

Government of the People's Republic of Bangladesh

Local Government Engineering Department

Second Urban Governance and Infrastructure Improvement (Sector) Project (UGIIP-II)

Quarterly Progress Report (QPR – 7)

PERIOD: JULY – SEPTEMBER, 2010



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SECTION ONE Introduction

1.1 Background

The most important lesson learned from the First Urban Governance and Infrastructure Improvement (Sector) Project (UGIIP-I) was that, improvement of urban infrastructure of service delivery can be achieved more effectively by linking it with governance reform and creating proper incentive mechanism through

- Performance-based allocation of funds to create incentives for Pourashavas to improve their governance and management
- Participation of citizens in urban management to improve responsiveness and accountability of elected leaders of Pourashavas
- Proper urban planning for efficient use of resources, and
- Effective tax enforcement to improve the financial sustainability of the Pourashavas

The Second Urban Governance and Infrastructure Improvement (Sector) Project (UGIIP-II) is designed based on the experience of UGIIP-I and is being implementing in 35 selected Pourashavas. The list of Pourashava is presented in **Table 1.1**.

Table 1.1: List of Pourashava under UGIIP – II

Sl. No	Dhaka Division	Sl. No	Rajshahi Division
01.	Mymensingh (A)	01.	Rangpur (A)
02.	Faridpur (A)	02.	Thakurgaon (A)
03.	Jamalpur (A)	03.	Natore (A)
04.	Munshigonj (A)	04.	Dinajpur (A)
05.	Ghorashal (A)	05.	Kurigram (A)
06.	Sreepur (B)	06.	Ghaibhanda (A)
08.	Bhanga (B)	07.	Sirajgonj (A)
07.	Mirzapur (C)	08.	Nachole (C)

Sl. No	Chittagonj Division	Sl. No	Khulna Division
01.	Cox's Bazar (A)	01.	Shatkhira (A)
02.	Noakhali (A)	02.	Jhenaidha (A)
03.	Chandpur (A)	03.	Narail (A)
04.	Brahman Baria (A)	04.	Bhagerhat (A)
05.	Comilla (A)	05.	Benapole (C)
06.	Chowmohani (A)		
07.	Parshuram (C)		

Sl. No	Barisal Division	Sl. No	Sylhet Division
01.	Bhola (A)	01.	Sunamgonj (A)
02.	Barguna (A)	02.	Sreemonghal (A)
03.	Jhalakhati (A)	03.	Golapgonj (C)
04.	Kalapara (C)		

1.2 Objectives of the Project

Primary objectives of the project are to promote sustainable human development, economic growth and poverty reduction by improving urban governance, developing urban infrastructure and services, enhancing municipal management and strengthening capacity to deliver municipal services especially for the poor in targeted Pourashavas. To achieve the stated objectives, the project is assisting the selected Pourashavas in the followings:

- Enhance capacity of Pourashavas to implement, operate, manage and maintain basic urban services
- Improve urban governance by implementing a set of programs
- Increase accountability of Pourashavas towards their citizens
- Provide improved physical infrastructure and urban services

1.3 Special Features/ Issues of the Project

- Performance Based Allocation

On successful performance based on evaluation criteria in 1st Phase Activities, (Formation of TLCC, WLCC, CBO, GC, TPU, PDP Preparation and Activation of Tax Section), the Pourashava will proceed to 2nd Phase and will receive fund for investment

- Participatory Urban Planning

Preparation of Pourashava Development Plan (PDP) involving all class of people including male, female and poor will make Pourashava officials and elected representatives more accountable to communities and increase transparency on the use of resources and achievements in improving service delivery.

- Pro-poor Urban Development

PRAP identifying & formulating specific action for poverty reduction will be incorporated in the PDP and 5% budget will be earmarked in the PRAP to finance basic services for the poor in slums.

- Private Sector Participation

Private Sector Participation (PSP) will be encouraged in Operation and routine maintenance of bus and truck terminals, and solid waste management through competitive bidding.

1.4 Objective of the Report

The objective of the report is to supports the UMSU and the PMO in monitoring, evaluation and ranking of performance of Pourashavas according to UGIAP and also to support the LGD, LGED and MPRC in the fields of:

- strengthening performance monitoring
- strengthening budgetary process of block grand to Pourashava
- strengthening other policy issues in urban sector, and
- assisting MPRC in utilizing monitoring to sustain governance reforms in the Pourashavas

1.5 Fund Allocation Procedures of the Project

The project requirement provides that, the amount of investment funds to be allocated to the participating Pourashavas depend on its performance in governance improvement as defined in the UGIAP. The Pourashavas initially included in the project will qualify for entry in to the Phase II if the Pourashava meet the performance criteria specified in the UGIAP. Evaluation of each of the Pourashava is mandatory at the end of each phase for ranking by the MPRC for fund allocation.

The amount of fund to be allocated varies on the level of performance of UGIAP of the Pourashava. Pourashava that fails to meet Phase - I UGIAP performance criteria will lose entitlement for fund allocation.

- On successful completion of Phase - I criteria, the Pourashava will proceed to Phase-II and will receive 50% fund for investment
- On successful performance in Phase-II, the Pourashava will proceed to Phase-III with additional funding for investment as follows:
 - **Fully Satisfactory:** *If the Pourashava meets all Phase-II performance criteria to a fully satisfactory level, it will receive remaining 50% of the investment ceiling.*
 - **Satisfactory:** *If the Pourashava meets all minimum requirements of Phase-II performance criteria, it will receive 25% of the investment ceiling.*
 - **Unsatisfactory:** *If the Pourashava fails to meet all minimum requirements of Phase-II performance criteria, it will receive no additional fund.*

SECTION TWO

UGIAP Implementation and Monitoring

2.1 Introduction

Lessons learnt from implementation of different infrastructure development projects in the urban areas indicated that along with physical provision of services improvement of urban governance through community participation in planning, implementation, management, cost sharing and active local institutions for implementation and management are the most important pre-conditions for sustainability of such project. Based on the success of UGIIP – I, the project adopts a performance base allocation of investment fund as it is proven to be an effective intensive mechanism for governance improvement.

The project considered that, the beneficiary groups would be the central focus for planning, implementation and management of infrastructure services. The project decided to facilitate the community people to understand the issues of decisions making, planning, implementation, financing and identification of infrastructure services need, its problems and solutions thereof for their respective areas through a force of organized community people.

Therefore, the project plans to form Community Based Organization (CBO) at the community level involving community people of an area and or cluster of 200-300 households, Ward Level Coordination Committee at the ward level and Town Level Coordination Committee (TLCC) at Pourashava Level involving different stakeholders of the Pourashava.

One of the components of the project is to improve the governance of the Pourashavas. The Government also committed to strengthen Local Government Institutions (LGIs) through decentralization of policy decisions, resources mobilization and capacity building with special reference to transparency, accountability and financial management. The project therefore, thought that, effective involvement of stakeholders and functioning of TLCC, WLCC and CBO would greatly contribute to the smooth implementation of such urban Governance and Infrastructure Improvement project leading to a sustainable development of the Pourashavas.

In Phase-I Pourashava started governance improvement activities by formulating essential institutions such as TLCC, WLCC, GC, TPU and CBOs and preparation of the PDP.

2.2 Monitoring of UGIAP Activities

The project developed a chain of monitoring system involving the PME team, project field staff and the PIU and PMO personnel for monitoring the performance of UGIAP activities in terms of progress and process monitoring. The objective of such monitoring is to keep the activities in the right tracts of objectives and goal and to develop the potentialities of different committees formed under this project at different level of the Pourashavas and to assess their achievement in relation to the targeted activities as defined in the UGIAP.

PME team developed different monitoring tools and techniques for conducting regular monitoring of UGIAP activities. Regional coordinators and facilitators in the Pourashava engaged under GICD consultants and the PIU personnel in the respective Pourashava were responsible for day to day monitoring and supervision of UGIAP activities. The GICD staff facilitate the UGIAP activities and also maintained liaison with the PMO, PIU and stakeholders for necessary cooperation and coordination among the committees leading to the smooth and coordinated implementation of the activities.

2.3 Monitoring Tools and Techniques

Based on the designed UGIAP activities and tasks, different monitoring formats are developed for monthly and quarterly monitoring of activities. These formats formed the basis of reporting the implementation progress on a monthly and quarterly basis by the participating Pourashavas with the assistance of facilitators engaged under GICD consultants. The designed UGIAP monitoring formats included the followings.

- Form 01: Town Level Coordination Committee (TLCC) Establishment
- Form 02: Ward Level Coordination Committee (WLCC) Establishment
- Form 03: Community Based Organization (CBO) Establishment
- Form 04: Formation of Gender Committee (GC)
- Form 05: Town Planning Unit (TPU) Establishment

- Form 06: Preparation of Pourashava Development Plan (PDP)
- Form 07: Interim Assessment of Holding Taxes

The PME team carried out regular monitoring of UGIAP activities through field visits and observations, and discussions with the Pourashava authorities, the members of different committees and target community people. Different methods were also used to assess the quality of process of tasks including;

- Focus group discussion
- Community interaction
- Workshop
- Progress review meeting
- Direct observation
- Photograph
- Video clip

Based on the findings of the monitoring, the PME team provides feed backs to the PMO to facilitate the PMO in decision making for any refinement of process and activities. The key findings and lessons are also documented during discussions and field visits, and disseminated to different committee's concerned for sharing, learning and improvement of UGIAP activities.

2.4 Progress of UGIAP Implementation

The formats designed based on the defined 7 UGIAP activities were used as progress reporting tools. The monthly and quarterly progress reports collected from the Pourashava were computerized in a systematic manner using a customaries software program. Details progress of Phase – I UGIAP activities are presented in the following paragraphs.

2.4.1 Establishment of Town Level Coordination Committee (TLCC)

Town Level Coordination Committee (TLCC) has already been established in each of the 35 project Pourashavas consistent with the requirement of Local Government Act, 2009 with required composition. All TLCC has been operating according to the guideline as developed for implementation of Urban Governance Improvement Action Plan (UGIAP) and each TLCC conducted 3 or more meetings as per requirement of UGIAP. Details of TLCC are shown in **Table 2.1**.

Table 2.1 : TLCCs, Members and Meetings

Key Activities	No. of TLCC	Total Members		Poor Representative		Meeting Conducted
		Male	Female	Male	Female	
Establishment of TLCC	35	1162	588	133	123	168

2.4.2 Establishment of Ward Level Coordination Committee (WLCC)

Ward Level Coordination Committee (WLCC) has been established in each of the wards of project Pourashavas consistent with the requirement of Local Government Act, 2009 with required composition. All WLCC has been operating according to the guideline as developed for implementation of UGIAP and each WLCC conducted 2 or more meetings in all wards as per requirement of UGIAP. Details of WLCC are shown in **Table 2.2**.

Table 2.2 : WLCCs, Members and Meetings

Key Activities	No. of WLCC	Total Members		Poor Representative		Meeting Conducted
		Male	Female	Male	Female	
Establishment of WLCC	369	2166	1524	332	434	1716

2.4.3 Formation of Community Based Organization (CBO)

CBO has been formed in each area/cluster of having 200-300 households under the leadership of ward councilor and formed executive committee involving the local community people as per TOR. A total of 1750 CBOs have been formed depending on the population and households of the Pourashavas. All CBOs have been operating according to the guideline and each CBO conducted at least 2 meetings as per requirement of UGIAP. Details of CBOs are shown in **Table 2.3**.

Table 2.3 : CBOs, Members and Meetings

Key Activities	No. of CBO	Members			Meeting Conducted
		Male	Female	Total	
Formation of CBO	1750	13,937	7051	20,988	3,608

2.4.4 Formation of Gender Committee (GC)

Gender Committee (GC) has been formed in all UGIIP-II Pourashavas consistent with the TOR and also has been operating according to the guideline as developed for implementation of Urban Governance Improvement Action Plan (UGIAP). Each GC conducted 2 or more meetings as per requirement of UGIAP. Details of GC are shown in **Table 2.4**.

Table 2.4 : GCs, Members and Meetings

Key Activities	No. of GC	Members			Meeting Conducted
		Male	Female	Total	
Formation of GC	35	124	118	242	444

2.4.5 Establishment of Town Planning Unit (TPU)

Town Planning Unit (TPU) has been established in all 35 Pourashavas consistent with the requirement of Local Government Act, 2009 with required composition and TOR. As per requirement of the TOR all 'A' category Pourashavas submitted request letter to LGD for appointment of full time Town Planner. However, existence of full time Town Planner is found in Jamalpur Pourashava.

2.4.6 Preparation of Pourashava Development Plan (PDP)

PDP has been prepared in all 35 project Pourashavs following the PDP guideline through formation of core group and sector wise working groups, preparation of situation analysis report including baseline information, household survey, Focus Group Discussions (FGD), poverty mapping, ward visioning, Pourashava level visioning and prioritization of services and investment plan. The respective PRAP and GAP of each of the Pourashava are also included in the PDP and are dully approved by the TLCC and Poura Parishad.

2.4.7 Interim Assessment of Holding Tax

The Tax Assessment Section is found active and is continuing as per as per requirement of UGIAP Phase-I in all of the 35 Pourashavas. All 35 project Pourashavas designed mechanism to carry out the interim assessment of holding tax, identified the holdings to be assessed, prepare work plan to carry out interim assessment, set monthly target and continuing the progress review in the monthly meeting and submitting report to the MPO. However, re-assessment of tax is going on in some of the project Pourashavas.

SECTION THREE

Performance Evaluation and Scoring

3.1 Performance Requirements of UGIAP

An UGIAP guideline is prepared in order to implement the UGIAP activities of **Phase – I** in right direction and in scheduled time with specific performance requirement. The key areas of UGIAP activities and major performance requirement of UGIAP is shown in **Table 3.1**.

Table 3.1: Key activities and major performance requirement of UGIAP (Phase – I)

Sl. No.	Key Areas / Activities	Major Performance Requirement
01.	Town Level Coordination Committee (TLCC) Established and operating according to the guideline	At least 3 meetings held and minutes prepared
02.	Ward Level Coordination Committee (WLCC) Established and operating according to the guideline	At least 2 meetings held and minutes prepared at all WLCC of the Pourashava
03.	Community Based Organization (CBO) Established and operating according to the guideline	At least 2 meetings held and minutes prepared at all CBOs of the Pourashava
04.	Formation of Gender Committee (GC) and operating according to the guideline	At least 2 meetings held and minutes prepared
05.	Town Planning Unit (TPU) Established in Pourashava	Town Planning Unit (TPU) Established (Recruitment of a full time Urban Planner/request to LGD for recruitment for A class Pourashavas
06.	Pourashava Development Plan (PDP) prepared including Poverty Reduction Action Plan (PRAP) and Gender Action Plan (GAP)	Complied with
07.	Complete Interim Assessment of Holding Tax	Complied with

3.2 Evaluation Criteria

The UGIAP key areas of activities are sub-categorized in to relevant tasks and process for proper and efficient monitoring of progress and process. The evaluation criteria are developed considering the tasks and processes of each of the activities based on the performance requirement and criteria as designed in the UGIAP implementation guideline. It is important to note that, the evaluation criteria has been approved by the MPRC in the 1st MPRC's meeting held on the 1st March, 2010 presided over the secretary, LGD.

The performance evaluation criteria as designed in the UGIAP implementation guideline clearly spelt out that each tasks and processes involved in each of the activities should be fully complied with the designed criteria, accordingly, each task and process has given a weightage/mark of 1 point. The key areas, numbers of tasks and processes involved in each of the activities and total marks of specific key area are presented in **Table 3.2**.

Table 3.2: Key areas, tasks / process and total marks of UGIAP (Phase – I)

SL. No.	Key Areas / Activities	No. Tasks / Processes	Total Marks
01.	Town Level Coordination Committee (TLCC) Established and operating according to the guideline	11	11
02.	Ward Level Coordination Committee (WLCC) Established and operating according to the guideline	11	11
03.	Community Based Organization (CBO) Established and operating according to the guideline	11	11
04.	Formation of Gender Committee (GC) and operating according to the guideline	09	09
05.	Town Planning Unit (TPU) Established in Pourashava	03	03
06.	Pourashava Development Plan (PDP) prepared including Poverty Reduction Action Plan (PRAP) and Gender Action Plan (GAP)	07	07
07.	Interim Assessment of Holding Tax	05	05
Total Marks		57	57

3.3 Scoring of Pourashava

As the UGIAP activities are sub-categorized in to different tasks for proper and efficient monitoring of progress and processes, accordingly, each task has given a weightage based on the level of implementation status.

The task fully implemented as specified in the UGIAP guideline is given a score of 1 point, the task implemented partially as specified in the UGIAP guideline is given a score of 0.5 point and the task yet not implemented as specified in the UGIAP guideline is given a score of 0 (Zero) point.

3.4 Performance Evaluation

Final evaluation of UGIAP performance is carried out based on the monthly and quarterly progress reports of the participating Pourashavas submitted to the PMO. The progress and process information of Pourashavas were computerized in a systematic manner using a customaries software program and developed a data base for each of the Pourashavas.

Each of the progress/process complied with the performance requirement is given the score based on the implementation status as discussed above in **section 3.3**. In the overall context of a particular activity the scores of all tasks have been averaged. In case of average score of 100.00 percent, the activity is ranked as fully satisfactory. In case of average score of 80.00 percent and more but less than 100.00 percent, the activity is considered as having been complied with minimum requirement and ranked as satisfactory. However, in case of average score of less than 80.00 the activity is ranked as unsatisfactory.

The Pourashavas obtained the score of '**Fully Satisfactory**' (FS) are considered to be entered into the Phase II and the Pourashavas obtained the score of '**Satisfactory (S)** and **Un-Satisfactory (US)** will not be considered to enter into the Phase II.

3.5 Findings and Recommendations

Based on the above considerations, Pourashava wise summary findings of performance evaluation showing the total marks obtained and ranking are presented in **Table 3.3**.

Table 3.3: Ranking of Pourashavas

Sl. No.	Division	Pourashava	Ward No.	Total Marks Obtained	Average Score	Ranking
1	Dhaka Division	Jamalpur (A)	12	57.00	100.00	FS
2		Mymensingh (A)	21	57.00	100.00	FS
3		Munshigonj (A)	9	57.00	100.00	FS
4		Faridpur (A)	9	57.00	100.00	FS
5		Ghorashal (A)	12	57.00	100.00	FS
6		Sreepur (B)	9	57.00	100.00	FS
7		Mirzapur (C)	9	57.00	100.00	FS
8		Bhanga (B)	9	57.00	100.00	FS
1	Chittagong Division	Chandpur (A)	15	57.00	100.00	FS
2		Comilla (A)	18	57.00	100.00	FS
3		Cox's Bazar	9	57.00	100.00	FS
4		B-Baria (A)	12	57.00	100.00	FS
5		Chowmohani (A)	9	57.00	100.00	FS
6		Noakhali (A)	9	57.00	100.00	FS
7		Parshuram (C)	9	57.00	100.00	FS
1	Rajshahi Division	Thakurgaon (A)	12	57.00	100.00	FS
2		Ghaibhanda (A)	9	57.00	100.00	FS
3		Rangpur (A)	15	57.00	100.00	FS
4		Kurigram (A)	9	57.00	100.00	FS
5		Natore (A)	9	57.00	100.00	FS
6		Sirajgonj	15	57.00	100.00	FS
7		Dinajpur (A)	12	57.00	100.00	FS
8		Nachole (C)	9	57.00	100.00	FS
1	Khulna Division	Bhagerhat (A)	9	57.00	100.00	FS
2		Narail (A)	9	57.00	100.00	FS
3		Jhenaidha (A)	9	57.00	100.00	FS
4		Shatkhira (A)	9	57.00	100.00	FS
5		Benapole (C)	9	57.00	100.00	FS
1	Barisal Division	Jhalakhati (A)	9	57.00	100.00	FS
2		Bhola (A)	9	57.00	100.00	FS
3		Barguna (A)	9	57.00	100.00	FS
4		Kalapara (C)	9	57.00	100.00	FS
1	Sylhet Division	Sreemonghal (A)	9	57.00	100.00	FS
2		Sunamgonj (A)	9	57.00	100.00	FS
3		Gopalganj (C)	9	57.00	100.00	FS

From the analysis it is revealed that all of the project Pourashavas complied with the full performance requirement and obtained the score of **'Fully Satisfactory' (FS)** as shown in **Table 3.3**. It is therefore, recommended to provide the 50% investment fund to all the participating Pourashavas for execution of the 2nd Phase activities of the Project.