiated by the CO through the 22 "restoring democracy" research papers that it has inititiated[57]. In addition to the workshop and "heavy" studies envisaged by the CO, this more "visible" advocacy could vary widely from 30 second rights based messages on private TV channels (like the ones currently being broadcast for e-governance) to quarter page ads in the print media and one-page briefs for MPs on Parliamentary oversight in specific areas to in-depth analyses resulting in substantive publications, following the good example of earlier UNDP's publications such as that of 2005 on the cost of hartals. Such publications can pave the way for both advocacy and for future programming interventions. When the doables are achieved in one area (or effectively blocked), the UNDP-media-CSO partnership should move to another area considered strategically opportune, perhaps switching attention to three or four new doables every six months or so.

Another area which could gain from growing CSO, NGO and media involvement in coming years is in the monitoring and reporting on the performance of local government. It will be difficult for central government to monitor effectively all 4,498 unions and 482 upazilas and its assessments of local government performance are likely to be politically tainted. UNDP should encourage and provide practical support, from its local governance interventions, *to build capacity in the media, NGOs and CSOs for independent assessment of local government performance and budgeting priorities, especially as it affects the poor and women (Recommendation 1h).* This could also be broadened to follow up a plea from a leading CSO active in governance (section 3.8): UNDP should work with CSOs, the media and other development partners, *to develop consensus on home grown indicators that can effectively track progress towards improved governance. (Recommendation 1i).*

Gender: An output expected from the CP is "increased women's voice and presence in the politics and administration at national/local levels". In section 3.8 it was concluded that the CO's governance interventions could pursue this and the UNDAF's broader gender agenda more pro-actively and systematically. ***UNDP should be more pro-active in systematically pursuing specific gender outputs though each of its governance interventions (Recommendation 2).***

One CSO suggested that UNDP could gain from periodic consultation with the Social Action Committee, a group of 37 rights and gender activist organizations in civil society. For example, it was suggested that UNDP could gain experience based advice from this Committee on how to

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[56] The CO pointed out the risks inherent in this approach would need to be managed carefully, especially given Government sensitivities towards NGOs.
[57] CO's Concept Note of 27 May 2009 on 'Restoration of Democracy in Bangladesh': A Stock-taking Exercise

address more effectively, either through advocacy or/and practical support, obstacles to recruiting more police women and enhancing the reach and impact of victim support centres. Another example of where a more pro-active approach could be taken relates to the training and fast tracking of women civil servants. UNDP could support MoEst to determine realistic time-bound targets for the ratios of women at each level in one or more cadres of the civil service, perhaps starting with the administrative cadre (Table 8). When targets have been agreed, the CSCMP might provide practical support for the training and fast tracking of women civil servants to meet gender targets at each level. In Parliament, UNDP might, with CSOs and NGOs, design a programme for sensitizing MPs on major inequities in rights and justice faced by women and in the Government's reservations to CEDAW. To more expertly and systematically ascertain the scope for more pro-activity in pursuit of gender equity in governance, the CO already initiated a forward looking gender scoping and programming mission in November 2009.

The follow up to the gender scoping mission might include preparation of a gender results logframe for designing and monitoring specific activities and deliverables. Using agreed indicators and some kind of cross project gender score card, the *CO should regularly monitor progress by each of its governance interventions in enabling women to take on more leadership positions (Recommendation 2a)*.

In all elected government bodies (Parliament, upazila parishads, union parishads) there are a minority of women members. UNDP could take an initiative to *organize a Women Members Congress, which brings together women members from Parliament, UZPs and UPs, to discuss how the role of women in (local) elected bodies could be enhanced (Recommendation 2b)*. The presence of women MPs members could help to ensure that effective lobbying happens at the national level. It might also showcase an example that (women) politicians in Bangladesh can behave in less partisan ways than usual.

Monitoring and evaluation: Section 3.8 concluded that more rigour is needed in the use of UNDP's results tools, including logical results frameworks for design, monitoring and oversight of the CO's interventions while follow-up to and learning from evaluations could be pursued more systematically. Greater rigour in monitoring and in evaluation follow-up will contribute to the CO's strategic positioning, enable it to improve performance by learning from experience and feedback. This and more robust results frameworks will enable the CO to take a more strategic view of its governance interventions and how these inter-relate. This could help to streamline the programme and logically cluster the most closely related interventions. This in turn could lead to economies by reducing the number of separate projects and reducing overall transaction costs to both partners and to the CO and thereby save CO staff capacity for absorbing the substantially more funds that donors want to entrust to UNDP for pooled or joint support to improved governance. *The CO should:*

- *apply UNDP's results tools, especially its results logical framework, more rigorously in the design, monitoring, evaluation and oversight of its interventions, (Recommendation 3) and*

- *adopt corporate good practice of preparing a written management response to the recommendations of each evaluation report (Recommendation 3a),* preferably starting with all those completed during 2009.

An example of where a strategic results driven approach is badly needed is in justice and human rights and security. There are clearly linkages between UNDP's A2J, village courts and police reform projects, as well as many other donor funded projects which could be nurtured along with regular knowledge sharing to enhance their total impact. A sector wide strategy to

improve access to justice is clearly needed (see Annex 8). Such strategizing should involve all 47 donors involved in this sector.

The evaluation team prepared a very tentative results framework for future governance interventions (Annex 8). This *tentative results framework should be improved and developed, to include agreed indicators for monitoring progress, by the whole governance cluster team (Recommendation 3b),* possibly with other stakeholders, in a work planning retreat. Regular reviews of progress against outcome and key output indicators would prompt adjustments to interventions to ensure their continuing relevance and to maximize their contribution to the expected outcome.

Some thoughts on how to monitor policy support and advocacy interventions more effectively are offered in Annex 9. The remainder of this section relates to other recommendations specific to particular areas of governance. .

Strengthening parliamentary democracy: *Outputs expected from the CO's new parliamentary project should clearly distinguish it from the interventions of other donors and should be achievable by its scheduled termination (Recommendation 4).* This is all the more important as some partners are critical of UNDP's proposed involvement, arguing that UNDP's SPD project did not deliver worthwhile results, and Parliament may lack the capacity to absorb all the funds that donors are now offering it up to 2013. On the other hand the Speaker is clearly committed to the new project and the CO pointed out that a large part of other donor funds are not being channeled through Parliament. One project output should relate to Article 79 of the Constitution which provides for an independent and permanently staffed Parliamentary Secretariat (that no longer has rotational civil servants from the Executive). For this, *UNDP should work with the Speaker to prepare a carefully phased succession plan to reduce the dependence of the Parliamentary Secretariat on rotational civil servants from the Executive (Recommendation 4a).* This plan should provide for UNDP support to train and fast track qualified and motivated permanent staff of the Parliamentary Secretariat to take over, from rotational civil servants, as many posts as is realistically possible by the project termination in 2013. This may require changes in seniority and other rules relating to promotion to particular posts, but these changes are within the authority of Parliament to make. *UNDP should ensure that the agreed succession plan gives top priority to training and fast tracking qualified and motivated women in the permanent staff of the Parliamentary Secretariat (Recommendation 4b).*

Human rights, security and justice: *UNDP should, together with CSOs, the media and development partners, launch a major advocacy campaign to achieve specific top priority changes in justice, human rights and security (Recommendation 5).* This campaign should be strategically sequenced to focus on one or two key messages at a time so as not to dilute focus and for all to speak in powerful unison whenever opportunity arises. The following areas are suggested for early inclusion in such a campaign:

- *sustain and enhance the impact of the NHRC (Recommendation 5a).* Lobbying should focus first on meeting the already identified immediate needs of the Commission and then on its gradual capacity building. Throughout, there needs to be continued emphasis on enhancing the legal and functional independence of the Commission (for example: in its rules of procedure and organogram) and creating more spaces for engagement of NGOs in the NHRC's activities.
- *enactment of the 2007 police ordinance (Recommendation 5b).* If it is not enacted in the immediate future, UNDP should identify specific provisions within the draft Act that are opposed by MoHA (e.g. composition of police commission and complaints commission)

and consider whether to try to salvage other provisions by pursuing a more gradual incremental approach to reform.[58]

- *amendment of the Evidence Act to recognize forensic evidence (Recommendation 5c)*. Changing from evidence based on confession to evidence based on investigation will reduce torture and inhuman treatment in police custody.

- *introduction of quotas for recruitment and promotion of women police with provision of suitable accommodation and other facilities to attract them[59] (Recommendation 5d)*. Specific numeric targets for women police, disaggregated by level, should be agreed for the end date of the project so that progress can be monitored more effectively

- *establishing a permanent prosecution service (Recommendation 5e)*. Manpower and a budget were approved by the CTG.

- *strengthening the Office of Registrar of the Supreme Court (Recommendation 5f)* as the judicial service secretariat and

- *amending the appointment procedure of Supreme Court judges and abolishing provisions for their post-retirement employment (Recommendation 5g),* to help ensure independence of the higher Judiciary.

The CO should initiate specific changes in implementation of the PRP project to increase the sustainability and replicability of its results and to make its results more pro-poor and more pro-women (Recommendation 6). *Recommended changes[60] are:*

- *For sustainability, police training should focus on trainers (Recommendation 6a)*, with targets aligned to expected outcomes and based at the Sarda Police Academy. Training in investigation, forensic evidence, victim support and code of ethics should be mainstreamed in all police training.

- *The quality, structure and oversight of community-police committees in community policing should be improved (Recommendation 6b)*. Politicization should be countered by developing explicit criteria for selecting community members and NGOs, learning from the experience of TIB and others.

- *The legal and other advice available to victims at support centres should be enhanced, with the greater involvement of NGOs. (Recommendation 6c)*. First aid and psycho-social counseling should be developed and the phone numbers of NGO help lines prominently displayed. The communication between the police station and victim center should be more regular. *For sustainability and replicability, training for victim support centres should focus on trainers**. (Recommendation 6d)*. The curriculum and module should reflect rights based principles as well as the local context; resource persons should preferably be local to overcome cultural and linguistic barriers. Capacity to deal with new offences like cyber crime of which many complaints are received by the pilot centre should also be covered by the training. *Public knowledge of the centres should be increased. (Recommendation 6e)*. The project should arrange for BTV and/or private TV to run visual ads about victim centres.

- *The women police network should be made more visible and accessible to all police women (Recommendation 6f)*.

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[58] For example: the existing law provides that the superintendence of police must be of the government and at the district level the general control is under the Districts Magistrate, although "superintendence" and "control" have not been defined there. Defining these phrases in the existing laws could make big differences in future service of police.

[59] Enhancing the facilities for women police was also suggested in PRP: Public Attitude Follow-Up Survey, P.8

[60] The support, currently being prepared by UNDP with other development partners, for a sector wide approach to reform in justice, should meaningfully inter-relate the support interventions of different donors and add to their replicability and sustainability. For example, successful reforms in the police has, in other countries, added to challenges in other areas of justice including the courts and prosecution services.

- *A new survey should be initiated soon at the model and comparison police stations, to provide a baseline for monitoring progress (Recommendation 6g).* A more effective inception workshop should agree on how to best operationalize the project document.[61]

Before further development of the national pro bono lawyer network, *the CO should initiate an independent assessment of the effectiveness of the current pro bono forums (Recommendation 7)* taking into account satisfaction of clients as well as alternative approaches to increasing legal aid, for example, amending bar council regulations so that it is mandatory for all lawyers to provide specified legal aid.

The village courts project only recently started. Review of the project document and discussion with various stakeholders suggests the need for engendering it, mainstreaming of training of UP chairman who will chair the courts in the regular curriculum of the National Institution of Local Governance and providing for stronger checks and balances, for example, by including NGOs in steering committee and contracting NGOs for monitoring and evaluation.

Information and e-governance: In several meetings with the evaluation team, respondents mentioned that they feared UNDP was spreading its resources a bit too thin, by taking on too many projects. The A2I programme is strategically positioned and seems to act effectively as a catalyst, but UNDP could consider to merge the ASICT project into a programme with a broader scope to help address such concerns, and to increase synergy between UNDP's activities for improving aid effectiveness and similar activities from other donors. *It is recommended that UNDP explores whether the extension to the ASICT project could be handled as part of a Local Consultative Group (LCG) supported multi-donor aid effectiveness programme (Recommendation 8).* Such a reorientation of the ASICT project would also fit well with the on-going efforts to harmonize donor interactions with government-owned systems.

ICT is increasingly becoming a key element in service delivery by government agencies, and many UNDP supported projects already have an ICT component. It is however unclear to what extent the ICT approaches and activities of these projects are mutually supportive, or well aligned with the ICT policy of Bangladesh. *It is recommended that the CO periodically convene an ICT/e-governance focused meeting of project managers to assess the scope for enhancing results in the ICT components of their projects and by sharing good ICT practices. (Recommendation 8a)*

Local governance: LGSP-LIC has a good track record in the six districts where it works, and one which is apparently better than LGSP's record in the country's other 58 (non-LIC) districts. The current project still has two years to go, and it is expected that there will be an LGSP II. LGSP II might need to scale up learning and innovation to the majority if not all districts. Innovation will be required to meet the challenges of such expansion. It is likely that some capacity building will need to differentiate more so as to better meet the needs of particular UPs. At the same time, the UP elections in 2010 will create a demand for training of the newly elected UP chairs and members. *It is recommended that LGSP-LIC explores piloting and training of trainers on two tracks: to upgrade skills in demand and needs-driven subjects and alternative ways to scale up training for newly elected local government leaders (Recommendation 9).*

Government delivery of its budget promise to decentralize power and funds to the upazila parishads will create huge demand for strengthening UZP capacity, adding enormously to the

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[61] This information is obtained from our interview with a senior police official involved with the PRP.

number of people who need to be trained on a recurring basis. No single organization will be able to do this effectively on its own. To help address these huge recurrent training needs, *UNDP should 1) broker partnerships between Government and NGOs that enable and encourage NGOs to provide required training to elected officials at upazila and union levels (Recommendation 10)* and *2) support Government in introducing a certification programme that ensures reasonable consistency in the content of such training across the country and that minimal quality standards are met (Recommendation 11).* Such quality assurance would not prevent NGOs from providing non-standardized and/or training that goes beyond minimum standards.

The promised devolution will require a coherent cross-sectoral decentralization policy to guide all the ministries and other agencies, including NGOs, concerned. *UNDP should offer to support the Government in formulating and implementing a national decentralization policy to provide coherent guidance to all the state and non-state actors concerned (Recommendation 12).* It is important to locate this function in an institutional setting which does not antagonize concerned ministries (by creating the impression that a particular ministry wishes to overrule others), but at the same time has sufficient clout to ensure compliance by all ministries concerned. It is also important that local government, CSOs, NGOs and development partners meaningfully participate in the formulation of such a policy and that the policy provides for regular feedback from all stakeholders on how it is working in different areas.

Reforming public administration: It remains difficult to agree let alone implement meaningful reforms in public administration, most particularly to cut politicization and to relate all recruitment, placement, appraisal and promotion to merit and performance. Both the former cabinet secretaries as well as some others interviewed thought that returns from projects in this area will remain low. CSCMP's pursuit of gradual incremental reforms when opportunities arise seems the logical way forward. But it is costly to have an internationally recruited team waiting for opportunities. Moreover, most opportunities for reform are likely to arise when not perceived as threats by civil servants, particularly the efficiency gains from e-governance in which the CSCMP has, through its collaboration with A2I, had some early impact. Quick wins in e-governance have built greater buy-in. E-governance and the imperative to improve service delivery seem the most promising entry points for facilitating reform in public administration. It remains to be seen whether statements of intent and early initiatives such as redrafting the Civil Service Act and preparing a road map for change in the civil service will result in tangible progress, most especially in depoliticizing the civil service and basing its recruitment, appraisal, promotion and placement on merit. Also, the potential of the CSCMP to contribute in this critical area has been changed by MoEst's assignment of responsibilities for key support in the management of human resources to the ADB. *It is recommended that CSCMP's project document be substantively revised to reflect the realities that have evolved since its preparation in 2007 and its changed potential to contribute to substantive reform in the civil service (Recommendation 13).* In both preparing and appraising this substantive revision, the CO might wish to consider closer linkage of the CSCMP with the A2I programme based in the PMO. The PMO spearheads both the more promising entry points mentioned earlier, namely the delivery imperative and e-governance. Moreover the PMO hosts the head of the civil service and is the office through which final decisions on substantive civil service reform will be taken by the PM. Building the required political and civil service consensus will be easier through the PMO as will be bringing together the drivers of change. This need not necessarily preclude continued support to the MoEst, for example by pursuing a twin track approach involving both PMO and MoEst. However, support to MoEst and other public service training entities, as envisaged in CSCMP's project document, merits re-appraisal by as to what substantive results are likely to be achieved and the most efficient means of pursuing those

results. As substantive changes are likely to be, at best, slow and incremental, it might be more efficient to rely on relevant short term specialists to address specific needs for change than to rely on a resident team of longer term experts waiting for opportunities.

Elections: As agreed with the CO, the governance evaluation team relied exclusively on the report and data of the separate team concurrently evaluating UNDP's election support programme and its four component projects. The governance evaluation team did however, in the course of its meetings on other expected outcomes, hear positive feedback on UNDP's general involvement in electoral support, as reported specifically in Section 3.8. This feedback seems consistent with the emerging findings and recommendations of the elections evaluation team. The latter recommendations are understood to be:

- a follow-on programme of assistance to strengthen the electoral processes and its management through 2015. This process should start with a BEC/UNDP strategic review of the legal, policy and institutional environment and needs for the next electoral cycle and of its management, taking into consideration the BEC's planned reorganization. Potential areas of focus for assistance include:
    - o Continued strengthening of the electoral system and legal framework and the broader electoral environment in which elections are administered;
    - o Institutionalization of processes, including regularizing a consultative process and criteria for the selection of elections commissioners;
    - o Institutional capacity building for the BEC secretariat and the establishment of effective management and communication systems, and standard operating procedures and manuals following its reorganization; and
    - o Direct elections support through the next national elections anticipated in 2013.

- continued use of a pool funding mechanism to harmonize donor contributions to the process and facilitate coordination, reporting and better utilization of resources; and

- continued advocacy and active engagement by electoral stakeholders and the international community for timely decisions on support of the BEC on its planned reorganization and further strengthening of the electoral processes and systems.

As the electoral processes take place within the broader socio-political context, synergies should also be developed with other electoral and political processes support programmes, including support to Parliament and political parties; good governance; civic education, conflict mitigation, political dialogue, constitutional reforms, and increasing the participation of youth, women and other marginalized groups.

Chittagong Hill Tracts: With the agreement of the CO, the governance outcome evaluation team did not have meetings specifically on CHT in either Dhaka or in the area. Instead, the CO asked that the governance team use the data collected by the separate team conducting an ongoing evaluation of the CHT programme. By the time the evaluation team prepared this report, it had received only an early and very partial draft of the report of the CHT evaluation team, relating to institutional capacity building. That made six recommendations, some of which the project can act upon, but others which only the government can deal with:

- Consider solving the problem of the absence of elected HDCs by appointing the MPs of each of the three districts as the Chairs of the HDC, with the Vice-Chairs and Members to be the elected Upazila Chairs and Vice-Chairs.

- Review ICB stakeholders, to define more clearly what the project can achieve with each of these.

- Support (elected) HDCs and civil service to streamline administration. There is now a dual institutional structure where DHCs are largely bypassed by central government transfers to DC/UNO administered accounts, without the knowledge and supervision of the HDCs.

- Establish baselines to enable better measurement of results and impacts.

- Empower the Circle system with better tribal land management and arbitration systems (e.g. by documenting tribal knowledge of existing disputed and un-disputed land holdings.

- Strengthening the capacity of the ICB cluster to direct and monitor the capacity building efforts in other service delivery areas (such as health, education and economics).

Summary check-list of recommendations

#	Summary recommendation[62] (see Chapter 5 for full recommendation and justification)	Agreed Yes/No?	Results to be achieved by xxxx 2010 (or reason if not agreed)
1	**Engage CSOs and the media more pro-actively, more systematically and more strategically**		
1a	Build capacity in the media and CSOs to advocate and support pro-democratic change		
1b	Support, from the next Parliamentary project, Committees to have public hearings, with relevant stakeholders, in full view of print media and private TV		
1c	Support Parliamentary oversight of Bangladesh's compliance with international treaties, most especially as they relate to poorer and disadvantaged groups accessing their rights		
1d	Advocate and offer practical support, from the next Parliamentary project, for popular private TV channels to televise the main Parliamentary sessions until a live TV channel is fully operational		
1e	Engage much more frequently, visibly and inclusively with CSOs, NGOs, media and development partners in drawing attention to needs and opportunities for specific substantive reforms in public administration		
1f	Organize a high profile listening session for government officials to hear expectations from CSOs, NGOs, the media and development partners on a new Civil Service Act		
1g	In liaison with other development partners, join the media and CSOs in strategically orchestrating advocacy for three to four top priority doables in carefully selected areas of governance every six months or so		

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[62] Bold font denotes the major or strategic recommendation under which other recommendations might have been grouped

#	Summary recommendation[62] (see Chapter 5 for full recommendation and justification)	Agreed Yes/No?	Results to be achieved by xxxx 2010 (or reason if not agreed)
1h	Build capacity in the media, NGOs and CSOs for independent assessment of local government performance and budgeting priorities, especially as it affects the poor and women		
1i	Develop consensus on home grown indicators that can effectively track progress towards improved governance		
2	**Be more pro-active in systematically pursuing specific gender outputs though each governance intervention**		
2a	Regularly monitor progress by each governance intervention in enabling women to take on more leadership positions		
2b	Support the holding of a Women Members Congress, which brings together women members from Parliament, UZPs and UPs, to discuss how the role of women in (local) elected bodies could be enhanced		
3	**Apply UNDP's results tools, especially its results logical framework, more rigorously in the design, monitoring and oversight of its interventions**		
3a	Adopt corporate good practice of preparing a written management response to the recommendations of each evaluation report, starting with all those completed during 2009		
3b	The annexed tentative results framework should be improved and developed, to include agreed indicators for monitoring progress, by the whole governance cluster team, preferably with other stakeholders.		
4	**Outputs expected from the CO's new parliamentary project should clearly distinguish it from the interventions of other donors and should be achievable by its scheduled termination**		
4a	Work with the Speaker to prepare a carefully phased succession plan to reduce the dependence of the Parliamentary Secretariat on rotational civil servants from the Executive		
4b	Ensure that the agreed succession plan gives top priority to training and fast tracking qualified and motivated women in the permanent staff of the Parliamentary Secretariat		
5	**With CSOs, the media and development partners, launch a major advocacy campaign to achieve specific top priority changes in justice, human rights and security**		
5a	Advocate to sustain and enhance the impact of the NHRC		
5b	Advocate enactment of the 2007 police ordinance		

#	Summary recommendation[62] (see Chapter 5 for full recommendation and justification)	Agreed Yes/No?	Results to be achieved by xxxx 2010 (or reason if not agreed)
5c	Advocate amendment of the Evidence Act to recognize forensic evidence		
5d	Advocate for the introduction of quotas for recruitment and promotion of women police with provision of suitable accommodation and other facilities to attract them		
5e	Advocate establishing a permanent prosecution service		
5f	Advocate strengthening the Office of Registrar of the Supreme Court		
5g	Advocate amending the appointment procedure of Supreme Court judges and abolishing provisions for their post-retirement employment		
6	**Initiate specific changes in implementation of the PRP project to increase the sustainability and replicability of its results and to make its results more pro-poor and more pro-women**		
6a	For sustainability, police training should focus on trainers.		
6b	The quality, structure and oversight of community-police committees in community policing should be improved.		
6c	The legal and other advice available to victims at support centres should be enhanced, with the greater involvement of NGOs.		
6d	For sustainability and replicability, training for victim support centres should focus on trainers**.**		
6e	Public knowledge of the victim support centres should be increased.		
6f	The women's police network should be made more visible and accessible to all police women		
6g	A new survey should be initiated soon at the model and comparison police stations, to provide a baseline for monitoring progress		
7	**Initiate an independent assessment of the effectiveness of the current pro bono forums**		
8	**Explore whether the extension to the ASICT project could be handled as part of a Local Consultative Group (LCG) supported multi-donor aid effectiveness programme.**		
8a	Periodically convene an ICT/e-governance focused meeting of project managers to assess the scope for enhancing results in the ICT components of their projects and by sharing good ICT practices.		

#	Summary recommendation[62] (see Chapter 5 for full recommendation and justification)	Agreed Yes/No?	Results to be achieved by xxxx 2010 (or reason if not agreed)
9	**LGSP-LIC to explore piloting and training of trainers on two tracks: to upgrade skills in demand and needs-driven subjects and to explore alternative ways to scale up training for newly elected local government leaders**		
10	**Broker partnerships between Government and NGOs that enable and encourage NGOs to provide required training to elected officials at upazila and union levels**		
11	**Support Government in introducing a certification programme that ensures reasonable consistency in the content of training elected local government leaders and that minimal quality standards are met**		
12	**Support the Government in formulating and implementing a national decentralization policy to provide coherent guidance to all the state and non-state actors concerned**		
13	**CSCMP's project document should be substantively revised to reflect the realities that have evolved since its preparation in 2007 and the changed potential to contribute to substantive reform in the civil service**		

Annex 1

<u>Acronyms</u>

A2I	Access to Information
A2J	Access to Justice
ACC	Anti-Corruption Commission
ADP	Annual Development Programme
ADR	Assessment of Development Results
AL	Awami League
ASICT	Assistance to SICT (Support to ICT Task Force) for Strengthening Planning Division, ERD and IMED through ICT
AVC	Activating Village Courts Project
BBG	Basic Block Grant
BEC	Bangladesh Election Commission
BIPS	Bangladesh Institute of Parliamentary Studies
BNP	Bangladesh Nationalist Party
BRAC	Bangladesh Rural Advancement Committee
CCA	Common Country Assessment
CEDAW	Convention of Elimination of All Forms of Discrimination against Women
CHT	Chittagong Hill Tracts
CO	Country Office
CP	Country Programme
CPAP	Country Programme Action Plan
CPF	Community Police Forum
CPD	Country Programme Document
CSCMP	Civil Service Change Management Programme
CSO	Civil Society Organization
CTG	Caretaker Government
Danida	Danish Development Assistance
DC	District Commissioner
DFID	Department for International Development (UK)
EBG	Expanded Block Grant
EC	European Commission
ERD	Economic Relations Division
EU	European Union
GoB	Government of Bangladesh
HDC	Hill District Council (in the Chittagong Hill Tracts)
HR	Human Rights
ICT	Information and Communication Technology
ID	Identity card
IGS	Institute of Governance Studies
IMED	Implementation Monitoring and Evaluation Division
JSSP	Justice Sector Support Programme
LETI	Legal Education Training Institute
LCG	Local Consultative Group
LG	Local Government
LGC	Local Government Commission
LGD	Local Government Division

LGED	Local Government Engineering Department
LGSP	Local Governance Support Programme
LIC	Learning and Innovation Component
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MIE Wing	Monitoring, Inspection and Evaluation Wing of LGD
MoCHT	Ministry of Chittagong Hill Tracts
MoEst	Ministry of Establishment
MoHA	Ministry of Home Affairs
MoLGRDC	Ministry of Local Government, Rural Development and Co-operatives
MoLJPA	Ministry of Law, Justice and Parliamentary Affairs
MP	Member of Parliament
NDI	National Democratic Institute
NGO	Non Government Organization
NHRC	National Human Rights Commission
NILG	National Institute of Local Government
NPD	National Project Director
NSAPR	National Strategy for Accelerated Poverty Reduction
PARC	Public Administration Reform Commission
PMO	Prime Minister's Office
PRP	Police Reform Project
PRSP	Poverty Reduction Strategy Paper
PSU	Programme/Project Support Unit
RAB	Rapid Action Battalion
RTI	Right to Information
SBG	Supplementary Block Grant
SLGDP	Sirajganj Local Governance Development Project
SSC	Scheme Supervision Committee
TI	Transparency International
TIB	Transparency International Bangladesh
ToR	Terms of Reference
UDCC	Upazila Development Coordination Committee
UN	United Nations
UNCAC	United Nations Convention Against Corruption
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNO (TNO)	Upazila (previously Thana) Nirbahi Officer
UP	Union Parishad
UZ	Upazila or Sub District
WB	World Bank

Annex 2

United Nationals Development Programme in Bangladesh

Terms of Reference
For
Governance Outcome Evaluation

- Subject : UNDP will hire three consultants for this assignment : two internationals and one national
- Duty Station : Dhaka, Bangladesh
- Duration of Employment : 18.10.2009- 30. Nov.2009
- Working days : 33 days
- Contract Type : SSA
- Organizational Setting : The consultants will work under the supervision of the Assistant Country Director/Democratic Governance for achievement of the tasks.

Content

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H .   Implementation arrangements

A. Purpose of the Evaluation

This evaluation exercise is commissioned according to the Country Monitoring and Evaluation Plan 2006-2010 of the UNDP Bangladesh and covers the Governance Outcome Evaluations. This portfolio relates to Country Programme Document (CPD) outcome 1.1." Functioning parliamentary oversight and accountability mechanisms", outcome 1.2 " Electoral assistance coordinated and electorate informed of voting rights and responsibilities", outcome 1.3 " Human rights/security promoted and protected", outcome 1.4 " Informed participation of vulnerable groups in policy dialogue", outcome 1.5 " Local governance capacities enhanced in formulation, partnerships", and outcome 1.6 " Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive".

The evaluation will put a major focus on assessing the impact and overall contribution of this portfolio towards progress in achieving the United Nations Development Assistant Framework (UNDAF) in Bangladesh outcome 1: " The human rights of children, women, and vulnerable groups are progressively fulfilled within the foundations of strengthened democratic governance ", as well as draw recommendations for eventual adjustments and, to the extent, possible lessons learned for the elaboration of the next County Programme.

B. Brief National and Governance Portfolio Context

Bangladesh has achieved a stable and growing economy and rapid gains in human development. Real gross domestic product (GDP) growth averaged about 5 per cent annually over the past decade, and the Human Development Index (HDI) now places Bangladesh among countries at medium levels of human development. Achieving Millennium Development Goals (MDGs) will require Bangladesh to build upon these successes, and the development challenges are many. Bangladesh has the world's seventh largest population and around 40% of its population of 144 million is poor. Women, minority ethic groups, and people living in ecologically marginal areas are disproportionately affected by poverty, illiteracy, disasters, and related problems of ill health, malnutrition, poor access to basic services, and work overload. The pace of poverty reduction about one percentage point annually- will have to accelerate if Bangladesh is to halve the poverty by 2015, and rising inequality threatens to dampen or even reverse that process.

Weaknesses in governance are persistent constraints to development. Governance has justifiably emerged as the most critical of issues at the interface of democracy and development among many donors, development partners and stakeholders over recent years. A polarized political environment has rendered Parliament largely dysfunctional, and political violence and general strikes have become common. Elections have been relatively free and fair since 1991, though confrontational politics between major political parties created dissatisfaction among the people with demands of reforming electoral systems and processes. Public service delivery is weak, with civil society filling this gap to a large extent. Access to justice and knowledge of human rights are inadequate, especially for the poor.

Recognizing an urgent need for establishing good governance practice in Bangladesh, the UNDP Bangladesh supports the efforts of the Government of Bangladesh to strengthen democratic, participatory, accountable and effective governance to lead human rights based development for all, including poor and the vulnerable. The UNDP CO is deeply involved in development activities that cover a wider spectrum, from policy reforms to capacity development, for implementation of national policies. The cluster works on electoral reform, access to justice, human rights and human security, public administration reform,

anti-corruption and capacity development of democratic institutions like the Election Commission, the judiciary, and the Parliament in order to contribute to the UNDAF outcome 1.

Local governance development also has been the important intervention in the governance area. The CO aims to provide improved, participatory local governance for socio-economic development and poverty alleviation through (i) Delivery of sustainable basic infrastructure and services; (ii) Building capacity of local government bodies to plan, finance and manage basic development activities in a responsive and accountable manner and (iii) Drawing lessons on improved local government practices of wider relevance in Bangladesh. It aims to pilot systems and processes that would contribute to strengthening local governance through greater fiscal devolution, participatory planning and implementation and improved management and accountability of services in Bangladesh.

The importance of local governance and local government reform as policy issues have moved to centre stage in Bangladesh recently and it is closely linked to the current poverty-reduction strategy debate. Recognizing the importance of the fact, the CO is, in consultation with Government, already committed to addressing these policy issues.

The CO has a close network with the Government to achieve targeted results for development. In addition to the partnership with Government agencies, the Cluster maintains a strong relationship with civil society organizations, including NGOs working on governance issues, academia, media, economists and cross-section of professionals.

This partnership allows the CO to analyze the impact of UNDP interventions and enables the CO to analyze the political environment in Bangladesh. The CO therefore reflects the needs when formulating programmes, ensuring better achievements and results.

Summary of Activities in Thematic Areas

Electoral Reform Programme: UNDP is the preferred partner for electoral assistance in Bangladesh. Major activities include coordination of donors' contribution of $78 million pooled fund to create a photo voter list with fingerprints; providing technical assistance for boundary delimitation, integrating ICT applications to modernize electoral systems and processes and organizational restructuring to professionalize the Bangladesh Election Commission (BEC). It also includes procurement assistance for translucent ballot boxes, which BEC utilized in 2008 national elections for the first time. UNDP also supports the legal, policy and institutional framework for elections.

Through its four projects, Support to Electoral Process Project (SEP), Preparation of Electoral Roll with Photographs (PERP), Construction of Server Stations for Electoral Database (CSSED), Translucent Ballot Boxes (TBB) UNDP has been providing technical and development assistance to the Bangladesh Election Commission since 1996 and is working closely in the key reform areas. Major activities include coordination of donors' contribution of $81 million pooled fund to create a photo voter list with fingerprints; providing technical assistance for boundary delimitation, integrating ICT applications to modernize electoral systems and processes and organizational restructuring to professionalize the Bangladesh Election Commission (BEC). It also includes procurement assistance for translucent ballot boxes, which the BEC utilized in 2008 national elections for the first time.

UNDP has also continued to provide policy advisory support to BEC, providing assistance to complete the photo voter list act, delimitation act, the candidates and results declaration rules, supporting the BEC to complete an organizational review to provide recommendation.

Major achievements of the electoral assistance programme include: i) completion of the photo voter list with fingerprints (over 81 million voters; ii) procurement of 240,000 translucent ballot boxes with financial support from CIDA; iii) Successful delimitation of electoral boundaries for 2008 Elections, completed organizational restructuring plan and professionalizing the BEC through modern ICT systems and processes; and v) supporting training of more than 400,000 polling officials.

Justice and Human Rights: UNDP is the preferred partner for assistance to the justice sector in Bangladesh. The justice sector in Bangladesh is afflicted by major barriers to access, especially for poor and disadvantage people, including delays, costs, distance and low accountability. UNDP has supported capacity development of the justice sector to improve its effectiveness, efficiency and responsiveness to improve access to justice. UNDP also supports the legal, policy and institutional framework for access to justice in Bangladesh.

Through its two projects, Promoting Access to Justice and Human Rights in Bangladesh (A2J) and the Activating Village Courts Project (AVC) UNDP has been providing technical and development assistance to the Ministry of Law Justice and Parliamentary Affairs and other justice sector institutions since 1995 and is working closely in the key reform areas. Major activities include providing technical assistance for the separation of the judiciary from the executive, establishment of ProBono Lawyers Networks, building knowledge and understanding of case management practices in Bangladesh and internationally, providing technical support to the Attorney General's Office and Ministry of Law on human rights, and commencing work on the translation of laws of Bangladesh..

UNDP has also continued to provide policy advisory support to the Ministry of Law, and the Parliamentary Standing Committee for Law, Justice and Parliamentary affairs, on drafting a law for the National Human Rights Commission, desirable characteristics of National Human Rights Commissions, and human rights standards.

Major achievements of the justice sector programme include: i) passage of a law to establish a national human rights commission; ii) establishment of the Bangladesh National Human Rights Commission procurement; iii) technical and ICT support to the Ministry of Law Justice and Parliamentary Affairs and Attorney General's Office; iv) Establishment of Probono lawyers networks in a number of regional Bar Associations to provide greater access to justice for poor and otherwise disadvantaged citizens of Bangladesh

Human Security: The Police Reform Programme (PRP) is a long-term and comprehensive capacity building initiative to improve human security in Bangladesh. PRP supports the transition from a colonial style police force to democratic policing by strengthening the Bangladesh Police's ability to contribute to a safer and more secure environment based on respect for the rule of law, human rights and equitable access to justice. The Programme has a specific focus on the poor and disadvantaged, women and children, and delivering tangible results at the Thana (police station) level.

PRP also recognizes the potential contribution that the police can make to national security and social and economic growth. PRP seeks to strengthen functional linkages with the broader social and justice sector. The Ministry of Home Affairs and Bangladesh Police drive the reform process with technical and financial support from UNDP and other development partners. Phase I of PRP (January 2005-September 2009) established the foundation for reform by building national ownership and supporting the roll out of a community policing philosophy across the country. Phase II will consolidate previous efforts by supporting the Bangladesh Police Strategic Plan and pursuing the following outcomes:

1. Strategic Direction and Organizational Reform;
2. Human Resource Management and Training;

3. Investigations, Operations and Prosecutions;
4. Crime Prevention and Community Policing;
5. Promoting Women's Participation in Policing; and
6. Information, Communications and Technology.

Parliament and Political Party Reform: UNDP supported civil society organizations who aimed to augment the scope and impact of specific political party reform activities with research on disclosure of candidate information and campaign spending for national elections, violations of electoral code of conduct; and through public and print media awareness raising campaigns. UNDP also is going to support the Parliament to strengthen parliamentary democracy by proving capacity development programme, so that parliamentarians represent their constituencies effectively through a transparent and accountable policy formulation and decision making processes with constructive policy debate practices.

UNDP also is going to support the Parliament to strengthen parliamentary democracy by providing a capacity development programme, which will focus on strengthening Parliament's key responsibilities of law making, representation and scrutiny and develop a more effective, transparent and accountable institution. The programme will link the commitment of the Government of Bangladesh to ensure the country is digitalized by 2021, Vision 2021 by using ICT to provide greater public access to Parliamentary information and enhance the capacity of Members and the Secretariat to undertake their respective responsibilities. Given the above noted situation the project will use key entry points to the Parliament of Bangladesh to provide support to the Members of Parliament (MPs) and the parliamentary institutions including Office of the Honorable Speaker, Office of the Honorable Deputy Speaker and Standing Committees. UNDP is working with the Secretariat and staff of the parliament with a focus on enhancing their capacity to support the MPs.

Public Administration Reform: UNDP intervention in providing technical assistance to the government in this area started in 2005 through a preparatory assistance programme on capacity development. Some studies were undertaken for institutional development in consultation with stakeholders to identify the scope of having full-fledged project. On the basis of the successful implementation of the preparatory assistance project and recommendations of the government, UNDP funded project Civil Service Change Management programme has been launched in 2008 and is being implemented by the Ministry of Establishment. It addresses the reform agenda of the government recently agreed in principle by Hon Prime Minister, which cover Civil Service Act, service delivery, e-governance, promotion and placement policies, career planning and capacity development. This programme is in its initial year of implementation.

Local Governance: .UNDP and UNCDF have been pioneers in supporting fiscal decentralization for the lowest tier of local government, the Union Parishad, through the pilot project Sirajgani Local Governance Development Fund. It is based on this successful pilot that for the first time the Government of Bangladesh issued direct unconditional block grants to UPs in 2004. The Sirajganj model has then been scaled up nation wide through the Local Governance Support Programme (LGSP) implemented by the Local Government Division and funded by a World Bank/IDA loan. The LGSP counts with a Learning and Innovation Component (LGSP-LIC) supported by UNDP, UNCDF, EC and Danida that is further piloting second generation innovations in 6 Districts of Bangladesh to be fed into the wider LGSP.

UNDP is also launching support initiatives to the recently elected Upazila Councils based on the Ministry of Local Government's request. UNDP's initiatives in building the capacity of the new Upazila Chairmen and two Vice-Chair, and providing assistance in clarifying and defining roles, responsibilities and regulations related to this new context will vital to allow Upazilas' functioning while supporting the decentralization process.

C. Subject of the Evaluation

According to the evaluation of the UNDP Bangladesh Office, in 2009 an evaluation will be conducted for the Governance Outcome. The following CPD outputs falling under this Outcome, as stated in the Country Action Plan (CPAP) 2006-2010, are to be included in this evaluation:

UNDAF	CPD	Country Programme Outputs	Projects
Outcome 1 The human rights of children, women, and vulnerable groups are progressively fulfilled within the foundations of strengthened democratic governance	Outcome 1.1 : Functioning parliamentary oversight and accountability mechanisms Outcome 1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities Outcome 1.3 Human rights/security promoted and protected Outcome 1.4 : Informed participation of vulnerable groups in policy dialogue Outcome 1.5: Local governance capacities enhanced in policy formulation, partnership Outcome 1.6 : Public administration reforms made efficient, transparent, accountable, effective, responsive, gender-sensitive **Baseline :** Local government share of total public expenditure : 2%; Average annual revenue transfer under Annual Development Programme block grant to Ups: $ 10,000; Annual UP revenue :Tk.	1.1.1. Strengthened capacity of election system, Parliament, Civil Service, Justice System, and Chittagon Hill Tracts councils to ensure democratic governance and protect human rights and security, and improved participation in governance and access to public services and information among poor communities. **Indicators, baselines, targets :** Parliamentary budget analysis unit established; number of MPs engaged in budget analysis; number of debates no policy/MDG issue; number of committee consultations with CSOs; number of MPs and committee staff trained; number of seats held by women; legal reform re: Election commission; number of updates of electoral rolls; number of CSOs involved in monitoring; media coverage of debates and voter info; number of complaints registered with police (total + women); number of women in core policing and management; number of police trained; number of court/mediation cases and	Police Reform Programme Preparation of Electoral Roll with Photographs (PERP) Promoting Access to Justice and Human rights in Bangladesh (A2J) Civil Service Change Management Programme Support to the Electoral Process in Bangladesh Translucent Ballot Boxes Construction of Upazila Server Station Activating Village Courts in Bangladesh

	100,000 **Indicators :** Representative capacities of MPs strengthened; Parliamentary committees provide credible oversight,. CSOs involved in elections; Capacity of Election Commission strengthened; Media and impendent observers consider efficient/transparent; Human Rights Commission or similar institution established	human rights complaints; number of citizens accessing e-services; member of Government of Bangladesh agencies with public information disclosure policies; Bangladesh Telecommunicate Regulatory Commission regulatory information system established and linked to consumers' forum; interconnection of telecom operators; number of Ups allocated performance based bonuses; number of and size of block grants transferred; number of schemes implemented via to community plans; communication facilities provided to Chittagong Hill Tracks councils; integrated aid coordination system established; United Nations Convention against Corruption ratified and implemented; number of Anti-Corruption Commission complaints registered and resolved.	Parliament and Political Party Reform DAS 12
			Preparatory Assistance Programme on Parliament
			Sirajgani Local Governance Development Fund
			Strengthening Upazila Parishad (UZP) through Capacity Building Initiatives and Policy Advocacy
			Local Governance Support Project-Learning and Innovation Component

D. Objective and Scope of the Evaluation

This is a summary progress evaluation, aiming to assess the extent to which programme and project activities implemented with partners during 2006-2009 have contributed to progress under **CPD outcome 1.1, 1.2, 1.3, 1.4, 1.5 and 1.6**, as well as overall contribution to the **UNDAF Outcome 1** implementation, also, the achievement of set targets, whether existing UNDP's partnership arrangements which local partners proved to be successful and relevant and overall whether UNDP-supported activities have contributed to improved performance of governance institutions in Bangladesh. The evaluation shall identify changes that happened within last three years as they relate to the development outcomes, the degree and levels of these changes, i.e. enabling environment, organizational and/or individual levels. It shall also assess whether UNDP' strategic positioning in this area can be improved.

Since this is an evaluation carried out in the middle of the development interventions planned for in the current CPAP, evaluators shall give greater importance to assessing efficiency and to a possible extent the effectiveness of UNDP's Governance Portfolio contribution to the relevant CPD Outcomes and UNDAF Outcome 1 implementations: whether the size of resources, both financial and human, and partnership strategies continue to be cost-effective and may be applied in continuation and/or revised/changed in the Country Programme Action Plan.

Evaluators shall take into account and rank the following items:
- Status of and degree of change in the outcomes, and factors influencing outcomes
- Level of incurred changes: Enabling environment, Organizational and/or individual levels
- UNDP strategic positioning on achieving the outcomes
- Relevance of the outcomes and outputs
- Partnership strategy
- Sustainability: whether there is ownership and capacity to maintain and manage development in the outcomes

Worksheet on Outcome Evaluation: Categories of Analysis/Scope

Category	Notes
Progress to outcome realization	Review indicators and benchmarks to determine extent/degree of contribution in the outcome realization by assessing progresses made to-date vis-à-vis baseline. Focus on the how and why outputs and strategies contributed to achieving outcome. Focus on questions of relevance, effectiveness, sustainability and impact.
Factors affecting outcomes	These are social, political, cultural and economic factors. As such, the evaluation scope shall be as broad as possible so as to take all factors into account.
UNDP's contribution to outcome	Conduct quantitative and qualitative assessment of contributions from UNDP's interventions vis-à-vis outcome indicator baseline. Assessment should focus on determine the continued validity of the strategies applied to-date by UNDP so as to decide whether they should be revised and/or changed for the rest of the programme.
Partnership strategy	Determine whether the best possible synergies have been established among partners and the steering role played by UNDP within this context. Assess whether other stakeholders and/or sponsors should be included and/or excluded from the programme in continuation as well as referring to the next phase of CPAP.

Specifically, the outcome evaluation should address, but not be limited to, the following questions and issues:

1. Outcome analysis

- Are the outcomes and associated projects relevant, appropriate and strategic to national goals and the UNDP mandate?
- Were the actions to achieve outputs and outcomes effective and efficient?
- Are the outputs and outcomes leading to benefits beyond the life of the existing projects?
- Which findings may have relevance for eventual adjustments and/or future programming?
- Are the stated outcome, indicator and target appropriate for the development situation in Bangladesh and UNDP's programme of assistance in this field?

- What is the current status and prospects for achieving the outcome with the indicated inputs and within the indicated timeframe?
- What are the main factors (positive and negative) within and beyond UNDP's interventions that affected or are affecting the achievement of the outcome? How have these factors limited or facilitated progress towards the outcome?
- Were UNDP's proposed contributions to the achievement of the outcome appropriate, sufficient, effective and sustainable?

2. Output analysis
   - What are the key outputs that have been produced by UNDP to contribute to the outcome?
   - Are the UNDP outputs relevant to the outcome?
   - Are the monitoring and evaluation indicators appropriates to link these outputs to the outcome, or is there a need to improve these indicators?
   - Is sufficient progress been made with regard to UNDP outputs?

3. Resources, partnerships, and management analysis
   - Was UNDP's resource mobilization strategy in this field appropriate and effective in achieving the outcome?
   - Was UNDP's partnership strategy in this field appropriate and effective in achieving this outcome?
   - Are UNDP's management structures and working methods appropriate and effective in achieving outcome?
   - Overall, assess the scope, relevance, efficiency and sustainability of UNDP's resources mobilization, partnership and management arrangements in achieving in this outcome.

4. Recommendations
   - Based on the above analysis, recommendations should be provided as to how UNDP should adjust its programming, partnership arrangements, resource mobilization strategies, working methods and/or management structures for an efficient and effective implementation of the current CPAP/CPD and to the extent possible for the next country programming cycle.

Governance Portfolio

Project :   Police Reform Programme
Imp. Agency: Bangladesh Police Agency
Budget: US$ 16.5 Million
Objectives : : a more efficient and effective police service which supports
Major Activities: supporting community policing, victim support initiatives, model police stations,
                revising training curriculum, gender sensitivity and human rights, ICT, legal reform
Expected Results:

- Strategic direction and organizational reform supported by planning and budgeting, enhanced accountability and oversight, and a modernized legislative framework

- Human Resource Management systems and structures strengthened and training capacity enhanced to produce more competent and professional police

- Improved police operations, investigations and prosecutions to enhance fair and equitable justice

- Improved trust and interaction between community and police resulting in improved access to justice, human rights and reduced fear of crime

- Bangladesh Police promote the rights of women and children to be free of fear through improved representation at all levels and the provision of equitable and sensitive services

- Bangladesh Police is progressively making use of cost effective and sustainable information communication technology to provide better service to the community

Project :   Preparation of Electoral Roll with Photographs (PERP)
Imp. Agency: Bangladesh Election Commission
Budget: US$ 81 Million
Objective: Preparation and maintenance of a credible photo voter list for national and local elections
Major Activities:
- Develop required software to support photo voter list data entry and storage
- Establish ICT infrastructure at the Central, District, Upazila and field data collection teams
- Provide training to field workers who will facilitate the creation of the photo voter list, including enumerators, data entry operators and data collection officers
- Data collection and integration
- Printing and distribution of photo voter list
- Prepare project evaluation
- Prepare project audit
- Project management and implementation
Expected Outcomes *:* Credible preparations for elections, facilitated by a photo voter list

Project :   Promoting Access to Justice and Human rights in Bangladesh (A2J)
Imp. Agency: Ministry of Law, Justice and Parliamentary Affairs
Budget: US$ 3 Million
Objective : Justice, Human Rights and Security promoted through capacity enhancement and ensuring better access to justice
Major Activities :
- Provide technical advice, as required, for drafting the legislation to establish the Human Rights Commission Bill
- Undertake a capacity assessment for the National Human Rights Commission and provide recommendations.
- Develop a multi-donor capacity development project coordinated by UNDP to support the new Human Rights Commission, once established
- Undertake a joint capacity development assessment of the formal justice sector.
- Needs assessment for strengthening the Supreme Court.
- Prepare an organogram and related facilities to develop existing capacity of Supreme Court
- Organize intensive human rights training programme for Law Officers of the Attorney Generals Office and district level (estimated numbers).
- Arrange brainstorming meeting for establishing a network of lawyers prepared to provide probono services to promote the public legal services.
- Develop strategic plan for establishment of a Legal Resource Network in Bangladesh with affiliation to other countries of the region for mutual sharing of experience.

Expected Outcomes : Establishment of institutional framework for protection of human rights and dissemination of human rights status particularly of the disadvantaged

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Project : Civil Service Change Management Programme
Imp. Agency: Ministry of Establishment
Budget: US$ 5.5 Million (UNDP TRAC)
Duration: 2008 – 2013
Objectives :

- To support the development of sustainable government commitment to desired reforms in the civil service;
- To support management and monitoring of organizational performance 9of selected institutions) in the civil service of Bangladesh including service delivery and integrity
- To provide technical assistance to the capacity development initiatives of the Public Service Commission
- To assist experiential learning and professional development activities in the public sector training institutions;
- To build partnership in mainstreaming anti-corruption and ethics in civil service.

Major Activities:

- Assisting the field level service delivery institutions to sensitize on Citizen's Charter that government has already undertaken; understanding of the basic purpose of citizen's charter and development of its content; to make it more citizen centric
- Technical assistance for service delivery and access to information through field office connectivity to the Ministry at the central level;
- Assisting Ministry to formulate Civil Service Act;
- Training on Change Management to develop a core group to facilitate change processes;
- Developing capacity of the Public Service Commission – training, policy framework for its business processes;
- Strengthening the Career Planning Wing of the Ministry (key wing for carrying out government's reform agenda)
- Assisting Ministry in reviewing Code of Conduct.

Expected Results: (long term outcome)

- Government ownership of reform in the civil service of Bangladesh;
- Civil Service Act
- Citizen's Charter for selected institutions
- Improvement in the service delivery
- Effective Public service Commission
- Core group in Civil Service to facilitate change processes

Project :   Support to the Electoral Process in Bangladesh
Imp. Agency: Bangladesh Election Commission
Budget: US$ 3.2 Million
Objectives :

- Establish and maintain the ICT infrastructure for the BEC

- Develop a strategy for creating the electoral roll with photographs in Bangladesh.
- Support the BEC is carrying out the exercise for delimitation of electoral boundaries in adherence to the national rules and regulations.
- Conduct organisational review of the Bangladesh Election Commission and provide recommendations to improve systems and processes of business.
- Produce an effective communication strategy for the BEC.
- Capacity building of the BEC staff including that of Electoral Training Institute to improve processes of electoral management.

Major Activities:

- Assistance to Establishment of the BEC ICT infrastructure
- Technical assistance to boundary delimitation of electoral constituencies
- Organizational assessment of Bangladesh Election Commission
- Technical assistance to Electoral Training Institute
- Provide assistance to the photo voter list and national ID card initiative

Expected Results:

- Organizational capacity enhanced to develop and maintain national ICT systems to support electoral process
- Organizational assessment completed
- Professional skills developed for election officials
- Media advocacy programme established to build confidence in the electoral process: and
- Relevant knowledge products published and disseminated among stakeholders, development partners and relevant institutions.

Project :   Translucent Ballot Boxes
Imp. Agency: Bangladesh Election Commission
Budget: US$ 6.2 Million
Objectives : Credible preparations for elections, facilitated by translucent ballot boxes
Major Activities:
  ▪ Procure and distribute 240,000 Translucent Ballot Boxes for 2008 Elections
  ▪ Provide training to 700,000 election official on the use of the ballot boxes
Expected Results: Translucent ballot boxes introduced for the parliamentary elections

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Project : Construction of Upazila Server Station
Imp. Agency: Election Commission Secretariat
Budget: US$ 30 Million
Objectives: Establishment of 502 server stations nationwide.
Major Activities: Construct 502 server stations nationwide
Expected Results: Facilities developed at the Upazila and regional levels to facilitate voter list
          maintenance

Project : Activating Village Courts in Bangladesh
Imp. Agency: Local Government Division of the Ministry of LGRD & Cooperatives
Budget: US $ 14.986 Million
Objectives :

- To empower the poor and disadvantaged groups in the rural areas and enhance their access to justice
- To empower citizens to resolve their disputes at the local level in an expeditious, transparent and affordable manner

- To strengthen local government institutions to be responsive to local needs and offer legal service through well functioning village courts

Major Activities:
- Reviewing legal framework of the existing village courts act and rules
- Capacity building and advocacy for making UP Judicial system effective
- Empowerment through dissemination of the information to the mass
- Resolving disputes through forming the village courts
- Assessment and evaluation for further improvement of the quality of services as well as the improvement of the quality of lives of the rural hardcore poor in Bangladesh

Expected Results:
- Improved access to justice and enhanced justice delivery to the marginalized and disadvantaged people
- Activated and functioning Village Courts in selected Union Parishads (UP)
- Empower citizens to resolve their disputes at the local level in an expeditious, transparent and affordable manner
- Strong and responsive local governments institutions that deliver appropriate legal service through well functioning Village Courts

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Project : Parliament and Political Party Reform DAS 12

Imp. Agency: UNDP

Budget : US $ 658,050

Objectives : Carry out specific political party reform activities during the pre-and post- elections period and provide policy advice to UNDP Bangladesh to incorporate the political party reform as long term programming in the next programme with the Parliament and

Major Activities:
- Policy intervention to formulate project document for the multi year project on Parliament
- Conduct research studies on the disclosure of information by the candidates and awareness campaign for selecting honest candidates.
- Organize trainings for the Honorable Members of Parliament after the National Election
- Organize disseminating workshops on international best practices for parliamentary functions in Dhaka or other regions/divisions in order to develop the capacity for the parliamentary functions.

Expected Results:
- Project document formulated for the next multi year project on Parliament
- Honest candidates elected

Elected Parliamentarians oriented to the oversight function of parliament including the

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Project: Preparatory Assistance Programme on Parliament

Imp Agency: UNDP

Budget: US $ 494000

Objectives: Provide immediate support to the newly elected members of parliament to understand the functions of the parliament and their role at the parliament and develop the multi year project on Parliament.

Major Activities:
- Organize skill based trainings for MPs on Rules of Procedures, Committee Functions, Legislative Drafting and technique of questioning.

- Conduct training for parliament secretariat staff on management of parliament function
- Provide support to the parliamentary committee
- Conduct a need assessment to modernize the parliament secretariat and the house proceedings.
- Provide technical support to the Speakers office.
- Conduct need assessment to modernize the parliament library
- Conduct need assessment to find out the problems and complete handover the cctv and baggage scanners to
- Organize stakeholder consultation meeting on multi year project document.

Expected Results:
- Members of 9th Parliament demonstrate increased awareness of their roles and responsibilities;
- Policy advisory support provided to the Office of the Honourable Speaker in parliamentary functions;
- Plan of Action is developed on ICT and security system needs of Parliament;
- Multi-year technical assistance project document is approved on long-term technical assistance for international best practices.

Project : Sirajgani Local Governance Development Fund
Imp. Agency: Local Government Division of Ministry of LGRD & Cooperatives
Budget : US $ 8.9 Million
Duration: 2000-2006
Objectives : Provide improved, participatory local governance for socio-economic development and poverty alleviation in Sirajganj
Major Activities:
- The provision of block funding directly to Union Parishads on a transparent formula basis that provides greater financial autonomy and budgetary certainty and weakens patronage;
- The linking of these block grants to clear incentives (Minimum Conditions & Performance Measures) for the Union Parishads to improve their fiscal and managerial performance;
- The promotion of participatory planning, budgeting, implementation, and supervision of infrastructure and service delivery at Ward level;
- Provision of tailored training modules for UP staff in basic skills (office management, gender sensitivity, local revenue collection, policing, etc.);
- Support to networking and empowerment amongst elected women UP members;
- Analysis, documentation and dissemination of policy lessons to feed policy change and reform.

Expected Results:
- Delivery of sustainable basic infrastructure and services
- Building capacity of local government bodies to plan, finance and manage basic development activities in a responsive and accountable manner
- Drawing lessons on improved local government practices of wider relevance in Bangladesh

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Project: Local Governance Support Project-Learning and Innovation Component
Imp. Agency: Local Government Division
Budget: US$ 18.12 Million
Duration: 2007-2011
Objectives : Improved Union Parishad capacity for effective, efficient and accountable delivery of pro-poor infrastructure & services.
Major Activities :
1. Increased financial resources made available to UPs in equitable & appropriate ways

2: Improved public expenditure systems for UPs are developed and used

3: Enhanced mechanisms for local accountability are established & implemented

4: More effective framework for capacity development support is established

5: Policy development is informed by lessons of programme implementation

Expected Results: Improved Local Governance for Poverty Reduction: Capacities and partnerships developed of local governance actors for policy formulation, service delivery and resource management.

Project: Strengthening Upazila Parishad (UZP) through Capacity Building Initiatives and Policy Advocacy

Imp. Agency: UNDP

Budget: 0.83 million

Duration: 2008-2009 (PA Phase)

Objectives : UZP is to lay the groundwork for a project to improve the capacity of Local Government Institutions (LGIs) to be responsive to local needs

Major Activities:

1. Effective framework for capacity development of elected UZP Chairmen, Vice-Chairmen, Members and the key functionaries developed.

2. Constituencies and policy makers are sensitized on the roles and functions of UZPs vis-à-vis whole decentralization process.

3. Proper documentation and policy input through research and evaluations and Promotion of healthy debate on decentralization in general and local government strengthening in particular

Expected Results: Improved capacity of Local Government Institutions (LGIs) to be responsive to local needs.

E. Methodology

Overall guidance on outcome evaluation methodologies is provided in the UNDP handbook on Monitoring and Evaluation for Results and the UNDP Guidelines for Outcome Evaluations. Based on these guiding documents, and in consultations with UNDP Bangladesh, the evaluators should develop a suitable methodology for this outcome evaluation.

During the outcome evaluation, the evaluators are expected to apply the following approaches for data collection and analysis.

- Desk review of relevant documents (project documents with amendments made, review reports-midterm/final, donor-specific, etc);
- Discussions with the Senior Management and programme staff of UNDP country office;
- Briefing and debriefing sessions with UNDP and the Government/Parliament, as well as with other donors and partners;
- Interviews with partners and stakeholders (including gathering the information on what the partners have achieved with regard to the outcome and what strategies they have used); other donors, including European Commission, CIDA, Danida, World Bank, Asian Development Bank, DFID, etc.
- Field visits to selected project sites and discussions with project teams, project beneficiaries and major stakeholders;
- Consultation meetings.

Contributions made towards Outcomes to be evaluated:

CP Outcome 1.1   *Functioning parliamentary oversight and accountability mechanisms*
CP Outcome 1.2   *Electoral assistance coordinated and electorate informed of voting rights and responsibilities*
CP Outcome 1.3   *Human rights/security promoted and protected*
CP Outcome 1.4   *Informed participation of vulnerable groups in policy dialogue*
CP Outcome 1.5   *Local governance capacities enhanced in policy formulation, partnerships*
CP Outcome 1.6   *Public administration reform made efficient, transparent, accountable, effective, responsive, gender-sensitive*
UNDAF 1   *The human rights of children, women and vulnerable groups are progressively fulfilled within the foundations of strengthened democratic governance*

F. Deliverables

The key deliverable is a comprehensive analytical report that includes, but is not limited to the following components:
- Executive summary
- Introduction
- Description of the evaluation methodology
- Development context
- Key findings
- Lessons learned
- Recommendations for the future (including viable project ideas and other relevant recommendations)
- Annexes: mission report including field visits, list of interviewees, list of documents reviewed, etc.

The evaluators should provide a proposed report structure to UNDP prior to the start of field work. The report should take into account the opinions/voices of people from Bangladesh, government representatives, donors and NGOs. The evaluator will prepare a presentation of the preliminary findings to be discussed with UNDP and possibly with relevant stakeholders.

An outline for the future UNDP interventions in the respective area (if still deemed relevant) based on the recommendations of the mission is to be produced. The format of the outline will be agreed between UNDP and the evaluators prior to the start of the field mission.

The evaluators are required to discuss the full draft of the evaluation report prior to departure from Bangladesh. Both products shall be submitted in hard copy and electronic form.

G. Evaluation Team

Members of the mission must not have been associated with the project's formulation, implementation or monitoring. It is proposed that the mission be led by an international team leader, one international consultant and one national consultant.

Team Leader

Required qualification and skills for the international team leader :
- Advanced university degree in public administration, laws, international development or related field
- At least 15 years of experience in the field of good governance, including participatory planning and monitoring and evaluation
- Sound knowledge about results-based management (especially results-oriented monitoring and evaluation)
- Previous work experience in related areas with UNDP preferably in the region
- Fluency in English
- Good communication skill

Specifically, the team leader will perform the following tasks:
- Lead and manage the evaluation mission;
- Design the detailed evaluation scope and methodology (including the methods for data collection and analysis) for the report;
- Decide the division of labor within the evaluation team;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above) for the report;
- Draft related parts of the evaluation reports; and
- Finalize the whole evaluation report.

The team leader will take the overall responsibility for the quality and timely submission of the evaluation reports to the UNDP country office.

International Consultant

Required qualification for the International Consultant :
- Advanced university degree in public administration, economics, international development or related field
- At least 10 years of experience in the field of public administration, decentralization, strategic planning and management including participatory planning and monitoring and evaluation
- Sound knowledge about thematic evaluation of UNDP (especially results-oriented monitoring and evaluation)
- Previous work experience in related areas with UNDP preferably in the region
- Fluency in English
- Good communication skill & strong analytical skill

S/he will perform the following tasks :
- Review documents;
- Participate in the design of the evaluation methodology;
- Data collection;
- Assessment/construction of indicators' baselines
- Actively participate in conducting the analysis of the outcomes, outputs and targets (as per the scope of the evaluation described above), as agreed with the team;
- Draft related parts of the evaluation report; and,
- Assist the team leader in finalizing document through incorporating suggestions received on draft related to his/her assigned sections.

National Consultant

Required qualification for the International Consultant:
- Advanced university degrees in the areas of in laws, economics or public administration
- At least seven years work experience in the areas related to good governance, public administration and/or human rights and justice reform
- Sound knowledge and understanding of the specifics and developments in good governance, public administration and human rights/Justice reform in Bangladesh and have experience in conducting evaluation
- Previous work experience in related areas with UNDP
- Fluency in English

S/he will perform the following tasks:
- Review documents;
- Provide contextual knowledge on Bangladesh and analysis
- Participate in the design of the evaluation methodology;
- Data collection;
- Assessment/construction of indicators' baselines
- Actively participate in conducting the analysis of the outcomes, outputs and targets (as per the scope of the evaluation described above), as agreed with the team;
- Draft related parts of the evaluation report; and,
- Assist the team leader in finalizing document through incorporating suggestions received on draft related to his/her assigned sections.

Time Frame

The detailed schedule of the evaluation and the length of the assignment will be discussed with the evaluators prior to the assignment. The estimated duration of evaluators' assignment is up to 40 working days. The final draft of evaluation report should be delivered by 1st December, 2009.

H. Implementation Arrangements

To facilitate the outcome evaluation process, UNDP Bangladesh will set up an Evaluation Focal Team (EFT). EFT headed by the Assistant Country Director of Democratic Governance Cluster will assist in connecting the evaluation team with the senior management, development partners and key stakeholders. In addition, the EFT will assist in developing a detailed evaluation prorgamme; and organize meetings; and conduct field visits if necessary.

Indicative Mission Schedule

Activity	Timeframe	Duty Station	Responsible Party
Evaluation design, methodology and detailed work plan	By 15 Oct 2009	Home Based	UNDP Bangladesh International / National consultants
Desk Review	18th- 23rd Oct 2009	Home Based	Evaluation Team
Interviews, consultations, field visits, data collection	24th – 14th Oct 2009	Bangladesh	Evaluation team
1st Draft Outline and Presentation to UNDP CO	15th Nov 2009	Bangladesh	Evaluation team
Preparation and submission of 1st draft of the evaluation report	22nd Nov 2009	Bangladesh	Evaluation team & EFT
Feedback on draft report from partners and UNDP	26th Nov 2009	Home Base	EFT
Finalization of evaluation report and submission	1st Dec 2009	Home Base	Evaluation Team

Annex 3

Inception Report

Mid-Term Evaluation of Progress Towards

Outcomes in Governance

In

Bangladesh

Michael Constable, Luc Spyckerelle and Asif Nazrul

19 October 2009

Introduction

This Inception Report describes how the evaluation team proposes to carry out its terms of reference (ToR) for the mid-term evaluation of progress towards the intended governance outcomes of UNDP's country programme (CP) for 2006-10. Its purpose is to:

1) Verify that the team, comprising Michael Constable (Team Leader), Luc Spyckerelle and Asif Nazrul, shares a common and correct understanding of its task,
2) enable the UNDP Country Office (CO) and possibly other stakeholders, as decided by the CO's Evaluation Focal Team (EFT), to confirm that the team's proposed programme of work, methodology and schedule of deliverables meets their expectations and is likely to address their current concerns and intended uses of this evaluation, and
3) Provide advance notice of the evaluation team's desired meetings, documents and data requirements so that the CO/EFT is better able to schedule the former and assemble the latter, for which the evaluation team will be most grateful.

A draft Inception Report was submitted to the CO/EFT on 10 October so that it (and other stakeholders) could review the proposals and provide feedback to the evaluation team. Feedback from the CO is reflected in this final Inception Report. Notwithstanding the overall directions provided by the Inception Report, it was agreed that it be viewed flexibly so that, if necessary, changes can be made to the evaluation approach as it proceeds.

Objectives and scope

The objectives of and expectations from this mid-term programme evaluation are clearly stated in the ToR. Basically, the evaluation team will assess the extent and quality of progress towards the UNDP country programme's outcomes in governance. The CP outcomes are:

"1.1   Functioning parliamentary oversight and accountability mechanisms",
"1.2   Electoral assistance coordinated and electorate informed of voting rights and responsibilities",
"1.3   Human rights/security promoted and protected"
"1.4   Informed participation of vulnerable groups in policy dialogue"
"1.5   Local governance capacities enhanced in formulation, partnerships", and
"1.6   Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive".

Additionally, the ToR indicate that the evaluation will assess the impact and overall contribution of UNDP's governance portfolio towards achieving the first intended outcome of the United Nations Development Assistant Framework (UNDAF) in Bangladesh: "The human rights of children, women, and vulnerable groups are progressively fulfilled within the foundations of strengthened democratic governance".

The CO informed[63] the evaluation team that separate project evaluations will be carried out concurrently with this outcome evaluation on the CP's "elections" and Chittagong Hill Tracts (CHT) portfolios. This outcome evaluation will draw on the known data, analyses, findings and recommendations of these two project evaluations. Time and resource constraints will limit the extent to which this outcome evaluation uses additional data or/and analyses relating to "elections" and the CHT.

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[63] (Email of 17/10/09 of Won Young Hong).

Within this scope and these limitations, the above stated CP and UNDAF outcomes are the starting point for this evaluation. The evaluation primarily sets out to assess:
(a) whether each outcome has been achieved or progress made towards it since January 2006;
(b) how, why and under what circumstances the status of each outcome has changed in the past three years;
(c) UNDP's contribution to the progress towards or achievement of each outcome in this period; and
(d) UNDP's strategic positioning and partnership strategy in pursuing the outcomes.

In line with the ToR, the team's assessment will:

- Draw lessons and other findings from experience to-date
- Recommend ways to improve UNDP performance and to enhance prospects for achieving the governance outcomes in the remaining 13 months of the CP.
- Make related recommendations for the next UNDAF and UNDP CP.

In pursuing these objectives, the team will be guided by the details elaborated in the ToR, introductory briefings and subsequent meetings with key stakeholders as well as the contents of this Inception Report and the basic principles which guide all UNDP operations, including those relating to human development, the rights based approach and gender equality. The team will constantly try to adapt the evaluation to the context within which it will be used so as to maximize its usefulness for the CO and other stakeholders.

How we propose to carry out the evaluation

The evaluation methodology will draw from UNDP's Handbook on Planning, Monitoring and Evaluating for Development Results (2009), the earlier Guidelines for Outcome Evaluators (UNDP, 2002), as well as from the team's experience in evaluating for and with other agencies. The guiding principle in UNDP's approach to outcome evaluations is that "it does not look at the process of inputs, activities and other bureaucratic efforts but shifts attention to the substantive development results (outputs and outcomes) that they are aimed at affecting".

Reflecting the ToR and UNDP evaluation guidelines, the criteria that the team will use include relevance, efficiency, effectiveness, impact, and sustainability. The team will evaluate the risks inherent in pursuing the outcomes concerned and the way that risks have been managed. The mid-term timing and nature of the evaluation, and the fact that some projects have only recently started, suggest that it may be premature to focus on effectiveness and impact. Instead the main focus in most areas will be on relevance, efficiency and sustainability. Key questions, sources of data and methods for assessing progress are summarized in the evaluation matrix (Annex 1).

To get the best use of the team's skills and time, major work responsibilities are divided between the team, reflecting the expertise of team members and discussion during the preparation of this Inception Report. Workload is shared by each team member leading in major thematic areas within the governance programme, as follows:
Asif: justice, human rights and security, corruption and the rule of law and validation workshop (see below),
Luc: local governance, decentralization, participatory planning, access to information and CHT

Michael: Parliament, political party reform, public administration reform and "elections".

Clearly these areas overlap; for example, reforming public administration (Michael) may require action on corruption, an area where Asif's expertise will be valuable in assessing progress. This calls for the team to work closely together through regular daily updating and by pairing lead and support evaluators for each major project. Taking into account the size of UNDP interventions and the inputs provided by the two concurrent project evaluations relating to elections and CHT respectively, workloads are anticipated to be greatest in the shaded boxes listed in the table below.

Division of major responsibilities by evaluator

CP Outcome	Programme/project	Budget US$m	Proposed lead (& support) evaluator(s)	Comment
1.1 Functioning parliamentary oversight and accountability mechanisms	Parliament and Political Party Reform	0.7	Michael	
	Preparatory Assistance for Parliament	0.5	Michael	
1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities	Preparation of Electoral Roll with Photographs (PERP)	81	Michael	This outcome evaluation will draw on known data, analysis, findings & recommendations of separate project evaluation
	Support to Electoral Process	3.2		
	Translucent Ballot Boxes	6.2		
	Construction of Upazila Server Station	30		
1.3 Human rights/security promoted and protected	**Police Reform**	**16.5**	**Asif (**Michael)	
	Justice and Human rights	3	Asif	
	Village Courts	**15.0**	**Asif** (Luc)	
1.4 Informed participation of vulnerable groups in policy dialogue (CPAP: Access to information for citizens promoted through the creation of information portals and localization of content)	**Access to information**	**5**	**Luc** (Asif)	
	Assistance to SICT for Strengthening Planning Division, ERD and IMED[64]	1.2	Luc (Asif)	
1.5 Local governance capacities enhanced in formulation, partnerships, (CPAP:	**Local Governance Learning and Innovation**	**18.1**	**Luc** (Asif)	
	Upazila Parishad (UZP) Capacity and Policy	0.8	**Luc**	
	Sirajganj local governance development fund project[65]	8.9	Luc	
1.6 Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive.	**Civil Service Change**	**5.5**	**Michael** (Asif)	
(1.7) Institution building in CHT for improved and inclusive development with community participation	Promotion of Development and Confidence Building in the Chittagong Hill Tracts	?	Luc	This outcome evaluation will draw on known data, analysis, findings & recommendations of separate project evaluation

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[64] Subsequently added by the CO
[65] Subsequently added by the CO

Two evaluators (lead and support) will cover each of these heavy work areas. The second evaluator will support the main evaluator by inputting into questionnaire(s), witnessing/noting discussions (in case of subsequent disagreement and/or while the main evaluator is asking the questions, probing) and occasionally offering advice and/or second professional opinions.

This division of responsibilities will help decide who goes to what meeting(s), in the scheduling of meetings and in the preparation of analyses, findings and recommendations. It will not preclude team members from inputting into all substantive areas during the evaluation and of participating in more general meetings. The team will not normally be accompanied by UNDP staff in its meetings and site visits.

In collecting evaluative evidence for these analyses, whenever possible, the evaluation team will triangulate. This involves obtaining information and perceptions from different sources and by varying methods to corroborate reliability. Sources will include UNDP's performance monitoring systems and programme databases, structured meetings, more informal discussions, observations at project sites, documents produced by UNDP and others, web based information and (e-)correspondence.

Before arrival in Bangladesh, the evaluators will review key documents and other relevant information. These and other documents and data likely to be used by the team are listed in Annex 2. Additional documentation and data requirements will arise as the evaluation proceeds.

The evaluation team will gain insights and data from meetings with a representative cross section of stakeholders, including civil society, government, parliament, legal and other authorities, NGOs, UN and other partners. A provisional list of persons whom it is proposed to interview is attached as Annex 3. Additional meetings are likely to be prompted as the evaluation proceeds.

Some meetings will be more formally structured with the use of a tailored questionnaire while others are likely to be more conversational in format. The team may initiate discussions on particular issues with selected groups, for example with NGOs on how more vulnerable groups have (or have not) participated in policy dialogue.

Recurring themes in the team's meetings will relate to changes that have taken place in the concerned areas of governance since January 2006, major causes, influences and opportunities associated with these changes and discerning any (potential as well as actual) role(s) of UNDP in contributing to the changes. This will involve identifying what UNDP interventions went well and what could have been done better or differently for greater relevance, efficiency, effectiveness, impact and sustainability, what opportunities were taken and/or not taken, what challenges emerged as the situation changed and how these were (not) addressed or/and could have been better addressed. The team will draw and discuss lessons from these experiences for future programme performance and for any planned exit strategy. Other issues will be discussed and probed as they arise during the course of the evaluation.

Quantitative data and analyses will be supplemented by qualitative data and analyses and anecdotal evidence both to increase the reliability of the findings and to provide a broader framework for their interpretation. Throughout all analyses, we will attempt to draw pertinent, lessons and good (bad) or interesting practices from experience within Bangladesh as well as from elsewhere.

Because of the likely sensitivity of some of the issues arising in the governance programme, the team proposes to hold a validation workshop on 19 November to assess the extent of agreement across different groups on emerging findings from the evaluation, to help interpret some findings, pinpoint gaps and/or new directions that need to be filled in the remainder of the evaluation and to hint at likely reactions and implications to potential recommendations. Such validation workshops can help build ownership and involvement in the evaluation findings and recommendations and may facilitate follow-up. Asif will lead in preparing for and managing the validation workshop.

The proposed work schedule and timing of major activities and deliverables is shown schematically in the time chart in Annex 5 (attached excel chart). To provide for quality assurance, oversight and ownership of the evaluation by the CO (EFT) and other stakeholders, the team has built into the work schedule four major checkpoints. These (denoted by red boxes in the time chart) provide opportunity for methodological and/or other advice on the evaluation's direction and content. Additionally, given the high sensitivity of the evaluation, the team will try to keep the CO informed of progress of the evaluation. The team hopes that there should be "no surprises" to the CO when the evaluation findings are presented more formally as key results would ideally have been communicated informally, and certainly before the final report is completed.

Team deliverables and schedule

The ToR envisage two deliverables. The key deliverable will be the evaluation report. This will be analytical, logically organized and written to facilitate use of the evaluation by the CO. The structure of the report is very tentatively outlined in Annex 4. This structure is likely to change as the evaluation proceeds. The report's content will take into account known opinions/voices of people from Bangladesh, government representatives, NGOs and partners.

The evaluation report will have an executive summary of up to 6 pages followed by a main text of up to 30 pages with supporting data and analyses in the annexes. Recommendations will be prioritized in the form of a proposed Action List.

The ToR also call for an outline of future UNDP interventions in each respective area (if still deemed relevant) based on team recommendations. As the scope of this evaluation is already ambitious in both range and complexity given the size of the team and its duration, and as this call goes beyond the usual remit of an evaluation, it is suggested that this be confined to very brief (outline) results matrixes annexed to the evaluation report.

The draft report will be submitted in hard copy and electronic form to the CO/EFT on or before 23 November 2009. The final report will be submitted by email from the team leader within seven days of receipt of the last feedback. The team leader will consult team members in reflecting the feedback and will copy the final submission to them.

Annex 4

List of informants

Dhaka

Parliament

Abdul Hamid	Speaker
Md. Abdus Shahid	Chief Whip, Government
Zainul Abedin Farroque	Chief Whip, Opposition
Md. Abdul Wadud	Member of Parliament
Sampad Barua	Secretary to Speaker
Bhim Charan Roy	Additional Secretary, Parliament Secretariat
Prabab Chakraborty	Additional Secretary, Parliament Secretariat
A.K.M. Azizul Haque	Joint Secretary

Prime Minister's Office

Md. Nazrul Islam Khan	PS-1 to the Honorable Prime Minister and NPD of the Access to Information Programme

Cabinet Division

M. Abdul Aziz	Cabinet Secretary

Ministry of Establishment

Muhammed Sadique	Additional Secretary
Nasreen Akhter	Deputy Secretary
A. M. Badrudduja	Joint Secretary
Abu Taz Md Zakir Hossain	Deputy Secretary
Md Manirul Haque Khan	Sr Assistant Secretary

Ministry of Law, Justice and Parliamentary Affairs

Kazi Habibul Awal	Secretary

**Ministry of Local Governance, Rural Development and Cooperatives
Fisheries and Livestock Division**

Md. Sharful Alam	Secretary (former NPD of SLGDP)

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

Swapan Kumar Sarkar	Director General (MIE) and NPD of LGSP-LIC
Md. Aminul Islam	Deputy Secretary and Public Financial Management Specialist, LGSP
Anisur Rahman	Deputy Secretary

Police Head Quarters

N. B. K. Tripura   Additional Inspector General and
                              NPD of the Police Reform Programme
Md. Matiur Rahman   Assistant Inspector General (Training)

Human Rights Commission

Amirul Kabir Chowdhury   Justice, Chairman
                              Director, Complaint and enquiry
                              Director, Administration and Finance

Public Service Commission

Sadat Hossain   Chairman
Rowshan Ara Zaman   Director

Victim Support Centre

Shamima Pervin   Assistant Police Commissioner
                             Representatives of ASK, BNWLA, Mary Stopes

DFID

Muhd. Rafiquzzaman   Governance Adviser
Abul Monsur Muhammad   Deputy Programme Manager Governance
Moniruzzaman

Delegation of the European Commission

Jean-Jacques Lauture   First Counselor, Head of Section Governance, Education
                             and Economics Support
Luc Patzelt   Program Manager for Governance and Human Rights

Royal Danish Embassy

Jan Møller Hansen   Deputy Head of Mission
M. Mahal Aminuzzaman   Senior Programme Officer, Human Rights and
                             Democratization
H. M. Nasrul Islam   Senior Programme Officer

Embassy of the Federal Republic of Germany

Isolde Raushe   Attaché, Development Cooperation

USAID

A.T.M. Obaidullah   Project Manager

UNDP

Renate Lok Desallien   Resident Representative
Stefan Priesner   Country Director
Robert Juhkam   Deputy Country Director
K.A.M. Morshad   Assistant Country Director, MDGs and Pro-Poor
                             Development

Won Young Hong   Assistant Country Director, Democratic Governance
                            Cluster
Tofail Ahmed   Local Governance Adviser
Eileen Simpson   Justice Adviser
A.S.M. Shahjajan   Senior Advisor
Warren Cahill   Project Adviser
Teresa Benito   Programme Officer
Masud Karim   Programme Officer
Wajed Ali   Programme Officer
Najia Hashemee   Programme Specialist
Matthew Corrigan   Programme Specialist
Andre Louhanapessy   Programme Specialist
Md. Sydur Rahman Molla   Programme Specialist
Peter Ean Stringer   Programme Specialist
Nandita Dutta   Programme Analyst
Ashiqul Tareq   Programme Analyst (RRMC)
Pieter Bossink   Australian Youth Ambassador, RRMC Associate
Md. Monzurul Islam Kamal   Programme Associate
Fairuz Haque   Project Officer
Shahidul Islam   Project Officer
Siamul Rabbany   Programme Officer

UNCDF

Durafshan Chowdhury   Programme Manager and Local Governance Adviser

UNDP Supported Programmes and Projects

Access to Information (A2I) Programme

Anir Chowdhury   Policy Adviser

Access to Justice (A2J) Programme

Md Rana P. Sattar   Project Manager
Tirza Theunisspn
Arpona Ghosh

Assistance to Strenghening ICT (ASICT) Programme

Shaheeduddin Ahmad   National Project Coordinator
Shakib Ahmed   System Analyst, e-Governance and Development
                            Cluster

Local Governance Support Project – Learning and Innovation Component (LGSP-LIC)

Md. Azizar Rahman   Project Monitoring Advisor, LGSP-LIC
Siddique

<u>Police Reform Programme (PRP)</u>

Michael Glenane	Acting Programme Manager, International Investigation, Operations and Prosecution Specialist
Asif Karim	Management Advisor
Kumar Koirala	Crime Prevention and Community Safety Specialist
Wojciech Koprowicz	ICT Systems and Strategy Specialist
Albert Van Nunen Karioen	Police Training Specialist
Muminun Nessa	Victim Support Specialist

<u>Civil Service Change Management Programme (CSCMP)</u>

Vladimir Momcilovic	Project Manager
Peter van de Pol	Change Management Expert
Susana Evangelista Leones	Training Manager
Main Uddin Ahmed	Training Associate

Non Governmental and Civil Society Organisations

Manzoor Hasan	Director, Institute of Governance Studies, BRAC University
Ekram Hossain	Project Officer, Institute of Governance Studies, BRAC University
Mahfuz Anam	Editor & Publisher The Daily Star
Pranab Saha	News Editor, Ekushey Television Ltd.
Md. Mahbubur Rahman Tulu	President, Bangladesh Union Parishad Forum
Md. Shamiul Hoque Abul	Finance Secretary, Bangladesh Union Parishad Forum

Others

Akbar Ali Khan	Former adviser
Badiul Alam Majumdar	Secretary Shujan (Citizens for Good Governance), and Global Vice-President and Country Director The Hunger Project
Salahuddin M. Aminuzzaman	Professor of Public Administration, University of Dhaka
Sue Nelson	External evaluator for the elections programme
John Tacon	External evaluator for the Chittagong Hill Tracts programme

Chittagong

Chittagong Metropolitan Police

Md. Naimul Hasan   Assistant Police Commissioner (port)

Potenga Thana

Shahidannar   Constable
Milirani Barua   Constable

Panchlaish Thana

Udhayan Chowdury   OC

41 Ward Community Police Forum

Saleh Ahmed Chowdhury   President

Sirajganj

Md. Jahangir Hossain   District Facilitator, District Sirajganj
Union Parishad Chairman and Members, members of
WDCs, SSCs, UPPCs and other people of UP Garadah,
Upazila Shajadpur, District Sirajganj
Union Parishad Chairman and Members, members of
WDCs, SSCs, UPPCs and other people of
UP Madhainagar, Upazila Tarash, District Sirajganj

Annex 5

Documents, web sites and other relevant material consulted

The references to documents, websites and literature consulted during the assignment have been grouped in different categories. The first category, general, refers to documents that are not linked to specific programmes, projects or outcome areas. The other seven categories list the documents that have been consulted for the seven outcome areas of the CPAP. If a document is relevant for more than one outcome area, it is only listed in the first outcome area for which it is relevant.

General

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Annex 6

A participatory exercise involving UNDP staff in the governance cluster

A participatory exercise involving UNDP staff in the governance cluster was undertaken with the evaluation team on 12 November 2009, prior to the evaluation team briefing the UNDP staff and senior management on tentative findings. The purpose of the exercise was to:
   a) identify achieved results, lessons and scope for improving progress towards expected outcomes as seen by staff themselves, and

   b) ascertain the extent of issues, constraints and/or lessons cutting across units within the governance cluster, as seen by staff.

Staff were informed that the data generated by this evaluation exercise will be useful in validating coverage of evaluation observations, in identifying gaps and/or scope for improvements in the data and analyses of evaluation work to date, for exploring possible lessons and recommendations, likely reactions, implications and follow-up and, hopefully, building internal ownership in the evaluation. It was also indicated that the data generated by the exercise would be recorded in the evaluation report.

The exercise

The exercise involved 16 staff in the governance cluster sitting in four groups, according to their major thematic responsibilities, as follows:
Table 1: Local governance
Table 2: Parliament and Elections
Table 3: Public Administration, e-governance and access to information
Table 4: Human rights, justice, human security and Chitaggong Hill Tracts (CHT)

Staff were given three tasks to complete, described in each individual's instruction sheet as follows:

Task 1 What are UNDP's top three results, since January 2006, that contributed to the expected outcome: (each group covered 1-2 outcomes as listed above)

(Task to be completed within five minutes)

Each person is requested to identify up to three results which UNDP achieved since January 2006 that she/he feels contributed most to progress towards one of or/and both the above stated outcomes expected from the country programme.
   • Each person records her/his results on separate Post-It© notes and sticks them on the flip chart 1 for the concerned outcome.
   • Discuss in group the identified results and agree which three results contributed most to the outcome expected from the country programme.
   • Record these top three results on the same appropriate flip chart.
   • Select one person to present the top three results of each flip chart to the plenary, taking no more than one minute for the presentation of each outcome.

Task 2: What UNDP could have done differently in order to contribute more to the outcome: (each group covered 1-2 outcomes as listed above)

(Task to be completed within five minutes)

Each person is requested to identify up to two things that UNDP might have done differently, in the past three years, (and/or different things) in order to contribute even more to the above stated outcomes.
- Each person records each "different" item on separate Post-It[©] notes and sticks them on the flip chart 2 for the concerned outcome.
- Discuss in group the entries and agree on up to three "different" items that you consider would have contributed most to the outcome expected from the country programme.
- Record these items on the same appropriate flip chart.
- Select a second person to present these "different" items of each flip chart to the plenary, taking no more than one minute for the presentation of each outcome.

Task 3: Lessons from your unit's experience that could help other units within the governance cluster

(Task to be completed within five minutes)

Each person is requested to identify up to three lessons from her/his experience in the unit (or elsewhere) that she/he thinks could help one or more of the other units within the governance cluster make even more progress towards their outcomes. These "lessons" can be specific to just one other unit or could relate to all units.
- Each person records each "lesson" on separate Post-It[©] notes and sticks them on flip chart 3.
- Discuss in group the entries and agree on up to three "lessons" items that you consider would make the biggest difference in enabling UNDP to contribute more to the governance outcomes expected from the country programme.
- Record these items on the same flip chart.
- Select a third person (or throw a coin if you're only two ☺ …) to present these "lessons" to the plenary, taking no more than one minute for the presentation.

Staff views of top results, things to do differently (or different things to do) and lessons for other units in Governance

In response, staff prepared three flip charts for each outcome as summarized below.

Functioning parliamentary oversight and accountability mechanisms
Top three results:
- Standing Committees were formed in the first session of parliament.
- Ratification of major ordinances promulgated by CTG indicated functioning of parliamentary oversight.
- Active participation of opposition in parliamentary Standing Committees.

Other results recorded by staff included:
- Increased transparency through utilization of web site for disseminating information.
- Environment committee formed sub-group to develop vision for water management.

Top two things that could have been done differently or different things that could have been done:
- Begin UNDP assistance more promptly after the formation of the new parliament after the election.
- Need more harmonized support to parliament.

Other things that might have been done differently, as recorded by staff included:
- Initiative to bring two parties together to prevent opposition boycott.

The top three lessons from this area for other units within the governance cluster:
- Political will for national change at the top is a requirement for national ownership.
- Be open to immediate response to the needs of national counterparts, without much lag-time. Otherwise opportunities may be missed.
- An exit plan should be part of the project document to ensure sustainability, and so that the government also signs on to this.

Other lessons noted by staff included:
- Innovative stop gap measures for HR/personnel.

Electoral assistance coordinated and electorate informed of voting rights and responsibilities

Top three results:
- 81 million voters registered including 51% women through PERP, a collaboration between nine donors.
- A highly praised free and fair national election held with 87% turnout, with voters well informed on their rights and what they had to do when they were in the voting centers.
- An active working group on elections formed by LCG, in which UNDP was a regular and active participant, and where the partners in the group were well informed of each others activities.

Other results recorded by staff included:
- Creation of the photo voter list through a pool funded project.
- Public awareness through electronic and print media on voting rights and procedures.
- Regular representation and participation at elections working group of the LCG.

Top two things that could have been done differently or different things that could have been done: None[66]

The top three lessons from this area for other units within the governance cluster:
- MoU between BEC and election working group (civil society) was very effective in bringing government/civil society together.

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[66] For several units, no lessons for other units in the governance cluster are mentioned. This was either because there were no specific issues, or because the outputs for Task 3 were discussed in small groups with more than one unit, and the group discussion results were presented as one, not unit-specific.

Human rights/security promoted and protected

Top three results:
- Establishment of NHRC.
- Nationwide Community Policing Network established.
- Victim support center model introduced.

Other results recorded by staff included:
- PRP obtained and sustained police commitment to women and children rights.

Top two things that could have been done differently or different things that could have been done:
- Project structure should have allowed more engagement with CSOs and NGOs, not only with formal institutions.
- More strategic approach. There were individual project targets for specific institutions, but no overarching strategy to bring those interventions together.

Other things that might have been done differently, as recorded by staff included:
- Develop a format for regular periodic thematic reports to our institutional partners on issues they should care about.
- Develop a focus or theme for A2J to address vulnerable group.

The top three lessons from this area for other units within the governance cluster:
- Civil society involvement should be ascertained in greater detail in the project document.
- Development of knowledge product and information sharing between projects. Better sharing of knowledge would help to build a programmatic strategy, and to move beyond reporting of progress for individual project activities.
- Better data management and analysis, which also relates to sharing knowledge and building strategies.

Other lessons noted by staff included:
- Transparency is a priority for all. The government should be encouraged, facilitated and led to publish data, as this will allow all to do better planning.
- Finding ways to bring civil servants and civil society together.

Informed participation of vulnerable groups in policy dialogue

Top three results:
- ICT4D is made a strategic priority and recognized as an effective tool for poverty eradication.
- e-Govenance is now refocused towards service delivery, from its previous technology centric process automation focus. e-Governance is not about making the office look better, but about reaching out better.
- Shared access point models (like e-centres) have been tested and are now being adopted by the government for upscaling throughout the country.

Top two things that could have been done differently or different things that could have been done:
- ICT could have been better integrated with all other projects of UNDP. There are informal arrangements between projects, but it could have been done better institutionally.
- ICT4D could have been promoted as a theme, with a more pro-active collaboration and co-ordination between donors.

Other things that might have been done differently, as recorded by staff included:
- More could have been done on integrating the private sector, and building up networks with the private sector.

The top three lessons from this area for other units within the governance cluster: None

Local governance capacities enhanced in formulation, partnerships

Top three results:
- UPs are better able to engage people's participation in local development and planning, and to identify development schemes that address the local needs.
- The people perceive UPs as more transparent, trustful and being better service providers. The people are more aware of what the UPs are supposed to do, and understand they are service providers.
- UPs financial capacity enhanced through: a) access to discretionary funding from the central government; b) the increase in transparency and trust results in a significant increase in local tax collection; and c) better financial management procedures are in place.

Other results recorded by staff included: None

Top two things that could have been done differently or different things that could have been done:
- The project targets the best performing UPs (through financial audit and compliance with performance criteria) to provide them with extra resources, but little is done to improve the performance of the weaker UPs so that they have a better chance to qualify in the next year.
- Stronger awareness campaign to educate the population on rights and expectations earlier in the life of the project.

Other things that might have been done differently, as recorded by staff included:
- Look at demand driven capacity building early.
- Improved women participation in policy planning at UP level.
- Increased income generating activities.

The top three lessons from this area for other units within the governance cluster:
- Mechanisms for enhancing own resource mobilization. This is key to sustainability.
- Participatory management enhances ownership of the project by the target group and beneficiaries.
- Having the right staffing balance. During piloting of new initiatives, projects need more staff (for the piloting itself and to stimulate the learning), but for long-term sustainability lower staffing levels are the norm.

Other lessons noted by staff included:
- Women participation has to be qualitative, not only quantitative.

Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive

Top three results:
- Reform in the recruitment process through decentralization and transparency in results. In the last exams for public servants, forms were distributed at, and could be submitted at the district office. People did thus not have to travel to Dhaka to submit their forms, and it also cut back on petty corruption. "Transparency in results" refers to the possibility for the candidates to their test result marks from the Public Service Commission for a small nominal fee (10-20 Tk).
- High political commitment on reform issues (PAR).
- Ethics curricular in all public sector training institutions.

Other results recorded by staff included:
- Civil Service Act, promotion and placement policy, career planning approved by PM.
- National consensus on change process including civil service act, citizens charter etc.
- Consensus workshop on national ownership on the sector harmonization and coordination of donor support in civil service reform.

Top two things that could have been done differently or different things that could have been done:
- UNDP could have taken lead in donor coordination in PAR since 2004.
- UNDP could have involved CSOs in creating citizens platform to discuss PAR issues, and to raise people's voices.

Other things that might have been done differently, as recorded by staff included:
- UNDP could have developed greater partnership with the media and civil society.

The top three lessons from this area for other units within the governance cluster:
- Once ownership by the government is assured, it can create significant opportunities for achievement of results and success.
- Local governments, e-governance and the Civil Service could have more systematic collaboration to achieve the same objectives, e.g. enhanced service delivery.
- Intervention advocacy by senior management with development partners and think tanks in thematic areas for governance cluster.

Institution building in CHT for improved and inclusive development with community participation

Top three results:
- Adoption of the training module for civil servants who are to be posted in the CHT area. Posting in CHT was often seen as a "punishment" posting, because of the difficult conditions there. The Public Administration Training Center now use this module on CHT for people being posted there. It helps to change the civil servants' attitude and approach to working in CHT.

- CHT women network established. Civil society in CHT is a bit scarce, compared to the rest of Bangladesh, so this network helps to fill this gap.
- Community outreach of local government enhanced. People were generally not well informed about the functions, responsibilities and the type of services local governments can provide. The project helped to bridge this information gap, and the local governments are now participating in community empowerment.

Other results recorded by staff included:
- Enhanced capacity of traditional leader.

Top two things that could have been done differently or different things that could have been done:
- Earlier involvement of the Hill District Councils in managing grants for sustainability. Could have saved time in the transfer of responsibility.
- Procurement and HR capacity building of the local government.

Other things that might have been done differently, as recorded by staff included:
- Better integration between projects/project outcomes in particular CHT.

The top three lessons from this area for other units within the governance cluster: None

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One lesson from this exercise is that the time allocated for the group discussions was probably a bit too tight. It would have been better to allocate 90 minutes for this exercise, instead of the scheduled 60 minutes.

Annex 7

<u>Supporting tables</u>

Table 1   Statements of intended governance outcomes in key programming documents relevant to UNDP, 2005-2006

Table 2   CPAP's allocation of resources by outcome within governance (US$000)

Table 3   CP outcomes, CPAP outputs, projects and partners in governance: 2006-2010

Table 4   Baselines, outputs, indicators and partners for each governance outcome, as agreed in CPAP

Table 5   Durations of Projects in UNDP's Governance Portfolio

Table 6   Comparison of CPAP and project document (CPSCM) outcomes, outputs and indicators for CP outcome 1.6 "Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive"

Table 7   Progress towards CP outcome 1.6 "Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive" – working sheet

Table 8   Civil servants by gender at each level of the administrative cadre in November 2009

Table 9   Changes in the system of recruiting civil servants introduced in 2007with the advocacy support of UNDP

Table 10   Interventions in reform of public administration funded by development partners

Table 11   UN Human Rights Treaties and Conventions ratified by Bangladesh

Table 12   Outcome 1.1 Functioning parliamentary oversight and accountability mechanisms – working sheet

Table 13   Parliamentary support: follow-up on recommendations of evaluation of December 2006

Table 14   Summary of results of partnership survey in 2007

Table 15   Outcome 1.5 Local governance capacities enhanced in policy formulation, partnerships – working sheet

Table 16   Outcome 1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities – working sheet

Table 1. Statements of intended governance outcomes in key programming documents relevant to UNDP, 2005-2006

PRSP	UNDAF	CPD	CPAP	UNDP Projects funded 2006 -2009
1. Reform of judicial systems 2. Public administration reform 3. Anti-corruption 4. Decentralization 5. Strengthening accountability and participation 6. Public expenditure management	1. Policies and laws to ensure progressive fulfillment of human rights established, streamlined and implemented. 2. Institutional capacity and mechanisms to promote and implement human rights and democratic governance established and strengthened 3. Advocacy, communication and partnerships with governmental bodies and NGOs strengthened. 4. Knowledge management systems in place and functional to consolidate research and information on children, women and vulnerable groups	1.1 Functioning parliamentary oversight and accountability mechanisms	1.1 Functioning parliamentary oversight and accountability mechanisms	-Parliament and Political Party Reform -Programme on Parliament (PA)
		1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities	1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities	-Preparation of Electoral Roll with Photographs (PERP) - Support to Electoral Process - Translucent Ballot Boxes - Construction of Upazila Server Station
		1.3 Human rights/security promoted and protected	1.3 Justice, human rights and security promoted through capacity enhancement and ensuring better access to justice	-Police Reform Programme -Promoting Access to Justice and Human rights in Bangladesh (A2J) -Activating Village Courts in Bangladesh
		1.4 Informed participation of vulnerable groups in policy dialogue	1.4. Access to information for citizens promoted through the creation of information portals and localisation of contents	- Access to information - Assistance to SICT for strengthening Planning Division, ERD and IMED
		1.5 Local governance capacities enhanced in formulation, partnerships	1.5 Covered under "Economic Growth & poverty alleviation: "3.2 Expanded mployment & poverty alleviation opportunities for poor and vulnerable in rural & urban areas though effective local governance, community partnerships & basic services delivery	-Strengthening Upazila Parishad -Local Governance Support Project-Learning and Innovation - Sirajganj local governance development fund project
		1.6 Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive	1.6 Public administration made efficient, transparent, accountable effective, responsive, & gender sensitive	- Civil Service Change Management Programme
			1.7 Institution building In CHT for improved and inclusive development with community participation	-Promotion of Development and Confidence Building in the Chittagong Hill Tracts

Sources: PRSP (p161), UNDAF (pp17-19), CPD, CPAP, ToR and CO

Table 2 CPAP's allocation of resources by outcome within governance (US$000)

Outcome	Resources	2006	2007	2008	2009	2010	Total
1.1 Parliament	UNDP	683	300	250	267	-	1500
	Other	113	1000	500			1613
1.2 Electoral system	UNDP	42	1100	455	875	528	3000
	Other	-	100	450	875	500	1925
1.3 Human rights, security & justice	UNDP	1300	1100	500	500	600	4000
	Other	3500	3050	1000	1000	500	9050
1.4 Access to information & participation	UNDP	1250	100	467	250	533	3500
	Other	848	1799	1900	2300	1500	8347
1.5 Local governance	UNDP	3139	4070	1400	1050	1041	10700
	Other	2000	12500	17500	20500	19000	71500
1.6 Public administration	UNDP	1100	1400	500	750	750	4500
	Other	-	250	750	725	775	2500
(1.7) CHT community participation	UNDP	1500	1000	500	500	-	3500
	Other	-	11000	11000	10500	10500	44000

Sources: CPAP & CO. The categorization of outcomes and their sequencing in the CPAP differs from that in the CPD (see comments of the evaluation team in Section 3.8. The categorization and sequencing here follows that of the CPD on which the ToR of this evaluation were based.

Table 3 CP outcomes, CPAP outputs, projects and partners in governance: 2006-2010

CP Outcome	CPAP Output(s)	Project(s)	Project budget(s) US$m	Partners (CPAP)	Comments
1.1 Functioning parliamentary oversight and accountability mechanisms	Enhanced democratic practices through strengthened working of Parliament, its infrastructure, capacity & knowledge management	Parliament and Political Party Reform DAS 12	0.7	National Parliament, Parliament Secretariat, UNOPS, CSOs	
		Prep. Assistance Programme on Parliament	0.5		
1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities	Improved working of the Election Commission & strengthened electoral process towards free & fair elections	Preparation of Electoral Roll with Photographs (PERP)	81	Election Commission, Election Commission Secretariat, ETI, European Commission, UNOPSs, NGOs, CSOs	Projects are being evaluated separately. Cross reference will be made to the known data, analysis findings & recommendations of that evaluation.
		Support to Electoral Process	3.2		
		Translucent Ballot Boxes	6.2		
		Construction of Upazila Server Station	30		
1.3 Human rights/security promoted and protected	1) Established institutional framework for protection of human rights and disseminated HR status particularly of the disadvantaged	Promoting Access to Justice and Human rights in Bangladesh (A2J)	3	MoLJPA, NGOs, CSOs	
		Activating Village Courts in Bangladesh	15		
	2) Reformed Bangladesh Police and developed capacity for improved law and order	Police Reform Programme	16.5	MoLJPA, NGOs, CSOs	A new Phase 2 follows initial project, completed in mid 2009, with total budget of 24.3
1.4 Informed participation of vulnerable groups in policy dialogue (CPAP: Access to information for citizens promoted through the creation of information portals and localization of content)	Improved access to public information by bringing in legal changes through participatory process and technology applications	Access to information	5	Prime Minister's Office	These cross cutting projects are not categorized under governance in the CPAP, but are included in the evaluation.
		Assistance to SICT for Strengthening Planning Division, ERD and IMED	1.2	Planning Division, ERD and IMED	

CP Outcome	CPAP Output(s)	Project(s)	Project budget(s) US$m	Partners (CPAP)	Comments
1.5 Local governance capacities enhanced in formulation, partnerships, (CPAP: 3.2 Expanded employment & poverty alleviation opportunities for poor and vulnerable in rural & urban areas though effective local governance, community partnerships & basic service delivery	3.2.1 Basic service delivery capacities & participatory governance practices enhanced to benefit of poor	Sirajgani Local Governance Development Fund	8.9	MoLGRD&C, (LGD), LGED, UNCDF, UNOPS, UN-Habitat, UNICEF, WB, NGOs, CSOs,	
		Local Governance Support Project-Learning and Innovation Component	18.1		
		Strengthening Upazila Parishad (UZP) through Capacity Building Initiatives and Policy Advocacy	0.8		
1.6 Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive.	Strengthened capacity of civil service by way of designing and implementing a comprehensive plan for improved organizational performance, including ICT applications; merit-based recruitment; citizen oriented training and aid governance	Civil Service Change Management Programme	5.5	MoEst, CabDiv, SPATC, BPSC, JICA, RNE, AusAid, UNOPS, NGOs, ERD, Planning Division/ Commission, IMED, Line Ministries, NEAs, NIAs, Bangladesh Sank; NGOAB	
(1.7) Institution building in CHT for improved and inclusive development with community participation	Institution built in CHT for improved and inclusive development with community participation	Promotion of Development and Confidence Building in the Chittagong Hill Tracts		MoCHTA, USAID, NORAD, EC, AusAID, JICA NGOs	The project is being evaluated separately. Cross reference will be made to the known data, analysis findings & recommendations of that evaluation.

Sources: CPD & CPAP, ToR, email of Nandita Dutta of 14 October, 2009

Table 4 Baselines, outputs, indicators and partners for each governance outcome, as agreed in CPAP

Outcome, output & partners	Output target	Output Indicator
1.1 Functioning parliamentary oversight and accountability mechanisms	1. Strengthen functioning of the Parliamentary Committees	Parliamentary Budgetary Analysis Unit Established; No. of MPs engaged in budget analysis, Committee Chairs exposed to developed Parliaments, Committee consultation with CSOs
Baseline: Committee system perfunctory; merit based HR policy in Secretariat absent	2. Increased Capacity of the Parliament	No. of MPs & staff trained, No/types of training; No. of debates on policy &MDG issues; increased use of IT enabled services by MPs
Indicator: Committee system strengthened & more effective. HR policy formulated	3. Increased empowerment of gender in the Parliament	No. of women MPs trained, Seats held by women, gender mainstreaming through regional & international workshops; women MPs included in the Committees; Gender caucus meets CSOS and local representatives; CEDAW issues supported in the Parliament
Output: enhanced democratic practices through strengthened working of Parliament, its infrastructure, capacity & knowledge management	4. Developed Infrastructural Facilities	ICCTV and other equipment installed; Sound system of the House improved; intranet & interactive website for the Parliament established with public access
Partners: National Parliament, Parliament Secretariat, UNOPS, CSOs	5. Dissemination of Parliamentary and Legislative information	Parliament media centre established; IEC materials prepared; Record of Parliamentary Committees and legislative wing streamlined
	6.Parliament Secretariat made function based	Job description of Secretariat officials established; data base established in Secretariat & library; e-governance services initiated
1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities	1. Legal reforms of EC	Modified code of conduct published; No. of legal documents revised
Baseline: Elections under neutral caretaker governments	2. Voter data base maintained	Voters' lists updated and data base corrected
Indicator: election system improved, impartial elections held	3. Strengthened capacity of EC	No. of officials exposed to electoral systems and processes in the region; No. of EC officials trained; equipment procured and delivered; ETI supported
Output: improved working of the Election Commission & strengthened electoral process towards free & fair elections	4. Voters' rights and civic awareness enhanced	Extent of campaign launched to increase voters awareness and turnout including women voters; No. of NGOs/ CSOs involved in monitoring; No of media coverage of debates & voter information centres
Partners: Election Commission, Election Commission Secretariat, ETI, European Commission, UNOPSs, NGOs, CSOs	5. Election information made available to all stakeholders	Training materials and knowledge objects made available to citizens; IT enabled services available/accessed by EC officials and citizens
1.3 Human rights/security promoted and protected	1. Formal institution for protection of human rights established and supported	HR Commission established; No. of officials. religious leaders trained in HR issues; Establishment of an international treaty desk in the MoLJPA; Draft on Right to Information Bill agreed
Baseline: HR situation not satisfactory; People perceive police as oppressive institution, not assured of justice and security because of power and influence	2. HR status disseminated:	Publication and dissemination of HR status particularly of the disadvantaged; decrease in number of human rights complaints
Indicator: HR Commission established; Crime prevention strategy developed and operationalised	3. Steps for penal and prison reforms initiated and ADR system supported	Needs identified for prison reforms; Reform strategy implemented and updated jail code published; No. of court/mediation cases;
Output: 1) Establishment of institutional framework for protection of human rights and dissemination of HR status particularly of the disadvantaged; 2) Reforming Bangladesh Police and developing capacity for improvement of law and order	4. Improved police-community engagement established for better prevention and reporting of crimes, enhance victim support and response to women	Communication strategy developed; Crime prevention strategy prepared.; Eleven Model Thana established; Crime prevention center established at PHQ; Number of Police trained on awareness building; Crime prevention committee formed.
Partners: MoLJPA, NGOs, CSOs	5. Effectiveness of police enhanced for crime prevention, high quality operations and investigations	Strategic plan and research unit. Information management strategy. Anticorruption strategy, Standard Operating Procedure Of Police and code of ethics established

Outcome, output & partners	Output target	Output Indicator
1.4 Informed participation of vulnerable groups in policy dialogue (CPAP: Access to information for citizens promoted through the creation of information portals and localization of content)	1. Support GoB for review Official Secrets Act. and revise Government Servants Conduct Rules	Extent of modifications to existing Acts/Rules carried out
Baseline: Public access to information minimal; Official Secrets Act still in place	2. Government- CSOS dialogue on draft Right to Information Bill.	GOs- CSOS dialogue/activities on draft Right to Information Bill.
Indicator: Improved disclosure and access to public information	3.Availability and accessing of citizen services	Government institutional capacity on ICT developed. Implementation of National ICT Policy relating to access to information and e-governance.
Output: Improved access to public information by bringing in legal changes through participatory process and technology applications	4. Telecom governance strengthened	telecom-related HR developed; library/information centre established; competitiveness among telecom service providers enhanced
Partners: MoI, MoLJPA, Media, NGOs, CSOs		
1.5 Local governance capacities enhanced in formulation, partnerships, (CPAP: 3.2 Expanded employment & poverty alleviation opportunities for poor and vulnerable in rural & urban areas though effective local governance, community partnerships & basic services delivery	Local Governance: 1. Target Mechanism established and applied for transparent formula-based and performance linked funding of UPs, Improved legal and regulatory framework for UPs	Guidelines developed and applied in select UPs ; proposals for refined policy, legal, and regulatory framework prepared
Baseline: 25m households borderline non poor; no affordable national insurance or safety nets; poor rely on informal networks & NGOs; 2 million employed in garments sector, garments sector contributes 75% total exports, no CDSs or UPDTFs in place	2.Target: Participatory planning procedures applied	Guidelines/manuals developed and in use
Indicator: policy benefiting poor & vulnerable framed & guidelines established, number of CDSs or UPDTFs in place	3.Target: Effective GoB management of REOPA	Best practices introduced and sustained within REOPA management
Output: 3.2.1 Basic service delivery capacities & participatory governance practices enhanced to benefit of poor 3.2.2 increased social protections services provided to specific vulnerable sections of people, particularly urban poor & disadvantaged groups in urban areas 3.2.3 improved capacity for effective local economic development planning at urban communities & elected local governments for urban poverty reduction & employment generating export led growth	4. Social protection services provided to VGs through policy advocacy, networking, institutional capacity building and community mobilization, with special locus on the urban poverty	No. of policy advocacy and community mobilization events held and networks established with community and civil society; No. of LG/municipal public officials trained on protection of VGs; No. of social safety nets identified and established;
Partners: MoLGRD&C, (LGD), LGED, UNCDF, UNOPS, UN-Habitat, UNICEF, WB, NGOs, CSOs, MoLJPA, MoC, Trade Associations	5. Target: Legislative and policy frameworks reformed and enforced to achieve access to basic services to VGs	New pro-worker laws and policies framed and guidelines established; No. of owners, workers and officials trained
	Urban/Community Interventions and Trade related targets: 1.Urban poverty reduction strategy developed	Adoption of the strategy by appropriate authorities
	2.City Development Strategies(CDS) developed	No. of CDS developed
	3.Urban Poor Development Trust Funds established and implemented	At least 4 UPDTF established
	4.Group business activities promoted	Group businesses formed by urban poor
	5. Training and apprenticeships leading to sustainable employment	No. of persons trained

Outcome, output & partners	Output target	Output Indicator
	6.Participation and accountability mechanisms adopted	No. performance assessments made and open budget meetings held
	7. Pro-poor trade policy and business strategy prepared and implemented; capacity and work environment of select trade And export-oriented industries enhanced	Action plan prepared& implemented for labour intensive export-oriented trade & industrial growth; No. of training programmes for product development & business skills enhancement conducted; Visible improvement in workplace security & facilities
1.6 Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive.	1. Comprehensive policy and institutional development plan for civil services worked out and executed	Extent of changes in civil service career planning, performance and conduct; change in peoples perception on ethical behaviour of civil servants
Baseline: Centralised public administration weak in terms of efficiency, effectiveness and accountability	2. Reviewing and updating BPATC training curriculum	No. of training course curricula reviewed, training conducted on revised curricula, public service officials trained on development issue; Internet & LAN connections in BPATC established;
Indicator: Complement government and donors initiatives for reforms	3. Review effectiveness of PSC HRM policy Indicator.	extent of studies conducted and reforms made to update HRM
Output: Strengthened capacity of civil service by way of designing and implementing a comprehensive plan for improved organizational performance, including ICT applications; merit-based recruitment; citizen oriented training and aid governance	4. Design, update and expand ICT network	No. of connectivity established in and around Planning Commission; Extent of G2G access; No. of system studies conducted; Expansion of maintenance teams
Partners: MoEst, CabDiv, SPATC, BPSC, JICA, RNE, AusAid, UNOPS, NGOs, ERD, Planning Division/ Commission, IMED, Line Ministries, NEAs, NIAs, Bangladesh Sank; NGOAB	5. Understanding and practice of NEX procedures promoted; NEX Manual revised; practitioners trained; execution support extended	Revised Manual in place; No. of Manuals, guidelines etc. prepared; M&E system installed; No. of training courses conducted and officials trained;
	6. Aid and debt recording and analysis processes strengthened	Computer skill improved; DMFAS installed, core group of officials formed and trained; database established and updated.
	7. UN-GoB harmonization	Improved understanding of all stakeholders of new system; Implementation facilitated and evaluated; Harmonization achieved; Extent of compliance to new system
	8. Effective implementation of UNDP CP	No. of reviews/evaluations made and reports published
(1.7) Institution building in CHT for improved and inclusive development with community participation **Baseline:** Community empowerment under Quick Impact Fund (QIF) is operational and expanding	CHT institutions fully performing; increased development awareness; Youth Employment Fund operational; improved school attendance rates	Institutional management plan implemented; 40% key staff trained; development outreach maximised; key institutions function; Income increasing, living standard improving; decreased youth unemployment: teachers trained, girl enrolment increased by30%
Indicator. Effectiveness and coverage enhanced **Output:** Institution built in CHT for improved and inclusive development with community participation and self reliance in an environment of enhanced security **Partners**: MoCHTA, USAID, NORAD, EC, AusAID, JICA NGOs	More self-reliant communities; declining incidences of social unrest	No. of local Committees formed to implement QIF projects; No. of PDCs formulated development plans; dialogues, Study tours and exchange visits for confidence building organised and facilitated; police trained in human rights deployed; Studies on indigenous affairs completed

Source: CPAP, 2006-2010

Table 5 Durations of Projects in UNDP's Governance Portfolio

Programmes/Projects	2005	2006	2007	2008	2009	2010	2011	2012	2013
Outcome 1.1: Functioning parliamentary oversight and accountability mechanisms									
Strengthening Parliamentary Democracy	█	█	█						
Parliament and Political Party Reform				█	█				
Preparatory Assistance Programme on Parliament					█				
Outcome 1.2: Electoral assistance coordinated and electorate informed of voting rights and responsibilities									
Preparation of Electoral Roll with Photographs			▒	▒	▒	▒			
Support to the Electoral Process				▒	▒				
Translucent Ballot Boxes				▒					
Construction of Upazilla Server Station				▒					
Outcome 1.3: Human rights/security promoted and protected									
Police Reform Programme	█	█	█	█	█	█	█	█	
Promoting Access to Justice and Human Rights			█	█	█	█	█		
Activating Village Courts				█	█	█	█	█	
Outcome 1.4: Informed participation of vulnerable groups in policy dialogue									
Access to Information		█	█	█	█	█	█		
Assistance to Strengthening ICT (Planning Division, ERD & IMED)	█	█	█	█	█	█			
Outcome 1.5: Local governance capacities enhanced in formulation, partnerships									
Sirajgani Local Governance Development Fund	█	█							
Local Governance Support Project – Learning and Innovation Component			█	█	█	█	█		
Strengthening Upazila Parishad through Capacity Building Initiatives			█	█	█				
Outcome 1.6: Local governance capacities enhanced in formulation, partnerships									
Civil Service Change Management Programme				█	█	█	█	█	
Institution building in CHT for improved and inclusive development with community participation									
Promotion of Development and Confidence Building in CHT	▒	▒	▒	▒	▒	▒	▒	▒	▒

Source: http://www.undp.org.bd/projects/index.php and project documents

Outcome Evaluation Mission

█ Project/programme included in the scope of the outcome evaluation mission.

▒ Project/programme to be evaluated by another evaluation mission, and the outcome evaluation mission uses their results.

Table 6 Comparison of CPAP and project document (CPSCM) outcomes, outputs and indicators for CP outcome 1.6 "Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive"

Indicators as given in CPAP and project document				Comments of evaluation team
CPAP Indicator(s):	Complement government and donors initiatives for reforms			Not very meaningful, not SMART, not useful as an indicator or progress. Used only to assess extent of coordination in this evaluation.
Prodoc Indicator(s):	Civil Service practices integrate accountability, transparency & principles of gender equity & human rights.	Key government agencies adopt business processes that strengthen their efficiency, communication with the public & coordination of development assistance.		Used in the evaluation report.
CPAP output target(s)	**CPAP output indicator(s)**	**Prodoc output**	**Prodoc indicator(s)**	**Comments of evaluation team**
1. Comprehensive policy and institutional development plan for civil services worked out and executed	Extent of changes in civil service career planning, performance and conduct;	Development of sustainable political will & political commitment to desired reforms in the civil service	Civil service change management policies are in place Performance of government institutions enhanced through effective service delivery.	
	change in peoples perception on ethical behaviour of civil servants Other (specify) More effective role for ACC (PRSP;) Strengthened watchdog bodies (PRSP) Credible & meaningful indices on corruption & mis-governance developed (PRSP)	Build partnerships in mainstreaming anti-corruption & ethics in Civil service	Partnerships built between Governmen t & CSOs in combating corruption	
2. Reviewing and updating BPATC training curriculum	No. of training course curricula reviewed,	Assist experimental learning and professional development opportunities in public sector training institutions	Training institutions are capable to provide need -based experimental learning to their clien ts.	
	training conducted on revised curricula,			
	public service officials trained on development issues;			
	Internet & LAN connections in BPATC established			
	Other (specify)			
3. Review effectiveness of PSC HRM policy Indicator.	extent of studies conducted and reforms made to update HRM	Improvement in integrated human resource management systems in the civil service	An integrated Human Resources management policy in Bangladesh civil service in place.	
	Other (specify) Strategic strengthening of recruitment & HRD		Capacity of MoE as an agency of civil service personnel enhanced.	

	institutions (PRSP)			
	Review the rationales & mechanisms for talent attraction from within & outside Govt. to senior positions (PRSP)		Capacity developed in PSC	
	Career planning & training wing created in Min. of Establshment (PRSP)			
4. Design, update and expand ICT network	No. of connectivity established in and around Planning Commission;	Support management & monitoring of organizational performance (of pilots), inclusive of e-governance	Development of organizational performance management strategy inclusive of e-governance	
	Extent of G2G access;			
	No. of system studies conducted;			
	Expansion of maintenance teams			
	Other (specify): sustainable e-governance steps introduced in specific areas (PRSP)			
5. Understanding and practice of NEX procedures promoted; NEX Manual revised; practitioners trained; execution support extended	Revised Manual in place;;	Not in project document		CPAP outputs 5 and 8 are specific to UNDP and inappropriate for a project aimed at reforming Bangladesh's civil service. CPAP outputs 6 and 7 relate to specific processes undertaken by sections of the civil service outside the main partners for civil service reform. For these reasons as well as reflecting the fact that none of these CPAP outputs and their associated indicators were reflected in the project document, the evaluation did not cover these.
	No. of Manuals, guidelines etc. prepared;			
	M&E system installed;			
	No. of training courses conducted and officials trained			
	Other (specify)			
6. Aid and debt recording & analysis processes strengthened	Computer skill improved;	Not in project document		
	DMFAS installed,			
	core group of officials formed and trained;			
	database established and updated			
	Other (specify)			
7. UN-GoB harmonization	Improved understanding of all stakeholders of new system;	Not in project document		
	Implementation facilitated and evaluated;			
	Harmonization achieved;			
	Extent of compliance to new system			
	Other (specify)			
8. Effective implementation of UNDP CP	No. of reviews/evaluations made and reports published	Not in project document		
	Other (specify): improved results orientation in projects (PRSP)			

Sources: CPAP and CSCMP project document

Table 7 Progress towards CP outcome 1.6 "Public administration reforms made efficient, transparent, accountable, effective and responsive and gender-sensitive" – working sheet

Outcome analysis
Brief statement of major challenge(s) (source) : in 2006: political will & commitment for change in civil service lacking; recruitment, placement & promotion of civil servants increasingly politicized at all levels.. Rampant politicization and low remuneration results in vicious circles of growing inefficiency, corruption, non-transparency, lack of accountability and unresponsive service delivery. Females greatly under-represented despite quotas. Today: little change even under CTG as unable/unwilling to take on civil service. However, some CTG surviving appointments to public commissions keep alive civil society & partner hopes for reforms, providing political leaders provide an enabling environment. At best, there are mixed signals on the enabling political environment in the 1st year of present government with most observers seeing little underlying change in political will from previous governments. Growing pressures from CSOs, the media and development partners might encourage more focus on improving service delivery, and this may become an entry point for wider reform.
CPAP output: Strengthened capacity of civil service by way of designing and implementing a comprehensive plan for improved organizational performance, including ICT applications; merit-based recruitment; citizen oriented training and aid governance;
CPAP baseline: Centralised public administration weak in terms of efficiency, effectiveness and accountability

CPAP partners: MoEst, CabDiv, SPATC, BPSC, JICA,RNE, AusAid, UNOPS, NGOs, ERD, Planning Division/ Commission, IMED, Line Ministries, NEAs, NIAs, Bangladesh Sank; NGOAB	Many UNDP partners. CSCMP only started in mid 2009 and so far interfaced primarily with MoEst where a mutually appreciated working partnership has been established. Some interaction with Line Ministries in 4 Districts & 2 Divisions. Exploratory discussions with PSC and others including CSOs have yet to result in meaningful partnerships.

A. Evidence & data collected on progress towards outcome since January 2006 (state sources)	
Prodoc Indicator: Civil Service practices integrate accountability, transparency & principles of gender equity & human rights.	"reforms in public administration are needed to eliminate political influence from the civil service" Adviser to PM, HT Imam, as reported in Daily Star, 29 Oct 2009. "With the present government also transferring posting and promoting civil bureaucrats allegedly based on political considerations ….this has been th practicein the administration over the years, causing a major slide in morale and a lack of commitment among civil servants observed a Secretary of an important Ministry" Daily Star, 8/11/09… Suggesting the needs for reform are as great as ever….
	"The current civil service is governed by outdated, colonial rules, and the resulting mindset is one of 'public master', rather than 'public servant'." Placements are not made to match expertise and need of the position, but based on archaic rules and patronage."GOB, July 2009. "22 commissions & committees have so far been formed in different times to streamline the bureaucracy…they produced volumes of repports, but a very few have been implemented….consequently the administrative structure has remained almost the same as it was in colonial times….neither the process of promotions nor the performance evaluation system has been modified …as prmised by the present government " Daly Star,8/11/09 Recognizes that fundamental reforms are still needed.
	Since, xxx 2007 by decision of the CTG, each public institution has to publically display a citizens charter describing its services to the public (verified by observation). This is a positive step providing potential to hold institutions more accountable and adds to transparency. BRAC/IGS State of Governance Reports for 2007 and 2008 present surveys of public perceptions on governance. The 2007 survey revealed a high degree of popular trust in the ACC with 76% respondents thinking that the image of the ACC had greatly improved. 86% of 2008 respondents- identified the anti-corruption drive as a good initiative of the CTG.
	Bangladesh improved in Transparency International's ranking. from "most corrupt country in world" in 2001-2004 to 147/180 in 2008 but corruption remains pervasive e.g, Daily Star of 24/10/09:"the big talk in the country is endemic corruption in the corridors of power & business..the ACC chief saying "We have been made toothless & our claws are being clipped"….corruption has invaded every sphere of our national life… increasingly people are joining politics to make money…"
	Bangladesh acceded to the UN Convention against Corruption (UNCAC) in February 2007. A positive step, together with the July 2008 Govt/IGS analysis of gaps in Bangladesh's capacity to addess its obligations under UNCAC.

Prodoc Indicator: Key government agencies adopt business processes that strengthen their efficiency, communication with the public & coordination of development assistance.	Growing e-governance illustrated by increasing # of government forms online. Public private partnerships established 40,000 local e-centres (UNDAF Review 2007). Pointing to an entry point for incremental reform.
	e.g. "a weak civil service is undermining investment and growth. There is a lack of political will and incentives…." Consultation Paper, Country Planning DFID Bangladesh, July 2008…suggests that not much has changed
	Public confidence in the BPSC is being restored by the Chair/members appointed by CTG but now Ministries are increasingly complaining that BPSC is too rigid….another positive step, but for how long will the government live with the current PSC leadership?
Other indicator More efficient & motivated civil service (PRSP)	Pay Commission announced 50% increase in civil service remuneration, but BGD will still be less than half of equivalent levels in India. NGOs and private sector pay more.
	"recruitment rules, career prospects and incentive structures have militated against induction of meritorious people in the service of the republic. ….there have been attempts to reinstate merit in some units belonging to the executive… Unfortunately the moves have been thwarted by special interest groups within the structure" Daily Star, 23 February 2009
Other indicator % women in decision making processes (PRSP)	2 out of BCS's 63 Secretaries were women as at 3/11/09 compared to 1 in 2006. 16% of Administrative cadre were female on 3/11/09 (see table 8) compared to 12% of all civil servants in 2002 (WB 2002)
B. Major reasons given for progress and/or lack of progress towards outcomes (state sources)	

A BRAC/IGS review of public administration in Bangladesh, (Ferdous Jahan, December 2006) documents how both political parties, when in government proceeded to increasingly politicize the civil service in 1990s and 2000s… so that 'promotion decisions are no longer being made according to seniority or merit; rather importance is given to party loyalty; this is causing a severe damage to the morale of the civil servants..'' It concluded that politicization of the civil service was due to two main factors: "after retirement, senior bureaucrats began "infiltrating the ranks of politicians". Second, the bureaucracy allowed itself to be politicized. The political parties did not prevent this, as the bureaucracy's support was necessary to run and manage the country. This gave rise to massive politicization and to an erosion of the traditional values of public service neutrality held by the bureaucracy…" In addition to increasing politicization, defective recruitment contributed to the declining status and appeal of civil service careers. A survey found that 82% of prospective candidates and 75% of entry level civil servants considered recruitment process corrupt.

"BCS provides no reward for good performance nor are poor performers penalized. Political connections, nepotism and bribery largely determined recruitment, placements and promotions…… " a former top civil servant

"A faulty quota system has become a significant obstacle in recruiting competent persons to the civil service. According to the present policy, only 45% of new BCS staff recruitment is strictly merit based while the majority joins through a complex quota system…special provisions for minorities, children of freedom fighters, district representation….practically all research and analyses of the civil service have recommended a modification of the present system" BRAC/IGS January 2008
"Frequent transfers of civil servants can, in any case, erode whatever benefits training has produced. Sometimes, a civil servant undergoes training in a certain subject only to be posted to an unrelated assignment" (WB, 2002) Civil servants see rotation as opportunity for promotion….
"In BCS performance appraisal only 4 points are awarded for quality performance and 4 for quantity and the other 92 points for more general considerations such as communications skills, loyalty etc, so even high performers may score badly overall and vice versa…in short, the system doesn't differentiate for performance…." the party in power prepares a black list based on membership of student fronts or other known political allegiances" ex-Cabinet Secretary.

CTG aggressively pursued anti-corruption in 2007 but this lost steam in 2008 as the media/general public support for the military waned and top politicians won opening legal battles with the result that they were released from jail to compete in 12/2008 election.
The CTG was absolutely dependent on the civil service & therefore unwilling to also tackle civil service reform.

	C. Evidence & data collected on progress towards CPAP/prodoc[67] outputs since January 2006 (state sources)			
CPAP output target	CPAP output indicator	Prodoc output	Prodoc indicators	Evidence & data
1. Comprehensive policy and institutional development plan for civil services worked out and executed	Extent of changes in civil service career planning, performance and conduct;	Development of sustainable political will & political commitment to desired reforms in the civil service	Civil service change management policies are in place	CTG agreed in principle with a UNDP policy note that recommended reforms in performance appraisal, career planning, placement and promotion the Civil Service Act. (UNDAF Review 2007) CSCMP appears to have earned the trust of MoEst: In meeting with ADB & UNDP on 15/7/09, MoEst entrusted responsibility for redrafting the Civil Service Act to UNDP. CSCMP is also preparing a roadmap for Civil Service Change for submission to MoE in Nov 09; and a draft statement of MoEst's vision and functions. MoEst. Indicated that it aims to submit the new Civil Service Act to Parliament in February 2010 CSCMP prepared a concept paper on a Strategy for Civil Service Change in Sept 09
			Performance of government institutions enhanced through effective service delivery.	CSCMP conducted 4 District and 2 Division workshops to discuss what citizens really need in social services and how their needs can be met by local govt. agencies with limited resources… aim to develop process to prioritise services and hold institutions concerned to account. Citizens' feedback could become an element of officials' performance evaluation.
	change in peoples perception on ethical behaviour of civil servants Other (specify) More effective role for ACC (PRSP;) Credible & meaningful indices on corruption & mis-governance developed (PRSP)	Build partnerships in mainstreaming anti-corruption & ethics in Civil service	Partnerships built between Government & CSOs in combating corruption	320,000 copies of UNCAC in Bangla circulated by national daily *Prothom Alo*. New civil servants trained on ethics and anti-corruption. 120 journalists were trained on investigative journalism. (UNDAF Review 2007) CSCMP held explored possible research on corruption with TIB. Celebration of the UN Anti-Corruption Day for the first time in Bangladesh on December 12th, 2009) in all 64 districts, 6 divisions and at national level by the MoEst and BCS.
2. Reviewing and updating BPATC training curriculum	No. of training course curricula reviewed, training conducted on revised curricula, public service officials trained on development issues; Internet & LAN connections in BPATC established	Assist experimental learning and professional development opportunities in public sector training institutions	Training institutions are capable to provide need - based experimental learning to their clients.	Project not active yet in training institutions as MoEst wanted a coherent national strategy for public service training. UNDP prepared a draft National Training Policy in early 2008 but MoEst never reacted.

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[67] The outputs & indicators listed in columns 1& 2 were taken from the CPAP, agreed for M&E of the country programme by Government and UNDP in 2006. Those in column 3&4 were taken from the CSCMP prodoc signed in July 2008.

3. Review effectiveness of PSC HRM policy Indicator.	extent of studies conducted and reforms made to update HRM	Improvement in integrated human resource management systems in the civil service	An integrated Human Resources management policy in Bangladesh civil service in place.	In meeting with ADB & UNDP on 15/7/09, MoEst entrusted responsibility for support in promotion rules, placement, career planning, anti corruption and service delivery of field level officials(except for education & health) to ADB
			Capacity of MoEst as an agency of civil service personnel enhanced.	
			Capacity developed in PSC	CSCMP work with PSC held back by tension & competition between PSC & MoEst. Draft Civil service Act should clearly demarcate respective roles. PSC requested CSCMP to convene workshop to review relationship, also with BPATC. CSCMP planning workshop 12/09 to review past recommendations for strengthen PSC & opportunities for UNDP support
4. Design, update and expand ICT network	No. of connectivity established in and around Planning Commission;	Support management & monitoring of organizational performance (of pilots), inclusive of e-governance	Development of organizational performance management strategy inclusive of e-governance	An e-governance strategy developed. (UNDAF Review 2007). CSCMP collaborated with A2I project (which is mainly responsible for UNDP's support to e-governance) to support national level, including MoEst. Connection to the divisional, districts' and Upazila level officials through the networked ICT; collaboration will provide connectivity to DC and UNO Offices: involves laptops with wireless internet modems for all Divisional Commissioners, DCs and UNOs to ensure anytime, anywhere connectivity. The BanglaGovNet project of Bangladesh Computer Council aims to provide high-speed reliable connectivity to all government offices up to the Upazilla level in 3 years. GoB , July 2009
	Extent of G2G access;			
	No. of system studies conducted;			
	Expansion of maintenance teams			
	Other (specify): sustainable e-governance steps introduced in specific areas (PRSP)			

Other observations on progress or constraints not covered above:

CSCMP officially started in January 2008 with 2 national officers. The national project manager resigned after 2 months; NPD changed 4 times with 5th in post since 1/09. 1st international expert arrived 1/4/09, international Project Manager on 1/5/09, remaining staff (4) and one international expert took up posts in mid 2009.

2006 ROAR reports that as a result of UNDP advocacy, the Ministry of Women and Children Affairs made gender a mandatory part of the curriculum in all national training institutions. Four civil service training institutes (BPATC, BCSAA, APD and NAEM) incorporated gender issues into their curricula and UNDP prepared a Gender and Development Training Manual for Bangladesh Civil Servants. CSCMP reported that it was not yet active in gender.

**Table 8 Civil servants by gender at each level of the administrative cadre
in November 2009**

Rank	Male	Female	Total	Female % of total
Secretary	61	2	63	3
Additional Secretary	166	16	182	9
Joint Secretary	397	37	434	9
Deputy Secretary	1243	168	1411	12
Sr Assistant Secretary	1217	270	1487	18
Assistant Secretary	725	250	975	26
Total	3809	743	4552	16

Source: Ministry of Establishment. Regrettably comparable data were not available for earlier years to permit comparison over time. The WB estimated that 12% of civil servants were women in 2002.

Table 9 Changes in the system of recruiting civil servants introduced in 2007 with the advocacy support of UNDP

Indicators	Previous system	Present system
Pass marks	Up to 27th BCS, minimum pass mark was 45. No Negative marking was there for preliminary exam.	From the 28th BCS, minimum pass mark has been increased to 50. Negative marking will be introduced in the preliminary exam. 0.5 will be deducted for each wrong answer. Impact: It would make the exam more competitive.
Decentralization	All applications had to be submitted to the PSC, Dhaka office	Applications can be submitted at all divisional PSC offices and Deputy Commissioner offices throughout the country. Impact: Candidates from remote areas would be able to submit their applications without having any major problem. However, the changed system would require more effective management of applications and this would be quite a new responsibility for the DC offices.
Cancellation of applications	Previously, defected applications were cancelled by the relevant section staff and there were no criteria for the cancellation of applications.	Certain criteria would be set for cancellation of the applications and the cancellation process must be reviewed at four stages by four separate committees. Impact: It would ensure transparency in the recruitment system and hold relevant officials accountable for their decisions.
Formation of viva board	Only govt. officials and as university teachers were generally called as the members of the viva board.	In the changed system, along with the govt. officials and university teachers, editor of famous newspapers, NGO/CSO representatives would be able to be the members of the interview panel. Impact: It would ensure inclusive governance and participation of cross section of people in the decision making process. Unilateral decisions or influence over viva result would be reduced, and best practices for interviews might be introduced.
Distribution of mark sheet	PSC in its early days, long before Independence used to send mark sheets to the candidates. Eventually this system was stopped and the reason was mainly huge number of applicants. Thus a candidate did not have any access to the marks s/he secured in the BCS exam.	From the 28th BCS, a candidate will have the opportunity to get the mark sheet, if s/he applies with the relevant fee. Impact: It will increase public trust and confidence on the PSC functions. It will also give opportunity to the candidate to be better prepared for next chances.
Educational qualifications	Candidates having only Bachelor /Honours degree or appeared for graduate level exam could apply for the BCS examinations.	Candidates will have Masters Degree or 4years Honours course to apply for BCS exam from 28th BCS. Impact: Number of candidates will be of reasonable size and scrutiny of applications will be easier. It will limit musclemen with political lobby to apply for BCS only with bachelor degree. Exams will be more competitive.
Access to information	No active web site to give information on BCS exam	PSC has decided to launch website with regular updating. World Bank is supporting PSC in this regard. Impact: Access to information will be ensured. It will limit corruption/rent seeking in the name of providing information to the candidates, which they are already entitled to know.
Rank and position of Commission Chair and Members	Though the PSC is a constitutional body, its Chairman and members do not enjoy status that other constitutional body like Election Commission enjoys. It creates problems in PSC functions as the Secretariat officials (Secretary, Joint Secretary) has equal position and chain of command and carrying out PSC decisions is affected frequently.	PSC demanded upgrading the status of its Chairman as equal as Chief Justice and others as State Ministers. Impact: This would basically ensure PSC functions effectively. PSC Secretariat would provide effective support to the functioning of the PSC
Decentralized Exam system	All candidates had to come to Dhaka for submission of forms and getting the admit card for BCS Exam.	Now arrangements have been made at the field administration like one stop shop and the candidates can submit the form and get the admit card at one go. Impact: Less corruption as PSC staff cannot communicate directly with the candidates and seek benefits in terms of delivering admit cards. It also saves time and money for the candidates as they do not have to travel to Dhaka.

Source: this table was provided to the evaluation team by the UNDP Country Office

Table 10 Interventions in reform of public administration funded by development partners

Name of Initiative	Implementing GoB Agency	Budget	Duration	DPs
MATT-2	Ministry of Establishment	USD 25m USD 3.7m (GoB)	2006-2013	DFID
Civil Service Change Management	Ministry of Establishment	USD 5.5m USD 0.12 (GoB)	2008-2012	UNDP
Access to Information	PMO	USD 5m	2005-2010	UNDP
Developing Training Capacity of BCS AA	BCS AA	USD 0.1 (GoB) USD 2.5m USD 0. 215 (GoB)	2007-2009	KOICA
Capacity Building of BCS AA	BCS AA	USD 1.6m	2008-2011	JDCF
TQM	BPATC	USD 1.5m USD 0.5m	2007-2010	JICA
Component of Good Governance Programme	Ministry of Establishment	USD 0.157	2009	ADB

Source: Government of Bangladesh, Ministry of Establishment, 9 July 2009: Initiatives for Civil Service Reform Program, Working Paper by Iqbal Mahmood, Secretary, MoE

Table 11: UN Human Rights Treaties and Conventions ratified by Bangladesh

1.   ILO Convention 87, *Freedom of Association and Protection of the Right to Organise* (1948), ratified 1972

2.   ILO Convention 98, *Right to Organise and Collective Bargaining*(1949), ratified 1972

3.   ILO Convention 100, *Equal Remuneration Convention*, ratified 1998

4.   ILO Convention 105, *Abolition of Forced Labour* (1957), ratified 1972

5.   ILO Convention 107, *Indigenous and tribal populations,* ratified 1972

6.   ILO Convention 111, *Convention Concerning Discrimination in Respect of Employment and Occupation* (1958), ratified 1972

7.   International Convention on the *Elimination of all Forms of Racial Discrimination* (CERD),acceded 1979

8.   International Covenant on *Civil and Political Rights* (CCPR),1966, acceded 2000

9.   International Covenant on *Economic, Social and Cultural Rights* (CESCR),1966, acceded 1998

10.   Convention on the *Elimination of All Forms of Discrimination Against Women* (CEDAW), acceded 1984, with reservations relating to Arts 2, 13(a) and 16.1(c) and (f); protocol on CEDAW ratified 2000.

11.   Convention against *Torture and Other, Cruel, Inhuman or Degrading Treatment or Punishment* (CAT), 1998

12.   Convention on the *Rights of the Child* (CRC), ratified 1990, with reservations relating to Art 14, para 1. ratified 2000

13.   ILO Convention 182, *Convention on the Worst Forms of Child Labour*, ratified 2001

14.   United Nations Convention on Anti-Corruption (UNCAC) ratified 2007

Table 12 Outcome 1.1 Functioning parliamentary oversight and accountability mechanisms –working sheet

Outcome analysis
Brief statement of major challenge (source): a) as seen in 2006 e.g. "Parliament has largely failed to carry out its legislative, representative and oversight roles…. frequent boycotting by the opposition, non-application of the rules of procedure…..inadequate debate on policy and legislation ….most policies are formulated at the ministerial level without being announced in the Parliament……little appreciation of the constructive role of opposition." *CCA* "consensus at all levels that action is required to make Parliament more effective, transparent and responsive" (ADR) b) as seen before the suspension of Parliament in 2007: "Parliament has become merely the 'law approving body'. …..failed to hold the Executive accountable" BRAC 2008 "dysfunction of the Parliamentary committees transformed the Parliament into a rubber stamp institution" (TIB 2007). c) today, there are positive signs that committees are beginning to challenge respective Ministries, as evidenced by frequent media reports.

CPAP output: enhanced democratic practices through strengthened working of Parliament, its infrastructure, capacity & knowledge management	
CPAP baseline: Committee system perfunctory	
CPAP partners: National Parliament, Parliament Secretariat, UNOPS, CSOs	Additional partners included: DFID (withdrew after evaluation in 2006 because Parliamentary committees were not functioning) and GTZ

A. Evidence & data collected on progress towards outcome since January 2006 (state sources)	
CPAP Indicator: Committee system strengthened & more effective. (Since January 2009)	"(a) for the first time in the history of parliamentary democracy of Bangladesh, all the standing committees have been formed within the first session of the Parliament and (b) opposition party members will chair two of the standing committees on ministries." IGS "Permanent committees of the parliament shall be formed within the second session of parliament and members of the opposition party also will be made chairman of the permanent committees." BNP Election Manifesto
	Both Speaker & Chief Whip separately confirmed that Government offered 7 committees chairs to opposition parties, of which main Opposition, BNP took two. Also, different from past Parliaments, no Ministers were appointed to Chair committees.
Other indicator[68] Independence of Parliamentary Secretariat from executive branch of government	17 top posts in 1000 staff of Parliament Secretariat were filled by civil servants on deputation (up to 3 years) from civil service as at Nov 09. Of the 17, 12 had taken up post since 1/09
	CTG ruled that Secretary of Parliament no longer reports to Min of Law, but to Speaker. New Government adopted this change. Post still rotational to/from civil service
	Most senior of non rotational staff is Deputy Secretary. Rules requiring years in service currently limit promotion opportunities of non-rotational staff
Other indicator New Government policies & legislation routinely debated in Parliament before approval	Although the opposition continues to boycott the sittings of the House Parliament has been meeting according to the requirements of the Constitution (not longer than 60 days between meetings) and debate and pass legislation, hold question time. Committees are attended by the Opposition and are reviewing policy The Speaker severely criticized Government Ministers for their absence from the House when the NSAPR II was being discussed (Daily Star, 12/10/09) "The common practice is that the cabinet approves the draft bills or any legislative proposals, which are placed in the House as bills later turning themselves into laws….the committees can do little in determining the necessity of the bills

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[68] These other indicators were identified, in discussion with CO staff, from the past SPD project document as well as from the parliamentary support project currently under preparation as being more relevant and meaningful than other indicators in the CPAP.

Other indicator Ministers regularly questioned on policy & expenditures of their Ministries	Yes but only by government members
	Frequent print media reports that committees beginning to challenge Ministry expenditures & activities (but over 90% challenges focused on past government. Chief Whip explained that questions on expenditures relate to reported or audited expenditures & present Government only in office 11 months)
Other indicator Level of participation by Opposition in Parliament and Committees.	e.g. "The practice of excessive domination by the majority party over parliamentary activity must be changed into more inclusive, respectful, deliberative comportment." UNDP proposal in Sept 08 on Parliament and Political Party Reform.
	Privately, even senior MPs expressed preference to participate in House, but were forbidden by BNP leader.
	BRAC's State of Governance Reports for 2007 and 2008 present surveys of public perceptions on governance. Least trusted professions were those directly associated with politics such as politicians, MPs with the 2007 survey indicate a decline in public confidence in politicians and political parties. 2008 respondents "perceived that like other parliaments in the past, absenteeism, walk-out without proper reasons, unnecessary demands by the opposition parties and the dominance of the government parties will remain the same in the 9th Parliament."

B.   **Major reasons given for progress and/or lack of progress** (state sources)
During CTG and emergency rule, Parliament was suspended from 11 January 2007 to 15 January 2009. This made it difficult to maintain and internalize changes prompted by the UNDP project which ended in 2007as well as to assess the level of change since March 2009 when new UNDP preparatory assistance commenced.
Growing centralization of power in 2 party leaders who have not practiced democracy either in own parties or in Parliament….winning Party tries to take all before losing next election… (BRAC/IGS 2008 elaborates)
Most MPs motivated more by short term financial profit than public interest & submit to leader (BRAC/IGS 2008 elaborates). "Politics, and to some extent public service, were driven by money. Many politicians and public servants had to pay for posts. Payment for nomination for a seat in parliament and the cost of campaigning averaged $1-3m. Positions were often used to recover the costs of this investment". DFID
The general lack of commitment by respective governments to strengthen and resource Parliament, particularly its committees for detailed policy review and scrutiny of government action constrained progress.
The Committee chairs include ex-Ministers looking for space to exercise their former power
"Opposition" role is increasingly effectively played by print & electronic media and CSOs but access to House is limited to BTV which edits. Speaker said there will be a new live TV channel. Media not allowed access to committee proceedings, only to briefing sessions.

Evidence & data collected on progress towards CPAP outputs since January 2006 (state sources)		
CPAP output target	**CPAP output indicator**	**Evidence & data**
1. Strengthen functioning of the Parliamentary Committees	Parliamentary Budgetary Analysis Unit Established	"Budget Analysis Unit was set up in the Parliament in 2006" with support from SPD project. ROAR 2006 However, most observers agree that oversight was ineffective prior to CTG. Since the resumption of Parliament in January 2009, the committees have begun to challenge Ministries, as frequently reported by media. SPD increased awareness among MPs on the importance of committees for government oversight; (12/ 2006 evaluation) UNDP has been active in training newly elected MPs on parliamentary procedures so that they are more empowered to fulfill their role. Most significant was SPD project's proposed change in the rules of procedure requiring standing committees to be formed within 60 days of the first sitting of a new parliament. This change was
	No. of MPs engaged in budget analysis	
	Committee Chairs exposed to developed Parliaments,	
	Committee consultation with CSOs	

		adopted and resulted in early establishment of committees under the present parliament within its 1st session. Previously, their establishment had been considerably delayed (18 months in previous Parliament).
2. Increased Capacity of the Parliament	No. of MPs & staff trained, No/types of training; No. of debates on policy &MDG issues; increased use of IT enabled services by MPs	Apart from supporting the Secretariat (see 6 below), the major means by which SPD sought to improve capacity was through the establishment of an Institute of Parliamentary Studies (IPS). An Act was passed in 2001 legally establishing the Institute but only one person was ever appointed to IPS and that person has since retired. IPS is not operational today as no budget for it has been agreed for the envisaged 60 + posts. Several study tours were organized for MPs and Secretariat staff, but these were monopolized by Government MPs (no Opposition participation) and criticized by the December 2006 evaluation as being of marginal benefit at best. introduction of an issues-based caucus system(12/ 2006 evaluation)
3. Increased empowerment of gender in the Parliament	No. of women MPs trained Seats held by women Gender mainstreaming through regional & international workshops; Women MPs included in the Committees; Gender caucus meets CSOS and local representatives; CEDAW issues supported in the Parliament	ROAR 2006 reported that a gender monitoring caucus was established but the December 2006 evaluation concluded that this had minimal impact and Bangladesh's reservations to some CEDAW provisions have not been addressed to date. The new 2009 Parliament has 19 directly elected women MPs (highest since Independence) & 45 designated women MPs. UNDP's preparatory assistance training prioritizes the training of women MPs on Rules of Procedure and Legislative drafting. (UNDP Press release 6 Sept 09) Few female candidates run for election. Most hold seats reserved through a 1/3rd quota system.
4. Developed Infrastructural Facilities	ICCTV and other equipment installed; Sound system of the House improved; intranet & interactive website for the Parliament established with public access	The 2006 ROAR reported that closed circuit television was installed & fully operational. Top staff reported that over most CCTV cameras were still operating in November 2009. A Parliamentary web site was established, but this remains static and not interactive.
5. Dissemination of Parliamentary and Legislative information	Parliament media centre established; IEC materials prepared; Record of Parliamentary Committees and legislative wing streamlined	ROAR 2007 reported that public and parliament interface had been strengthened through development of IEC materials and the establishment of "Visit Cell" within Parliament for taking members of the general public around the Parliament. Evaluation team was told that some 20 visitors per day are taken around.
6.Parliament Secretariat made function based	Job description of Secretariat officials established; data base established in Secretariat & library; e-governance services initiated	SPD better organized Secretariat administrative structures & improved its capacity and efficiency. (12/ 2006 evaluation) SPD also instrumental in reorganizing support for committees…previously it was ad hoc with no institutional memory carried forward between successive parliaments. Project clustered committees into 4 groups with separate support staff each headed by Deputy Sec with permanent repository of info. into which PSD input streamlined records of all committee proceedings since 1973. Project also introduced a standardized format for recording committee proceedings Parliamentary Secretariat was brought under a Local Area Network (UNDAF Review 2007) and this was still operating in 2009. SPD brought Parliament into the computer age and established a LAN (12/ 2006 evaluation)

Table 13 Parliamentary support: follow-up on recommendations of evaluation of December 2006[69]

Recommendations	UNDP CO comment (optional)
Future UNDP support: "UNDP continue its assistance but redesign future support around agents of change, issue-based programming and Parliamentary outreach to contribute more directly to the primary development objective of strengthening parliamentary democracy."(p2)	Agreed. In terms of issue based programming the project will focus principally on standing committee inquiries but facilitate issue based programming support from UNDP clusters and other UN organisations particularly in the areas of poverty reduction, human rights, climate change, HIV AIDS and issues related to women and youth for example.
Coordinate with other donors: "Any future support also needs to be designed in coordination with other donors, several of which are intending to provide significant levels of support to Parliament's finance committees, the budget process, training and public information." (p2)	Agreed. Donor co-ordination has been formalised under the GPG group which is proactively addressing the issue among donors and with the Parliament. It is also formalised as an output of the ProDoc and in the risk management strategy.
Support the committee system: "The committee system is an important area that warrants continued support. However, the focus of UNDP assistance needs to be rethought in terms of its type, nature and targeting, and be redesigned in coordination with the activities of the other donors…..(p11) "World Bank, USAID, CIDA and other donors that are anticipating significant levels of support to the finance committees. The Project should also identify other committees to target that are as important in terms of oversight functions, rather than spreading resources too thinly over too many committees" (p25)	Agreed. In terms of resource issues the ProDoc proposed the use of additional human resources via a graduate intake program as well as additional infrastructure support to build efficient work practices. As indicated above a strong focus on coordinating and non duplication of donor support will also mitigate the identified risks.
Support the creation of a reform caucus: "provide a platform for MPs interested in reforms and democratic development. (p6) "Bringing together MPs across the parties who are interested in better governance and have them take ownership of and promote the structural and procedural reforms needed within Parliament could be a low-cost intervention with the potential to make significant strides towards strengthening Bangladesh's parliamentary democracy." (p17)	Agreed and provided for in ProDoc within the context of priority support to Standing Committees.
MPs' need office space to function: "The issue of office space (for MPs) must be urgently addressed.(p13)	Opposition Chief Whip confirmed that MPS now have office space…"a good think done by the present Speaker"

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[69] Strengthening Parliamentary Democracy, Final Evaluation Report, Sue Nelson et al, December 2006. Some recommendations were clearly agreed and implemented such as preparatory assistance for a new project. This list clusters major outcome/output recommendations for which the November 2009 evaluation team would appreciate further information on response and follow-up.

Recommendations	UNDP CO comment (optional)
Rotation of Secretariat staff: "Start discussions with the GoB on the creation of a specialized Parliamentary staff, earlier rather than later. It is not necessary to wait for staff at the entry level, rising to the top over a long period of years-- a specialized parliamentary cadre can be created through facilitating lateral entry at middle and higher levels."	Agreed. The prodoc proposes a number of strategies to address this however additional strategies including garnering the support of the PM for implementation of S79 of the Constitution are also part of the risk management strategy.
Sustainability of training & equipment provided by UNDP: "Immediately address the sustainability issues….. specifically rejuvenating the Secretariat Training Unit to take over routine in-service staff training, and developing a strategy for the long term maintenance and care of Project-funded equipment by the Secretariat. (p9) …More comprehensive orientation of new MPs and in-service training …..should be linked to the creation and strengthening of the IPS so that it can take over these types of training."(p13) "UNDP should ensure there is a policy in Parliament, supported by the required budget allocations, and monitored by the Project, that ensures that **equipment** is not wasted, underutilised, or otherwise sidelined, (but is properly maintained) (p19)…… The Project should not provide any more equipment until this issue is adequately addressed." P25	Agreed. The prodoc proposes a number of strategies including corporate and strategic planning, support and infrastructure for effective HR management systems and ICT and finance systems including asset management. Infrastructure support will be based on prior implementation of support systems (eg network infrastructure and help desk facilities occurring before computer installation) and approved budget support for future maintenance and replacement costs.
"Gender be seen as a cross cutting issue for any future assistance and mainstreamed into all Project activities." (p14)	Agreed. ProDoc identifies how gender issues will be mainstreamed.

Table 14 Summary of results of partnership survey in 2007

Statement	UNDP/Bangladesh		UNDP globally in 2007 %
	2005 %	2007 %	
Overall image of UNDP in country is favourable	72	100	86
UNDP is considered a valuable partner by the Government	80	100	85
UNDP clearly communicates what it does in my country		75	66
UNDP works very actively with the government		88	60
UNDP works very actively with local government		60	30
UNDP works very actively with bilateral donors	50	73	36
UNDP works very actively with IFIs	5	45	25
UNDP works very actively with CSOs	25	85	32
UNDP works very actively with the media	6	30	19
I support the overall focus of UNDP's programme		94	85
UNDP's projects and programmes reflect national priorities	88	100	79
UNDP is flexible in accommodating changing needs during the course of a programme or project	81	88	65
UNDP's programme contributes effectively to developing national capacity		94	71
My organization perceives UNDP to be effectively contributing to democratic governance to a great extent	76[70]	56	46
My organization perceives UNDP to be a critical partner in democratic governance to a great extent	64[1]	57	53
My organization perceives UNDP to be a critical partner in institutional/policy reform to a great extent	54[1]	76	41
My organization perceives UNDP to be a critical partner in capacity development to a great extent	58[1]	59	52
My organization perceives UNDP to be a critical partner in advocacy to a great extent	50[1]	47	42
My organization perceives UNDP to be a critical partner in aid coordination to a great extent	46[1]	53	45
My organization perceives UNDP to be a critical partner in strengthening participatory processes/relations with civil society to a great extent	46[1]	47	44
My organization perceives UNDP to be a critical partner in promoting gender equity to a great extent	46[1]	40	47
I rate overall country office effectiveness as good or very good	76	88	75
I rate the CO in demonstrating accountability & transparency in its operations as good or very good		76	71
I rate the CO's knowledge of the country as good or very good	86	94	84
I rate the CO's programme management as good or very good		79	73
I rate the CO's operations management as good or very good		69	68
I rate the CO's financial reporting as good or very good	42	64	63
I rate the CO's substantive reporting as good or very good	71	81	66
UNDP has significantly strengthened in the last two years in national ownership of UNDP projects/programmes		93	75
UNDP has significantly strengthened in the last two years in achievement of significant results		87	72
UNDP has significantly strengthened in the last two years in overall efficiency of the country office		93	71
UNDP has significantly strengthened in the last two years in access to global network of development knowledge		85	70
UNDP has significantly strengthened in the last two years in facilitating partnerships for development results		87	75

Source: Globescan: Partners survey of Bangladesh by Type of Organization in 2007, 17 March 2008

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[70] A slightly different rating scale was used

Table 15 Outcome 1.5 Local governance capacities enhanced in policy formulation, partnerships
[In the CPAP: Expanded employment and poverty alleviation opportunities for poor and the vulnerables in rural and urban areas though effective local governance, community partnerships and basic service delivery) – working sheet

Outcome analysis

Brief statement of major challenge(s) (source) : a) as seen in 2006:
     Over the years, there have been several LG reforms in BGD, but "*In effect, LG in Bangladesh remained weak and perpetually dependent upon central government through various means of political and administrative control. Almost all of the major LG reform efforts mostly addressed the secondary issues, i.e, number and level of tiers, relationship between tiers, composition, distribution/ share of functions among the tiers and central government etc, at the expense of the substantive/ core issues like devolution of authority for enabling LG to operate in an autonomous manner*". … "*Studies and experiences reveal that local government bodies had never been "self-governing" bodies in the true sense of the term. These could simply be labeled as extensions of the national government with guided and limited local participation. Consequently, local government units have always been institutionally and financially weak, poorly managed and lacked social and political credibility*". [2001, Policy Brief on "Administrative Reform and Local Government"].
     SLGDFP, which started in 2000, had demonstrated that UPs are capable of implementing small-scale projects ("schemes") that have been planned in a participative manner. Such activities raise the profile of the UPs, and people are more willing to pay the local taxes as they see the benefits these bring. The GoB in 2004 started to provide an annual Basic Block Grant (BBG) directly to all UPs throughout the country. A WB loan (LGSP) enabled a top-up with an Expanded Block Grant (EBG) to all UPs that meet certain performance criteria.

b) as it evolved: • When the CTG came to power, it was an opportunity to strength LG, to address weak progress by previous governments. During its tenure, 15 of the 114 ordinances issued by the CTG were related to LG • A 2007 report by a Committee for Accelerating and Strengthening LG made recommendations for various areas that affect LG (LGD, 2007). • In line with a recommendation of the committee, a Local Government Commission (LGC(Ordinance was issued in May 2008, and a three member independent LGC was formed in October 2008, intended to operate for three years. The LGC was abolished by the new government. • When the new government came to power after the December 2008 election, some of the reforms became undone because parliament failed to endorse them within the 30 days deadline. Since then several LG related acts (e.g. City Corporation Act, Pourasava Act, Upazila Act and Union Parishad Act) have been issued. • NSAPR II identifies local governance as one of eight priorities in the medium term strategic agenda for Bangladesh.
CPAP output: 1. Basic service delivery capacities and participatory governance practices of local government enhanced to the benefit of the poor 2. Increased social protection services provided to specific vulnerable sections of people, particularly the urban poor and the disadvantaged groups in the urban areas [71] 3. Improved capacity for effective local economic development planning at urban communities and elected local governments for urban poverty reduction and employment generating export-led economic growth [1]
CPAP baseline: 25m households borderline non-poor; no affordable national insurance or safety nets; poor rely on informal networks and NGOs; 2 million employed in ready-made garment sector; ready-made garment sector contributes 75% total exports; no CDSs or UPDTFs in place

CPAP partners: MoLGRD&C, (LGD), LGED, UNCDF, UNOPS, UN-Habitat, UNICEF, WB, NGOs, CSOs, MoLJPA, MoC, Trade Associations	For the projects in the democratic governance cluster that were assessed, the partners are: MoLGRD&C, (LGD), UNCDF, EC and Danida. LGSP-LIC is part of the broader LGSP, which is supported by the World Bank.

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[71] In the CPAP, as in the UNDAF, "local governance" was put under the programme component "Economic growth and poverty alleviation". There is however a separate democratic governance cluster in UNDP Bangladesh, and local governance fits logically better under that one. The results reporting for UNDAF and CPAP for local governance however still reflects the activities in both the governance and the poverty alleviation clusters. The evaluation mission focused exclusively on the local governance component.

Evidence & data collected on progress towards outcome since January 2006 (state sources)	
CPAP indicator: policy benefiting poor and vulnerables framed and guidelines established	A second "National Strategy for Accelerated Poverty Reduction" (NSAPR) was issued in 2008, for the period FY09-FY11. Strenthening LGs is part of the Supporting Strategy II: Promoting Good Governance.
CPAP indicator: number of CDSs or UPDTFs in place [(1)]	*Not part of the governance programmes and projects included in the assessment.*
LGSP-LIC outcome indicator: Improved access to public infrastructure (no. of schemes)	FY 2007-'08: 833 schemes in 720 wards of 80 UPs FY 2008-'09 1,896 schemes in 1,566 wards of 174 UPs FY 2009-'10 2,774 schemes in 2,376 wards of 264 UPs
LGSP-LIC outcome indicator: Improved quality of service delivery (scheme/asset value, cost, durability, transparency)	Of the 833 schemes implemented in FY 2007-08, on average the quality of 90% schemes using SBG has been found to be good and rest 10% was found acceptable [LGSP-LIC Annual Progress Report 2008:26] Similarly, in FY 2008-09, 90-95% of the implemented 1,896 schemes were found to be good. No figures are yet available for the 2,774 schemes of FY 2009-10, but the continuation of the use of notice boards, public handover of cheques to WDCs by UP Chairman, supervision/monitoring of the schemes by the community, and public inauguration of the completed schemes offer reasonable guarantees that quality is being maintained.
LGSP-LIC outcome indicator: Improved legal and regulatory framework for decentralised service delivery at UP level.	CTG issued in 2008 the UP Ordinance. In October 2009, parliament passed the UP Act. Implementing regulations still to be issued.
Major reasons given for progress and/or lack of progress (state sources)	

- Bangladesh does not have an overarching framework that sets out the government policy for local governance at sub-national levels (district, upazila, union). There are separate acts for the different levels, but – especially for the upazila parishad (UZP) – there are stipulations in the law that are controversial and contested. The most contested stipulation in the UZP act passed in April 2009 is that the UZP have to consult with the MPs for the development plans and accept their recommendations (a stronger position for the MPs than they had under the UZP Act 1998).
- CSOs and the media are very much in favour of more empowered and independent local governments.
- Vested interests of MPs and bureaucrats try to delay decentralization and to limit its scope.

Evidence & data collected on progress towards CPAP/ProDoc outputs since January 2006 (state sources)		
CPAP output target	CPAP output indicator	Evidence and data
Local Governance		
1. Mechanism established and applied for trans-parent formula-based and perform-ance linked funding of UPs, Improved legal and regulatory framework	Guidelines developed and applied in select UPs	BBG and EBG are calculated on the basis of Union population, with a minimum for less populated unions [LGSP-LIC OM]). Parameters (such as area, poverty, etc) will be used to calculate the EBG, but this has not happened yet [Interview at LGD]. SBG is calculated on per capita base only, without a minimum allocation. EBG is awarded if certain conditions are met (e.g. audit, open budget and open budget meeting, etc). in the six districts where LGSP-LIC operates, UPs have to qualify for EBG to qualify for SBG. SBG has additional criteria on functionality of the UP Office, quality of UP decision-making, and UP's fiscal efforts [LGSP-LIC OM]

for UPs	Proposals for refined policy, legal, and regulatory framework prepared	The project started its implementation in June 2008 and the new government came to power in January 2009. Suggestion for changing the rules/policies of UPs have therefore not yet been provided. However, the learning from LGSP-LIC is being documented so that this can be taken into consideration by LGD in the upcoming national workshop. The most concrete proposals currently relate to strengthening local resource mobilization.
2. Participatory planning procedures applied	Guidelines/manuals developed and in use	• Training modules developed: 1) Module on PP session for WDC and UPPC, 2) Module on scheme implementation for WDC and SSC, 3) ToT module for UFT and 4) module for District, Upazila and Union level workshops [LIC Annual Progress Report 2008] • 720 Participatory Planning sessions with around 48,000 participants, of which nearly 30% women [LIC Annual Progress Report 2008]
3. Effective GoB management of REOPA	Best practices introduced and sustained within REOPA management	[This relates to the REOPA (Rural Employment Opportunities for Public Assets) project, which was not included in the scope of the evaluation mission].
4. Social protection services provided to VGs through policy advocacy, network-ing, institutional capacity building and community mobilization, with special locus on the urban poverty	No. of policy advocacy and community mobilization events held and networks established with community and civil society	[This output and indicators relate to the poverty alleviation and/or urban governance activities. These were not part of the scope of the evaluation mission]
	No. of LG/municipal public officials trained on protection of VGs	
	No. of social safety nets identified and established	
5. Legislative and policy frameworks reformed and enforced to achieve access to basic services to VGs	New pro-worker laws and policies framed and guidelines established	[This output and indicators relate to the poverty alleviation and/or urban governance activities. These were not part of the scope of the evaluation mission]
	No. of owners, workers and officials trained	

LGSP-LIC project		
Project output	**Project output indicator**	**Evidence and data**
1. Increased financial resources made available to UPs in equitable and appropriate ways.	Predictable formula based allocation mechanism developed	The October 2007 LGSP-LIC Operational Manual mentions (p. 18) that Expanded Block Grant (EBG) are determined on a per capita basis, with a minimum basic allocation for small UPs. The EBG allocation formula was planned to be expanded to take into account other parameters like area, poverty statistics, backwardness and other relevant variables as per national policy, but this has not yet been implemented (interview at LGD). Supplementary Block Grants (SBG), which are provided in the six districts under LGSP-LIC, are calculated on a pure per capita basis, without a minimum.
	Increased discretionary funding	SBG disbursement in 2007-'08 was 53,221,347 BDT to 80 UPs, 121,800,000 BDT to 174 UPs in 2008-'09, and 184,800,000 BDT to 264 UPs in 2009-'10. On a per capita basis for the population involved, this amounts to respectively $ 771,324, $ 177,810 and $ 271,166,5 for the three years. [LGSP-LIC INR 2009, 10]
	Timely flow of funds	Disbursements to the UP accounts are made twice a year, in equal installments. According to LGSP& LGSP-LIC project documents, funds are supposed to be released by August-September (1st Tranche) and January-February (2nd Tranche) but the schedule could not be maintained due to unavailability of quarterly financial reports from the UPs in a timely manner. According to the DPP and the Operational Manual, each participating union has to provide its quarterly reports within one month after the end of the quarter, but many UPs fail to comply. The financial audits by independent firms also been delayed for some time. However, for efficient implementation of local level schemes, the SBG of LIC in 2007-08 was provided to 80 unions in a single tranche (in May '08 to 79 unions, and to the other union in Nov '08, due to delay release of EU FSBG). In FY 2008-09, 1st tranche (75%) SBG disbursed in Dec '08 – Jan '09 and 2nd tranche (25%) disbursed in May '09. For 2009-10, 100% SBG has disbursed in Jul/Aug' 09 (due to cut off date for use of EC FSBG in Sep '09).
	Procedures for incentivising Union Parishads performance improvement institutionalised	• The performance grant issue is not a part of the UP Act, but it has been institutionalized within MoLGRDC. The Ministry of Finance & Planning is also involved in the process because, since 2003, the LGD has been conducting Performance Assessment of UP, Pourashava and Zila Parishads using score cards, based on learning from SLGDFP. The incentives to the better performing LGIs are alo been continuing and it has reflected in the MTBF of LGD. • Under LGSP-LIC, in six districts SBGs are provided to UPs that meet certain performance criteria. • The SBG, which is a top-up to EBG, keeps the same per capita allocation between years. There is however a per capita increase in UP funding, because of the increases in EBG allocations from year to year.
	No of schemes implemented by UPs	FY 2007-'08: 833 schemes in 720 wards of 80 UPs FY 2008-'09 1,896 schemes in 1,566 wards of 174 UPs FY 2009-'10 2,774 schemes in 2,376 wards of 264 UPs

LGSP-LIC project		
Project output	**Project output indicator**	**Evidence and data**
	Improved revenue collection by UPs	• One of the Minimum Conditions to get access to the SBG is the "Regular Assessment of UP Tax". By 2009-10, all 264 unions under LIC had assessed their tax. The new assessment has substantially increased the amount of tax target, and tax income has increased in all the participating unions. A study on tax collection has been done but the result is only expected in the 1st quarter of 2010. • In 2008, Nick Devas (UoBirmingham, UK) made a study on *Enhancing Revenue Sources for Union Parishads*. It is planned that in 2010, 30 UPs from the six LIC districts will pilot different approaches. [LGSP-LIC INR 2009, 10]
2. Improved public expenditure systems for local government institutions (UPs) are developed and used.	UP prepared pro poor and gender sensitive 5 year Development Plans and annual action plans and budgets	• All 264 UPs (covered by LIC as of date) have prepared a five-year plan. However, the LGSP manual also has the provision of five year plan. The non-LGSP unions also has to prepare five years plan (according to the UP Direct Block Grant Guideline). However, the practice is not the same in all unions. • An annual budget approved by the UP in an open public meeting is a pre-condition for qualifying for an Expanded Block Grant under LGSP. (LGSP-LIC OM]
	Special budgetary allocation for addressing vulnerability and gender	There is no special budgetary allocation for gender, but it is recommended that 30% or more of the UPs proposals are generated by women and target pro-poor projects. In LIC districts, all unions follow this guideline. 30% of funds are earmarked for women prioritized schemes and 1/3rd of the schemes are prioritized by the women.
	Improved procurement practices	• In LIC unions, procurement practices are followed by all participating unions. They have been audited by the Government Audit as well as an independent audit firm, but no major discrepancies have been found in procurement practices. • Though UPs are following the PPR 2001 in procurement, there is some flexibility based on the practical situation of UPs (No TOC, use of local newspaper for Tender etc) [LGSP-LIC INR 2009, 7] • 'There appear to be a number of issues with the procurement and financial regulations issued by central government and their applicability in the context of rural UPs. For example, requirements for a minimum of three competitive quotes when there may not be that many suppliers locally; the requirement that all cheques me paid on account, when many local traders may not have bank accounts; and the low ceiling in the size of project that can be executed through community contracting rather than open tender (Taka 50,000), which has led, in the case of SLGDFP, to a preponderance of small schemes where larger schemes might have been more appropriate" [Devas, 2008:36]
	Effective Scheme implementation system in place	The Scheme Supervision Committee (SSC) consists of seven persons chosen amongst scheme beneficiaries, at least two of who must be women. The SSC monitors the quality of works and provides information on scheme costs and progress. LGSP-LIC have established clear criteria for membership of this committee based on considerations such as residential proximity to the proposed scheme, commitment to the scheme, capacity, motivation and time to undertake the task of supervision. The overall responsibility for scheme implementation is laid on the Ward Development Committees (WDCs), with community oversight (where necessary) being provided by Scheme Supervision Committees (SSCs). [LGSP-LIC Annual Report 2008:36]

LGSP-LIC project		
Project output	**Project output indicator**	**Evidence and data**
	UDCCs technically coordinate UP plans	The UDCC has been replaced by the Upazila Parishad (UZP) with its elected Chairman, Vice Chairman and Members. The UZP discuss the UP plans and coordinate with other line departments to avoid duplication/overlapping of the plan as well as to ensure technical support to the UPs. However, the Block Grant Coordination Committee (BGCC) also play a key role in this aspect. In LIC districts, the BGCC is active.
	UP budgetary provision for O&M	The UP budget template foresees budget lines for operation and maintenance. Under LIC, all UPs have a budget for Operation and Maintenance of infrastructures and other schemes implemented by them.
	Timely technical support from Upazila (LGED) for technical design and certification of works	In 2009-10, 264 unions had to implement all 2,774 schemes by 30 Sep '09 (because of the EC funding constraint). The support from LGED engineers were critical due to the strict deadline, However, the timely support of LGED technical persons varied in places. In some areas it was in a timely manner, while in other areas delays happened and the UP members/Chairman had to spend a considerable time and effort to ensure support.
	Upazila (UCO) giving support for community mobilisation at Union and ward levels	• 41 UCOs from 41 Upazila have been trained on various LGSP-LIC procedures. • Assigning the Upazila Cooperative Officers (UCO) to actively support and coordinate project activities at upazila level has been instrumental in ensuring local ownership and sustainability [LGSP-LIC Annual Report 2008:7] • The experience of DDLG and UNOs in undertaking UP supervision, mentoring are being reviewed through PEG meeting and through quarterly progress review meeting. LGD is positively pondering to involve UNO in mentoring UPs. A necessary provision has been kept in the revised DPP [LGSP-LIC INR 2009:7]
3. Enhanced mechanisms for local accountability are established and implemented	Public dissemination of UP budgets, accounts and scheme implementation arrangements	• To qualify for EBG under LGSP, UPs must have an open budget document and hold an open budget meeting. The provision of Open Budget has been included in the UP Act of 2009. • In 2008, a two pages supplement was published in three widely circulated daily newspapers, with a brief on LGSP & LGSP-LIC including the list of union with amount of EBG and SBG [LGSP-LIC Annual Progress Report 2008:15] • Schemes have to display notice boards that indicate the value of the work, start and end dates, and the names of the Scheme Supervision Committee.
	Regular feedback to Ward constituents by UP members	Every quarter, the WDC organizes a Ward level meeting to review the progress of project implementation. These meetings are the forum where the community can provide feedback to UP members.
	UP standing committees interact on a regular basis with line departments	This has started in some unions, but will become a focus in 2010.
	Upazila level fora for UP Chairmen monitor service delivery	The project organizes Upazila level learning sharing meeting of UP Chairmen on a quarterly basis, to ensure better sharing of ideas between the chairs.
	UP women members' fora interact with line departments on service delivery issues	By October '09, 41 Women Development Fora have been organized and regular interaction of the forum has been ensured.

LGSP-LIC project		
Project output	**Project output indicator**	**Evidence and data**
4. More effective framework for capacity development support is established	Strategy for LG Training	• Each selected UP recruited 9 UFTs. By October '09 1,566 UFTs have been trained in participatory planning, budgeting and scheme implementation and supervision . [LGSP-LIC INR 2009, 7] • UFTs are involved in providing training to WDCs and SSCs on Scheme Implementation & Monitoring
	Strategy for NILG capacity enhancement	Not yet started because no suitable expert identified yet.
	Standard training modules	The project has developed various training modules: 1) Module on PP session for WDC and UPPC, 2) Module on scheme implementation for WDC and SSC, 3) TOT module for UFT and 4) module for District, Upazila and Union level workshops [LGSP-LIC Annual Progress Report 2008:6]
	UPs planning and financing own capacity building	Does not yet happen.
	Training evaluations	In 2009, the project has introduced a Training Monitoring system and it will develop a comprehensive M&E system that will accommodate this training evaluation system as well (a national consultant has already started work on the M&E system).
`	Improved legal and regulatory framework for UPs	The UP Act has been passed in parliament in October 2009. Implementing regulations still have to be issued.
	Documented experiences of UP block grant funding	• The LGSP-LIC annual report 2008 includes examples of schemes for road construction, culvert construction and tree plantation. • The project has taken the initiative to document the learning of LIC and to disseminate the learning (a national consultant has started work on this). • A video documentary has been produced on the innovations and best practices of LIC (final version to be available soon). • A comprehensive IEC strategy has been developed to document the best practices and innovations of LIC.
	Proposals for refined policy, legal and regulatory framework	A national workshop will be organized in Dec '09 where the proposals for refined policy, legal and regulatory framework will be discussed based on the learning of LIC implementation, innovations and best practices of UPs.
	MIE Wing with reliable UP performance data	The performance data of UPs are available with MIE wing based on the performance assessment of UPs done by the UNOs. Additionallyh, the MIE wing has reliable data of 291 unions on the Minimum Conditions of LIC which also reflects the performances of UPs in some critical areas.
	DDLG performing LG MIE effectively	In six LIC districts, the DDLGs are getting logistic support from the project which helps them to perform their LG monitoring responsibilities.
	Sharing GOB policy papers on LG with the region through the UNDP regional centres	The GoB policies are shared with Regional centers on different occasions. The regular UNCDF regional workshops (once a year) gives the opportunity to discuss about LG policies. Also, the senior management of the country team share the LG policies of GoB with the Regional Center.
Other observations on progress or constraints not covered above:		
LIC also influences the broader LGSP, because the LGSP rules will be taken up by the government after the phase out of the project. The harmonized LIC manual has been adopted for the implementation of LGSP fund in LIC unions, which is a start to replicate LIC strategies in LGSP unions.		

Table 16 Outcome 1.2 Electoral assistance coordinated and electorate informed of voting rights and responsibilities – working sheet[72]

Outcome analysis				
Brief statement of major challenge(s): Elections were originally scheduled for 22 January 2007 but the main opposition party (AL) claimed that the playing field was not free or fair-- that the first Caretaker Government and BEC were biased and that the voter rolls were fundamentally flawed. An NDI survey revealed 13 million extra names on the lists (duplicates from migration or deceased voters) further discrediting election preparations. Among escalating hartals and politically driven violence, in early January, the AL announced a boycott of the elections and street violence increased. International partners including the UN and major bilaterals suspended elections assistance. These circumstances resulted in military intervention to reconstitute the CTG which declared a state of emergency. The CTG named a new BEC, and entered into negotiations with parties over electoral reforms, including replacement of the voters list with a biometric digitized voter roll with photo and revision of the electoral law (RPO). The election date was set for 29 December 2008 which was a tight timeline to register all eligible voters and prepare for elections, but as the population was anxious to return to elected government, massive efforts were needed in order to register every voter and hold elections by this date.				
CPAP output: Improved working of the Election Commission & strengthened electoral process towards free & fair elections				
CPAP baseline: Elections under neutral caretaker governments				
CPAP partners*:* Election Commission, Election Commission Secretariat, ETI, European Commission, UNOPSs, NGOs, CSOs		Actual partners: EU, CIDA, SIDA, DFID, Korea, Switzerland, Netherlands, Norway, Denmark, Australia, EC. EC Secretariat, ETI, PWD, LGED, EWG, INGOs, B. Army		
A. Evidence & data collected on progress towards outcome since January 2006 (state sources)				
CPAP Indicator: Election system improved,	Revised electoral law (RPO) under CTG2 that was also adopted by Parliament that includes political party registration, requirements, improved code of conduct, and strengthened independence BEC included 33% position in all stages of party leadership position should be women by 2020	RPO increased campaign funding limits and added enforcement mechanisms Improved procedures and materials that increased accountability and transparency Bank defaulters strictly barred for contesting election. Govt official can not contest election until s/he has completed 5 years of retirement period	Accurate voters roll with photos that enabled poll workers, party agents and observers to check against fraudulent voters	Re-delimitation of constituencies to eliminate large disparities in constituency size	Requirement for political parties to have internal conventions to elect leaders at every level. BNP scheduled to hold convention late 2009- will be 1st time in 18 years.

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[72] This working sheet was kindly completed by the team undertaking the ongoing evaluation of UNDP's election support programme.

CPAP Indicator Impartial elections held	National and international election observers reported the election as free, fair, credible, and peaceful." (UNDAF Review 08) NDI Observation Report EWG Obs Report	National print and electronic media saw elections as free and fair BEC seen as impartial by observers, media, CSOs and most political parties BEC is functioning independently without government interference	More transparent procedures and accountability mechanisms used Use of TBBs to increase transparency of elections, replacing age old rusting heavy steel box	Parliament seated and power transferred from caretaker government to elected government Parliamentary committees are functioning	Local elections held in January 2009 judged as "adequate" but not as good as national elections in Dec 2008. Held immediately after national elections, some voter apathy, security not as tight
Other indicator e.g # of women elected at national & local levels (PRSP)	"The proportion of seats held by women in the National Parliament increased from 12.7 per cent in 1991 to about 19 per cent in 2008" (UNDAF Review 08)	More women nominated for contesting national election and more women MPs won seats directly (19 seats)	482 women elected as Vice Chair of Upazilas + 2 elected as Chairs (quota 1 out of 3 be female)	Parties committed to 33% of party offices from grass root level to national level for women 2020	Previously 30 reserved seats for women, increased to 45 reserved seats. 7 Ministers including PM and Deputy Leader of House, + 1 Whip and Leader of the opposition
Other indicator	More than 81 million people, including minority groups and 41 million women, comprising 51 per cent of the total, were registered as voters. (UNDAF Review 08)	Voter rolls updated in 2009 with more than 4m new voters (those turning 18 and those missed in first registration)	New requirements for candidate nominations, including disclosure requirements	National ID card provided as by product voter registration Permanant National ID card bill under BEC placed before Parliament and if passed BEC will be authorized to prepare National ID card	Updated 2009 & scheduled to be updated regularly Performance of Electoral roll with photo has been improved in the updating process

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B. **Major reasons given for progress and/or lack of progress** (state sources)		
Issuance of ID card with voter registration motivated citizens to get out and register. Card has become used as national ID card managed by BEC.		
BEC was widely perceived as impartial. Received support of caretaker government and massive logistical support of army.		
Voter registration of 81m voters within timeframe would not have been possible without support of armed forces and large scale donor assistance (funding and technical assistance).		
Civil society worked with BEC and army to get messages out about registration and to reach marginalized groups.		
C. **Evidence & data collected on progress towards CPAP/prodoc[73] outputs since January 2006** (state sources)		
CPAP output target	**CPAP output indicator (and/or indicators from relevant project documents)**	**Evidence & data**
1. Legal reforms of EC	Modified code of conduct published;	Revised electoral law (Representation of People's Order). 2009, (was adoption of caretaker's ordinance with a few changes (no vote option was taken out), improved code of conduct (was part of RPO)
	No. of legal documents revised	Law on Voter Registration
	Other (specify)	Caretaker ordinances giving EC more independence, no longer reports to PM, registration of pol parties (was in RPO), change of voter roll to biometric roll with photo,
2. Voter data base maintained	Voters' lists updated and data base corrected	Updated 2009 with 4m+ voters. Updating almost completed.
	Other (specify)	Building of server stations nationwide to ensure location for registration and safeguarding of equipment & data (497 at upazila and district level, 9 at regional level) (CSSED docs) Transfer of registration database and equipment from army to BEC through PERP project Training of 482,880 registration officials through ETI + 104,075 trained by army in original registration
3. Strengthened capacity of EC	No. of officials exposed to electoral systems and processes in the region;	Legal reforms reinforced its independence. Has reorganization plan that includes having permanent staff which still needs GoB approval. BEC will require a capacity building needs assessment as management of the enormous data base and amount of equipment to be maintained, once the VLP is handed over to the BEC
	No. of EC officials trained;	For national elections – almost 1.3m officials. Training on TBB & seals for more than 250,000 officials 1,038 on master trainers trained.
	equipment procured and delivered;	10,580 finger print scanners, 703 desktops, 693 printers, 3,290 generators, 10,040 laptops, 9,004 webcams (PERP info), 265,000 Transparent ballot boxes, 2.9 m seals
	ETI supported	Has TA now to refine procedural manual (this is weak area).
	Other (specify)	Started some linkages with peer institutions (EC visit to Korea & India, earlier to Japan but was with earlier commission. Loaning some equipment to Nepal through UNDP/Nepal for their voter registration. So is starting to serve as a model for registration.

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[73] The output indicators listed above were taken from the CPAP, formally agreed for M&E the country programme by Government and UNDP in 2006. There may be additional or alternative output and indicators in the relevant project documents, for which rows may be added. It might be relevant to comment on major discrepancies between the CPAP and any project documents concerned.

4. Voters' rights and civic awareness enhanced	Extent of campaign launched to increase voters awareness and turnout including women voters;	Large scale program targeting all segments of society
	No. of NGOs/ CSOs involved in monitoring;	32 NGOs in EWG with 154,000 observers, + others
	No of media coverage of debates & voter information centres	None for national elections. 1 debate in each of 4 city corporation elections in 2008. Wide publicity and awareness ads run regularly in the print and electronic media durinig registration process Local level posters, banners and public address systems were used for creating awareness
	Other (specify)	
5. Election information made available to all stakeholders	Training materials and knowledge objects made available to citizens;	CEC did voter ed materials. Turnout 87%. Voter list more than 81m voters (shows citizens had info needed to register/vote)
	IT enabled services available/accessed by EC officials and citizens	CEC website improved and updated, includes election results
	Other (specify) e.g. asset declaration by electoral candidates (PRSP)	Asset declarations collected but not yet posted. Bank defaulter strictly barred for contesting election. Officials holding public office benefits barred from contesting elections unless and untill s/he completes 5 years after retirement or leaving office Income tax returns collected but not yet posted for public viewing.

Source: Elections Evaluation Mission, Sue Nelson et al, November 2009

Annex 8

Tentative results and resources framework for UNDP's Governance Programme 2012 to 2016

(blue italics denote the tentative suggestions of the evaluation team, drawing on the evaluation findings and recommendations. Ordinary font denotes the results as stated in the current UNDP Country Programme, 2006-2010, results and resources framework)

National priority: *Strengthened* democratic governance and *more universal realization* of human rights		
UNDAF outcome 1: The human rights of children, women, and vulnerable groups are progressively fulfilled within ~~the foundations of~~ strengthened democratic governance *in which vital checks and balances are working effectively*		
2006-2010 CP outcomes	**2012-2016 Proposed CP outcomes** and/or comment	**2012-2016 Proposed CP outputs**
Functioning parliamentary oversight and accountability mechanisms	*Parliament is seen to be credibly challenging Government policies and debating national issues and proposed legislation before its enactment.*	*Parliamentary Committees briefed by CSOs and other relevant agencies on rights based issues so that they can effectively scrutinize Government policy, expenditures and proposed legislation*
		Changes to rules to enable Private TV channels to televise Parliament and Committee proceedings
		Significantly higher percentage (give numeric female/male targets agreed by Steering Committee) of senior posts in Parliamentary Secretariat occupied by permanent Secretariat staff as opposed to civil servants rotated from the Executive, compared to 2009 baseline
Electoral assistance coordinated and electorate informed of voting rights and responsibilities	*Local elections and the 2013 national elections are judged, by national and international observers to be free, fair and credible and with increased voter turnout, especially women and disadvantaged groups,from 2009/10 baseline levels.*	*See report of elections evaluation*

| 2006-2010 CP outcomes	2012-2016 Proposed CP outcomes and/or comment	2012-2016 Proposed CP outputs
Human rights/security promoted and protected	*Institutional capacity and independence, especially from the Executive, enhanced to effectively promote and protect human rights, especially of women and disadvantaged groups.*	*Enhance the independence of the Supreme Court by depoliticizing recruitment of the judges and by abolishing the scope of their post-retirement appointment by reviving the concerned provisions of the 1972 Constitution and decentralize the writ jurisdiction by empowering District Courts to address alleged violations of human rights.*
		The Office of Registrar is reorganized and strengthened by upgrading the skills of xx males and yy females as permanent members of the judicial service secretariat, reducing reliance on rotational civil servants from the Executive (compared to 2009 baseline)
		An amendment to Bar Council Law is prepared, with the approval of stakeholders, for mandatory pro bono legal service and a mechanism that provides effective national oversight to ensure compliance.
		Police reform continued with special emphasis on building capacity in forensic investigation, community policing and Victim Support Centres and approval of relevant legal reforms, including the establishment of a police complaints commission.
		NHRC's dependence on rotational civil servants from the Executive reduced by training xxx males and yyy females of the permanent NHRC staff in rights investigation and other supporting skills and effective collaboration with CSOs, NGOs and the media institutionalized.
		Effective coordination of the formulation, updating, implementation, monitoring and evaluation of a sector-wide right based strategy to improve access to justice, involving all concerned NGOs, CSOs and development partners as well as the judiciary and government.
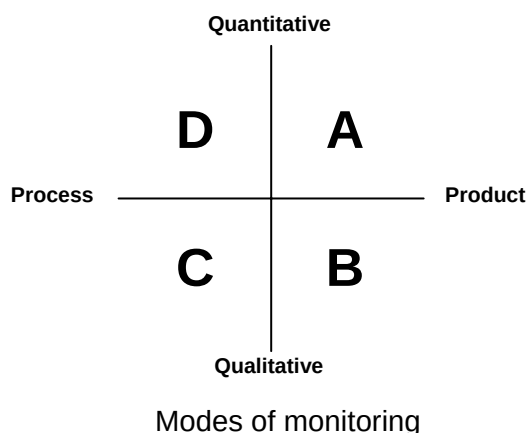
2006-2010 CP outcomes	2012-2016 Proposed CP outcomes and/or comment	2012-2016 Proposed CP outputs
Informed participation of vulnerable groups in policy dialogue	*Improved e-governance capacity of government institutions at all levels, with improved access to information by poor and vulnerable people.*	*Electronic access of citizens to government services and information at all levels improved*
		Development of e-governance supported, with special attention to interoperability
		Emergence of enabling environment for ICT for development supported.
Local governance capacities enhanced in policy formulation, partnerships	*Participatory, effective and accountable local governance institutions managing resources and providing improved services to the benefit of all.*	*Capacity of local governments strengthened to plan and manage resources and provide public services transparently and accountably.*
		Community-based approaches and civil society participation in local governance enhanced.
		A more conducive and enabling environment to sustain and improve effective decentralization developed at national level
Public administration reforms made efficient, transparent, accountable, effective, responsive, gender-sensitive	*Two major reforms are needed: 1) cease politicization and 2) base recruitment, appraisal, placement and promotion of civil servants on merit and performance. Proposed support to Parliament and democratization of political parties might help 1). Lead donor support for 2) has been moved from CSCMP to ADB. It is suggested that UNDP pursue efficiency gains in the civil service through extended support to PMO. This support can be used as an entry point for substantive reform in other areas if/when the will of political and civil service leaders makes progress more likely.*	*No separate output or intervention proposed in the next CP. Rather an unified intervention, including potential support to MoEst, for substantive civil service reforms if/when requested, would be provided through a unified project located in the PMO and pursuing improved service delivery through incremental efficiency gains obtained from e-governance.*
CHT	*See report of CHT evaluation*	*See report of CHT evaluation*

Annex 9

<u>Monitoring policy support and advocacy interventions</u>

A common problem in monitoring interventions in policy support and advocacy is to identify suitable and relevant indicators. Many logframes include indicators that are insufficient for effective monitoring of such interventions.

The basic intervention logic which underpins the logframe is that there is a sequential progression: Activities → Outputs → Outcomes → Impact. For monitoring to work well at any stage in this progression, there has to be sufficient "monitorability", i.e. that progress towards results can be verified in a reliable and credible manner. One way to make interventions more monitorable is to more clearly define the processes and deliverables that lead to expected outputs. For this, it is helpful to differentiate between **product-focused** and **process-focused** monitoring, and between **quantitative** and **qualitative** monitoring. This is graphically presented on two axes in the following figure:

Modes of monitoring

The monitoring envisaged by most logframes and M&E plans focuses on area A, i.e. by counting a number of outputs or occurrences (e.g. % of local governments able to approve their budget by a certain date). Quality characteristics of the output(s) are less frequently monitored and there is hardly any monitoring – quantitative or qualitative – of the process which resulted in the outputs (areas C and D)[74]. Most monitoring therefore focuses on outputs as these are usually easier to measure and more verifiable than process monitoring.

However, for policy support and advocacy, activities are often more process-oriented than product-oriented. For example, building consensus between stakeholders through a process of meetings and discussions may be more important than the document(s) produced by the meetings. Also, such policy support and advocacy can require months of work with many meetings before resulting in official endorsement of a new policy. During this extended period of consultation and consensus-building, there may not be discrete product(s) so that monitoring that focuses on just outputs will give a distorted impression of lack of progress. This points to the value of trying to capture other dimensions of progress, as reflected in the figure above:

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[74] Examples of indicators for these other types of monitoring are:
  B: relevance and coherence of a study; feasibility of its recommendations; quality reviews by peers/stakeholders.
  C: manner of participation of local governments in the process; seniority of Government officers involved.
  D: # of local governments participating in the process; # of meetings; # of researchers involved.

- Qualitative product monitoring (area B)
- Qualitative process monitoring (area C)
- Quantitative process monitoring (area D)

Of these, qualitative product monitoring may be preferred as providing information on whether quality expectations have been met or not. Quantitative process monitoring is usually too low level and may not generate meaningful indications of progress e.g. number of meetings, number of participants, number of drafts produced, etc.). Qualitative process monitoring is more interesting but can become intrusive and disturb rather than support the process concerned. Overall, monitoring policy and advocacy interventions should not rely exclusively on whether or not the policy is endorsed, but also try to capture quality dimensions, both in the policy concerned (e.g. have substantive reforms been diluted or not?) as well as in the processes followed (e.g. will they contribute to ownership and effective implementation of the changed policy?).

Annex 10

<u>Some potential lessons from this evaluation process</u>

This annex briefly notes some potential lessons from this evaluation process, in the hope that future evaluations of a similar type might gain from them and, if given the opportunity, we would try to do it better and/or differently next time.

- The web based documents repository was very useful and easy to access. It would however have been more useful if the repository had been set up by the CO before the evaluation team assembled in Dhaka, and the hyperlink had been emailed to the team in advance. This could have made downloading the documents for preparatory reading easier, as it would have reduced the need for downloading emails with large file attachments.

- Advance preparation of a draft Inception Report provides a means of developing a common team approach even before arrival and for stakeholders to verify early whether the team is setting off in the right direction. This enabled the team to develop a common approach from the outset. That part worked well.

- However, the other intended use of the draft Inception Report was to alert the CO, well before the start of the team's work in Dhaka, of the meetings requested by the team. This did not work well as the schedule given on arrival did not match the list of requested meetings. Also, despite repeated indications that the evaluation team would be splitting up, many of the informants met expressed surprise when only one or two members of the team arrived for the meeting. Meetings were also subject to constant changes. Some meetings were arranged through project personnel and this regrettably distorted the meetings in at least two cases: the project personnel prepared briefs for the person to be met, reflecting project agendas, rather than that of the evaluation. This reduced the usefulness of the meetings concerned to the evaluation team. Two suggested lessons: next time it would be better for the CO to designate a senior secretary experienced in organizing such schedules, rather than a Programme Officer and/or project personnel, to arrange all the meetings and refer the Team Leader to that person before the start of the evaluation. Secondly, the Team Leader should be more assertive in following up with the designated focal point in the CO to ensure that all requested meetings are included in the programme, before the start of the evaluation.

- A full time driver and vehicle was apparently assigned to the team for its duration. However, it turned out that this arrangement was to be shared with the Programme Officer supporting the team. This did not work well due to conflicting schedules. It is suggested that the CO assign a vehicle and driver to the evaluation team full time and NOT expect the team to share with any CO staff next time.

- Informal feedback from CO staff on the participatory exercise (Annex 6) suggested that many saw value added by the exercise and suggested that the CO might use similar approaches in its own regular work planning and monitoring. The evaluation team also found it useful. But a 90 minutes duration of the exercise instead of 60 minutes would be better.

- The induction briefing by CO was rushed and could have been better structured. Next time, it is suggested that each PO brief the evaluation team on what she/he is covering, expected results etc… This meeting could be arranged more cost efficiently by POs coming and going after their respective presentations. As a consequence, the first two or three days of the assignment should probably not involve outside the office meetings with non-UNDP informants.

- Some progress reports given to team were not the most recent and several more recent reports as well as relevant evaluation reports were missing from the material initially given to the team. The CO management might wish to check the accuracy and completeness of the list of documents provided to the team next time.

- An outcome evaluation by proxy, where the outcome evaluation team is to rely on the outputs and results of a separate project evaluation team, can only work if the project evaluation team takes the information needs of the outcome evaluation into full consideration, preferably through the terms of reference given to the project team. This is particularly so if the outcome evaluator does not have prior knowledge of the project or the context. The expectation that the evaluation team use the data and analyses of separate ongoing evaluations of major parts of the governance programme did not work well and placed the team in the awkward position of requesting cooperation from other consultants who had quite distinct terms of reference. It is suggested that this not be repeated. Next time, it will be better to schedule any project and/or programme evaluations that are expected to input into a higher level outcome evaluation in time for the final reports from the latter evaluations to be completed well before the start of the outcome evaluation.