

**EVALUATION OF LOCAL CAPACITY BUILDING AND COMMUNITY  
EMPOWERMENT PROGRAMME IN BANGLADESH**  
**PROGRAMME DESIGN OF NEW LOCAL GOVERNANCE PROJECT 2012-16**

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Team Catalyst

## ABBREVIATIONS

## ACRONYMS

## VERNACULARS

ADM	Additional District Magistrate
BDHS	Bangladesh Demographic and Health Survey
BPATC	Bangladesh Public Administration Training Centre
BRDB	Bangladesh Rural Development Board
CBO	Community-based Organization
CFO	Chief Field Officer
CHT	Chittagong Hill Tracts
CPD	Country Programme Document
CSO	Civil Society Organization
DANIDA	Danish International Development Agency
DC	Deputy Commissioner
DCC	Development Coordination Committee
DD-FP	Deputy Director-Family Planning
DD-LG	Deputy Director-Local Government
DPHE	Department of Public Health Engineering
EPI	Expanded Programme on Immunization
ERD	Economic Relations Division
EWR	Elected Women Representative
FD	Finance Division
FGD	Focus Group Discussion
GoB	Government of Bangladesh
HDC	Hill District Councils
ICDP	Integrated Community Development Project
INGO	International Non-governmental Organization
JICA	Japan International Cooperation Agency
KII	Key Informant Interview

KILA	Kerala Institute of Local Administration
LCBCE	Local Capacity Building and Community Empowerment Project
LGD	Local Government Division
LGED	Local Government Engineering Department
LGI	Local Government Institutions
MICS	Multiple Indicator Cluster Survey
MoE	Ministry of Education
MoF	Ministry of Finance
MoRES	Monitoring Results for Equity Systems
MoU	Memorandum of Understanding
MoCHTA	Ministry of Chittagong Hill Tracts Affairs
MoWCA	Ministry of Women and Children Affairs
MP	Member of Parliament
NGO	Non-governmental Organization
NILG	National Institute of Local Government
PCR	Project Completion Report
PK	Para Kendras
SDC	Swiss Agency for Development and Cooperation
ToT	Training of Trainers
UDCC	Union Development Coordination Committee
UHFPO	Upazila Health and Family Planning Officer
UNCDF	UN Capital Development Fund
UNDAF	United Nations Development Assistance Fund
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNO	Upazila Nirbahi Officer
UP	Union Parishad – Lowest level of local government
UPGP	Union Parishad Governance Project
USD	United States Dollar
UZGP	Upazila Governance Project
UZP	Upazila Parishad – Sub-district level local government
WASH	Water, Sanitation and Hygiene

## EXECUTIVE SUMMARY

1. UNICEF in partnership with the Government of Bangladesh (GoB), implemented the Local Capacity Building and Community Empowerment (LCBCE) programme under the GoB – UNICEF Country Programme Cooperation (2012 –2016) in 20 convergence districts, identified based on Composite Deprivation Index Ranking, for focused interventions in the United Nations Development Assistance Framework (UNDAF). The goal of the programme is effective Local Government Institutions and Civil Society Organizations, in the 20 districts, ensuring realisation of rights of children and women with equity leading to better results for children in Bangladesh. UNICEF commissioned Catalyst Management Services, a professional services agency, based in India to carry out an independent evaluation of the programme. There were two key objectives, i.e., (i) to understand the relevance, effectiveness, efficiency and sustainability of the programme, and suggest which components are scalable and can feed into similar initiatives within and beyond Bangladesh; and (ii) provide preliminary design for the new LCBCE programme in Bangladesh.
2. The LCBCE programme was implemented under GoB and UNICEF Country Programme Cooperation (2012 – 2016). The overall purpose of the programme was more effective local government institutions ensuring rights of children and women with equity. LCBCE constituted Convergence Coordination Committees at Union, Upazila and District level to facilitate vertical and horizontal coordination, built capacities of the departmental staff and local government institutions on child-focused planning and developed a children’s profile. The total budget for the programme was USD 5.65 million.
3. The evaluation adopted an ex-post qualitative design to evaluate the programme and selected six intervention districts. Two non-intervention districts with a profile similar to the intervention districts were selected for comparing the findings, as the programme baseline information was not available.
4. Considering the challenges of poor coordination between elected representatives and service providers, limited capacity on child-focused planning and development and low participation of the community in the local development processes, the relevance of the programme was found to be high. The extent of implementation on all key programme components, as per the output and outcome indicators, was high. The programme objectives were aligned with the 6th Five Year Plan (FYP), National Perspective Plan (NPP) 2010 to 2021, Millennium Development Goals (MDGs) and the Local Government (Union Parishad) Act 2009 and Hill District Council Laws for Chittagong Hill Tracts.

5. The community engagement was found to be higher in the programme areas (Plain land and CHT), in the planning process for children, than in the non-programme areas. Community engagement was high in the need assessment phase and low in the planning phase at the union level. In the plain districts, the plans were prepared through ward sabha meetings and using data available with the line departments. LCBCE created an opportunity for the community to participate and deliberate on children's issues. In CHT, the Para Center Management Committees organized under the Integrated Child Development Programme (ICDP) of UNICEF, led the need assessment and planning processes. Through the child-focused planning, the programme sensitised the UP members to appreciate the need of children's development for the development of the union. Extensive data on children is available for each union. Bottom-up plans were not developed in the non-programme districts and there was no children's profile.
6. The strengthening of local level planning process was medium on a three-point scale of high, medium and low. The development of a children's profile was an opportunity for the community and government service providers to participate in the process and provide inputs. However, the profiles were not uniform in terms of structure, content and presentation. Information on the vulnerable groups was not always included. In the CHT, the Para Kendras took the lead in profile development and planning process. In non-programme districts, separate profiles for children were not developed. Policy priorities of the government ensured focus on specific children's issues (like prevention of child marriage, birth registration) in the non-programme areas.
7. While the capacity development component was delivered completely, the extent of actual capacity built was high on bottom-up planning, medium on disaster management and low on advocacy and resource mobilization<sup>1</sup>. LCBCE developed a cadre of master trainers at the district level, which included government service providers working on children's issues and local NGO representatives. It also trained EWRs at the union level. National Institute for Local Government delivered the training component. Subsequently, LCBCE partnered with Bangladesh Public Administration Training Centre and Kerala Institute of Local Administration to deliver some components of capacity building. Training was given only once; there was no refresher training given. The situation was similar in the CHT. The team found evidence of specific actions possibly attributable to various actions under the programme such as micro-planning processes, training, coordination meetings and joint review/ monitoring visits.
8. The extent of programme success in ensuring coordination was high. The programme established a Convergence Coordination Committee at union, upazila and district level and facilitated

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<sup>1</sup> Capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization

3. High/ Developed - Trained resource available; utilisation of learning has been demonstrated; evidence of advocacy/ resource mobilization available;
2. Medium/ Evolving - Trained resource available; utilisation of learning not demonstrated in some instances; little evidence of advocacy/ resource mobilization;
1. Low/ Rudimentary - Trained resource not available; utilisation of learning not demonstrated; no evidence of advocacy or resource mobilization

coordination through joint review, monitoring visits and follow-up action. But the programme did not work with the existing coordination structure rather developed special coordination mechanism to achieve programme results. This led to confusion and the learning for coordination did not emerge. The experience was similar in CHT. In the non-programme area, the coordination happened through the Development Coordination Committees (DCC) and usual challenge of weak coordination was reported.

9. LCBCE could leverage resource from other programmes like LGSP, ICDP, HDC Funds, other donor and NGO funds and social safety net programmes. This happened at the local level and was done by the Union Parishads. Resource leveraging was reported in non-programme areas from LGSP and other sources. Hence, attribution to the programme was difficult. The extent of leveraging was unclear as detailed data was not available.
10. The total budget for LCBCE was USD 5.65 million. More than half (52 per cent) of the total budget was allocated for achieving the intermediate result related to improved capacities of LGIs, government departments and CSO partners on bottom-up planning, which meant the programme focused on capacity building on bottom-up planning. More than one-fourth (29 per cent) was allocated for achieving the intermediate results on improved coordination and convergence/ synergies of interventions and services for children. The rest of the budget, nearly one fifth, was allocated for enabling the LGIs and communities to use their improved capacity for bottom-up planning and implementation. This appears to be in sync with the focus of the programme and specific results that it intended to achieve.
11. The partnership between UNICEF and the Government of Bangladesh was mediated through a rolling work-plan. While UNICEF signed on it, ERD did not. ERD on the other hand does not have a mandate to implement programmes and hence it could not commit to implementation. The programme was not approved through the Development Project Proforma (DPP). Through an official memo, ERD involved the Cabinet Division to implement the programme. UNICEF signed individual Memorandum of Understanding (MoU) with the Deputy Commissioner of the 20 programme districts to implement and monitor the programme. The Steering Committee formed with the leadership of the Ministry of Women and Children Affairs did not continue for long.
12. The project did not establish any programme-wide monitoring, evaluation and learning system, which was critical for a programme of such nature. Monitoring was done through the joint review and follow-up action plan, which was done by the elected representatives and the service providers. This was a good mechanism but had limited potential in terms of systematic tracking of outputs, outcomes and learning.
13. The programme in its current form faces several challenges for sustainability. The programme supported coordination mechanism exists in parallel to the government institutionalised

coordination mechanism. The object, the functions and the constitution of the two coordination mechanism are overlapping. Capacity building happened only once; there were no refresher trainings conducted, not even for the master trainers. There was little effort to institutionalise the capacity development methodology. Child profiles, though a good beginning, have not been productized in the form of modules, manuals or guidelines and protocols. Process protocols and quality parameters are to be developed in order to be able to replicate the same in other areas. No formal partnership was established with similar programmes or any other departments or institutions working on similar issues in the country.

## SCALABILITY

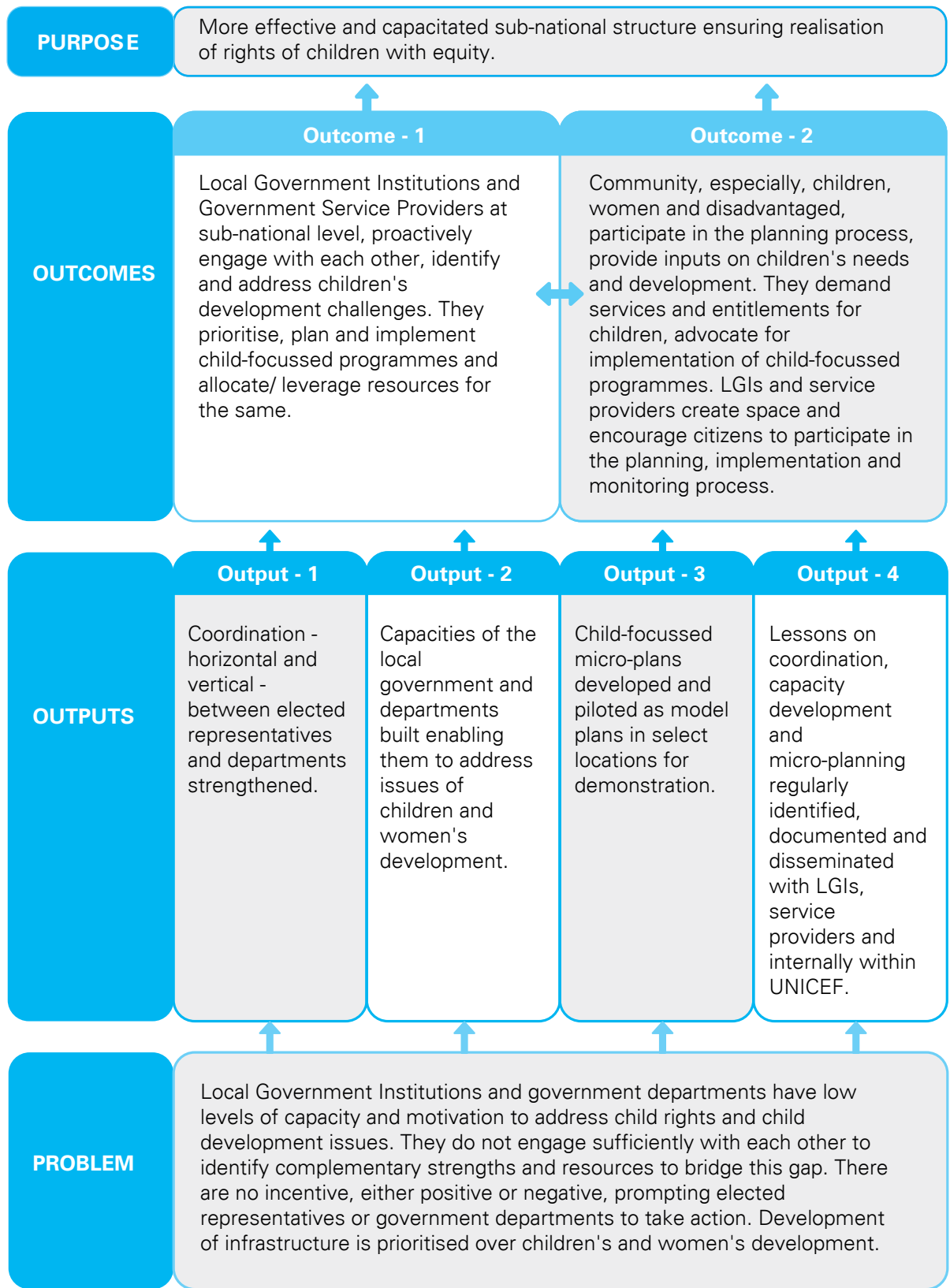
The following has the potential to be scaled up in the new programme:

1. Children's profile – As this is a unique exercise and creates a benchmark to gauge progress on child development issues in future.
2. Developing master trainers – Developing a cadre of resource person at key sub-national level will go a long way to address the lack of capacities and ensure that trained people are available widely and are more accessible.
3. Engaging with micro-institutions – The programme engaged with Children's Council in some unions, who took the responsibility for monitoring children's safety status and communicate the same to others for action. The Children's Council could be ears and eyes of the Union Parishad on children's issues. LCBCE may identify similar institution like women's group and other community community-based organization and engage with those.
4. Joint monitoring visits – Joint monitoring visits brought the elected representatives, field administration and the service providers together, dispelling some mistrust and developing camaraderie amongst them. It was also action-oriented and focused more on resolution of issues bringing faster relief to people.

## SOME OF THE KEY LEARNING WERE:

1. A strong accountability at the national level is crucial to the success of a programme like LCBCE. A rolling work plan is not sufficient to fix accountability at national level. It needs a formal commitment towards results and outcomes.
2. New coordination mechanisms yielded results but did not strengthen the existing coordination mechanism.
3. One-off centralized training events were highly insufficient to address the capacity requirements of the local government and the community in the long-run.

## Proposed Results Frame for New LCBCE Programme



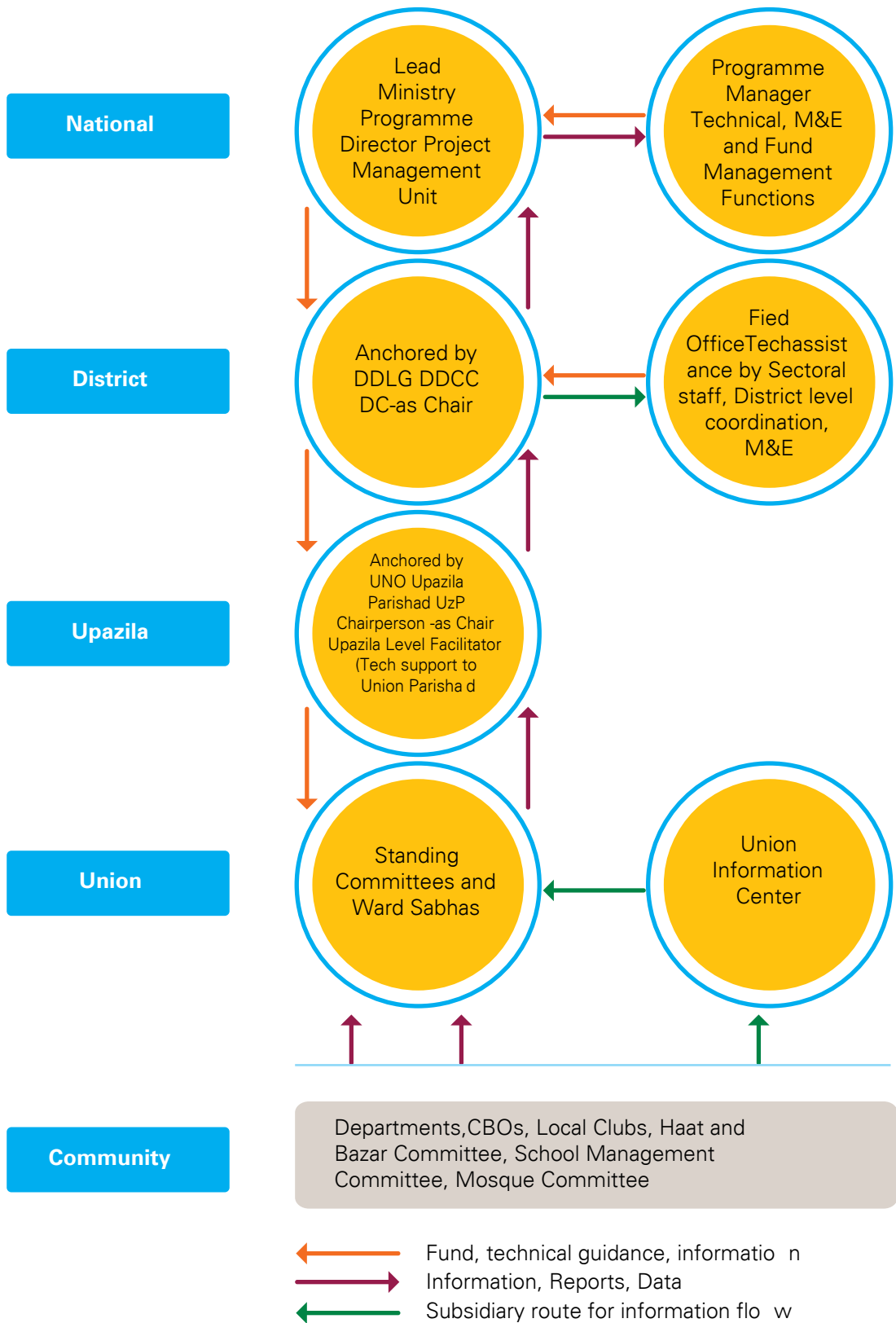
4. Creating children's profile benchmarks the status of children's development. In the absence of skills to use the profile, the exercise becomes redundant.
5. Inputs tracking or tracking of impact level indicators was insufficient for tracking results of LCBCCE. Tracking outcomes and learning were crucial.

## RECOMMENDATIONS FOR FUTURE PROGRAMME

1. For the new programme, the evaluation team suggests that UNICEF engages with three distinct stakeholders, i.e., Local Government Institutions, Government Service Providers and community. The four key result areas could be coordination, capacity development, micro-plan development and knowledge management. A result framework may be developed with outputs, outcomes, indicators and assumptions. Following is a result frame, which UNICEF may consider for the new programme:
2. For deciding the Lead Ministry at the national level, we analysed the interest, authority, capacity and experiences of some key ministries to identify and suggest the most appropriate ministry for the new programme. Based on the analysis, presented below, we suggest that the Ministry of Local Government should be the Lead Ministry for the programme as it has the mandate, interest, resources and experiences to manage similar programmes. But there should be a substantive role for the Cabinet Division as well, as it was involved in the previous programme.

Lead Ministry for future LCBCCE Programme: Interest - Authority - Capacity - Resources							
Criteria	MoLG	MoP	Cabinet	Economic Relations	MoWCA	Functional Depts	MoCHTA
Interest <i>In the immediate outcomes</i>							
Authority and Power <i>Legal and Administrative</i>							
Capacity <i>Technical and Field Presence</i>							
Resources <i>Financial and HR</i>							
Experiences <i>of implementing similar projects</i>							

## Proposed Structure for the New Programme



3. At the national level, a Programme Director should lead the programme and supported by a Programme Management Unit and include specialists with technical, financial and M&E background. The proposed structure is summarized in the schema below.
4. Work with and strengthen the existing coordination mechanism of the government and bring in focus in terms of child-focused planning, implementation and monitoring.
5. Develop a strong strategy for capacity development. Develop cadre of master trainers or resource persons at UP and Upazila level and include elected representatives female and male, office bearers like UP Secretary, government line departments and prominent social workers. Have a long-term plan for training and retraining the cadre. Develop manuals and guidelines for capacity development. Decentralise training with multiple training agencies. Collaborate with line departments and deliver the training to them.
6. Engage with the community and mobilise them for strengthening the demand for entitlement and services. Work with community institutions, NGOs and other civil society organization to achieve this. Generate financial assistance and implement small child-focused programmes, at the union level, as model demonstration sites. Integrate the Children's Equity Profile as an integral part of union level planning process.
7. Develop a robust MEL system focusing on outcomes and learning. A programme like LCBCE is important for government, LGIs, line departments, donors and for UNICEF. Involve line departments at the union level in data collection, aggregation, analysis and use. Train departments and elected representatives in data analysis and use. Digitise data entry and management at UP level, link to National Databases.
8. Partner with relevant ministries at national level for strengthening synergy, other training institutions to decentralize training effort (like Rural Development Academy and Bangladesh Academy for Rural Development), community institutions and civil society organization for strengthening participation and other similar programmes for knowledge sharing.



## INTRODUCTION

The United Nations Children's Fund (UNICEF) Bangladesh, in partnership with the Government of Bangladesh (GoB), implemented a programme titled Evaluation of Local Capacity Building and Community Empowerment Programme (LCBCE) from 2012 to 2016. The specific purpose of the programme was for the Local Government Institutions and civil society organization, in the 20 intervention districts to be more effective in ensuring the realization of the rights of children and women with equity, which would then lead to better results for children in Bangladesh.

Based on a recommendation by the Economic Relations Division (ERD), UNICEF has commissioned Catalyst Management Services (CMS), a professional services agency based in India, to carry out an independent evaluation of the programme. There were two key objectives, i.e., (i) to understand the relevance, effectiveness, efficiency and sustainability of the programme, and suggest which components are scalable and can feed into similar initiatives within and beyond Bangladesh; and (ii) provide preliminary design for the new LCBCE programme in Bangladesh.



## CONTEXT OF THE PROGRAMME

Bangladesh has shown some progress by adopting the Millennium Development Goals (MDG). The 6th Five Year Plan (FYP) of Bangladesh highlighted the mandate to accelerate growth and reduce poverty. At the time of the programme, Bangladesh had increased its real per capita income by more than 130 per cent and cut poverty rate by 60 per cent. Some of the underlying specific achievements included reducing total fertility rate from 7.0 to 2.7; increasing life expectancy from 46.2 years to 66.6 years; increasing the rate of economic growth from an average rate of 4 per cent in the 1970s to 6 per cent in the 2000s and achieving gender parity in primary and secondary education.

The country achieved this remarkable progress despite numerous internal and external constraints. MDG progress report for Bangladesh for the year 2012, acknowledged that while the goals to promote gender equality, empowerment of women, reduction in child mortality rate and improvement in maternal health were achievable, the country would partially meet the goals related to eradication extreme poverty and hunger and achievement of universal primary education, by 2015. As of 2012, a large segment of the population was illiterate. The infant mortality rate was high at 79.9 deaths out of 1000 live births and 70 per cent of the children under the age of five years were underweight.

To address the challenges of development, the Government of Bangladesh has reformed its local government institutions at sub-national level and has decentralized powers and responsibilities. In recent decades, remarkable development in local governments of Bangladesh has come forth through a significant reform of institutional, functional and financial aspects of Local Government Institutions. Establishment of Upazila Parishads and Zila Parishads with elected representatives is the major institutional development of local government including transforming

municipalities (11 municipalities) or Paurashavas to City Corporations. Another major reform was the establishment of the Hill District Councils and the Regional Council in the Chittagong Hill Tracts, which enabled people in the three districts to decide matters relating to their general welfare, locally. Ensuring women's participation in local government through different acts of 1997, 1998, 2000 and 2008 were also significant in the history of governance reforms.

Capacity development, development of manuals and guidelines, constitution of Standing Committees, pilot projects implemented by LGs, setting up eligibility criteria for the LG representatives (both men and women), have strengthened the functional capacity of the LGs.<sup>1</sup> The Annual Development Programme (ADP) allocation, supplementation and direct block allocation from Five Year Plans for Paurashavas and Union Parishads have strengthened the LGs, financially.<sup>2</sup>

Although there have been significant reforms of the local government sector, still there are challenges. The technical capacity of local government institutions, especially at the Union level, to plan and implement is low. There is a shortage of qualified human resources and lack of administrative support. The regulations have given the LGs the authority to mobilize revenue from local resources through taxes, but the UP does not receive its total share of the funds which it generates from different sources. The effort to enable LGs to mobilize their own resources, has seen limited success. LGs remain under tremendous financial and administrative control of the government. However, direct financial transfer from government to Union, Upazila and Zila has increased recently. The grants transferred to the LGs are untied and they can utilise the funds according to the projects of their own preference. Grassroots level planning systems at Union and Upazila have been formalized by the government. Two separate rules (Union and Upazila Parishad) have been issued; as a result, they are in convenient position to perform their mandated planning function<sup>3</sup>.

There is an observed lack of coordination between UP and extension service delivery staff of the government at the field level. There are no formal links between the Standing Committees of UP with the extension workers of the corresponding line agencies of the government. Such isolation makes the UP services dysfunctional and ineffective. Such as, the UNO, as the Senior Executive-cum-Coordinating officer, has formal responsibilities of coordination but can exert little practical control over most of the activities undertaken by line departments.

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<sup>1</sup> May 09, 2016. Bangladesh: Reform Agenda for Local Governance. Dhaka: The Daily Star.

<sup>2</sup> (Development Planning Rules, Local Government Division, Ministry of Local Government, Rural Development, and Cooperatives, Government of Bangladesh, January 23, 2013).

<sup>3</sup> Aminuzzaman, S. M. (2010). Local government and development in Bangladesh lessons learned and challenges for improving service delivery of Union Parishad (UP). Local Governance Support Project-Learning and Innovation Component (LGSP-LIC).



## ABOUT THE PROGRAMME

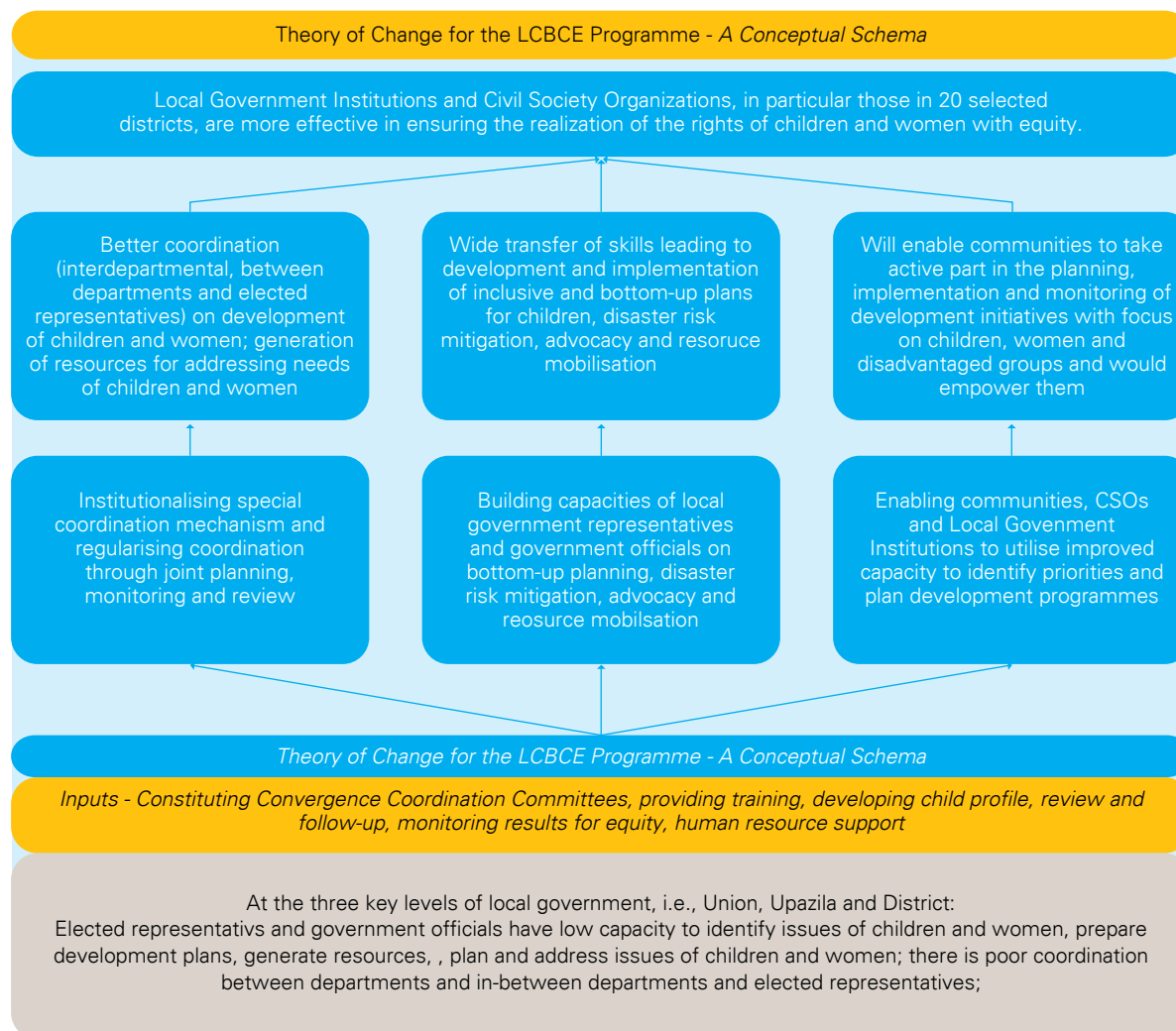
The LCBCE programme was implemented under Government of Bangladesh (GoB) and UNICEF Country Programme Cooperation (2012 – 2016) with the intent to capitalize on the decentralization efforts made to build sub-national capacities for planning, implementation, monitoring and reporting on children and their development. The programme built the capacity of the duty-bearers to ensure rights for children and duty-holders to demand their rights. It also strengthened coordination at sub-national level to develop synergy and mobilize resources to deliver programmes for children. The programme did not have a Theory of Change (ToC). But for the purposes of the evaluation, we developed a ToC, which is summarized below. The ToC for the programme has been developed using our understanding of the programme and what the programme intended to deliver (Figure 1). The budget of the programme was USD 5.65 million<sup>4</sup>.

Here the Local Government Institutions (LGIs) are Union Parishad, Upazila Parishad and Zila Parishad for the rural areas. To achieve this, LCBCE: (i) constituted special coordination mechanism called Convergence Coordination Committees at Union, Upazila and District level and facilitated vertical and horizontal coordination; (ii) facilitated coordination through joint planning and review events at sub-national level; (iii) provided capacity development and technical assistance to local government as well as to departmental staff on child-focused bottom-up planning; (iv) developed children's profile at the union and upazila level as inputs to local government plans. LCBCE partnered with semi-

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<sup>4</sup> The total budget of USD 22.5 million in the Country Programme Document (CPD) budget line is the total allocation for Field Services including all the cost of running the field offices and their programme support for CHT.

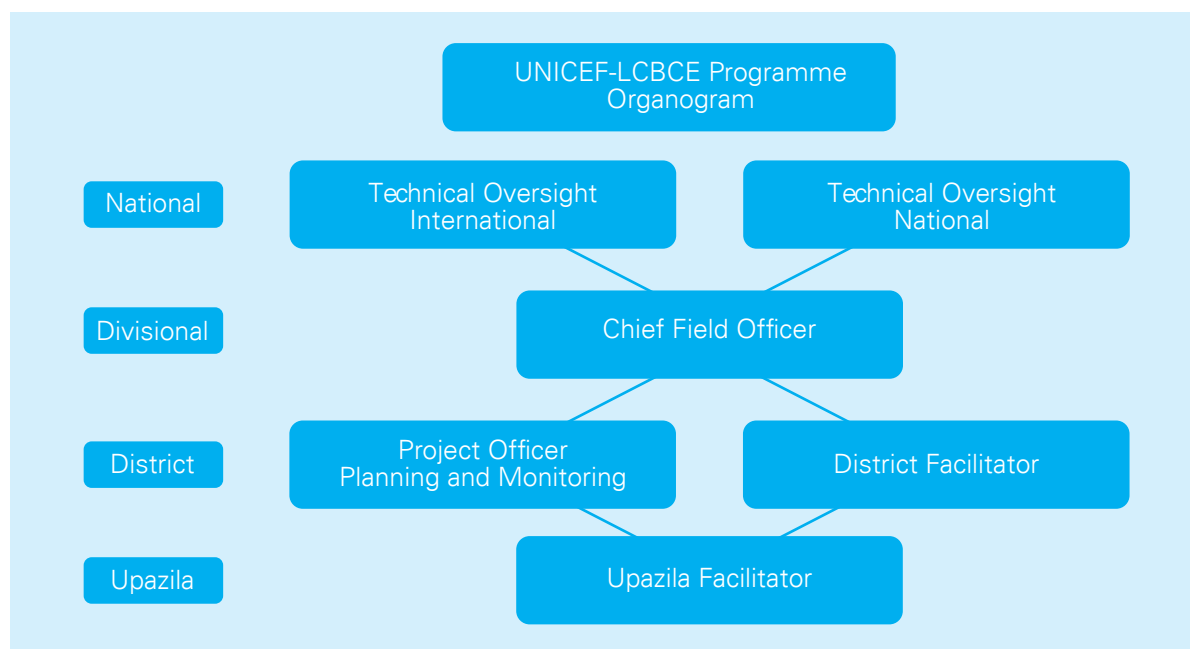
FIGURE 1 LCBCE THEORY OF CHANGE



autonomous government bodies like National Institute of Local Government (NILG) and Bangladesh Public Administration Training Center (BPATC) to deliver the capacity building agenda. It also partnered with Kerala Institute of Local Administration (KILA) for the purpose. The programme constituted around 300 Union Convergence Coordination Committees, 60 Upazila Convergence Coordination Committees, 20 District Convergence Coordination Committees and eight Divisional Convergence Coordination Committees. It developed 96 master trainers at the district and Upazila level, who trained others in their immediate environment. It also trained 2,000 elected women representatives on child-focused planning and development, leadership and negotiation skills<sup>5</sup>. The total budget for the programme was 5.65 million USD for three years.

<sup>5</sup> UNICEF presentation on End-Year Review 2016, dated 14th Dec 2016

**FIGURE 2** LCBCE ORGANOGRAM



Field Services Section of UNICEF coordinated the programme from Dhaka and through seven field offices in the country<sup>6</sup>. At the national level, there was one International Technical Person and one National Technical Person (Figure 2). In each district, there were two positions. One was one Project Officer, Planning and Monitoring and the other was that of a District Facilitator. The Project Officer coordinated programme activities at district level, with the DC and DD-LG in particular. The incumbent would organize and facilitate project planning, provide support for district level coordination meetings and help organise joint monitoring visits and review meetings. At programme upazila, there was one upazila facilitator and used to receive consolidated remuneration from district administration. The Upazila Facilitator was assigned at the UNO office and would assist the UNO to coordinate project activities at the upazila level. The incumbent would support micro-planning process at union level and help UPs organize Ward<sup>7</sup> Sabhas. The development planning process in Bangladesh starts at the Ward level, where the members of the ward participate in the planning process. Needs and demands generated at the ward level is consolidated to produce union level development plans. LCBCE built capacities of the unions to strengthen the bottom-up planning process.

<sup>6</sup> The field office locations are: Barisal, Bogra, Khulna, Mymensingh, Sylhet, Chittagong

<sup>7</sup> Wards are smallest unit for administrative and representative purposes. Usually one village is designated as a Ward in Bangladesh. It is a unit of Union Council from which a single council member is elected.



## OBJECTIVES AND SCOPE OF THE ASSIGNMENT

**Following are the key objectives of the assignment:**

1. Assess the extent to which strategies and interventions implemented by UNICEF's LCBCE programme have achieved expected and unexpected results, identify indicative causes and analyse key dynamics (enabling factors and bottlenecks/barriers) that contributed to result achievement.
2. Assess the relevance, effectiveness, efficiency, and sustainability of the package of interventions deployed by the LCBCE programme.
3. Assess potential for scale-up of the LCBCE programme or selected components.
4. Provide recommendations for design, management, coordination, implementation and monitoring of programmatic interventions on local governance in the new LCBCE programme.

The evaluation was limited to the rural areas in the 20 intervention districts of LCBCE and did not include urban areas. This was suggested by UNICEF in the inception meeting and agreed subsequently. The evaluation started on 3rd May 2017 with an inception call, which was done on skype and was completed on 18th December 2017 with a national dissemination seminar.



## METHODOLOGY, SAMPLE TOOLS

The methodology used for the evaluation is ex-post with programme group in the 20 intervention districts and a comparison group from the rest of the 44 non-intervention districts, out of a total of 64 districts in the country. The programme did not have a baseline. The comparison group was studied to understand, what would have possibly changed in the absence of the programme. Since the programme was implemented in the CHT region as well, one district from the CHT was also included in the sample.

### 5.1 SAMPLE

A sample of six intervention districts and two non-intervention districts were selected for the purposes of the evaluation. LCBCE upazilas were taken and mapped based on the percentage of population in extreme poverty (World Bank) and also based on UNICEF and Bangladesh Bureau of Statistics case for Geographical Targeting of Basic Social Services to Mitigate Inequalities in Bangladesh<sup>9</sup>. The highest performing and lowest performing districts were identified. Three upazilas were selected randomly from the high performing upazilas and three upazilas were selected from the low performing upazilas. Non-intervention districts were selected in consultation with UNICEF. Table 1 presents the selected Upazilas with the characteristics mentioned above.

**TABLE 1** SELECTED DISTRICTS AND UPAZILAS

Division	Programme	Programme Upazila	Percentage of the Population	Status	Quintile Value*
Barisal	Bhola	Sadar	35% or greater	Low	4
Khulna	Khulna	Dacope	25%-34%	Low	2
Dhaka (Old)	Netrokona	Atpara	7%-15%	High	4
Rajshahi	Sirajgonj	Belkuci	25%-34%	Low	5
Sylhet	Sunamgonj	South Sunamgonj	7%-15%	High	4
Chittagong	Khagrachari	Panchhari	7%-15%	High	3

\* A case for Geographical Targeting of Basic Social Services to Mitigate Inequalities in Bangladesh, UNICEF Bangladesh. Augut 2010. Quintile 1=best performance and Quintile 5=worst performance

Table 2 provides the sampling frame for the District, Upazila and Union and Table 3 provides a list of respondents interviewed either as a key informant or through group discussion. Four groups of stakeholders were covered during the evaluation, i.e., (i) Policy and Decision makers – at the national and sub-national level; (ii) Representatives from local self-governing bodies at sub-national level; (iii) programme implementers and partners; and (iv) citizens including children. A detailed mapping of the stakeholders within each category at each level was done keeping in mind the equity and gender concerns.

**TABLE 2** SAMPLING FRAME FOR DISTRICT, UPAZILA AND UNION

SN	Level	Sample specifics	Selection method	Total Sample Coverage
1	District*	1 District from each field office; and 2 districts from non- implementation areas	Random	8 districts (6 intervention; 2 non-intervention)
2	Upzila	1 Upzila from each of the 8 district selected	Three high performing Upzila and three low performing Upzila in intervention districts; 2 Upzilas selected randomly or purposively from the non-intervention districts	8 Upzilas
3	Union	2 Union from each of the 8 Upzilas selected	One well connected, one remote	16 Unions

\*Extreme poverty [poverty atlas, 2010. World Food Programme, world Bank, and Government of Bangladesh

The non-intervention districts were Sherpur and Laxmipur. Sadar upazila of two districts were selected and visited. Two non-programme districts were ranked bottom by Composite Deprivation Index (CDI)

of UNICEF, Bangladesh (Laxmipur is 43rd with CDI value 25 and Sherpur is 50th with CDI value 27). These two districts also represent two different divisions. It is to be noted that other districts with low ranks were covered by the LCBCE programme. This rank is also aligned with the geographical pattern of the United Nations Development Assistance Framework (UNDAF) districts. According to socio-economic and equity data, these two districts are comparable to LCBCE programme districts. Hence it was agreed with UNICEF to select these two districts.

**TABLE 3 LIST OF RESPONDENTS**

SN	Level	Respondents	Tool	Total number of tools administered
1	National	UNICEF, ERD, Cabinet Division	KII	8
2	National	Cabinet Division, IMED, NILG, ERD	Consultation workshop	2
3	Division	Divisional Commissioner	KII	1
4	District	Deputy Commissioner Newly elected Chairman, Zila Parishad Representatives from District Women Affairs Officer, District Education Officer, Ministry of Local Government, Rural Development and Co-operatives (MoLGRD&C), Ministry of Education (MoE), Department of Public Health Engineering (DPHE), local NGOs, Ministry of Health and Family Welfare	KII/ group interviews; Consultation workshop (5 in five sample districts)	24
5	Upazila	Upazila Nirbahi Officer, Upazila Parishad Chairman, Vice-Chairman, Representatives from Upazila Women Affairs Officer, Upazila Education Officer, Upazila Health and Family Planning Officer, local NGOs, Civil Society at upazila level		
6	Union	Union Parishad Chairman, Member (male), Member (female), UP Secretary	KII/group discussion	32
7	Union	Community	FGD	7
8	Union	Children	FGD	3

The evaluation team interviewed several key stakeholders at the union, upazila and district level (Table 3). A detailed list is provided in the Annex 10.1. In CHT the team covered stakeholders specific to the CHT administrative and local governance system such as CHT Regional Council, Chairman, Hill

District Council, Circle Chief, Representatives from Para Development Committee, Karbari/Headman. The field level consultation workshops were held in Netrokona, Bhola, Sirajganj, Sunamganj, and Rangamati.

## 5.2 METHODOLOGY AND TOOLS

The evaluation uses an ex-post qualitative design to conduct the evaluation. This was based on the suggestion of the Monitoring and Evaluation (M&E) team of UNICEF. Looking at the nature of the programme, which focused on strengthening coordination and building capacity at the sub-national level, qualitative design and method was found to be more appropriate than a quantitative one. LCBCE did not have a detailed baseline of the programme. Hence, the evaluation adopted non-programme comparison areas to compare the findings in the programme areas. Being an ex-post design, the comparison area was not meant to find out attribution of the programme; it was meant to get an impression of what might have changed in the absence of the programme. The LCBCE annual reviews provided information on the baseline status and the progress of key indicators at the output and outcome level in line with the results frame of the programme. The same was then compared with the evaluation findings to answer the evaluation questions. We have used a qualitative descriptive tool on a three-point scale to present the findings on key evaluation questions. Following are the tools and methods, which were drafted and finalised based on consultation with UNICEF and after incorporating their feedback. Tools were developed for different categories of stakeholders and focused on output and outcome level achievements. Draft tools have been shared in the Annex 10.3.

### **Literature Review**

Literature review of the programme literature of LCBCE was done to deepen understanding about the programme and its components, progress, implementation modality and capacity development work. Findings have been used at different places in the report.

### **Key Informant Interview**

Key Informant Interviews (KII) were conducted at sub-national and national level. The KII included process and outcome level indicators. KIIs were held with elected representatives, government officials, partner staff and UNICEF officials.

### **Focus Group Discussion**

FGD was done with elected representatives and government officials at subnational level to understand the extent of changes in their coordination, capacities and planning abilities.

### **Survey in non-intervention districts**

As suggested by UNICEF a survey was conducted across 64 non-intervention districts to understand local self-governance related situation and outcomes as perceived by select stakeholders<sup>10</sup>. This was meant to get information from other non-programme areas and supplement the findings from the evaluation. The format for the survey was developed in consultation with UNICEF – Bangladesh and was administered by UNICEF in collaboration with the Cabinet Division.

### Discussion with LCBCE Team

The consultants conducted a round of discussion with the LCBCE team to understand the programme, its outputs and outcomes, planning and schedule for field work and to also discuss with key stakeholders to be interviewed.

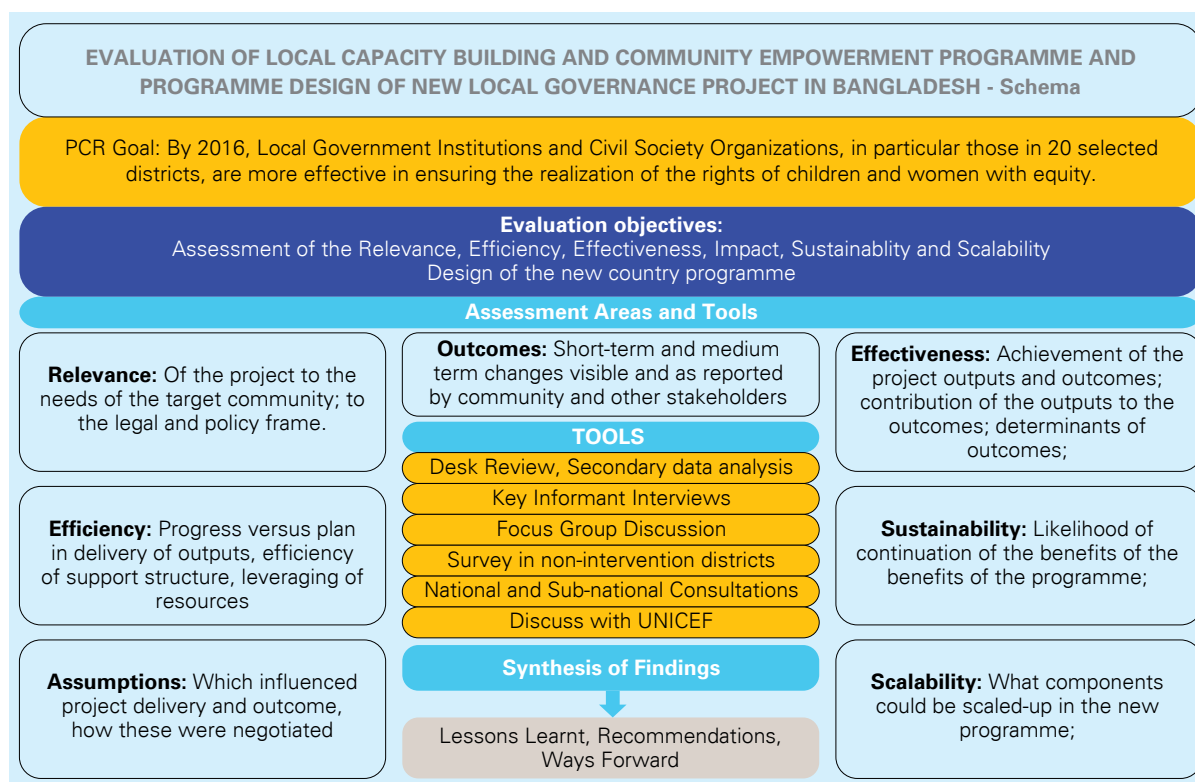
### National and Sub-national Level Consultations

Two rounds of national level multi-stakeholder consultations were held. The first round was held in June 2017, when the study objectives, methodology and sample was presented to key stakeholders. The second round of discussion was done after data analysis and draft report preparation and findings was presented to UNICEF and the government. Six district-level multi-stakeholder consultations were held at six sampled districts.

## 5.3 EVALUATION FRAMEWORK

The evaluation uses the Organisation for Economic Co-operation and Development-Development Assistant Committee (OECD-DAC) criteria for programme evaluation, i.e., assessment of relevance, efficiency, effectiveness, sustainability and scalability. UNICEF suggested to the evaluation team to address only the evaluation questions given in the ToR, which did not include questions on impact. The evaluation framework has been summarised in the following schema.

**FIGURE 3** PROGRAMME FRAME - SCHEMA



## 5.4 EVALUATION QUESTIONS

Following were the key evaluation questions

### Relevance:

Assessment of relevance will show how appropriate or connected the programme design and implementation was aligned to what it sought to achieve. The assessment of relevance will look at:

- To what extent was a standardised package of interventions implemented across the different geographical intervention areas?
- To what extent was the package of interventions relevant and sufficient for achieving the planned outcome and output-level results?
- To what extent is the programme aligned with the national legislative and policy framework on local governance?
- To what extent have gender considerations been built into the programme design?

### Effectiveness:

Assessment of effectiveness shows the degree to which the design and implementation of the LCBCCE programme produced the desired results. The assessment of effectiveness will look at:

- How effective were the interventions in achieving each of the following results:
  - o To what extent did the programme support the establishment of effective mechanisms that enable communities to participate in planning processes for children?
  - o To what extent did the programme strengthen local level planning processes (for local government and the sectoral ministries) to reflect the needs of children, including those of the most disadvantaged?
  - o To what extent did the programme strengthen capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization?
  - o To what extent did the programme strengthen capacity of authorities at district, upazila and union levels for bottom-up planning, disaster risk management, advocacy and resource mobilization?
  - o How is the sub-national government bringing in local developmental challenges into the national level discussion?
- To what extent have the planned outcome and output-level results been achieved and what are the major factors influencing the achievement or non-achievement of the results?
- To what extent have mechanisms established by the programme been successful in establishing enhanced coordination and synergies between the decentralized authorities of the central administration and the deconcentrated authorities of sectoral line ministries (e.g. health, education, etc.)? To what extent has the programme been able to strengthen vertical coordination between authorities at central and decentralized levels of governance?

- To what extent has the programme contributed to the leveraging of resources at local level?
- To what extent has the programme encouraged women to participate in and lead local level planning processes?

### **Efficiency:**

Assessment of efficiency how well the inputs have been applied in the delivery of the outputs and outcomes. The assessment of efficiency will look at:

- Which management and coordination structures and mechanisms among programme staff and partners have aided the programme? What has worked well and what needs to be strengthened?
- To what extent do the programme results justify the investment?
- To what extent is the existing partnership with ERD contributing to achieve the programme results?
- To what extent is the programme designed and implemented in a way to generate solid evidence from monitoring and evaluation to monitor progress against results and to inform programme adjustments where required?
- To what extent has the programme improved local level monitoring of the situation of children and established effective and sustainable mechanisms to continue to do so?

### **Sustainability:**

Sustainability assessment will examine the likelihood of the project benefits being sustained into the future and the extent to which resilience has been built to shocks and stresses, the mechanisms and partnerships established/strengthened and ownership built that will ensure outcomes even beyond project period. It will cover:

- To what extent has the programme systematically built on existing institutions mandated by government, promoted national ownership as well as capacity building and skills transfer to national and decentralized level of government for the government to be able to sustain the programme?
- To what extent has the programme leveraged other partners and networks including government resources to make the programme sustainable?
- Are there any other evident ways to ensure sustainability?

### **Scalability:**

Scalability will examine the extent the project can scale-up and replicate its learning so that the investments made in the project are utilised beyond the project area and the target group. It will look at:

- Which interventions show potential for scale-up?

- To what extent has the programme generated solid evidence on the effectiveness and scalability of interventions that is being fed back into programme design? What is the evidence that the project is scalable; which of the project components have the potential for scale?
- Who are the relevant partners for UNICEF in the next phase of the programme?

#### **Lessons learned:**

- What lessons can be drawn from the last 4 years of programme implementation to ensure that LCBCE programming continues to be relevant to achieving results towards behaviour and social change?
- What adjustments need to be made to programming strategies in the upcoming Country Programme?

## **5.5 QUALITY ASSURANCE**

*Following steps ensured the quality of evaluation:*

1. CMS put in place an experienced team of evaluators with experiences in local government, child rights, programme evaluation, qualitative research and within country experiences. Four out of the five team members were from the country and had experiences of working in similar assignments.
2. The Research Reference Group formalised by UNICEF, was used as a clearing desk for the evaluation.
3. There was an extensive internal orientation of the team on the LCBCE and the evaluation assignment.

## **5.6 ANALYSIS METHODS**

The evaluation used qualitative tools like Key Informant interview and Focus Group Discussion to assess the programme. The content of the discussion was mapped and the unions, upazilas and districts were ranked using a three-point descriptive scale (High – Medium - Low or Rudimentary – Evolving – Developed). These were then synthesised field level observations of records and documents and also secondary data analysis to ascertain the findings. The findings have been presented for programme (plain districts and hill districts) and non-programme areas. Survey findings from non-programme areas have been used to supplement the primary evaluation findings.

## **5.7 ETHICAL SAFEGUARDS**

CMS has a well-developed Child Protection Policy, which is binding on all the partners and consultants, who either work with CMS or collaborate with CMS. The same was formalized through the contract. Besides, CMS used the following principles to ensure ethical safety during the research.

1. All team members introduced themselves to the children/ respondents on the purpose of the meeting/ interaction/ interview/ discussion, how much time would be required from them, topics of discussion, what were the expectations from them, how and where the information would be used and who would get to read/ use the information. The team members explained the confidentiality of the information.
2. The team members used local language and simple terms while interacting with children.
3. The children/ adult respondents could decide whether they wanted to participate in the meeting/ interaction/ interview/ discussion or not. Their decision was final and they were not forced/ pressurized/ coerced to participate or divulge information.
4. The team members always took permission from the parents/ other adults in the family or community, while interacting with children.
5. The team members took permission from the respondents and participants (including the children) to record/ note conversation.
6. The team members did not promise any benefit, either in cash or in kind, or in any other form to the respondent, participants (including the children), in lieu of the information.
7. The team members did not interact with children at secluded places. The discussion with children happened within the settlement, at a place decided by children of their choice without affecting their class at school, study or play time. The same was communicated to the parents and other community members. Discussion places for FGDs were decided by the community members.
8. The children/ respondents could ask questions at the end of the conversation.



## LIMITATIONS AND MITIGATIONS

1. LCBCE did not have a baseline on the status of coordination, capacities and status of community empowerment. Hence two districts were adopted from the non-programme districts to compare the findings between programme and non-programme districts. It was not meant to analyse attribution.
2. Three religious festivals were held during the study period. This hindered the continuity of field work, meeting with key stakeholder and subsequently data analysis. Though the team visualised and planned for this, it could not capitalise on the momentum created in earlier rounds. So, at the beginning of each round of work, fresh orientation recasting of plans was done.
3. Government officials who received training from the programme were transferred to different districts or upazila and were not available during the evaluation team's visit to the respective area. Hence the utilisation of learning and impact of learning application could not be explored uniformly. However, the result of the training was explored with the existing members in detail.
4. There was non-availability of elected women representatives specifically Union Parishad members and women Vice Chair as new persons had been elected at the union level, and the old incumbents were either not available during interview or did not participate in the interview. The evaluation team took time to identify and reach out to such trainees to the extent possible and also discussed with the existing members to find out the results or effects of training.



शक्ति  
ACTIVE  
Communicative English  
GRAMMAR  
With Model Questions  
For Class Seven  
(Part 1 & 2)

शक्ति  
The calcium lost for cows who produce milk  
is not restorable only with feed



## FINDINGS

### 7.1 RELEVANCE

UNICEF immensely contributes to sectoral programmes of the Government of Bangladesh (GoB) since independence. The organization's key comparative advantages are its long-term field presence, robust sector-specific technical knowledge, and support of government at all levels, and introducing new models and approaches for the development of the country. Given its thematic concentrations, programming approach, technical strength, and the trust and credibility it exercises with the Government and development partners; UNICEF is strategically positioned to support the (GoB) in achieving its 2021 Vision for Children. All these programmes cannot be made sustainable without the improvement of public administration and general governance at the local levels. The LCBCE programme is an attempt to facilitate the process.

#### **To what extent was a standardised package of interventions implemented across the different geographical intervention areas?**

1. We have defined the standardised package of intervention as follows:
  - Constitution of Convergence Coordination Committees at the union, upazila and district level; Strengthening of communication through regular review and planning exercises;
  - Capacity development on bottom-up planning, disaster risk mitigation and resource mobilisation at the three levels mentioned above;
  - Development of bottom-up plans and children's profile at the union level, which includes elements of disaster risk management and equity;
2. In the following Table-4, we summarise the extent of implementation.

**TABLE 4** EXTENT OF IMPLEMENTATION

Intervention Area	What has been implemented?	Extent of Implementation <i>3 – High, 2 – Medium, 1 – Low</i>
Coordination	<p><u>District</u>: Out of 6 intervention districts, District Convergence Committee was established in all districts.</p> <p><u>Upazila</u>: Out of 6 interventions Upazila, Upazila Convergence Committee was established in all upazilas.</p> <p><u>Union</u>: Out of 12 intervention unions, Union Convergence Committee was established in all unions</p>	3
Capacity building	<p>District: In 6 intervention districts, NILG trainers trained resource pool for training at district level. Members of Convergence Committee were oriented. Deputy Commissioners received training from KILA.</p> <p>Upazila: In 6 intervention Upazilas, members of Convergence Committee were oriented. Vice-Chair (female) was trained in NILG, Dhaka. Upazila Nirbahi Officers received training from KILA.</p> <p>Union: In 12 intervention unions, only women elected representatives of Union Parishad were trained in NILG, Dhaka.</p>	3
Bottom-up planning	<p>District: Out of 6 intervention districts, bottom-up planning process facilitated in Netrokona, Bhola, Sunamganj, Khulna and Khagrachhari districts.</p> <p>Upazila: Out of 6 interventions Upazila, in Atpara, Bhola Sadar, Dakkhin Sunamganj, Dacope, and Panchhari upazilas, bottom-up planning process was facilitated.</p> <p>Union: Out of 12 intervention unions, bottom-up planning process facilitated in Du'oj, Shunoi, Bapta, Uttar Dighaldi, Joykolosh, Shimulbak, Banishanta, Laudobe, Latiban, and Logang unions.</p>	3
<p><b>Scale:</b> <u>Extent of Implementation</u> High – Package of intervention implemented in all the areas Medium – Package implemented in some areas Low – Package implemented in few areas/ not implemented at all</p>		

3. The extent of implementation of all key programme components was high. We compared the same with data provided by LCBCE<sup>8</sup> on the programme progress and found the progress to be high (presented in Table - 5). Convergence Coordination Committees, though parallel in nature to similar committees at the three levels of local government, were formed in the programme areas. Regular coordination events were conducted to strengthen coordination. Capacities of government officers and local government representative were also developed through targeted capacity development support, which was delivered through partner organizations. Bottom-up plans were developed at the Union, Upazila and District level. The level of delivery was high for all programme districts, including CHT districts. The same has not been implemented in non-programme districts.

**TABLE 5** EXTENT OF IMPLEMENTATION AS PER THE PROGRAMME DATA

Package	Extent of Implementation
Coordination	<p>Convergence Coordination Committees formed in eight Divisions;</p> <ul style="list-style-type: none"> <li>• 20 Districts;</li> <li>• 60 Upazilas;</li> <li>• 300+ Unions;</li> <li>• Regular review meeting conducted and follow-up of action plan;</li> </ul>
Capacity Building	<p>1,000+ sub-national level officials and 2,000 elected women representatives trained on bottom-up planning, disaster risk mitigation, advocacy and resource mobilisation;</p> <p>96 government officials of the rank of Divisional Commissioners, Deputy Commissioners, DD-LGs and UNOs have been trained on decentralisation and its impact on children;</p> <p>Partnership established to conduct regular courses on child rights, management of social services, decentralized planning and monitoring;</p>
Bottom-up plans	<p>Children’s Profile and Bottom-up Plans available at:</p> <ul style="list-style-type: none"> <li>• 20 Districts;</li> <li>• 45 Upazilas;</li> <li>• 300 Unions;</li> </ul>

<sup>8</sup> LCBCE Programme – Current and Future. Presentation made by LCBCE team on 15th June 2017 at Dhaka to the Research Reference Group.

### **To what extent was the package of interventions relevant and sufficient for achieving the planned outcome and output-level results?**

4. Though Bangladesh has made good progress in terms of local governance reforms, significant challenges to make local government institutions truly independent, remain. Local governments delivery abilities face challenges in terms of coordination, capacity to plan and carry out development work and accountability of the local governments towards the citizens. Considering these key challenges, which are summarized below, we conclude that the package of intervention is highly relevant to achieve the outputs and outcomes. The three key challenges identified by the programme are:

- Poor coordination, vertical within department and horizontal with elected representatives at respective levels;
- Lack of capacities on child-focused planning, implementation, monitoring and resource mobilization, of the elected representatives and government officials;
- Low participation of the community in the development planning process, at the lowest level of local government, i.e., at the level of the union, to make it participatory and truly reflective of the needs and aspirations of citizens;

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5. Considering the above, UNICEF, through its LCBCE programme partnered with Government of Bangladesh and focused on strengthening coordination, building sub-national capacities and demonstrating child-focused development work. The package of interventions implemented by LCBCE included the following core initiatives and was highly relevant to the need of the local government and community participation agenda:

- Strengthening coordination by creating special coordination mechanisms at sub-national level to focus on the issues of children and women;
- Facilitating sub-national coordination between elected representatives and government departments and between different departments for child-focused development work;
- Building capacities at sub-national level by creating a pool of master trainers at District and Upazila level and training elected women representatives at the union level; and,
- Facilitating child-focused development planning and implementation through technical assistance and social mobilization.

6. In the light of the above, we conclude that the LCBCE interventions have been highly relevant for local government empowerment (please refer to the ToC given in section - 2)

### **To what extent is the programme aligned with the national legislative and policy framework on local governance?**

7. The programme is highly aligned with the 6th Five Year Plan (FYP), Perspective Plan, Millennium Development Goals (MDGs) and the Local Government Union Parishad Act of 2009. We present a table, which captures some relevant legislations Table 6:

**TABLE 6** EXTENT OF IMPLEMENTATION

Area	Relevant Legislation
6th Five Year Plan and National Perspective Plan	The GoB recognizes widespread poverty, inequality, exclusion and deprivation in the country and the critical role local governments can play to address these development challenges; <i>a strong local government with well-defined responsibilities and accountability can play a major positive role in delivering public services and are better positioned to address the needs of people</i> ; the Union Parishad, being the lowest level of government at the door-step of people offers opportunity for people’s participation and has an important role is delivering programmes, entitlements and services; hence, it is essential to empower the local government to play a prominent role in the development of the country; the key elements are: building skills and abilities of the local government, developing planning and budgeting abilities for design and implementation of programmes and strengthening participation of the citizens in local government;
The National Perspective Plan (2010 – 2021)	Acknowledges critical roles of local government institutions in the governance and development of the country; it emphasizes devolution of power, function and fiscal authority to the local government in line with the constitutional provisions for elected local bodies;
Millennium Development Goals	The programme outcomes had direct relevance to five out of the eight MDGs, in vogue then. The goals were: to eradicate extreme poverty and hunger, achieve universal primary education, promote gender equality and empower women, reduce child mortality and to improve maternal health.
The Local Government (Union Parishad) Act, 2009	The act is enacted in conformity with the constitutional provisions (59 & 60) and the Union Parishad is legally made the hub of all development, services, planning and coordination activities. Article 47 of the Act, listed 39 functions of which the First function is planning. Among others all the UNICEF mandated programmes are included (no: 3-Education, 4-Health and Family Planning , 6-Disaster Management, 8-Children and Women Welfare, 12- Birth and Death Registration and 23,24, 25 & 26 are about Safe Water.

8. In three Chittagong Hill districts, planning and Coordination of all development functionaries are vested in Hill District Council (HDC). The Hill District Council Laws are relevant to the LCBCE interventions.

### To what extent have gender considerations been built into the programme design?

9. The programme aimed to empower women elected representatives in planning and monitoring for children. To achieve this, it conducted trainings on bottom-up and micro-planning for the elected women representatives of the Union Parishad. Training was conducted for the three women members elected in the reserved seats of UP and Women Vice-Chairs elected in the single reserve seat in programme unions and upazilas. More than 2,000 such elected women representatives were trained on bottom-up planning, protection of children's rights and their development. The module for master trainers included role of EWRs in Union and Upazila Parishad. This was relevant and significant. In addition, while developing union and upazila profiles, information was included on status of pregnant and lactating women and status of health services. As the union level profiles<sup>9</sup> were not uniform in terms of structure and types of data collected, we understand that a clear guideline to develop and use union or upazila level profile focussing on children and women, equity and disaster risk mitigation, was missing. This is important as a process product so that it can be replicated or scaled-up later on. The profiles presented information on children and women. Analysis of the profiles to generate actionable points was not available. The Guidance Note of the programme has mentioned of promoting network of right holders including women's groups for demand creation and community participation.

## 7.2 EFFECTIVENESS

### To what extent did the programme support the establishment of effective mechanisms that enable communities to participate in planning processes for children?

**TABLE 7** EFFECTIVE MECHANISM TO PARTICIPATE IN PLANNING PROCESS

Study Union	Type	Effective mechanism for community participation	Women's participation in local level planning process
Bapta, Bhola Sadar upazila, Bhola district	Programme - Plain	1	2
Uttar Dighaldi, Bhola Sadar upazila, Bhola district	Programme - Plain	2	2

<sup>9</sup> We studied profiles for Netrokona, Duaz, Latiban, Dacope and Panchari

Study Union	Type	Effective mechanism for community participation	Women's participation in local level planning process
Shunoi, Atpara upazila, Netrokona district	Programme - Plain	2	2
Du'oj, Atpara upazila, Netrokona district	Programme - Plain	3	2
Joykolosh, Dakkhin Sunamganj upazila, Sunamgonj district	Programme - Plain	3	2
Shimulbak, Dakkhin Sunamganj upazila, Sunamgonj district	Programme - Plain	3	2
Dhukuria Bera, Belkuchi upazila, Sirajgonj district	Programme - Plain	1	1
Belkuchi Sadar, Belkuchi upazila, Sirajgonj district	Programme - Plain	1	2
Baniashanta, Dacope upazila, Khulna district	Programme - Plain	1	1
Laudobe, Dacope upazila, Khulna district	Programme - Plain	2	2
Logang, Panchhari upazila, Khagrachari district	Programme - CHT	3	2
Latiban, Panchhari upazila, Khagrachari district	Programme - CHT	3	2
Bhatshala, Sherpur Sadar, Sherpur district	Non-Programme	3	2
Rouha, Sherpur Sadar, Sherpur district	Non-Programme	1	1
Loharkandi, Laxmipur Sadar, Laxmipur district	Non-Programme	1	1
<p><b>Scale:</b>  <u>Effective mechanism for community participation</u>  3 – High/ Developed - Mechanism established; community participated most of the time;  2 – Medium/ Evolving - Mechanism available; community participated some of the times;  1 – Low/ Rudimentary - No mechanism; no participation or little participation from community;  <u>Women's participation in planning process</u>  3 - Most of the time; 2 - Some of the time; 1 - Rarely or never</p>			

1. Programme areas (Plain land and CHT), exhibit a higher level of community engagement (medium on a scale of 1-3) in the planning process for children, than in the non-programme areas (Table 7). In the plain districts, the children's profiles were prepared through ward level meetings and using data available with the line departments. This was an opportunity to deliberate on children's issues at the ward level. Community LCBCE created an opportunity to regularize the ward sabha meetings and deliberate on children's issues. Community and community level institutions participated in the profile development process. In CHT, the Para Center Management Committees organized under the Integrated Child Development Programme (ICDP) of UNICEF, led the need assessment and planning processes. In these areas, the community participation was high. LCBCE did not develop any specific mechanism for participation of women in the planning process. Women participation in the planning process was reported to be low. Female union parishad members informed that they raised needs of children and women during the need assessment and planning stage. Adherence to the child-focused planning process sensitized the UP members to look beyond infrastructure development and prioritise children's development in their area. But the integration of the children's profile into UP level planning process was not reported, though there were evidences that the UPs identified elements in the plan and took steps to address the same. Limited resources influenced UP's ability to facilitate ward-sabhas for child-focused planning. Children's profile were not developed in the non-programme districts<sup>10</sup>. But the union level planning reflected focus on children, due to regular priorities of the government related to child marriage, enrollment in primary education, vaccination and birth registration.

### Plain Land Districts

2. The programme prepared children's profile using data available at the local level with different line departments that were engaged on various children's issues. These reports were compiled and

"We don't have any resources to conduct Ward Sabha meetings. As political leaders we have to arrange some food and refreshment for participants of Ward Sabhas. There is no budget for it UP budget. We have to, therefore, arrange these from our own pockets. Why should we do this, when we know that we cannot meet all the expectations of people and thus people start to disbelieve us. For this reason we don't conduct Ward Sabhas regularly." It is to be noted that there does not have an allocation for Ward Sabha meetings in UP budget. The members mentioned that they do not have any such activity. – Member of an Union Parishad

<sup>10</sup> There has been a good number of studies examining the nature and extent of popular participation in local government; [Rahman M.H. and Khan N.A. 2000. 'Participation in the Local Government of Bangladesh (1971-1992): Chasing a Mirage?', Journal of Rural Development, Vol.19, No.2, 2000:237-248.Rahman and Khan 2000]; [Siddiquee, N.A. 1997. Decentralisation and Development: Theory and Practice in Bangladesh. University of Dhaka, Dhaka. Siddiquee 1997], [Sarker, A.E. 1990. State Intervention in Rural Development: A Case Study of Bangladesh. Ph.D Thesis, University of Liverpool, Liverpool.]

shared with the stakeholders and were available at union and upazila levels. To plan for children's development, the programme facilitated regular ward sabha meetings in some unions (e.g. Uttar Dighaldi UP in Bhola Sadar upazila of Bhola district) and conducted special ward sabha in some other unions (e.g. Duaz Union Parishad, Atpara, in Netrokona district).

3. The LCBCE programme put an emphasis in the Union Parishad to look into children's issues and take action to foster their development. The UP members mentioned that there had been changes in terms of how they work. Earlier they viewed development work as development of infrastructure in the unions; now, the parishad members view children and women's development necessary for the overall development of the union. The UP meetings had given more attention to children issues, particularly with respect to education and health. The standing committee meetings and coordination meetings followed up on their action plans, but this happened by default. Specific recommendations were analysed and incorporated in the union level plans keeping in mind the resource envelop.
4. In Bapta Union Parishad (Bhola Sadar, Bhola district) for instance, the members mentioned that they did not hold Ward Sabha meetings as they did not have any budget for such meetings and would have to meet the expenses out of their own pockets. They treated Ward Sabhas as creating unwarranted obligations to meet the expressed needs and thus put their popularity at stake. Similar sentiments were expressed about Ward Sabhas in almost all UPs that the team visited. Thus, there was little institutionalisation of the planning process for children at the UP level in the sense of planning for children being an integral part of local government undertakings.

"We talk about children's issues in Ward Sabha meetings. The training from LCBCE has enabled us to see children's issues in depth. We talk about their educational issues – the kinds of problems they are facing, which ranges from inability to afford education materials, school dresses to difficulty of accessing school. We also talk about early marriage and its bad effects, need for birth registration. Completion of birth registration within 45 days of birth have improved significantly in the Union as a result of UNICEF programme (she actually was talking about UNICEF's Child Protection and C4D programme here) – We are now one of the best performing unions in Sunamgonj." – An Elected Women Representative of the Union.

Mitali Begum Talukder (Secretary, Shimulbak Union, South Sunamgonj), "Although I have not received any training from LCBCE, I have seen our members work. I realised that we can actually make a difference to the lives of the children if we discussed their issues in UP forums. I had always wanted to make the children's lives better. Now I

attend every Ward Sabha meeting that my time permits. Usually you see Ward Sabha meetings and subsequently UP plans are dominated by infrastructure development like roads, tube well, etcetera. As a result of our participation and awareness our UP has allocated resources for educational improvements (school repair, sports equipment for children, school bag). We also allocate resources for tube well and construction of toilet, improvement of Community Clinic facilities (providing furniture). Standing Committees meet more often. You see the standing committee members conducting school visits, sanitation assessments and bringing their feedback to UP meetings and budget sessions.” – Secretary of a Union in South Sunamgonj.

5. Under the programme, in some of the districts, the administration organized Children’s Councils at the union level. Two students (adolescents) from each ward came forward to constitute the Children’ Council. The members of these councils were provided orientation on child rights and vulnerability related issues. The members of the council, disseminated knowledge acquired through training among their peers through formal and informal interactions in the schools and in the society. The councils worked on child protection issues, prevented child marriages and advocated the same in the community. In some cases, they also advocated with the UPs to improve the infrastructure and facilities in the schools like water and sanitation and furniture in the school. The council members reported that they were happy with the role they were playing in ensuring the rights of their peers, and felt that they could do much more. They suggested inducting more adolescents as members to broaden the base of participation and make the councils more effective. However, the children were not consulted to know their needs and barriers to achieve these.
6. Influential people and people who could speak more participated in the union level meetings. These people had contacts with and influences over the UPs. There was little participation of the disadvantaged sections of the population (the community members who were invited for FGDs, in Bhola and Sunamgonj, represented the well-off and influential sections of the communities and they participated in Ward Sabha meetings). Participation of disadvantaged section of the population was low.
7. The meetings were of no more than 2-3 hours usually, providing very little opportunity to review local context in detail and suggest appropriate course of action. We understand this was a challenge as it would have been difficult to mobilize and retain people for more than three hours. However, the large part of the discussion was around infrastructure development and there were some discussion on children’s development. Women UP members raised and discussed the

issues faced by the children – using the awareness and knowledge they received at the relevant (LCBCE) training. The Chairmen were also supportive of their initiative. Other members and UP secretaries were also supportive of the issues. The Chairmen in particular would have discussions with local elite to raise awareness on children issues so that they get attention in Ward Sabhas. It helped that, at least in the first phase Upazilas, the LCBCE programme provided budget support to help UPs organise Ward Sabhas.

8. Women's participation in such meetings was low due to usual impediments related to women's participation in public fora. The meetings were organized at ward level, which would make it difficult for the women to commute and participate, leaving behind their daily household chores. In some unions, the women did take part in the planning meetings. These women were beneficiaries of various safety net programmes of the government and they came to the union offices for receiving their entitlements. These meetings were actually outside of the regular Ward Sabha<sup>11</sup> meetings. The women members had been proactive in raising children's issues at Ward Sabhas and other union and ward level forum – including planning meetings and standing committee meetings.

#### Khagrachhari-CHT district

9. In the CHT districts the Para Center Management Committee, popularly called as Para Kendras (PK), organised through the ICDP project, undertook mapping of children's situation in their catchment communities. These maps document location of households and other landmarks and facilities in the communities. The households were designated legends that depicted their water-sanitation situation, among others. There were charts showing children accessing or not

'We have maps of the community and charts showing the situation that affects our children. We know how many children are there in our community, who are going to school and who are not, who are being vaccinated and who are not, which households have safe drinking water and hygienic latrines and which don't.' Para Kormi, Khagrachhari District.

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<sup>11</sup> According to the Local Government (Union Parishad) Act, 2009, every ward must hold at least two ward-level open meetings. A ward sabha shall consist of the persons enlisted in the voter list of the respective ward. The meeting has a quorum of 5% (one-twentieth) of the voters of the ward. The legal provisions state that the UP chairperson must ensure the ward-level open meeting, the meeting must be chaired by the concerned ward member and the member with the reserved seat must act as an advisor to the meeting. The legislation was not explained at the field level adequately; as a result it created confusion about the concept and practice. 'Sabha' in Bangla has got two meanings. The First popular meaning is 'meeting' and in special situations it is applied and meant as forum or council. In Bangladesh it has been observed that people at the Union and village level still could not internalized the word 'Sabha' as forum of voters where they will make their representatives accountable, rather they have taken 'Sabha' as an ordinary meeting arranged by the UP. The ways and means have to be devised for internalization of Ward Sabha as ward level voter's forum among the electorates. [The ward sabha in Bangladesh – lessons from Kerala and West Bengal. Tofail Ahmed. <http://epress.lib.uts.edu.au/journals/index.php/cjlg/article/view/5452>]

accessing services like education and preventive healthcare. These mappings were conducted with participation of community – including the women and adolescent girls of the community. The community members were appreciative that they could see their situation at the PK. These data were dynamic, updated periodically as status changed.

10. The mapping process was led by the project appointed Para Kormis. Data collection was done through a participatory process at Para level. The data were recorded in Para maps, which were basically participatory maps drawn by the community, which were done as a part of ICDP programme. These maps were analysed at the Para Kendra (PK) and based on that PK level plans were developed. The Para Kormis had little understanding of the process and how the data generated thus could be used for their betterment. When asked about how these data were being used to address the PK leaders sought help from the Para Kormis. They did reply that they used the data to follow up on the families of children who do not go to school, or children do not get vaccinated. Data collected through the participatory process remained largely unused by the public service departments for planning purposes. One of the groups, in the multi-stakeholder workshop in Rangamati, that included officials from education and health sectors, informed about lack of reliable data. We found out that the departments were unaware of the data collected through the participatory mapping processes. When the community mappings were mentioned to them they opined that if such data were available and they could use them it would help them for effective planning. In their opinion this would also save their frontline workers' time for data collection and help them focus their efforts on providing services and meeting the gaps.

11. This type of community-based information generation and analysis leading to planning for children was absent in the districts outside of the CHT. In the CHT, the LCBCE programme was implemented in integration with existing ICDP, of the GoB and UNICEF. The ICDP organizes Para Kendras at the community level (akin to villages in plain land), the activities of which are facilitated by the Para Kormis – recruited from the local communities. Extension of program structure and human resources to the community level has enabled the extensive process of participatory mapping, planning and monitoring.

### **Non-Programme Districts**

12. In the non-programme districts, there was very little participation of the community and the women's participation was reported to be low. The Ward Sabhas did not discuss about the status of children and child profiles were not developed. There were mixed results in unions in Sherpur and Laxmipur districts regarding community participation in planning process. For example, regular ward shavas were held in Bhatshala Union of Sherpur district which reflected their increased revenue sources of Union Parishad and repeated win of Chair and members in UP election. The inclusion of community was not prioritized in Rouha Union Parishad of same district. It was also noted that the children's issues were not exclusively in the agenda of these meetings as it was in

other programme districts. In the survey of the DCs in non-programme districts, the community participation in the planning process ranged from average to very high.

**To what extent did the programme strengthen local level planning processes (for local government and the sectoral ministries) to reflect the needs of children, including those of the most disadvantaged?**

**TABLE 8 STRENGTHENING LOCAL LEVEL PLANNING PROCESS**

**Union Results Map**

Study Union	Type	Strengthening of local level planning process to include needs of children and most disadvantaged	Implementation of the Plans
Bapta, Bhola Sadar upazila, Bhola district	Programme - Plain	2	2
Uttar Dighaldi, Bhola Sadar upazila, Bhola district	Programme - Plain	2	3
Shunoi, Atpara upazila, Netrokona district	Programme - Plain	2	2
Duaz, Atpara upazila, Netrokona district	Programme - Plain	2	3
Joykolosh, Dakkhin Sunamganj upazila, Sunamgonj district	Programme - Plain	2	2
Shimulbak, Dakkhin Sunamganj upazila, Sunamgonj district	Programme - Plain	2	2
Dhukuria Bera, Belkuchi upazila, Sirajgonj district	Programme - Plain	1	1
Belkuchi Sadar, Belkuchi upazila, Sirajgonj district	Programme - Plain	1	2

Study Union	Type	Strengthening of local level planning process to include needs of children and most disadvantaged	Implementation of the Plans
Baniashanta, Dacope upazila, Khulna district	Programme - Plain	1	1
Laudobe, Dacope upazila, Khulna district	Programme - Plain	2	2
Logang, Panchhari upazila, Khagrachari district	Programme - CHT	2	3
Latiban, Panchhari upazila, Khagrachari district	Programme - CHT	2	3
Bhatshala, Sherpur Sadar, Sherpur district	Non-Programme	2	2
Rouha, Sherpur Sadar, Sherpur district	Non-Programme	1	1
Loharkandi, Laxmipur Sadar, Laxmipur district	Non-Programme	1	2
<p><b>Scale:</b>  <u>Strengthening local level planning process</u>                      3 – High/ Developed - Plans exist; child profile developed through ward sabha and used; departments are aware and using the data;                      2 – Medium/ Evolving - Plans exist; some of the child profile data utilised; ward shbha involvement unclear; awareness of data and utilisation of data low;                      1 – Low/ Rudimentary - Plans available; child profile not developed/ not used;  <u>Implementation of the plans</u>                      3 – High/ Developed - Child-centric actions exist, resources allocated to implement; same implemented                      2 – Medium/ Evolving- Some actions related to children; a part of the total requirement is generated/ leveraged and implemented;                      1 – Low/ Rudimentary - Plans exist; no resource allocation for child-centric actions; no implementation</p>			

13. The strengthening of local level planning process was medium on a three-point scale of high, medium and low (Table 8). Development of children's profile was an opportunity for the community to participate and input into the planning process. The profile did not always include information on the most vulnerable. The planning process, including profile development and coordination meetings provided opportunity for the sectoral departments to participate in the process. But the participation of the local government representatives was low as the process was led by the public administrators. All the plans developed had child-focused elements. The level of implementation of the plans varied, depending on resources available at the union level. In some

unions, resources were leveraged from Local Government Support Project (LGSP) supported by the World Bank. In the CHT, the Para Kendras took the lead in profile development and planning process. In non-programme districts, separate profiles for children were not developed. There were inputs on children's needs, which were results of regular advocacy done by local government representatives and citizens' groups.

### Plain Districts

14. Union plans are developed from the ward level through Ward level meetings. LCBCE facilitated ward sabha meetings and used this as an opportunity to develop children's profile. These profiles were shared at the upazila level, which in turn shared these profiles at district level. These profiles focused on the needs of the children and mothers. But, these profiles did not cover the information of the most disadvantaged sections of the communities particularly those from small ethnic groups, indigenous communities, marginalized groups such as Dalits, or children living in vulnerable and hard-to-reach areas. Some basic information about vulnerable areas, associated vulnerabilities and demographic details were available. Information about the children, and their mothers, living in the brothel in Baniashanta union of Dacope upazila of Khulna district was not covered in the relevant union profile. As a result, the union plan did not make any provision for these children's education, health, shelter and for the protection of the women and children living there. There were Dalit communities in the same union; the union plan did not make any plan to address the problems of these communities either. In addition, the programme did not involve standing committees like that on women and children and hence could not use the skills and experiences of the standing committees.
15. Upazila Parishads were the second powerful local government structure; they worked in collaboration with Union Parishads. Under LCBCE programme, same level of emphasis, as was given at the union level, was not seen at upazila and district level. LCBCE programme did not coordinate much with the Upazila Parishads; rather it coordinated closely with the upazila administration, especially the Upazila Nirbahi Officers.
16. At the district level, the plans of only targeted Upazilas were coordinated; but the Upazila Plans were not integrated with Zila Parishad plans or sector plans at the district level. The local government structure at the district level, titled as Zila Parishad, is a relatively new structure and hence the challenge of integration. There was no Zila Parishad plan. Departmental officials like Ministry of Health and Family Welfare, Ministry of Women and Children Affairs, Department of Public Health and Engineering (DPHE) and the Local Government Division at the district level participated in the planning process within their limited scope. The sectoral plans were usually prepared in a top-down manner following a top-down approach. As a result, although the departmental officials participated in bottom-up planning meetings facilitated under the LCBCE programme, their participation was limited. Different officers from the same department attended

the different meetings. There were no dedicated persons from the departments to participate in the planning meetings and hence there was no continuity. Often, people with decision-making power did not participate. Similarly, the Zila Parishads were not involved in the programme at all. The Deputy Commissioners coordinated with relevant government departments on behalf of the district administration. There was high dependence on public administrators to lead and anchor the process. Hence the local government institutions could not be strengthened. Without strengthening the local government institutions, i.e., Union Parishads, Upazila Parishads and Zila Parishads, it is difficult to achieve people's participations in development activities and thus create conditions for the sustenance of development. We do acknowledge that LCBCE made an effort to bring elected representatives and the government departments together. But the core intent of the programme was not addressed directly through the programme.

### **Khagrachhari CHT Districts**

17. In CHT programme was able to introduce a community-based information generation, analysis and planning process, which was facilitated at community based organization (Para Kendras). The process generated awareness of local children's issues and enabled communities advocate with local government on these issues on the basis of concrete information and evidences. The LCBCE programme helped prepare a child-centric plan which was endorsed and supported by the UPs. The sectoral ministries, however, did not make use of these information and plans in their own planning processes. Their plans were prepared based on the information generated through their own system following the conventional process of ministries and departments. There was a clear disconnect between the departmental planning and community planning processes.

### **Non-programme districts**

18. In the non-programme districts, sector-specific data on education, public health, family planning and health was available; government processes and formats have been used to develop the data. This data was not consolidated as children's profile. Sectoral departments were responsive towards the needs of children on specific issues like child marriage, vaccination and birth-control and district administration makes effort to mobilize or allocate resources on the above. Due to regular advocacy efforts by citizens, civil society organizations and elected representatives, in some unions, the Union Parishad plan supported institutions providing services to children for infrastructure development and meeting the cost of education. From the district to union level, there was no deliberate effort to incorporate children issues in the information and planning process. However, as was the trend across the country, the upazila and union administration and service departments used their own information and planning process to identify and address issues relevant to their services for the children. In the unions, which were visited for the study, the UPs have supported institutions providing services to children (schools, community clinics) to improve their infrastructural environment and have supported needy children to meet some of the costs of their education. These initiatives were undertaken and implemented as a result

of regular advocacy by constituents and elected representatives. The district administration was active in monitoring and supporting such plans. The Deputy Commissioner in Laxmipur mentioned examples of UPs – other than those visited, where UPs have allocated resources to improve schools, health facilities, playgrounds etc.

**To what extent did the programme strengthen capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization?**

19. The extent of capacity development has been high on bottom-up planning, low on disaster risk management, advocacy and resource mobilization (Table 9). LCBCE provided three types of capacity development support, i.e., (i) Training of Trainers (ToT), (ii) Regular training, and (iii) orientation. These were provided to different categories of stakeholders. Higher focus on bottom-up plan was evident from the training content and also from the fact that bottom-up plans were developed throughout the programme area and implemented to some extent. Elements of disaster risk mitigation were less evident in the plans and implementation. There was little evidence of advocacy and resource mobilization as a result of the LCBCE. NILG had the primary responsibility of delivering the capacity development component. In addition, the programme partnered with BPATC in Bangladesh and KILA in India. ToT was provided to government officials at district and upazila level and also to NGO functionaries working in the area as a pool of resource person on children’s rights, bottom-up planning, disaster risk mitigation and resource mobilization. These trainers were expected to train others, when required, and pass on the learning, at the sub-national level. NGO functionaries, who were trained as master trainers, did report that they disseminated information to others. Regular training was provided to EWRs on children’s rights, their development and bottom-up planning. Orientation was provided to Upazila administration, Upazila Parishad and Union Parishad. Orientation was also provided to Divisional Commissioner, Deputy Commissioner, Upazila Nirbahi Officer and Deputy Director Local Government on local level planning, monitoring and resource mobilization. One-time training, multiple topics for training, absence of follow-up or refresher support, absence of any handholding or demonstration support and turnover of the trainees (government service providers and elected representatives) affected the degree of effectiveness of the training.

**TABLE 9 EXTENT OF CAPACITY DEVELOPMENT - OVERALL**

Areas of Capacity Development	Extent of Capacity Development <i>3 – High, 2 – Medium, 3 - Low</i>
Bottom-up planning	3
Disaster risk management	2
Advocacy	1
Resource mobilization	1

20. The target group and the training topic has been summarized in the table below (Table – 10):

**TABLE 10 TYPES OF TRAINING AND TARGET GROUP**

SI no	Type of training	Target group	Facilitator	Duration
1	ToT: Protection of children's rights, their development and bottom-up planning	Government officials at district level	NILG trainer team in 20 programme districts	Three days
2	ToT: Protection of children's rights, their development and bottom-up planning	NGO trainers of programme districts, officials of ICDP, HDC, CHTDB	NILG in Dhaka	Five days
3	Residential Training: Protection of children's rights, their development and bottom-up planning	1000 Women elected representatives in Union Parishad and Upazila Parishad	NILG in Dhaka	Three days
4	Orientation: Protection of children's rights, their development and bottom-up planning	Upazila level administration, Upazila Parishad, and Union Parishad separately	Master trainers who received training from NILG	Two days
5	Residential training: Local Level Planning, Implementation, Monitoring and Resource Mobilization	Divisional Commissioner, Deputy Commissioner, Upazila Nirbahi Officer, DD-LG	Kerala Institute of Local Administration	Four days
6	Integrate domain knowledge on children, management of social services, decentralized planning and monitoring	Civil Service	Bangladesh Public Administration Training Centre	Regular course

21. National Institute of Local Government (NILG) conducted a capacity gap assessment and assessed the capacity development needs of different stakeholders such as elected representatives, officers and staff of Upazila and Union Parishad and community-based organizations. According to the assessment, the most common areas of training identified were:

- Viability assessment
- Participatory local planning
- Ward shava
- Prioritization and incorporation of gender issue in planning
- Relevant acts, rules and regulations
- Child protection, child development and child participation
- Coordination among various government departments
- Community mobilization tools and techniques

The assessment also found the need to train the elected representatives of the LGIs on gender sensitive planning and budgeting. Based on the assessment, NILG designed the training content. There were consultative meetings for preparation of training module and reading materials, organized by NILG. The representatives from Economic Relations Division, DDLG, development partners, representatives from NGOs, faculties from NILG attended the meetings to finalize the manuals.

22. The participants were given training only once. Each batch of training consisted of 15 sessions and the trainers used mixed methods in delivering the trainings. They used lecture, group interaction and question and answer methods to discuss on the theoretical aspects. Methods like group work, brainstorming, role play, and fish bowl were used to facilitate the practice sessions. The women elected representatives from unions and upazilas were encouraged to prepare dummy union profiles during the training in Dhaka. The participants were provided a handbook of training. The master trainers at district level, who were given ToT, provided non-residential orientation to Upazila and Union Convergence Committee members. While interacting with UNICEF Field Staff and trainees, we learnt that Deputy Commissioners and district level government officials were present in some of the upazila level inauguration or closing session of orientation and training programmes.

The content of district training manual was: i) Child Rights and Development which includes Millennium development goals, MDG analysis on the situation in Bangladesh, Child Rights Convention and Child Act 2013; ii) Decentralization for development consisting of Theory of Decentralization, Decentralization of 6th five year plan, Local Governance structures in Bangladesh, Legal provisions, the ward shava with special focuses on achieving outcomes for children, Functions, functionaries and funds devolved in the context of child rights, and Risk and Risk Management of Child, women, elder and disable people; iii) Local Capacity Building and Community Empowerment (LCBCE) which includes Concept and Vision of LCBCE, Objectives of LCBCE, and implementation process of LCBCE; iv) Convergence Approach where concept and vision of convergence approach, Objectives and Implementation

process of Convergence Approach, District convergence coordinator committee (DCCC), Roles and responsibilities of DCCC, and linkages with Upazila convergence coordinator committee (UZCCC) are included; v) Participatory Bottom up planning; vi) Monitoring of Results for Equity System –MoRES/Level Three Monitoring-L3M which includes concept and Vision of L3M and its advantages, monitoring of results for equity system of children, bottle neck analysis, coverage level, steps of level three monitoring (L3M), and bottle neck analysis using L3M; vii) Planning and monitoring for children at the Union level. The content of upazila and union level training module was similar to those of district with a focus on upazila and union respectively.

23. The training of government officials in KILA included extensive field visits to expose the trainees to decentralized bottom-up planning process at different tiers of local government in the southern Indian state of Kerala. After the exposure, a national level workshop was conducted to deliberate on the learning for the future work. Following actions were identified: (i) Need of technical discussions, (ii) integration of Convergence Coordination Committees into Development Coordination Committees, (iii) choosing best implementation modality (DPP or TPP), (iv) identification of right partners and (v) re-defining the next phase and consultation meetings were identified as next steps for the future programming.
24. The review of training content informed that bottom-up planning (in some places, it was also termed as micro planning) was included in the content while the issues on disaster risk management, advocacy and resource mobilization were not. Turnover of trainees is inevitable in an administrative or political setting. But, the programme did not take into account this issue in the design of training or orientation. The training did not have refresher component. The training did not address topics such as advocacy, its scope and application in the LCBCE programme. The training also lacked sufficient discussion on topics on identification of local resources, use of public resources, financial planning and management. There was no discussion on data aggregation, analysis and utilisation. The programme did not provide any guidance about how the service provider agencies would integrate their plans with the bottom up plans or how the local providers under them would prepare their plans. The programme had coordinated with the ongoing government and non-government disaster management related projects in some areas. But, there was no specific training on disaster management.
25. The participants in the training as well as newly elected representatives in Union Parishad and Upazila Parishad, and Secretary of Union Parishad felt that similar training should be conducted for UP Chair and UP Secretaries<sup>12</sup>, male elected members for equal motivation and information.

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<sup>12</sup> The secretaries are the only permanent officials of the Parishad.

In addition, they also thought that a refresher training should be organized for newly elected representatives immediately after taking oath.

26. Several UNICEF staff indicated that the activities of the LCBCE programme were undertaken in isolation of other sectors and their input was not sought to develop the district and local level plans. The government and UNICEF stakeholders indicated that one of the challenges, the fate of district plans remains uncertain, as sector plans are developed at central HQs, with no flexibility for local planning to adapt or adjust the integrated development plans to the local context. The stakeholders noted that UNICEF assistance with district planning could serve as a model for future bottom-up planning and budgeting.

#### **Khagrachhari district-CHT**

27. The findings in the CHT were similar to that of the plain land. The women elected representatives including officials in ICDP, CHTDB received training on child-focused bottom-up planning from NILG. In the CHT, the LCBCE utilised and leveraged the presence of ICDP, specifically Para Kendra. As Karbari and Headman were members of convergence coordination committee, there was a progress in capacity level of the traditional local government representatives to be aware of child-focused bottom-up planning. However, capacity development in areas like disaster risk management, advocacy, and resource mobilization was not evident.

#### **Non-programme districts**

28. Capacities exist on child-focused issues like prevention of child marriage, enrollment in primary education, vaccination and birth registration. These were regular development priorities of the government related to childrens' development. In a couple of instances officials who took training while working in the programme areas and got transferred to the non-programme areas, used their new knowledge and learning to influence planning processes. The DD-LG in Laxmipur had been posted in Cox's Bazar where he received the training provided as part of the LCBCE programme and was a member of the coordination committee. This was a spill over effect of the training provided under programme. During the study he opined that LCBCE programme had great potential to improve local planning and coordination processes and the capacity for resource mobilization. He was eager for the programme to expand in Laxmipur, which in his opinion is a district that is among the worst performing in children's protection and development indicators.
29. The local government representatives received regular training from the government. These training included UP representatives roles and responsibilities, functioning, UP planning process etc. However, they had not received the specific training related to child protection and development and bottom-up planning as were provided to those in programme areas. However, these UPs also included in their plan and allocated budget for children related issues, e.g. providing furniture and sports equipment for schools, bags for students etc. They also acted for promoting birth registration and preventing child marriage as part of the larger government initiative in this regard.

### To what extent did the programme strengthen capacity of authorities at district, upazila and union levels for bottom-up planning, disaster risk management, advocacy and resource mobilization?

30. As informed in the previous question, the extent of capacity building is high on bottom-up planning and low on medium on disaster risk mitigation, advocacy and resource mobilization (Table 11, 12, 13). This is true for union, upazila and district level. At the district level, the LCBCCE programme developed master trainers among government officials and NGO trainers by providing training of trainers and the master trainers were expected to train others down the line to disseminate learning. The training content focused on conceptual and legal framework of child protection, child rights and planning and monitoring of child-focused activities at different level. Disaster risk management, advocacy, and resource mobilization were not included in the training curriculum. Most of the trainers, who had been trained by NILG, were transferred to non-programme locations. As a result, none of the government officials, except the Deputy Director Family Planning in Sunamganj, was available for the interview. So the evaluation team spoke to others who were available at the time of the survey to find out about training given by trainers.

TABLE 11 EXTENT OF CAPACITY BUILDING - DISTRICT LEVEL

Study District Names	Types of Study District	Capacity for Bottom-Up planning, disaster risk management, advocacy and resource mobilisation
Bhola	Programme	2
Netrokona	Programme	2
Sunamganj	Programme	2
Sirajganj	Programme	1
Khulna	Programme	2
Khagrachhari	Programme-CHT	2
Sherpur	Non-programme	2
Laxmipur	Non-programme	1

**Scale:**  
Capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization  
3- High/ Developed - Trained resource available; utilisation of learning has been demonstrated; evidence of advocacy/ resource mobilization available;  
2- Medium/ Evolving - Trained resource available; utilisation of learning not demonstrated in some instances; little evidence of advocacy/ resource mobilization ;  
1- Low/ Rudimentary - Trained resource not available; utilisation of learning not demonstrated; no evidence of advocacy or resource mobilization

31. Out of the six sampled programme districts, in Netrokona and Khagrachhari the team found evidences of bottom-up planning leading to implementation. For example, in the bottom-up plans developed for different unions under Atpara upazila (Duaz, Shunoi, Baniajan and Shukhari unions and Luneshwar union), identified absence of Community Clinics, low quality of education in schools and scarcity of drinking water. The District Convergence Coordination Committee took immediate actions after the issues came up for discussion in the DCCC meeting. The DCCC informed the Civil Surgeon to establish Community Clinics so that it could serve the children, women and other needy people in the locality. It informed the District Primary Education Officer to address the issues related to poor quality of education, which were related to dysfunctional School Management Committee and irregular teachers. Scarcity of drinking water during summers forced people to drink water from unsafe sources. The DCCC informed the district administration and Public Health Engineering Division to dig tube-wells in each village with the help of sector programmes from UNICEF.
32. The team saw the effects of recent flash floods in the Netrokona district during the visit, such as loss of income because of crop damage, uncertainty of next crop, increased child labour and migration to city. But steps to reduce children’s vulnerabilities to such situation were not taken. The children of this Netrokona district (Shunoi union, Atpara Upazila) in their consultation identified the disaster and hazards which hampered their daily life, such as damaged road connecting to school, flooded playfield because of flash flood and heavy rain and death from thunderstorm. There were evidences of resource leveraging, specifically, from C4D (Communication for Development) of UNICEF to address the issue of elimination of child labour, child marriage in the district, transport facility for pregnant mothers through Maa Ambulance<sup>13</sup>. There were no other sources from which resources were leveraged.
33. The Ward Shava meetings in various unions of Atpara Upazila, while developing the children’s profile, it was identified that pregnant mothers were reluctant to take Iron and Folic Acid (IFA) tablets since they thought IFA tablets will make the baby grow big in size leading to a painful delivery process. The Upazila Convergence Coordination Committee took up the issue, reviewed the situation on a monthly basis on distribution and utilisation of IFA tablets.

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<sup>13</sup> Maa Ambulance – Literally translated as Mother Ambulance, which was developed to pregnant mothers to hospital for delivery or medical attention. Done in Madan upazila, Netrokona districts, Barguna sadar, Narguna district and Galchipa in Patuakhali district

TABLE 12 EXTENT OF CAPACITY BUILDING - UPAZILA LEVEL

Study UZ Names	Types of Study UZ	Capacity for Bottom-Up planning, disaster risk management, advocacy and resource mobilisation
Sadar, Bhola	Programme	2
Atpara, Netrokona	Programme	2
Dakhkhin Sunamganj, Sunamganj	Programme	2
Belkuchi, Sirajganj	Programme	1
Dacope, Khulna	Programme	2
Panchhari, Khagrachhari	CHT	2
Sadar, Sherpur	Non-Programme	1
Sadar, Laxmipur	Non-Programme	1

**Scale:**  
Capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization  
3- High/ Developed - Trained resource available; utilisation of learning has been demonstrated; evidence of advocacy/ resource mobilisation available;  
2- Medium/ Evolving - Trained resource available; utilisation of learning not demonstrated in some instances; little evidence of advocacy/ resource mobilization;  
1- Low/ Rudimentary - Trained resource not available; utilisation of learning not demonstrated; no evidence of advocacy or resource mobilization

34. At the union level, elected women representatives received training on bottom up planning and child protection issue as well as their roles in daily activities of the union. They had received training on some of the topics from UNICEF and Union Parishad, through other programmes. But the LCBCE training increased their knowledge and strengthened their ability to take action. This was a perception, though the women could not provide evidence to support the same. Ward Shaba was used as forums for disseminating learning. The EWRs suggested to train all UP members and not only elected women members.
35. There are evidences of strengthened capacity of bottom-up planning in most of the unions, which have been summarized using a three-point scale (Table 13). In Duaz union, the bottom-up plan identified the poor conditions of the approach roads to the community clinics, which was the reason for pregnant mothers not opting for services from the community clinics. The union then took action to repair the approach roads using funds available from Local Governance Support Project and social safety net such as Test Relief or Food for Work programme.

**TABLE 13** EXTENT OF CAPACITY BUILDING - UPAZILA LEVEL

Study Union	Type	Capacity for Bottom-Up planning, disaster risk management, advocacy and resource mobilisation
Bapta, Bhola Sadar upazila, Bhola district	Programme - Plain	2
Uttar Dighaldi, Bhola Sadar upazila, Bhola district	Programme - Plain	2
Shunoi, Atpara upazila, Netrokona district	Programme - Plain	2
Duaz, Atpara upazila, Netrokona district	Programme - Plain	2
Joykolosh, Dakkhin Sunamganj upazila, Sunamganj district	Programme - Plain	2
Shimulbak, Dakkhin Sunamganj upazila, Sunamganj district	Programme - Plain	2
Dhukuria Bera, Belkuchi upazila, Sirajgonj district	Programme - Plain	1
Belkuchi Sadar, Belkuchi upazila, Sirajgonj district	Programme - Plain	1
Baniashanta, Dacope upazila, Khulna district	Programme - Plain	1
Laudobe, Dacope upazila, Khulna district	Programme - Plain	2
Logang, Panchhari upazila, Khagrachari district	Programme - CHT	2
Latiban, Panchhari upazila, Khagrachari district	Programme - CHT	2
Bhatshala, Sherpur Sadar, Sherpur district	Non-Programme	1
Rouha, Sherpur Sadar, Sherpur district	Non-Programme	1
Loharkandi, Laxmipur Sadar, Laxmipur district	Non-Programme	1

**Scale:**  
Capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization  
3- High/ Developed - Trained resource available; utilisation of learning has been demonstrated; evidence of advocacy/ resource mobilization available;  
2 – Medium/ Evolving - Trained resource available; utilisation of learning not demonstrated in some instances; little evidence of advocacy/ resource mobilization;  
1- Low/ Rudimentary - Trained resource not available; utilisation of learning not demonstrated; no evidence of advocacy or resource mobilization

“In the last five years, I have received many trainings, both from the UNICEF and from the Union Parishad. Received a three day long training on maternal and child issues. Training topics included birth and death registration, preventing abuse against women and early marriage. I knew about these before the training, but the training has increased our knowledge and the ability to act on them. I am a member of the Human Rights Committee, I with other members of the committee have stopped few child marriages. I shared what I learnt in the training (specifically child education, health) in front of 2-5 hundred people at Ward Sabhas. I think training can help develop individuals’ capacity to bring together people. However, it would have been better if all the UP members had received the training.” Fulesa, Former Women Member (Wards 4, 5 and 6), Sonai Union, Atpara Upazila, Netrokona.

36. In Logang and Longdu union of Panchhari upazila of Khagrachhari district, the UP members were aware of the information related to situation of children through the profiles. This helped the union level officials of line ministries to plan and convey this information to upazila level. This was particularly useful to identify the needs of vulnerable children. However, relevant data on the service delivery was not available. In addition, as Union Parishads were not reporting to HDCs, leveraging of support for Union Parishad could not be ensured. The evaluation team felt that coordination between MoCHTA and MoLG was required for the effective engagement of Union Parishad in service delivery in the CHT context. As suggested earlier, regular capacity development happened in the non-programme areas, but were not child-focused.

**How is the sub-national government bringing in local developmental challenges into the national level discussion?**

37. Under the LCBCE programme, local level needs were accumulated from the ward shavas in Union Convergence Committee to develop a plan and this plan was shared with Upazila and District level Convergence Committee. From the quarterly meetings at the district level, the programme could know the status of local level needs and challenges of specific unions, upazila, and districts. The deputy commissioners of 20 programme districts shared local level developmental challenges and potentialities in the Annual Conference of Deputy Commissioners, held in every year. There were no evidences to ascertain the effectiveness of this at a national level.

**To what extent have mechanisms established by the programme been successful in establishing enhanced coordination and synergies between the decentralized authorities of the central administration and the deconcentrated authorities of sectoral line ministries (e.g. health, education, etc.)?**

38. LCBCE was successful in establishing mechanism and strengthening coordination at various level of local government through Convergence Coordination Committees at district, upazila and union

level. These committees comprised of administrative heads at respective levels, departmental staff, public representatives, NGO representatives and local social workers. These convergence coordination committees were constituted in all the programme areas and the committees conducted review meetings regularly and took actions on the findings. We are of the opinion that the effort to strengthen coordination in the programme area in comparison to the non-programme areas was high on a three-point scale (Tables – 14, 15). It is worthwhile to mention here that there were existing coordination mechanisms of the government which play similar role. As the coordination in the existing mechanism is neither regular nor systematic, LCBCE developed special mechanism. The LCBCE programme staff were instrumental in facilitating coordination at various levels.

**TABLE 14 COORDINATION - DISTRICT LEVEL**

Study District Names	Types of Study District	Coordination Committees constituted	District level Coordination
Bhola	Programme	Yes	2
Netrokona	Programme	Yes	3
Sunamganj	Programme	Yes	2
Sirajganj	Programme	Yes	2
Khulna	Programme	Yes	2
Khagrachhari	Programme-CHT	Yes	3
Sherpur	Non-programme	Yes	3
Laxmipur	Non-programme	Yes	2

**Scale:**  
Enhanced coordination  
 3 – High/ Developed - Mechanism exists; regular review and reporting; follow-up actions identified and implemented;  
 2 – Medium/ Evolving - Mechanism exists; joint review and reporting not regular; follow-up actions identified and implemented some of the times;  
 1 – Low/ Rudimentary - Mechanism exists; irregular review and reporting; no follow-up actions;

**Plain Districts**

39. Under LCBCE programme, the district level convergence committees coordinated between district administration and sectoral departments. These committees met once every month and discussed on children’s development related issues. The Deputy Commissioner acted as the Chair of the committee, with the DD-LG being the Member-Secretary. An official appointed by the DC, under the LCBCE programme, performed the secretarial role for the committee. The quarterly meeting of the committees gave the DC an opportunity to make the sectoral service providers accountable for their work on children issues. The sectoral service providers could also state their problems and seek cooperation. This helped in sharing of information, materials and other resources and speeded up resolution of issues.

40. In terms of strengthened coordination mechanism resulting in action, the experiences were mixed. The LCBCE coordination mechanism provided space to the members to share their challenges and request support to implement departmental plans. Information related to children was made available for use in planning and implementation. It was also a forum for review and follow-up to ensure accountability. Overall the effort to strengthen coordination instilled a sense of purpose to work for children. The coordination was stronger at the district level with the Deputy Commissioner leading the process and it was actually equally strong at upazila level, under the leadership of UNO. The need for and importance of coordination at upazila level was commonly recognized. The programme achieved success in terms of planning, monitoring and troubleshooting. As reported by LGI representatives and Ward Shava participants in programme areas that there was positive change in birth registration, enrolment in primary education, access to primary health care services for the last five years as a result of coordination among relevant sectors, however, as there was lack of updated quantitative information on union profile, the extent of change could not be measured.
41. As mentioned in the beginning, LCBCE played a key role in facilitating coordination. Additionally, it was a parallel mechanism, which bypassed the challenges of the existing coordination mechanism. Keeping in mind the long-term interest of empowering the local government and the community, we feel, this was not a strategic decision. LCBCE should have found out a way to work with the existing coordination mechanism with all its imperfections. Some district level stakeholders, rightly, shared about low conceptual clarity in terms of what LCBCE wanted to achieve and less ownership of LCBCE programme. The same was true for upazila level, which we have described below.

“We did not formulate any plan under the LCBCE programme, we would present our work and follow-up in front of the DC in meetings every 3 or 6 months....I can now assess my needs as a result of the LCBCE programme. We don't look up to central government now, we do our work for children. By this time, I know which areas are not attended by doctors.”

“I had been here for the last six months of LCBCE programme. I have discussed with my colleagues and officials who had been involved with the LCBCE programme, particularly those in Shahjadpur and Belkuchi. I have seen that they have not owned the concept on which LCBCE is formulated. This ownership may actually vary from person to person...their understanding of LCBCE is also not clear.”

“LCBCE has worked in primary education, it has had no impact in secondary education.”

“LCBCE made no effort to extend the coordination at the district to the field level. For example, nutrition from natural sources was not presented in the meeting. There was gap

between our work (at district and field levels), which could not be addressed as we did not get any help.”

“The main benefit of Convergence Committee is that when we go for any work (for example, collecting information) and seek cooperation from any other department, I can get that easily.”

...Government officers at the district level, various departments

**TABLE 15** COORDINATION UPAZILA LEVEL

Study UZ Names	Types of Study UZ	Coordination Committees constituted	UZ level Coordination
Sadar, Bhola	Programme	Yes	2
Atpara, Netrokona	Programme	Yes	2
Dakhkhin Sunamganj, Sunamganj	Programme	Yes	2
Belkuchi, Sirajganj	Programme	Yes	2
Dacope, Khulna	Programme	Yes	2
Panchhari, Khagrachhari	CHT	Yes	3
Sadar, Sherpur	Non-Programme	No	2
Sadar, Laxmipur	Non-Programme	No	2

**Scale:**  
 Enhanced coordination  
 3 – High/ Developed - Mechanism exists; regular review and reporting; follow-up actions identified and implemented;  
 2 – Medium/ Evolving - Mechanism exists; joint review and reporting not regular; follow-up actions identified and implemented some of the times;  
 1 – Low/ Rudimentary - Mechanism exists; irregular review and reporting; no follow-up actions;

#### Khagrachhari-CHT district

42. In the CHT, the coordination was found to be stronger in comparison to the plain districts, as it was led by HDC, which includes all the functional departments. Due to presence of ICDP and Para Kendras, the coordination was stronger even at the union level. “LCBCE added value in system development, coordination and sharing. We have been able to assess the need for coordination among all. Currently indirect supplementation is taking place as a result of the coordination among departments; however, there is no integration. Integration was lacking even at the policy level.” – Government Officer.

### **Non-programme districts**

43. In the non-programme districts the existing coordination mechanism was operational, which were called Development Coordination Committees, which facilitated coordination among departments. The meetings of these committees were held once every month. The committee members of Union Development Coordination Committee were representatives of Departments of Agriculture, Livestock, Health and Family Welfare working at the union level. They worked under the direct control of the higher authorities of their respective departments at the upazila headquarters.
44. The Union Development Coordination Committee (UDCC) was a platform to coordinate all the development activities in the unions. All the government staff at Upazila, who were mainly responsible to implement sectoral programmes in rural area, were the members of UDCC. Upazila Development Coordination Committee included three categories of members: (i) all UP Chairmen within the jurisdiction of the Upazila, (ii) three women UP members nominated by the government, and (iii) Upazila level officers, who were heads of government departments at upazila level<sup>14</sup>. The UNO served as the member secretary of the committee and the concerned MP acted as the advisor to the committee. Under Upazila DCC system the UNO is assumed to be coordinating officer at the upazila level. The UNO maintained vertical coordination through Deputy Commissioner and Divisional Commissioner with the concerned line ministries<sup>15</sup>.

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### **To what extent has the programme been able to strengthen vertical coordination between authorities at central and decentralized levels of governance?**

45. There was very little evidence to measure the extent of strengthening of vertical coordination between authorities at central and decentralized level of governance because of the LCBCE programme. The LCBCE's attempted to bring in the various departments into the fold by constitution special coordination mechanism at union, upazila and district level. The planning process was largely driven by the UNICEF, rather than by relevant service provider departments. LCBCE Upazila Facilitators and UP Secretaries were actively engaged in these processes. Cabinet division used to issue necessary Government Order to Deputy Commissioners and UNOs. The involvement of Cabinet Division helped the programme in mobilizing and motivating Central government officials and local government representatives to be actively engaged on children issues. The programme was able to bridge the gap and mistrust between the local government officials and the central government authorities to some extent. As a result, they jointly planned and monitored the programme activities.

<sup>14</sup> These departments include Upazila health and family planning, Agriculture, Fisheries, Livestock, Engineering, Social services, Family planning, Project implementation, Women affairs, Cooperatives, Rural development, Public health and engineering, Food, Land, Statistics, Youth and development and Police station (thana).

<sup>15</sup> Upazila Nirbahi Officer (UNO) is accountable to the DC regarding certain functions, and the Annual Confidential Report (ACR) of the UNO is written by the DC. Although the transferred departments being formally accountable to the UZP, there is a dual accountability since the Annual Performance Report (APR) is written by Upazila Parishad (UZP) and Annual Confidential Report (ACR) is written by respective ministries.

### To what extent has the programme contributed to the leveraging of resources at local level?

46. LCBCE leveraged resource from other programmes like LGSP (in plain districts) and from HDC, ICDP and LGSP (in CHT). But this happened at the local level and was done by the Union Parishads. There was no evidence to suggest that the programme contributed to this outcome. Similar types of leveraging were reported in the non-programme districts as well. The extent of leveraging was unclear as detailed data was not available either with the UP or with the programme. An outcome monitoring system would have been very useful in this regard. These resources have mostly come from the Union Parishad's own budgets (from the block grant it receives from the LGD).

### Plain districts

47. Several unions made budget provisions on children's issues. In 2014, for the first time, 70 unions allocated more than US\$ 8,000 each from their own budget for child related issues<sup>16</sup>. They also mobilized resources from other sources – mostly from private donations by people's representatives and local well-off people. Most of these expenditures were for improvement of educational facilities, which included, expenditures to improve school facilities, setting up tube-wells and latrines at schools, providing furniture for classrooms, providing school bags and uniforms to poor pupils. For example, in Atpara upazila in Netrokona, during LCBCE programme, the connective road was repaired for better communication between 90 schools and 15 community clinics and the community. In addition, tube wells were installed in 35 schools and 15 community clinics. Furniture were provided to one primary school, 64 community clinics and two Family Welfare Centre.

48. The Chairman and Secretary of a union informed that the UP members had become more enthusiastic about children's issues during the programme. For example, Shimulbak Union Parishad (upazila: Dakkhin Sunamganj, District: Sunamganj) prepared a five year plan and budget in 2017. Although the process was supported by the Union Parishad Governance Project (UPGP), LCBCE project had already worked with the UP. On recommendation of relevant Standing Committees, the UP adopted plans to improve education, health and nutrition, water-sanitation and women and children statuses. The plans included repair, facilities' improvement (e.g. setting up toilets, tube-wells etc.), providing furniture, providing equipment and materials – including medicine and solar power system to health facilities and schools. The plans also included forming and supporting children's clubs, conducting awareness raising activities and campaigns. The plan also stipulated the activities to be financed by UP's own resources, government grants and projects, and collaboration with NGOs and local communities. These types of plans for different unions comprised of annual and five year plans. For example, the annual plan for 2017-2018 fiscal year in Shimulbak allocated BDT 2,550,000 for health and water-sanitation and BDT 750,000 for education in the 2017-18 budget (Table 16).

<sup>16</sup> Evaluation of UNICEF Strategic Positioning in Bangladesh, Final Report, 2016

**TABLE 16 BUDGET ALLOCATION FOR CHILD-CENTRIC PROGRAMMES - A SAMPLE**

Component	2017-18 (budget)	2016-17 (revised budget)	2015-16 (actual expenditure)
Health and water-sanitation	2,550,000	2,550,000	2,504,092
Education	750,000	780,000	Information not available
Total budget	9,819,620	9,692,536	9,726,496

49. Eight Unions in Bhola Sadar Upazila (district: Bhola) were assisted, by LCBCE, to develop plans for children’s development and protection. These Unions had a population of 218,492 (50.4 per cent women) people, of whom 42,010 were children aged less than 5 years. The UPs prepared plans and budgets – some of the planned activities did not require specific financial outlay but would call on the time of members and other stakeholders. The planned interventions were in the areas of education, health, nutrition, birth registration, water-sanitation, child marriage, physical and mental protection of children, and disaster management and relief. The plans, with an aggregate budget of over BDT 10 million, consisted of establishing and operationalising facilities (e.g. community clinics, schools), repair and maintenance of facilities, supply of furniture, equipment, medicine and materials, awareness and coordination activities to improve governance and accountability. These plans were prepared and published together for 16 LCBCE Unions in two Upazilas (Bhola Sadar and Char Fashion) in 2014-2015 with LCBCE support. However, the data on utilisation of the budgets was not found.

#### **Khagrachhari-CHT districts**

50. In CHT, the UP members reported resource leveraging from HDC, ICDP and LGSP. There are examples of resource leveraging at union level in CHT. Such as, provision of school bag and tiffin box among school going students at primary level. This initiative was taken by the Union Parishad of Panchhari upazila. These were more private initiatives mobilized by the chairman.

#### **Non-programme districts**

51. In non-programme districts, resource leveraging from LGSP was reported. The Deputy Commissioner of Laxmipur mentioned that UPs have been spending for the betterment of children’s situation in her district. She mentioned the instances of UPs providing equipment to local community clinic in Kamalnagar Union and a number of UPs assisting schools to install latrines and acquire classroom furniture. She had similar experiences during her time in Cox’s Bazar district as well. The information on budget and expenses were not available. This was also reported in the postal survey conducted among the non-programme districts.

### To what extent has the programme encouraged women to participate in and lead local-level planning processes?

52. Irrespective of gender, creed, caste, religion and race the Constitution recognizes basic and fundamental rights of the citizens that makes provision for promoting causes of the backward sections of the population<sup>17</sup>. LCBCE provided training exclusively to EWRs on bottom-up planning, disaster risk mitigation, resource mobilization and advocacy. The EWRs, in some of the unions, raised specific issues of children, which were included in the union planning process. This was meant to empower the EWRs to participate and lead the local level planning process. The profiles developed at union, upazila and district level, captures information related to children and women. This was true for the CHT districts also. LCBCE did not provide any training to women or EWRs in the non-programme districts. Women's issues were addressed under the regular planning process. Disaggregated data on women's participation in the programme district was not available.

### Plan Districts

53. Under LCBCE programme, the beneficiary women of various development and safety net programmes implemented by the UPs were asked to be present and participate in these meetings. Women UP members were given training on child rights issues and on how to plan for children. The awareness created about children and women issues, and the processes initiated by the LCBCE programme brought about some positive changes in how the local government prioritized working with children and women. The UPs subsequently advocated with line ministries and public service providers. The UP members, the women members in particular, perceived promotion of birth registration and prevention of child marriage and labor as their major roles. In all UPs the women members mentioned their active involvement – particularly in birth registration and early marriage prevention. They used their community networks to identify the children and make use of family level counseling and motivation for these purposes. Public meetings of UPs were led by male members of the UP and not female members. When the plans were coordinated at the union level, it was done by all the members together under the leadership of UP Chair. Leadership of women members was not apparent in the process, though they received training on the planning process.

54. Women members' input to decision-making was contingent upon the leadership and responsiveness of the Chairman – who did not receive any capacity building support from the LCBCE programme. The programme provided training on plan formulation to the female (reserved seat) UP members. The women members assisted the male members in some instances. Besides, many of the women members who were trained by the LCBCE programme did not return to the Parishads following elections in 2016. So while the programme did encourage women to participate in the planning process, the process was less effective and could not be sustained. There was no separate mechanism to encourage women's participation in the programme.

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<sup>17</sup> These departments include Upazila health and family planning, Agriculture, Fisheries, Livestock, Engineering, Social services, Family planning, Project implementation, Women affairs, Cooperatives, Rural development, Public health and engineering, Food, Land, Statistics, Youth and development and Police station (thana).

### **Khagrachhari district-CHT**

55. The experience in CHT was similar to the experiences in plain districts. Women's participation was limited to inputs from the EWRs, who were trained by the programme. Participation of women citizens was constrained by the absence of a specific mechanism for their participation.

### **Non-programme district**

56. In Sherpur and Laxmipur, the women members elected at reserved seats were nominally appointed Chair of the Union's 'Family Conflict Resolution, Women and Child Welfare' Standing Committee. These committees were responsible for children's development at the union level. But evidences of this standing committee taking a leadership role on children's development were not available.

### **To what extent have the planned outcome and output-level results been achieved and what are the major factors influencing the achievement or non-achievement of the results?**

57. LCBCE addresses the supply and demand sides of governance with focus on children's development. It has the dual objective of strengthening local government to deliver promises made to the citizens in terms of children's rights in an equitable manner and at the same time empowering the communities to participate in the governance process and demand services from the local government to address requirements of children and women. It intends to do so primarily through capacity development and strengthening coordination at three key levels of local government, i.e., union, upazila and district. The outcomes related to capacity and coordination are functions of skills and knowledge, behavior and relationship of individuals, groups and institutions. These are intangibles and cannot be measured easily. UNICEF, in the LCBCE results frame, has made a good attempt to phrase the outcomes using outcome language (e.g. progress reviews conducted and follow-up action taken) and logical framework elements (e.g. quantity, quality, time). The phrasing of outputs (IR 1 and IR 2) has been appropriate, but the indicators are not sufficient to measure the outputs. Regular review and joint monitoring visits are necessary, but are not a sufficient condition to ensure stronger coordination and better resources. Similarly, existence of equity profiles and utilisation of bottom-up plans will not indicate improved capacities. Utilisation is an outcome and fully under the control of the programme. Programme can build capacity and strengthen coordination, but it will not be able to ensure utilisation of improved capacity. The phrasing of the outcomes and the associated indicators has been appropriate in some cases. Though the implementation of the plan indicates effectiveness of the LGIs, the indicators are the quality of the process or the content. A poor quality bottom-up plan or a poor implementation of a plan, would not be captured using the current indicators.

58. Here, we have answered the achievement of the results as per the information provided by the programme (Table 17). As per LCBCE programme results frame, the programme goal is: By 2016, Local Government Institutions and civil society organizations, in particular those in 20 selected districts, are more effective in ensuring the realization of the rights of children and women with equity.

**TABLE 17 ACHIEVEMENT OF RESULTS**

Programme Component Result (PCR) and Intermediate Results (IRs) Indicators	Achievement	Level of Achievement 3 - High 2 - Medium 1 - Low	Influencing factors
<b>PCR (Goal/Outcome):</b> By 2016, Local Government Institutions and Civil Society Organizations, in particular those in 20 selected districts, are more effective in ensuring the realization of the rights of children and women with equity.			
1. # of districts with coordination committees and bottom-up plans developed and implemented in the 20 UNDAF districts. <i>Baseline: 20 (2013); Target: 20 (2015).</i>	20 Districts Convergence Committees (including 3 hill districts); the convergence committees conducted regular meetings as per the rolling work plan and with support from UNICEF field offices; 20 bottom-up plans developed; evidences of implementation of all plans not available;	2	Initiative of the district administration and local government; facilitation of the LCBCE staff;
2. # of upazilas bottom-up plans prepared and implemented with local resources. <i>Baseline: 2 (2013). Target: 20 (2014) 60 (2015).</i>	In 45 Upazilas bottom-up plan prepared; though implementation has been done in some of the upazilas but not with local resources;	2	Initiative of the district administration and local government; facilitation of the LCBCE staff; resources limited; Upazilas dependent on district allocation and donor support to implement its plan;
3. # of unions that develop and implement participatory disaster risk informed child sensitive action plans with local resources through community participation and L3M. <i>Baseline: 2 (2013). Target: 40 (2014) 60 (2015).</i>	374 unions (Including 119 in CHT) have conducted disaster vulnerability assessment and developed plans; vulnerability assessment, though has been is not comprehensive and child-focused; management post-disaster, for example in the areas of education, health and child protection, is not available;	1	Not child-focused; child consultation has not been extensive; the training was focused on bottom-up planning, focus on children was missing;

Programme Component Result (PCR) and Intermediate Results (IRs) Indicators	Achievement	Level of Achievement 3 - High 2 - Medium 1 - Low	Influencing factors
<p><b>IR1 (Output):</b> By 2014/16, Local Government/CSO partners in 60 Upazilas (of 20 UNDAF districts) have improved coordination mechanisms &amp; resources to ensure synergy and complementarity in programme delivery to children and their families with focus on equity.</p>			
<p>1. # of quarterly progress reviews conducted and reported in all the 20 districts and follow-up actions taken.</p> <p><i>Baseline: 60 (2013): Target. 80 (2014).</i></p>	<p>At District level 80 quarterly review meetings (of the District Convergence Coordination Committee) conducted in 20 programme districts; meeting minutes of the district convergence coordination committees were circulated to Upazila level and sector offices for follow-up actions.</p>	<p>3</p>	<p>High priority given to progress review and follow-up by the Cabinet Ministry;</p>
<p>2. # of review meetings and joint monitoring visits to review district plans for children.</p> <p><i>Baseline: Inter-ministerial meeting (0), 2 visits from national level, 6 divisional reviews and 2 monitoring visits. Target in 2014: 2 Inter-ministerial meetings, 2 joint visits from national level, 12 divisional reviews and 12 monitoring visits.</i></p>	<p>Two (2) inter-ministerial meetings were held at ERD.</p> <p>Two (2) visits were paid by the national level partners.</p> <p>Seven (7) divisional reviews were held with all sector partners;</p> <p>A total of 55 monitoring visits were conducted by the implementing partners;</p>	<p>3</p>	<p>Cabinet level follow-up; facilitation and follow-up by LCBCE staff;</p>
<p><b>IR2 (Output):</b> By 2016, Local Government and CSO Partners in 60 Upazilas use improved capacity for bottom-up planning, disaster risk management, advocacy and resources.</p>			

Programme Component Result (PCR) and Intermediate Results (IRs) Indicators	Achievement	Level of Achievement 3 - High 2 - Medium 1 - Low	Influencing factors
<p>1. # of upazilas with Children Equity Profiles (with quantitative and qualitative data) from bottleneck analysis, community engagement.</p> <p><i>Baseline: 2 (2013). Target: 20 (2014) 60 (2015).</i></p>	<p>60 Programme Upazilas developed Children Equity Profiles.</p> <p>Profiles are not uniform in terms of aspects and indicators covered and the presentation of the data; analysis of the data leading to action areas, missing; highly quantitative in nature, qualitative data/ analysis low; bottleneck analysis not clear</p>	2	<p>Specific training on how to develop children's equity profile was not given; formats for developing profiles not uniform; capacity for basic quantitative and qualitative analysis exists;</p>
<p>2. # of upazilas utilizing own budgets to implement the bottom-up plans to tackle the vulnerabilities of children.</p> <p><i>Baseline: 2 (2013). Target: 20 (2014) 60 (2015).</i></p>	<p>A total of 35 upazilas (out of 60 upazilas, 58%) leveraged funds/budgets from their own and other sources (such as government projects and locally mobilized funds).</p>	2	<p>Resource availability; initiative of the local government and the administration; facilitation by the LCBCE staff;</p>
<p><b>IR3 (Output):</b> By 2016, communities in 60 Upazilas use improved capacity to identify their needs and participate effectively in micro-planning for development initiatives and disaster risk management.</p>			
<p>1. # of unions with profiles updated with quantitative and qualitative data on child vulnerability based on analysis of data from multiple sources (departmental data, community data and L3M).</p> <p><i>Baseline: 20 (2013). Target. 40 (2014) 120 (2015).</i></p>	<p>440 Union profiles developed; children's issues have been included in the profiles; in some cases, assessment of vulnerability to disasters have been included;</p> <p>Profiles are not uniform in terms of aspects and indicators covered and the presentation of the data; analysis of the data leading to action areas, missing; highly quantitative in nature, qualitative data/ analysis is low;</p>	2	<p>Specific training on how to develop children's equity profile was not given; formats for developing profiles not uniform; capacity for basic quantitative and qualitative analysis exists;</p>

Programme Component Result (PCR) and Intermediate Results (IRs) Indicators	Achievement	Level of Achievement 3 - High 2 - Medium 1 - Low	Influencing factors
2. # of unions where Ward Shavas discuss situation of children and Community Information Boards regularly updated.  <i>Baseline: 0 (2013). Target: 40 (2014), 120 (2015).</i>	Ward Sabhas discussion situation of children in all the Unions in the 20 districts; community information board has been installed in all the unions; but the information board is not regularly updates in all the unions;	2	Willingness and commitment of the Union Parishad; follow-up by citizens

59. The coordination mechanism was established at all levels in the 20 districts and the achievement in terms of improved coordination has been high because of: (i) follow-up by the Cabinet, and, (ii) regular facilitation by the LCBCE programme staff at the ground level. While capacities have been built through capacity development effort, achievement of outcomes was influenced by focus of the capacity development initiative, ability and willingness of the trainees to apply the new learning and deliver services to children and community.

### 7.3 EFFICIENCY

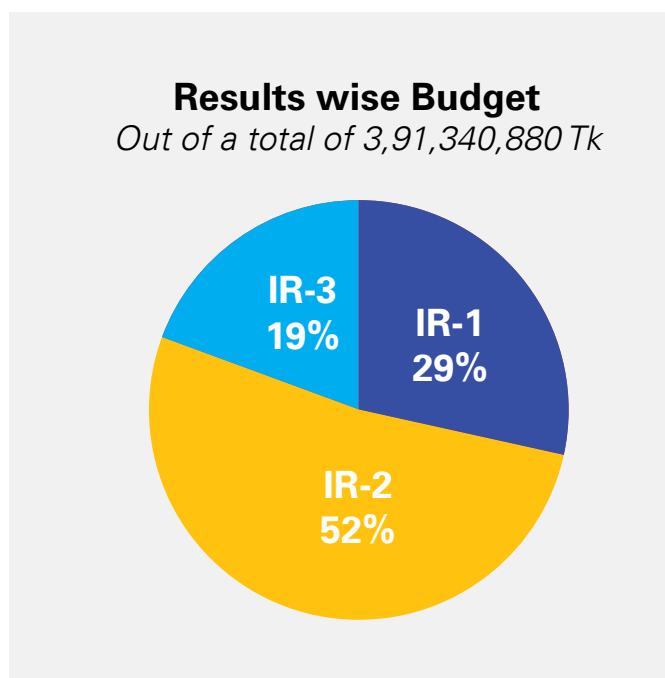
#### **Which management and coordination structures and mechanisms among programme staff and partners have aided the programme? What has worked well and what needs to be strengthened?**

1. At district level, one planning and monitoring officer was assigned from LCBCE programme for coordination, monitoring and planning, who worked with Deputy Commissioners' office. In addition, Chief Field Officer (CFO) at each zone office used to oversee the administrative issues. The Deputy Commissioners shared the quarterly plan (both physical and financial) to respective field office and submitted progress report at the completion of the activities. The CFOs and planning and monitoring officers went for spot checking for verification of the utilisation of money and activities at district level and below.
2. Conducting or facilitating monthly development coordination meeting was the most preferred way of coordinating with elected representatives on issues of development related to children and women. Eight out of 17 respondents felt that the existing coordination mechanisms that they adopted were moderately efficient and only four respondents felt that the existing mechanism that they adopted was highly efficient.

**To what extent do the programme results justify the investment?**

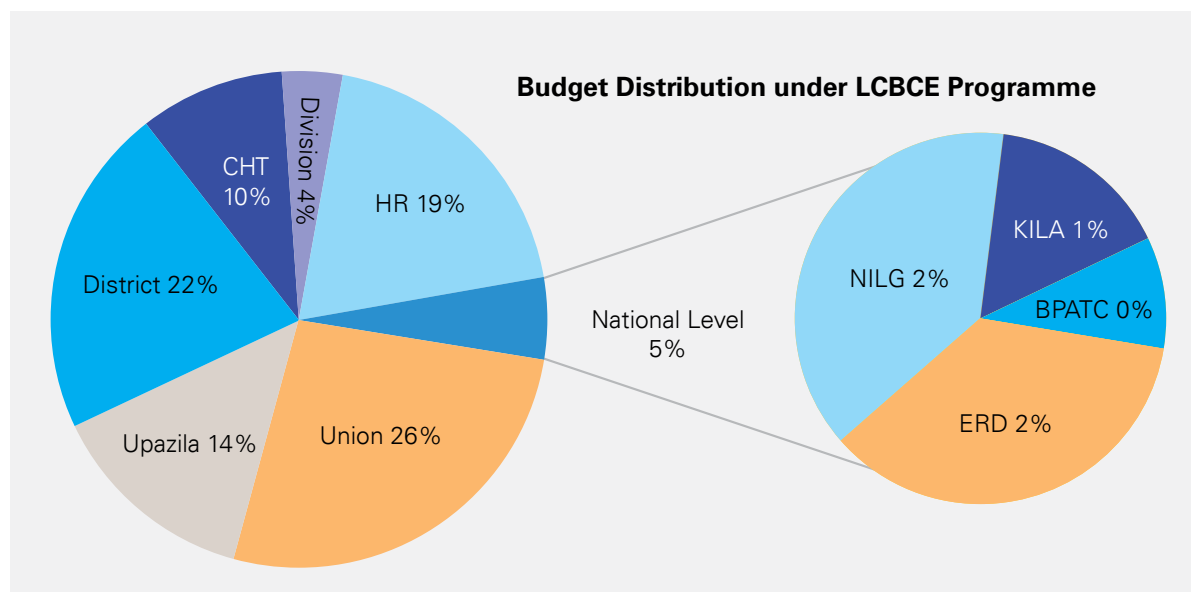
**FIGURE 4 RESULT-WISE BUDGET DISTRIBUTION**

3. The respective Deputy Commissioner of each district used the principles of Harmonised Approach to Cash Transfer to manage the finances of the programme. But since consolidated expense data was not available at the time of the survey, the financial efficiency could not be ascertained.
4. The total budget for LCBCE was USD 5.65 million for three years. The utilisation in different years was: USD 1,271,681 for 2012-2013; USD 2,799,223 for 2014-2015 and USD 914,764 for 2016.



5. More than half (52 per cent) of the total budget is allocated for achieving the intermediate result related to improved capacities of LGIs, government departments and CSO partners on bottom-up planning, which meant the programme focused on capacity building on bottom-up planning (Figure 4). More than one-fourth (29 per cent) was allocated for achieving the intermediate results on improved coordination and convergence/ synergies of interventions and services for children. Hence this amount was spent on establishing coordination mechanism. The rest of the budget, nearly one fifth, was allocated for enabling the LGIs and communities to use their improved capacity for bottom-up planning and implementation.
6. The evaluation team analysed the rolling work plan and found that more than one fourth (26 per cent) of the budget was allocated for Union Parishad and Community, 14 per cent of budget for Upazila level government administration, 22 per cent for District level government administration, nearly one fifth (19 per cent) for human resource related cost for technical and field support staff of programme, 10 per cent for activities under Chittagong Hill Tracts; 4 per cent for divisional commissioner office (Figure 5). The rest 5 per cent was allocated for national level coordination, monitoring and capacity building activities. Within this 5 per cent, 2 per cent each was allocated for ERD and NILG, 1 per cent was for KILA and less than 1 per cent for BPATC. Comparatively higher proportion of allocated funds for Union Parishad and community has helped UP to move the focus of decision-making about scheme selection and implementation to child-focused.

**FIGURE 5** ACHIEVEMENT OF RESULTS



*[Note: The figure may change as per actual financial report of LCBCE. In some cases, the segregation of the budget allocations was difficult, in that case the team assumes for the allocation for specific area/level as per field observation. It is noted that, District-wise allocation was needed for further discussion and analysis.]*

**To what extent is the existing partnership with ERD contributing to achieve the programme results?**

- There was no formal partnership between LCBCE/ UNICEF and Economic Relations Division (ERD). By issuing an official memo ERD approved utilisation for the LCBCE programme and gave direction to the Cabinet division to follow the implementation guideline. Rolling work plan of LCBCE programme signed by UNICEF mentioned ERD as Coordinating Partner for this project. The rolling work plan detailed out outcomes, outputs, activities, responsibility and budgetary allocation for each activity. While UNICEF signed on the agreement, ERD did not. This indicated that the agreement was not formally agreed. There was no partnership agreement between ERD and UNICEF, and ERD did not have any authority in implementing this programme (at field level) as per rules and regulations of the division. The same was communicated to the team at the time of the interview. According to ERD, the LCBCE programme was not approved through DPP. Therefore, it was not possible for ERD to transfer the responsibility to a particular ministry. ERD involved the Cabinet Division in this programme because District and Field Administration Wing of the Cabinet Division was responsible for general administration in divisions, districts and upazilas and the District and Upazila Administration were in charge of implementation of LCBCE. At the national level no single ministry/department took the overall leadership of the programme. As

a result, this programme was coordinated through creation of an ad-hoc coordination system. According to ERD, by listening to the Deputy Commissioner and coordinating with UNICEF they tried to resolve disputes or difference in opinion or special circumstances between district administration and UNICEF. Besides, they sent letters to request the Cabinet division and other government stakeholders to extend their cooperation, participation and actions for relevant issues of the programme.

8. Each Deputy Commissioner (DC) (20 in total) implemented this programme by signing separate partnership agreement with UNICEF. The evaluation team came across an office order from the Cabinet Division to this effect. Deputy Commissioners sent progress report of LCBCE to UNICEF field office and to the office of the Divisional Commissioner. ERD reported that resolution and/or decision of District Convergence Committee meeting was sent to Cabinet Division and ERD. As ERD did not implement the programme, they did not prepare any progress report using quantitative data considering achievement of overall programme target.
9. According to ERD's statement, a children and women focused programme like LCBCE is usually implemented through Ministry of Women and Children Affairs (MoWCA). An August 2013 circular mandated the formation of a Steering Committee at the national level under the leadership of MoWCA and officials from other relevant ministries. Function of this steering committee was to monitor implementation of LCBCE programme, supervise activities of the Convergence Coordination Committees and provide advices to resolve the shortcomings. But this mechanism did not continue for long.
10. UNICEF in cooperation with ERD conducted national level programme review meeting where Cabinet division participated. To implement the programme, Annual Review Meeting identified few action areas after analysing the challenges and allocated responsibility among the concerned partners. The concerned officials of ERD paid joint monitoring visit and observed programme activities at district and union level to assess the results and/or the status of the programme. As a result of the joint monitoring visit, LCBCE programme got importance at the union level. UNICEF bore the expenses for these visits. ERD did not monitor any financial issue or did not do any audit as it did not have any authority to do so.

"We used to observe and collect information from field level on whether and how the programme was being implemented, especially in case of setting billboard, conducting meeting and training. In addition, during meeting of the DCs, personally we used to listen from the DCs about the performance of the programme where most of them expressed their satisfaction about the programme." ERD official

**To what extent is the programme designed and implemented in a way to generate solid evidence from monitoring and evaluation to monitor progress against results and to inform programme adjustments where required?**

11. LCBCE did not develop any Monitoring Evaluation and Learning Framework to monitor the programme. Instead, review meetings and monitoring visits were used to monitor the programme. Key monitoring mechanisms were:

- Tripartite Inter-ministerial Review at ERD
- Joint Monitoring Visits by the team of national level partners i.e. ERD, Cabinet, MoWCA
- Joint Monitoring Visits of field programme by Divisional, District, Upazila and Union Committees
- Quarterly and Annual Programme Reviews at Division, Districts, Upazilas and Unions

12. The last one was meant to strengthen coordination but it did help in monitoring development actions at the sub-national level leading to improvement actions. UNICEF did implement Monitoring Results for Equity Systems (MoRES) in three unions. MoRES implementation was not done to the same extent in other programme areas. As written in section – 7.2.57, the indicators were not adequate to comprehensively capture changes in the outcomes.

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13. Under this programme, there was a review mechanism instead of conventional monitoring system. For example, a team comprising of ERD, cabinet division and MoWCA was formed which was responsible for joint review and monitoring of the programme. During their visit to the districts, they monitored programme implementation by activity. In this case, no specific monitoring tool was used. Member from these three ministries used to submit a 'field visit report' to UNICEF. However, the evaluation team did not find such type of report at the ERD or the Cabinet Division. Under this programme, there were tripartite inter-ministerial meetings where above-mentioned ministries participated. Tasks were allocated among ERD, Cabinet division, MoWCA and UNICEF as per decisions and action points taken in this meeting. Because of frequent strike, where both field and national level activities were adversely affected, ERD suggested for dropping mid-term review (Annual Programme Review, 2013).

14. Results Framework mentions that there would be quantitative and qualitative data in children equity profile. While the profiles contained a lot of quantitative data, the qualitative data was less. Since the methodology for data collection was not mentioned, it was not clear what methods were used to collect data. There was absence of proper guideline in preparing the equity profile. While the intermediate results, in the result document, emphasise development of equity profiles, the indicators did not talk about the quality of the profiles. The government department, local government institutions, and CSO were mainly used as source of data. The authenticity of source of data was under question and data reporting was incomplete. For example, in one of the profiles, it was documented that total number of children below 1 year and total number

“We used to observe and collect information from field level on whether and how the programme was being implemented, especially in case of setting billboard, conducting meeting and training. In addition, during meeting of the DCs, personally we used to listen from the DCs about the performance of the programme where most of them expressed their satisfaction about the programme.” ERD official

of children below 1-Year immunized were same (Year – 2014), i.e. 2,700, which meant that the immunization was done for 100% of the children and there was no drop-out. But according to the Expanded Programme on Immunization (EPI), immunization rate is 83 per cent which means remaining 17% children were not immunized under the programme (Bangladesh Demographic and Health Survey 2014). Bangladesh Demographic and Health Survey (BDHS) 2011 was quoted as source of data on stunting and wasting for Sirajgonj district while BDHS did not report district level data rather they report by administrative divisions.

15. Under LCBCCE programme, Monitoring Results for Equity System (MoRES)-L3M was conducted at Chandpai union of Mongla upazila, Southkhali union of Sarankhola upazila of Bagerhat, Munshiganj union of Shyamnagar upazila of Satkhira districts. Under the leadership of LGIs, local trained volunteers collected data on 5 (five) tracers: (i) Iron Folate Supplementation during pregnancy; (ii) Birth Registration within 45 days of birth; (iii) Full immunization coverage for children under the age of one year; (iv) Pre-schooling for children aged 5-6 years and (v) Safe water supply from the selected household and analysis of the data in details. Based on these tracers, bottlenecks and gaps were identified and through validation workshop, MoRES corrective action plan was developed. Deputy Commissioner’s office of Satkhira and Bagerhat handed over the plan to concerned departments at district level (Health, Family Planning, Primary Education, Local Government, Department of Public Health Engineering, and Upazila Nirbahi Officer) to take necessary action for implementation of the plan. Union level LGI representatives and health and family planning staff were provided two days training. The health volunteer established a good co-ordination mechanism among health, family planning, UPs and NGO representatives so that MoRES action plan could be implemented successfully. After one year, the trained volunteers collected data on three tracers (EPI, Birth registration, Iron Folic Acid) by following the same procedure. UNICEF Khulna office analysed the post-intervention data and it was compared with the baseline data. A significant progress was found after analysing the data.
16. The good practice of MoRES has not been extended and continued in the programme. In addition, among the five tracers, there was update on three tracers but there was no update on education and safe water. The key challenges in MoRES, as reported<sup>18</sup>: lack of coordination among the union

<sup>18</sup> Report on Monitoring Results for Equity Systems (MoRES)-2014. Published by: District Convergence Coordination Committee (DCCC), Office of the Deputy Commissioner, Bagerhat and Satkhira district. Supported by UNICEF.

level GoB staff and UP representatives; less interest by the Union Digital Centre personnel to birth registration without money even if the child's age is below 2 years; less interest to perform additional activities by the union level staff though the activities are included in her/his job area; less supportive supervision in the field level; and vacant position of GoB staff at union level.

**To what extent has the programme improved local-level monitoring of the situation of children and established effective and sustainable mechanisms to continue to do so?**

17. LCBCE programme had three distinct yet interrelated mechanisms for local level monitoring of the situation of children, i.e.: (i) development of children's equity profiles at union, upzila and district level; (ii) facilitating planning and monitoring functions through Planning and Monitoring Officer; and, (iii) joint monitoring visits, which were conducted by local government representatives and administrative officials. Each had its own positives and challenges. The Equity profile established a benchmark to compare progress of children's situation. Without a benchmark, any monitoring exercise would have been irrelevant. There were challenges related reliability, uniformity and use of the data. The practice of developing and using children's profile was not institutionalized. Hence, the same was discontinued at several places. Regular review and joint monitoring visits addressed several developmental challenges as immediate actions followed. We understand that there was a lot of pressure from the Cabinet Division to regularly review, monitor and take action. This was done jointly with local government representatives. This, we feel, was a good practice but may not sustain after some time, if there is no institutional or specific programme mandate.
18. Developing a planning and monitoring function at the district level and providing a full-time resource was sensible. The Planning and Monitoring Officer worked closely with Upazila Facilitator and developed children's profile. She/ he was also central to monitoring and strongly facilitated monitoring at the sub-national levels through the regular review meetings. But this was a programme initiative and the push for monitoring children's situation and updating did not continue after the completion of the programme.
19. The children's profiles were written in English and were not uniform in terms of structure. If union level people were expected to take action on the profiles, it should have been written in vernacular. In the equity profile, there was no analysis on disaster risk management and listing of existing resource at Union and Upazila level. In the programme, it was documented that there would be a process of updating these equity profiles, but it was never done. Convergence committee discussed the situations, visited the programme area, but there was no evidence of discussion and visit about updating the profile. We understand that developing profiles with community participation is resource intensive and will take a lot of effort. Revision of the profiles, therefore, would demand more resources and time.
20. Joint monitoring visit played an effective role in solving current problems at the local level. For instance, as per notes on joint monitoring visit, Dakshin Sunamganj Upazila convergence

committee visited Union Health and Family Welfare Centre at West Pagla union and found very small number of patients and inadequate supply of drugs. The committee identified it as a problem to Upazila Health and Family Planning Officer (UHFPO). As a result, UHFPO served a notice to all the field level health and family planning staff. UHFPO also wrote a letter requesting Civil Surgeon of Sunamganj district to raise allocation of drugs. (Reference: 07 November 2016, Office of the Upazila Nirbahi Officer, Dakshin Sunamganj, Sunamganj district).

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## 7.4 SUSTAINABILITY

**To what extent has the programme systematically built on existing institutions mandated by government, promoted national ownership as well as capacity building and skills transfer to national and decentralized level of government in order for the government to be able to sustain the programme?**

1. As mentioned earlier (Section 73.7), LCBCE partnered with ERD, albeit without a formal agreement, as the coordinating agency for the programme. ERD in turn provided broad guidelines to the Cabinet Division for implementing the programme. Given the lack of a formal institutional agreement, at the national level, neither ERD nor the Cabinet Division was able to take accountability for the actions to achieve results and outcomes expected from LCBCE. The government relied more on the public administrators like Deputy Commissioner and UNO, to deliver the programme and not on local government, which was against the core spirit of the programme to empower local government. If the intent was to build capacity of local government, the mandated institutions with whom the programme should have worked, were Union Parishad, Upazila Parishad and Zila Parishad.
2. Institutions like BPATC and NILG in Bangladesh and KILA in India provided training support. These were one-off training events and were not repeated. Capacity building should have been a continuous or a long-term process. The idea of creating a resource pool, with DD-LG as one of the resource persons, at the district level, was a strategic one. But just having one training session for the master trainers or even for the EWRs, defeated the purpose. No guideline or manual was developed and passed on as to how to continue the training as trainers. The resource persons

continue to exist within the system. But now, there is no push or pull for the trainers, some of whom have been transferred to non-programme districts, to continue pursuing the training agenda. In the absence of an environment to practice, the new learning may wither soon. Some other specific actions, which depicts how the programme built on the existing institutions or structures were:

- Field administration officials such as DCs and UNOs were involved as chairs of the Convergence Coordination Committees at their corresponding levels and there were four meetings held at each level in a year;
- Local government institutions had some involvement in terms of their participation in convergence meetings, preparation of union profiles and social sector plans;
- Training of elected women representatives from Union Parishad;

#### **To what extent has the programme been able to leverage other partners and networks including government resources to make the programme sustainable?**

3. At the national level, there were no formal partners. By formal partnership, we mean having a formal agreement like a Memorandum of Understanding to collaborate in a programme, where the parties to the MoU jointly identify areas of collaboration and commit to it through actions and resources. This has been elaborated in the section 73.7. UNICEF worked with Economic Relations Division, Cabinet Division and MoWCA to deliver the programme. Apart from these, LCBCE collaborated with NILG and BAPTC in Bangladesh and KILA in India to deliver on the capacity development agenda. There were no other partnerships established at the national level.

“UNDP tried to establish an overall planning system at union and upazila level. The aim was to operationalize development planning system as per UP and UZP law. We are not aware of LCBCE programme.” - UNDP

There were no partnerships at the district, upzila or union level. At union level, the resource from Local Government Support Project has been leveraged to deliver the micro-plans. In CHT, the Para Kendras organized under the ICDP of UNICEF actively collected data and formulated plans. But these were not by design.

#### **Are there any other evident ways to ensure sustainability?**

4. LCBCE in the current form faces several challenges and would be difficult to sustain. The key elements in terms of strategies or initiatives were strengthening coordination, developing capacity and bottom-up planning. The key elements, which would have strengthened sustainability of

the programme, and were missing, were: (i) developing special coordination mechanism and not working with the existing coordination mechanism; (ii) training was not strategized well and delivered to each target group only once; (iii) children's profiles were not productized, and, (iv) the programme did not utilise learning from similar programmes – implemented by government and donors – and did not utilise skills and capacities of the other UNICEF programmes.

5. As there were existing coordination mechanisms at district, upazila and union level, it would be difficult to sustain the special coordination mechanism created under LCBCE. Having two coordination mechanisms with similar structure and functions is confusing and counterproductive to the LCBCE agenda. LCBCE managed to bring in focus on the status of children and emphasized planning for the development of children. This happened primarily because the programme facilitated the same and created a pressure to deliver on the programme agenda through the field administrators. These influences will not work in the absence of the programme. The programme should explore working with the existing coordination mechanism at sub-national levels.
6. Child profiles, developed by LCBCE, are unique and should be integral to micro-planning process at the union level. But the process has not been productized and documented. It is difficult to replicate the child profiles in future in the current form. In addition, there are challenges related to uniformity and language. The elements related to disaster risk mitigation are missing.
7. The community empowerment agenda has not been addressed properly. Developing children's profile provides an opportunity for the community to participate. But there are no direct interventions in this regard. Except children's council, LCBCE has not worked with any community-based institutions. Working with formal or informal collectives of citizens, mobilizing and training those would strengthen the demand side of local governance. Intent-wise the programme sits at the interface of demand and supply. But the programme has focused its efforts on the supply side and not so much on the demand side. UNICEF should also consider funding small projects, either exclusively under LCBCE or in collaboration with other sectoral programmes of UNICEF. This could come with some conditionality. Union Parishad could be offered a grant for children's development, if they come up with at least one initiative on children. This could be discussed further with UNICEF to explore the possibility.

## 7.5 Scalability

### Which particular intervention show potential for scale up?

The following components show potential for scale-up.

1. Children's profile – Children's profile has been developed at union, upazila and district level, which depicts status of children's rights, in some sense. This is a unique exercise to identify children's issues and include the same in the planning process. The profile also creates a benchmark on

children's issues against which future monitoring of progress made could be done. The profile development process provides an opportunity for the community to participate in the planning process and contribute. Developing separate profile for children and women should be integrated to the union level planning process as a key step (7.2.1).

2. Developing cadre of resource persons – The idea to develop cadre of master trainers is strategic to capacity development agenda. This would ensure that resources for training are available widely and are more accessible. Cadre of master trainers should also be developed at the Union Parishad level using elected representatives, both women and men, office bearers like the UP Secretary, prominent local social workers and officers of sectoral service departments (7.2.25).
3. Children's Council – Children's Councils were informal in nature, but they carried a mandate. These councils of adolescents, interacted with other children in the school as well as in the community to identify problems and needs of children and convey the same to the Union Parishad. They had no control over follow-up actions and decisions of the UP. But this act of engaging with peers, identifying issues and communicating to the local government, the children felt important and confident that they could do more. The Children's Council could be ears and eyes of the Union Parishad on children's issues. Engaging with the Children's Council should be formalized at the Union and Upazila level (7.2.5).

Children Council is one of the achievements in LCBCE programme. It was not included in the programme design. Children Council was evolved to strengthen the Union Parishad so that they would be able to initiate more child friendly activities including allocation of budget for the children. The members of the Children Council worked voluntarily to create awareness among the other children about their rights, to stop early child marriage, eve teasing, to take the pregnant mothers to the community clinics. The objectives of the Children Council are:

- Raise the concern and issues of the children and provide possible recommendations to the Union Parishad;
- Reinforce Union Parishad to develop child-focused programming;
- Strengthen capacities of children to raise their voice.

In the Council, two children/ adolescent represented from each ward of the primarily selected unions and in total, there were 18 members (one girl and one boy from each of the 9 wards). The Council used to organize at least one meeting in each union. They discussed the needs and problems prevailing in their wards and unions and formulated the future

plan for different activities for development, documented them and submitted to the Union Parishad. The Parishad took decisions according to reality, priority and availability of funds. The roles and responsibilities of the Children Council are:

- Make them visible as “Children Information Center” and act as “Change Agent” for ensuring child rights;
- Take part in capacity development training, workshop, meetings and share the learning with others;
- Attend Ward Shava, Ward Committee meetings and Union Convergence Coordination Committee (UCCC) meeting in order to raise and identify children issues, raise voice for children;
- Maintain communication with UCC Advisory Committee;
- Document the achievements of children, their challenges and provide recommendations;
- Conduct regular progress review workshops/meetings.

Children Council organized women-children Ward Shava and attended with other children and women in the Shava. Children Council was established in 9 unions of Sylhet district, 12 unions of Hobiganj district and 19 unions of Sunamganj district. In some districts the local administration named the Children Councils as Kishore Kishoree (Adolescent boys and girls) Clubs, especially in Khulna district. There were 9 clubs in each of all unions of Khulna.

4. Joint Monitoring Visits – The monitoring visits jointly conducted by the Convergence Coordination Committees was a good initiative as it was action-oriented. There were several examples of visit findings leading to action or resolution of problem. The joint monitoring focused on child-specific issues like health, education, nutrition, WASH and child protection. As a part of the process, the joint team selected a unit of administration, may be a union, visited service centres (e.g., Community Clinics, Family Welfare Centre/Sub-centre, schools) and discussed with service providers and community about the standard of services, challenges, and impact. They also checked infrastructure which influenced service delivery like space or room, road communication, connectivity to schools and health centres, electric and water supply of the centre/institution, availability of logistics/furniture, and status of human resource. The joint visits acted as eye openers and at some places dispelled mistrust between elected representatives and government officials. These monitoring visits should be carried out and representatives from media and civil society may be co-opted in these visits (7.3.13, 7.3.20).

**To what extent has the programme generated solid evidence on the effectiveness and scalability of interventions that are being fed back into programme design? What is the evidence that the project is scalable; which of the project components have the potential for scale?**

5. LCBCE did not develop a comprehensive MEL system, which was critical for measurement of outcomes and learning. It relied on visits and MoRES data, which though useful, were highly inadequate to generate evidence on effectiveness and scalability of the intervention. There was no feedback loop to systematically feed the learning into the design and planning process. It documented good practices, which appeared more like success stories and did not reflect sufficiently on achievement of outcomes, causal factors and challenges for learning to emerge. As written in the beginning of this section, the programme in the current form is not scalable. But the coordination, capacity development and micro-planning have potential for scale-up. Components, which have potential for scale-up, have been elaborated in the previous point.

**Who are the relevant partners for UNICEF in the next phase of the programme?**

6. At the national level, the relevant partners for UNICEF are:
- o Local Government Division – Local government division deals with all matters pertaining to local government like regular development work, administration, finance, monitoring and data. As the programme intends to build capacities of the local government institutions, it would be pragmatic to partner with them.
  - o Cabinet Division – Cabinet division is responsible for general administration at the sub-national level. A strong coordination role for the Cabinet Division would facilitate efficient delivery of the programme agenda.
  - o Ministry of Women and Children Affairs and Ministry of Chittagong Hill Tracts Affairs – This is the nodal ministry for children’s and women’s development in the country.
  - o ERD as ERD manages donor programmes and is responsible for managing relationships with donors like UNICEF, other UN agencies, bilateral and multilateral agencies.
7. Other partner ministries and departments could be: (i) Health and Family Welfare, (ii) Primary and Mass Education, (iii) Ministry of Education, (iv) Ministry of Disaster Management and Relief, and (v) Bangladesh Bureau of Statistics.
8. For capacity development, at a national level, NILG and BAPTC are good choices. The programme could also explore partnership with the following institutions. This would disperse the responsibility of delivering capacity development agenda and hence training could be delivered more effectively and a wider audience could be reached at.
- o Rural Development Academy, Bogra for northern areas;

- o Bangladesh Academy for Rural Development, Comilla, for south-eastern areas
  - o National Academy for Planning, Dhaka,
9. LCBCE should partner with similar donor programmes for learning exchange and knowledge building. These programmes are:
- o Local Government Support Project
  - o Union Parishad Governance Project
  - o Upazila Parishad Governance Project
  - o Sharique, supported by SDC
  - o Shouhardo, supported by CARE



## CONCLUSION AND LESSONS LEARNT

### **What lessons can be drawn from the last 4 years of programme implementation to ensure that LCBCE programming continues to be relevant to achieving results towards behaviour and social change?**

1. LCBCE aimed to capitalise on the opportunities offered by the decentralisation efforts of Government of Bangladesh and strengthen sub-national capacities and systems for child-focused development. The overall objective was to have effective local government institutions and civil society organizations ensuring the rights of children and women with equity. It intended to do so by: (i) building capacities of the local government institutions and civil society organizations on bottom-up planning, disaster risk management, advocacy and resource mobilization; (ii) strengthening coordination - horizontal and vertical - at sub-national level and bring in synergy in terms of complementarity in programme delivery and resource mobilisation for children; and (iii) improving capacities of the communities to plan and implement child-focused development initiatives. For strengthening coordination, the programme planned to work with a three-tier coordination and monitoring system at union, upazila and district level. LCBCE collaborated with NILG and subsequently with BPATC and KILA to develop a cadre of master trainers on child rights and child-focused development, train EWRs and orient the local administration on the above subject. The planning focus was at the union level and LCBCE developed children's equity profiles, which was an opportunity for the community to participate, learn and build their capacities. The broader intent of the programme resonates in the 6th FYP of GoB, Perspective Plan (2010 - 2021), the Millennium Development Goals and the Local Government (Union Parishad) Act 2009. The Guidance Note for LCBCE elaborates the strategic intent and choices, but it is silent on why UNICEF

decided to venture into strengthening coordination and building capacities at sub-national level to deliver its agenda through a stand-alone programme. Though LCBCE has a results frame, it does not elaborate on the theory of change or on the key assumptions or risks.

2. Going strictly by the results framework, i.e., outputs, outcomes and corresponding indicators, LCBCE delivered its promises well. It developed special coordination mechanism at district, upazila and union level and strengthened coordination by facilitating joint review and planning processes. It trained 1,000 sub-national level officials (as master trainers) and 2,000 elected women representatives on bottom-up planning, disaster risk mitigation, advocacy and resource mobilization. It also oriented senior government officials in the rank of Divisional Commissioners and Deputy Commissioners on decentralization an impact on children. It collaborated with national and internal level training institutions like NILG, BAPTC and KILA to deliver the capacity building agenda. It delivered children's profile and bottom-up plans in all the unions of the 20 programme districts. Though year-wise budget on programme components are available, year-wise expense details are not available with LCBCE. Hence the efficiency of programme implementation could not be ascertained. Apart from the Union Parishads, which allocated or managed resources from existing programmes like LGSP, ICDP, Hill District Council, other government or donor programmes including UNICEF programmes, there was no conscious attempt to leverage resource and strengthen the financial abilities of the local government (7.2.46 to 7.2.51). Data on extent of resources leveraged, was not available. Apart from the above, regular coordination meetings and joint review visits were conducted well.
3. The special coordination committees, i.e., Convergence Coordination Committees were successful is facilitating horizontal and vertical coordination at union, upazila and district level. Regular review meetings and monitoring visits ensured follow-up actions. This sensitised the field administration and the service providers on children's rights and issues. The programme did not work with existing coordination mechanism of the Development Coordination Committees. The composition of both the coordination committees was similar at all levels, which led to confusion. In the CHT, due to existence of ICDP and Para Kendras the grass-roots level coordination was better. In the non-programme areas, the Development Coordination Committees facilitated the coordination processes, but the extent of mobilization were unclear.
4. Capacity building was effective on bottom-up planning and training by trainers. Evidences of effectiveness of other capacity development areas like disaster risk management, advocacy and resource mobilisation was low.
5. Capacity challenges at the local government level are complex. Capacity development needs are dynamic and are influenced by election, transfer, availability of resources and disasters. There should be a long-term strategy to address these challenges. Under capacity development, LCBCE developed resource persons at the district level and trained EWRs. This is a good model but the

actions were not strategic. One-off training events will not build capacity. It may increase some knowledge and skills, which if applied, will sustain for some time. Hence, training should be given at regular intervals and should go beyond in-house sessions. Strong elements of demonstration, field practice and hand-holding should be equally emphasized (7.2.22). Decentralization training with multiple training agencies would go a long way. Instead of NILG being the only agency providing training, more such institutions should be identified and given the responsibility of training (7.2.19 to 7.2.22). Other institutions that UNICEF might consider are given in 7.5.6 to 7.5.9. The sectoral departments like health, education, family planning have the agenda, skills and resources to conduct training. If the departments shoulder responsibilities for training at the union level, then the training would be more localized (7.2.20, 7.2.24). The evaluation team would recommend UNICEF to deliver the training through the departments. Transfer of personnel should not be taken as a challenge; it is an opportunity to seed trained personnel in other areas.

6. General administration at district and upazila level sensitised on children's issues and have developed interest in addressing children's development needs; sectoral departments are responsive towards the needs of children; local government plans at union level are more child-focused and they are allocating resources for projects on children. There were some instances of Union Parishad allocating resources for child-focused initiatives, but the extent was unclear. Similar instances of resource leveraging were also reported in non-programme districts and hence it was difficult to ascertain the contribution of the programme to the same. Extent of resource allocation at the upazila level and district level were unclear.
7. The child-focused profile development and planning processes created space and opportunity for the community to participate and contribute in the process. It also demonstrated a different mechanism to address children's issues. At union level, development is not interpreted only as infrastructure development; children's development is considered integral to this process. In CHT area, the Para Centres or the Para Kendras organized under the ICDP of UNICEF played a key role in the profile development and planning process. In the non-programme areas, regular planning was facilitated through the Ward Shabas. Women's participation was found to be low.
8. This kind of a programme needed a comprehensive monitoring, evaluation and learning system to capture results at outputs and outcome level. LCBCE did not develop any MEL system. There was no baseline and the mid-term review was not taken up as advised by the government. The MoRES, which was developed and utilised, tracked indicators related to status of children and women. But there was no system to track the outcomes of strengthened coordination or capacity development. As this was a first-of-its-kind initiative, there should have been a strong learning system for internal as well as external consumption (7.3.13). Inter-ministerial review meetings and joint review visits were adopted to monitor the programme. These were meant for coordination but also helped in monitoring. LCBCE programme had three distinct yet interrelated mechanisms for local level monitoring of the situation of children, i.e.: (i) development of children's equity profiles

at union, upzila and district level; (ii) facilitating planning and monitoring functions through Planning and Monitoring Officer; and, (iii) joint monitoring visits, which were conducted by local government representatives and administrative officials. Each had its own positives and challenges.

9. LCBCE partnered with ERD for national level coordination of the programme. The annual rolling work plan developed by UNICEF was aimed at formalizing partnership with ERD. It detailed out results, activities, responsibility and budgetary allocation for each activity. But ERD did not sign on the document and hence the agreement could not be formalized. ERD could not implement the programme as it does not have the mandate to do so. It could not transfer the responsibility of implementation to another ministry as LCBCE was not approved through DPP. ERD issued a memo and requested the Cabinet Division to implement the programme. Cabinet Division has a secretarial function to the cabinet and does not implement programmes. Hence the Cabinet Division could not implement or monitor the programme. UNICEF signed individual memorandum with the Deputy Commissioners of the 20 programme districts to implement the programme. The DCs implemented and monitored the programme and reported to the UNICEF Field Office as well as to the Divisional Commissioners. Though the Guidance Note says that ERD would be responsible for the monitoring of results and utilisation of resources, as it did not have authority to do so, there was no progress monitoring or tracking of expenses. Barring partnerships on capacity development, no other formal partnership was established with any other programmes of the government or of other donors.

**Following lessons emerge from the programme:**

10. A strong accountability at the national level is crucial to the success of a programme like LCBCE. A rolling work plan is not sufficient to fix accountability and that too when it was not formally committed to. UNICEF should formalize the partnership with government following due procedure (Section 73.7). If the intent of the programme is to build capacity of the local government and empower the community, partnering with field administration as key implementers of the programme will defeat the purpose. Field administration, as an institution, is not designed to build capacities of the local government. The good practice is for the administrators to be answerable to the elected representatives. Local governments have to answer to their constituency if children's development does not take place.
11. Developing special coordination mechanism, which was headed by the public administration, to deliver programme agenda, initially seemed like a good choice. But keeping in mind the intent of the programme, which was to build capacity of the local government institutions and empowerment of the community, it was more appropriate for the local governments to facilitate the coordination function. The special coordination mechanism was a programme initiative and will, therefore, cease to exist with the closure of the programme (7.2.38, 7.2.41). While the programme outputs and outcomes have been delivered (7.2.58), the learning for the existing

coordination mechanism from this programme, is unclear. It is clear that there will need to be a single coordination mechanism and not two mechanisms working in parallel (7.2.38, 7.2.41). We would suggest that the programme works with the existing coordination mechanism led by local government institutions and not create a parallel structure to strengthen coordination.

12. One-off centralized training events are highly insufficient to address the capacity requirements of the local government and the community in the long-run (7.2.19 to 7.2.26). Developing a cadre of resource persons is central to this. But cadre development takes time, effort and commitment. All three elements were not visible. We acknowledge that identification of the cadre is equally important, which LCBCE has done well. For example, inclusion of DD-LG in the cadre is a good choice. Future programme creates an opportunity to look at the list afresh, identify stakeholders important for capacity development at the sub-national level and train them. For example, the elected representatives at the union and upazila level (both male and female) should be considered as master trainers and not simply as trainees. Having done this, develop a long-term plan to train and re-train the cadre of master trainers. Develop process protocols, guidelines and manuals, which will then help the trainers train more effectively. Commitment is intangible. But the commitment to practice and disseminate learning can be made tangible by developing practical and time-bound action plan. Train the department staff at union level as resource persons.
13. For the union level training to be more effective, collaborate with Line Departments and invest through them (7.2.16, 7.2.19 to 7.2.21). Encourage line departments to commit technical, financial and human resources. Time the training of elected representatives to ensure that trained people are in position for a longer period of time (7.2.24, 7.2.30). Training should be given immediately after election, when they assume office. Refresher training should be conducted at regular intervals (7.2.20, 7.2.24).
14. Creating children's profile benchmarks the status of children's development. In the absence of skills to use the profile, the exercise becomes redundant. Only profile development may not help the cause. The elected representatives and the government officials should be trained to use the data for planning, implementation and monitoring (7.2.20, 7.2.24).
15. The planning and profile development process creates an opportunity for the community to participate in the planning process. Implementation of the plans and actualization of results depends on the degree of mobilization and their ability to demand service and entitlements. Develop strong strategy to mobilize and engage with the community for strengthening the demand side of empowerment. Supply would improve only when there is a commensurate surge in demand. If community does not press for children's development, elected representatives and service providers are less likely to respond. Therefore, work with the community institutions, NGOs and other civil society organizations to improve the demand for entitlements and services (7.2.6 to 7.2.8, 7.2.12). Consider directly implementing small projects on children and offer it to

unions as an incentive for child-focused planning (7.2.4). But this should be done only as models for demonstration and not throughout the programme area.

16. Limited resources at the union level may hinder resource allocation and compromise with the implementation of child-focused plans. UNICEF may provide performance based grants to Unions for the small programme components (7.2.4), provided the union comes up with at least two child-focused interventions. The number proposed here is arbitrary. It could also offer to fund a portion of the total budget for that matter. These modalities may be agreed later. This could also work as an incentive. LCBCE could either allocate a small budget for this or provide grant through the other sectoral programs of UNICEF. The programme should find out ways to build capacities of the LGIs to map the resources and leverage funds better. This could be one of the key agenda for capacity development. LCBCE may wish to engage with the government and donors on allocation of resources for child related requirement.
17. A programme like LCBCE, requires very strong system for outcome and learning (7.3.11, 7.2.46). Departments like family planning, health and education, which are relevant for children and women, should be trained to collect, aggregate, analyse and use data. This could be digitized through the Union Parishad Information Center and linked to national level databases or UNICEF may create comprehensive databases for the same. Clear information collection mechanism, authentication of the data, participation of the community and departments, triangulation of the data, synthesis and use of the data, linking the profile and plans should be prioritized in the next phase.

### **What adjustments need to be made to programming strategies in the upcoming Country Programme?**

Specific adjustments suggested are:

- Work with the existing coordination mechanism and strengthen the same. Bring in children's development needs into the agenda of the coordination events.
- Develop a cadre of resource persons, but do so at all levels of local government. Train male as well as female elected women representatives as master trainers. Provide union level training through the government departments and co-opt them as trainers.
- Engage with other key government departments as partners in training and implementation;
- Generate resources for the union through local planning processes or from other UNICEF and non-UNICEF sources to implement child-focused initiatives as models for demonstration and learning.



## RECOMMENDATIONS

In this section, we have brought together the key recommendations:

- 1. Future Programme:** The future programme should continue to work with LGIs, government departments and community and focus on poor coordination, low capacities and community participation in development processes. UNICEF should develop a strong Theory of Change and results-frame for the new country programme. We have proposed a draft results frame with indicators and assumptions, which may be considered and taken forward.

### Rationale

Bangladesh has made tremendous progress in local government reforms in terms of vesting powers and authorities in the sub-national structures of governance, making them responsible and accountable for the development of their constituency. Establishment of Upazila Parishad, Zila Parishad and establishing autonomous Hill District Council for the Chittagong Hill Tracts are some major steps in this direction. Strategic capacity development initiatives, constitution of standing committees, eligibility criteria for the local government representatives, have strengthened the functional capacity of the local government institutions. But significant challenges remain to make the local government truly independent. Article 59 of the constitution mandates that elected local governments be responsible for public services and economic development. But the local governments have limited resources; they lack necessary capacities for planning and carrying out development work. Union Parishad, which is the lowest level of local government, performs only routine functions like building small-scale infrastructure, conflict resolution and dealing with social safety schemes. These are not direct development activities. But the local governments have tremendous potential to play a

more central role in socio-economic development of the area and achieving Sustainable Development Goals (SDGs) in areas like education, health, nutrition, and water and sanitation, which are critical to children's rights. Local governance experts in the country highlight the need for institutional, functional and financial reforms to strengthen the local government. These to be successful, should be linked to strategic capacity development initiatives, they argue. Low capacities hinder the local government's ability to address local development challenges. There are challenges related to accountability of the people's representatives, service providers and public administrators towards common citizen and collaborative working of these actors. There are geographical disparities in terms of progress and also reach of the national development initiatives to the children, women and vulnerable population. While the 6th Five Year Plan of the GoB emphasized the capacity building of local governments for planning and implementation of development programmes, the 7th Five Year Plan of the country emphasises the need to address the geographical disparities, strengthening participatory development processes and strengthening local government for effective service delivery. These priorities, importantly inclusive bottom-up development, also resonate in United Nations Development Assistance Framework (2017-20) and GoB-UNICEF Country Programme for 2017-20. In the light of the above, the new LCBCCE programme assumes significance.

**The purpose of the new LCBCCE programme** is, "More effective and capacitated sub-national structure ensuring realization of rights of children with equity."

**The specific outcomes are:**

- **Outcome – 1:** Local Government Institutions and Government Service Providers at sub-national level, proactively engage with each other, identify and address children's development challenges. They prioritise, plan and implement child-focused programmes and allocate/leverage resources for the same.
- **Outcome – 2:** Community, especially, children, women and disadvantaged, participate in the planning process, provide inputs on children's needs and development. They demand services and entitlements for children, advocate for implementation of child-focused programmes. LGs and service providers create space and encourage citizens to participate in the planning, implementation and monitoring process.

**The key programme outputs are:**

- Coordination - horizontal and vertical - between elected representatives and departments strengthened;
- Capacities of the local government and departments built enabling them to address issues of children and women's development;
- Child-focused micro-plans developed and piloted as model plans in select locations for demonstration;

- Lessons on coordination, capacity development and micro-planning regularly identified, documented and disseminated with LGIs, service providers and internally within UNICEF;

**The key programme activities are:**

- Facilitating engagement between local government representatives, service providers and field administrators;
- Facilitating joint planning and review;
- Training cadre of master trainers at union, upazila and district level;
- Training needs assessment for different categories of stakeholders and institutions;
- Training module development; engaging experts/ trainers on child rights to develop module;
- Post-training follow-up conducted on action taken;
- Develop child-focused profile at union level;
- Develop comprehensive database at union, upazila and district level with front-end dashboard;
- Facilitate micro-grants to unions for implementation of child-focused initiatives;
- Exposure visit to the model unions;
- Identify and engage with micro-institutions at the ward level on child-focused development;
- Implement a Monitoring, Evaluation and Learning System with a specific component on participatory or community-based monitoring;

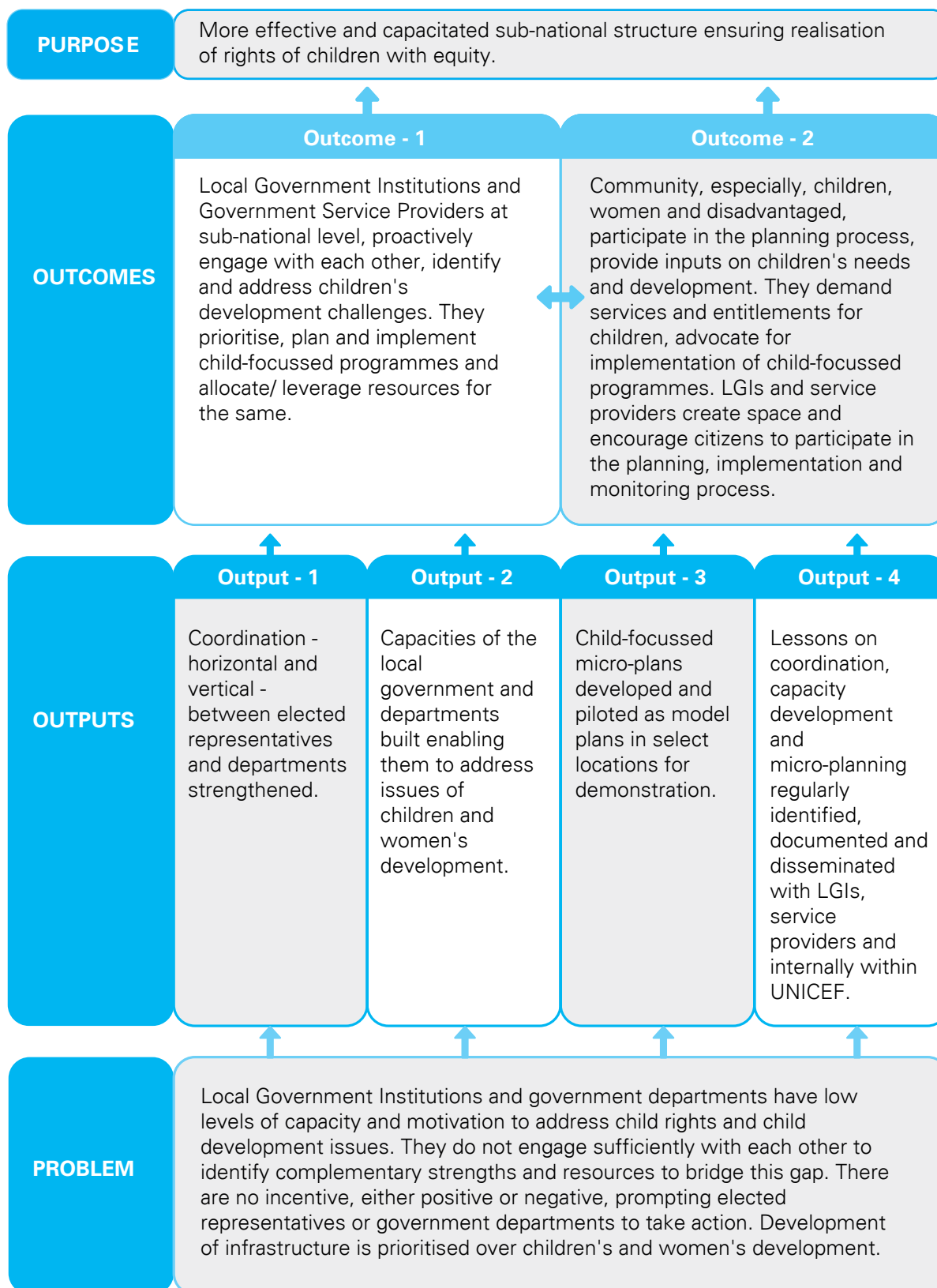
**Some of the key assumptions, which will influence the achievement of the results, are:**

- Enabling environment available to practice and absorb new learning;
- Central government and field administration is supportive of the local government institutions;
- Children's issues are prioritized in the development planning process over other development requirements;
- Resources are available and allocated;
- Executive acknowledge the supremacy of people's representatives and are accountable and answerable;
- LG representatives are accountable to their constituency;
- Existing power structure in the society allows children, women and poor to participate in the development process and is empathetic to the same;

**The proposed results frame is presented in the following schema (Figure – 6):**

**FIGURE 6** NEW LCBCE RESULTS FRAME

**Proposed Results Frame for New LCBCE Programme**



**Indicators:**

The outcome and output indicators have been proposed below (Table 18):

**TABLE 18 RESULTS FRAME FOR THE NEW PROGRAMME**

Outcome/ Outputs	Indicators
<p><b>Outcome - 1:</b> Local Government Institutions and Government Service Providers at sub-national level, proactively engage with each other, identify and address children's development challenges. They prioritize, plan and implement child-focussed programmes and allocate/ leverage resources for the same.</p>	<ul style="list-style-type: none"> <li>• Departmental allocation (% of total budget) for children's development;</li> <li>• Specific programmes/ projects implemented by the service provider/ LGIs to address children's needs;</li> <li>• Instances of trainers imparting training to others and types of topics covered;</li> <li>• Amount of money leveraged to specifically address children's issues (this could be taken as a % of total budget as well);</li> <li>• Evidences of post-training utilisation of learning;</li> </ul>
<p><b>Outcome - 2:</b> Community, especially, children, women and disadvantaged, participate in the planning process, provide inputs on children's needs and development. They demand services and entitlements for children, advocate for implementation of child-focused programmes. LGIs and service providers create space and encourage citizens to participate in the planning, implementation and monitoring process.</p>	<ul style="list-style-type: none"> <li>• Instances of demand/ advocacy by the communities/ micro-institutions to address children's needs being included in the micro-plans or resulting into specific action;</li> <li>• Number of child-focused initiatives/ projects implemented;</li> <li>• Amount of resources allocated from local government funds for implementing children's programme;</li> <li>• Instances of citizens'/ children's monitoring leading to action/ resolution;</li> <li>• Amount of community contribution for children's programmes;</li> </ul>
<p><b>Output - 1:</b> Coordination - horizontal and vertical - between elected representatives and departments strengthened.</p>	<ul style="list-style-type: none"> <li>• Number of coordination events conducted to address specific issues of children and women;</li> <li>• Types (and numbers) of issues of children taken up and addressed;</li> <li>• Resolutions and decisions made and protocols developed to address children's development agenda;</li> </ul>
<p><b>Output - 2:</b> Capacities of the local government and departments built enabling</p>	<ul style="list-style-type: none"> <li>• Numbers of Master Trainers developed at union, upazila and district level – elected representatives and service providers – male and female;</li> </ul>

Outcome/ Outputs	Indicators
them to address issues of children and women's development.	<ul style="list-style-type: none"> <li>Types of products (including process products), like manuals, guidelines, tools developed to facilitate transfer of learning;</li> <li>Numbers of refresher training given;</li> </ul>
<b>Output - 3:</b> Child-focused micro-plans developed and piloted as model plans in select locations for demonstration.	<ul style="list-style-type: none"> <li>Numbers of child-focused plans developed; with a quality of 4 on a five-point scale, where 1 – is rudimentary and 5 – is established.</li> <li>Children's profile developed at union, upazila and district level;</li> <li>Number of model micro-plans developed and piloted;</li> </ul>
<b>Output - 4:</b> Lessons on coordination, capacity development and micro-planning regularly identified, documented and disseminated with LGIs, service providers and internally within UNICEF.	<ul style="list-style-type: none"> <li>Knowledge products developed and disseminated;</li> <li>Types of learning forums/ events/ mechanisms developed and implemented;</li> <li>Acknowledgement of learning</li> </ul>

**2. Lead Ministry** – For deciding the Lead Ministry at the national level, we analysed the interest, authority, capacity and experiences of some key ministries to identify and suggest the most appropriate ministry for the new programme. Based on the analysis, presented below (Table – 19), we suggest that the Ministry of Local Government should be the Lead Ministry for the programme as it has the mandate, interest, resources and experiences to manage similar programmes. But there should be a substantive role for the Cabinet Division in this arrangement as the Cabinet Division was involved in the first phase of the programme.

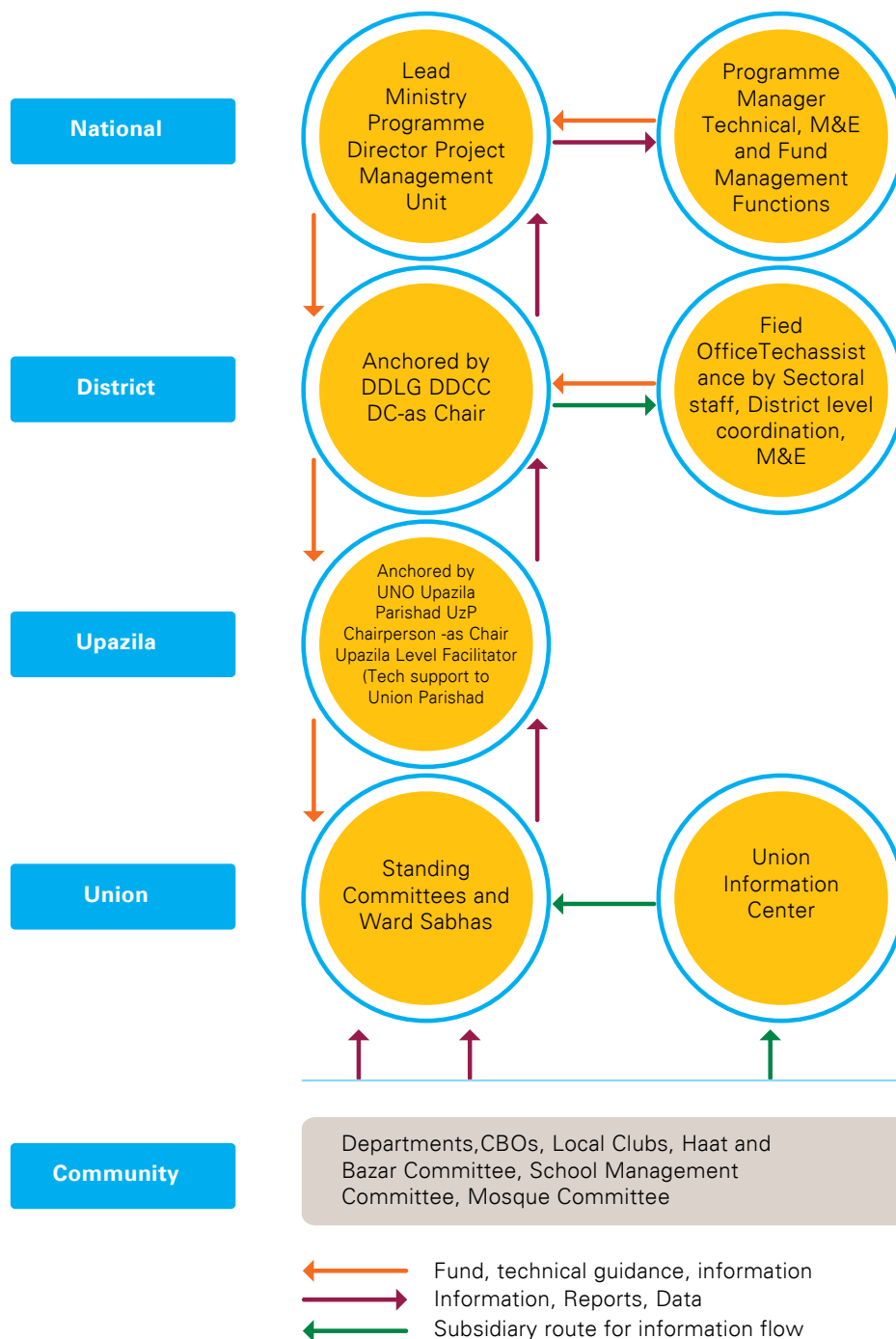
**TABLE 19 LEAD MINISTRY MAPPING**

Lead Ministry for future LCBCE Programme: Interest - Authority - Capacity - Resources							
Criteria	MoLG	MoP	Cabinet	Economic Relations	MoWCA	Functional Deptts	MoCHTA
Interest <i>In the immediate outcomes</i>							
Authority and Power <i>Legal and Administrative</i>							
Capacity <i>Technical and Field Presence</i>							
Resources <i>Financial and HR</i>							
Experiences <i>of implementing similar projects</i>							

**3. Structure of the New Programme** – The structure of the new programme is proposed in Figure 7 and summarized below:

- At the national level, there should be a Lead Ministry accountable for overall programme management, coordination and delivery of the programme. A Programme Director as programme lead from the government supported by a Programme Management Unit, which could have specialists from technical, financial and M&E background.

**FIGURE 7 PROPOSED STRUCTURE FOR THE NEW PROGRAMME**



- At the district level, the programme should be anchored by the Deputy Director – Local Government. The coordination should be done by the District Development Coordination Committee with the DC as the Chair and the Deputy Commissioner or the Chief Executive Officer of the Zila Parishad as member secretary. Gradually, the Zila Parishad and Zila Parishad Chair should be involved in the programme.
  - At the upazila level, the programme should be anchored by the UNO and the coordination should be done by the Upazila Parishad. Upazila level government officials to provide technical facilitation support to the Union Parishad and monitor the union level departmental staff on data collection, aggregation and utilisation.
  - Union Level - Relevant standing committees and Ward Sabhas to be involved in implementation of the programme. Active involvement and support of Government Departments, CBOs, Local Clubs, Haat and Bazar Committee, School Management Committee and Mosque Committee should be facilitated. Child-focused data should be collected in collaboration with relevant government departments, entered and processed at the Union Information Center. This then may be linked with a National Database so that aggregation is possible at Upazila, District and National level.
  - At the UNICEF level, there should be a Programme Manager with technical, M&E and Fund Management Functions. The Field Office should coordinate the programme at district level and should also provide technical assistance and M&E support. This is where the other programme of UNICEF should be involved.
4. Coordination – Work with existing coordination mechanism, which is led by the local government institutions, on child-focused planning, development and coordination and strengthen the same. Do not create parallel coordination mechanism (7.2.38, 7.2.41, 7.4.1, 7.4.5, 8.11).
  5. Capacity development – Develop a strong strategy for capacity development. Develop cadre of master trainers or resource persons at UP and Upazila level and include elected representatives (male and female), office bearers like UP Secretary, government line departments and prominent social workers. Have a long-term plan for training and retraining the cadre. Develop manuals and guidelines for capacity development. Decentralize training with multiple training agencies. Collaborate with line departments and deliver the training through them (7.2.16, 7.2.19, 7.2.20, 7.2.22, 7.2.24, 7.2.25, 7.2.30, 7.4.2, 7.5.2, 8.5, 8.12, 8.13).
  6. Community engagement and Children’s Equity Profile – Develop a strong strategy to engage with the community and mobilise them for strengthening the demand for entitlement and services. Work with community institutions, NGOs and other civil society organizations to achieve this. Generate financial assistance and implement small child-focused programmes, at the union level, as model demonstration sites (7.2.4, 7.2.5, 7.2.6, 7.2.7, 7.2.8, 7.2.12, 7.5.3, 8.15, 8.16). Integrate the Children’s Equity Profile as an integral part of union-level planning process (7.5.1, 8.7, 8.14).

7. Monitoring, Evaluation and Learning – Develop a robust MEL system focusing on outcomes and learning. A programme like LCBCE is important for government, LGIs, line departments, donors and for UNICEF. Involve line departments at the union level in data collection, aggregation, analysis and use. Train departments and elected representatives in data analysis and use. Digitise data entry and management at UP level, link to National Data Bases (7.2.20, 7.2.24, 7.2.46, 7.3.11, 7.3.13, 7.5.4, 7.5.5, 8.8, 8.13, 8.14, 8.17).
  
8. Partners – Partner with relevant ministries at national level for strengthening synergy, other training institutions to decentralize training effort (like Rural Development Academy and Bangladesh Academy for Rural Development), community institutions and civil society organization for strengthening participation and other similar programmes for knowledge sharing (7.4.1, 7.4.2, 7.4.3, 7.5.6, 7.5.7, 7.5.8, 7.5.9, 8.5, 8.12, 8.13, 8.15, 8.16).



आर्य समाज  
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## ANNEXES

## 10.1 List of Respondents

SN	Respondents	Level
1	UNICEF LCBCE Team	National
2	UNICEF Programme Heads	National
3	National Institute of Local Government	National
4	Key Donor and Government Representatives	National
5	Divisional Commissioner	Division
6	Zila Parishad Chairman	Zila
7	ZP CEO	Zila
8	Deputy Commissioner	Zila
9	Deputy Director, Local Government	Zila
10	District Women's Affairs Officer	Zila
11	Executive Engineer, Department of Public Health Engineering	Zila
12	Civil Surgeon	Zila
13	District Primary Education Officer	Zila
14	Superintendent of Police	Zila
15	Upazila Chair - Male/ Female	UpaZila
16	Upazila Vice Chair - Female	UpaZila
17	UNO	UpaZila
18	Upazila Health and Family Planning Officer	UpaZila
19	Upazila primary Education Officer	UpaZila
20	Sub-Assistant Engineer, DPHE	UpaZila
21	Upazila Social Service Officer	UpaZila

SN	Respondents	Level
22	Upazila Women Affairs Officer	UpaZila
23	Upazila Project Manager, ICDP, CHT-DB	UpaZila
24	Officer in Charge (OC) of Concerned Police Station	UpaZila
25	UP Chairman	Union
26	UP Women Member	Union
27	Union Parishad members (All)	Union
28	Elderly Person/ Religious leader	Union
29	NGO Representative (working on children issue)	Union
30	Ward Shava/ PCMC	Union
31	Community - Girls and Boys	Community
32	Community - Women and Men	Community

## 10.2 Evaluation Matrix

LCBCE Programme Evaluation Matrix					
SN	Eval Aspect	Programme - Plain	CHT	Non-programme	Extent
<b>Relevance</b>					
1	To what extent was a standardised package of interventions implemented across the different geographical intervention areas?	Convergence Coordination Committee formed and regular coordination facilitated, training given to trainers and to Elected Women Representatives, development of children's profile and facilitation of bottom-up planning completed in all programme areas	Convergence Coordination Committee formed and regular coordination facilitated, training given to trainers and to Elected Women Representatives, development of children's profile and facilitation of bottom-up planning completed in all programme areas; programme implemented through existing ICDP structures;	Not applicable	High

2	To what extent was the package of interventions relevant and sufficient for achieving the planned outcome and output-level results?	<p>This question has been answered in the light of challenges to local government and community empowerment in spite of significant reforms in the sector. The key challenges, as identified by the programme were:</p> <ul style="list-style-type: none"> <li>- Strengthening Coordination</li> <li>- Due to poor coordination (vertical and horizontal);</li> <li>- Building capacity - Due to lack of capacity on child-centric planning, implementation and monitoring;</li> <li>- Increasing participation</li> <li>- low participation of the community in the planning process;</li> </ul> <p>The programme interventions are highly relevant for the challenges identified.</p>	<p>This question has been answered in the light of challenges to local government and community empowerment in spite of significant reforms in the sector. The key challenges, as identified by the programme were:</p> <ul style="list-style-type: none"> <li>- Strengthening Coordination - Due to poor coordination (vertical and horizontal);</li> <li>- Building capacity</li> <li>- Due to lack of capacity on child-centric planning, implementation and monitoring;</li> <li>- Increasing participation - low participation of the community in the planning process;</li> </ul> <p>The programme interventions are highly relevant for the challenges identified.</p>	Not applicable	High
3	To what extent is the programme aligned with the national legislative and policy framework on local governance?	Relevance to 6th FYP, National Perspective Plan, Millennium Development Goals and the Local Government (Union Parishad) Act, 2009.	In the CHT, the programme was relevant to the Hill District Council Laws.	Not applicable	High
4	To what extent have gender considerations been built into the programme design?	CB of Elected Women Representatives; Union and Upazila profiles include status of women;	CB of Elected Women Representatives; Union and Upazila profiles include status of women;	Not applicable	Medium

Effectiveness					
5	To what extent did the programme support the establishment of effective mechanisms that enable communities to participate in planning processes for children;	LCBCE worked through the Ward Shabas and developed Children's profile; it emphasised on children's issues; union level development is not equated with infrastructure development and includes children's development as well; due to resource limitation, child-focused planning was seen as a burden; community institutions like schools, community clinics and mosques participated in the planning process; women's participation was low;	Para Kormis of the Para Kendras organised through the ICDP project, developed the child-focused profiles; data collected was used at the Para Kendra level to follow-up on children's education and health.	Planning through Ward Sabha meetings, continued; focus on children was evident through regular government priorities on prevention of child marriage, enrolment in primary education, vaccination and birth registration;	Medium
6	To what extent did the programme strengthen local level planning processes (for local government and the sectoral ministries) to reflect the needs of children, including those of the most disadvantaged	Planning through Ward Sabhas and child-centric profile development, successful at the Union level. Data for children and women available in the profiles. Data for disadvantaged communities missing. Union profiles were aggregated into upazila profiles, which were aggregated into district profiles. Little effort done to coordinate at the upazila level. NILG training of the EWRs to strengthen planning process; Orientation of the Convergence Coordination Committees as/ by Master Trainers; Officials of the general administration such as Deputy	LCBCE introduced profile development and planning through the Para Kendras, which act as a micro-level institution. This was successful as the Para Kendras are slowly becoming focal points for several development activities and the Kormis have a strong rapport with community. The process generated a lot of interest and involvement. Information generated through this process was used by the Wards and the Union Parishads,	Focus on children was evident through regular government priorities on prevention of child marriage, enrolment in primary education, vaccination and birth registration; specific data on areas like education, public health, family planning, health - are available; but these are not consolidated as Children's Profile; the government processes and formats have been followed; Children's profile has not been prepared as a part	Medium

		<p>Committees as/ by Master Trainers; Officials of the general administration such as Deputy Commissioner and UNO as well as sectoral officials and district and upazila level provided special impetus to the UPs and Upazilas to make child-focused plans;</p> <p>All UP level planning has to be done as per the "Development Planning Rules" for the Union, 2013; the steps of doing plan have not been followed; the "Planning Committee" of UP has not been involved in the process; planning committee will take inputs from Ward Shabha and relevant standing committee; existing planning tools/ formats of the government has not been considered to develop the micro-plans;</p>		<p>of the planning process; Due to regular advocacy efforts by citizens, civil society organisations and elected representatives, in some unions, the Union Parishad plan supported institutions providing services to children for infrastructure development and meeting the cost of education.</p>	
7	<p>To what extent did the programme strengthen capacity for bottom-up planning, disaster risk management, advocacy and resource mobilization?</p>	<p>The extent of capacity development has been high on bottom-up planning and low on disaster risk mitigation, advocacy and resource mobilization. Higher focus capacity development on bottom-up planning was evident from the analysis of training content. It was also evident from the fact that bottom-up plans were developed throughout the programme area and implemented to some extent.</p>	<p>UNICEF is implementing the Integrated Community Development Programme in Chittagong Hill Tracts in collaboration with Chittagong Hill Tracts Development Board since 1990. The objective is to improve the socio-economic conditions of children and mothers of disadvantaged families through provision of basic services like health, nutrition, education,</p>	<p>Capacities exist on child-focused issues like prevention of child marriage, enrolment in primary education, vaccination and birth registration. These are regular development priorities of the government related to children's' development;</p>	

		<p>LCBCE provided training on disaster risk management and conducted workshop. At some places programme resources have been utilised for disaster response. Evidences of capacities built on disaster risk management is low.</p> <p>There was little evidence of advocacy and resource mobilization as a result of the LCBCE. Programme partnered with NILG, BPATC and KILA in India to develop the training agenda. Trainers who were trained by the programme have trained others. Participants were trained only once. Refresher was not given even to the master trainers. Turnover of service providers and elected representatives were not taken into account. There were no trainings on data utilisation or plan integration at different levels and resource leveraging.</p>	<p>water, sanitation and micro-credit. Hence there is a strong focus on children's rights and development needs. ICDP engages with the Para Centre Management Committee to develop and implement bottom-up plans. The 3rd Phase of the ICDP programme was in implementation during the LCBCE programme. LCBCE has successfully used the Para Kendras to develop child-focused plans. This has augmented the capacities of the local government institutions. Findings similar to that of the plain lands.</p>	<p>planning includes priorities for children and women; it does not include all child-centric elements covered under LCBCE plans; capacities building on child-focused disaster risk management and advocacy is low; resource mobilisation on children's development needs are also low; regular training on planning delivered by NILG, BARD, RDA, Planning Academy.</p>	<p>High - Bottom-up planning Low - Disaster Risk Mitigation Low - Advocacy and Resource Mobilization</p>
8	<p>To what extent did the programme strengthen capacity of authorities at district, upazila and union levels for bottom-up planning, disaster risk management, advocacy and resource mobilization?</p>	<p>Extent of capacity building is medium to high on bottom-up planning, low on disaster risk mitigation and low on advocacy and resource mobilization. Master trainers developed at district level and EWR trained at Union level. Evidences of action taken on bottom-up plans/ needs generated during bottom-up planning process was available. There were</p>	<p>Planning capacities are high at the Para Kendras level as a result the union level plans have strong child-focused;</p>	<p>Regular capacity development done, but not child-focused; sectoral departments are responsive towards the needs of children on specific issues like child marriage, vaccination and birth control</p>	<p>High - Bottom-up planning Low - Disaster Risk Mitigation Low - Advocacy and Resource Mobilization</p>

		<p>little evidence of disaster management, resource mobilisation or advocacy happening due to training programme.</p> <p>General administration at district and upazila level sensitised on children's issues and have developed interest in addressing children's development needs; sectoral departments are responsive towards the needs of children; local government plans at union level are more child-focused and they are allocating resources for projects on children; child-focused plans visible at the union level and not obvious at the upazila or district level; disaster management capacities are strong at the district level, but it is not child-focused; disaster management related capacities are not built at the union and upazila level; capacity to advocate children's rights are visible at all levels, but this is due to priorities of the government; resource allocation has been done at the union level, which is an indication of capacities built; resource allocation is not seen at upzila or district level;</p>		<p>and district administration makes effort to mobilise or allocate resources on the above; there were no child-focused plans at any level comprehensively addressing all the needs of children; disaster management capacities are strong at the district level, but it is not child-focused; disaster management related capacities are not built at the union and upazila level; capacity to advocate children's rights are visible at all levels, but this is due to priorities of the government; resource allocation has been done at the union level, which is an indication of capacities built; resource allocation is not seen at upzila or district level;</p>	
9	How is the sub-national government bringing in local developmental challenges into the national level discussion?	Through the usual route of union, upazila and district, Deputy Commissioner; no evidence to reflect on the effectiveness of the same.	Through the usual route of union, upazila and district, Deputy Commissioner; no evidence to reflect on the effectiveness of the same.	Through the usual route of union, upazila and district, Deputy Commissioner; no evidence to reflect on the effectiveness of the same.	Low

10	To what extent have the planned outcome and output-level results been achieved and what are the major factors influencing the achievement or non-achievement of the results?	The achievement of programme results in terms of strengthened coordination was high and in terms of capacity development and planning was medium. Influencing factors were: policy focus of the government, facilitation by UNICEF, resource available with the UP; willingness and commitment of the Union Parishad and existing civil society initiatives; leadership of the local administration and service providers;	The achievement of programme results in terms of strengthened coordination was high and in terms of capacity development and planning was medium. Influencing factors were Para Kendras, existence of ICDP, traditional leadership and the Hill District Council and resource available with the UP and HDC.	Government initiatives and interest; LGSP; other donor and NGO programmes; leadership of the local government, administration and service providers;	High, Medium
11	To what extent have mechanisms established by the programme been successful in establishing enhanced coordination and synergies between the decentralized authorities of the central administration and the deconcentrated authorities of sectoral line ministries (e.g. health, education, etc.)?	The extent of programme success in ensuring coordination was high. The programme established Convergence Coordination Committee at union, upazila and district level and facilitated coordination through joint review and follow-up action. But the programme did not work with the existing coordination structure rather developed a special coordination mechanism to achieve programme results. This led to confusion and due to absence of a learning/ reflection mechanism, the learning for coordination did not emerge.	Coordination led by HDC and other local government structures; all the functional departments were within the administrative control of the HDC and hence the coordination was stronger; due to ICDP and Para Kendras, grass-root level coordination was better;	In the non-programme area, the regular coordination mechanism was in operation. Overall, there was little evidence to ascertain the extent of coordination between authorities at central and decentralized level of governance.	High
12	To what extent has the programme been able to strengthen vertical coordination between authorities at	There was very little evidence to measure the extent of strengthening of vertical coordination between authorities at central and decentralized level of governance because of the LCBCE programme.	There was very little evidence to measure the extent of strengthening of vertical coordination between authorities at central and decentralized level of	There was very little evidence to measure the extent of strengthening of vertical coordination between authorities at	

	central and decentralized levels of governance?		governance because of the LCBCE programme.	central and decentralized level of governance because of the LCBCE programme.	
13	To what extent has the programme contributed to the leveraging of resources at local level?	LCBCE could leverage resource from other programmes like LGSP, central allocation and other donor or NGO fund, but this happened at the local level and was done by the Union Parishads. Extent of leveraging was unclear as detailed data was not available.	LCBCE could leverage resource from the HDC, LGSP and ICDP, but this happened at the local level and was done by the Union Parishads. Extent of leveraging was unclear as detailed data was not available.	In non-programme areas, resource leveraging reported from LGSP, central allocation and other donor or NGO fund.	Low
14	To what extent has the programme encouraged women to participate in and lead local-level planning processes?	Training of EWRs; women related data in child profile; no mechanism developed to encourage women's participation;	Training of EWRs; women related data in child profile; no mechanism developed to encourage women's participation;	No specific mechanism to enable women to participate in the planning process;	Low
<b>Efficiency</b>					
15	Which management and coordination structures and mechanisms among programme staff and partners have aided the programme? What has worked well and what needs to be strengthened?	Coordination meetings, joint review visits, Planning and Monitoring officer at the district level; facilitating action through Deputy Commissioner;	Coordination meetings, joint review visits, Planning and Monitoring officer at the district level; facilitating action through HDC;	Not applicable	-
16	To what extent do the programme results justify the investment?	Expense data not available at the time of Evaluation. Financial efficiency could not be calculate.	Expense data not available at the time of Evaluation. Financial efficiency could not be calculate.	-	-

17	To what extent is the existing partnership with ERD contributing to achieve the programme results?	There is no existing partnership; relationship could not be formalized and hence accountability could not be fixed; ERD coordinated with the Cabinet Division to follow implementation guidelines.	There is no existing partnership; relationship could not be formalized and hence accountability could not be fixed; ERD coordinated with the Cabinet Division to follow implementation guidelines.	-	Low
18	To what extent is the programme designed and implemented in a way to generate solid evidence from monitoring and evaluation to monitor progress against results and to inform programme adjustments where required?	Tripartite inter-ministerial review, joint monitoring visits by national level partners, Joint monitoring Visits of field programme by Divisional, District, Upazila and Union Committees; quarterly and annual review; no programme-wide MEL system capturing outcomes and learning, critical for such a programme; the Monitoring Results for Equity Systems (MoRES) was implemented in some of the unions but could not be extended to all programme unions due to lack of coordination, lack of interest, absence of supportive supervision and lack of human resources of the government.	Tripartite inter-ministerial review, joint monitoring visits by national level partners, Joint monitoring Visits of field programme by Divisional, District, Upazila and Union Committees; quarterly and annual review; no programme-wide MEL system capturing outcomes and learning, critical for such a programme; the Monitoring Results for Equity Systems (MoRES) was implemented in some of the unions but could not be extended to all programme unions due to lack of coordination, lack of interest, absence of supportive supervision and lack of human resources of the government.	-	Low

19	To what extent has the programme improved local level monitoring of the situation of children and established effective and sustainable mechanisms to continue to do so?	LCBCE programme had three distinct yet interrelated mechanisms for local level monitoring of the situation of children, i.e.: (i) development of children's equity profiles at union, upzila and district level; (ii) facilitating planning and monitoring functions through Planning and Monitoring Officer; and (iii) joint monitoring visits, which were conducted by local government representatives and administrative officials; but these was no programme-wise MEL system for tracking outcomes and learning as written above.	LCBCE programme had three distinct yet interrelated mechanisms for local level monitoring of the situation of children, i.e.: (i) development of children's equity profiles at union, upzila and district level; (ii) facilitating planning and monitoring functions through Planning and Monitoring Officer; and, (iii) joint monitoring visits, which were conducted by local government representatives and administrative officials; but these was no programme-wise MEL system for tracking outcomes and learning as written above.	-	Low
<b>Sustainability</b>					
20	To what extent has the programme systematically built on existing institutions mandated by government, promoted national ownership as well as capacity building and skills transfer to national and decentralized level of government in order for the government to be able to sustain the programme?	Partnered with ERD, CD and MoWCA; relationship not formalised; programme implemented through public administrators; capacities of service providers and elected representatives built to address issues of children and women; local government institutions participated in profile development;	Partnered with ERD, CD and MoWCA; relationship not formalized; programme implemented through public administrators; capacities of service providers and elected representatives built to address issues of children and women; local government institutions participated in profile development;	-	

21	To what extent has the programme been able to leverage other partners and networks including government resources to make the programme sustainable?	UNICEF worked with Economic Relations Division, Cabinet Division and MoWCA to deliver the programme. Apart from these, LCBCE collaborated with NILG and BAPTC in Bangladesh and KILA in India to deliver on the capacity development agenda. There were no other partnerships established at the national level. There were no partnerships at the district, upzila or union level. At union level, the resource from Local Government Support Project has been leveraged to deliver the micro-plans. In CHT, the Para Kendras organized under the ICDP of UNICEF actively collected data and formulated plans. But these were not by design.	UNICEF worked with Economic Relations Division, Cabinet Division and MoWCA to deliver the programme. Apart from these, LCBCE collaborated with NILG and BAPTC in Bangladesh and KILA in India to deliver on the capacity development agenda. There were no other partnerships established at the national level. There were no partnerships at the district, upzila or union level. At union level, the resource from Local Government Support Project has been leveraged to deliver the micro-plans. In CHT, the Para Kendras organized under the ICDP of UNICEF actively collected data and formulated plans. But these were not by design.	-	
22	Are there any other evident ways to ensure sustainability?	Not in the current form	Not in the current form	-	-
<b>Scalability</b>					
23	Which particular interventions show potential for scale-up?	Children's profile, developing cadre of trainers; engaging with micro-institutions, joint monitoring visits	Children's profile, developing cadre of trainers; engaging with micro-institutions, joint monitoring visits	-	-

24	<p>To what extent has the programme generated solid evidence on the effectiveness and scalability of interventions that is being fed back into programme design? What is the evidence that the project is scalable; which of the project components have the potential for scale</p>	<p>Bottom-up plans have been developed integrating the child profile and have been implemented to some extent. Limited resources have been a key influencing factor for implementation of plans. But the profile itself has highlighted the need to look at children's issues separately in the development planning process. The special coordination mechanism developed a space for the elected representatives and the service providers to come on one platform and join hands to address children's issues. It has also developed trust and camaraderie amongst the two stakeholders. Several instances of action taken on issues identified were also reported from the field. Capacity building has been limited success as it was dealt as an event and not as a process in itself. It was not strategically planned and delivered. Existence of bottom-up plans signify that the training on the same was effective; but evidences of improved capacity on disaster risk management, advocacy and resource mobilization, as a result of training, was not evident. As written in the beginning of this section, the programme in the current form is not scalable. But the coordination, capacity development and micro-planning have potential for scale-up.</p>	<p>Bottom-up plans have been developed integrating the child profile and have been implemented to some extent. Limited resources have been a key influencing factor for implementation of plans. But the profile itself has highlighted the need to look at children's issues separately in the development planning process. The special coordination mechanism developed a space for the elected representatives and the service providers to come on one platform and join hands to address children's issues. It has also developed trust and camaraderie amongst the two stakeholders. Several instances of action taken on issues identified were also reported from the field. Capacity building has been limited success as it was dealt as an event and not as a process in itself. It was not strategically planned and delivered. Existence of bottom-up plans signify that the training on the same was effective; but evidences of improved capacity on disaster risk management, advocacy and resource mobilisation, as a result of training, was not evident. As written in the beginning of this section, the programme in the current form is not scalable. But the coordination, capacity development and micro-planning have potential for scale-up.</p>	-	Low
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25	Relevant partners for UNICEF in the next phase of the programme	<p>At national level - Local Government Division, Cabinet Division, Ministry of Women and Children Affairs, Ministry of Chittagong Hill Tracts Affairs, ERD, Health and Family Welfare, Primary and Mass Education, Ministry of Education, Ministry of Disaster Management and Relief, and Bangladesh Bureau of Statistics.</p> <p>For CB - NILG, BAPTC, Rural Development Academy Bogra, Bangladesh Academy for Rural Development Comilla, National Academy for Planning;</p> <p>For learning and knowledge exchange - Local Government Support Project, Union Parishad Governance Project, Upazila Parishad Governance Project, Sharique, supported by SDC, Shouhardo, supported by CARE</p>	<p>At national level - Local Government Division, Cabinet Division, Ministry of Women and Children Affairs, Ministry of Chittagong Hill Tracts Affairs, ERD, Health and Family Welfare, Primary and Mass Education, Ministry of Education, Ministry of Disaster Management and Relief, and Bangladesh Bureau of Statistics.</p> <p>For CB - NILG, BAPTC, Rural Development Academy Bogra, Bangladesh Academy for Rural Development, Comilla, National Academy for Planning;</p> <p>For learning and knowledge exchange - Local Government Support Project, Union Parishad Governance Project, Upazila Parishad Governance Project, Sharique, supported by SDC, Shouhardo, supported by CARE</p>		
<b>Lessons Learned</b>					
26	What lessons can be drawn from the last 4 years of programme implementation to ensure that LCBCE programming continues to be relevant	A strong accountability at the national level is crucial to the success of a programme like LCBCE; New coordination mechanisms yielded results but did not help the existing coordination mechanism; One-off centralized training events are highly insufficient to address the capacity	A strong accountability at the national level is crucial to the success of a programme like LCBCE; New coordination mechanisms yielded results but did not help the existing coordination	-	-

	to achieving results towards behaviour and social change?	requirements of the local government and the community in the long-run; Inputs tracking or tracking of impact level indicators was insufficient for tracking results of LCBCE;	mechanism; One-off centralized training events are highly insufficient to address the capacity requirements of the local government and the community in the long-run; Inputs tracking or tracking of impact level indicators was insufficient for tracking results of LCBCE;		
27	What adjustments need to be made to programming strategies in the upcoming Country Programme?	Work with the existing coordination mechanism and strengthen the same. Bring in children's development needs into the agenda of the coordination events. Develop a cadre of resource persons, but do so level at all levels of local government. Train male as well as female elected women representatives as master trainers. Provide union level training through the government departments and co-opt them as trainers. Engage with other key government departments as partners in training and implementation; Generate resources for the union through local planning processes or from other UNICEF and non-UNICEF sources to implement child focussed initiatives.	Work with the existing coordination mechanism and strengthen the same. Bring in children's development needs into the agenda of the coordination events. Develop a cadre of resource persons, but do so level at all levels of local government. Train male as well as female elected women representatives as master trainers. Provide union level training through the government departments and co-opt them as trainers. Engage with other key government departments as partners in training and implementation; Generate resources for the union through local planning processes or from other UNICEF and non-UNICEF sources to implement child focussed initiatives.	-	-

## 10.3 Tools

### Evaluation of the Local Capacity Building and Community Empowerment Programme UNICEF, Dhaka, Bangladesh

#### Key Informant Interview-Elected representatives and officials at Upazila and Union level

Formal greetings and introduction - My name is [state your name] and I am doing a research on Local Capacity Building and Community Empowerment. This programme was implemented by UNICEF to build capacities of the elected representatives and government officers and improve the situation of children and women in the Upazillas and in the Unions. I want to learn from your experiences about the programme and its results and would like to discuss with you. Will you speak to me? Yes, No

1	Name:			
2	Designation:			
3	Level:	Zilla, UpaZilla, Union		
4	Since when are you in the position and in this area?(in numbers of years completed)			
5	Have you taken any training on local government in the last five years?	Yes	No	
6	Number of trainings you attended in the last five years? (Write numbers of training)			
7	What was the subject/ title/ main content of the training?	Who gave you training? Institution/ source  <u>Source: Government/ LCBCE-NILG/ Other programmes like LGSP, UPGP, UZGP, SHARIQUE</u>  <i>(If the LCBCE supported training does not come up, prompt if the respondent had taken any training under the LCBCE programme)</i>	<b>What did you learn?</b> <i>(request the respondent to be as specific as possible)</i>	<b>Utilisation of learning</b> <i>(Request the respondent to be as specific as possible. Always link the learning to utilisation)</i>
7a				
7b				
7c				
7d				
7e				

9	What has changed as a result of your taking action	Broad Topic (Topics could be related to local planning, disaster risk management, resource mobilisation at the local government level, issues related to children and women like education, health, nutrition, water, sanitation and hygiene, and child protection)	Change	Evidence (Evidence could be data/ information/ visuals/ case narrative/ perception)
10	What challenges have you faced to practice learning and provide better services to the children and women? State, three key challenges that you have faced in the last five years	1		
		2		
		3		
11	Please rank how satisfied were you with the training and what were the reasons?	Rank	Smiley	Reasons

12	What are your suggestions to improve the capacity of the local government and empower the community? Please share a maximum of three.			
13	Following are perception level questions to know what the self-assessment of the respondent in terms of their capacities and abilities is. Read out the statement and ask the respondent to rank themselves on the following scale. Use a five-point scale to do so: 1 – 0%, 2 – 25%, 3 – 50%, 4 – 75%, 5 – 100%.			
	a) I can mobilise people and motivate them to participate in the planning process			
	b) I can facilitate problem analysis, need identification, feasibility assessment and provide technical inputs			
	c) I can do cost estimation and budgeting for development interventions			
	d) I have knowledge of rules, acts and regulations			
	e) I have knowledge of different development schemes			
	f) I can mobilise and utilise resources			
	g) I can develop a complete plan and aggregate plans			
	h) I can implement, manage and monitor plans			
	i) I can coordinate with departments and elected representatives			

**Evaluation of the Local Capacity Building and Community Empowerment Programme**  
**UNICEF, Dhaka, Bangladesh**  
*Key Informant Interview – Divisional Commissioner*

Formal greetings and introduction – We are doing a research on Local Capacity Building and Community Empowerment. This programme was implemented by UNICEF to build capacities of the elected representatives and government officers and improve the situation of children and women in the Upazillas and in the Unions. We would like to speak to you about your experiences. Kindly give us some time.

1. Do you know about Government of Bangladesh and UNICEF joint programme on children and women? Yes/ No
2. In the implementation of the above, what does your office play (select multiple)

Programme Review	<input type="checkbox"/>
Review of data on education, health and nutrition, WASH and protection	<input type="checkbox"/>
Development Coordination	<input type="checkbox"/>
Presiding over meeting	<input type="checkbox"/>
Others, specify.....	<input type="checkbox"/>

3. What are your thoughts on achievement of SDGs in the division?
4. What programme are being implemented to achieve the SDG goals?
5. Are you aware of LCBCE programme? (Yes/No)? (If no, go to question number – 13)
6. If yes, how do the convergence committees coordinate the activities of education, health, nutrition, WASH and child protection?
7. How has the LCBCE programme helped in creating coordination mechanism at different levels?
8. Did LCBCE strengthen existing coordination mechanism or established new coordination mechanism? How?
9. What capacities of the elected representatives and officials been built by the LCBCE programme in your experience?
10. Would programmes like LCBCE be implemented as standalone programme or aligned with Zilla Parishad? (Brief about LCBCE programme first and then ask the question)?
11. What are the advantages and challenges of doing so?

**Evaluation of the Local Capacity Building and Community Empowerment Programme**  
**UNICEF, Dhaka, Bangladesh**  
*Key Informant Interview – DC/ UNO/ Chairperson UZP/DDLG*

Formal greetings and introduction –We are doing a research on Local Capacity Building and Community Empowerment. This programme was implemented by UNICEF to build capacities of the elected representatives and government officers and improve the situation of children and women in the Upazillas and in the Unions. We would like to speak to you about your experiences. Kindly give us some time.

1. Do you know about Government of Bangladesh and UNICEF joint programme on children and women? Yes/ No
2. In the implementation of the above, what does your office play (select multiple)

Programme Review	<input type="checkbox"/>
Review of data on education, health and nutrition, WASH and protection	<input type="checkbox"/>
Development Coordination	<input type="checkbox"/>
Presiding over meeting	<input type="checkbox"/>
Others, specify.....	<input type="checkbox"/>

3. What are your thoughts on achievement of SDGs in the district/upazila?
4. What programme are being implemented to achieve the SDG goals?
5. Are you aware of LCBCE programme? (Yes/No)? (If no, go to question number – 13)
6. If yes, how does the convergence committee coordinate the activities of education, health, nutrition, WASH and child protection in your district/upazila?
7. How has the LCBCE programme helped in creating coordination mechanism at the district, Upazilla and Union level?
8. Did LCBCE strengthen existing coordination mechanism or established new coordination mechanism? How?
9. What is your experience of UZP and UP developing children and women centric plan with the help of LCBCE programme?
10. What capacities of the elected representatives and officials been built by the LCBCE programme in your experience?
11. Have the UZP and UP mobilised resources to implement children and women centric programme?

Programme Area	Programme

12. What advocacy has been done by the UPZP and the UP to address requirements of the children and women?
13. Would programmes like LCBCE be implemented as standalone programme or aligned with Zilla Parishad? (Brief about LCBCE programme first and then ask the question)?
14. What are the advantages and challenges of doing so?

**Evaluation of the Local Capacity Building and Community Empowerment Programme**  
**UNICEF, Dhaka, Bangladesh**  
*Electronic Survey – DC/ UNO/ Chairperson UZP/DDLG*

Formal greetings and introduction –We are doing a research on Local Capacity Building and Community Empowerment. This programme was implemented by UNICEF to build capacities of the elected representatives and government officers and improve the situation of children and women in the Upazillas and in the Unions. We would like to speak to you about your experiences. Kindly give us some time.

1. Do you know about Government of Bangladesh and UNICEF joint programme on children and women? Yes/ No
2. In the implementation of the above, what does your office play (select multiple)

Programme Review	<input type="checkbox"/>
Review of data on education, health and nutrition, WASH and protection	<input type="checkbox"/>
Development Coordination	<input type="checkbox"/>
Presiding over meeting	<input type="checkbox"/>
Others, specify.....	<input type="checkbox"/>

3. Are you aware of LCBCE programme? (Yes/No)? (If no, go to question number – 7)
4. If yes, how do you coordinate the activities of education, health, nutrition, WASH and child protection in your district?
5. How has the LCBCE programme helped in coordination at the district, Upazilla and Union level?
6. Did LCBCE strengthen existing coordination mechanism or established new coordination mechanism? How?
7. Would programmes like LCBCE be implemented as standalone programme or aligned with Zilla Parishad? (Brief about LCBCE programme first and then ask the question)?
8. What are the advantages and challenges of doing so?

**Evaluation of the Local Capacity Building and Community Empowerment Programme**  
**UNICEF, Dhaka, Bangladesh**  
*Group Interview Category: Boys/ Girls*

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Introduction – [Formal Greetings. We are (team introduction) and we are doing a research on Local Capacity Building and Community Empowerment. This programme was implemented by UNICEF to build capacities of the elected representatives and government officers and improve the situation of women and children in the Upazillas and in the Unions. We want to learn from your experiences about the programme and its results and would like to ask you some questions. We will sit and discuss about it together. Will you give some time?

1. What are the various things that children do in this village? Take the domains of education, WASH, Health, Nutrition and Child Protection and talk to children separately on each domain.
2. What are the major problems children face in their daily life in the village?
3. How do you solve your problems? Whose help do you take?
4. What has been the major changes in children's life in the last five years?
5. Who/What has contributed to this change, in your view?
6. What should be done to improve children's life in your village?

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**Evaluation of the Local Capacity Building and Community Empowerment Programme**  
**UNICEF, Dhaka, Bangladesh**  
*Group Interview Category: Men/ Women*

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1. What are the various things that women and children do in this village?
2. What are the major problems women and children face in their daily life in the village?
3. How do you/ they solve your problems? Whose help do you take?
4. What has been the major changes in women and children's life in the last five years?
5. Who/What has contributed to this change, in your view?
6. What should be done to improve women and children's life in your village?

## Evaluation of the Local Capacity Building and Community Empowerment Programme UNICEF, Dhaka, Bangladesh

### *Group Interview Category: UP Members/ Upazila Elected Representatives*

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1. Have you taken any training on women and children (under LCBCE programme) in the last five years?
2. What are the topics on which you took training?
3. What is the source of training?/Who gave you training?
4. What did you learn from the training?
5. How did you utilise the learning?
6. What changes have come because of this?
7. What challenges did you face?
8. What are the suggestions to improve life of women and children in your Union?

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### **Discussion Outline – National Consultative Workshop on 15-Jun-17**

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1. How can the capacities of sub-national government be built to deliver results for children and women on the following priorities:
  - a. Health: U-5 mortality, infant mortality, maternal mortality, immunisation, skilled birth attendant, Antenatal care services, post-natal care services;
  - b. Water, Sanitation, Hygiene: Safe drinking water, access to improved sanitation, hygiene practices;
  - c. Nutrition: Underweight and stunting in children under 5, exclusive breast feeding;
  - d. Education: Net enrolment for primary and secondary level, primary completion rates;
  - e. Protection: Ending child marriage, gender-based violence in emergencies
2. What are the coordination challenges? Should it be stand-alone intervention or aligned with the local government at respective levels?
3. How to monitor so that relevant, correct and quality information is available?
4. How do you involve all the functional ministries at the national level?
5. Should similar programme be aligned with the Zilla Parishad at the district level?  
How to better link with Zilla Parishad?

**Evaluation of the Local Capacity Building and Community Empowerment Programme**  
**UNICEF, Dhaka, Bangladesh**  
*Electronic Survey for Deputy Commissioners*

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Introduction – [Formal Greetings. We are (team introduction) and we are doing a research on Local Capacity Building and Community Empowerment. This programme was implemented by UNICEF to build capacities of the elected representatives and government officers and improve the situation of women and children in the Upazillas and in the Unions. We want to learn from your experiences about the programme and its results and would like to ask you some questions. We will sit and discuss about it together. Will you give some time?

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5. How did you utilise the learning?
6. What changes have come because of this?
7. What challenges did you face?
8. What are the suggestions to improve life of women and children in your Union?

The Government of Bangladesh and UNICEF jointly incorporated the ‘Local Capacity Building and Community Empowerment (LCBCE) Programme’ in its Country Programme 2012-2016. The expected outcome-level result of the programme is stated as “By 2016, Local Government Institutes (LGIs) and Civil Society Organizations, in particular those in 20 selected districts and select urban areas, are more effective in ensuring the realization of the rights of the children and women with equity’. UNICEF has commissioned an evaluation of the programme understand the outputs and outcomes of the programme and draw lessons for future programme. As a part of the evaluation, we are sending you this electronic survey to document your experiences on local government capacities and community empowerment. Your responses will help UNICEF design a better programme for the future.

Name of District: \_\_\_\_\_ District Code: \_\_\_\_\_

Name of Deputy Commissioner: \_\_\_\_\_

Working Period in this District: From \_\_\_\_\_ to \_\_\_\_\_

Contact Number: \_\_\_\_\_ E-Mail: \_\_\_\_\_

1	What coordination mechanism do you use for coordinating with elected representatives on planning and implementation of development programmes related to children and women in your area? (multiple options possible)		
	a	Conduct/ participate in joint planning events	
	b	Conduct/facilitate monthly development co-ordination meeting with different sector officials at district level	
	c	Conduct/facilitate meeting with local government institutions (Zila Parishad, Upazila Parishad)	
	d	Conduct/facilitate meeting with Upazila Nirbahi officers at district level	
	e	Conduct/facilitate meeting with different sector officials at upazila level	
	f	Conduct/ participate in joint monitoring and review exercises	
	g	Verbal communication with sector officials	
	h	Call for specific meetings/ events	
	i	Any other, specify.....	
2	How efficient is the current coordination mechanism?		
	a	Highly efficient	
	b	Moderately efficient	
	c	Efficient	
	d	Inefficient	
	e	Highly inefficient	
3	What are the challenges of coordination with line department and elected representatives? Three responses?		
	a	Irregular representation of sector head at district level coordination meeting	
	b	Lack of interest of sector heads in district level coordination meeting as they report directly to respective line departments	
	c	Lack of interest of elected representatives in co-ordination meeting	
	d	Legal framework does not bound elected representatives to attend the coordination meeting or organize coordination meeting	
	e	Busy schedule of sector representatives	
	f	Busy schedule of elected representatives	
	g	Budgetary limitation for co-ordination meeting	
	h	A number of agenda with limited time where children issues are not prioritised	
	i	Others, specify.....	
4	What could be done to improve the coordination?		
	a	Strengthening legal framework for participation of sector heads and Chair of local government bodies at district and upazila	
	b	Strictly follow rules and regulation for coordination at different tiers?	
	c	Additional budgetary provision and human resources to address children's issues	

5	Have you leveraged resources from other sources for implementing development programmes related to children and women in your area? Yes/ No?	If no, skip to Q - 7
6	(If yes) From which source have you leveraged resources for doing so?	
	a Central allocation	
	b Union Parishad/ UPZ Parishad/ Zilla Parishad Fund	
	c LGSP/ Donor Fund	
	d Sectoral allocation	
	e Local revenue	
	f Donor/ NGO Fund	
	g Community contribution	
	h Individual donation	
	i Others, specify.....	
7	Are you satisfied with the resources you leveraged for implementing children and women related programmes?	
	a Highly satisfied	
	b Moderately satisfied	
	c Satisfied	
	d Unsatisfied	
	e Highly unsatisfied	
8	What are the challenges to leveraging resources?	
	a Funds were not released	
	b Did not get sufficient fund	
	c The fund flow was not smooth	
	d Lack of participation of relevant stakeholders at planning level	
	e Channel of fund according to the priorities already set	
	f Others, specify...	
9	Do you practice bottom-up planning process in your planning exercises? Yes/ No	
10	What is the level of participation of the community in the bottom-up planning process?	
	Very high	
	High	
	Average	
	Low	
	Very low/ No participation	
11	Is there a disaster risk mitigation plan in your area? Yes/ No	
12	Does it include elements related to children and women in your area? Yes/ No	
13	Has the plan been shared with the community? Yes/ No	

14	Please tick the things that have improved in your area since 2012 and also mark the level of their changes?						
	Areas	Improved (Yes/ No)	Very High	High	Average	Low	No
	a	Nutrition level of children and women					
	b	Health of children and women					
	c	Education of children					
	d	Water, Sanitation and Hygiene					
	e	Protection of Children					
15	Why is there low improvement or no improvement?						
	a	Lack of adequate capacity of government officials at district/ upazilla level					
	b	Lack of adequate capacity of elected representatives at Union Parishad or, Upazilla Parishad level					
	c	Lack of adequate sensitization of national level policy makers/ministries					
	d	Low/ no participation of the community in planning, implementation and monitoring of development programmes					
	e	Lack of central level guidance, monitoring and reporting on the issues by the specific ministries					
	f	Lack of coordination at the central level					
	g	Others, specify.....					
16	What suggestions do you have for a programme, which focuses on building local government capacity and empowerment of communities? (Please provide three suggestions)						
	a						
	b						
	c						