Mid Term Review Report

Police Reform Programme (Phase II)
Bangladesh

Dr Rowan Barnsley
Muhammad Nurul Huda

10 August 2012

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Acronyms

AFP	Australian Federal Police
AIG	Additional Inspector General
AR	Annual Report
AWP	Annual Work Plan
BP	Bangladesh Police
BPWN	Bangladesh Police Women's Network
CDMS	Criminal Data Management System
CEDAW	Convention on Elimination of All Forms of Discrimination against Women
CID	Criminal Investigation Department
CIRMS	Criminal Investigation Records Management System
CIVS	Criminal Identification and Verification System
CO	Country Office
CP	Country Program
CPAS	Crime Pattern Analysis System
CPC	Crime Prevention Centre or Community Policing Cell
CPF	Community Policing Forum
CPO	Community Policing Officer
CPU	Community Policing Unit
CRC	Convention on the Rights of the Child
DAC	Development Assistance Committee (of OECD)
DB	Detective Branch
DFID	Department for International Development (UK)
DMP	Dhaka Metropolitan Police
DTS	Detective Training School
DV	Domestic Violence
ERD	Economic Relations Division
FPU	Formed Police Unit
GoB	Government of Bangladesh
HRM	Human Resource Management
IAWP	International Association of Women Police
IC	Inception Report
ICT	Information Communications Technology
IGP	Inspector General of Police
ILEA	International Law Enforcement Academy

ILO	International Labour Organisation
IO	Investigations Officer
MDG	Millennium Development Goal
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
MoLJPA	Ministry of Law, Justice and Parliamentary Affairs
MoWCA	Ministry of Women and Children Affairs
MTBF	Medium Term Budgetary Framework
MTR	Mid-Term Review
NCPS	National Community Policing Strategy
NEX	National Execution
NGO	Non Government Organisation
NPD	National Project Director
OECD	Organisation for Economic Cooperation and Development
OIC	Officer in Charge
PHQ	Police Headquarters
PIC	Project Implementation Committee
PIO	Police Internal Oversight
PRF	Project Results Framework
PRP	Police Reform Programme
PRP II	Police Reform Programme Phase II
PSC	Project Steering Committee
PTC	Police Training College
SAARC	South Asian Association for Regional Cooperation
SB	Special Branch
SOP	Standard Operating Procedures
SPWG	Strategic Planning Working Group
THB	Trafficking in Human Beings
TOR	Terms of Reference
TOT	Training of Trainers
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UPPR	Urban Partnership for Poverty Reduction Programme
VSC	Victim Support Centre

Executive summary

Executive Summary
Background and Context

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 ability of the Bangladesh Police (BP) 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 recognises the potential contribution that the police can make to national security and social and economic growth.

Phase I (January 2005-September 2009) established the foundation for reform by building national awareness and supporting the roll out of a community policing philosophy across the country. Phase II (October 2009-September 2014) aims to consolidate previous efforts by strengthening ownership and supporting the BP to pursue the following outcomes:

1. Strategic Direction and Organisational Reform;
2. Human Resource Management and Training;
3. Investigations, Operations and Prosecutions;
4. Crime Prevention and Community Policing;
5. Promoting Gender Sensitive Policing; and
6. Information, Communications and Technology.

Phase II (PRP II) also seeks to strengthen functional linkages with the broader social and justice sector. The Ministry of Home Affairs and Bangladesh Police will drive the reform process with technical and financial support from UNDP and other development partners.

The objective of PRP is to develop a safer and more secure environment based on respect for human rights and equitable access to justice through policing which is more responsive to the needs of poor and vulnerable people.

Purpose, Scope and Methodology of the Review

The purpose of the Mid-Term Review (MTR) was to evaluate the implementation progress of the PRP at the mid-point of the current Phase II between Sept 2009 and Oct 2014. Within the evolving planning context of BP and the broader priorities of the GoB, it provides a timely opportunity for stakeholders to assess the current performance of PRP and implementation approach for the remainder of Phase II and a consideration for a possible Phase III.

The MTR review was conducted through an intensive and consultative process and considered all aspects of the project's work both at policy and institutional level. It involved review of the programme's objectives and planned activities against the expected results, and consultations with a wide range of stakeholders. The independent MTR Team consulted with and obtained feedback from partners, stakeholders and others who have been associated with this UNDP/DFID supported PRP Phase II.

The MTR specifically addressed the following OECD Development Assistance Committee (DAC) evaluation criteria: Relevance; Effectiveness; Efficiency and Value for Money; Results and Impacts; and Sustainability. These were considered within a framework of a number of key areas for the project including

strategic orientation, implementation performance, integration of cross-cutting issues and partnership strategy. Additionally, the MTR identified the challenges and lessons learned during this period of Phase II implementation, and reviewed the Monitoring and Evaluation Strategic Framework with recommendations for enhancement. Consideration was also given to the feasibility and rationale of a possible PRP Phase III.

Key Findings

Overall PRP has contributed to a number of achievements within the Bangladesh Police in its two and a half years of Phase II implementation and has been effective in building on the platform provided in Phase I, particularly by strengthening engagement and ownership with the Bangladesh Police. The incoming Phase II Team faced a number of challenges inherited from Phase I and through an effective problem solving and project management approach systematically addressed these and PRP II has generally gained traction. The challenge in the second half of PRP II is to ensure the key inputs made to date are effectively built on and embedded to provide desired outcomes and impacts which are well monitored, effectively measured and reported on.

Key achievements in Outcome Areas during this first half of PRP II include:

Outcome Area 1: *Strategic Direction and Organisational Reform* - Emerging ownership and a deeper understanding of the strategic planning process with focus groups involving police at a number of levels beginning to identify needs, budgetary requirements and performance indicators; Comparative surveys and needs assessments to inform delivery of key outputs.

Outcome Area 2: *Human Resource Management and Training* – Improving engagement and ownership of training and professional development requirements for contemporary policing including design, delivery and evaluation together with some improvements to a number of police training facilities; An increasing understanding of contemporary training approaches as critical to driving reform and producing quality police personnel[1]; Better appreciation of need to improve police welfare systems and conditions as essential to improving morale[2];

Outcome Area 3: *Investigations, Operations and Prosecutions* - A shift in focus of investigations to include more emphasis on forensics, crime scene management and evidence rather than relying solely on confessions which will lead to fairer and more equitable justice[3]; Some signs of better access to fairer justice at the Thana level by Basic Crime Scene training and collection of physical evidence which is now owned and implemented by CID[4];

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[1] Although there is increasing understanding by the police of the need for modernised training and professional development to drive reform, as evidenced in consultations with the NPD, senior police and police trainers; observations of the strategic planning workshop on training; and, the establishment of the Curriculum Development Centre of Excellence at the Police Academy Sardah, these valuable inputs (facilitating more effective engagement between PRP and BP and increasing the ownership by BP of training initiatives) have yet to show tangible outcomes or impacts. These initial steps will need to be further strengthened to achieve a system-wide contemporary and sustainable training capacity in Bangladesh Police which demonstrably contributes to significant reform and measurable impacts for the delivery of police services and better access to justice, particularly for women, children and the more vulnerable.

[2] The International Crisis Group published a report on *Bangladesh: Getting Police Reform on Track (ICG 2009)*. This report provided an analysis of how difficult work, low salaries and conditions of service combine to impact on morale in the police service. These issues were discussed with NPD, IGP and a number of senior officers who clearly recognised the need to improve conditions of service. They also acknowledged the assistance provided by PRP II in improving their awareness of these matters, implementing the *Baseline Survey on Personal Security and Police Performance in Bangladesh,* (Saferworld) with measures to monitor morale and the assistance provided to improve the Police Welfare Bureau. Although there is clearly a better appreciation of the need to improve police welfare systems there is much more to be done, including commitment and support from MoHA and GoB for tangible improvements to be made in these areas.

Outcome Area 4: *Crime Prevention and Community Policing* - Community policing beginning to be recognised by beneficiaries as the vehicle to bring the community and the police together for crime prevention thus enabling greater participation and more effective engagement between the community and the police[5]; Increasing ownership and support from police, particularly at senior level and among younger more educated recruit officers to implement community oriented policing[6]; Signs of improving access to justice, particularly for rural communities and more disadvantaged and vulnerable people with the continuing roll out and BP support for Community Policing Forums and Crime Prevention Centres[7];

Outcome 5: *Promoting Gender Sensitive Policing* - Increasing recognition of the role of women and their participation in the Police including internationally in peacekeeping and engagement with overseas police women; Increased number of women police at different levels, more integrated training and a stronger and more active Bangladesh Police Women's Network (BPWN); Established Victim Support Centres (VSC) in Dhaka and Rangamati providing victim support and access to justice for more than 1300 children, women and the more vulnerable to date through BP and NGO partnerships with 6 more VSCs approved;

Outcome Area 6: *Information, Communications and Technology* - The establishment of an ICT organisational structure which is based on a cost-effective and realistic ICT Master Plan and supported and owned by BP; Implementation of Basic ICT skills awareness training programs based on BP demands and directed towards providing better service to the community; Improved records management for personnel and intelligence capabilities.

These and other achievements have occurred within a context of increasing signs of ownership of the reform process by participating Bangladesh Police and an improving level of interaction and engagement between the Police and the PRP across all PRP components. Collaboration between outcome areas is increasing and enabling a more strategic approach eg mainstreaming and integration of the model Thana initiative across components. These points were strongly acknowledged by the NPD and during discussions with the IGP.

Sustainability and ownership are beginning to be demonstrated by GoB financial support such as the provision of budgeting for Community Policing and Victim Support Centres in the MOHA Mid-Term Budgetary Funding (MTBF) however overall budgetary support for these areas still needs to be further strengthened and expanded to ensure sustainability.

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[3] Although there are some signs that investigations are starting to shift from a confessions based reliance to more evidence-based investigations, as shown by more effective crime scene management and use of tools such as fingerprints, shoe prints and other physical evidence (see PRP Annual Report 2011, page 29), there is still further work to be done, including renewal of the Evidence Act, adequate resourcing for investigations and further professional development of investigators, before evidence-based investigations are effectively implemented system-wide and from Thana level incidents through to major criminal investigations.

[4] *See Baseline Survey on Personal Security and Police Performance in Bangladesh, 2011 and PRP Quarterly Progress Report (Jan-March 2011).* This was also reinforced during discussions with members of Mohila Parishad and community members from Dhanmondi Thana and from Khulna; feedback from Investigating Officers who had been trained; and CID officers who were delivering further training in Basic Crime Scene Management. Outcomes and impacts from this initiative now need to be monitored and evaluated by PRP II.

[5] This was evidenced in discussions with the NPD, IGP and police, as well as during discussions with community members at Thana level and members of the Mohila Parishad. See also Chapter 5 *Baseline Survey*. All those spoken to acknowledged however, that although the benefits of community oriented policing were being seen as beneficial to police-community relations and crime prevention, there was more to be done to embed this as a sustainable practice, including the need for the policy to be endorsed by MoHA and much more effective communication between the police and the community regarding the concept of community policing and Community Policing Forums.

[6] As above.

[7] Signs of improving access were noted by members of Mohila Parishad and in discussions with Bangladesh Legal Aid Services Trust. It also emerged during discussions at the Victim Support Centre visited however this is anecdotal evidence and more hard data collection and analysis of outcomes and impacts is required to be undertaken by the PRP M&E in the second half of PRPII.

Since the commencement of Phase II, the PRP Team has been co-located with Bangladesh Police at PHQ[8] and this has contributed to enhanced cooperation and more effective engagement, particularly with the IGP and senior officers. The engagement with police at all levels beyond PHQ and into Dhaka metropolitan area and throughout the regions and districts is similarly developing satisfactorily and reasonably effective where there are specific project interventions such as training, community forums, victim support centres and model Thana. Overall the level of engagement with participating police has been a key factor influencing PRP II performance.

The programme strategy has generally been appropriate and effective in moving towards achieving the programme outcomes. As in all development projects some adjustments need to be made as circumstances change and lessons learned are applied. The project has been flexible and timely in doing this but would benefit from a more robust risk assessment and mitigation mechanism to monitor and address key risks which have become more noticeable since the election in 2009 and are likely to increasingly emerge leading up to the next election in 2014. These include potential political instability and hartals which divert police resources away from community policing and other change initiatives and back towards a more public order and control focus. This slows down the process of reform and creates delays across a number of PRP planned inputs which is beyond the ability of the PRP to control. As a result of these delays and other external factors such as lack of legislative reform, a number of components have underperformed or are yet to produce tangible evidence of development results, especially Components 1, 2, 3 and 4. It is not that these components have not achieved results just that "evidence" of this is yet to be clearly articulated in terms of Bangladesh Police organisational performance or access to justice (for end users).

The Project Document risk log provides a comprehensive summary of the range of potential risks to project delivery and these risks would benefit from being more robustly monitored and reported on at component and project level in Quarterly and Annual Reports so that effects and responses are effectively documented and tracked.

The UNDAF and CP outcomes as outlined in the Project Document remain clearly relevant to the needs of human security in Bangladesh as do the PRP II objectives and outcome areas (components). PRP II also remains relevant in contributing to local and national development priorities, and to an enabling environment for social and economic progress[9].

The NPD, IGP and most BP personnel consulted, see the reform focus of PRP II as relevant to organisational needs to position the BP for the future, both operationally and to shape strategic direction and organisational reform. The component outcomes and their respective outputs are recognised as critical to the nature and scale of organisational reform and renewal for the BP to position itself as a modernised policing service in a democratic setting. Many of those consulted raised the issue of delays in legislative reform as inhibiting the progress of reform and change, and acknowledged this delay is caused by factors external to the project.

The indicators in the Project Results Framework (PRF) of outputs and activities in the Project Document were revised by the PRP team on the basis of lessons learned during initial implementation of Phase II. Updating these PRF indicators is not only appropriate but necessary as an on-going process, particularly during preparation of Annual Work Plans (AWP). This should continue as PRP enters the second half of Phase II and the project and its components are required to measure and report on outcomes, impacts and sustainability.

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[8] There is a shortage space in PHQ and this may impact on the continuing location of PRP within PHQ. This potential risk needs to be assessed and contingency plans established as required.

[9] The need for law and order, safety and security which is based on rule of law, equitable access to justice and effective human rights is increasingly being recognised as underpinning the enabling environment for social and economic progress and development.

There are no corrective actions required for project design apart from continuing update of indicators and minor wording adjustments for a small number of activities which are noted in the MTR report. A comprehensive analysis of ProDoc outputs in collaboration with PRP staff and the NPD does not show any need for changes. If there is a difficulty in achieving a required output, or some indicative activity within it, then the reasons for this should be recorded in the regularly updated Risk Log[10] with appropriate mitigation as required. Risk assessment and response should also be maintained regularly and documented for each Outcome Area (component level) as a critical record of any risks or barriers impacting on planned project achievements, and what is done in attempts to overcome them.

In terms of program management and administration PRP II is functioning well, particularly areas of financial management, accountability systems, oversight of procurement and reporting. This is evidenced in audit reports, desk review of reports and feedback from key stakeholders. The PRP II management structure together with the Project Steering Committee (PSC) and Project Implementation Committee (PIC) guidance and oversight are functioning as planned however the PSC may need to examine more closely the impact on planned project activities and outcomes resulting from the delays in legislative renewal and the formal approval by MoHA of a number of policy initiatives such as Community Policing and Gender Guidelines.

Results delivered against resources expended generally show value for money and resources allocated across the range of activities demonstrate management commitment to cost-effectiveness. A closer look at budgetary allocations in the Project Document however, shows that original costing estimates provided for personnel costs may be less than current requirements and would benefit from revision. Additionally, a number of international advisory positions have a 36 month timeframe and have been budgeted accordingly. Through the PSC, and through strategic discussions between Bangladesh Police, MoHA, DFID and UNDP, it may be necessary to consider high-level policy corrections or changes in strategy to ensure delivery of specified outcomes. These strategies and policy corrections could include extending a small number of key international positions as well as consideration given to extending the project for 12 months (or more) to make up for time lost due to the upcoming elections, hartals and other factors external to the project. It may be that these policy corrections, which not only contribute to delivery of key outcomes for the remainder of the project and provide continuity of staffing, could be funded from cost savings in the existing budget.

The perception of the community and key stakeholders on benefits derived from the PRP II to date are generally positive, particularly with regard to community policing initiatives such as model Thana, community policing forums, crime prevention centres and victim support centres. There is also a view that many police now have a better understanding of gender issues both for victims and female police officers. There are improvements to investigation methods with increasing reliance on forensics rather than forced confessions, and enhanced training methodologies which focus not only on skills but also on attitudinal change with the inclusion of issues such as gender being mainstreamed across many training programs.

Outcome 5 on *'Promoting Gender Sensitive Policing'* has been particularly successful with achievements and outcomes resulting from this component directly, and its integration and mainstreaming across other components. Results in this area for PRP II were also noted in the DFID Safety and Justice Review 2012. In addition, PRP II Gender achievements were recognised at the UNDP celebrations for International Women's Day when PRP II received the prize in Category 1 for Gender Innovation Initiatives.

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[10] See PRP II Project Document pages 45 - 46. The PD states that the Programme Support, Monitoring and Evaluation Unit will regularly assess and monitor risks and update risk logs on a quarterly basis and report on these. Periodic analysis of risks and identification of risk mitigation is a critical exercise given the overall risk of outside influence on police operations and the level of political will and commitment (PD p. 45).

Women police across the ranks spoke highly of assistance provided by the project. The Bangladesh Police Women's Network (BPWN) is progressing well and organised a very successful Board meeting of the International Association of Women Police. Women police are very proud of this achievement and many police of both genders openly acknowledge better understanding of gender issues as they relate to policing. Women as victims are getting better access to justice through vehicles such as the Victim Support Centres and gender training of police, however all stakeholders still acknowledge there is a long way to go to embed these values and practices throughout the organisation. Remaining challenges include patriarchal attitudes and male dominated police culture particularly at the mid and lower levels of police and general mindsets amongst some members of the community. Overall however, level of support from senior officers, newly recruited and well educated younger lower level officers and NGO partners are all very encouraging and key gender outcomes are being realised. Although the Gender Guidelines are still awaiting formal MoHA approval it is worth noting the operational acceptance of these by many police.

Although there are views that a range of benefits have been achieved in areas associated with PRP, there remain concerns around human rights, access to justice (particularly for vulnerable) and perceptions of corruption. A key part of the rationale for PRP was human rights, and awareness and sensitisation in this area for the police has not been as comprehensive and as accepted as it has been for gender related matters. In the second half of Phase II, the PRP in collaboration with Bangladesh Police would benefit from more vigorous mainstreaming, integration and promoting awareness of human rights issues not only in training, but across all component areas and all project interventions.

The issue of human rights responsibilities would also benefit by inclusion in Standard Operating Procedures (SOP) and updated Police regulations, as well as strategic engagement between the PRP/BP and other key stakeholders on how to deal with these in practice. Such partnerships, particularly between Bangladesh Police and other actors in the justice sector, are essential.

The benefits gained from the ICT component are also widely recognised and the ownership, technical expertise and commitment to cost effective and well planned ICT with project support is a good example of development best practice in an area which can often be problematic. Ownership is reflected in ICT personnel allocations and budgetary support. With further project management and ICT training sustainability is well on target and aligned with Government's 'Digital Bangladesh' vision.

The benefit gained from participating in overseas study tours to observe various policing functions was raised by a number of police personnel. This observation is not to be concluded as an overall endorsement of study tours as always adding value but to highlight the views expressed by counterparts and beneficiaries in this collaborate review. It is stressed by Reviewers that participants in overseas study tours need to be carefully selected and the objectives of the proposed study visit clearly focussed and targeted. Finally, to ensure cost-effectiveness it is essential to gain a return on investment with a definitive outcome relevant to progressing the Bangladesh Police reform agenda. If these conditions are not met it is unlikely that study tours will provide value for money.

In relation to monitoring, evaluation and reporting, there have been some sign of successes in PRP II with respect to the establishment of performance metrics. The Baseline Survey on Personal Security and Police Performance in Bangladesh is an example of this[11]. The progress in activities and the PRP II achievements are reported and documented in the minutes of meetings of the PSC and the PIC and in the PRP quarterly progress and financial reports. The PRP II Annual Reports (ARs) discuss the project's achievements by following the logical framework of the project, as presented in the Annual Work Plans for 2010 and 2011. There is an M&E Strategic Framework that is currently being updated for the second half of PRP II.

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[11] Baseline Survey on Personal Security and Police Performance in Bangladesh, Saferworld, 2011

Refocusing M&E reporting towards outcomes and impacts in the second half of phase II, lessening the number of output indicators, ensuring a balance of both quantitative and qualitative impact indicators, and the effective use of case studies demonstrating impact should be key considerations in this area. There is a need for example to better measure tangible results in improvements to service delivery at the Thana level and real impacts on access to justice for the more vulnerable.

Given the M&E and reporting requirements towards the second half of a project, it would be beneficial if an M&E planning workshop was held with the Project Management Team and all Outcome Managers to identify and agree on a specific M&E action plan. Better capturing and critical discussion on lessons learned will also assist the replication of best practice project initiatives and innovations.

Despite the progress being made, there are a number of risks, or challenges, which confront PRP's ongoing journey to development effectiveness for the remainder of PRP II.

A major challenge facing police reform in Bangladesh is the lack of progress on renewal of the legislative framework and this remains a major risk to police reform. Many key laws are outdated and do not match the needs of contemporary Bangladesh. The Police Act in particular would benefit from revision to promote greater accountability and oversight, merit based recruitment and more effective human resource management. A lack of progress on the 1861 Police Act and other key legislation has the potential to limit PRP's overall impact during this final period of Phase II. It impedes structural and organisational reform, and restricts areas such as the modernising of human resource management and the introduction of more effective approaches to investigations through restructuring of the CID.

Although the PRP is designed to and can assist legislative renewal the decision to do so is outside of the control of the PRP or the BP to implement. Given the delays in legislative renewal, high level advocacy is required to establish a better understanding and political will to introduce modern laws which are in line with international policing best practice and international human rights law. With advocacy, and the establishment of a high level working group with a GoB mandate for legislative reform, the difficult issues around renewal of the legislative framework for police could be addressed and agreements made to progress step by step. It may be necessary to look at a range of strategies and options to achieve this in addition to advocacy including awareness workshops, forums and critical issues seminars. In summary, the lack of progress on legislative renewal remains a key stumbling block to the sustainable strategic reform of BP and perhaps will take longer than anticipated.

Although delays with renewal of the legislative framework have impacted on the pace of progress for some outputs in Outcome 1: *Strategic Direction and Organisational Reform*, a number of key highlights can be noted. These include the comparative survey on police legislation, analysis of draft police ordinance and the needs assessments for police media communication and BP research capacity[12]. These knowledge documents contain observations, options and recommendations which should be further explored in consultation with key BP personnel and other stakeholders.

Notwithstanding restrictions resulting from the delays of legislative reform, there are some outputs and activities for Outcome Area 1 that could also be progressed at a faster pace and perhaps with different strategies. For example further initiatives could be directed towards greater communication of the concept and benefits of police reform amongst the police and other key stakeholders to increase awareness for all in this next part of PRP II. Such communication and awareness initiatives are not impeded by current legislation and could be negotiated with the IGP, the NPD and senior Bangladesh Police officers. In addition

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[12] Police Reform Opportunities in Bangladesh: Comparative Survey Report of Police Legislation, Analysis of Police Draft Ordinance 2007; Needs Assessment: Bangladesh Police Media Communication, and Needs Assessment Bangladesh Police Policy and Research Capability

to the work on initiating strategic planning focus groups, other initiatives in this component could include more awareness and understanding for beneficiaries on structural and organisational reform, oversight and accountability, and strategic partnerships. This helps to create an environment for reform that becomes demand driven from the police, civil society and the broader community.

Another challenge facing sustainable reform of the Bangladesh Police and the effectiveness of PRP II initiatives is the arbitrary transfer of personnel. This will often occur when an officer has been given training in a specific area and is then transferred before benefits from this training can be gained. The transfer decisions of police personnel, as with recruitment, dismissal and promotion, are often at short notice and outside the control of the Bangladesh Police. It is difficult to plan on this basis. Such practices are a legacy from the colonial policing model and its dated legislative framework.

One of the biggest challenges facing police reform in any nation is enhancing management skills of police commanders to embrace modern management practices. There is no question about the chain of command requirement in a disciplined organisation, particularly in an operational context. However today, police leaders also have to be effective managers as in other public sector agencies. This often requires different skills and approaches than command and control. Fair and equitable selection of potential police executive leaders (women and men), effective professional development opportunities, career progression pathways and promotion based on merit are keys to this. Overall such an approach would improve supervision and management throughout the BP and lead to greater performance and professionalism: the cornerstones of contemporary policing in a democracy.

Sustainability of police reform initiatives requires understanding, ownership and budgetary commitment to continue effective project supported achievements. Despite progress being made and signs of increasing ownership amongst some police, a change of strategy may be needed which increases awareness of the reform process to more effectively leverage from this change of heart by participating police to extend more widely throughout all levels and geographical locations of police. There is also an opportunity to focus on more extensive community awareness strategies to create an environment for demand driven police reform. This could be facilitated by a public marketing campaign with a catchphrase such as "Towards a Safer Bangladesh for All', thus mobilising public interest and attention.

Summary and Conclusions

Police reform in any country is a major exercise, and on the scope and scale in Bangladesh cannot be underestimated. PRP has made some key steps forward in this first part of Phase II. Although the project is generally on track with a number of successes there are several areas where progress is slow, superficial or stalled (mostly due to external factors). If these factors can be addressed the project is generally on target to achieve most of its planned outcomes, particularly if renewal of the legislative framework is undertaken and the necessary political will to drive reform is in place.

PRP II is providing a sound platform for consideration of a possible PRP III to consolidate sustainable reforms throughout all levels of the Bangladesh Police and adequately position the modernised organisation to contribute to a safer more secure Bangladesh and its longer term economic and social development. If consideration was to be given for a PRP III, it should be fully scoped well before the end of PRP II. The scoping would include planning for a carefully managed and resourced transition period to ensure seamless continuity with a core group of key positions. Regardless of whether a PRP III is a possibility or not, the current PRP II Management Team need to ensure an effective well documented Exit Strategy is prepared during this last period of PRP II to secure the potential for sustainability.

Recommendations

As the result of undertaking this PRP II mid-term review, the following recommendations are made:

Policy and Strategic Level

❚ **Recommendation 1**. There is a need for high level advocacy (perhaps in the form of a high level working group) from donors and other key stakeholders to achieve the necessary GoB commitment and support to drive renewal of the legislative framework necessary for sustainable police reform.

❚ **Recommendation 2**. That consideration is given to a shift in programmatic strategy to provide continuity of key specialised international FTA staff for the remainder of PRP II to ensure delivery of project outcomes and maintain continuity of these police operational and management reforms.

❚ **Recommendation 3**. That further consideration is given to different approaches and strategies (including outside the scope of the PRP) to address renewal of Police Act 1861 and other legislative impediments to police reform including further engagement with other actors in the wider justice sector who may be able to assist.[13]

Project Management and Financial Level

❚ **Recommendation 4**. PRP II implement more effective strategies designed to enhance visibility and strategic communication to the Bangladesh Police, relevant ministries and the broader community on the value of police reform generally and for marketing the specific achievements of PRP II support to the Bangladesh Police and other beneficiaries.[14]

❚ **Recommendation 5**. Monitoring and Evaluation (M&E) is refocused more towards outcomes and impacts in second half of PRP Phase II with less emphasis on output indicators, ensuring a balance of both quantitative and qualitative outcome indicators, and the use of beneficiary case studies and related feedback to demonstrate emerging project impacts.

❚ **Recommendation 6**. That a more rigorous risk assessment and mitigation mechanism be implemented in PRP II to further address and more regularly report on key risks that may impact on the project and its planned outcomes due to the possible external influence on the police and their focus in the lead up to the next national election in 2014.

❚ **Recommendation 7**. That the PRP II Program Management Team commence planning for the preparation of a comprehensive PRP II Exit Strategy to secure sustainability of PRP II achievements which includes strategies and procedures for BP/MoHA/GoB budgetary requirements, knowledge and asset transfer, demobilization of personnel, communication and protocol matters, and post-project monitoring.[15]

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[13] The necessary legislative reform for the police may be better undertaken through the Ministry of Law, Justice and Parliamentary Affairs (MJLPA) in partnership with MOHA and BP. Other strategies could include more emphasis placed on facilitating wider justice sector workshops, advocacy forums, learning events and critical issues seminars to increase understanding and awareness of the benefits of legislative renewal and gaining the wider support needed for this critical legislative reform to be completed.

[14] At the time of the MTR Review the position of Public Relations/Communication officer was unfilled and given the needs in this area in the second half of PRP II the filling of this position should be expedited.

[15] Even if a decision is made to further consider a scoping for a possible PRP Phase III, this exit strategy will still be essential information and analysis to inform the scoping and design of a possible PRP III.

Project Component Level

❚ **Recommendation 8**. PRP II Outcome Area 1 refocus approaches and consider alternative strategies[16] (within existing ProDoc outputs and indicative activities) which are not restricted by the current legislative framework but which can achieve tangible outcomes directed towards increasing understanding and awareness of police reform requirements such as structural and organisational transformation, police oversight and accountability mechanisms and the value of strategic partnerships with other organisations.

❚ **Recommendation 9**. PRP II Outcome Area 1 more effectively leverage from the significant work already done in the comparative survey on police legislation, analysis of draft ordinance and needs assessments of Bangladesh Police media communication and Bangladesh Police policy and research capacity, to add value and achieve progress as a result of these research activities and needs assessments.

❚ **Recommendation 10**. More emphasis is placed on human rights issues and awareness across all PRP II training programs (particularly Outcome Area 2) and all other project interventions including monitoring and evaluation, reporting, and community awareness communication, as well as inclusion in the Standard Operating Procedures (SOP) for Bangladesh Police.

❚ **Recommendation 11**. That PRP II Outcome Area 2 in collaboration with BP and MoHA comprehensively review all human resource management strategies, policies, procedures and structures to develop and implement without further delay an organisational human resource management plan enabling implementation of modernised systems including recruitment, transfer, merit based promotion, gender equity, professional development and police welfare.

❚ **Recommendation 12**. Outcome Area 3 place increased emphasis on facilitating more effective working level collaboration between police and the judicial system (Output 3.4) in the second half of PRP II, including Activity 3.4.5 on custodial management in collaboration with relevant groups such as the National Human Rights Commission.

❚ **Recommendation 13**. That Outcome Area 4 more clearly document definitions of concepts such as Community Policing Forums, Crime Prevention Centres, Crime Prevention Cells and other key strategic sub units and their respective titles, structure and functions to clarify understanding and awareness for both police and the community, and to enable more targeted and precise data collection and analysis (including gender and rank disaggregated data) for monitoring, evaluation and reporting.

❚ **Recommendation 14**. Outcome Area 4 place priority on finalising formal approval from MoHA for the National Community Policing Strategy and the Crime Prevention Strategy to enable further strategic progress in embedding community policing practices throughout Bangladesh as a longer term sustainable practice.

❚ **Recommendation 15**. That Outcome Area 5 facilitates the establishment of a working group, including representatives from the Bangladesh Police Women's Network, to consider the rationale, options and approaches to increasing the percentage of women police to 10% over the next five years and identify strategies to provide career pathway opportunities for women police.[17]

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[16] Strategies could include awareness workshops and forums, learning events and critical issues seminars.

[17] This recommendation would support the call by the Hon Home Minister Sahara Khatun for more women police during her address to the Bangladesh Police Women's Network 30th Nov 2011.

▌ **Recommendation 16**. Outcome Area 6 continue to consolidate and build on successes achieved in the first half of PRP II by focusing on project management and ICT training in the second half of PRP II to strengthen sustainability and alignment with GoB Digital Bangladesh vision.

Other

▌ **Recommendation 17**. That recognition be given to the value of targeted, well focused and outcome oriented study tours in which participating personnel are appropriately selected and are required to submit an end of tour report with findings and recommendations for tangible strategic improvements to Bangladesh Police policies, procedures and practices.[18]

▌ **Recommendation 18**. That a Monitoring and Evaluation planning workshop be held with the Project Management Team and all Outcome Managers to identify and agree on a specific M&E action plan for the second half of PRP II which focuses on measuring and reporting on project outcomes and impacts assessment.

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[18] International study tours would require these conditions to be met to ensure value for money and return on investment.

Background and Context

Background and Context

1. Bangladesh is a developing nation and a fledgling democracy. Steady economic growth since the early 1990s has resulted in rapid gains in Human Development and Bangladesh is currently on track to meet a number of the Millennium Development Goals (MDG). Despite impressive achievements in a variety of fields, Bangladesh suffers from weak governance, poverty and a lack of government capacity to deliver basic services. For example, access to justice, respect for the rule of law and knowledge of human rights are generally acknowledged as inadequate.

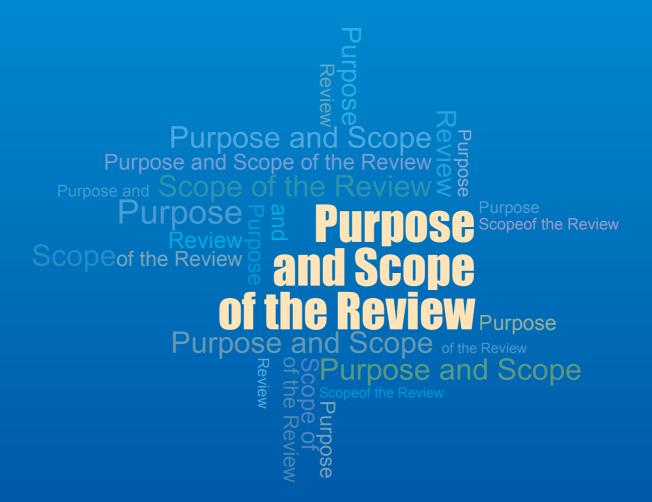2. Human security and law and order are integral to sustainable human development and poverty reduction in Bangladesh. Their absence creates instability and a lack of confidence which undermines the environment for investment and economic growth. Moreover, the rule of law and access to justice are key elements of governance and are essential for ensuring human rights. Thus, an accountable, transparent and efficient police service in Bangladesh is essential for the safety and well being of all citizens, national stability and longer-term growth and development, particularly the creation of a secure environment which is conducive to consumer and investor confidence. Within this context the Police Reform Programme (PRP) Phase I was launched in January 2005.

3. PRP is a long-term and comprehensive capacity building initiative to improve human security in Bangladesh. It supports the transition from a colonial style police force to democratic policing by strengthening the ability of the Bangladesh Police (BP) to contribute to a safer and more secure environment based on respect for the rule of law, human rights and equitable access to justice.

4. The PRP is a joint collaboration of the UK Department for International Development (DFID), UNDP and the Government of Bangladesh (GoB). The design of the programme was informed by a comprehensive and widely consulted needs assessment of human security undertaken in Bangladesh in 2003.[19]

5. 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 recognises the potential contribution that the police can make to national security and social and economic growth. Phase I of the PRP lasted four and a half years and ended on September 30th 2009. This first phase established the foundation for police reform by building national awareness and supporting the roll out of a community policing philosophy across the country, including the introduction of the model Thana concept and other initiatives such as Victim Support Centres (VSC).

6. Phase II (October 2009-September 2014)[20] aims to consolidate previous efforts by strengthening ownership and supporting the BP to pursue the following outcomes:

    i. Strategic Direction and Organisational Reform;
    ii. Human Resource Management and Training;
    iii. Investigations, Operations and Prosecutions;
    iv. Crime Prevention and Community Policing;
    v. Promoting Gender Sensitive Policing; and
    vi. Information, Communications and Technology.

7. Phase II (PRP II) also seeks to strengthen functional linkages with the broader social and justice sector. The Ministry of Home Affairs (MoHA) and the Bangladesh Police will drive the reform process with technical and financial support from UNDP and other development partners. The Bangladesh people, in particular, the Bangladesh Police are the target beneficiaries of the PRP. The police also are beneficiaries benefiting from increased capacity and job satisfaction, improved morale, image and social standing.

8. The objective of PRP is to develop a safer and more secure environment based on respect for human rights and equitable access to justice through policing which is more responsive to the needs of poor and vulnerable people.

[19] United Nations Development Programme, Towards Police Reform in Bangladesh: Needs Assessment Report 2003, (UNDP, 2004).

[20] The total budget for PRP II as stated in the ProDoc is USD 29.015 million administered by UNDP under NEX.

Purpose and Scope of the Review

Purpose and Scope of the Review

Objectives and Scope

9. The purpose of the Mid-Term Review (MTR) was to evaluate the implementation progress of the PRP at the mid-point of the current Phase II between Sept 2009 and Oct 2014. Within the evolving planning context of the Bangladesh Police and the broader priorities of the GoB, it provided a timely opportunity for stakeholders to assess the current performance of PRP, the implementation approach for the remainder of Phase II and the feasibility and rationale for a possible PRP Phase III. The specific MTR objectives were to assess the level of progress being made towards the achievement of PRP Phase II outcomes, provide recommendations for consideration by key stakeholders and the project team, and to identify any course corrections, if needed.

10. The conduct of an MTR was in line with the commitments given in the approved project document between UNDP and the GoB. In addition to the formal requirements, it is also best practice that a review is undertaken to support the project at this stage of implementation. The MTR Terms of Reference (TOR) are outlined in Annex 1.

11. The MTR covered the period of Phase II of the PRP only and considered all aspects of the project's work both at policy and institutional level. The MTR specifically addressed the following OECD Development Assistance Committee (DAC) oriented evaluation criteria as well as the integration of a number of key cross cutting issues including gender equality and human rights:

   i)   **Relevance** - the extent to which the project is contributing to local and national development priorities and organizational policies in the context of the police reform in Bangladesh;

   ii) **Effectiveness** - the extent to which progress towards project objectives has been achieved or how likely it is to be achieved (including extent to which the PRP outputs contributed to the achievement of the outcomes and the factors that have contributed to its effectiveness or ineffectiveness);

   iii) **Efficiency and Value for Money** – the extent to which best-value has been obtained (results delivered versus resources/inputs expended);

   iv) **Results and Impacts** – the positive and negative changes and effects driven by project-supported interventions, directly and indirectly or foreseen and unforeseen, (results include direct project outputs, short-to medium term outcomes, and longer-term impact including national benefits, replication effects and other, local effects);

   v)   **Sustainability** – the likely ability of project-supported intervention to continue to deliver benefits for an extended period of time after completion (projects need to be financially and socially sustainable);

vi) **Integration and Cross-Cutting Issues** - Integrating gender equity, human rights and model Thana into PRP activities.

12. The MTR therefore focused on the effectiveness, efficiency and timeliness of project implementation and was designed to highlight any issues requiring decisions and actions. Additionally, the MTR identified the challenges and lessons learned during this period of Phase II with regard to project design, implementation and management, and reviewed the Monitoring and Evaluation (M&E) Strategic Framework with recommendations for enhancement. The updated Project Results Framework was also evaluated for the purpose of making recommendations on revision if required. The Mid Term Review findings will be incorporated as recommendations for enhanced implementation during the final half of the project's term (2012-2014).

13. Review questions, data collection methods and sources of data are outlined later in the MTR and cover the scope of the OECD DAC criteria, in addition a number of key areas for the project including strategic orientation, implementation performance and partnership strategy.

MTR Team

14. The Review team comprised two members[21], one National and one International.

❚ **Dr Rowan Barnsley**, Team Leader, is a justice and security specialist with extensive international experience in police reform. Dr Barnsley participated in the Needs Assessment of Human Security in Bangladesh mission in 2003 and contributed to project design and evaluation initiatives for PRP Phase I.

❚ **Mohammad Nurul Huda**, National Member, is the Senior Advisor for the Police Reform Programme and a former Inspector General of Police (IGP) in Bangladesh. Mr Huda has extensive knowledge of police reform issues and is a writer and regular media columnist on these matters.

Learning and Knowledge Sharing

15. Where possible the MTR Team sought opportunities to optimise the learning potential and knowledge sharing during the review by encouraging participatory engagement and facilitating learning events with project personnel, beneficiaries and other key stakeholders as the opportunity arose. Such an approach is consistent with a key feature of an MTR which is to inform and guide the second half of the project.

Limitations of the Review

16. Initially there was to be two international consultants and one national consultant to undertake the review, however due to unforeseen circumstances only one international consultant participated. As a result of this and time constraints there was only one field trip out of Dhaka (Khulna District) however arrangements were made for a number of key beneficiaries to travel to Dhaka from other districts for consultations and interviews to enable a more comprehensive coverage of the project footprint.

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[21] Initially a second international expert was to be included in the MTR Team however due to circumstances beyond the control of PRP/UNDP this was not possible.

17. Numerous factors influence policing and human security in Bangladesh. Many are beyond the scope of the police and the project to address and these are highlighted as appropriate in the MTR. Although a discussion of impacts is a feature of this Report, it is recognised that the PRP Phase II is only at mid-term point and the outcomes and full impact of many initiatives and activities are still evolving and will emerge more comprehensively in the latter half of implementation of PRP II.

Approach and Methodology

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Methodological Approach

18. The methodological approach of this independent MTR was primarily evidence-based and participatory. It was project focussed, outcome-oriented and formative in the sense it was designed to improve performance and implementation for the second half of PRP Phase II.

19. The approach involved three key methodologies to identify information sources and collect data:

    i)   A comprehensive desk review including the project document, revised log frame, baseline survey, PRP knowledge products, annual and quarterly reports produced by the project, Baseline Survey on Personal Security and Police Performance in Bangladesh (2011) and other relevant material produced by other organisations (A list of documents is shown at Annex 2);

    ii) Interviews and consultations with key stakeholders including GoB officials, BP personnel, PRP II staff including national counterparts, donors, implementing partners, beneficiaries and other relevant informants (a detailed list of consultations is shown in Annex 3); and,

    iii) Field based observations, including visits to District meetings (Khulna[22]), Police Training Centres, model Thana, Victim Support Centres, NGOs and beneficiary communities in Khulna and Dhaka.

20. In both Dhaka and the field, all partners were given the opportunity to speak with the MTR team in the absence of PRP II staff. In the field, community members were given the same opportunity and a range of community members were consulted. The confidentiality of respondents was respected throughout including anonymity where requested. In the field interviews took place in the absence of implementing NGO staff and other officials.

21. In addition to the above data collection tools, small participatory focus groups and a number of relevant case studies were utilised to assist with data analysis, identifying lessons learned and verification/triangulation of data. A Mid Term Review briefing with a range of police, MoHA and other key stakeholders on preliminary findings and draft recommendations was conducted to facilitate knowledge sharing and exchange of ideas.

22. The MTR review was conducted through an intensive and consultative process and considered all aspects of the project's work both at policy and institutional level. It involved review of the programme's objectives and planned activities against the expected results, and consultations with a wide range of stakeholders. The independent MTR Team consulted with and obtained feedback from partners, stakeholders and others who have been associated with this UNDP/DFID supported PRP Phase II.

23. The PRP Planning, Monitoring and Evaluation Specialist[23] was the review focal point and coordinated activities under this MTR contract including consultations and field visits. The MTR Team was provided with relevant PRP documents and records, transport and working space as required. UNDP/PRP met the costs, as budgeted for, under the approved MTR Work Plan.

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[22] Meetings included the Khulna Divisional Consultation between PRP and BP which involved approximately 60 police and a Community Policing Forum involving more than 200 persons.

[23] Acknowledgments to those who assisted the review team in conducting this MTR are shown at Annex 4.

24. The names of agencies and other actors considered to be key informants for this review included Bangladesh Police (BP) personnel of all ranks and the Bangladesh Police Women's Network (BPWN); GoB Ministries particularly the Ministry of Home Affairs (MoHA); other beneficiaries including community groups such as Community Policing Forums (CPF) and members of the community; Victim Support Centres, relevant NGOs; other Donors in the justice sector and other development partners. Specific details of all persons and organisations consulted are included Annex 3 of this MTR report.

25. The MTR comprised the following key deliverables:

   a) **Inception Report of the MTR** - included a revised ToR with a comprehensive approach and methodology; review questions, the main elements of the review and a detailed work plan; schedule of tasks and activities and deliverables for the review process. The Inception Report reflected the reviewers' understanding of the assignment.

   b) **An executive summary and preliminary recommendations** - A summary of evaluation findings, conclusions and preliminary recommendations at a debriefing meeting with the PRP/UNDP, key stakeholders and development partners. This meeting will be organised by PRP/UNDP to share the preliminary recommendations and receive feedback from PRP's key stakeholders and development partners.

   c) **A Draft MTR report** with findings, lessons learned and recommendations for consideration and discussion with key stakeholders and donors.

   d) A **Review of the Monitoring and Evaluation Strategic Framework** with recommendations for improvements to data collection templates and enhancement of M&E reporting

   e) Recommendations on possible **Project Document revisions**.

   f) Views on a possible **PRP Phase III**.

   g) A **Final MTR report** with findings, including achievements, challenges, lessons learned and recommendations (on or before 31 May 2012).

26. The timings for these deliverables are shown as milestones in the MTR Work Plan Implementation Schedule (Annex 5).

Supervision and Quality Assurance

27. The work progress of the MTR Team was monitored by the Planning, Monitoring and Evaluation Specialist, and by the overall supervision of the PRP Project Manager. The Planning, Monitoring and Evaluation Specialist was responsible for the evaluation of the performance of the MTR Team and approving the deliverables/outputs. The TOR was the basis upon which compliance with assignment requirements and overall quality of services provided by the MTR consultants were assessed.

Key Areas and Review Questions

28. Utilising the scope of the OECD DAC criteria and the analysis of cross cutting issues, the key areas for design of review questions were the strategic orientation of the project including effectiveness of program strategy and relevance of the program to national and organisational priorities; implementation performance including progress against specified output, perceptions of direct and indirect benefits, factors influencing performance, degree of ownership, efficiency and value for money; and, partnership strategy including effectiveness of GoB engagement and relevance and quality of partnerships. Other review questions focussed on key issues of sustainability, results and impacts, lessons learned, M&E, and challenges and constraints to the delivery of project outcomes.

29. The review questions covered the above areas and integration of cross-cutting issues using the following broad question headings:

Strategic orientation

    i)   Assessing the appropriateness and effectiveness of programme strategy in achieving the programme outcomes;

    ii) Evaluating the relevance of PRP II in the context of current national priorities in police reform.

Implementation performance

    i)   Assessing progress against specified outputs, identifying the PRP II contribution from other unrelated factors;

    ii) Assessment of the perception of the communities and key stakeholders on the direct and indirect benefits derived from the PRP Phase II to date;

    iii) Analysis of important factors that have influenced PRP II performance to date;

    iv) Assess the degree of ownership of PRP II at all levels;

Lessons learned

    i)   Identify innovative approaches and its adoption for replication;

    ii) Identify approaches that failed to achieve the desired results and document the reasons for this failure;

    iii) Identify areas of best practice if applicable.

Sustainability

    i)   Assess the sustainability of programme results in the light of the current policy and programmatic thrust of the Government of Bangladesh;

    ii) Review ongoing activities and their adequacy to sustain after the programme.

Partnership strategy

    i)   Assess effectiveness of GoB engagement with the project and the reform initiative;

    ii) Assess relevance and quality of partnerships with various NGOs, institutions and agencies.

30. These issues and review questions were further refined during the inception phase of the MTR following initial briefings, meetings and consultations with PRP/UNDP and the Bangladesh Police.

31. Review of M&E Strategic Framework, challenges and constraints, review of updated Results Framework and feasibility of PRP Phase III were also be explored during the review questioning and data collection period.

Matrix of Review Questions

32. A comprehensive matrix of review questions is shown at Annex 6. The matrix summarises the key questions which provided the structure to the field work and the MTR report, and includes indicators, sources of information and data, and data collection methodology. These questions were designed to provide the information required for analysis and main findings, and have also been designed to assist with triangulation and data verification.

Findings

Findings

A. Strategic Orientation

Relevance with National and Organisational Priorities

33. This section of the MTR findings considers the relevance of PRP II in the context of current national priorities in police reform and in the context of organisational priorities for the Bangladesh Police.

34. PRP is the result of the collaborative efforts of the Ministry of Home Affairs (MoHA), Bangladesh Police and development partners. PRP II was designed by a joint mission team comprising representatives from the MoHA, Bangladesh Police and independent consultants hired by UNDP and DFID. The team undertook a wide number of consultations with senior Bangladesh Police, bureaucrats, development partners, civil society and visited Thana and community policing forums. As a result of this joint mission and consultations with key stakeholders, the PRP II design was consistent with the priorities of the key stakeholders and relevant to identified needs, both at national and organisational levels.

35. The Project Document for PRP II was agreed to by the GoB and UNDP and signed by the Economic Relations Division (ERD) of the Ministry of Finance (MoF) and MoHA representing the GoB and by the UNDP Country Director.

36. Following the parliamentary election of December 2008, the incoming Government of Bangladesh recognised that the rule of law needed to be strengthened by dealing with extremism, terrorism and extortion. The Government also recognised that: the police need to be modernised to meet the demands of the time; the police would be kept above political influence; human rights would be strictly enforced; and efficiency, seniority and merit would be the basis of appointment and promotion in the public service.

37. The GoB through MoHA continues to support the project and is represented on the Project Steering Committee (PSC) and the Project Implementation Committee (PIC) as a participating partner by various ministries and beneficiary representatives. The Senior Secretary of MoHA has reiterated the relevance of PRP to national priorities for longer term police reform during this current MTR mission.

38. The UNDAF (2006-2010) and CP outcomes[24] as outlined in the Project Document remain clearly relevant to the needs of human security in Bangladesh as do the PRP II objectives and outcome areas (components). PRP II also remains relevant in contributing to local and national development priorities, and to an enabling environment for social and economic progress[25].

39. The National Project Director (NPD), Inspector General of Police (IGP) and most Bangladesh Police (BP) personnel consulted, see the reform focus of PRP II as relevant to organisational needs to position the BP for the future, both operationally and to shape strategic direction and organisational reform. The component outcomes and their respective outputs are recognised as relevant and critical to the nature

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[24] The UNDAF (2006-10) and CP outcomes for Bangladesh have been renewed since the signing of the PRP II ProDoc in October 2009 however the former outcomes remain relevant to national priorities and the proposed outcomes of this project, and the focus on Democratic Governance and Human Rights in the new UNDAF.

[25] The need for law and order, safety and security which is based on rule of law, equitable access to justice and effective human rights is increasingly being recognised internationally as underpinning the enabling environment for social and economic progress and development.

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and scale of organisational reform and renewal for the BP to position itself as a modernised policing service in a democratic setting. No changes to the project design were recommended.

Effectiveness of Programme Strategy

40. The programme strategy has generally been appropriate and effective in moving towards planned programme outcomes to this mid-term period of PRP II. The PRP II ProDoc and implementation strategy are well designed to support the transition from colonial style policing to democratic policing by providing technical support in the key outcome areas.

41. Delivery across most of these outcome areas is in accordance with Annual Work Plans (AWP) and is showing some improvements to efficiency and effectiveness of Bangladesh Police to carry out its roles and responsibilities in accordance with government objectives on strengthening the criminal justice system and meeting the community expectations for more professional and accountable Police. Further review of specific outcome areas and their planned outputs will be examined in more detail later in this report.

42. Although community policing is a primary focus of PRP II, particularly access to justice for the poor and more vulnerable, the program strategy looks at other operational policing areas such as crime prevention, investigations, forensics and intelligence. The strategy includes emphasis on the police headquarters (PHQ) strategic management and the senior police capabilities to ensure polices, systems, procedures and practices are updated to enable key operational skills and behaviours to be embedded in practice, down to the Thana level and below where relevant. Strengthening the organisational capacity of the Bangladesh Police and capacity building at PHQ are critical to sustainable reform. In Bangladesh, as in any large scale police reform programme, this is a long term task which needs to be comprehensively addressed at operational, managerial and executive levels. The programme strategy is effectively designed to address these areas.

43. As in all development projects some adjustments need to be made to indicative activities and indicators as circumstances change and lessons learned are applied. The project has been flexible and timely in doing this but would benefit from more robust risk assessment and mitigation mechanisms to address risks (eg political unrest and hartals) which have become more apparent since the election in 2009 and are likely to increasingly emerge leading up to the next election in 2014. The Project Document risk log provides a comprehensive summary of these potential risks to be managed and reported on.

44. The programme strategy has a strong emphasis on the cross-cutting issues of gender equity and human rights, and for 2012 PRP has placed more emphasis on model Thana as a cross-cutting issue mainstreamed across all Outcome Areas (Components). This approach has been endorsed by the Project Implementation Committee (PIC) and the Bangladesh Police as beneficiary partners.

45. UNDP is strategically positioned to assist the GoB with police reform. UNDP is committed to strengthening national capacity to improve human security, justice and human rights in Bangladesh and has worked in partnership with the Government on police reform since 2003. UNDP is continuing to assist the Government by providing support under a nationally executed modality (NEX) for PRP Phase II. In a partnership with Government, UNDP is fostering national ownership and lower transaction costs by implementing a pooled fund arrangement. Drawing on significant global experience in human rights based safety and justice programmes UNDP is providing support to PRP with necessary technical and

procurement requirements. UNDP is also well positioned to link PRP to wider justice sector reform, especially through its work on Human Rights, greater justice sector harmonization, Access to Justice and activating Village Courts.

46. MoHA has appointed a National Project Director (NPD) from the Bangladesh Police in close consultation with UNDP and the Police. The NPD is responsible for overall management of the PRP including substantive financial and administrative matters and is a senior officer (Additional Inspector General) with policy decision-making authority. The NPD is supported with technical and management expertise by the Project Manager and this programme strategy is proving to be effective.

B. Implementation Performance

Progress to Date

47. PRP II has six Outcome Areas with an overall total of twenty outputs. Of these outputs, all have commenced except one, however the actual progress and levels of achievement against planned progress varies across component outputs. Although a number of notable achievements have occurred across all Outcome Areas during the first half of PRP II and most outputs are on track against the Results Framework and the Annual Work Plans (AWP), some outputs and their respective indicative activities have not progressed as planned. The reasons for this lack of progress in a number of outputs, some of which are beyond the PRP and the BP to address, will be discussed in detail in this section.

Outcome Area 1: Strategic Direction and Organisational Reform

48. The primary objective of this outcome is to build the capacity of the Bangladesh Police to formulate and implement its organisational vision, and to assist in the profound shift from a colonial police force to a modernised community oriented police service. In this context PRP II supports the Bangladesh Police to undertake a comprehensive analysis of the legal framework in which they work and to assist with the renewal of the relevant legislation including the Police Act of 1861 and the Police Regulations of Bengal (PRB) of 1943[26].

49. The outputs in this component are also designed to support organisational and structural change to deliver more efficient and effective police services and improved access to justice. It was recognised in the PRP Project Document (ProDoc) that efforts to support organisational, structural and legal reform would be incremental and their success heavily dependent upon political will and an appreciation of key issues. For this reason, some indicative activities stressed the need to increase awareness and assist the BP and MoHA to explore and better understand options for structural and organisational change that could be adapted to the Bangladesh context and police reform priorities.

50. Other key outputs for PRP II support in Outcome Area 1 are designed to strengthen accountability mechanisms for police with a focus on human rights, and to assist the Bangladesh Police to enhance strategic partnerships and corporate communication. The police cannot work in isolation and they need effective strategic engagement with other actors in the justice sector and the broader community to make Bangladesh safer and more secure for all citizens.

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[26] Renewal of the Evidence Act of 1872 and the Code of Criminal Procedure 1898 were originally part of output 1.1 but have now been included in the UNDP Access to Justice (A2J) project with support from PRP.

51. The Key Outputs for Outcome Area 1 are:

    1.1 - Organisational, leg al and structural change to improve efficiency and effectiveness of the Bangladesh Police and meet contemporary policing requirements based on human rights standards and the principle of rule of law;

    1.2 - Planning, policy and research capabilities strengthened to support strategic reform based on planning, budgeting and performance measurement (M&E);

    1.3 - Oversight and accountability mechanisms strengthened; and

    1.4 - Improved strategic partnership and communication between Bangladesh Police, civil society, public and other government agencies to support police reform.

52. Other key outputs for PRP II support in Outcome Area 1 are designed to strengthen accountability The main achievement in this component has been in Output 1.2 which focuses on providing support for Bangladesh Police to develop their strategic planning capability. Support in this area since mid 2011 has centred on the creation and operation of a Police Strategic Planning Working Group (SPWG).

53. SPWG has met on twelve occasions and received submissions from all police districts and undertaken a seminar with 70 senior Bangladesh Police officers to discuss and establish strategic planning priorities.

54. The Institute of Business Administration (University of Dhaka) is engaged to support the Police SPWG in producing a Strategic Plan for the Police which will be linked to the MoF Medium Term Budgetary Framework (MTBF). Ten strategic priority areas have been identified by the IGP and these are now being further refined and developed through participative meetings with twelve focus groups. The aim is to complete the BP Strategic Plan by end of May 2012 and then support the PHQ Policy, Planning and Research Unit[27] to monitor and report on the implementation of the proposed BP strategic plan.

55. Observations of focus group meetings by the MTR Team and consultations with members (which include police at a number of rank levels) showed evidence of emerging ownership and a deeper understanding of the strategic planning process with the focus group participants. The focus groups are being effectively facilitated the University of Dhaka consultants and chaired by a senior officer of the Bangladesh Police. Discussion is robust and includes identifying needs, budgetary requirements and performance indicators across the various targeted strategic planning areas.

56. Although there are signs of ownership and increasing understanding of the strategic planning process amongst focus group participants, it may take some time for the overall strategic plan to be finalised, approved (including budgeting) and then communicated throughout the Bangladesh Police to ensure comprehensive understanding of how to operationalise the strategic plan down to work unit and police station level. It is critical that the PRP, in collaboration with the BP, closely monitor and guide these developments over the next period.

57. In order to strengthen the Policy, Planning and Research Bureau in Police Headquarters, the PRP undertook a needs' assessment of the research capacity and institutions of the Bangladesh police in 2011 and consultations under this process are continuing. The consultant's assessment identified that the Policy Research cell needs to be strengthened to enable it to undertake its reporting requirements

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[27] Consultations with the NPD and BP may be necessary to ensure that this is still considered the most appropriate unit from the IGP/BP perspective for this task, or whether some alternative approach is required.

satisfactorily, particularly with regards to implementing the strategic plan[28]. There may be benefit if the project assists the Bangladesh Police to clarify what it sees as the longer term roles and functions of the respective research units, one at PHQ and the other at the Police Staff College.

58. The three other Outputs in Outcome Area 1 have not progressed at the same rate as Output 1.2. Little progress has been made in Output 1.1 to support sustainable organisational, legal and structural renewal to meet contemporary requirements of a modernised policing organisation. The Police Act of 1861, together with the 1898 Code of Criminal Procedure, the Police Regulations of Bengal of 1943 and the Evidence Act of 1872 are the legal bedrock upon which the Bangladesh Police operates and dictate what a police officer can and cannot do.

59. Although delays with renewal of the legislative framework have impacted on the pace of progress for some outputs in Outcome 1, a number of key highlights can be noted. These include the comparative survey on police legislation, analysis of draft police ordinance and the needs assessments for police media communication and BP research capacity[29]. These knowledge documents contain observations, options and recommendations which should be further explored in consultation with key BP personnel and other stakeholders.

60. The value for money return on investment for these consultant's reports are the extent to which their observations and recommendations, once agreed to by the key stakeholders, are actioned by PRP and implemented in collaboration with the Bangladesh Police and other beneficiaries where relevant. Further actions such as briefings and workshops could be organised to facilitate this[30].

61. Although the PRP is designed to and can assist legislative renewal the decision to do so is outside of the control of the PRP or the BP. Given the delays in legislative renewal, high level advocacy is required to establish better understanding and political will to introduce modern laws which are in line with international policing best practice and international human rights law. With advocacy, and the establishment of a high level working group with a GoB mandate for legislative reform, the difficult issues around renewal of the legislative framework for police could be addressed and agreements made to progress step by step and a range of strategies and options may be necessary to achieve this.

62. In addition to advocacy and consideration of a high level working group, other strategies at component level could include awareness workshops and forums on enabling legislation and the police role in a democracy (across ranks as in strategic planning focus groups), learning events on modern legislation and its relevance to police work, critical issues seminars discussing comparative legislation, workshops which focus on discussing outcomes of the legislation research report, and focus groups (eg police and MoHA, police and other justice sector personnel). These can be done in the absence of legislative change and are designed to enhance awareness, understanding and a better appreciation of the key issues, which is an important aim of Outcome Area 1.

63. Output 1.3 which focuses on the strengthening of police oversight and accountability mechanisms has also not progressed according to plan. Until the legal framework is revised it is unlikely that much progress will be achieved in this area. External oversight of police is a contentious issue in any country where significant police reforms are taking place. However internal processes of oversight and

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[29] Police Reform Opportunities in Bangladesh: Comparative Survey Report of Police Legislation, Analysis of Police Draft Ordinance 2007; Needs Assessment: Bangladesh Police Media Communication, and Needs Assessment Bangladesh Police Policy and Research Capability.

[30] It should be noted that a National Counterpart has still not appointed in Outcome Area 1 to assist with workload.

accountability, including professional standards units, internal investigations, Codes of Ethics and the implementation of police complaints procedures are areas which could be further explored and debated in forums and PRP workshops in which police and other key stakeholders could participate.

64. The Bangladesh Police has both a Security Cell and a Police Internal Oversight (PIO) wing which monitor police matters and discipline. Further PRP II support could be provided, in workshops and informal settings, and with IGP approval, to consider strategies and options used by other police organisations to strengthen these areas. Police complaints procedures and the concept of professional standards may also be areas where selected Bangladesh police and other key stakeholders may benefit from observing how international police organisations deal with such difficult and often contentious issues.

65. There has also been a reluctance to address the Citizens' Charter among some senior police officers however the charter can still be used as a concept and framework to improve service delivery through improved training and implementation in the model Thana and perhaps in other forums and training interventions in this final period in PRP II. In one model Thana visited by one of the reviewers, the Citizens' Charter was displayed prominently and the community forum member consulted said that it was used for discussions between the police and members of the forum during meetings.

66. Output 1.4 which aims to improve strategic partnership and communication between Bangladesh Police, civil society, public and other government agencies to support police reform has made little progress, apart from an external consultant's report on the media needs of the Bangladesh Police. These are critical areas for any police organisation, particularly for one undergoing profound reform, and much more emphasis needs to be placed on progress in this output during the second half of PRP II.

67. In summary, the lack of progress on legislative renewal remains a key stumbling block to sustainable reform of BP and perhaps will take longer than anticipated. Notwithstanding restrictions resulting from the delays of legislative reform, there are some outputs and activities for Outcome Area 1 that could also be progressed at a faster pace and perhaps with different strategies. For example further initiatives could be directed towards greater communication of the concept and benefits of police reform amongst the police and other key stakeholders to increase awareness for all in this next part of PRP II. Such communication and awareness initiatives are not impeded by current legislation and could be negotiated with the IGP, the NPD and senior Bangladesh Police officers.

68. In addition to the continuing work on facilitating strategic planning focus groups, other initiatives in this component could include more awareness and understanding for the beneficiaries on structural and organisational reform, oversight and accountability, and strategic partnerships. This helps to create an environment for reform that becomes demand driven from the police, civil society and the broader community.

Outcome Area 2: Human Resource Management and Training

69. This Outcome Area aims to improve the human capital of the Bangladesh Police by strengthening human resource management (HRM) systems and structures, and by enhancing the training capacity to produce more competent and professional police.

70. The Key Outputs for Outcome Area 2 are:

2.1 - Professional and dedicated Human Resource Department established;

2.2 - HRM policies, structures, systems and procedures reviewed, updated and supported to promote transparent and merit based recruitment; and,

2.3 - Comprehensive improvement in capacity to deliver competency based training, to all ranks.

71. Progress has been satisfactory against the Annual Work Plans (AWP) across the three outputs with only one activity out of fifteen yet to commence. With regard to establishing an HRM Department consultations with BP have taken place and a revised organisational structure for HRM has been submitted to MoHA for consideration.

72. To support the BP initiatives an independent HR consultant is in the process of being contracted to review the current policies and structures of the HRM Department and to make the necessary recommendations for restructuring and policy amendments.

73. A working group has been established to draft a Bangladesh Police HRM strategy for 2012 to 2014. Considerations by this working group will include strategic aspects identified during the 2011 PRP Conference Sustainable Police Reform in Bangladesh: from Global Experience to Local Strategies which were also included in the strategic plan forum group discussions taking place in component 1. The HRM overall strategy process is ongoing and includes critical discussion on key HR issues such as recruitment, transfer, promotion, and postings. As evidenced in discussions with Reviewers, it is becoming increasingly understood by many senior and management level police that advancements in HR policies and procedures will not progress substantially until the renewal of the legislative framework including the Police Act occurs, and the decision to formally do this rests with MoHA.

74. However progress has been made, in close collaboration with Outcome Area 6 (ICT), in providing support to the Bangladesh Police to establish information management systems which capture personnel details (including training). Currently 133,000 records of Bangladesh Police members have been captured and this outcome is a good example of cross component coordination to achieve a key result in the reform agenda.

75. A comprehensive assessment of police morale was included in the Base Line Survey[31] which identified key data in this area. For instance, the survey showed that 77.6 percent of police officers are not satisfied with their salaries and benefits, and of whom 17.8 are not at all satisfied. The survey also showed that 72.8 percent of police officers are satisfied with their workplace condition and environment, of whom 8.3 percent are very satisfied. These outcomes will be used as a baseline for the development of an annual assessment procedure which will be undertaken this year. The police morale assessment will help gauge employee morale and job satisfaction, and the continuing issues around salaries and benefits for police, particularly at the lower ranks.

76. The PRP II in this component has supported efforts to strengthen Police Welfare Bureau and identify, promote and initiate measures to enhance the wellbeing of police personnel, such as pay, working hours and leave entitlements. Initiatives have been taken by the Bangladesh Police to review and upgrade police allowances, i.e. operational allowance. Progress has also been made at a higher Government level to align the Bangladesh Police position structures to the mainstream civil service structure. In a recent development, the post of IGP has been elevated to Senior Secretary, from that of Secretary and this will eventually have a flow on effect with conditions for the lower ranks as the police align further with the broader civil service.

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[31] Baseline Survey on Personal Security and Police Performance in Bangladesh, Saferworld December 2011,

77. The report published by the International Crisis Group on Bangladesh: Getting Police Reform on Track (ICG 2009) provided an analysis of how difficult work, low salaries and conditions of service combine to impact on morale in the police service. These issues were discussed with NPD, IGP and a number of senior officers who clearly recognised the need to improve conditions of service. They also acknowledged the assistance provided by PRP II in improving their awareness of these matters, implementing the Baseline Survey on Personal Security and Police Performance in Bangladesh, (Saferworld) with measures to monitor morale and the assistance provided to improve the Police Welfare Bureau.

78. Although there is clearly a better appreciation of the need to improve police welfare systems there is much more to be done, including commitment and support from MoHA and GoB for appropriate reforms and improvements to be made in these areas.

79. With regard to training and professional development, PRP II in Outcome Area 2 has made progress in supporting the Bangladesh Police and the National Police Training Board to develop and build capacity for improved national structures for a modular and competency based training system, through the establishment a Centre of Excellence for Curriculum Development at Sardah Police Training College. Implementation and progress with this Centre, and other training and professional development initiatives, should now be carefully monitored and supported by this Outcome Area to assist the BP to establish effective training practices and procedures which contribute to sustainable reform and measurable outcomes and impacts on the delivery of police services and improved access to justice.

80. Other key achievements in training include establishment of relationships with regional and international training institutions (eg Royal Thai Police Training Bureau), and improvements to training facilities including ICT equipment and furniture support to the Police Training Colleges (PTC) at Noakhali, Khulna, Rangpur, the Detective Training School and Sardah Police Academy. At each institute at least one standardised computer laboratory was established. Renovation and refurbishments works are underway at the Detective Training School and PTC Khulna. The contract for the renovation and refurbishment at the Dhaka Metropolitan Police (DMP) Training Academy has already been signed and tenders will be issued in the near future.

81. Although a number of gender-focused achievements have been made in the design and delivery of training initiatives, including effective integration with component 5 on *Gender Sensitive Policing* and the inclusion of gender focus across training interventions, the progress of human rights training has not had the same impact. Human rights issues have been included in discussions in the strategic planning focus group on training, however this cross-cutting issue needs more emphasis in the second half of PRP II across all training courses for all ranks, and as a key topic for critical issues seminars on contemporary issues in police management (see activity 2.3.8).

82. Awareness of human rights issues and the responsibility of police to comply with these needs constant reinforcement throughout the organisation and this Outcome Area is a key component to drive this in close collaboration with all other Outcome Areas.

83. Another challenge facing sustainable reform of Bangladesh Police and the effectiveness of PRP II initiatives with regard to enhancing HRM functions is the arbitrary transfer of personnel. This will often occur when an officer has been given training in a specific area and is then transferred before benefits from this training can be gained. The transfer decisions of police personnel, as with recruitment, dismissal and promotion, are often at short notice and outside the control of the Bangladesh Police. It is difficult to effectively plan on this basis. Such practices are a legacy from the colonial policing model and its dated legislative framework.

84. In summary, during this first half of PRP II, improving engagement and ownership of training and professional development requirements for contemporary policing, including design, delivery and evaluation of training courses, has been demonstrated. There have also been cost-effective improvements to a number of police training facilities including procurement of computing equipment. Although there is increasing understanding of contemporary training approaches as critical to driving sustainable reform and producing quality police personnel, and a better appreciation of improved police welfare systems as essential to morale, further work still needs to be done for these key initiatives to be embedded across the organisation, and for measureable outcomes and impacts to be achieved. This will require continued support monitoring, and effective application of outcome and impact indicators.

85. Additionally it is noted that critical areas of HRM including recruitment, career planning, transfers and merit based promotion cannot be substantially further progressed without the necessary structural and legislative changes.

Outcome Area 3: Investigations, Operations and Prosecutions

86. The desired outcome in this component is improved police operations, investigations and prosecutions to enhance fair and equitable justice. PRP II supports efforts through well structured programme outputs to strengthen police operations and investigations, in particular to build the capacity of the police to undertake investigations in a timely and professional manner based on sound evidence. Additionally, this component is designed to assist case management and improved preparation and presentation of court documents. The PRP emphasises that effective engagement between the police and other stakeholders in the justice system is essential for fair and equitable access to justice, particularly for children, women and the more vulnerable.

87. Although targeting all levels including the local Thana, there is also emphasis on enhancing specialist capacity for various investigations such as trafficking in human beings (THB) and emerging transnational crimes. This approach is designed to ensure an appropriate level of investigative response is provided throughout Bangladesh, particularly with regard to crimes against persons and property. To support this approach, efforts are also being made to improve the capacity for the collection, analysis and dissemination of intelligence. This aims to enhance the quality of investigations and operations and enable more proactive strategies to target criminal activity.

88. The Key Outputs for Outcome Area 3 are:

    3.1 - Investigation and prosecution processes begin to shift from confession to hard evidence based procedures;

    3.2 - Investigation capacity for both general and specialised crime improved in particular for crimes against women and children, THB, sexual abuse/assault, and serious and emerging crime such as counter terrorism, financial and cyber crime;

    3.3 - Improvement in criminal intelligence gathering, analysis and dissemination; and,

    3.4 - More effective working level collaboration between police and the judicial system.

89. A number of key achievements have taken place within this Outcome Area. A Forensic Science laboratory review was undertaken by PRP to identify the current status of forensic services provided to Bangladesh Police. The report which included a number of recommendations for enhancement to the BP forensic services was presented to the Additional Inspector General of Police (IGP) Criminal Investigation Department (CID) and other senior police and is currently being considered.

90. PRP supported the development of a concept note on the development of a Forensic Science strategy. This was undertaken by a focus group comprising representatives from the Dhaka Forensic Lab and the CID. A study tour of Thailand and Cambodia was conducted to review the provision of forensic services in both a modern policing environment (Thailand) and a police service that is undergoing a similar police reform process (Cambodia).

91. Participants in this study tour indicated they learnt a lot from their involvement including ideas and strategies for adapting to Bangladesh needs. Following the study tour a number of workshops were conducted and a draft paper developed. The recommendations from this paper included changes to the management structure of the Forensic Laboratories in Dhaka and Chittagong to improve supervision and quality control, dedicated budgeting and resourcing, more effective organisational structures, crime scene management and supporting legislative reforms. Budgetary analysis is also being undertaken for the Mohakhali Chemical Laboratory. The Forensic strategy paper is being finalised for submission to the IGP, however, the IGP has already directed that a monthly exhibit return be received that lists the number and progress of exhibits sent for forensic analysis. PRP has assisted in the preparation of the monthly returns to record these details.

92. Another outcome of the Forensic Working Group visit to Thailand that assessed the Royal Thai Police Forensic Training Institute was the establishment of a Forensic Training capability within the CID with PRP support for curriculum development, training of trainer skills and appropriate training material.

93. The Forensic Working Group also examined current crime scene management and the requirements of the first responder to crime investigations in Bangladesh. As part of a study tour to Thailand and Cambodia the group examined a modern crime scene management unit in Thailand and also the development of local First Responder Crime Scene Units in Cambodia. This enabled a first-hand look at how other police agencies respond to crime scene management, a critical step in contributing to a thorough and accurate investigation of an alleged crime.

94. The information gained from these interactions, particularly with the Cambodian police regarding the establishment of well trained and equipped first responders in each province, was used as the basis for developing the existing Basic Crime Scene Management Course. Not only did significant transfer of learning occur, but participants were motivated and confident to take ownership of the process and to progress these initiatives further within the Bangladesh Police. This is the beginning of reforms in this area and now needs to be further consolidated and extended across the organisation.

95. Other achievements in this Output 3.1 to assist with the shift from coerced confession to evidence based procedures include the training of approximately 2000 Investigation Officers (IO)[32] during 2011/12 Basic Crime Scene Management courses including modules on fingerprint examination and photographing/recording crime scenes; 100 crime scene kits being distributed to selected Thana to supplement current training being delivered to IOs and an additional 200 crime scene kits procured for future distribution; and a three week Latent Fingerprint Examiners' Course delivered to 20 fingerprint examiners attached to the Forensic Laboratory. This training enhanced the capacity of officers assigned to the Fingerprint Bureau to examine and classify fingerprints.

96. PRP II also facilitated the development of Standard Operating Procedures (SOP) for the CID Forensic Lab. The SOP ensures that a contemporary and efficient forensic service is provided to Bangladesh Police and the service complies with all legislative and internal and external policy requirements.

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[32] These officers are often the first responders to investigating a crime in Bangladesh.

97. Output 3.1 has commenced enhancing the capacity of Bangladesh Police to collect physical evidence and manage crime scenes in a professional manner, and has improved the capacity of police trainers to deliver a well structured contemporary forensic training program. This focus on forensic methods is beginning to have an impact with some investigations shifting away from coerced confessions towards more evidence based methods by investigating officers who speak proudly of their new skills and approaches to their work.

98. Although there are some signs that investigations are starting to shift from a confessions based reliance to more evidence-based investigations, as shown by more effective crime scene management and use of tools such as fingerprints, shoe prints and other physical evidence (see PRP Annual Report 2011, page 29), there is still further work to be done, including renewal of the Evidence Act, adequate resourcing for investigations and further professional development of investigators, before evidence-based investigations are effectively implemented system-wide and from Thana level incidents through to major criminal investigations.

99. Output 3.2 on improving investigation capacity for general and specialised crime has also shown some signs of further development, particularly for crimes against women and children[33]. A focus group has been formed to review current response to serious crime investigation. The focus group comprises representatives from the CID, Special Branch (SB), Detective Branch (DB) and Detective Training School (DTS). A concept note has been completed by PRP (with inputs from the focus group) which examines the current response to investigating serious crimes and makes recommendations to the IGP for consideration. The concept note has been presented to NPD/Additional IGP CID for review prior to being submitted for formal approval and subsequent implementation throughout the organisation.

100. A focus group was also formed to assess the current response to investigation of human trafficking (THB). This group comprised representatives from CID, SB, DB and MoHA. A Concept Note has been completed with input from the focus group, and the purpose of the paper was to establish the current investigation response and make recommendations to the IGP for enhancement. The recommendations include the identification of key THB Hot spot areas. In these areas only specifically trained IO can investigate THB cases which are now reported to the CID THB Unit for oversight and quality control.

101. These concept notes are being presented to the IGP and senior police for review and consideration. However as an interim measure and at the direction of the Additional IGP CID, the THB Unit established with the support of PRP II, is actively overseeing THB investigations conducted throughout Bangladesh. A monthly meeting of all Investigation Officers involved in a THB Investigation is conducted at CID HQ. This meeting reviews the status of all active investigations and provides advice to the IOs.

102. THB training has been delivered on six occasions (120 participants) from identified "hot spot" areas. This training includes a focus on victim support and investigation of sexual abuse and sexual assault. Sexual assault investigation kits were procured and women police officers trained in the use of the kits to assist in strengthening investigations. The training workbook was reviewed in consultation with

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[33] This was evidenced in the visit to the Victim Support Centre and during discussions with members of the Mohila Parishad and discussions with police. See also PRP Annual Report 2011 p 12. It was acknowledged however that more needs to be done for these developments to be embedded system-wide including policy and procedural changes to be formalised, implemented and impacts effectively monitored and measured.

Outcome Area *5 Promoting Gender Sensitive Policing* resulting in the addition of sections on gender equity and duty of care issues for victims of crime and an overview of the Police Victim Support Centre.

103. Partnerships were established with key NGOs and other stakeholders to identify issues related to investigations, victims and suspects. NGOs were invited and facilitated training sessions on victim support (as part of the Human Trafficking Investigation Course) with the aim of developing future investigator/victim support agency cooperation at the local level. This initiative now requires further strengthening and indicators established to measure outcomes and impacts of cooperation for victim support.

104. In response to activity 3.2.5 to support the Bangladesh Police to host international meetings on organised and transnational crime and related contemporary police reform issues the PRP assisted the police to conduct an international conference in Dhaka. In collaboration with other Outcome Areas the conference addressed four key themes: Organisational Change; Human Trafficking; Community Policing; and, Serious Crime investigations. Seven international subject matter specialists addressed the conference. Four theme groups comprising selected police of various ranks formed focus groups to identify strategies and further enhance the four key areas in relation to Bangladesh Police. The strategies were then presented to the IGP. This included specific recommendations on organised and transnational crime relevant to Bangladesh and the establishment of professional linkages between relevant agencies to improve international cooperation.

105. The conference was a significant learning event for participating police in the sharing of knowledge and critical analysis of contemporary investigation, community policing and police reform issues, and how Bangladesh Police might respond to these. Increased ownership by the police and enhancement of problem solving and strategic skills in relation to reform issues were key outcomes of participation in the conference.

106. PRP continues to support the Bangladesh Police focus group (Output 3.3) on criminal intelligence. The focus group is working to establish an appropriate criminal intelligence structure within the CID and the six metropolitan police jurisdictions. PRP presented the Concept Note on Intelligence to the Commissioner of the Dhaka Metropolitan Police (DMP) and the DMP Commissioner has accepted PRP support that is aimed at strengthening the nascent Criminal Intelligence Unit in the DMP.

107. In response to activity 3.3.3 on providing training and equipment to support basic crime mapping and plotting in selected police stations and link to community policing information, this is being progressed as a collaborative effort between Outcome Areas 4 and 6 with a pilot program being implemented in Chittagong. This key achievement is reported in more detail in Outcome Area 6.

108. With regard to Output 3.4: More effective working level collaboration between police and the judicial system, all activities have commenced except Activity 3.4.5 on custodial management and this is scheduled in the AWP to commence in the last quarter of 2012. This will be done in collaboration with the National Human Rights Commission.

109. Other achievements in promoting more effective working level collaboration between the police and the broader judicial system include commencement of revision of the existing Police Prosecutors' Course (for Police Court Inspectors) and assistance provided by the Australian Federal Police (AFP) in conducting a joint PRP-AFP Criminal Analysts' Course. Although further work is required in support

ing the Bangladesh Police to more effectively engage with the broader justice sector it must noted that is at the working level only and the more strategic engagement across the justice sector is beyond the scope of this component.

110. Outcome Area 3 faces a number of other challenges and these include the arbitrary transfer of trained officers; the limited number of Investigation Officers; outdated legislation, policies and procedures related to crime scene management and evidence collection; lack of effective oversight and supervision of investigators in conducting professional and timely investigations; and analysts trained and then posted to other units and overseas missions where those new skills are not required/utilised.

111. Overall however, the Bangladesh Police has been responsive to the issues in crime investigation methods and structures, and the need for more effective use of forensics and intelligence data. Improving police operations and investigations has significant human rights implications, for example, embracing contemporary methods of investigations, such as forensics and criminal intelligence is diverting police away from forced 'confessions' and coercion to more evidence-based investigation. There is also emerging evidence of improvements in the treatment of victims of crime, particularly women and children (e.g. at the Victim Support Centre and during THB investigations). These are significant achievements in the ongoing reform of the Bangladesh Police however now must be further consolidated and monitored to identify emerging outcomes and impacts.

112. It is also essential that if sustainable reforms are to be made with regard to police operations, investigations and prosecutions to enhance fair and equitable justice it will require renewal of the Evidence Act 1872 and the Code of Criminal Procedure 1898, organisational restructuring and policy changes and updating as part of the broader HRM reforms (eg transfers), and more effective quality control and management oversight of investigations. This is largely beyond the component and the project to address, and will need to be primarily driven by the BP and MoHA.

Outcome Area 4: Crime Prevention and Community Policing

113. This Outcome Area focuses on improved trust and interaction between community and police resulting in improved access to justice, human rights and reduced fear of crime. In PRP II this component aims to consolidate the Community Policing philosophy nationwide and encourage the police to undertake a more proactive 'crime prevention' role.

114. As in many other international police agencies undergoing such reform, this requires significant changes to police culture and practice, in shifting from a colonial public order policing model to a community oriented policing and crime prevention approach. It also requires significant political will on the part of government and the responsible ministry, and committed reform leadership from the police organisation to support the training and restructuring involved in the transition.

115. The Key Outputs for Outcome Area 4 are:

4.1- Community Policing philosophy is integrated into policing operations at all levels nationwide;

4.2- Effective community policing forums; and

4.3- Improved access to justice through refurbishment and ongoing support to women friendly Model Thana.

116. A number of key achievements have occurred across the three outputs for this Outcome Area during the first half of PRP II. With regard to *Output 4.1: Community Policing philosophy is integrated into policing operations at all levels nationwide,* Crime Prevention Centres (CPC) are now established in PHQ and at the Divisional levels. The CPC are the central research, policy and strategy formulation body for community policing. Responsibilities include coordination of a pilot Crime Pattern Analysis System (CPAS) in Chittagong. Divisional consultation with divisional and district level senior police officer and Community Consultations at Divisional level which are currently being organised under the leadership of the PRP II National Project Director (NPD).

117. Although Community Policing is being implemented by Bangladesh Police with support from PRP II, the National Community Policing Strategy (NCPS) is still awaiting formal approval from MoHA. The Crime Prevention Strategy has again been forwarded to the IGP following further revision. Final approval for these strategies will enable further progress in the embedding of community policing practices throughout Bangladesh as a longer term sustainable practice.

118. In addition to the CPC at PHQ, seven Divisional centres, six Dhaka Metro centres and 64 District level Community Policing Units (CPU) have been established. In addition, 188 Thana have been supported to set up CPUs and 67 are in progress. This is beginning to establish the framework and structure necessary to support community policing.

119. This Outcome Area is comprehensive and covers an extensive nation-wide footprint both for community policing and crime prevention. It would benefit from clearly documented definitions of concepts such as Community Policing Forums, Crime Prevention Centres, Crime Prevention Cells and other key strategic sub units and their respective titles, structure and functions. This would clarify understanding and awareness for both police and the community, and would enable clearer and more precise data collection and analysis for monitoring, evaluation and reporting.

120. As community policing model becomes more established strategically, this data is required to demonstrate the measurable outcomes and impacts of the reform on improved access to justice, human rights and reduced fear of crime resulting from improved trust and interaction between community and police.

121. To date, 1121 Community Policing Officers (CPO) and other police officers have been trained in Community Policing, in addition to 90 senior police officers, since the commencement of PRP II. With regard to establishing a pool of qualified Community Policing and Crime Prevention Trainers, 72 Police and 28 NGO partners have been trained.

122. PRP II support has been provided to Bangladesh Police to undertake joint police-community events including school visits and workshops to increase awareness on the concepts and methodologies of community policing and crime prevention, and to increase community engagement[34]. This could be extended in the latter half of PRP II to further increase awareness and to promote demand driven community policing and crime prevention. More effective data, disaggregated where possible by gender for participants and gender and rank for police, could be undertaken for these and other activities in this key Outcome Area which is the fundamental thrust for police reform in shifting from a colonial public order force to a community-oriented police service.

123. An activity which has assisted awareness for Police officers and the CPF members is the distribution of Community Policing Service manuals (translated in Bangla). This is an on-going process and as of now 3000 copies has been printed and disseminated

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[34] BDT 7,218, 000 has been provided for 13 CP units for joint police-community programs including Dhaka Metropolitan Police (DMP).

123. An activity which has assisted awareness for Police officers and the CPF members is the distribution of Community Policing Service manuals (translated in Bangla). This is an on-going process and as of now 3000 copies has been printed and disseminated.

124. The Baseline Survey on Personal Security and Police Performance (Saferworld December 2011) contains significant views and public perceptions on community policing and crime prevention. Although for example 75 percent of the public survey respondents familiar with Community Policing Forums found them to be effective, more than half of the survey respondents said that it was difficult to get help from the police (56 percent) and that they did not know how to contact the police if they needed to (59.7 percent). This indicates that although Community Policing Forums increase awareness and understanding of crime prevention and community policing concepts, much more needs to be done to fully implement community-oriented policing in practice and indeed for it to show organisational outcomes and measurable impacts in improved access to justice, human rights and reduced fear of crime.

125. Outcome Area 4 has made a number of achievements in efforts to strengthen Community Policing Forums by training forum participants on roles and responsibilities, assisting with development of community action plans and undertaking orientation and awareness raising with NGOs and Community Policing Officers. Since commencement of PRP II, USD 422,000 has been provided in direct funding for 3024 Community Policing Forums within 228 Union Parishads, 50 Metro wards and 246 Thana. A Training Video for better understanding of Community Policing (in Bangla with English sub titles) has been developed and widely distributed, and the joint Police-community workshops organised for CPF members, Police Officers in Charge (OIC) and Community Policing Officers (CPO) have been attended by 3097 CPF participants[35].

126. Output 4.3 focuses on improved access to justice through refurbishment and ongoing support to women friendly Model Thana. Six new model Thana commenced construction in Phase I and have now been completed and handed over to the Police. Each has been provided with furniture, basic equipment and the necessary consumables to establish a model police station focused on community engagement. Refurbishment of a further 15 Thana has commenced in PRP II. A model Thana Training module has been finalised and in the process of field testing in the original six model Thana[36].

127. Challenges facing this Outcome Area include frequent transfer of trained personnel from model Thana and other areas, limited ownership of community policing and resistance to change particularly from middle level (supervisory) officers, general myths and misunderstandings about community policing and the lack of monitoring of PRP II activities. The printing and distribution of the *Community Policing Service Manual* in Bangla has assisted to improve awareness, however these challenges can largely be overcome with a more strategic focus, more effective monitoring (including gender and rank disaggregated data) at component level, and a significantly increased emphasis on awareness and promotion of community policing and crime prevention.

128. Notwithstanding these challenges, community policing is beginning to be recognised by beneficiaries as the vehicle to bring the community and the police together for crime prevention thus enabling greater participation and more effective engagement between the community and the police. This was evidenced in discussions with the NPD, IGP and police, as well as during discussions with community members at Thana level and members of the Mohila Parishad. See also Chapter 5 *Baseline Survey*.

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[35] See PRP II Annual Report 2011 pp 35-36.

[36] See PRP II Annual Report 2011 pp 37.

129. All those spoken to acknowledged however, that although the benefits of community oriented policing were being seen as beneficial to police-community relations and crime prevention, there was more to be done to embed this as a sustainable practice, including the need for the policy to be endorsed by MoHA and much more effective communication between the police and the community regarding the concept of community policing and Community Policing Forums.

130. There are emerging signs of ownership and support from police, particularly at senior level and among younger more educated recruit officers, to implement community oriented policing strategies and practices. This was evidenced in discussions with members of the Mohila Parishad and community members at the Dhanmondi Thana. Some of those consulted, including police also noted that much of the resistance to community policing came from the middle level supervisory ranks. This is not uncommon in police reform programs and it is often the middle level ranks that need to be targeted in community policing reform training, which should also include topics on gender equity and human rights.

131. Although there are some signs of improved access to justice, particularly for rural communities and more disadvantaged and vulnerable people with continuing roll out and Bangladesh Police support for Community Policing Forums and Crime Prevention Centres[37], PRP II in Outcome Area 4 is yet to provide any evidence to demonstrate real impacts in this area. More M&E focus is planned to be placed on measuring relevant outcomes and impacts in this area in the second half of PRP II.

Outcome Area 5: Promoting Gender Sensitive Policing

132. The planned outcome for component 5 is for Bangladesh Police to 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 policing and victim support services.

133. The appropriate treatment of women as victims of crime and effective participation of women in the Bangladesh Police are both critical issues if the Police is to be reformed into a modern service oriented organisation responding to the needs of all, particularly women, children and the more vulnerable in Bangladesh society.

134. The Key Outputs in Outcome Area 5[38] are:

5.1- The participation of women in Bangladesh Police is increased at all ranks, and progressively more women are represented in positions of authority;

5.2- Gender awareness increased; and,

5.3- Improved victim support services.

135. More than 3000 female police were recruited as constables in the past two and a half years and in 2011 the percentage of women had risen to 4 percent from 2 percent in 2007. For the first time in the history of the Bangladesh Police, a female police officer has been promoted to the senior position of Additional Police Commissioner (Dhaka Metropolitan Police), and two women were promoted to the position of Deputy Police Commissioners. During the first half of PRP II, five women were promoted to the rank of superintendent of Police. Although these results should be attributed to the Bangladesh Police and government, the PRP has continued to play a significant and successful role in promoting recognition and appreciation of the key role of women in policing.

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[37] This anecdotal evidence emerged during discussions with members of the Mohila Parishad and in discussions with Bangladesh Legal Aid Services Trust. It also emerged during discussions at the Victim Support Centre. There is now a need to collect and analyse hard data supporting measurable outcomes in the second half of PRPII

[38] Although Gender Sensitive Policing is a component in itself it is also mainstreamed as a cross cutting issues across all other components. This was a deliberate design strategy given the critical importance of the issue.

136. Other PRP II gender interventions (police women's network, gender guidelines[39], gender training and supporting advertisements for more female officers in newspapers) all heighten awareness of the need for more female police.

137. Increasing the numbers of women police has an impact on human development for a number of reasons: women's empowerment, practical reasons related to access to justice (women interviewing or searching women, especially in cases of domestic violence or other abuse), and that the overall professionalism and trust/legitimacy of the police is linked to the composition of the police (which ideally should reflect the society it serves).

138. A *Women in Policing Strategy* was developed by PRP II and assisted the recruitment section of Bangladesh Police to increase the number of women recruited into the police. This strategy is consistent with consideration to establish a working group, including representatives from the Bangladesh Police Women's Network (BPWN), to consider rationale, options and approaches to increasing the percentage of women police to 10% over the next five years and strategies to provide career pathway opportunities for women police.[40]

139. The improving role of women in the Bangladesh Police is further evidenced by the selection of a Formed Police Unit (FPU) comprising an all women contingent of 100 Bangladesh Police female officers to a UN peace keeping mission in Haiti in 2010, with the Contingent Commander being a female officer. Increasing recognition of the role of women and their participation in the Police including internationally in peacekeeping and engagement with overseas police women are significant steps forward.

140. An increased number of women police at different rank levels, more integrated training and a stronger and more active BPWN, establishment of Victim Support Centres (VSC) in Dhaka and Rangamati providing victim support and access to justice for more than 1300 children, women and the more vulnerable in partnership between BP and selected NGOs, with 6 more VSCs now being approved, are all significant gender equity achievements for this key Outcome Area.

141. Other significant achievements include PRP II support to the Bangladesh Police to provide international training opportunities for women police to undertake leadership and management training. Opportunities in this activity included two women police visiting Nepal to attend a Gender, Human Rights and Leadership course in September 2011, three women police officers attending an international Board Meeting of the International Association of Women Police in USA in August 2011, three women police officers attending a training programme on Leadership in August 2010 and two other female officers participating in Training on "Gender Awareness, Sensitisation and Analysis workshop organised for senior and mid level police officers with a facilitator from India.

142. In terms of Domestic Violence (DV) issues, a Committee was formed to provide advice and guidance for developing DV policy 2011 and a DV workshop was held with the women police in 2011. PRP II collaborated with the Citizens' Initiatives, a network of Civil Society groups, to work on the Domestic Violence law which has now been approved by the GoB. Support was also provided to the group for developing a training and awareness module on Domestic Violence and how police might respond to this.

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[39] It is unfortunate that the Gender Guidelines, like a number of other policies and procedures submitted to MoHA, are still awaiting formal approval.

[40] This recommendation would support the call by the Hon Home Minister Sahara Khatun for more women police during her address to the Bangladesh Police Women's Network 30th Nov 2011.

143. The gender component specialists have also contributed to the review and update of gender awareness training materials for incorporation into all basic and specialised police training including modules on gender based violence, Training of Trainers (TOT) to 96 Sub-inspectors, and gender orientations conducted in 34 Police Stations in 2010-12.

144. Other initiatives in training and awareness materials include approximately 1200 *Gender Guidelines* distributed among police in different locations and on different occasions to create awareness on gender. One booklet was published on Gender sensitive policing for the Sub-inspectors and Constables to raise awareness among police at these ranks, four Community Consultations were held in four divisions and a number of marketing publications were developed to create awareness (one Poster, three Stickers).

145. With regards to sensitising police on the rights of children and juveniles, PRP II as a member of Child Justice Network has contributed to the draft of *The Children* Act which is in process of finalisation by the Ministry of Law, Justice and Parliamentary Affairs (MoLJPA), and further developed a training manual on the CRC[41] and the Children Act 1974. Twenty one Police Officers have received training on this manual.

146. Outcome 5 on *Promoting Gender Sensitive Policing* has been particularly successful with achievements and outcomes resulting from the component directly, and integration and mainstreaming across other components. Results in this area for PRP II were also noted in the DFID Safety and Justice Review 2012. In addition, PRP II Gender achievements were recognised at the UNDP celebrations for International Women's Day when PRP II received the prize in Category 1 for *Gender Innovation Initiatives.*

147. Women police across the ranks spoke highly of assistance provided by the project. The Bangladesh Police Women's Network (BPWN) is progressing well and organised a successful Board meeting of the International Association of Women Police. Women police are very proud of this achievement and police of both genders openly acknowledge better understanding of gender issues as they relate to policing. Women as victims are getting better access to justice through vehicles such as the Victim Support Centres and gender training of police, however all stakeholders still acknowledge there is a long way to go to embed these values and practices throughout the organisation. Remaining challenges include patriarchal attitudes and male dominated police culture particularly at the mid and lower levels of police and general mindsets amongst some community members. Overall however, the level of support from senior officers, newly recruited and educated younger lower level officers and NGO partners are very encouraging and key gender outcomes are being realised. Although the Gender Guidelines are still awaiting formal MoHA approval it is worth noting the operational acceptance of these by police.

Outcome Area 6: Information, Communications and Technology

148. This component is designed to assist Bangladesh Police to progressively make use of cost effective and sustainable information communication technology (ICT) to provide better service to the community. It is consistent with and relevant to the GoB focus on a *Digital Bangladesh*. As the Police progressively modernise and implement government policy and the reform agenda, a cost-effective, realistic and sustainable ICT strategy and architecture is essential. PRP II is effectively supporting these efforts to strengthen data and knowledge management and information sharing in a well structured and integrated manner. This Outcome is also designed to provide support for technological applications across all other key outcomes.

149. The Key Outputs for Outcome Area 6 are:

    6.1-   ICT Master Plan informs a cost-effective and structured approach to the acquisition, installation and application of ICT;

    6.2-   Crime response and prevention improved through better use of information and intelligence; and,

    6.3-   Community safety enhanced through appropriate application of ICT infrastructure and training.

150. The ICT Outcome Area has effectively built on the achievements of Phase I and has made significant progress during the first half of PRP II. Overall an ICT organisational structure has been established which is based on a cost-effective and realistic ICT Master Plan and supported and owned by the Bangladesh Police. Basic ICT skills awareness training programs based on BP demands and directed towards providing better service to the community have been implemented and ICT based records management for personnel and intelligence capabilities have been considerably enhanced.

151. The Bangladesh Police Information Management structure was strengthened by the Ministry of Establishment and Ministry of Finance approving an additional 432 positions, including one Deputy Inspector General (DIG) of Police, for the implementation of the Police Telecom and Information Management. Through this arrangement Bangladesh Police will have a focal point at a senior level to provide the vision and leadership on ICT issues and alignment of technology with the needs of modern-day policing.

152. Progress has also been made to support the establishment of a Records Management Section within Police Headquarters including sourcing of necessary policies from the Ministry of Planning and procurement of the necessary hardware.

153. Substantial progress has been made (70% completed) in establishing a National Data Base System for intelligence and all criminal justice related data management including enhancement of date capture mechanisms. Crime response and prevention will be improved through a better use of information and intelligence. The implementation of the Crime Pattern Analysis System (CPAS) pilot, by the Chittagong Metropolitan Police, is continuing.

154. The PRP also provided ICT infrastructure to support the implementation of the Criminal Identification and Verification System (CIVS) pilot in fifty eighty (58) Dhaka Metropolitan Police locations and the tender specifications for the implementation of CIVS and Criminal Investigation Records Management System (CIRMS) software were prepared in collaboration with Bangladesh Police.

155. PRP is supporting the implementation of the national criminal history database by supporting central connectivity of the Criminal Data Management System (CDMS) to be installed in forty eight (48) district and metro court locations to support prosecutions and access to justice with robust case management and intelligence management systems. Modem technology was delivered to CID and other equipment deployment is awaiting implementation of data communication links to the district CDMS installations by CID.

156. The Bangladesh Police Border Management capacity has been strengthened through the provision of equipment support and the training of personnel. Training was delivered on detecting forged travel documentation and technical equipment including machine-readable passport readers, fingerprint scanners and laptops were also provided to support existing immigration system operations.

157. Technical support has been provided to develop the capability of Bangladesh Police to deal with cybercrime through developing computer forensic capacity. This is a multistep approach that included the selected police officers attending specialist computer certification training, some officers attending specialist computer forensic training in the Canadian Police College and procurement of specialist computer forensic software and hardware with vendor-provided user training. The Government of Bangladesh, through the Bangladesh Computer Council, is working on the amendments to the ICT Act 2006.

158. The benefits gained from the PRP II ICT component are widely recognised and the ownership, technical expertise and commitment to cost effective and well planned ICT with project support is a good example of development best practice in an area which can often be problematic. Police Telecom ownership is reflected in ICT personnel allocations and budgetary support. With further project management and ICT training, sustainability is well on target and aligned with GoB *Digital Bangladesh* vision.

Perception of Benefits Derived from PRP II

159. PRP II and its contributions to assisting with driving change in the Bangladesh Police are being positively recognised by police at all levels, members of civil society organisations and community beneficiaries. However there are also strong views that although reform is heading in the right direction with assistance from PRP, there is a long way to go. Perceptions of corruption remain an issue as do fair and equitable access to justice and human rights issues. Although respondents did acknowledge that these issues do not only sit within the domain of the police.

160. Since the commencement of Phase II, PRP has made steady progress in assisting Bangladesh Police to transform into a modern police service, making the police a more professional, representative and trusted body in the eyes of the community it serves. A recent survey conducted by the project demonstrates that the Bangladesh Police reform process has already achieved a number of key successes. For instance, 62.4% of the public consider that their area is a safe place to live (PRP Public Perception Survey, Saferworld, 2011). In 2009, 45% of people had some confidence in the police, compared with 62.7% of people who have a lot or a little confidence in the police today; suggesting that the public may believe service delivery has improved (Saferworld Public Perception Survey in 2009 as well as 2011).

161. The perceptions of the community and key stakeholders interviewed by the MTR reviewers on benefits derived from the PRP II to date are generally positive, particularly with regard to community policing initiatives such as model Thana, community policing forums, crime prevention centres and Victim Support Centres. However the benefits of these initiatives and the reform agenda generally, needs to be disseminated more widely if the reforms are to have any long term sustainable impact.

162. There is also a view amongst persons interviewed that many police now have a better understanding of gender issues both for victims and female police officers. There are improvements to investigation methods with increasing reliance on forensics rather than forced confessions, and enhanced training methodologies which focus not only on skills but also on attitudinal change with the inclusion of issues such as gender being mainstreamed across many training programs. However this is mainly with those persons more closely involved with PRP II initiatives including both participating police and community beneficiaries. The challenge for PRP in the second half of Phase II is to extend this throughout the organisation and into the broader community, particularly the more remote areas and to the most vulnerable.

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163. Other perceptions of benefits derived from PRP by police and other respondents were assistance provided with ICT and the application of modern technologies to policing, and the value of community policing approaches in bringing the police and the community together to address matters concerning safely and security in the local area.

Factors Influencing PRP II Performance

Socio-Political Factors

164. The major challenge facing police reform in Bangladesh is the lack of progress on renewal of the legislative framework and this remains a major risk to police reform. Many key laws are outdated and do not match the needs of contemporary Bangladesh or the requirements of a modern police service. The Police Act in particular would benefit from revision to promote greater accountability and oversight, merit based recruitment and more effective human resource management. A lack of progress on the Police Act and other key legislation has the potential to limit the overall impact of PRP during this final period of Phase II. It impedes structural and organisational reform, and restricts modernising in areas such as human resource management and the introduction of more effective approaches to investigations through restructuring of the CID.

Institutional Factors

165. Since the commencement of Phase II, the PRP Team has been co-located with Bangladesh Police at Police Headquarters (PHQ)[42] and this has contributed to enhanced cooperation and more effective engagement, particularly with the IGP and senior officers. The engagement with police at all levels beyond PHQ and into Dhaka metropolitan area and throughout the regions and districts is similarly well developed and effective where there are specific project interventions such as training, community forums, victim support centres and model Thana, and has a positive impact on PRP II performance.

166. The effective level of engagement between the police at all levels and the project has been a contributing factor in the success achieved across a number of Outcome Areas and specific outputs. There are numerous examples: the positive and constructive engagement between Police Telecom and the ICT component; the engagement and level of trust between the officers and the attending NGOs in the Victim Support Centre with the project; collaboration between police trainers and component 2; the strategic planning focus groups in Outcome Area 1, and the keenness of police participating in community policing activities and in the areas of investigations and police operations. Moreover the high level of engagement between the PRP management Team and the IGP and senior officers at PHQ has also positively influenced the level of PRP performance. Overall the level of engagement has been a key factor influencing PRP II performance and it is now time to leverage on this engagement and vigorously market the reform opportunities provided by PRP across the policing organisation and more widely into the community.

167. One of the biggest challenges facing police reform in any nation is enhancing the management skills of police commanders to embrace modern management practices. There is no question about the importance of the chain of command requirement in a disciplined organisation, particularly in an operational context. However today, police leaders also have to be effective managers as in other public sector agencies. This often requires different skills and approaches than command and control. Fair and equitable selection of potential police executive leaders (women and men), effective professional

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[42] There is a shortage space in PHQ and this may impact on the continuing location of PRP within PHQ. This potential risk needs to be assessed and contingency plans established as required.

development opportunities, career progression pathways and promotion based on merit are keys to this. Overall improvements in supervision and management throughout the BP would lead to greater performance and professionalism, and directly impact on PRP achievements in relation to the reform agenda and longer term sustainability.

168. Another challenge facing sustainable reform of the Bangladesh Police and the effectiveness of PRP II initiatives is the arbitrary transfer of personnel. This often occurs when an officer has been given training in a specific area and is then transferred before benefits from this training can be gained. The transfer decisions of police personnel, as with recruitment, dismissal and promotion, are often at short notice and outside the control of the Bangladesh Police. It is difficult to plan on this basis. Such practices are a legacy from the colonial policing model and its dated legislative framework.

Financial Factors

169. Another factor which has the potential to influence the level of support and the performance of PRP is the budgetary allocation in the Project Document. Examination of the budget shows that original costing estimates and time frames for key personnel may be insufficient for planned future requirements and may benefit from revision. The total programme budget is $US29.015M and was always subject to availability of funds. Provision was made in the ProDoc for the multi-year budget to be reviewed mid-programme if it appears likely that sufficient funding was not available.

170. Funding considerations might also need to be given if key international positions are extended beyond the current 36 month period to ensure continuity and the completion of key inputs and outputs resulting from delays beyond the control of the project eg legislative renewal, political stability and increasing hartals leading up to the next elections in 2014. Funding would also be necessary if the project was extended for a year (or more) to cover any shortfalls resulting from these issues outside control of the project.

Other

171. The benefit gained from participating in overseas study tours to observe various policing functions was raised by a number of police personnel from senior and middle ranks. Examples given included the forensic study tour and the opportunities provided to police women to participate in international meetings. There is no doubt that properly focussed study tours linked to project outputs can positively influence participants and contribute to PRP performance in achieving outcomes. Participants in overseas study tours however, need to be carefully selected and the objectives of the visit clearly focussed and targeted. Finally, to ensure cost-effectiveness it is essential to gain a return on investment with a tangible outcome relevant to progress the Bangladesh Police reform agenda.

Degree of Ownership

172. The PRP II achievements have occurred within a context of increasing signs of ownership of the reform process by participating Bangladesh Police and a good level of interaction and engagement between the Police and the PRP across all PRP components. This ownership and engagement is more pronounced with participating police and those who are more in contact with PRP II initiatives and reform activities. The same level of ownership has not yet flowed throughout the organisation or out to many of the older middle level officers who are often more resistant to change in many policing organisations undergoing reform.

173. Nevertheless the increasing sense of ownership, particularly by participating police at all levels of project intervention, is very encouraging. The NPD and the IGP openly acknowledge ownership of the PRP, as do many senior officers and officers at other rank levels. Although there are delays in gaining formal agreement from MoHA on key matters relating to the reform process, such as renewal of the legislative framework, senior MoHA personnel actively participate in the Project Steering Committee and members of MoHA have acknowledged the importance of PRP and emphasised their increasing ownership of the project and commitment to what it is endeavouring to achieve in partnership with the Bangladesh Police.

174. Specific examples of Bangladesh Police ownership of project initiatives include the high level of understanding and drive from the NPD to the project and its outcomes, the support from the IGP, the very high level of ownership from Police Telecom for the ICT Outcomes Area, ownership by police women and men of the gender initiatives for both police women and women as victims of crime, significant and increasing ownership the Bangladesh Police Women's Network, commitment and ownership of those participating in Victim Support Centres, acceptance of ownership and commitment across the police training institutions and the extensive ownership for community policing concepts and improvements to police operations and investigations.

175. This level of ownership is significant and now needs to be extended throughout the organisation and further leveraged from over this second half of PRP Phase II. If this encouraging ownership of the PRP further extends into MoHA and to higher levels of government, and the ownership leads to more substantial budgetary commitment, then the longer term objective of sustainable police reform in Bangladesh is achievable.

Efficiency and Cost-Effectiveness

176. In terms of program management and administration PRP II is functioning well, particularly in areas of financial management, accountability systems, oversight of procurement and the quality of project reporting. This is clearly evidenced in audit reports, desk review of reports and feedback from key stakeholders. The PRP II management structure together with the Project Steering Committee (PSC) and Project Implementation Committee (PIC) guidance and oversight are functioning as planned however the PSC may need to examine more closely the impact on planned project activities and outcomes resulting from the delays in legislative renewal and the formal approval by MoHA of a number of policing initiatives such as Community Policing and Gender Guidelines.

177. Project results delivered to date against resources expended generally show value for money and resources allocated across the range of activities demonstrate management commitment to cost-effectiveness and accountability.

178. Value for money principles are a critical aspect of project management across all areas but particularly for procurement. The PRP II not only has very good asset, personnel and information management systems but also follows clear and well managed procurement guidelines underpinned by the principle of value for money in its procurement processes.

179. Use has been made of external consultancies in the first half of PRP II and it is critical to ensure funds spent for this purpose realise an appropriate return on investment. For example, clear and documented monitoring (at component level initially) with regard to the follow up, actions taken, outcomes and impacts resulting from the use of external consultants and the reports presented by

them. It is likely that the use of external consultants will be less in the second half of PRP II and where they are used it is to achieve specific and targeted outcomes relating to the facilitation of planned outputs and activities, and not for needs assessments which by now should be either clear or capable of being identified by working groups involving PRP in partnership with Bangladesh Police and other key stakeholders as required. There is evidence of increasing effective use of working groups and focus groups (eg Strategic Planning Working Groups), and this is having good impact on learning, knowledge transfer and enhancement of critical analysis and problem solving skills for police participants.

180. The ratio between funding spent in capacity building and the procurement of equipment and infrastructure is sound and has improved over PRP II when compared with Phase I. Although it needs to be acknowledged that there is usually more focus on equipment and other tangibles in the early phases of projects. PRP II Funds spent on capacity building activities are well managed and carefully monitored to a high standard. This is indicative of best practice and commitment to value for money.

181. Overall the results delivered in PRP II versus the resources expended shows efficient use of project funds and sound value for money. The project has applied appropriate standards of due diligence in the management of funds as evidenced in financial audits[43].

C. Integration of Cross-Cutting Issues

182. Effective integration of cross-cutting issues has been a priority for PRP since the planning and inception of Phase I. This has been strongly reiterated in PRP II with cross-cutting issues maintaining focus in multiple fields and being integrated into all outcome areas of the programme. Indeed the cross-cutting issue of gender equity was considered so important that in addition to clear direction for mainstreaming across all outputs and indicative activities, it was included as one of the six outcome areas.

Gender Equity

183. Considerable comment has been made in this report about the successful integration of gender equity as a cross-cutting issue, both in impact from mainstreaming and as an Outcome Area which has achieved a high level of success. It is one of the key highlights of PRP II to date, and is an example of best practice gender equity in an area of reform, which in any country, is extremely difficult.

184. It is a credit to all involved in gender sensitisation to the extent in which significant understanding and commitment to moving forward has been achieved. This is not to say there is not a long way to go but the acceptance and credibility of this cross-cutting issue, amongst police, the community and other key stakeholders is commendable.

185. This advancement in gender equity must now be further extended throughout the organisation and into the wider community, and not only from the focus of gender but also for children and other vulnerable groups. Advancements to date show that this can be done, well beyond the expectations of the initial needs assessments of human security previously undertaken in Bangladesh by UNDP in 2003.

Human Rights

186. In the context of a newly established Bangladesh Human Rights Commission, whose monitoring functions will bring into sharper focus the obligation of Police to act in a manner that is consistent with

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[43] See PRP Audit Reports 2009 and 2010.

international human rights standards, PRP II has clear outputs to assist the Bangladesh Police to establish structures to monitor internal compliance with Bangladesh law and international good practice and human rights standards (such as the Convention on the Elimination of All Forms of Discrimination against Women, Convention on the Rights of the Child, Universal Declaration of Human Rights, UN Code of Conduct for Law Enforcement Officers and the UN Guidelines for the Prevention of Crime).

187. The Government of Bangladesh has ratified CRC, CEDAW, Optional protocols on the sale of children, child prostitution and child pornography and ILO convention 182 on Elimination of worst forms of child labour. Bangladesh has also ratified the South Asian Association for Regional Cooperation (SAARC) convention on preventing and combating Trafficking in Women and Children Prostitution in 2002.

188. These key areas and international obligations of human rights need more focus and emphasis through all aspects of the project as it is the police who are one of the key agencies where the community and international observers will expect results and significant achievements, particularly in the context of a reforming police service.

189. A key part of the rationale for PRP was human rights, and awareness and sensitisation in this area for the police has not been as comprehensive and as accepted as it has been for gender related matters. In the second half of Phase II, the PRP in collaboration with Bangladesh Police would benefit from more vigorous mainstreaming, integration and promoting comprehensive awareness of human rights issues not only in training and initiatives in Outcome Area 2, but across all component areas and all project interventions.

190. The issue of human rights responsibilities would also benefit by inclusion in Police Standard Operating Procedures (SOP) and updated Police regulations, as well as strategic engagement between the PRP/Bangladesh Police and other key stakeholders on how to deal with these in practice. Such strategic partnerships, particularly between Bangladesh Police and other actors in the justice sector are essential.

Integration of Model Thana

191. The integration of model Thana as a cross-cutting issue is a key strategy for PRP II and articulated by the PRP Management Team. Although there are indications of some cross component work and arrangements between some Outcome Managers relating to implementation and monitoring of the model Thana, there does not appear to be a strategic approach or even a set of guiding principles as to how the supposed integration will work in practice or what it aims to achieve.

192. How this is managed, implemented and monitored will be a key strategy for PRP as it moves into the second half of Phase II. Model Thana, and all aspects associated with the concept, will be critical for sustainability. This cross component integration will need to consider matters of sustainability and build this into the exit strategy for PRP II.

D. Partnership Strategy

Effectiveness of Engagement with Government of Bangladesh

193. At the level of engagement between PRP II and the Government of Bangladesh with regard to project management it can be classified as effective. GoB representatives actively participate in the Project Steering Committee (PSC) and the Project Implementation Committee (PIC). A GoB appointee from the partnering agency the Bangladesh Police is the National Project Director (NPD) who is actively engaged in all aspects of PRP II planning and implementation.

194. However with regard to higher level engagement with the GoB, particularly in terms of gaining support for key areas such renewal of the legislative framework or for higher level working groups to consider and discuss critical issues regarding police reform and sustainable profound changes to access to justice and human rights matters, the level of engagement is limited. The reasons for this are complex, and the social and political realities existing in Bangladesh must be recognised.

195. Nevertheless much more needs to be done to strengthen this higher level of engagement and dialogue, and build a partnership that is beyond politics and strives to advance Bangladesh in the interests of all persons with regard to human security, law and order and respect for human rights of all persons. This is beyond the project and the Bangladesh Police. It requires high level advocacy and debate between donor partners, other key stakeholders and government.

196. This will require astute facilitation and a preparedness to discuss a myriad of critical issues to explore possibilities and pathways acceptable to all sides of politics. It can be done if all key stakeholders work together in a non partisan manner. The people of Bangladesh deserve nothing less.

Relevance and Quality of Partnerships

197. The PRP II Annual Report (2011) states that establishment of effective partnerships between the Bangladesh Police, and relevant national and international organisations, is a key priority. The aim is to establish broad alliances, capable of making concrete and tangible contributions to the Police Reform in Bangladesh. Accordingly, the PRP continuously explores suitable organisations and institutions as potential partners in various areas under the outcome activities as indicated in Quarterly and Annual Reports.

198. To an extent the project has been successful in this area and some initiatives include partnerships with the Urban Partnership for Poverty Reduction Programme (UPPR), Bangladesh Police and PRP working closely with UNICEF and the Child Justice Network to ensure children's rights and justice, Bangladesh Police Women's Network (BPWN) and the PRP strengthening the partnership with the International Association of Women Police (IAWP), and important partnering with NGOs such as those with ten NGOs for the victim support services (victim of any type of crime including human trafficking).

199. These partnerships and agreements with others such as the International Law Enforcement Academy (ILEA) in Bangkok and with Australian Federal Police and the US Embassy for the design and delivery of specific courses are all valuable.

200. However in the next half of PRP II it would be beneficial if the project assisted the Bangladesh Police to consider more strategically the relevance and quality of longer-term partnerships, both nationally and internationally, and identify those that are best going to serve its needs as it continues the transformation from a colonial public order police force to a modernised community-oriented police service. Partnership arrangements need to be specifically targeted and well structured. Level of interaction and benefits gained need to be monitored, assessed and reported upon. The Policy, Planning and Research Unit in PHQ is well suited to undertake this task with PRP II assistance if agreed to by the IGP and Bangladesh Police as the most suitable unit to do so.

201. Partnership arrangements and engagement between the Bangladesh Police and other actors in the broader justice sector are also critical for the long term sustainable reform of the Police, and to establish the synergies and relationships that will enhance performance and professionalism across the justice sector. Although such arrangements have commenced in the first half of PRP II, this critical outcome, as stated in all project documents, needs to be much more vigorously pursued.

E. Monitoring, Evaluation and Reporting

202. In relation to monitoring, evaluation and reporting, there have been some sign of successes in PRP II with respect to the establishment of performance metrics. The *Baseline Survey on Personal Security and Police Performance in Bangladesh* is an example of this[44]. The progress in activities and the PRP II achievements are regularly reported and documented in the minutes of meetings of the PSC and the PIC and in the PRP quarterly progress and financial reports. The PRP II Annual Reports (ARs) discuss the project's achievements by following the logical framework of PRP II, as presented in the Annual Work Plans for 2010 and 2011. There is an M&E Strategic Framework that is currently being updated.

203. The design of an M&E system, and the effective implementation of an M&E plan, is not easy for a project of this scale and scope, and in an area of reform where records and data processes are themselves in need of considerable renewal and restructuring. The M&E findings and the M&E reporting will only ever be as good as the data and concise information that is available. Most importantly, all data needs to go through a process of verification and triangulation if it is to be valid and meet required standards. Such raw data must be captured at the component level, and must be well structured, unambiguous and regularly updated with very precise and accurate tracking methods and timelines.

204. Refocusing M&E reporting towards outcomes and impacts in the second half of phase II, reducing the number of output indicators, ensuring a balance of both quantitative and qualitative outcome indicators, and use of beneficiary case studies and related feedback should be key considerations in this area. There is a need for example to better measure tangible results in improvements to service delivery at the Thana level and real impacts on access to justice for the more vulnerable. Given the M&E and reporting requirements towards the second half of a project, it would be beneficial if an M&E planning workshop was held with the Project Management Team and all Outcome Managers to identify and agree on a specific M&E action plan. Better capturing and critical discussion on lessons learned will also assist the replication of best practice project initiatives and innovations.

205. In the capturing of this data at component level, prior to consolidation at project level, it must be complete for progress and achievements in all activities for the period in question, and include data and required information on cross-cutting issues, lessons learned, challenges, risk management and other data as required by the Program Management Team for high level reporting. All data needs an agreed balance between quantitative and qualitative data and must be disaggregated (gender, rank etc) as required for reporting in a capacity building and development context. Appropriate M&E is critical at all stages but particularly at the stage PRP II is moving into where requirements of Impact Assessment and Project Completion Reports become necessary.

206. If it becomes likely that PRP will move into a subsequent Phase III, then this M&E data is required to inform structure and design considerations of the next phase.

207. Discussions were held with the Planning, Monitoring and Evaluation Specialist and M&E National Counterpart re M&E systems and processes including guidelines, activity and exception reporting, activity and component level indicators and the structure of templates designed to capture adequate concise and succinct data for project and M&E reporting. A learning event was held to review current M&E templates and consider options and modifications to enhance M&E processes in this next phase of the project.

208. Overall M&E is progressing satisfactorily, and with appropriate data at component level, more systematic collection of beneficiary feedback and utilisation of modifications to M&E templates focusing more on outcomes, is well positioned to meet requirements in this second phase of PRP II.

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[44] Saferworld, Baseline Survey on Personal Security and Police Performance in Bangladesh, 2011

F. Challenges and Risks

209. The following table summarises the challenges and risks currently facing the project.

PRP Challenges and Risks

No.	Risk	Mitigation Strategies	Responsibility
1	Lack of political will can delay BP reform process	• High level advocacy with key government leaders of the long term benefits of police reform	GoB, MoHA, UNDP, other Donors,
		• Steering Committee meetings focus on high level strategic and policy matters to ensure progression of reform	NPD, BP
		• Ensuring effective communication and knowledge sharing of reform achievements and benefits of police reform to the nation	PRP, BP
2	Outdated legislative frame-works impact on the reform process and planned project deliverables	• High level advocacy with GoB and key agencies to ensure timely progression of legislative amendment	UNDP and Donors, PSC
		• Utilising strategies such as workshops, forums, learning events to increase awareness to all	PRP, BP
		• Consider use of other ministries to undertake legislative reform eg MoLJPA	UNDP, Donors, PSC
3	Lack of understand-ding for police, community and other key stake-holders of need for and benefits of reform	• More effective strategic communication to better inform all key stakeholders of reform issues	PRP and BP
		• More emphasis on communication at Thana level particularly for most vulnerable	
		• More use of critical issues seminars and non formal learning events for police at all levels	
4	The poor pay and conditions of the Bangladesh Police impacts on morale and ability to undertake their work	• High level advocacy to improve pay and conditions to reduce the incidents of corruption which are driven more by need than greed	UNDP and Donors
		• Improving opportunities for career progression, (including women) based on merit	MoHA, BP
		• Continue to improve awareness & understanding of police welfare needs to all stakeholders	

No.	Risk	Mitigation Strategies	Responsibility
5	Political instability and hartals which divert police resources away from community policing and reform initiatives	• Carefully and regularly monitor these risks and their impacts and report on these in Quarterly and Annual Reports and to the PSC	NPD, PRP
		• Document delays and mitigation across all components in achieving planned outcomes	PRP
		• Programmatic strategies to extend key personnel and project timeframe to accommodate delays	UNDP, PRP
6	Slow progress on HRM & admin reform, e.g. transfer, selection, recruitment, promotion and structures impedes rate of progress in the areas of human and financial management	• High level advocacy for renewal of outdated legislation and administrative frameworks	UNDP, GoB, MoHA
		• More strategic communication and awareness of the need and benefits of HRM and administrative reform	PRP, BP
		• Ensuring that the guidelines for transfers and promotions are fair and transparent and strictly adhered to	MoHA, BP
		• Persons undertaking specialised training should remain in the stated position for a minimum of 3 years	MoHA, BP
		• Carefully planned study tours to show key people how modern police agencies utilise HRM and financial policies and procedures	NPD, PRP
7	Lack of budgetary commitment and resourcing from GoB impacts on sustainable reform	• Discussion of GoB/MoHA support for on-going budgeting and resourcing of key reform initiatives	All
		• More awareness and communication of increasing GoB financial support in key areas such as Victim Support Centres and ICT	PRP
		• Ensure budget and financial allocations are included in BP strategic planning	PRP, BP, NPD
8	Inadequate measurement of impact assessment in the second half of PRP II and towards the end of the project	• Undertake an M&E planning workshop involving Project Management Team, all Outcome managers and other relevant key stakeholders to identify and agree on an M&E action plan focusing on measuring outcomes and impacts aligned with project goals	PRP, NPD

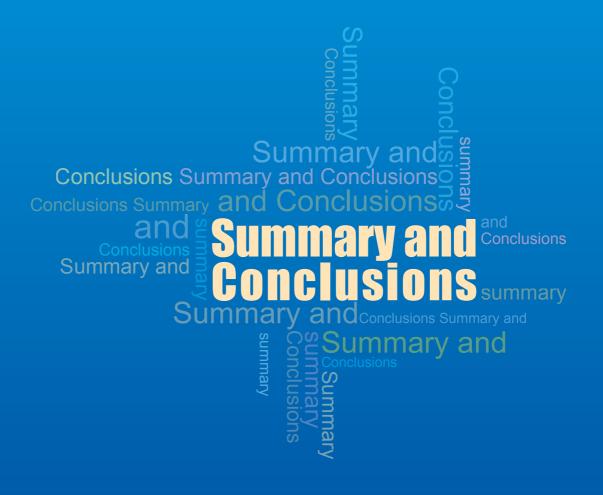| No.	Risk	Mitigation Strategies	Responsibility
	Lack of political will can delay BP reform process	• M&E data is designed to focus on the impact of the project's most vulnerable groups, through disaggregated data, by social class, gender, and excluded groups.	PRP, NPD
		• Early planning for Exit Strategy including sustainability and impact assessment strategies	PRP, NPD

G. Sustainability of Project Outcomes

210. Overall PRP Phase II aims to improve safety, access to justice, and human rights for all citizens, particularly disadvantaged and vulnerable groups, such as women and children. The sustainability of the PRP is based on the premise of a long term engagement of at least 9 to 10 years given lessons learned internationally on police reform and the scale and scope of reform required in Bangladesh. The PRP is at the mid-term of Phase II and although there are signs of sustainability and indications of impact as reflected in the Baseline Survey (2011) and other evidence indicated in this report, it is too early to predict this with any degree of certainty. Indeed many of the key stakeholders spoken to indicated significant achievements of PRP to date but stressed the need for consideration of a PRP Phase III to consolidate reform outcomes and position the Bangladesh Police for long-term sustainable reform, particularly now that ownership of the reform agenda is emerging across a number of key Outcome Areas for the PRP.

211. Sustainability of police reform initiatives require organisational-wide understanding and ownership by the police at all levels and by the broader community, and commitment by government and other key stakeholders to the reform process and what it is aiming to achieve.

212. Commitment is not just about political will and determined leadership, but a clear and unambiguous budgetary commitment to the longer-term financing and budgetary requirement to ensure effective project-supported achievements are maintained once the project ceases. Despite progress being made and signs of increasing ownership amongst some police, a change of strategy may be needed which increases awareness of the reform process to more effectively leverage from this increasing ownership by participating police, and now extend it more widely throughout all levels of the organisation and the dispersed geographical locations of police throughout Bangladesh.

213. The significant PRP II achievements have occurred within a context of increasing signs of ownership of the reform process by participating Bangladesh Police and a good level of interaction and engagement between the Police and the PRP across all PRP components. Collaboration between outcome areas is increasing and enabling a more strategic approach eg mainstreaming and integration of the model Thana initiative across components. Sustainability and ownership are being demonstrated by GoB financial support such as the provision of budgeting for Community Policing and Victim Support Centres in the MTBF. Higher level advocacy and demand driven reform could embed this essential budgetary commitment to improved police services in Bangladesh.

214. There is also an opportunity to drive commitment to sustainability by focusing on more extensive community awareness strategies to create an environment for nation-wide demand driven police reform. This could be facilitated for example by a public marketing campaign with a catchphrase such as *Towards a Safer Bangladesh for All,* thus fully mobilising public interest and attention.

215. To be successful in improving access to justice in a sustainable manner, PRP needs to further support the Bangladesh Police to strengthen working level linkages with the wider justice sector. Joint workshops and training initiatives with prosecutors, judges, NGOs and others are planned, and in pilot locations it is envisaged that stronger coordination will contribute to improved justice sector efficiency and effectiveness, but this will need a carefully planned strategic approach and considerable commitment from all stakeholders.

216. Further changes such as to the Police Act, Police Regulations Bengal, and Criminal Procedure Code could create significant efficiency and performance gains for the Police and position the organisation more effectively to sustain reform. Realistically, however, such wide ranging legal reform will likely take some time. This could potentially be outside the duration of the Police Reform Programme Phase II and may be more relevant for extending to a Phase III if reforms to the legislative framework could be guaranteed.

Summary and Conclusions

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Summary and Conclusions

217. Overall Police reform in any country is a major exercise, and on the scope and scale in Bangladesh cannot be underestimated. PRP has made some key steps forward in this first part of Phase II. Although the project is generally on track with a number of key achievements there are several areas where progress is slow, superficial or stalled (mostly due to external factors). If these factors can be addressed the project is generally on target to achieve most of its planned outcomes, particularly if renewal of the legislative and administrative framework is undertaken and the necessary political will to drive reform is in place.

218. There are no corrective actions required for project design apart from continuing update of indicators and minor wording adjustment in activity 3.2.1 with the word *intelligence* replaced by *investigation*. A comprehensive analysis of ProDoc outputs in collaboration with PRP staff and the NPD did not show any need for other major changes.

219. Given the mainly external factors that have impeded the planned pace of reform and slowed implementation of some key project initiatives it may be necessary to extend key people and positions beyond the planned timeframe (in some cases 36 months) to enable completion of planned outcomes. The importance of continuity of staff, especially key international staff, is critical to ensure delivery of key outcomes during the remainder of the project. Given emerging delays resulting from political unrest and hartals, it may be necessary to consider extending the project for at least 12 months (Oct 2014 to Sept 2015) if funding is available. This possible extension would also overcome the potential project delays which arise during lead up to elections and a possible change of government.

220. PRP II is providing a sound platform for consideration of a possible PRP Phase III to consolidate sustainable reforms throughout all levels of the BP and adequately position the modernised organisation to contribute to a safer more secure Bangladesh and its longer term economic and social development. A Phase III would ensure the systemic embedding of legislative, procedural, structural and organisational renewal to sustainably shift the Bangladesh police from a public order force to a community-oriented service.

221. If consideration was to be given for a PRP Phase III, it should be fully scoped well before the end of PRP II. The scoping would include planning for a carefully managed and resourced transition period to ensure seamless continuity with a core group of key positions including international consultants and national staff. Regardless of whether a PRP III is a possibility or not, the current PRP II Management Team need to ensure an effective well documented Exit Strategy is prepared during this last period of PRP II to secure the potential for sustainability.

> **"Take this programme as your own"**
>
> Statement by PRP National Project Director and Additional Inspector General Bangladesh Police Md Mokhlesur Rahman BPM addressing more than 60 officers attending the Khulna Division PRP Consultation 19 March 2012.

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Lessons Learned

222. There are a number of important lessons to be learnt from this first term of PRP II. The following provides an overview of these key lessons:

National Policy Level

i.   **Need for political will and determined leadership:** PRP II has reinforced the observation in Phase I that sustainable police reform is difficult without political will and determined leadership. This lesson has also been learned in many other police reform programs internationally.

ii. **Recognise social and political realities:** The social, political and economic realities in any nation are determinants that shape the extent to which police and justice sector reforms are both paced and pursued politically. Reform must recognise these social and political realities or it will quickly face pushback and resistance.

Project Implementation Level

iii. **Effective engagement is critical:** Effective engagement between project and the beneficiaries and key stakeholders is a major factor in project performance leading to ownership and sustainability. The effort, time and resources to do this should not be underestimated.

iv. **Progressive ownership and budgetary commitment:** Sustainable reform requires incremental and progressive ownership and budgetary commitment. It is a step by step process requiring the building of understanding and trust.

v.   **Management of transition periods:** If a subsequent Phase of a project is considered, the management of the transition period is critical to ensure momentum and continuity of progress. This was a key lesson learned in the transition from PRP I to PRP II. Transition should be well scoped and seamless to avoid losing momentum.

vi. **Effective and efficient program management:** Effective and efficient program management and administration underpin value for money project outcomes and achievements. A balance needs to be found between administrative efficiency and the promotion of timely, well planned and effectively monitored implementation.

Recommendations

Recommendations

As the result of undertaking this PRP II mid-term review, the following recommendations are made:

Policy and Strategic Level

❚ **Recommendation 1.** There is a need for high level advocacy (perhaps in the form of a high level working group) from donors and other key stakeholders to achieve the necessary GoB commitment and support to drive renewal of the legislative framework necessary for sustainable police reform.

❚ **Recommendation 2.** That consideration is given to a shift in programmatic strategy to provide continuity of key specialised international FTA staff for the remainder of PRP II to ensure delivery of project outcomes and maintain continuity of these police operational and management reforms.

❚ **Recommendation 3.** That further consideration is given to different approaches and strategies (including outside the scope of the PRP) to address renewal of Police Act 1861 and other legislative impediments to police reform including further engagement with other actors in the wider justice sector who may be able to assist.[45]

Project Management and Financial Level

❚ **Recommendation 4.** PRP II implement more effective strategies designed to enhance visibility and strategic communication to the Bangladesh Police, relevant ministries and the broader community on the value of police reform generally and for marketing the specific achievements of PRP II support to the Bangladesh Police and other beneficiaries.[46]

❚ **Recommendation 5.** Monitoring and Evaluation (M&E) is refocused more towards outcomes and impacts in second half of PRP Phase II with less emphasis on output indicators, ensuring a balance of both quantitative and qualitative outcome indicators, and the use of beneficiary case studies and related feedback to demonstrate emerging project impacts.

❚ **Recommendation 6.** That a more rigorous risk assessment and mitigation mechanism be implemented in PRP II to further address and more regularly report on key risks that may impact on the project and its planned outcomes due to the possible external influence on the police and their focus in the lead up to the next national election in 2014.

❚ **Recommendation 7.** That the PRP II Program Management Team commence planning for the preparation of a comprehensive PRP II Exit Strategy to secure sustainability of PRP II achievements which includes strategies and procedures for BP/MoHA/GoB budgetary requirements, knowledge and asset transfer, demobilization of personnel, communication and protocol matters, and post-project monitoring.[47]

Project Component Level

❚ **Recommendation 8.** PRP II Outcome Area 1 refocus approaches and consider alternative strategies[48] (within existing ProDoc outputs and indicative activities) which are not restricted by the current legislative framework but which can achieve tangible outcomes directed towards increasing

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[45] The necessary legislative reform for the police may be better undertaken through the Ministry of Law, Justice and Parliamentary Affairs (MJLPA) in partnership with MOHA and BP. Other strategies could include more emphasis placed on facilitating wider justice sector workshops, advocacy forums, learning events and critical issues seminars to increase understanding and awareness of the benefits of legislative renewal and gaining the wider support needed for this critical legislative reform to be completed.

[46] At the time of the MTR Review the position of Public Relations/Communication officer was unfilled and given the needs in this area in the second half of PRP II the filling of this position should be expedited.

[47] Even if a decision is made to further consider a scoping for a possible PRP Phase III, this exit strategy will still be essential information and analysis to inform the scoping and design of a possible PRP III.

[48] Strategies could include awareness workshops and forums, learning events and critical issues seminars.

understanding and awareness of police reform requirements such as structural and organisational transformation, police oversight and accountability mechanisms and the value of strategic partnerships with other organisations.

∎ **Recommendation 9.** PRP II Outcome Area 1 more effectively leverage from the significant work already done in the comparative survey on police legislation, analysis of draft ordinance and needs assessments of Bangladesh Police media communication and Bangladesh Police policy and research capacity, to add value and achieve progress as a result of these research activities and needs assessments.

∎ **Recommendation 10.** More emphasis is placed on human rights issues and awareness across all PRP II training programs (particularly Outcome Area 2) and all other project interventions including monitoring and evaluation, reporting, and community awareness communication, as well as inclusion in the Standard Operating Procedures (SOP) for Bangladesh Police.

∎ **Recommendation 11.** That PRP II Outcome Area 2 in collaboration with BP and MoHA comprehensively review all human resource management strategies, policies, procedures and structures to develop and implement without further delay an organisational human resource management plan enabling implementation of modernised systems including recruitment, transfer, merit based promotion, gender equity, professional development and police welfare.

∎ **Recommendation 12.** Outcome Area 3 place increased emphasis on facilitating more effective working level collaboration between police and the judicial system (Output 3.4) in the second half of PRP II, including Activity 3.4.5 on custodial management in collaboration with relevant groups such as the National Human Rights Commission.

∎ **Recommendation 13.** That Outcome Area 4 more clearly document definitions of concepts such as Community Policing Forums, Crime Prevention Centres, Crime Prevention Cells and other key strategic sub units and their respective titles, structure and functions to clarify understanding and awareness for both police and the community, and to enable more targeted and precise data collection and analysis (including gender and rank disaggregated data) for monitoring, evaluation and reporting.

∎ **Recommendation 14.** Outcome Area 4 place priority on finalising formal approval from MoHA for the National Community Policing Strategy and the Crime Prevention Strategy to enable further strategic progress in embedding community policing practices throughout Bangladesh as a longer term sustainable practice.

∎ **Recommendation 15.** That Outcome Area 5 facilitates the establishment of a working group, including representatives from the Bangladesh Police Women's Network, to consider the rationale, options and approaches to increasing the percentage of women police to 10% over the next five years and identify strategies to provide career pathway opportunities for women police.[49]

∎ **Recommendation 16.** Outcome Area 6 continue to consolidate and build on successes achieved in the first half of PRP II by focusing on project management and ICT training in the second half of PRP II to strengthen sustainability and alignment with GoB *Digital Bangladesh* vision.

Other

∎ **Recommendation 17.** That recognition be given to the value of targeted, well focused and outcome oriented study tours in which participating personnel are appropriately selected and are required to submit an end of tour report with findings and recommendations for tangible strategic improvements to Bangladesh Police policies, procedures and practices.[50]

∎ **Recommendation 18.** That a Monitoring and Evaluation planning workshop be held with the Project Management Team and all Outcome Managers to identify and agree on a specific M&E action plan for the second half of PRP II which focuses on measuring and reporting on project outcomes and impact assessment.

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[49] This recommendation would support the call by the Hon Home Minister Sahara Khatun for more women police during her address to the Bangladesh Police Women's Network 30th Nov 2011.

[50] International study tours would require these conditions to be met to ensure value for money and return on investment.

Annex 1

Annex 1
Terms of Reference for the MTR

1. Background and context

Bangladesh is a developing nation and a fledgling democracy. Steady economic growth since the early 1990s has resulted in rapid gains in Human Development. Bangladesh is currently on track to meet a number of the Millennium Development Goals. Despite impressive achievements in a variety of fields, Bangladesh suffers from weak governance, poverty and a lack of government capacity to deliver basic services. For example, access to justice, respect for the rule of law and knowledge of human rights are generally acknowledged as inadequate. The 2008 Poverty Reduction Strategy paper acknowledges that the vulnerable, particularly women and children, struggle to access justice from the Police and the formal and informal justice sector.

Law and order, crime and corruption remain serious problems adversely affecting individual safety, national security and economic growth. There is broad acknowledgment that the justice sector needs to be strengthened. A Nielsen Poll in December 2008, identified law and order as the most pressing issue for government to address. Overall, crime remains under-reported and inadequately investigated by the police, the court system is slow and prisons are overcrowded. There is a growing desire from the civil society, media, government ministries and international agencies to establish a more coordinated vision for the justice sector. UNDP is supporting coordination efforts to harmonize support to the Justice Sector and is well placed to integrate PRP into these efforts.

Thus, an accountable, transparent and efficient police service in Bangladesh is essential for the safety and well being of all citizens, national stability and longer-term growth and development, particularly the creation of a secure environment which is conducive to consumer and investor confidence. Within this context the Police Reform Programme (PRP) Phase I was launched in 2005. The PRP is a joint collaboration of the UK Department for International Development (UkAid), UNDP and the Government of Bangladesh (GoB).

Phase I of the PRP lasted four and a half years and ended on September 30th 2009. Phase I established the foundation of police reform initiative by introducing Model Thanas, Victim Support Centre and a Community Policing Philosophy across the country. Phase II of the PRP started in October 2009. It was anticipated that Phase II of the PRP will provide the Bangladesh Police with much needed technical and financial assistance to: undertake operational, organizational and legal reform; build training capacity; improve the quality of investigations, operations and prosecutions; consolidate community policing and crime prevention; make policing more pro-women and introduce cost effective and realistic information communication technology.

The Bangladesh people, in particular, the Bangladesh Police are the target beneficiaries of the PRP. The police also are beneficiaries benefiting from increased capacity and job satisfaction, improved morale, image and social standing.

The PRP is comprised of six outcome areas:

• STRATEGIC DIRECTION AND ORGANISATIONAL REFORM

• HUMAN RESOURCE MANAGEMENT AND TRAINING

- INVESTIGATIONS, OPERATIONS AND PROSECUTIONS

- CRIME PREVENTION AND COMMUNITY POLICING

- PROMOTING GENDER SENSITIVE POLICING

- INFORMATION, COMMUNICATION AND TECHNOLOGY

2. MTR objectives

In line with the commitments given in the approved project document between UNDP and the Government of Bangladesh, an independent MTR will assess the level of progress being made towards the achievement of outcomes and will identify course corrections, if needed. In addition to the formal requirements, it is best practice that a thorough going review is undertaken to support the project in the remaining two and a half years of implementation.

The MTR will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. The findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term (2012-2014).

3. MTR Scope

The MTR will consider all aspects of the Project's work both at a policy and institutional level. The MTR will cover:

1. **Relevance** – the extent to which the project is contributing to local and national development priorities and organizational policies in the context of the police reform in Bangladesh;

2. **Effectiveness** – the extent to which progress towards project objectives have been achieved or how likely it is to be achieved;

3. **Efficiency and Value for Money** – the extent to which best-value has been obtained (results delivered versus resources expended);

4. **Results and Impacts** – the positive and negative, and foreseen and unforeseen, changes and effects driven by project-supported interventions. Results include direct project outputs, short-to medium term outcomes, and longer-term impact including national benefits, replication effects and other, local effects;

5. **Sustainability** – the likely ability of project-supported intervention to continue to deliver benefits for an extended period of time after completion. Projects need to be financially and socially sustainable.

6. **Integrating gender, human rights and model Thana into PRP activities.**

4. MTR Inception Report (MTR detailed methodology, MTR questions and work plan)

The MTR team will develop an inception report which will include a detailed methodology. Through an Inception Report, the team will set-out evaluation questions and a work plan within the agreed methodology framework. The questions, broadly, will cover the above scope of the exercise and the following areas:

Strategic orientation

iii) Assess the appropriateness and effectiveness of the programme strategy in achieving the programme outcomes;

iv) Evaluating the relevance of PRP II in the context of current national priorities in police reform.

Implementation performance

v) Assess progress against specified outputs, identifying the Project's contribution from other unrelated factors;

vi) Assessment of the perception of the communities and key stakeholders on the direct and indirect benefits derived from the PRP (Phase II) to date;

vii) Analysis of important factors that influenced the PRP's performance;

viii) Assess the degree of ownership at all levels;

Lessons learned

I. Identify innovative approaches and its adoption for replication;

II. Identify approaches that failed to achieve the desired results and document the reasons for this failure;

III. Identify best practices.

Sustainability

I. Assess the sustainability of programme results in the light of the current policy and programmatic thrust of the Government of Bangladesh;

II. Review ongoing activities and their adequacy to sustain after the programme.

Partnership strategy

I. Assess the effectiveness of GoB engagement to the project and the reform initiative;

II. Assess relevance and quality of partnerships with various NGOs, institutions and agencies.

The final formulation of the mid-term-review evaluation questions will be agreed in consultation with the MTR team. Additional considerations may be added at the discretion of UNDP.

5. Approach and Methodology

The MTE methodology will cover three areas:

1. Literature review of key documents (Annex I)

2. Interviews with key stakeholders including GoB officials, PRP II staff, donors, implementing partners, beneficiaries and other relevant informants (Annex II)

3. Field based observations, including visits to implementing Ministries, Departments and beneficiary communities

In both Dhaka and the field, all partners will be given the opportunity to speak with the MTR team in the absence of PRP II staff. In the field, community members will be given the same opportunity. The confidentiality of respondents should be respected throughout, in the field this implies interviews take place in the absence of implementing NGO staff.

6. MTR products (deliverables)

The key MTR products include:

▋ Inception report of the MTR, which includes a revised ToR including a comprehensive approach and methodology; review questions, the main elements of the review and a detailed work plan; schedule of tasks and activities and deliverables for the review process. The evaluation team will also submit an inception report that would reflect the evaluators understanding of the assignment. The consultancy will be provided data including the project document, baseline survey, the revised log frame, the PRP knowledge products, annual and quarterly reports produced by the project and other relevant material produced by other organisation.

▋ An executive summary and preliminary recommendations - The evaluators will present a summary of evaluation findings, conclusions and preliminary recommendations at a debriefing meeting with the PRP/UNDP, key stakeholders and development partners. This meeting will be organised by PRP/UNDP to share the preliminary recommendations and receive feedback from PRP's key stakeholders and development partners.

▋ A Draft MTR report with findings (achievements and challenges), lessons learned and recommendations. The team will submit a draft evaluation report of the PRP, highlighting achievements, challenges, and lessons learned as well as recommendations for UNDP's and UkAid's continued intervention in the justice sector.

▋ A Review of the Monitoring and Evaluation Strategic Framework as well as the Pro doc Results Framework and the updated Result Framework, with recommendations

▋ Recommendations on possible Project document revisions

▋ Recommendations on possible PRP Phase III?

▋ A Final MTR report with findings, including achievements, challenges, lessons learned and recommendations.

7. MTR team composition

The MTR team will comprise of a mix of international and national expert:

1. Team Leader (Justice and security focus - international) (hired by UNDP/PRP);

2. Police Reform Expert – International (hired by DFID);

3. National Consultant and Police Reform Advisor – (50% involvement from each) (UNDP/PRP);

8. Quality Assurance

This TOR shall be the basis upon which compliance with assignment requirements and overall quality of services provided by the MTR consultant will be assessed by the MTRG in consultation with the PRP/UNDP senior management and DFID.

9. Time-frame for the evaluation process

The review is tentatively scheduled to take place from mid 1st March to 31st May 2012, and will be for a period of 25 working days

Tentative Timetable	
Briefing; meeting with MTRGs and other staff, common approach and framework; tasks, work plan and initial desk review of key documentation	Day 1 - 2
Preliminary consultations and Presentation by the MTR team to the PRP / UNDP / UkAid of the inception report.	Day 3
Comprehensive desk review and consultations	Day 3 -5
Interviews and consultation with relevant actors and stakeholders. Visits to different settings and field locations	Day 3 - 10
MTR Team meets to finalise report drafting and proposal of initial recommendations	Day 11 - 13
Draft MTR Report	Day 14
Presentation to PRP/UNDP and UkAid of initial recommendations and the draft report with preliminary findings	Day 15
PRP/UNDP/UkAid and national partners' comments and feedback to the draft MTR Report and preliminary findings.	Day 15 - 18
Revised MTR Report, containing recommendations for future PRP/UNDP intervention in the sector submitted to PRP/UNDP and UkAid	Day 22
External dissemination	Day 22
Final MTR Report, with recommendations and Plan of Action	Day 25

10. Cost

UNDP/PRP and DFID will meet the costs, as budgeted for, under the approved Work Plan.

11. ToR annexes

Annex I: List of Key Documents

Annex II: List of proposed Key Informants

Annex II: UNDP evaluation report template and quality standards

Annex IV: DFID's Report on 'Measuring the Impact and Value for Money of Governance & Conflict Programmes'; written by ITAD

N:B: This exercise is expected to be joint coordinated reviews (PRP's Mid-Term-Review and DFID's Annual Review. There is a possibility that DFID might suggest some additional points in the TOR in order to address some specific issues which are of interest to DFID.

Annex 2

Annex 2
Documents Reviewed

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Police Reform Programme, *Human Trafficking Investigation PRP,* 2010

Police Reform Programme, *Implementation: Bangladesh Police Information Management,* PRP, 2011

Police Reform Programme, *Needs Assessment: Bangladesh Police Policy Research Capacity,* PRP, 2010

Police Reform Programme, *PRP II Monitoring and Evaluation Strategic Framework,* PRP, (draft), 2011

Police Reform Programme, *Needs Assessment - Bangladesh Police Media Communication,* PRP, 2010

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Police Reform Programme, *Police Priorities for ICT: PHQ Briefing,* PRP, undated

Police Reform Programme, *Police Reform Opportunities for Bangladesh: A Comparative Survey Report of Police Legislation in India, Pakistan, North Ireland, South Africa and Kenya (Draft),* PRP, 2010

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Police Reform Programme, *Responding to Reports of Human Trafficking: Concept Note,* PRP, undated

Police Reform Programme, *Revised Annual Work Plan June 2010,* PRP, 2010

Police Reform Programme, *2ndRevised Annual Work Plan 2011,* PRP, 2011

Police Reform Programme: *The PRP updated Results Framework,* PRP, undated

Police Reform Programme, *Updated Annual Work Plan 2012,* PRP, Nov 2011

Police Reform Programme: *Women in Policing Strategy: Time Frame 2012-2014,* PRP, 2011

Saferworld, *Human Security in Bangladesh,* Saferworld, 2008

International Crisis Group, *Bangladesh: Getting Police Reform on Track,* ICG, 2009

Saferworld, *Baseline Survey on Personal Security and Police Performance in Bangladesh,* Saferworld, 2011

Saferworld and Mitra and Associates, *Security Provisions in Bangladesh: A Public Perception Survey,* Saferworld and Mitra and Associates, 2010

United Nations Development Programme, *Guidelines for the Development of an Assessment Result,* UNDP, 2007

United Nations Development Programme *Bangladesh, Human Security in Bangladesh, In Search of Justice and Dignity,* September 2002, Dhaka

United Nations Development Programme, *Towards Police Reform in Bangladesh: Needs Assessment Report 2003,* UNDP, 2004

United Nations Development Programme Bangladesh, *Police Reform Programme: Project Document Phase II,* UNDP, 2009

Annex 3

Annex 3
List of Consultations

Name	Designation	Organisation
Stefan Priesner	Country Director	UNDP
Won Young Hong	Asst Country Director/ARR Governance	UNDP
Md Mokhlesur Rahman bpm	National Project Director & Addl IGP CID	Bangladesh Police
CQK Mustaq Ahmed	Senior Secretary CQK	MoHA
Hassan Mahmud Khandker	Inspector General of Police	Bangladesh Police
Daniel Davis	Head Governance & Human Development	DFID
Muhd. Rafiquzzaman	Governance Adviser	DFID
Hendrik Van Zyl	Programme Manager	PRP
Sharif Ahmed Bhuiyan	Head General Admin Services	UNDP
Paulina Protas Chiwangu	Planning, Monitoring and Evaluation Specialist	PRP
Raz Sadiq	Operations Manager	PRP
Micheal von Tangen Page	Security Sector Reform Specialist	PRP
Andre Redman	Outcome Manager HRM and Training	PRP
Taposh Barua	Training Specialist	PRP
Gerard Smith	Outcome Manager Investigations & Ops	PRP
Kumar Koroila	Outcome Manager Community Policing	PRP
Fawziar Khodker	Outcome Manager Gender Expert	PRP
Muminun Nessa	Victim Support Expert	PRP
Wojciech Koprowicz	ICT Systems & Strategy Specialist	PRP
Sarker Faisal Khaled	Monitoring & Evaluation Expert	PRP
Modhusudan Sarkar	ICT Systems & Strategy Specialist	PRP
ASM Shahjahan	Senior Adviser	UNDP
Amena Begum	Deputy Commissioner Chittagong MP	Bangladesh Police
Ramin Mazunder	Finance Officer	PRP
Jessica Murray	ACD Results and Resource Management	UNDP
Md. Shafiqur Rahman	Police Commissioner Khulna MP	Bangladesh Police
Md. Bakhtiar Alam,	Commandant, PTC, Khulna	Bangladesh Police
Mesbahuddin, PPM	DIG Khulna Range	Bangladesh Police
Md. Awarangazeb Mahbub,	Addl. Police Commissioner Khulna	Bangladesh Police
Md. Rafiqul Islam	Additional DIG Khulna Range	Bangladesh Police

Name	Designation	Organisation
Dr. Nazmul Karim Khan,	Commandant, RRF, Khulna	Bangladesh Police
Md. Mostafa Kamal,	Commandant, APBn, Khulna	Bangladesh Police
G. M. Azizur Rahman	Deputy Police Commissioner Khulna	Bangladesh Police
Khondker Rafiqul Islam	Superintendent of Police, Bagerhat	Bangladesh Police
Habibur Rahman Khan	Superintendent of Police, Satkhira	Bangladesh Police
Kamrul Ahsan	Superintendent of Police, Jessore	Bangladesh Police
S. M. Fazlur Rahman	Superintendent of Police, Narail	Bangladesh Police
Mirza Abdullah Baki	Superintendent of Police, Meherpur	Bangladesh Police
Md. Mizanur Rahman	Superintendent of Police, Chuadanga	Bangladesh Police
Mofizuddin Ahmed	Superintendent of Police, Kustia	Bangladesh Police
Md. Rezaul Karim	Superintendent of Police, Jhenidha	Bangladesh Police
Sajjadur Rahman	Addl. Superintendent of Police, Magura	Bangladesh Police
Md. Hatem Ali	Sr. Assistant Police Super, CID, Khulna	Bangladesh Police
Abdul Kuddus Chowdhury	Addl. Superintendent of Police, PTC, Khulna	Bangladesh Police
Md. Akhter Hossain	Inspector, DB, KMP, Khulna	Bangladesh Police
Md Shahidul Islam,	Inspector, City SB, KMP, Khulna	Bangladesh Police
Nuruzzaman Didar,	PI, KMP, Khulna	Bangladesh Police
Md. Ali Haider	Sr. AC (Sonadanga), KMP, Khulna	Bangladesh Police
Md. Abdudl Matin,	AC (Prosecution), KMP, Khulna	Bangladesh Police
Md. Ziauddin Ahmed,	AC (Traffic), KMP, Khulna	Bangladesh Police
Sara Hossain	Barrister and Advocate Supreme Court	Dr Kamal Hossain and Associates
S M Rezaul Karim	Director (Admin) & Legal Adviser BLAST	Bangladesh Legal Aid Services Trust
Md. Abdul Alim Mahmud	AIG (Telecom)	Bangladesh Police
Md. Rafiqul Hassan Ghani	SP (Telecom)	Bangladesh Police
Ms. Maleka Banu	General Secretary	Mohila Parishad
Ms Merin Sultana, VSC	Assistant Commissioner, VSC	Bangladesh Police
Ms. Fatema Khatun	Lawyer	Mohila Parishad
Ms. Maksuda Akhter	Lawyer	Mohila Parishad
Dr. Fawzia Moslem	Vice President	Mohila Parishad
Ms. Ayesha Siddika	Assistant Commissioner, VSC	Bangladesh Police
Ms. Mina Mahmooda	Assistant Commissioner, VSC	Bangladesh Police
Ms. Sima Moslem	Secretary, Training and Research	Mohila Parishad

Name	Designation	Organisation
Md Moniruzzaman	OIC Dhanmondi Police Station Thana	DMP Dhaka
Md Anowar Hossion	Inspector Investigations Dhanmondi Thana	DMP Dhaka
Md Jahidur Rahman	Operations Officer Dhanmondi Thana	DMP Dhaka
Ms Rakhi Das Purokayastha	Organization Secretary	Mohila Parishad
Advocate Masuda Rehana Begum	Assistant General Secretary	Bangladesh Mohila Parishad
K.M.S. Hassan Mohium	Community Policing Forum Member	Dhanmondi Thana CPF
Ms. Bula Osman	Cultural Secretary	Mohila Parishad
Advocate Asia	Senior Lawyer	Mohila Parishad
Alauddin Mahmud	NA	Community member
Saiful Allam	DIG Admin CID	Bangladesh Police
Salma Ali	Executive Director National Women's Lawyers Association	NWLA
Mallick Fakhrul Islam	AIG Training	Bangladesh PHQ
Md Matiur Rahman Sheikh	Director Police Staff College	PSC
Khaled Mahmud	Lecturer Institute Business Administration	Dhaka University
Md Golam Rasul	SP BPA Sardha Rajshahi	Bangladesh Police
Sarder Tamiz Uddin Ahmed	Additional Commandant TDS	Bangladesh Police
Shamima Yeasmin	Sr SC DMP	Bangladesh Police
Mahfuza Akhter	ASP Training	BP PHQ
Kyra Buchko	Senior Technical Adviser	National Human Rights Commission
Ian Morrison	Project Director International Development	Canadian Bar Association
Md Maruf Hossain	Additional SP TDS	DMP Akhter
Community members	Khulna, Dhaka	Various community members

Annex 4

Annex 4
Acknowledgements

The Mid Term Review evaluation team gratefully acknowledges the assistance provided by Md Mokhlesur Rahman, Mr Hendrik Van Zyl and all members of the PRP Team and other key stakeholders participating in the consultations for this review. We particularly express our appreciation for the advice and guidance provided Stefan Priesner, Won Young Hong and the staff of UNDP, and the time and input provided by the IGP and members of the Bangladesh Police. Finally, we express our thanks to those members of the community and civil society for their contribution.

Annex 5

Annex 5

MTR Work Plan

Contractual Period	18th March – 31st May (25 working days within this period)																								
MTR Activity Details/Working Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
UNDP Security Briefing and meeting with UNDP Assistant Country Director	■																								
Orientation meeting with PRP, common approach and framework; tasks, work plan; key documentation			■																						
Field visit to Khulna for observation of PRP Khulna Divisional Consultation Meeting & Community Forum		■																							
Briefing with UNDP Country Director and PRP Program Manager			■																						
Comprehensive desk review of all key documentation and consultations re documentation as required				■	■	■																			
Presentation of the Inception Report to PRP/UNDP by the MTR Team					◆																				
Interviews/consultations/observations with various stakeholders in different settings and field locations						■	■	■	■	■	■	■	■												
Analysis and preparation of executive summary and preliminary recommendations														■											
Debrief of preliminary findings, conclusions and recommendations to PRP [51]														◆											
MTR Team meets to finalise report drafting and proposal of key recommendations															■	■	■								

[51] The debrief and presentation of an executive summary including findings and preliminary recommendations with the PRP members and National counterparts.

Contractual Period	18th March – 31st May (25 working days within this period)																								
MTR Activity Details/Working Day	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
Presentation of initial recommendations and the draft report with preliminary findings to PRP/UNDP/UKAid																		◆							
PRP/UNDP/UKAid and national partners review draft and provide comments and feedback to MTR Team																		■	■	■	■				
Completion of review of M&E framework and Project Document Results Framework																		■							
Presentation to PRP/UNDP of revisions to M&E Framework and updated Results Framework																			◆						
Recommendations on possible Project document revisions and possible PRP Phase III																			◆						
Learning Event Workshop for PRP and National counterparts																			■						
Revisions and refinements to MTR Report and findings following feedback and comments																				■	■	■			
Submission of revised MTR Report, containing recommendations for future PRP/UNDP intervention																							◆		
Final editing and document completion including proposed Plan of Action																								■	
Final MTR Report with recommendations and Plan of Action for dissemination to all key stakeholders																									◆

Key:

◆ Milestones (key deliverables)

Notes: Time periods are indicative and may be adjusted slightly by negotiation because of matters such as hartals or UNPD/PRP management requirements

Annex 6

Matrix of Review Questions

MTR QUESTIONS MATRIX

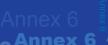| Issues and Review Questions	Indicators	Data Sources and Evidence	Data Collection Method
Strategic Orientation			
i) What is the overall appropriateness and effectiveness of the programme strategy in achieving the programme outcomes?	Sound knowledge of program strategy and understanding of link between strategy and outcomes	PRP staff and National Counterparts	Consultations, document review
ii) How is the PRP II relevant to national development priorities? GoB? MDGs?	Clear understanding of country priorities	GoB, Key beneficiaries, UNDP, PRP staff and national counterparts	Consultations, document review
Sub Questions			
i) To what extent is the project is contributing to local and national development priorities?	Demonstrated contribution to development priorities	GoB, Key beneficiaries, UNDP, PRP staff and national counterparts	Interviews, document review, observation
ii) What are the current national priorities in police reform and how is PRP II contributing to these?	Clearly articulated police reform priorities	BP, PRP staff and counterparts	Interviews, document review
iii) Is PRP II consistent with the GoB/BP reform agenda? How? Examples of relevance?	Existence of reform agenda and evidence of link to PRP strategies with this	GoB, key beneficiaries, UNDP, PRP staff and counterparts	Interviews, document review, case studies
iv) How relevant is PRP II in relation to BP organisational policies for police reform?	Links with BP reform agenda	Key beneficiaries, PRP staff	Interviews, document review
v) What are the general expectations of the PRP?	Clearly articulated expectations	All stakeholders	Interviews, document review
vi) How relevant are the six key outcome areas to capacity development and reform in BP?	Clearly articulation of communication strategies and their implementation	BP, PRP documents and reports, civil society	Interviews, consultations, document review, observation,
vii) How aware are the broader community of the role of PRP?	Awareness of PRP and its role	All stakeholders	Interviews, document review, observation, case studies
viii) What communication/engagement strategies are used by PRP to keep key stakeholders, communities and donors informed of progress, issues and challenges?	Evidence of communication strategies and implementation of these	All stakeholders	Interviews, document review, observation, case studies

MTR QUESTIONS MATRIX

Issues and Review Questions	Indicators	Data Sources and Evidence	Data Collection Method
Implementation performance			
i) Describe progress against specified outputs, identifying the Project's contribution from other unrelated factors?	Clearly stated and succinctly documented evidence of contribution	PRP staff and national counterparts, program documents and records	Document review, consultations, interviews, case studies, observations
ii) What is the perception of the communities and key stakeholders on the direct and indirect benefits derived from the PRP II to date;	Perception of direct and indirect benefits and preparedness to share these	PRP staff, beneficiaries, community, program documents and records	Consultations, interviews, case studies, observations
iii) What are the factors that have contributed to PRP effectiveness or ineffectiveness?	Capacity to identify factors	All stakeholders	Consultations, interviews, case studies, observations, review of documents
iv) For the project as a whole, and for each outcome area, describe the degree of ownership at all levels of BP & other beneficiaries/counter-parts?	Understanding and evidence of ownership at various levels for all beneficiaries and GoB	PRP staff, beneficiaries, program documents and records	Document review, consultations, interviews, case studies, observations
Sub Questions			
i) What progress has been achieved towards project objectives? How likely are these objectives to be achieved in the remaining timeframe for PRP Phase II?	Clear and unambiguous evidence of achievement and progress	All stakeholders	Interviews, document review, observation, case studies
ii) Across each of the six outcomes what have been the key outcomes achieved to date?	Clear and unambiguous evidence of achievement and progress	PRP staff and national counterparts, beneficiaries	Interviews, document review, observation, case studies
iii) To what extent have PRP II outputs contributed to achievement of outcomes?	Understanding of contribution and evidence to support	PRP staff and national counterparts	Document review, interviews, consultations, observations
iv) What factors have positively influenced PRP II performance? What challenges have inhibited PRP II performance?	Clear understanding of both challenges and positive factors	PRP staff and national counterparts	Document review, interviews, consultations, observations
v) How would you describe the degree of ownership of PRP II at all levels?	Clear understanding and evidence of ownership	PRP staff and national counterparts	Interviews, consultations
vi) To what extent has best-value has been obtained (results delivered versus resources expended)?	Evidence of best value examples (eg project initiatives and ideas recognised by UNDP etc)	PRP staff, beneficiaries, donors	Document review, interviews, consultations, observations

MTR QUESTIONS MATRIX

Issues and Review Questions	Indicators	Data Sources and Evidence	Data Collection Method
Relevance			
i) How has the PRP II contributed to local and national priorities?	Clear understanding of linkages between PRP and local and national priorities	PRP staff, beneficiaries, donors, program documents and records	Document review, consultations, interviews
ii) What is the contribution of the project to organizational reform priorities?	Understanding of any BP reform priorities and PRP links to these	PRP staff, beneficiaries, donor partners, program documents	Document review, consultations, interviews, case studies
iii) To what extent are the objectives of the programme still valid?	Degree of validity of current objectives	All stakeholders	Document review, consultations, interviews, case studies, observations
iv) Are the activities and outputs of PRP II consistent with the overall goal and the attainment of its objectives?	Linkages between overall goal/objectives and activities/outputs	Program documents, PRP staff, beneficiaries	Document review, consultations, interviews, observations
v) Are the activities and outputs of PRP consistent with the intended impacts and effects?	Demonstrated consistency and clear linkages	Program documents, PRP staff, beneficiaries	Document review, consultations, interviews, observations
vi) To what extent is PRP demand driven?	Evidence of demand	Project reports, all stakeholders	Document review, interviews
Effectiveness			
i) To what extent have the PRP II objectives been achieved or are likely to be achieved?	Understanding of objectives and clear evidence of level of achievement	PRP staff, beneficiaries, donors, program documents and records	Interviews, consultations, document review, observation, case studies
ii) What were the major factors influencing the achievement or non-achievement of objectives?	Causal factors clearly identified with supporting evidence	PRP staff, beneficiaries, donors, program documents and records	Interviews, document review, observation, case studies
iii) What actions are required to improve effectiveness?	Understanding of issues and actions to address	PRP staff, beneficiaries, donors,	Interviews and consultations
Efficiency and Value for Money			
i) Are activities cost-efficient?	Audit evidence	PRP staff, UNDP	Document review including Audit reports, interviews
ii) Are objectives being achieved on time?	Concise records of achievement v time		Document review including Audit reports, interviews
iii) Is PRP II being implemented in the most efficient way compared to alternatives?	Audit evidence and project records, UNDP feedback	PRP staff, beneficiaries, donors, program documents and records	

MTR QUESTIONS MATRIX

Issues and Review Questions	Indicators	Data Sources and Evidence	Data Collection Method
Results and Impacts			
i) What has happened as a result of the programme and/or specific activities?	Demonstrable evidence of outcomes and/or impacts	PRP staff, beneficiaries, donors, program documents and records	Document review, case studies, interviews
ii) What real difference has the activity made to the beneficiaries?	Views of beneficiaries and other key stakeholders	Beneficiaries, community, civil society	Interviews and consultations, observation, document review
iii) How many people have been affected?	Quantifiable data, M&E reports	Project records, beneficiaries, PRP	Document review, interviews
iv) What actions or course corrections can be taken to improve results, outcomes and impacts?	Understanding of actions and corrections required	PRP staff, beneficiaries, donors, program documents and records	Interviews and consultations, observation, document review
Partnership strategy			
i) How effective is GoB engagement with the project and the reform initiative?	Clear evidence of engagement	PRP staff, beneficiaries, donors, program documents and records	Interviews and consultations, observation, document review
ii) What is the relevance & quality of partnerships with various NGOs, institutions and agencies?	Demonstrable evidence of the nature and extent of engagement	PRP staff, beneficiaries, donors, program documents and records	Consultations, observation, document review, case studies
iii) Are there any partnership opportunities that should be considered in the future?	Identification and recognition of opportunities	PRP staff, NGOs, donors, program documents and records	Interviews and consultations, observation, document review
Integrating Cross Cutting issues			
i) How effective is PRP II in the integration of gender equality in design, implementation and M&E?	Understanding of gender equality; relevant supporting documentation including training records/course curriculum	PRP staff, UNDP, Beneficiaries, NGOs and civil society	Document review, case studies, interviews, observations
ii) How have human rights issues been addressed in design, implementation and M&E?	As above with human rights	PRP staff, UNDP, Beneficiaries, NGOs and civil society	Document review, case studies, interviews, observations
iii) To what extent are key cross-cutting issues mainstreamed and addressed in the design, implementation and results?	Demonstrated mainstreaming of relevant cross-cutting issues	PRP staff, UNDP, project documents	Interviews and consultations, observation, document review
iv) What success if any has been achieved in integrating model Thana across PRP activities?	Examples of integration in model Thana	PRP staff, Beneficiaries, NGOs	consultations, document review

MTR QUESTIONS MATRIX

Issues and Review Questions	Indicators	Data Sources and Evidence	Data Collection Method
Sustainability			
i) What is the likelihood of project-supported interventions to continue to deliver benefits for an extended time after completion?	Project-supported intervention is being sustained and funded outside project	PRP staff, Beneficiaries, NGOs and civil society	Interviews, consultations, document review, observation, case studies
ii) How sustainable are PRP II results in the light of current policy and programs of GoB?	Clear indication of current GoB policy in support of initiatives	PRP staff, GoB/Ministries, Beneficiaries, NGOs and civil society	Interviews, consultations, document review, observations
iii) What are the major factors which influence the achievement or non-achievement of sustainability of PRP II?	Recognition of influencing factors and their impact	PRP staff, Beneficiaries, NGOs and civil society	Consultations and interviews, review of documentation
iv) Are any signs emerging of ongoing funding commitment from national sources?	Evidence of ongoing or potential funding	PRP staff, GoB/Ministries, Beneficiaries, NGOs and civil society	Interviews, consultations, document review
v) How can the sustainability of the programme be improved?	Budget commitment or alternative source of funding	All stakeholders	Interviews, consultations, document review, observation, case studies
lessons learned			
i) What are the key lessons learned from this outcome area? PRP II as a whole including design, implementation and management?	Understanding of lessons learned and their application to the programme	All stakeholders	Interviews, consultations, document review, observation, case studies
ii) Identify innovative approaches and its adoption for replication?	Recognition of innovative approaches and their potential replication	PRP staff and beneficiaries	Consultation and interviews, observation, case study examples
iii) Identify approaches that failed to achieve the desired results and describe reasons for this?	Understanding of factors influencing failure to achieve desired result and why	PRP staff and beneficiaries	Interviews and consultations
Challenges and Constraints			
i) What have been the main issues and challenges faced by PRP II during this period?	Recognition of challenges and issues	PRP staff and beneficiaries	Consultation and document review
ii) Have these challenges been overcome? How?	Strategies to address challenges	PRP staff and national counterparts	Interviews and consultations

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