

FINAL REPORT

CITIZEN SURVEY ON SERVICE DELIVERY AND INSTITUTIONAL EFFICIENCY OF UNION AND UPAZILA PARISHADS

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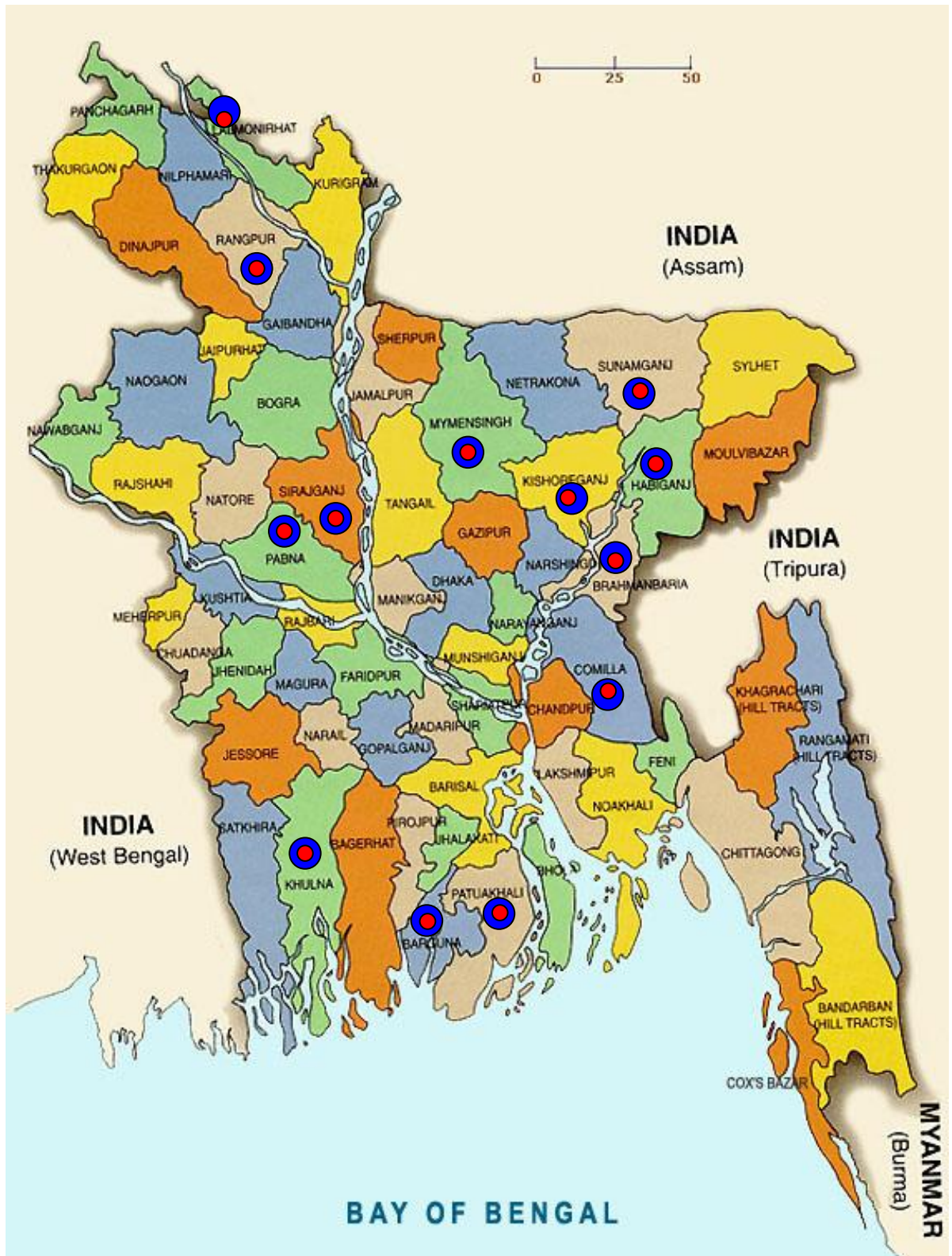
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LIST OF ABBREVIATIONS

ADP	Annual Development Programme
AIDS	Acquired Immune Deficiency Syndrome
BASIS	Bangladesh Association of Software Information Services
BBS	Bangladesh Bureau of Statistics
BIDS	Bangladesh Institute of Development Studies
CBO	Community-based Organization
CC	Citizen Charter
CPS	Citizen Perception Survey
CSO	Civil Society Organization
DC	Deputy Commissioner
DDLG	Deputy Director, Local Government
DLG	Director, Local Government
FYP	Five Year Plan
GoB	Government of the People's Republic of Bangladesh
HH	House Holds
HIES	Household Income and Expenditure Survey
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technology
IRT	Item Response Theory
JPMF	Joint Programme Monitoring Frameworks
KII	Key Informant Interview
LD	Line Department
LG	Local Government
LGD	Local Government Department
LGED	Local Government Engineering Department
LGI	Local Government Institutions
LGRD&C	Local Government, Rural Development and Cooperative Ministry
LGSP	Local Government Support Programme
LGSP-LIC	Local Government Strengthening Project-Learning and Innovation Component
MDGs	Millennium Development Goals
MIS	Management Information Systems
MP	Member of Parliament
NGO	Non Government Organization
NILG	National Institute of Local Government
PIC	Project Implementation Committee
PIO	Project Implementation Officer
PPR	Public Procurement Rules
PSM	Propensity Score Matching
RTI	Right to Information
SC	Standing Committees
SRS	Systematic Random Sampling
UDC	Union Digital Centre
UDCC	Union Development Coordination Committee
UFF	Upazila Fiscal Facility
UISC	Union Information Service Centre
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme

UNO	Upazila Nirbahi Officer
UP	Union Parishad
UPGP	Union Parishad Governance Project
UZC	Upazila Chairman
UZGP	Upazila Governance Project
UZP	Upazila Parishad
UZVC	Upazila Vice Chair
WDF	Women Development Forum

STUDY LOCATION MAP



Study Location of the Citizen Perception Survey, 2015

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EXECUTIVE SUMMARY

The Local Government Division (LGD) has been implementing two flagship projects on local governance reforms, namely the Upazila Governance Project (UZGP) and the Union Parishad Governance Project (UPGP) since late 2012 with funding and technical supports from the UNDP and other donor agencies. The baseline surveys for both these projects were conducted before implementing the projects and citizen's perception surveys were also conducted in 2014. The objective of this citizen survey is to assess the changes in understanding of citizens about their perceptions regarding the public service delivery of LGIs as well as the efficiency of these two local government institutions (LGIs).

Study Methodology

The study makes use of a nationally representative sample of households from both project and control (non-project) areas to assess the perceptions of the citizens regarding various aspects of these two Parishads, UPs and UZPs. The study considers UPs and UZPs of 14 districts (28 Upazilas) from all the seven divisions. Among them, seven districts (fourteen Upazilas) were selected from the project area and additional seven districts (fourteen Upazilas) were chosen as the control area. To assess the changes in perception of citizens regarding UP and UZP, Household Survey, Institutional Survey and Case Studies were conducted. Moreover, results are compared with previous baseline (2013) and CPS (2014) results.

A total of 3024 households were surveyed from the project areas (1512) and control areas (1512). The household head has been considered mainly for the interviews. Respondents of the institutional survey were Upazila Parishad and Union Parishad Chair, Vice-chair, members and relevant government officials at field and central levels. Finally, 15 case studies were done to better understand the situation on the ground.

Socio-economic Characteristics of the Survey Respondents

The average size of the survey households were 5 in the treatment/ project area while it was 5.1 in the control areas. The estimated sex ratio indicates that the ratio of males over females (sex ratio) was higher in control households (112.1) compared to treatment households (110.4). The average age of the respondents was 44.7 years while for project areas it was 45.6 years and 43.7 years in treatment areas.

About 40% of the household members did not have any formal education, while about 19% had primary education, and around 35% had secondary education. More than 90% of the respondents used the tube-well as their source of drinking water; while as a source of fuel, more than 95% used bamboo/ wood; and about 60% of households used electricity for lighting purposes. Majority of the household heads were self-employed (almost 65%) and the percentage of wage employment (day labour) was about 14 percent. The educational and occupational distribution of the respondents in percentage was more or less similar in both the project and control areas. Overall, about 36% of the respondents were found to be under the poverty line and both treatment and control groups were comparable in terms of their overall poverty status.

Survey Findings

With a view to capturing the expected results from the survey, the responses, received from different groups such as household representatives, UP officials (based on the information given by the UP Chair, Member and Secretary) and UZP officials (based on the information given by UNO along with support from Chairman and Vice Chairman of UZP), on various

aspects of the Union Parishad and Upazila governance and development have been analyzed in this report.

I. Citizen Charter and the Right To Information

Although 96% of treatment UPs and 68% of control UPs prepared and displayed their Citizen Charter (CC) duly, citizens are less aware of this fact. On the other hand, in the Upazila Parishads, only 23.4% of the respondents have seen or have some sort of knowledge about the CC in the project areas compared to only 14% in control areas. Only about 42.8% of the respondents in the treatment area had seen or had some sort of knowledge about the CC in the Union Parishad premises/website in the project area, whereas the proportion was 30.9% in the control area. It is also observed from the survey that the percentage of respondents in the Upazila Parishad noticing the CC in project areas (23.4%) was higher than that of the control areas (14%). The checklist reflects that all the Upazilas in both the treatment and control areas had the citizen's charter. However, 92.9% of UZPs had displayed the CC at their UZP premises in the control areas, whereas all of the UZP in the treatment areas did display the CC.

About 66.6% of the respondents in the project areas and 45.4% of the respondents in the control areas went to the Union Parishad for seeking information on various services during the last one year. For the Upazila Parishad, the percentage of respondents who sought information were 26.3% in project areas and 15.3% in control areas. Of those who sought information from the UP, 75.8% in the project areas and 56.2% in the control areas received the desired information while for the UZP, the figures were 42.1% in the project areas and 26.2% in the control areas.

Regarding the satisfaction on information received at the UP level, 69.2% of the respondents in the project areas and 57.9% in the control areas expressed their satisfaction with the information received. Satisfaction levels appeared to be lower at the UZP level as 62.2% of the respondents in the project areas and only a third of respondents in the control areas expressed their contentment.

The Union Digital Centre (UDC), previously known as the Union Information Service Centre (UISC) has been established in all UPs. About 60% of the respondents knew about the Union Digital Center (UDC) in the project areas and the proportion was 47.1% in the control areas. While 44.8% of the respondents went to the UDC for services in the project unions, 39% of the respondents went to the UDC in control UPs. Respondents in project UPs visited the UDC more frequently than control area respondents (3.4 times vs. 2.9 times).

II. Parishad, Ward and Standing Committee Meetings

The survey reveals that 41.3% of the respondents in the project areas and only 28.8% of the respondents in the control areas had some knowledge about the UP meetings. With regard to the UZP meetings, knowledge was even scarcer as just around 22% of the respondents in the project areas and around 13% of the respondents in the control areas answered positively.

Survey results suggest that 45.6% of the respondents in the project area and just 24.4% of respondents in the control areas had some knowledge about the ward shava. Unsurprisingly, only about 28.7% of the respondents in the project areas and 13% of the respondents

(including representatives from the respondent's family) in the control areas participated in the ward shava during the last year.

It was revealed from the survey that 25.6% of the respondents in the project areas and merely 13.1% of the respondents in the control areas had knowledge about the Union level standing committee meetings. Although the Union Development Coordination Committee (UDCC) is one of the important committees at the UP level to oversee development works, just 18.2% of the respondents in the project areas and only 9.1% of the respondents in the control areas had knowledge about the UDCC.

About 16.8% of the citizens in the project areas and 9.5% of the citizens in the control areas had some knowledge about the PIC. Treatment Upazila respondents also reported to being more knowledgeable about the PIC than control respondents.

In compliance with the UP legislation, the UP bodies have to organize one general meeting every month. Survey data confirms that on average 11.93 meetings were held in the treatment areas and on average 11.69 meetings were held in the control areas last year. In addition, average total attendance in the UP general meetings in the treatment areas stood at 12.71 (9.75 males and 2.96 females) while for the control areas it was 12.35 (9.42 males and 2.92 females).

There is a provision in the UP act to form 13 standing committees in the UP for its effective functioning and it was found that all 13 standing committees were formed in the treatment UPs and on an average 12.54 standing committees were formed in the control UPs. In the case of UZP, 17 committees are required to be formed and according to the results, all UZPs in both the project and treatment areas did do this. Each treatment UZP standing committee held, on average, a greater number of annual meetings relative to each control UZP standing committee.

III. Planning, Budget, Audit & Tax

Relatively higher proportion of respondents in project areas know about the Annual Plan of the UP (29.8%) than in control areas (20.1%). At the UZP level, knowledge about the Annual Plan was less relative to the UP level but similarly project areas had better response than control areas. Regarding the UP Five Year Plan, about 15.6% of the respondents in project areas were aware of it while only 12.3% of the respondents in control areas knew about it. In the case of the UZP level, the corresponding figures were 11.5% (project area) and 9.8% (control area).

With respect to preparing the UP Annual Plan, 25.9% of the respondents in the project areas and 12.4% of the respondents in the control areas actually prepared it last year. An even greater discrepancy was observed in the preparation of the UZ Annual Plan as around 18% of project area respondents did so compared to only around 5% for the control area. Levels of preparation of the UP Five Year Development Plans were at 14.3% in the project and barely 4.9% in the control areas. UZ Five Year Plans fared worse as only 11% of the project areas produced it as opposed to 3% for control areas.

Survey findings show that 41% of the respondents in project areas and 23% of the respondents in control areas have some knowledge about the annual budget of their own Union Parishad. As seen in earlier cases, UZP residents in the project areas (27%) were better informed about their UZP annual budgets than in control areas (11%). When it came to knowledge about Open budget sessions, 16% of respondents in UP project areas and 7%

of respondents in UP control areas responded affirmatively compared to just 8.2% of respondents in UZP project areas and 2% of respondents in UZP control areas.

Citizens (6.73% in project areas and 3.78% in control areas) believe that the UP's hardly makes any effort to publish the audit reports. Bill boards and notice boards are the main modes of sharing information by UPs. The survey finds that people are more pessimistic about the UZP's efforts to make the audit report public (2.48% in project areas and 0.73% in control areas). At the UZP level, generally similar information dissemination methods are followed as at the UP level other than the greater role played by websites at the UZP level (5.13% in project areas and 11.76% in control areas).

Collection of holding (property) tax, the major source of local government revenue, is very important for the UP. According to the survey results, 73% of the respondents in both treatment and control areas paid the holding tax in the last financial year. About 79% of respondents in treatment and 88.4% of the respondents in control areas thought that the current holding tax assessment system was appropriate. More than 80% citizens in both the areas are willing to pay more taxes for improved services.

IV. Development Activities and Service Delivery

One of the objectives of both the projects (UPGP and UZGP) was to enhance resource absorption capacity of the Local Government Institutions (LGI) and improve participatory development initiatives. Therefore, it was expected that LGIs should initiate development schemes in an appropriate manner and maintain transparency and accountability in service delivery.

About 77% of the respondents in both project and control areas were aware of projects and schemes undertaken by the UPs. However, citizens in project areas reported being benefitted more than those of control areas (82.8% vs. 67.9%). As usual, citizens were relatively less aware of the schemes/ projects undertaken by the UZPs both in project and control areas though citizens in project areas were relatively better informed. When asked about the development works undertaken by the UP, the highest number of respondents mentioned old age allowance (95% in project areas vs. 84% in control areas) followed by road and culverts (83.7% vs. 70.6%) and health and family planning (83.1% vs. 39%). Regarding the UZP's development activity, more than 60% of the respondents in project areas mentioned about education, road and culverts, and health and family planning. However, the performance of control Upazilas in undertaking development works was poor according to the citizens' response.

It was observed from the survey that perception regarding MDGs (Millennium Development Goals) was poor (6.2% in project areas vs. 7.5% in control areas). Though most of the respondents did not know what were the MDGs, their response when asked about different schemes that matches with the MDGs was as positive as 90% in some specific cases. The respondents opined that at the UP level, most of the schemes were undertaken to eradicate poverty and hunger (project 92.4% and control 86.9%) and at the UZP level, most were to achieve universal primary education (project 70.9% and control 49.6%).

A large number of respondents (92.8% in project areas vs 73.5% in control areas) mentioned that the village court had been functioning in their unions. Among them 22.6% of the respondents in the treatment areas and 17% of the respondents in the control areas went to the village court during the last year. On the law and order situation at the UP, about 70% of the respondents in treatment areas and 60% of the respondents in control areas were reportedly satisfied.

One third of the respondents at the UP in both treatment and control areas indicated that schemes were selected by the chairman themselves and a similar number of respondents claimed that the Parishad members selected the schemes. Since the monitoring of implemented projects/ schemes is important, citizens were asked about who usually monitors the schemes. About 50% of the respondents in treatment areas and 37% of the respondents in control areas of the UP thought that the chairman basically monitors the implementation of schemes. A large proportion of respondents (32.03% in project areas vs. 46.92% in control areas) do not know about this. A similar pattern of responses was observed in case of the Upazila Parishad.

The citizens were also asked to make an overall assessment on local level development, poverty reduction status and women empowerment in their UPs. About half of the respondents in treatment areas rated all the three aspects as moderate, and one-third rated them as good. While less than 10% of the respondents in treatment areas considered them as bad, a significant number of citizens in control areas rated them as bad (22.7%, 30.3%, 38.1%). When they were asked about overall performance of the Parishad 61.7% of the respondents in the treatment areas and 48.2% in the control areas opined that they were satisfied with the overall performance of the Union Parishad. 51.2% of the respondents in the treatment areas and 29.8% of the respondents in the control area were satisfied with the overall performance of the Upazila Parishad.

Finally, Citizens' often visit the UP and UZP for various services. Citizens mainly visit the UP for two types of services, such as birth certificate (30.5% in project areas vs 28.9% in control areas) and nationality certificate (23.3% vs. 19.4%). By contrast, citizens visit the UZP mainly for land issues (22.7% vs. 27.2%), health and family planning (31.1% vs. 26.2%), agriculture and irrigation (11.1% vs. 5.7%) and fishery and livestock (9.2% vs. 4.1%).

V. Institutional Information on the Union Parishad

Institutional survey data showed that 62.5% of the chairmen in the treatment UPs and 36% of the chairmen in the control UPs received training on their roles. Since the Union Parishads' secretaries play a key role, the survey also reveals that 85.71% of the secretaries in the treatment UPs received training whereas only 36% of the secretaries in the control UPs received therelevant training. Survey data demonstrated that the representatives of Treatment UPs received relatively higher number of training opportunities than those of control UPs.

It was found from the UP survey that the UP Act 2009 was available in 89.29% of the UPs in the treatment areas and in 88.46% of the control UPs. All the UPs in treatment villages and 96.15% of UPs in the control villages had ward development committees. Again, 96.43% of UPs in treatment areas and 92.31% of UPs in control areas possessed the UP planning committees. All the UPs in the treatment areas and 84.62% of UPs in the control areas arranged or organized awareness campaigns in their areas during the last year. All the UPs in treatment areas prepared their quarterly, half-yearly and yearly reports during the last year. On the other hand, in control areas 65.38% of UPs prepared quarterly, 96.15% of them prepared half-yearly and 100% of them prepared yearly reports. It has been found that 100% of UPs in both treatment and control areas maintained their registers.

Each of the UPs is supposed to have a dedicated person for providing information to the citizens. Survey result shows that 39.29% of UPs in the treatment areas and 44% of UPs in the control areas assigned a dedicated person to provide information to the citizens. Of all the UPs analyzed, 32% of UPs in treatment areas and 23% of UPs in control areas received

written requests for information during the last year. Citizen's charter is one of the major instruments of awareness and right to information. It was found that 96.43% of UPs in the project areas and 68% of UPs in the control areas had citizen's charters in their UP offices.. All the UPs under treatment areas were found to display their citizen's charter in an open place compared to 52.38% in control areas.

The data proves that 84.62% of UPs in the treatment areas and 80% of UPs in the control areas prepared their Annual Plans. On the other hand, 85.19% of UPs in treatment areas and 79.17% of UPs in the control areas prepared/ displayed their Five Year Plans. Regarding the Annual Budget, it has been observed that all the UPs in the treatment areas and 96.15% of UPs in the control areas prepared their annual budgets. Regarding the Annual Schemes, 96.15% of UPs in the treatment areas and 92% of UPs in the control areas displayed their annual schemes. It was observed during the survey that all the UPs in the treatment areas and 88% of UPs in the control areas displayed their annual incomes and expenditures of last year.

According to the institutional survey of UPs, most of the UP respondents stated that most projects and schemes were regarding the status of MDG for "Eradication of hunger and extreme poverty," 92.29% of UPs in the treatment areas and 80.77% of UPs in the control areas and for the goal of "Universal primary education," 95.65% of UPs in the project areas and 68.75% of UPs in the control areas. From the survey data, it has been revealed that the highest number/share of the total projects taken by the UPs both in treatment (average 54.88) and control (average 69.71) areas were undertaken to meet the goal of "Eradication of hunger and extreme poverty".

According to the survey, the average number of schemes implemented in the treatment UPs were 24.37 and in the control UPs it were 22.54. Among these schemes, 4.05 were for women in the project areas and 3.83 were for women in the control UPs. In addition, 4.25 schemes in the project areas and 7.67 schemes in the control areas were implemented for marginalized people. Almost all of the projects implemented by the UPs in the treatment areas were monitored by the scheme supervision committee compared to only 19.67 schemes in the control UPs.

With respect to the availability of last year's annual budget at the time of the survey, 96.43% of UPs in the project areas and 100% of UPs in the control areas had their respective last year's annual budgets available. With respect to preparing budgets in the prescribed format, 96.43% of UPs in the treatment areas and 88.46% of UPs in the control areas did so successfully. Survey data showed that 96.43% of UPs in the project areas held open budget sessions while on an average 404 people were present and 92.31% of UPs in the control areas organized open budget sessions during the last year with an average participation of 190 people.

According to the survey, an average of 2,604 households in the project UPs and an average of 2,473 households in the control UPs paid holding tax last. The total average amount collected in the project areas was Taka 1,81,723 compared to the average amount of Taka 1,44,108 in the control areas.

Through the survey it was found that 92.86% of UPs in the project areas and 100% of UPs in the control areas were monitored by the higher authorities like DDLG/ UNO. Around 78% of UPs in the project areas had an MIS system compared to none for Control UPs. It was found through the survey that 90.48% of the UPs in the treatment areas received the MIS system from the UPGP while the remaining 9.52% of UPs received it from the LGSP.

VI. Institutional Information on the Upazila Parishad

All of the surveyed Upazilas in the treatment areas had in their possession all the necessary manuals and reports. While all control UZPs had all the other reports and manuals except the fact that only 78.6% of the Upazilas in the control areas had the ADP Guideline, 92.9% of the Upazilas had the PPR and only 57.1% of the Upazilas had the Plan Book and Data (Tothya boi) Book.

Every Upazila had to prepare their yearly budget and the survey data showed that 100% of Upazilas in the treatment areas and 92.9% of Upazilas in the control areas prepared their last year budget at the time of the survey. All the Upazilas in the treatment areas and 71.4% of Upazilas in the control areas organized budget sessions for preparing last year's budget. All the Upazila's budgets both in treatment and control areas were approved by the Parishad. All the Upazila's both in treatment and control areas used the prescribed format to prepare their last year's budget. All the Upazilas in the treatment areas and 92.3% of Upazilas in the control areas had disclosed their Annual Budget to the citizenry.

All the surveyed Upazilas had the Annual Development Plan (ADP) in the treatment areas and 42.9% of UZPs in the control areas. All the UZPs in the treatment areas and 35.7% of UZPs in the control areas also developed their Five Year Plans. All the UZPs both in the treatment and control areas had some kind of monitoring system. Every single UZPs' functions in the treatment areas and 92.9% of UZPs' functions in the control areas were monitored by the authority. UZPs' activities were monitored by the respective higher authorities on an average of 4.1 times in the treatment areas and 3.5 times in the control areas during the last year.

All Upazilas in the treatment areas took initiatives to comply with the RTI act whereas 50% of Upazilas in the control areas took the same step. All Upazilas in the treatment areas took initiatives to comply with the RTI act whereas just 50% of Upazilas in the control areas took the same step. Of the surveyed Upazilas, 33.33% provided information through the Web in the treatment areas but 33.33% of Upazilas in the control areas provided information through billboards. All the Upazilas both in the treatment and in the control areas updated their websites regularly.

To comply with the UZP legislation, the UZP bodies have to organize at least one meeting every month. The survey revealed that on an average 11.9 meetings were held in the treatment area Upazilas during the last year, whereas 11.5 meetings were held in the control areas. UNOs' were present at all meetings both in the treatment (11.9) and control (11.5) areas. On an average 1.3 budget sessions were held in the treatment Upazilas and 1.2 budget sessions were held in the control Upazilas during the last year.

According to the survey results, 71.4% of Upazila meetings both in the treatment and control areas were called by the UZP Chair but only 28.6% of meetings were called by the UNOs both in the treatment and control areas. In addition, local MPs were present on an irregular basis in 64.3% of the UZP meetings in the treatment areas and 50% of UZP meetings in the control areas. Survey data reveals that all the members of the UZP participated in the monthly meetings in 100% of the treatment UZPs and in 85.7% of the control UZPs during last year. Attendance of reserved seat members in the monthly meeting increases the chance of raising female voice at the Upazila level. Records show that in 50% of meetings in the treatment Upazilas and in 64.3% of meetings in the control Upazilas the female members of the reserved seats attended. Survey data also showed that all the Upazilas in the treatment areas were visited by the DDLGs and DCs during last year. This percentage was 84.6% for DDLGs and 85.9% for DCSs in the control Upazilas.

The regression results suggest that the projects (UZGP and UPGP) significantly contribute to the overall local development. It is also revealed that knowledge about various issues increases the level of satisfaction to outcomes. Therefore, an important agenda could be to enhance knowledge base of the citizens to materialize their satisfaction on various activities of LGIs.

Recommendations:

Based on the findings, the following recommendations can be made to strengthen LGIs though ensuring better engagement of citizens in LGI activities within the current legal framework, which would increase transparency and accountability in their activities.

Meaningful Ward Shava: It is now mandatory for all UPs to finalize annual development plan, scheme list, five year plan etc. through Ward Shava to make the process more participatory. However, our survey results suggest that while only one-fourth of the citizens are aware of Ward Shava, participation of citizens are even lower in those Ward Shava. People often complain that UP representatives conduct the Shava with their local aides to fulfil their own agenda leaving a vast section of people behind the scene. Therefore, it is important to make the Shavas more effective and meaningful with wider participation of local citizens. Currently it is obligatory to hold Ward Shava twice in a year. However, it would be more participatory if the Shava is arranged on a quarterly basis.

Strengthening Committees: Another weakness that has been revealed from the survey is that citizens are not fully aware of many of the important committees those are formed to oversee UP and UZP activities. Less than 20% of the citizen knows about Project Implementation Committee and Union Development Coordination Committee. Only about 25% of the local citizens are aware of Standing Committees. Without making these committees active, it would be far cry to make the Parishads more accountable and transparent. Peoples' participation in these committees could be made more representative through involvement of representative from each Ward and by making their activities more visible.

Service Delivery: Citizens now visit Union Parishad only for a few certificates and they visit Upazila Parishad only for land related disputes and health and family planning services. As majority of the citizens do not know about the Citizen Charter, they don't know what types of other services they could seek from the Parishads. A copy of Citizen Charter may be distributed to households or citizens during Ward Shava or collection of holding tax to make people more aware of available services at the Parishads.

Planning and Budget: Citizens poor knowledge about Parishad's Plan and budget can be attributed to the weaknesses of the Parishads in making them public through the prescribed ways such as Ward Shava and Open budget sessions. Therefore, to bring transparency and accountability in Parishad's activities, it is important to disseminate their development plan and budget by organizing open sessions.

Priority should be given on MDG and SDG aspects: Citizens survey reveals that Women empowerment and environment issues have been neglected while selecting schemes. These two issues along with other MDG aspects must be given priority in undertaking schemes and making long-term development plans. Since SDGs are now coming into operation, future plan and schemes should reflect SDG aspects.

Strengthen Scheme Selection and Monitoring Process: Though it is expected that schemes are selected through discussion in Ward Shava, survey result indicates that chairmen and members did the same in most cases. This again calls for strengthening Ward Shava. According to the survey, schemes are mainly monitored by Chairmen and members.

The role of PIC and UDCC along with UNO and DDLG can be extended to independently monitor scheme implementation process.

It is to be noted that the recommendations are made mainly on the basis of citizens knowledge and perceptions on these aspects of LGIs. Though the citizens are not fully aware of many things that have been taken place at UPs and UZPs, their perception could be broadly taken into cognizance in designing local level development plans. It is also important for the LGIs to take necessary action to remove misperceptions and make the citizens fully aware of local government activities. Only then the decentralization process would be more meaningful.

CHAPTER 1: INTRODUCTION

1.1 Background

Two flagship projects on local governance reforms, namely the Upazila Governance Project (UZGP) and Union Parishad Governance Project (UPGP) have been implemented in Bangladesh since 2012 to strengthen the capacity of Upazila Parishad and Union Parishad respectively. While the Upazila remains in the middle tier of local government institutions, Union is the lowest unit of local government. These two projects are being implemented in 14 selected Upazilas of 7 districts as part of the overall programmatic framework of the UNDP and the UNCDF to provide support to the Government of Bangladesh on local governance reforms¹. The Results Frameworks and Joint Programme Monitoring Frameworks (JPMF) of both the projects require conducting Citizen Perception Survey along with an assessment of results achieved so far. It is also a general practice that a citizen survey is used for designing the overall monitoring system so that people's perception is considered to measure the achievement of a particular programme. The projects are expected to use the findings of the survey in fine-tuning the monitoring of results and make necessary changes in the activity plan as appropriate.

The main objective of UZGP and UPGP is to strengthen the UP and UZP through enhancing their revenue mobilization and absorption capacity with a view to making the decentralization process more meaningful. The process has been started since the past decade with a pilot UNDP and UNCDF project in Sirajganj district under which some UPs had received discretionary fiscal transfers to implement development activities through an open process of citizen involvement. The success of this effort has led to a major scale up of the good practices nationwide by the government, in the form of the Local Government Support Programme (LGSP). Considering the success of LGSP, a broad-based approach consisting of both democratic governance and development initiatives, have been undertaken.

The key output of these flagship projects is to strengthen local government institutions from many aspects. The UZGP focuses on (a) Strengthened Upazila Parishads as more functional, democratic, transparent and accountable institutions; (b) Strengthened Planning and Budgeting system at UZP with MDGs orientation for pro-poor service delivery mechanism; and (c) Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for improved Local Governance. On the other hand, UPGP focuses on (a) Strengthened Democratic accountability and transparency of the Union Parishad through citizen engagement; (b) Improved innovations in Pro-Poor and MDG-Oriented planning, financing and implementation of service delivery by Union Parishads; and (c) Strengthened technical capacity of Local Government Division for effective policy review, monitoring, lesson learning and capacity development of LGIs for improved local governance.

Since these two projects have been making interventions to ensure greater engagement of citizens in their activities in a more accountable and transparent manner, the Citizen Perception Survey (CPS) is thus aimed at capturing citizens' view and assessment on the effectiveness of public service provisions of LGIs and local democracy. It also aims to elicit views of stakeholders including communities and representatives of the local government. It particularly attempts to collect citizens' feedback on the quality and adequacy of public

¹The European Union, the Governments of Denmark and Switzerland are the financial contributors of these two projects. The local government Division (LGD) of the government of Bangladesh is in charge of implementing these two projects.

services; social monitoring/ auditing; and better ways for improving the delivery of public services and quality of local democracy.

The study employs standardized quantitative instruments with range of qualitative tools to enrich the analytical part of the report and synchronize it with the existing governance environment, particularly at the local level in the country. The study thus reflects on existing LGs and citizens' feedback on local governance, democracy and public service delivery. While it is important to measure citizen perception about the quality of service delivery by LGs as a whole, it is also important to gauge the efficiency of the LGs that receive additional supports from UZGP and UPGP projects.

1.2 Overview of UZGP and UPGP

The UZGP intends to build Upazilas as active and vibrant LG units bringing all service providers at Upazila level under the accountability framework of UZP and creating a mechanism of participatory, democratic and accountable body corporate as envisioned in the Local Government (UZP) Act.

The activities that are being carried out under the first output of the project aim at building the capacity of the UZP mainly to transform it into a fully functional institution and to promote democracy and to empower people, in particular the women representatives to participate in the policy debate of the UZP. The capacity building efforts include making the UZP functionaries understand their basic roles and functions. This is contributing to enhance their skills to perform within the provisions of the existing legal framework and meeting the expectation of both their male and female constituencies.

The second output intends to create a simple and viable planning and budgeting system under the existing legal framework and support improvements to the management and coordination of the infrastructure support and local services assigned to all the Upazila Parishads of Bangladesh under capacity development support. The project will ensure the preparation of five year plans for all Upazilas following the guidelines prepared by LGD.

The project under this output also provides support to an MDG oriented participatory planning and budgetary framework for 14 UZPs of Bangladesh. This will include a fiscal facility intended both to support development planning and actual delivery of gender sensitive and inclusive local services and infrastructure to a selected number of UZPs spread over all the seven divisions of the country. It also provides support to the Upazila Parishads as a means to improve basic service delivery within the areas assigned to them with an aim to making a difference in development and contributing to the achievement of the MDGs.

As mentioned above, the third output is common to the UZGP project and its partner project UPGP. It includes support to the development of national policies and systems including rules and regulation which will enable implementation of the Upazila Parishad Act. The project will also assist the government to prepare and operationalize manuals including those for planning, human resources and administration. This output targets the capacity for policy development and national systems supporting local governance comprising both the LG training institutions, technical support and monitoring by the DLG, and DDLGs at divisional and district levels and relevant sectoral entities.

In line with the main objective of the project, UPGP is piloting innovations to improve the functional and institutional capacity and democratic accountability of Union Parishads and to increase citizen involvement in order to achieve effective, efficient and accountable delivery

of pro-poor infrastructure and services. The initiatives include a significant gender mainstreaming effort, looking at local women leadership empowerment, participation and voice.

As outlined above, the three outputs of the projects together intend to achieve a comprehensive development outcome by maximizing effectiveness of UPs as the lowest tier of democratically elected service providers. The first output addresses two dimensions of improving democratic accountability at UP level. The first is the functional dimension of UP affairs with a focus on ensuring that elected officials of UP fulfil statutory provisions and function more effectively with regard to their stipulated roles, responsibilities and obligations. The project is carrying out activities to build the capacity of UP Chairpersons and Ward Members including Women Members to implement new responsibilities, identifying and removing bottlenecks and ensuring that they are supported with the right skills and capacities in line with the provisions of powers, functions and responsibilities stipulated in the UP Act 2009.

The second dimension is that of equitable and inclusive engagement between citizens and the UP and ultimately deepening the values of local democracy as well as ensuring pro-poor service delivery. Activities that are being implemented under this output include activation of the Ward Shavas, strengthening of the Standing Committees, which provide a forum for citizens to represent specific interest groups in areas such as health, education and agriculture as well as the interests of women and poor members of the community, and support to Women's Development Forum.

The activities being carried out under the second output intends to empower 564 UPs in seven districts to exercise their mandate in planning and delivery of services that contribute more effectively to the achievement of MDGs through strategic local development planning, equitable and improved financial management and local revenue mobilization.

The performance-based grants, being provided from the project, are instead being based on a fiscal—topping up of the existing GoB annual block grants (supported by the LGSP II) to pilot promotion of performance improvements in specific core areas and provide additional funding to the well-performing UPs within the geographical coverage of the programme. The grant will focus on targeted areas of UP performance within cross-sectoral performance areas (as the UP grants are not sector specific) such as: development planning, accountability, project implementation capacity, own source revenues, poverty targeting/equity (e.g. the extent to which the development plans target the poor), gender and (perhaps) environment/climate change adaptation. Another important area is to enhance UP own revenue mobilization.

The third output targets the capacity for policy development and national systems supporting local governance comprising both the LG training institutions, technical support and monitoring by the DLG and DDLGs at divisional and district levels and relevant sectoral entities. This output will also attempt to create a continuous citizen-state collaboration, including the engagement of civil society organizations (CSOs), experts, politicians and elected and non-elected officials of local government. Under this output, the projects also support the LGD to conduct high profile policy research with an aim to develop policy framework and institutions supporting local governance.

1.3 Objectives of Citizen Perception Survey

The overall objective of the CPS is to assess the understanding of citizens about their perception regarding public service delivery of LGIs as well as the efficiency of these LGIs. On top of this, this perception survey will help figure out how these two projects, namely UZGP and UPGP are contributing to reshaping the local government institutions.

Specific objectives of the survey are:

- Obtaining citizen feedback on the adequacy and quality of public services provided by LGIs (UP & UZP);
- Eliciting information about citizen participation in decision making process of LGIs;
- Determining the level of awareness of citizens and local government officials on their mutual rights and responsibilities
- Assessing the institutional progress (UZP & UP) resulting from the intervention of UZGP and UPGP
- Finding the progress over time by comparing with the CPS-2015; CPS-2014 and Baseline, if possible.

The recommendations derived from this survey will be of use to the projects for planning future activities and promoting dialogue with and between stakeholders to achieve better results in future.

The field level data was collected during Sep-Oct, 2015.

1.4 Scope of the Study

The scope of this study is to:

1. identify and propose a detailed methodology based on international good practices for conducting this Citizen Perception Survey and Assessment of Results,
2. carry out a well-structured field survey on the current state and scope of services being delivered to the households by the LGIs,
3. receive perceptions of the citizens' on the capacity of UPs and UZPs to effectively carry out their duties
4. obtain feedback from the personnel of these LGIs on service delivery mechanisms and efficiency of LGIs,
4. explore, reflect and identify areas and options for actions whereby local governments could contribute to improve service effectiveness, and
5. assess the result of both UZGP and UPGP till end of 2014.

1.5 Organization of the Report

The Report is organized as follows. After Introduction, Chapter 2 discusses Methodology and Chapter 3 highlights socio-economic profile of the households. Chapter 4 discusses the findings of citizen survey on democratic governance aspects of both Union and Upazila Parishad. Chapter 5 discusses citizens' views on development activities and service delivery of these two local government institutions. Chapter 6 presents institutional survey results on Ups and UZPs. Chapter 7 presents regression results based on Item Response Theory on governance and development and Chapter 8 concludes the Report.

CHAPTER 2: METHODOLOGY

The study is basically based on a survey of citizens with representative samples from both project and control areas. The survey has been conducted to assess the progress in both governance structure of Parishads and development activities undertaken through the lens of the local citizens.

2.1 Data Collection

2.1.1 Household Survey

A nationally representative sample of households is required to assess the outcomes of project interventions in Upazila and Union Parishads. Note that the UZGP and UPGP projects are being implemented in 14 UZPs and 564 UPs of the selected seven districts across all the seven divisions of Bangladesh, which are treated as Project Areas. However, to assess the outcome of these projects through citizen survey, according to standard impact assessment theory, comparable Control Areas need to be identified where the projects are not being implemented. It is also important to choose control areas (UZPs and UPs) that are comparable to project areas in terms of socio-economic conditions for a meaningful assessment of the effectiveness of service delivery and other mandated Parishad activities in the project areas. Therefore, as a first step, comparable control areas are identified through cluster analysis of Upazila-level data collected from BBS by controlling for socio-economic and geographical factors (see Annex I).

In a citizen (perception) survey the targeted respondents may or may not be the household head or any specific individual. He/she will be any person aged 18 or more who are well informed of the activities of the UZPs or UPs. Though a KISH GRID approach would be appropriate for such a citizen survey, to make it consistent with the previous citizen perception surveys of UP and UZP, we have decided to interview mainly the household head, who is more likely to be well connected with local govt. institutions, such as UP and UZP.

2.1.2 Sample Size

The key component of this study is a survey of citizens based in UPs. The sample size has been determined scientifically so that it can represent the population. The sample size determination formula used for multi-stage cluster sampling is as follows,

$$n = z^2_{\alpha/2} \frac{p(1-p)}{d^2} \times f,$$

where,

- p is the proportion of the required characteristics in the population based on hypothesis rather than observed facts,
- $z_{\alpha/2}$ the value of the standardized percentile allowing α probability of bad samples,
- d is the allowable margin of error and
- f is the design effect used for complex surveys using multi-stage cluster sampling.

Conventionally, α is considered as 0.05 at 95% confidence interval and the value of f can be considered between 1.5 and 2.0 as this is common for most of the socio-economic surveys in Bangladesh. The citizen survey on services made available by local government Institutions through the intervention of UZGP & UPGP is a complex issue, so theoretically, it is assumed that $p = 0.5$ so that $p(1-p)$ takes the highest value. A common choice for the

value of the allowable margin of error is $d = 0.025$. Assuming $f = 1.8$ and considering anticipated non-response rate at 5%, the above formula gives an estimate of sample size (household) to be 2964. For our convenience, particularly to obtain an equal distribution of samples from each of the selected villages, we finally decided to collect a sample of 3024 households.

A multi-stage cluster sampling method has been applied where the sampling unit is a village. From each of the districts, two Upazilas are selected and then two unions from each of the selected Upazilas are selected. Finally, two villages are randomly selected from which households are chosen on a systematic random sampling basis. The household selection process is discussed below:

1. **In project area:** Since the project Upazilas are fixed (two project Upazilas per project district per division), two unions from each of the project Upazilas were selected randomly. Once the unions are selected, two villages from each of the selected unions were then selected randomly. In such a way we finally selected 56 villages from the project areas (Table 2-1).
2. **In control area:** At first, seven comparable control districts are selected by matching socio-economic characteristics with project districts/Upazilas that are also geographically adjacent to the seven project districts. In case of more than one adjacent district, we have chosen the one with maximum common boundary shared. Two control upazilas are then selected randomly from each of the selected seven control districts and two unions from each of the selected control Upazilas are selected randomly. At last two villages are selected randomly from each selected control union. Similarly we get 56 villages in control areas, which might be comparable to the 56 villages of project areas (Table 2-1).

Lastly, it is decided to interview 27 households from each of the selected villages by applying systematic random sampling method (the determination of the sample size is discussed below). A total of 3024 ($27 \times 56 + 27 \times 56 = 3024$) households were thus finally surveyed. The household head has been considered mainly for the interview as the person is assumed to be the most informed and connected to the activities of the Union and Upazila Parishad.

Table 2-1: Selected Sample Upazilas

Project Area		Control Area	
District	Upazila	District	Upazila
Kishoreganj	KishoreganjSadar	Mymensingh	MymensinghSadar
	Mithamain		Gaffargaon
Brahmanbaria	BrahmanbariaSadar	Comilla	ComillaSadarDakshin
	Bancharampur		Chauddagam
Sunamganj	Jagannathpur	Habiganj	Bahubal
	Sullah		Nabiganj
Sirajganj	Kazipur	Pabna	Sujanagar
	Ullaphara		Ishardi
Khulna	Dumuria	Satkhira	Shymnagar
	Dacope		Kaliganj
Barguna	BargunaSadar	Patuakhali	Bauphal
	Betagi		Mirzaganj
Rangpur	Pirgonj	Lalmonirhat	Patgram
	Pirgachha		Aditmari

- *Estimated characteristics of selecting control Upazilas are shown in Appendix*

2.1.3 Institutional Survey

In addition to citizen's perception towards the service delivery and other activities of UPs and UZPs, the efficiency and effectiveness aspects of these LGIs have been assessed through a survey of Parishad officials. Information on various governance and mandated activities of LGIs were collected through a structured checklist of relevant issues. Moreover, various documents including the copies of the annual budget, five year plan etc. have been collected for review and analysis.

2.1.4 Case Studies

A good number of case studies were done to complement the quantitative information. The case studies could be a reflection of the changing behaviour of UPs and UZPs in terms of schemes undertaken, its quality and future direction, the foundation of which was laid down by the flagship local government projects, UZGP and UPGP.

2.2 Survey Instruments

Two types of survey instruments (questionnaires) were developed. One is for household survey and the other is for local government institutions (UPs and UZPs). The instrument measures the perception and experience of citizens with local government service delivery and institutional functioning. To capture the institutional changes, a checklist has been prepared and thus administered at the Parishad level. Survey questionnaires and checklists have been developed following the tools used in similar previous surveys including the Citizen Perception Survey, 2014 and Baseline studies of UPGP and UZGP. Both the documents are available at the following websites (www.uzgp.org; www.upgp.org).

The structured/semi-structured questionnaire broadly consists of the following information:

- Socio-economic characteristics (income, asset, education, family size, etc.)
- Knowledge and awareness about the Parishad
- Right to information
- Participatory democratic governance
- Scheme/Project
- Planning, budget, audit and tax
- Service delivery
- Coordination
- Overall performance
- Others

2.3 Field Work, Data Management and Quality Control

A team of 30 enumerators and 7 supervisors were hired to complete the survey in 30 days (Table 2-2). They were grouped into 7 teams consisting of 4 members in each group and placed in 7 districts for the designated survey work. Each group was led by an experienced supervisor. Another 2 enumerators were given responsibility to complete UP and UZP checklist by liaising with group supervisors. The visit by the enumerators and supervisors were carefully planned. They were positioned in a cluster of study sites to ease the supervision and management of the survey. The dataset and fieldwork will terminate at the same time leaving enough room for the study team members to complete their assigned task.

Table 2-2: Distribution of samples

	Upazila	No. of Unions selected	No. of villages selected	No. of HHs interviewed	No. of Case Studies
1	KishoreganjSadar	2	2	108	1
2	Mithamain	2	2	108	
3	BrahmanbariaSadar	2	2	108	1
4	Bancharampur	2	2	108	1
5	Jagannathpur	2	2	108	1
6	Sullah	2	2	108	
7	Kazipur	2	2	108	
8	Ullaphara	2	2	108	1
9	Dumuria	2	2	108	
10	Dacope	2	2	108	
11	BargunaSadar	2	2	108	1
12	Betagi	2	2	108	
13	Pirgonj	2	2	108	1
14	Pirgachha	2	2	108	1
15	MymensinghSadar	2	2	108	1
16	Gaffargaon	2	2	108	
17	ComillaSadarDakshin	2	2	108	1
18	Chauddagram	2	2	108	
19	Bahubal	2	2	108	
20	Nabiganj	2	2	108	1
21	Sujanagar	2	2	108	1
22	Ishardi	2	2	108	
23	Shyamnagar	2	2	108	1
24	Kaliganj	2	2	108	
25	Bauphal	2	2	108	
26	Mirzaganj	2	2	108	1
27	Patgram	2	2	108	
28	Aditmari	2	2	108	1
	Total	56	56	3024	15

2.3.1 Training and Quality Control Measures

Extensive training programs were organized for the selected enumerators on the use of the questionnaire and the survey methodology. They were also given adequate knowledge about Upazila structures, Line Departments, different projects as well as selection of other respondents. After the in-house training, they were sent to the field for acquiring practical knowledge on the survey and questionnaire. The selected enumerators were sent to three locations, namely Gazipur, Narayanganj and Savar for a one-day assignment.

Supervisors were given the key responsibility of monitoring the survey activities very closely. Consultants of the project also made extensive visits to survey sites in order to monitor data collection process as well as to get an impression on various aspects of the survey. The data collection procedures were constantly supervised and monitored by the researchers/consultants.

The members of the research team monitored the interviews as well as provided specific feedback to the enumerators regarding the interview as and when required (e.g., rapport establishment, questioning style, use of probing questions and approach to the respondents). The supervisors checked all completed interview schedules on a daily basis to

identify the missing information, ambiguous answers, numerical errors, and provided feedback to the enumerators.

Data Management

The data management activities included registration of the interview schedules, editing of interview schedules, data entry, cleaning, processing and analysis. Some cleaning of data has been done after completion of the surveys. Data management has been done at the BIDS. Data entry format has been designed by an experienced programmer and data entry has been done by entry operators working at BIDS using widely used statistical software SPSS and STATA. The whole process has been supervised by the team leader, statistician and other team members.

2.4 Methods of Analysis

A. Desk review: We have reviewed reports on previously conducted CPS and baseline studies along with the rules and regulations of UZP and UP regarding their mandated service delivery. A basic stocktaking has been done from the very outset of the survey, which was reflected in designing the questionnaires.

B. Statistical techniques: The following techniques and tools are applied for data analysis.

Descriptive Statistics: Statistical techniques, such as goodness of fit, equality of two proportion/percentage tests between project and control areas, and logistic regressions were carried out for the analysis. Further, a comparison of findings on some selected indicators is made with previous studies, such as Baseline - 2013, CPS - 2014 as and when necessary to assess improvements over time. Findings are reported in three separate categories, Project Area, Control Area and Total Area.

Item Response Theory (IRT): The perception survey mostly involves the responses like strongly agree, agree, disagree or strongly disagree. Item Response Theory (IRT) models, also called latent trait models, have been extensively used in analyzing categorical responses. IRT derives the probability of each response as a function of the latent trait and some *item parameters*. The same model is then used to obtain the likelihood of ability as a function of the actually observed responses and, again, the item parameters. The model makes it possible to derive a composite variable on the basis of most likely responses which later can be used in the regression models. This study employs IRT to analysis qualitative ranking of various indicators.

Regression Analysis: Several regression models have been estimated to assess the impact of project interventions on the quality of services and efficiency of the LGIs.

CHAPTER 3: SOCIO-ECONOMIC CHARACTERISTICS HOUSEHOLDS

This chapter analyses the socioeconomic profile of the respondents from both treatment and control areas. It is to be noted that information on various aspects of Union Parishad and Upazila Parishad has been collected from a comparable group of households to understand the progress made over the last one year with respect to the UPs and UZPs.

3.1 Socio-Economic Profile

Table 3-1 presents basic socio-economic characteristics of the respondents. The size of the household is about 5 for both treatment and control groups. Estimated sex ratio indicates that the ratio of males over females (sex ratio) is higher in control households compared to treatment households (110.4 vs. 112.1). Land ownership pattern is similar among both groups of households, which is on average 95 decimal. The dependency ratio is estimated at about 55. Average annual nominal income and expenditure has been almost the same between both the treatment and control groups. Thus, the choice of households in both areas is based on similar characteristics, which provides a basis for good assessment of interventions made in treatment areas.

Table 3-1: Profile of the respondents

	Treatment	Control	Total
Average family size	5	5.1	5.1
Sex ratio (M/F)	110.4	112.1	111.2
Dependency ratio	54.7	54.9	54.8
Average land owned (dc)	93.5	95.7	94.6
Average agricultural land owned (dc)	137.5	136.6	137.1
Landless household (0 dec) (%)	0.9	1	1
Average annual household income (Tk)	11206.44	11318.10	11262.16
Average annual household expenditure (Tk)	9737.8	9947.64	9842.58
Average age of the respondent (yrs)	45.6	43.7	44.7
Male (%)	94.38	93.25	93.82
Female (%)	5.62	6.75	6.18
Average distance from Union (km)	2.9	2.9	2.9
Average distance from Upazila (km)	8.1	11.9	10.0
N	1512	1512	3024

3.1.1 Involvement with UP and UZP

Only about 3% of the respondents are found to have involvement at different capacities with Union Parishad, while the percentage is lower than 1 in case of Upazila level involvement (Table 3-2). Among the involved citizens, 22% were involved as Chairman and the same proportion of citizens were involved as member.

Table 3-2: Involvement and types of involvement of citizens with UP or UZP activities

	Treatment (%)		Control (%)		Total (%)	
	Yes	No	Yes	No	Yes	No
Union Parishad	3.11	96.89	4.17	95.83	3.64	96.36
Upazila Parishad	0.73	99.27	0.6	99.4	0.66	99.34

Types of involvement at Union Parishad

Category	Treatment	Control	Total
	%	%	%
Chairman	22.22	4.84	12.15
Member	22.22	30.65	27.1
Female Member	8.89	0	3.74
Vice Chairman	2.22	0	0.93
Union Development Coordination Committee	2.22	6.45	4.67
Standing Committee	15.56	0	6.54
Service Related	11.11	9.68	10.28
Business Related	6.67	1.61	3.74
Others	8.89	46.77	30.84

3.1.2 Household condition

The following table (Table 3-3) depicts the dwelling and sanitary conditions of the surveyed households both in project and control areas. It is observed that there are similarities among both groups in terms of sources of drinking water (more than 90% is tube-well), fuel (more than 95% uses bamboo/wood etc.), and lighting (electricity is available in about 60% households). However, some variations are observed in house roof and toilet facilities between the groups.

Table 3-3: Dwelling and sanitary conditions of the households

	Treatment	Control	Total
	%	%	%
House roof			
Pacca	8.8	9.8	9.3
Semipacca	12.4	20.3	16.3
Katcha (earthen)	9.2	14.7	11.9
Corrugated iron sheet house	67.0	52.4	59.7
Jupri (straw made roof)	2.6	2.9	2.8
Sources of Drinking Water			
Tap	1.5	1.3	1.4
Tube-well	93.4	91.5	92.5
Pond/ ditch	4.2	2.8	3.5
River/canal	0.2	0.3	0.2
Others	0.7	4.1	2.4
Toilet Facility			
Sanitary (water sealed)	30.3	25.8	28.1
Sanitary (non water sealed)	35.0	45.6	40.3
Katcha	34.4	27.5	30.9
others	0.3	1.1	0.7
Sources of Fuel			
Gas	3.0	0.7	1.9
Bamboo/wood/leaf/bush	96.5	98.6	97.5
Kerosene	0.4	0.5	0.4
Others	0.1	0.2	0.2
Lighting Facility			
Electricity	60.1	59.5	59.8
Kerosene/Kupi	17.1	22.3	19.7
Solar	20.9	11.8	16.3
Others	1.9	6.4	4.2
N	1512	1512	3024

3.2 Educational Status of Households

Table 3-4 presents the educational status of both treatment and control household members. The findings suggest that around 40% of the household members do not have formal education, about 19% have primary education, and around 35% have secondary education. Though the percentage of illiterate household members is higher in control areas than treatment areas, other indicators of educational qualification are almost comparable among the two groups.

Table 3-4: Education level of the family members (Percentage)

Educational Status in Sample	Treatment		Control		Total	
	N	%	N	%	N	%
No Schooling	609	40.3	692	45.8	1,301.00	43
Primary	286	18.9	265	17.5	551	18.2
Secondary	537	35.5	506	33.5	1,043.00	34.5
Graduate	56	3.7	36	2.4	92	3
Postgraduate	24	1.6	13	0.9	37	1.2
Total	1512	100	1512	100	3024	100

3.3 Livelihood Options

Table 3-5 presents the primary occupations of the head of households. Majority of the household heads are self-employed (almost 65%) and the percentage of wage employment (day labour) is about 14 percent. About 7 percent of the respondents are involved in salaried employment. Both treatment and control households are almost comparable in terms of occupation of the household head.

Table 3-5: Occupation status of the Household head (percentage)

Occupation	Treatment	Control	Total
Wage employment	11.6	17.1	14.3
Salaried	7.7	6.1	6.9
Self employed	68.1	62.1	65.1
Housewife	4.5	5.3	4.9
Others	8.2	9.4	8.8
N	1512	1512	3024

3.4 Land Ownership

Majority of the households (40.2%) ownland more than 50 decimals (Table 3-6). About one-fourth of the households ownland ranging between 0-5 decimals. About 10% of the households ownland of size ranging between 5 and 10 decimals.

Table 3-6: Land ownership (percentage) by the respondents (Last 1 year)

Land ownership (dec)	Treatment	Control	Total
Landless (0)	0.9	1	1
>0 to 5	25.3	22.4	23.9
>5 to 10	10.2	11.1	10.7
11 to 20	8.5	9.8	9.1
21 to 50	13.5	16.8	15.1
50 +	41.5	38.9	40.2
N	1512	1512	3024

3.5 Poverty Status

Poverty status of the respondents has been analysed in the following table (Table 3-7) after adjusting for inflation with the HIES 2010 poverty line. About half of the respondents in Sunamganj, Khulna and Satkhira under the poverty line. Overall, about 36% of the respondents are under the poverty line and both treatment and control groups are comparable in terms of their overall poverty status.

Table 3-7: Percentage of respondents falls under the poverty line

Division	Treatment		Control		Total
Dhaka	Kishoreganj	37.38	Mymensingh	28.24	32.79
Chittagong	Brahmanbaria	19.44	Comilla	28.70	24.07
Sylhet	Sunamganj	53.24	Habiganj	28.24	40.74
Barisal	Barguna	24.07	Patuakhali	32.87	28.47
Khulna	Khulna	52.78	Satkhira	57.87	55.32
Rajshahi	Sirajganj	42.59	Pabna	31.94	37.27
Rangpur	Rangpur	29.17	Lalmonirhat	39.81	34.49
Total		36.95		35.38	36.17

3.6 Summary

This chapter provides an analysis of socio-economic characteristics of both the project and non-project households. Since we have shown that on several important indicators such as education, employment and land ownership both groups of households have similar results, there is a solid basis for the comparison of their project outcomes.

CHAPTER 4: DEMOCRATIC GOVERNANCE AT UNION AND UPAZILA PARISHADS

The Upazila Governance Project (UZGP) and Union Governance Project (UPGP) have been making various interventions in the project Upazilas and unions to improve various governance aspects in local government institutions. Under these projects, various interventions, such as fiscal facility fund to all UZPs and UPs, various capacity building supports such as holding training and workshops on planning, budgeting, auditing, MIS etc. for officials and elected representatives, close monitoring of activities by project officials of the project Upazilas and unions. Moreover, capacity building support are extended to non-project UPs and UZPs too. Therefore, it is expected that positive outcomes of these interventions would be reflected in the activities of the UPs and UZPs.

This section reports the survey results on citizens' perception and engagement with various aspects related to democratic governance at the UPs and UZPs.

4.1 Information Disclosure Service at Union and Upazila Parishad

This section assesses the knowledge and awareness of the citizens on the Citizen Charter (CC), mandated service delivery of Parishads and Union digital centre through a structured questionnaire. The survey results are reported in this section.

4.1.1 Citizen Charter:

It has been made mandatory for all UPs and UZPs to prepare a citizen charter incorporating all the services available and display it in the Parishad notice board and the website of the Parishad. A properly prepared and displayed CC helps ensure transparency and accountability of Parishad activities and improves the overall governance of both Union and Upazila Parishads.

While the survey at the Parishads reveals that 96% of treatment UPs and 68% of control UPs prepared and displayed their CC, citizens are less aware of this fact. Only about 42.8% of the respondents (citizens) have seen or have some sort of knowledge about citizen charter in the Union Parishad premises/website in the project area, whereas the proportion is 30.9% in the control area (Table 4-1). Among those who have read the citizen charter, 71% in project area and 65.9% in control area think that the information given in the citizen charter is realistic.

On the other hand, for the Upazila Parishads, only 23.4% of the respondents have seen or have some sort of knowledge about the citizen charter in the project areas compared to only 14% in control areas. The percentage of people noticing the citizen charter in project areas is higher than that of the control areas.

Table 4-1: Citizens' Knowledge about citizen charter

	Union (%)				Upazila (%)			
	Treatment		Control		Treatment		Control	
	Yes	No/Don't know	Yes	No/Don't know	Yes	No/Don't know	Yes	No/Don't know
Citizen charter in the Parishad	42.8	57.2	30.9	69.1	23.4	76.6	14	86
Whether the information in the citizen charter is realistic	70.9	29.1	65.9	34.1	68.5	31.5	57.6	42.4

4.1.2 Information Disclosure:

About 26.3% of the respondents in the Project areas and 15.3% respondents in the control areas went to the Upazila Parishad for seeking some kind of information (Table 4-2). Of them, about 42.1% in the project areas and 26.2% in the control areas received the desired information.

For the Upazila Parishad, 62.2% of citizens in the project areas and 33% in the control areas (Table 4-2) expressed their satisfaction with receiving information services implying that project Upazilas are performing much better in providing information services than control Upazilas.

About 66.6% of the respondents in the project areas and 45.4% of the respondents in the control areas went to the Union Parishad respectively for seeking information on various services during the last one year (Table 4-2). Of them, 75.8% in the project areas and 56.2% in the control areas received the desired information from the Union Parishad.

Regarding the satisfaction on information received, 69.2% of the respondents (citizens) in the project areas and 57.9% in the control areas expressed their satisfaction with the information received (Table 4-2).

Table 4-2: Information Service from UP and UZP

	Union (%)				Upazila(%)			
	Treatment		Control		Treatment		Control	
	Yes	No	Yes	No	Yes	No	Yes	No
Sought any kind of information during last year	66.6	33.4	45.4	54.6	26.3	73.7	15.3	84.7
Among information seekers, received information from Parishad during last one year	75.8	24.2	56.2	43.8	42.1	57.9	26.2	73.8
Satisfaction Level on information service received:								
Highly satisfied	5.6		6.7		8		5.9	
Satisfied	69.2		57.9		62.2		33.3	
Neutral	18.9		25.6		24.4		50.8	
Dissatisfied	5.4		8.3		4.2		8.9	
Highly dissatisfied	0.9		1.5		1.2		1.2	

4.1.3 Union Digital Centre

The Union Digital Centre (UDC), previously known as the Union Information Service Centre (UISC) has been established in all UPs by the government with a view to providing information and communication services to the local citizens. Though this is the initiative of the central government, the infrastructure has been built by the UPs with support from UPGP. Parishads provide the computers, accessories, cameras, scanners and office space to UDCs.

About 60% of the respondents know about the Union Digital Centre (UDC) in the project areas and the proportion is 47.1% in the control areas (Table 4-3). While 44.8% of the respondents went to the UDC for services in the project unions, 39% of the respondents went to the UDC in control UPs. Respondents in project UPs visited the UDC more frequently than control area respondents (3.4 times vs. 2.9 times).

Moreover, satisfaction levels about the services from UDC is higher in the project areas (74.2%) than the control areas (60.7%) (Table 4-3). When the citizens were asked about the willingness of the Parishad to provide information to the people, almost the same proportion of citizens (about 60%) in both control and project areas responded positively. It is evident from the results that citizens are equally satisfied with the information services received from both project and control UPs.

Table 4-3: Services at Union Digital Centre

	Union (%)			
	Treatment		Control	
	Yes	No	Yes	No
Knowledge about Union Digital Centre (UDC)	59.9	40.1	47.1	52.9
Seek any information from UDC	44.8	55.2	39.1	60.9
Average number of UDC visit(last year)	3.4		2.9	
Satisfaction about the services from the UDC:				
Highly satisfied	8.1		8.4	
Satisfied	74.2		60.7	
Neutral	14.1		25	
Dissatisfied	3		4.4	
Highly dissatisfied	0.6		1.5	
Willingness of the Parishads to provide information to the citizen:				
Highly interested	5.7		8.7	
Interested	64.6		60	
Neutral	23		24.9	
Not interested	4.8		5.4	
Not at all interested.	1.8		1	

4.2 Participatory Democratic Governance

4.2.1 Parishad Meeting

The survey reveals that only 41.3% of the respondents in the project areas and 28.8% of the respondents in the control areas have some knowledge about the Union Parishad meeting and the proportion is 21.7% and 12.8% respectively for Upazila Parishad meeting (Table 4-4). Though citizens of project UPs and UZPs are better aware of meetings, a large proportion of citizens are left in the dark about the holding of Parishad (both UP and UZP) meetings and its agenda.

Among the citizens who know about Parishad meetings, 55.7% in the project areas and 26.5% in the control areas know about the holding of Union Parishad meeting during the last one year (Table 4-4). For Upazila Parishads, 42.3% of the respondents in the project areas and 13% of the respondents in the control areas know about the holding of Upazila Parishad meetings during the last one year. The results indicate that still citizens are least bothered about the Parishad meetings and its activities.

Table 4-4: Parishad Meeting

	Union (%)					Upazila(%)				
	Treatment		Control			Treatment			Control	
	Yes	No/Don't know	Yes	No/ know	Don't	Yes	No/ know	Don't	Yes	No/ know
Knowledge about the monthly Parishad meeting	41.3	58.7	28.8	71.2		21.7	78.3	12.8	87.2	
Holding the Parishad meeting during the last year	55.7	44.4	26.5	73.5		42.3	57.6	13	87	

4.2.2 Ward Shavas

Holding ward shava with local citizens to discuss development agenda has been made mandatory in the UP Act 2009. One of the UPGP agenda is to ensure holding of ward shava regularly to make the local level development more participatory and transparent. This is a meeting at Union Parishad level where the citizens can participate and place their demands. Thus, the survey sought information from the local citizens about various aspects of ward shavas.

Survey results suggest that 45.6% of the respondents in the project area and 24.4% of respondents in the control areas have some knowledge about the ward shava (

Table 4-5). So, the majority of the citizens are not aware of the Ward Shava. This is an important area where the project needs to focus on.

Only about 28.7% of the respondents in the project areas and 13% of the respondents (including representatives from the respondent's family) in the control areas participated in the ward shava during the last year. Among them, 59.9% of respondents in the project areas opined that the ward shava was participatory, while 29.9% in the control areas thought the same (

Table 4-5). About 41% of the respondents in the projects areas and 19% of the respondents in the control areas have agreed that development plan was discussed in the ward shava.

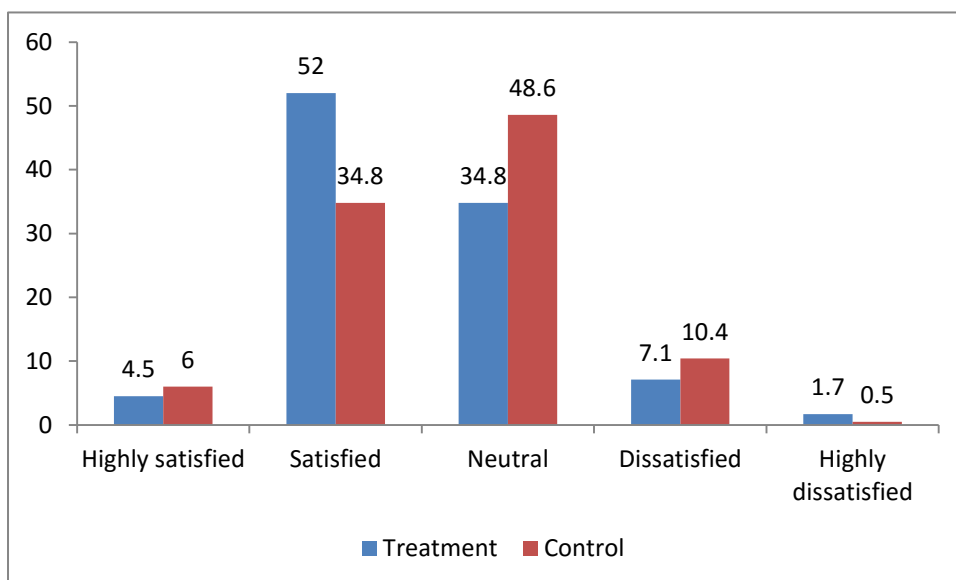
Regarding the outcome of ward shava, 52% of the ward shava participants in project area and 35% in control areas are satisfied (Figure 4-1). Though the Union Parishads provide information that they hold two (2) ward shavas every year and on average 200 citizens participated in each meeting, which is close to 10-15% of ward population. Therefore, the information received from the citizens is consistent. However, the quality of the discussion

with representative participants is important for making the shava more fruitful. It is expected that the UPGP will work in that direction as the current holding of ward shava in most cases lacks such quality.

Table 4-5: Information on Ward Shava at the UP

	Union (%)			
	Treatment		Control	
	Yes	No/ Don't know	Yes	No/ Don't know
Knowledge about the ward shava	45.6	54.5	24.4	75.6
Holding ward shava during the last one year	33.3	66.6	10.8	89.2
Attended ward shava during the last one year	16.6	83.4	6.9	93.1
Any member of the family in attended ward shava during the last one year	12.1	87.9	6.1	93.9
Equal chance to talk in the ward shava	59.9	40.1	29.9	70.1
Development plan discussed in the ward shava	41.1	58.9	18.9	81.1

Figure 4-1: Percentage of citizens satisfied with Ward Shava



4.3 Standing Committee

Every Union Parishad is supposed to form 13 standing committees involving elected members and other local people with a member as head of the committee. On the other hand, Upazila Parishad is supposed to form 17 (standing) Committees in line with 17 line departments with a Vice Chairperson as head. It is revealed from the survey that 25.6% of the respondents in the project area and 13.1% of the respondents in the control areas have knowledge about Union level standing committee meetings (Table 4-6). On the other hand 16.3% of the respondents in the control areas and 5.6% of the respondents in the control areas knew about standing committee meetings at the Upazila Parishad. The respondents were asked about holding of the standing committee meeting during the last one year. In response 16.8% of the respondents in the project areas and 6.2% of the respondents in the control areas admitted that they know about the holding of the meetings of standing committees at the Union level during last year. At the Upazila level the response is 10% in the project areas and 2.5% in the control areas. It is again observed from the survey that citizens have poor knowledge about the functioning of the Upazila Parishad.

Table 4-6: Issues on standing Committee

	Union (%)				Upazila (%)			
	Treatment		Control		Treatment		Control	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know
Knowledge about the standing committee meeting	25.6	74.4	13.1	86.9	16.3	83.7	5.6	94.4
Standing committee meeting was held in the past one year	16.8	83.3	6.2	93.8	10	90	2.5	97.5

4.4 Functioning of Other Committees

Union Development Coordination Committee (UDCC) is one of the important committees at the UP level to oversee development works. About 18.2% of the respondents in the project areas and only 9.1% of the respondents in the control areas have knowledge about UDCC (Table 4-7).

It is the Project Implementation Committee (PIC) who plays the key role for project implementation and monitoring. About the Union level PIC, 16.8% of the citizens in the project areas and 9.5% of the citizens in the control areas have knowledge about the PIC. Whereas, 7.2% of the respondents in the project areas and only 3.4% of the respondents in the control areas have knowledge about Upazila level PIC. Among them 40.2% of the

respondents in the project areas and 21.5% of the respondents in the control areas are satisfied about the Union level PIC. For the activities of Upazila level PIC 30.8% of the respondents in the project areas and only 6% of the respondents in the control areas are satisfied.

Table 4-7: Information on other committees

	Union (%)				Upazila(%)			
	Treatment		Control		Treatment		Control	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know
Knowledge about the Union Development Coordination Committee (UDCC)	18.2	81.8	9.1	90.9				
Knowledge about the Project Implementation Committee (PIC)?	16.8	83.2	9.5	90.5	7.2	92.8	3.4	96.6
Participation in the PICs during last one year	4.3	95.7	1.8	98.2	1.2	98.8	0.5	99.5
Satisfaction about the activities of the PIC:								
Highly satisfied								
Satisfied	5		5.9		2.3		3	
Neutral	40.2		21.5		30.8		6	
Dissatisfied	48.6		63.4		61.6		81.4	
Highly dissatisfied	5.21		81.2		4.31		8.70.9	

4.5 Planning, Budget, Audit & Tax

4.5.1 Annual and Five Year Planning

To facilitate an inclusive and participatory development approach, it is now mandatory for all UPs and UZPs to prepare annual development plans and five year plans. Previously these plans were meant to scheme list only, however, with interventions from the UPGP and USGP projects, the quality of these plans has improved much. Now the question is whether people are aware of these developments which have happened so far. When citizens were asked whether they knew anything about the annual planning of the Parishad, about 30% of the respondents in the project areas and 20.1% of the respondents in the control areas admitted that they knew about the annual planning of the local Union Parishad (Table 4-8).

On the other hand, only smaller proportions of citizens are aware of Upazila’s annual plan (20.8% vs. 12.3%).

For the five year plans, the positive responses are even lower. Among the respondents 15.6% in the project areas and 12.3% in the control villages have some knowledge about the five year plan of their Union Parishad. For Upazila Parishad, this response was 11.5% in treatment areas and 9.8% in control areas.

Only about 2% of the respondents in both project and control areas were engaged to some extent in the planning process of the UP. However, citizens’ engagement is even lower in the planning process of the Upazila Parishad.

Table 4-8: Citizens Knowledge on Parishad Planning

	Union (%)						Upazila (%)					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know
Knowledge about the annual planning of Parishad	29.8	70.2	20.1	79.9	25	75	20.8	79.1	12.3	87.7	16.6	83.4
Has Parishad an annual plan	25.9	74.1	12.4	87.6	19.1	80.9	17.5	82.6	4.9	95.1	11.1	88.9
Knowledge about five year plan	15.6	84.4	12.3	87.7	13.9	86.1	11.5	88.5	9.8	90.2	10.7	89.3
Has Parishad a five year plan	14.3	85.7	4.9	95.2	9.5	90.5	10.5	89.5	3	96.9	6.7	93.3
Engagement in planning process of Parishad during last year	2.9	97.1	2.1	97.9	2.5	97.5	1.4	98.6	0.3	99.7	0.9	99.1

4.5.2 Budgeting at UP and UZP

Survey findings show that 41.05% of the respondents in project areas and 23.13% of the respondents in control areas have some knowledge about the annual budget of their own Union Parishad (Table 4-9), while the proportions are 26.83% and 10.83% of the respondents respectively for Upazila Parishad. About 16% of the respondents in the treatment areas and 7.1% of the respondents in the control areas are aware about the Union Parishad’s open budget session. For the Upazila Parishad this response is 8.3% of the respondents in the treatment areas and 2.3% of the respondents in the control areas. A

small proportion of respondents attended the open budget session of their respective Union Parishad's during the last year (6.5% vs. 3.3%). Regarding women' participation in the open budget meetings, 13.6% of the respondents from the treatment areas and 4.1% of the respondents from the control villages admitted that women participated in the open budget sessions in their Union Parishads. For Upazila Parishad this response is 8.1% of the respondents in the treatment areas and only 1.4% of the respondents in the control areas.

Table 4-9: Information on budget and open budget session

	Union (%)						Upazila (%)					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No	Yes	No/ Don't know
Knowledge about the annual budget of the Parishad	41	59	23	77	32	68	27	73	11	89	19	81
Engagement in budget preparation during last one year	2.3	98	1.8	98	2	98	0.7	99	0.4	100	0.5	100
Involvement of general people has increased in budget preparation now than earlier period	19	81	9	91	14	86	11	89	4	97	7.3	93
Facility of women and poor class people are considered in preparing the budget	25	76	14	86	19	81	15	85	6	94	11	89
Knowledge about Open Budget Session (UP)/budget session (UZP)	16	85	7	93	11	89	8.3	92	2	98	5.3	95
Attended the open budget meeting (UP)/budget session (UZP) during last one year	6.5	94	3	97	4.9	95	1.9	98	1	99	1.3	99

	Union (%)						Upazila (%)					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No	Yes	No/ Don't know
Any member of the family participated in open budget (UP)/budget session (UJP) during last one year	5.4	95	3	97	4.4	96	1.7	98	1	99	1.4	99
Participatory (equal chance to talk)open budget meeting/budget session	26	74	16	84	23	78	15	85	4	96	11	89
Participation of marginalized community in the open budget meeting/budget session during last year	11	89	4	96	7.4	93	5.6	94	1	99	3.1	97
Participation of women in the open budget meeting/budget session during last one year	14	86	5	95	9.1	91	8.1	92	1	99	4.7	95

4.5.3 Auditing of Annual Income and Expenditure

It has been revealed from the survey that 17.09% of the respondents in project areas and 9.08% of the respondents in the control areas have knowledge about the annual income and expenditure of the Union Parishad (

Table 4-10). However, for the Upazila Parishad this proportion is even lower (9.38% vs. 2.79%). The sources of information of the citizens on income and expenditure of the UP are the notice board (33.46 vs. 56.3), website (2.76 vs. 3.01) and hearsay and others (63.78 vs. 40.6). Almost the same proportion of citizens had mentioned similar sources of information on the Upazila's income and expenditure. Citizens (5% for UP and 2% for UZP) think that respective Parishads hardly make any effort to publish the audit report. Bill boards and notice boards are the main modes of sharing information by UPs and UZPs as mentioned by 50% of the respondents.

Table 4-10: Information on auditing of income and expenditure

	Union						Upazila					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know
Knowledge about the annual income and expenditure of Parishad	17.09	82.92	9.08	90.92	13.09	86.91	9.38	90.63	2.79	97.21	6.08	93.92
Information sources:												
Notice board	33.46		56.33				44.88		43.44			
Website	2.76		3.01				3.15		10.87			
Hearsay	63.78		40.6				51.97		45.65			
Parishad's effort to make the audit report public	6.73	93.26	3.78	96.22	5.26	94.74	2.48	97.51	0.73	99.27	1.6	98.4

Mode of sharing information:								
Bill board	19.8	18.5			17.95	5.88		
Notice board	33.6	48.15			43.59	64.7		
Website	2.97	1.85			5.13	11.76		
Others (verbal communication)	43.56	31.48			33.33	17.65		

4.5.4 Holding Taxes and other service charges

Revenue mobilization at the local level is an important aspect of strengthening the local government institutions. Collection of holding (property) tax, the major source of local government revenue, is thus very important for the Union Parishad. Citizens have to pay a certain amount of yearly income to run part of the Parishad's expenditure based on their socio-economic condition. According to the survey, about 73% of the respondents in both treatment and control areas paid the holding tax in the last financial year (Table 4-11). About 79% of respondents in treatment and 88.4% of the respondents in control areas think that the current holding tax assessment system is appropriate. More than 80% citizens think that the UP is willing to collect tax and the citizens themselves are willing to pay more taxes for improved services.

Table 4-11: Tax collection effort of the UP

	Union					
	Treatment			Control		
	Yes	No	Not applicable	Yes	No	Not applicable
Pay the holding tax during July/14 to June/15	73	14.3	12.6	74.2	10.8	15
Did not pay holding tax any year during last 3 years	24.6	62.7	12.6	20.6	66	13.5
Present tax assessment system is appropriate	78.6	21.4		88.4	11.6	
People pay tax regularly than before	86	14		86.5	13.5	
If service is improved, will you agree to pay more tax	81.3	18.7		84.2	15.8	
UP is willing to collect holding Tax	86.2	7.5	6.3	78.1	9.3	12.6

4.5.5 Overall transparency, accountability and responsiveness

To check the overall responsiveness of the Parishad, the respondents were asked whether they have seen any complain box in their Parishad to lodge complaints. About 23.4% of the

respondents in treatment areas and 15.4% of the respondents in control areas mentioned that they have seen the complaint box in their respective UPs (Table 4-12). Regarding the complain box at the Upazila Parishad, the proportions of respondents are 14.5% and 9.5% respectively. Only 2% of the respondents in treatment areas and 2.5% of the respondents in control areas lodged any complaints in their UPs during the last year. Among them 35.3% of the respondents in treatment villages and 50% of the respondents in control villages agreed that their complaints were addressed. Only 1.3% of the respondents in treatment areas and 0.3% of the respondents in control areas had lodged any complaint in their UZPs during the past year. Among them 27.8% of the respondents in treatment areas and 14.3% of the respondents in control areas agreed that their complaints were dealt with.

Table 4-12: Transparency and accountability

	Union						Upazila					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Any complain box in the Parishad	23.4	76.6	15.4	84.6	19.4	80.6	14.5	85.5	9.5	90.5	12	88
Made any complaints during the last one year	2	98	2.5	97.5	2.3	97.7	1.3	98.7	0.3	99.7	0.8	99.2
Complaints resolved	35.3	64.7	50	50	41.4	58.6	27.8	72.2	14.3	85.7	24	76

56.9% of the respondents in the treatment areas and 45.7% of the respondents in the control area were satisfied with the overall transparency of the UP. 48.3% of the respondents in the treatment areas and 39.6% in the control areas were satisfied with the overall accountability of the UP. 45.9% of the respondents in the treatment areas and 36.9% in the control areas were satisfied with the overall transparency of the UP. 52.1% of the respondents in the treatment areas and 29.7% of the respondents in the control area were satisfied with the overall transparency of the UZP. 43.3% of the respondents in the treatment areas and 24.7% in the control areas were satisfied with the overall accountability of the UZP. 39.7% of the respondents in the treatment areas and 24% in the control areas were satisfied with the overall transparency of the UZP.

Table 4-133: Overall Transparency and accountability

Particulars	Treatment				Control				Total			
	Satisfied		Not satisfied		Satisfied		Not satisfied		Satisfied		Not satisfied	
	n	%	n	%	n	%	n	%	n	%	n	%
Union												
Overall transparency	835	56.9	634	43.1	665	45.7	789	54.2	1500	51.3	1423	48.7
Overall accountability	701	48.3	750	51.7	567	39.6	865	60.3	1268	44	1615	56
Overall responsiveness	653	45.9	770	54.1	525	36.9	897	63.1	1178	41.4	1667	58.6
Upazila												
Overall transparency	609	52.1	559	47.9	348	29.7	826	70.3	957	40.9	1385	59.1
Overall accountability	484	43.3	634	56.7	285	24.7	869	75.3	769	33.8	1503	66.2
Overall responsiveness	385	39.7	585	60.3	265	24	839	76	650	31.3	1424	68.7

4.6 Comparison with previous survey results

Though a comparison of the findings between this citizen survey and the previous citizen survey (2014) is desirable as per the ToR, a note of caution here is that such comparison may or may not truly reflect citizens' awareness about various aspects of UPs and UZPs due to differences in the choice of methods, respondents and distance from the UP and UZPs. A discrepancy in the information on citizen charter and other information services is observed between the two surveys. Regarding ward shava, parishad meeting and standing committee, citizens awareness and perception did not vary much between the survey periods. A significant improvement in the knowledge and perception regarding Planning and budget is observed since the CPS 2014. While Parishads comply many of the aspects as per the rules/act as revealed from Parishad survey (Chapter 6), efforts are not made properly to educate or make aware of their local citizens.

By combining various knowledge indicators, the proportion of citizens having knowledge on overall UP and UZP activities have been shown in Figure 4-2 and Figure 4-3. The results show that 49.56% of the citizens of the project unions have knowledge about most of the UP activities while the figure is 33.33% for the respective control unions. Overall, 41% citizens so far have knowledge about UP activities. There has been a significant improvement of knowledge about UP activities among the citizens since the baseline survey conducted in 2013 as the proportion was only about 11%. This indicates that project activities have become visible among the citizens to a greater extent over the period of time. The same is true for Upazila too though citizens' knowledge on upazila activities has not improved to that extent compared to UPs. While only 35% of the citizens have overall knowledge on Upazila activities in the project areas, only 19% of the citizens have such knowledge in the control areas. Compared with baseline survey results, although the proportion of citizens having knowledge about UZP activities have increased slightly in the project areas over time, it has not changed if we consider the whole sample. Therefore, people are comparatively less aware about the Upazila activities, particularly they are least informed in control Upazilas.

Figure 4-2: Level of overall knowledge on Upazila activities: Comparison with Baseline (%)

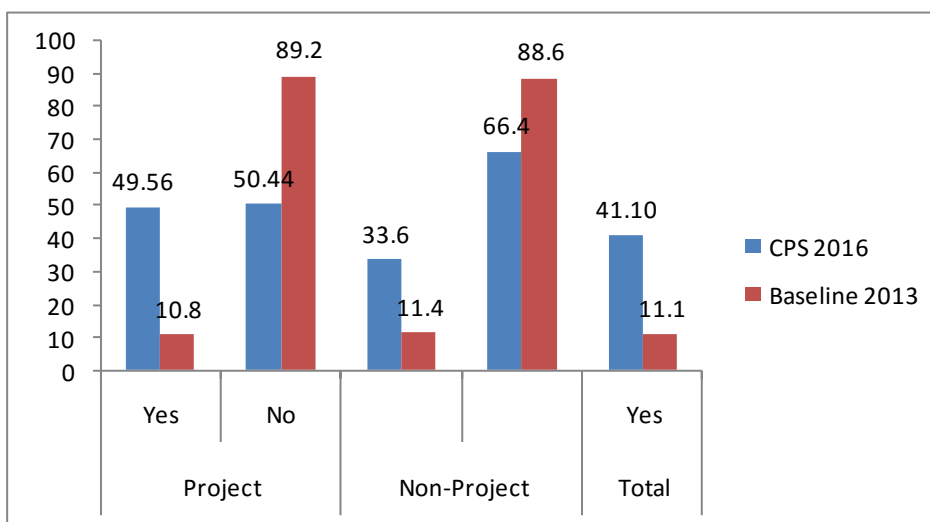
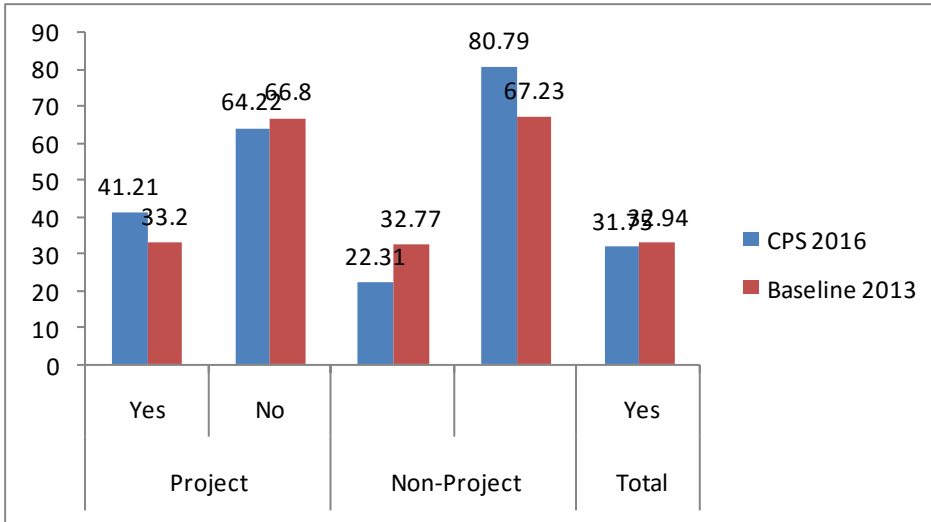


Figure 4-3: Level of overall knowledge on UP activities: Comparison with Baseline (%)



CHAPTER 5: DEVELOPMENT ACTIVITIES AND SERVICE DELIVERY OF UNION AND UPAZILA PARISHADS

One of the objectives of both the projects (UPGP and UZGP) is to enhance resource absorption capacity of the LGIs and improve participatory development initiatives. In this context, LGIs are given various resources including fiscal facility fund, capacity development trainings among others with proper monitoring. Therefore, it is expected that LGIs could initiate development schemes based on local demand in an appropriate manner and maintain transparency and accountability in resource expenditure patterns. How the local citizens evaluate LGIs development initiatives is assessed in this chapter.

5.1 Knowledge about Schemes/Projects

About 77% of the respondents in both project and control areas are aware of projects and schemes undertaken by the UPs (Table 5-1). However, citizens in project areas report being benefitting more than those of control areas (82.8% vs. 67.9%) indicating that better selection and implementation approaches of schemes are followed in the project areas. This could be adjudged as a success of the project. As usual, citizens are relatively less aware of the schemes/projects undertaken by the Upazila Parishad both in project and control areas though citizens in project areas are relatively better informed. This may be a reflection of the implementation of schemes under Upazila fiscal facility (UFF) in project areas.

An important observation is that people learn about schemes from other sources such as local people, friends and relatives instead of notice boards or bill boards, though it has been made mandatory to provide all scheme related information in a bill board at the scheme site. The same is true for Upazila schemes.

Table 5-1: Knowledge about development works

	Union (%)						Upazila (%)					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)	Yes	No/Don't know	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)	Yes	No/Don't know
Benefited from any scheme/project during last one year	82.8	17.2	67.8	32.2	75.3	24.7	58.7	41.3	36.8	63.2	47.7	52.3
Knowledge about the schemes implemented in the last one year	75.8	24.2	76.9	23.1	76.3	23.7	53.5	46.5	48.8	51.2	51.2	48.8
Source of information												
Billboard	3.9		15.5		9.5		2.7		18.4		10	
Notice Board	9.1		6.6		7.9		8		6.7		7.4	
Website	0.5		0.1		0.3		0.9		0.4		0.7	
Others	86.5		77.8		82.3		88.4		74.5		82	
Knowledge about the schemes to be implemented in the next one year (July/15 to June/16)	13.1	86.9	10	90	11.6	88.4	8.2	91.8	4	96	6.1	93.9
Source of information												
Billboard	9.9		15.9		12.3		4.1		24.6		10.7	
Notice Board	12		21.2		15.7		14		14		14	
Website	1.6		0		0.9		4.1		1.8		3.4	
Others	76.6		62.9		71		77.7		59.6		71.9	

*Satisfaction level: 1=Highly satisfied, 2=Satisfied, 3=neither satisfied nor dissatisfied, 4=Dissatisfied, 5= Highly dissatisfied.

5.2 Description of development works

When the citizens were asked about the development works/activities undertaken by local Union Parishads (**Error! Reference source not found.**), the highest number of respondents mentioned about old age allowance (95% vs. 84%) followed by road and culverts (83.7% vs. 70.6%) and health and family planning (83.1% vs. 39%). The other areas where development works take place are agriculture and irrigation (51.1% vs. 36.6%), education (63.3% vs. 29.6%) and religious institutions (62.9% vs. 39.2%). Regarding the Upazila Parishad's development activity, more than 60% of the respondents in project areas mentioned about education, road and culverts, and health and family planning. However, the performance of control Upazilas in undertaking development works is poor according to the citizens' response.

Though old age allowance is not a program of UPs, they are only responsible to distribute it according to set criteria. An overwhelming response from the citizens regarding this indicates that they are properly distributed among the citizens. Another interesting aspect of schemes at the local level is that UPs are still taking schemes on religious institutions, which is not allowed under LGSP guidelines. On the other hand, though more than 60% of the respondents mentioned about the development schemes of UZPs, this is misleading in a sense that the Upazila itself cannot implement schemes/projects. Perhaps some LGED projects and the central government's projects are mistakenly considered as UZP project.

Table 5-2: Information on development works

Type of work	Union (%)						Upazila (%)					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)	Yes (%)	No/Don't know (%)
Development of road and communication	83.7	16.3	70.8	29.2	77.3	22.7	67.1	32.9	37.4	62.6	52.9	47.1
Agricultural and irrigation equipment distribution	51.3	48.7	36.6	63.4	44	56	41.2	58.8	7.7	92.3	25.1	74.9
Health and family planning	83.1	16.9	38.8	61.2	61.1	38.9	60.9	39.1	21.2	78.8	41.5	58.5
Old age allowance/widow allowance/VGD/VGF	95	5	83.8	16.3	89.5	10.5	50.4	49.6	15	85	33.2	66.8
Education stipend/education related materials	63.4	36.6	29.6	70.4	46.8	53.2	71.3	28.7	44.4	55.6	57.7	42.3
School, mosque or madrasah development	62.9	37.1	39.2	60.8	50.8	49.2	50.8	49.2	24.2	75.8	37.3	62.7
Others	6.8	93.2	6.4	93.6	6.6	93.4	4.3	95.7	1.4	98.6	2.6	97.4

5.3 Case Studies on development activities

Case studies result also show the in-depth qualitative information related to development works done by local government institutes.

Case Study 1: Pond excavating/ digging for fresh drinking water in Gultikata village (Union: Ishwaripur, Upazila: Shymnagar, District: Satkhira)

Availability of fresh drinking water is a problem for most of the southern coastal regions of Bangladesh. People of Gultikata village have been suffering from a lack of fresh drinking water for several years. Local Union Parishad took an initiative to solve the crisis of drinking

water by digging a pond in Gultikata village. This scheme was completed by Ishwaripur Union Parishad in the 2014-15 financial year by spending Taka 2 lacs from the “Food for Work Program” of the central government. It took a total of 40 days to excavate the 30 feet by 90 feet pond at Rishipara in Gultikata village. Altogether 40 laborers (consisting of both males and females) worked on this project for 40 days. Around 120 households including those from two of the most poverty prone areas (Rishipara and Mundapara) of Gultikata village had no pure drinking water source in their village before the implementation of this project. At that time they had to travel around 3-5 kilometers to collect drinking water for their family members in the dry season, while collecting rain water at the time of the rainy season, otherwise they had to drink potentially fatal saline water.

Most of the people living in Rishipara and Mundapra are from the lower caste. It was beyond their financial capability to set up any fresh drinking water facility with their own resources. This project helped them to acquire fresh drinking water at minimum inconvenience and completely free of cost.

Case Study 2: Infrastructure development of Ujan Char High School (Union: Ujan Char, Upazila: Bancharampur, District: Brahmanbaria)

Although the Ujan Char High School taught around 600 students from adjacent villages, poor infrastructure at the school meant that students were being transferred from Ujan Char High School to Upazila level high schools. During the 2014-15 financial year, the local Union Parishad took an initiative to implement a new scheme to improve the infrastructure of this old school. At the beginning of the scheme they spent Taka 2, 34, 000 from LGSP and then Taka 2, 50, 000 from the same source to develop the school building, to renovate old furniture and to purchase new furniture for the school. In addition to these measures the Union Parishad also took an initiative to improve the school field by filling it with soil. After all these infrastructure improvement activities took place, almost 200 new students took admission in this school. Currently 800 students are studying here.

Local students from surrounding villages who are currently studying in this school are satisfied with the new improved infrastructure of their school. When we spoke with the teachers of the school, all of them were content with the improvement of their school and they believed that it will improve the teaching environment of the school. The entire project was implemented through the project implementation committee of the Ujan Char Union Parishad.

Case Study 3: Establishment of a high drain from Mirpur Bazar to Saronj Saheb canal (Union: Mirpur, Upazila: Jagannathpur, District: Sunamganj)

Mirpur Union Parishad established a 347 feet long high drain from Mirpur Bazar to Saronj Saheb canal at a total cost of Taka 4, 90, 000, funds which came from LGSP-2. Around 600 residents of Ward No. 7 benefitted getting rid of water logging during the rainy season after building of this high drain. It also assisted the shop owners of 50 shops in Mirpur Bazar to flourish their businesses.

The main road (made of mud) of the village went under water during the rainy season before the building of this high drain. It was difficult for the consumers to come to the village shops at Mirpur Bazar during the rainy season due to water logging in front of the market. One of the villagers, Abdul Hakim, at the time of data collection, opined that water logging was a common feature of the village before establishing the high drain. He also added that the

shop owners suffered due to a lack of customers at their shops because of water logging. The newly constructed drain helped to pass the rain water very quickly from the village to the Saronj Saheb canal. Village residents no longer have to face water logging at their homestead and village roads. They are very pleased with the implementation of this project in their village. Specially, the shop owners of Mirpur Bazar are very grateful to the Union Parishad for establishing this high drain which helps them to develop their businesses further.

Case Study 4: Training on tailoring provided to destitute women from Keorabunia Union to augment their earnings (Union: Keorabunia, Upazila: Barguna Sadar, District: Barguna)

Four poverty-stricken women were provided tailoring training from the Keorabunia Union Parishad as part of income generating activities for poor women. The chosen recipients of the training are: Rekha Begum (36 years old) of Tulshi Baria village, Kulsum Akhter (14 years) of Singrabunia village, Munni Begum (33 years) from Adabaria village, and Sonia Begum (27 years old) of Angar Para village. The total duration of the training program was three months starting from February 15. A trainer was appointed by the WDF earning a salary of Taka 4, 000 per month. In addition the WDF also provided 4 sewing machines to the Union Parishad for this training. Altogether, the project cost Taka 50, 000 borne by WDF. One room of the local Union Parishad building was used as a classroom during the duration of the training.

Rekha Begum's husband Bacchu Miah works as carpenter to support 5 family members (one son and two daughters). He can earn a monthly salary of between Taka 5, 000 to 6, 000 which is not sufficient for a 5 member family. After training, Rekha Begum started tailoring at her home and now she can earn around Taka 1, 500 to 2, 000 per month. This extra money helps her to maintain family expenses in a better way. Like Rekha Begum, Sonia Begum also started her own tailoring business after training that increased her income by around Taka 2, 000 per month. This extra income helps maintain her large family of 7 members. Her husband earns a monthly salary of Taka 16, 000 working as a local solar company's field level project staff, which is not enough to maintain family expenses. Sonia's extra income from tailoring provides her family financial solvency.

On the other hand, Kulsum Akhter and Munni Begum could not utilize their training because of their inability to purchase a sewing machine by themselves. At the beginning of their training, the authority promised to provide them with a free sewing machine but could not deliver on that promise because of fund constraints. Kulsum had to depend on her old and widowed mother's old age allowance and her own income as a housemaid. In the end, she could not arrange money to buy a sewing machine to start her own tailoring business. Even Munni Begum had to rely fully on her day laborer husband's income to run their four member family. At the time of the interview, both Kulsum Akhter and Munni Begum told the interviewers that they needed some money to buy sewing machines to fully utilize their trainings.

Case Study 5: Construction of stairs to reach the C & B multipurpose road (Village: Naraynpur, Union: Jafarganj, Upazila: Debidwar, District: Comilla)

Inhabitants of Naraynpur and three neighbouring villages were facing serious problems to reach the C & B multipurpose Dhaka-Sylhet highway road and dam because the road was almost 15 feet higher than the village topography. Specially, the school going children and

old age residents of these villages faced serious problem to reach the highway road. Considering the pressing demand of the village inhabitants, Jafrganj Union Parishad took an initiative to construct a 15 feet high staircase. They started the work on 14th July 2014 and finished by 30th July 2015. The total cost of this scheme amounted to Taka 3,99,749, which came from LGSP-2. The Union Parishad formed a seven member scheme implementation committee headed by a local women member of the Parishad to oversee the scheme.

Now the local people use this stairway to reach the local bazar, school and other places. At the time of interview, local school teachers agreed that the levels of student participation increased in their primary school after building this staircase. People of Narayanpur village are very overjoyed after construction of the staircase scheme by the local Union Parishad and they opined that there was no corruption at the time of implementation of this scheme.

Case Study 6: Construction of a semi-pucca building at Mahinanda High School (Village: Mahinanda, Union: Mahinanda, Upazila: Kishoreganj Sadar, District: Kishoreganj)

Mahinanda High School is situated in Uttarpara of Mahinanda village, which is around 6 kilometres away from the Upazila Parishad. Since there was a problem of accommodation in this school, the local Union Parishad took an initiative to construct a new semi-pucca building at the school.

In fiscal year 2014-15, the local Union Parishad received a block grant from Upazila Parishad to build new classrooms. They spent Taka 5, 00, 000 to complete this scheme/project. Ward committee number 2 acted as scheme implementation committee for this school building construction. Local villagers and school management committee opined their gratitude to the Union Parishad at the time of interviews. Students are beatific about getting new classrooms which will enhance their motivation to study hard. When completed, around 200 students of this school would be benefitted from this project.

Case Study 7: Construction of box culvert (Village: Uttar Gabua, Union: Kakarbumia, Upazila: Mirzaganj, District: Patuakhali)

Previously, at the time of the rainy season, farmers of Uttar Gabua village had to cut off the village road to protect their crops from water logging. It was difficult for villagers to cross this road using their bicycles and motorcycles. It was part of their long term demand to construct a box culvert in this village to protect their crop fields from waterlogging and to keep the village road communicable all year round. The local Ward committee number 8 raised their voice in the Union Parishad meeting to construct a box culvert here.

Kakarbumia Union Parishad constructed the box culvert using Taka 75, 500 from LGSP-2 during the 2014-15 financial year. Around 500 people were directly benefitted from this box culvert. Now they do not face any water logging of their crop field and at the same time they can use the village road. Ward committee number 8 acted as project/scheme implementation committee for this construction work. This project increased the efficiency of irrigation that ultimately has a positive impact on their crop production.

Case Study 8: Construction of restroom for women and children (Village: Falimari, Union: Bhelabaria, Upazila: Aditmari, District: Lalmonirhat)

There is a community clinic in Falimari village to where the inhabitants of the adjacent three or four villages can get healthcare facilities. People, particularly children and women, who came to this community clinic faced problems of having no restroom facilities at the clinic. To solve this problem, the local Union Parishad took an initiative to construct a semi-pucca restroom for women and children in front of the community clinic.

The Union Parishad received Taka 1, 22,500 as financial support from LGSP-2 in 2014-15 to establish a semi-pucca building. Currently, 40 to 50 children and women are daily using this restroom at the time of getting healthcare facilities from the community clinic. It has assisted in increasing the comfort level of poor and sick women and children.

Case Study 9: Construction of a guide wall to protect a primary school from river erosion (Village: Manirpur, Union: Pancha Krushi, Upazila: Ullahpara, District: Sirajgang)

A two storied building of the Ragob Baria Primary School was in a state of threat due to river erosion. Around 250 students (consisting of both boys and girls) are currently studying in this school. Since the school building was very close to being washed away by the current of the local Sader Rag River, a demand for the construction of a guide wall to protect the school arose in the ward meeting of the local Union Parishad. When the project was undertaken by the Union Parishad, the total budget of the work was placed in the open budget session. The total budget of the project was Taka 6, 56, 000, all of which came from LGSP. A seven members committee headed by the UP member of local ward - 6, Md. Abdul Latif, acted as the Project Implementation Committee.

It took three months during the 2014-15 financial year to implement this project. 40 local male labourers worked on the project for around 120 days each receiving Taka 400 per day. Now the school is out of danger after the successful construction of the guide wall. Local villagers expressed their gratitude at the time of interview to the Union Parishad for fulfilling the demand of the local primary school, which they believe will help to protect both the school ground and the school building from river erosion. The students as well as the teachers of the school expressed their feelings of joy at the successful conclusion of the project.

Case Study 10: Construction of a 3500 feet long brick surfaced village road (Village: Banpara, Union: Borar Char, Upazila: Mymensingh Sadar, District: Mymensingh)

A 3500 feet long brick surfaced road was constructed by the local Union Parishad from Dost Mohammad's house to Fazlul Haq's house in the village of Banpara from August 2014 to August 2015. The total cost of the project stood at Taka 10, 00, 000, obtained from the LGSP. A seven member committee headed by the UP member of local ward - 3, Md. Aminul Islam, acted as the Project Implementation Committee. The demand for the project arose during a local ward meeting and subsequently the corresponding budget was placed in the open budget session. The entire budget and work plan were revealed to the public through a billboard in an open place. Local laborers worked on this project for around 300 working days and each received Taka 300 per day.

Around two thousand villagers have directly benefitted from this project. Thanks to the newly constructed road, the destitute villagers can now easily bring their agricultural products to the market for getting better prices. Before the implementing of this project, they had to sell their products to the bepari (middle man) due to lack of transport facilities. Local students can now easily go to their schools and colleges within a shorter time whereas earlier they had to cross the muddy village road. Even law enforcement agencies can now easily enter the village using their vehicles, which ultimately has a positive impact on the local law and order situation.

Case Study 11: Training on producing non-poisonous crops (Village: Bostal, Union: Raninagar, Upazila: Sujanagar, District: Pabna)

Around 50 farmers of the Bostal village received a 14 days training from the Upazila Agriculture Extension Office last year on how to produce non-poisonous crops. The Upazila Agriculture Extension Office arranged this training program with the financial assistance from the government of Denmark. Each day the individual trainees received Taka 200 as allowance. When we talked with the farmers they opined that they received training on how to use seed, less fertilizers and pesticides to produce 40% more crops. They also learned the technique of natural pest control process without using chemical pesticides which helped the farmers to reduce their costs. Before that training they were unaware of the backdrops of over use of pesticides.

The farmers of this village requested technical and technological support from the government for proper utilization of their training. They now know how to use modern technology at the time of crop production but because of financial insufficiency it is beyond their capacity to use all those tools and technologies which will definitely help them to produce more crops to make the country self-sufficient in food production.

5.4 Millennium Development Goals (MDG) and Monitoring

It is observed from the survey that the citizens' perception regarding MDGs is poor (6.2% vs. 7.5%)(Figure 5-1). Though most of the respondents don't know what are MDGs, when they were asked about different types of projects/schemes that matches with the MDGs their response was as positive as 90% in some specific cases. Most of the respondents opined that schemes were undertaken to eradicate poverty and hunger at Union level (project 92.4% and control 86.9%) at Upazila (project 65.9%) (Table 5-3). The second highest response was regarding schemes on improving the quality of maternal health (79% vs. 43.3%) followed by reducing infant and maternal mortality (78.8% vs. 41.5%). Another important area of the MDGs where UPs invested is universal primary education as mentioned by the citizens (66.8% vs. 38.7%). The response on Upazila level MDG activities were also highlighted by the citizens, but at a lower proportion. It is thus clear from the survey that UPs, particularly project UPs and UZPs emphasize more on MDG related areas while undertaking development projects/schemes.

Figure 5-1: Knowledge about MDGs

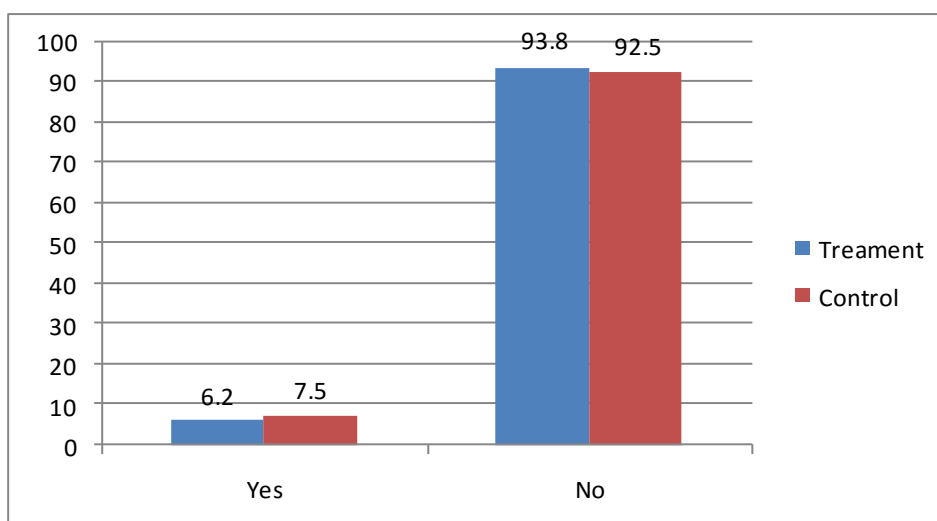


Table 5-3: MDG related schemes undertaken

	Union (%)						Upazila (%)					
	Treatment		Control		Total		Treatment		Control		Total	
	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know	Yes	No/ Don't know
MDGs												
Eradication of poverty and hunger	92.4	7.6	86.9	13.1	89.7	10.3	66	34	39	61	52.5	47.5
Universal primary education	66.8	33.2	38.6	61.4	52.7	47.3	70.9	29.1	49.6	50.4	60.3	39.7
Women empowerment and men-women equity	27.7	72.3	10.5	89.5	19.1	80.9	23.8	76.2	5.2	94.8	14.5	85.5
Reduce infant and maternal mortality	78.9	21.1	41.5	58.5	60.2	39.8	62.1	37.9	22.9	77.1	42.4	57.6
Improve quality of maternal health	79	21	43.3	56.7	61.2	38.8	62	38	23.9	76.1	42.9	57.1
Prevention of HIV/AIDS, Malaria & other diseases	29	71	11.1	88.9	20	80	27.5	72.5	7.8	92.2	17.6	82.4
Development of the Environment and Climate	30.9	69.1	10.7	89.3	20.8	79.2	27.2	72.8	8	92	17.6	82.4
Projects being undertaken to improve the socioeconomic conditions of marginalized people	68.5	31.5	32.9	67.1	50.7	49.3	46.3	53.7	16.1	83.9	31.1	68.9

5.5 Law and Order and Village Court

A large number of respondents (92.8% vs 73.5%) mentioned that the village court has been functioning in their unions (Table 5-4). Among them 22.6% of the respondents in the treatment areas and 17% of the respondents in the control areas went to the village court during the last year for some kind of dispute resolution. Among them, 66% of the

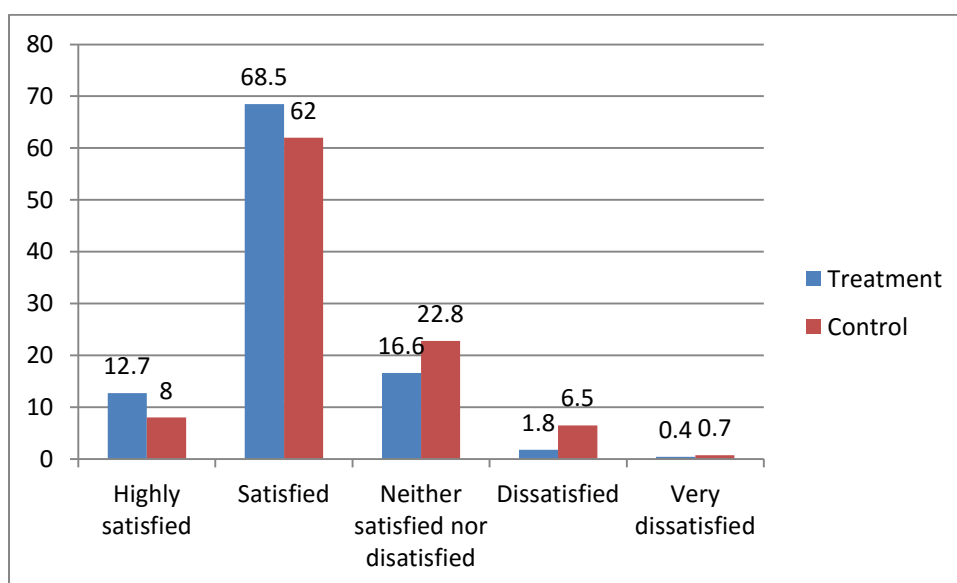
respondents in treatment areas and 51% of the respondents in control areas are satisfied with the activities of the village court.

Table 5-4: Status of village courts

	Union (%)			
	Treatment		Control	
	Yes	No/ Don't know	Yes	No/Don't know
Village court is functioning	92.8	7.3	73.5	26.5
You/your family member went to the village court for any dispute resolution during last year	22.6	77.4	17	83
Satisfaction with UP village court:				
	Treatment	Control	Total	
Highly satisfied	8.3	11.2	9.5	
Satisfied	65.5	50.6	59.1	
Neither satisfied nor dissatisfied	18.1	25.3	21.2	
Dissatisfied	7.2	10.9	8.8	
Very dissatisfied	0.9	2	1.3	

On the law and order situation at the UP, about 70%of the respondents in treatment areas and 60%of the respondents in control areas are reportedly satisfied (Figure 5-2). The differences in opinion between the groups do not vary significantly though law and order situation in treatment areas appear relatively better.

Figure 5-2: Satisfaction on Law and Order Situation (%)



Case Study 12: Risky old Union Parishad building and poor law and order situation (Village: Shankar Sena, Union: Gazanpur, Upazila: Nabiganj, District: Habiganj)

Inhabitants of Shankar Sena village complained about the very old Union Parishad building in their locality. Only one room of the local Union Parishad building is used for official purposes and rest of the rooms are unused and vacant. The Chairman uses his house as Union Parishad office. At the time of the interview, the Chairman complained about the risky nature of the old building of the Parishad which is why he is not willing to use this building for any official purpose.

Local villagers also complained about the law and order situation of the village. A few days after a murder occurred inside the village, the local Upazila Vice-chairman was arrested on 10th April 2015. Local people opined that since the Vice-chairman was not from the ruling party that is why he was arrested under cocktail and grenade charges. Male inhabitants of this village usually stay outside of the village because of fear of arrest by the police. A few of them live in other villages even in the day time. Furthermore, the residents do not have any electricity connection in their village, which negatively affects the law and order situation over there. In fact, villagers are much more worried about their safety from the law and order enforcement agencies.

5.6 Selection and Monitoring Process of Schemes

One third of the respondents in both treatment and control areas indicate that schemes are selected by the chairman himself/herself and similar number of respondents claimed that the Parishad member selects the schemes. Though it is mandatory for UPs to select schemes through the Ward Shava to ensure a participatory approach, only 9% of the respondents mentioned that schemes were selected through the Ward Shava (Table 5-5). This finding is consistent in a sense that citizens participation in ward shava is poor and therefore the chairman/member plays the key role in deciding on schemes.

Table 5-5: Selection process of schemes at the Parishad (%)

	Treatment	Control	Total
Union			
Participatory way/ward shava	8.6	8.8	8.7
Chairman	34.4	29.9	32.1
UpazilaNirbahi Officer (UNO)	2.4	6.8	4.7
Member	33.3	29.9	31.5
Member of Parliament (MP)	4.6	7	5.9
Influential person/political leader	15.4	17.2	16.4
Others	1.2	0.2	0.7
Upazila			
Participatory way	4.4	3.6	4.1
Chairman	30.6	28.3	29.6
Vice Chairman	13	11.7	12.5
Female Vice Chairman	6.2	7.9	7
UpazilaNirbahi Officer (UNO)	9	14.4	11.5
Member	3.8	2.1	3

Member of Parliament (MP)	14.8	17	15.7
Influential person/political leader	16.3	14.9	15.6
Others	1.9	0.1	1

Another important aspect of strengthening the LGIs is to increase transparency and accountability in their activities. Monitoring of projects/schemes that are being implemented is therefore important. From that point of view, citizens were asked about who usually monitors the schemes. About 50% of the respondents in treatment areas and 37% of the respondents in control areas think that the chairman basically monitors the implementation of schemes (Table 5-6). A large proportion of respondents (32.03% vs. 46.92%) don't know about this. Similar pattern of responses is observed in case of the Upazila Parishad.

Table 5-6: Monitoring of implementation of the scheme/projects

	Union			Upazila		
	Treatment	Control	Total	Treatment	Control	Total
Scheme/project supervision committee	13.66	9.35	11.51	7.45	4.08	5.88
Chairman	48.37	37.38	43.11	27.97	16.98	22.84
Vice Chairman				8.91	3.92	6.58
Female Vice Chairman				1.06	0.45	0.77
UNO	1.94	3.49	2.68	6.46	5.43	5.98
Nobody	0.46	0.29	0.38	0.46	0.3	0.39
Don't Know	32.28	46.92	39.6	47.69	68.83	57.55
Total	100	100	100	100	100	100

5.7 Development, poverty and women empowerment

The citizens were asked to make an overall assessment on local level development, poverty reduction status and women empowerment. About half of the respondents in treatment areas rated all the three aspects as moderate, and one-third rated them as good (Table 5-7). While less than 10% of the respondents in treatment areas considered them as bad, a significant number of citizens in control areas rated them as bad (22.7%, 30.3%, 38.1%).

Table 5-7: Overall assessment on the development, poverty and women empowerment

Union (%)	Overall local development		Poor and marginalized community		Develop. activities related to women employment	
	Treatment	Control	Treatment	Control	Treatment	Control
Very Good	5.5	3.2	3.6	2.7	2.8	2
Good	34.1	29.7	30.7	21.3	20.1	12.2
Moderate	50.8	42	49.8	43.7	48.7	40
Bad	8.5	22.7	14.2	30.3	23.9	38.1
Very bad	1.1	2.4	1.7	2	4.5	7.6

Training could enhance the capability of village women to earn extra money for their families, which has been revealed from the case studies.

Case Study 13: Training on poultry rearing for the poor women of Sultanpur Union (Union: Sultanpur, Upazila: Brahmanbaria Sadar, District: Brahmanbaria)

27 destitute women from the ages of 18 to 35 from different villages of Sultanpur Union received training on rearing ducks and chickens for 5 days in the 2014-15 financial year. A total of Taka 1, 38, 000 was spent from LGSP-2 for the whole training program and the after-program facilities provided to the trainees. The basic objective of this training program is to help poverty-stricken women to fulfil the protein demands of their family members by rearing ducks and chickens, and to improve their financial status through income generating activities. They learned how to rear higher value ducks and chickens, and the primary treatment and vaccination process of those poultry animals. The benefits which each of the trainees received from this training program are as follows:

- Taka 1,000 cash incentive;
- Three chickens;
- Medicine for primary treatment;
- First aid box for vaccination;
- One cock each, only for those who excelled in the training period.

When our field supervisor spoke with the beneficiaries of the training program they agreed that their financial conditions were improved through better quality duck and chicken rearing. At the same time they were also able to augment their earnings by treating the poultry of other villagers. So, this training program improved both their family nutrition and financial conditions. The trainees urged more of such training programs for other villagers in the near future as well.

Case Study 14: Midwifery and nurse training program (Village: Pratap Bishu, Union: Anandanagar, Upazila: Pargachaa, District: Rangpur)

To achieve the Millennium Development Goals, it is necessary to extend the health facilities for pregnant and childbearing women. In 2014-15 fiscal year, the local Union Parishad with the financial and technical assistance from the Upazila Parishad took a program to provide training to one women from each ward as a midwife and ten women from each ward as nurses to ensure the health facilities of pregnant and lactating mother. After four months they provided the same training to the next batch. Training lasting seven to ten days was provided to each batch. Finally, 25 women received midwifery training and 100 women received nurse training from this Union last year. After training each of the trainees received one first aid box and one guide book for the proper use of their training at free of cost. The Upazila health officer and the gynaecologist provided the basic training, other specialist doctors also joined as and when necessary. Even the NGOs helped to continue the training program. Local donors also donated first aid boxes for a number of the batches.

After training the midwives kept the records of the actual number of pregnant women in their wards and provided this information to health workers. Then the health workers visited those houses and provided regular health check-up plus iron tablets and necessary vaccines to the pregnant women. At the time of delivery, the trained midwives attempted to use their training to help the pregnant women. If they (midwives) thought that there is any complexity of delivery then they provided advice and helped to send the pregnant mothers to the nearest health complex. Beside these they (midwives) also helped the mothers and children to get all the necessary vaccines from the local Union Parishad. All the interviewees agreed that these trainings helped a lot to reduce the vulnerability of pregnant women in their locality.

5.8 Service delivery at UP and UZP

Citizens 'often visit the UP and UZP for various services. Citizens mainly visit the UP for two types of services, such as birth certificate (30.5% vs 28.9%) and nationality certificate(23.3% vs. 19.4%) (Table 5-8). Other services include village court (7.8% vs. 4.5%), health and family planning (9.2% vs. 4.1%) etc. By contrast, citizens visit the UZP mainly for land issues (22.7% vs. 27.2%), health and family planning (31.1% vs. 26.2%), agriculture and irrigation (11.1% vs. 5.7%) and fishery and livestock (9.2% vs. 4.1%).

Table 5-8: Key services received at UP and UZP

Union	Union					
	Treatment		Control		Total	
	N	%	N	%	N	%
Birth Certificate	728	30.5	575	28.9	1,303	29.8
Nationality Certificate	556	23.3	385	19.4	941	21.5
Village Court	187	7.8	89	4.5	276	6.3
Health and Family Planning	219	9.2	287	14.4	506	11.6
Upazila						
Land related	195	22.7	133	27.2	328	24.3
Agriculture and Irrigation	95	11.1	28	5.7	123	9.1
Health and Family Planning	267	31.1	128	26.2	395	29.3
Fishery & Livestock	79	9.2	20	4.1	99	7.4
N	859	100	489	100	1,348	100

5.9 Overall performance of the Parishad

About 62% of the respondents in the treatment areas and 48% in the control areas were satisfied with the overall performance of the Union Parishad. About 51% of the respondents in the treatment areas and 30% of the respondents in the control area were satisfied with the overall performance of the Upazila Parishad.

Table 5-9: Overall performance of the Parishad

Particulars	Treatment		Control		Total	
	n	%	n	%	n	%
Evaluate the overall performance of the Parishad						
Union						
Highly satisfied	39	2.7	40	2.8	79	2.7
Satisfied	860	59	649	45.4	1509	52.3
Neither satisfied nor dissatisfied	403	27.7	511	35.7	914	31.7
Dissatisfied	144	9.9	218	15.2	362	12.5
Very dissatisfied	11	0.8	12	0.8	23	0.8
Upazila						
Highly satisfied	24	2.8	14	2	38	2.4
Satisfied	516	60.2	225	32.3	741	47.7

Particulars	Treatment		Control		Total	
	n	%	n	%	n	%
Neither satisfied nor dissatisfied	230	26.8	300	43	530	34.1
Dissatisfied	81	9.5	151	21.7	232	14.9
Very dissatisfied	6	0.7	7	1	13	0.8

5.10 Comparison with previous CPS and Baseline Studies

A comparison of the findings between this survey and CPS 2014 suggests that people now became more aware of development activities undertaken by UPs and UZPs. It is also observed that some of the findings are comparable in terms of the proportion of citizen aware of MDGs and schemes undertaken related to MDGs etc. Over time, it is expected that various activities of UPs and UZPs would be more visible to the local people, which has been reflected in our study.

CHAPTER 6: RESULTS ON SURVEY OF LOCAL GOVERNMENT INSTITUTIONS

This chapter describes survey findings from both project and control UPs and UZPs. The information was collected through personal visits of UPs and UZPs and documents collected from there. Though the previous chapters have documented results based on the citizen survey, this chapter reports results from the survey of UPs and UZPs and documents collected from there. The findings in this chapter thus could be used to compare with those from the citizen survey and would help to understand the level of awareness created among citizens on the activities of the LGIs.

6.1 Institutional Information on the Union Parishad

6.1.1 Trainings received

Institutional survey data shows that 62.5% of the chairmen in the treatment UPs and 36% of the chairmen in the control UPs received training on their role and responsibilities during the last financial year (Table 6-1). Since the Union Parishads' secretaries play a key role, it is important to give them some form of training. Survey findings also reveal that 85.71% of the secretaries in the treatment UPs received training whereas only 36% of the secretaries in the control UPs received the relevant training.

Table 6-1: UP staff who received training during the last year

Designation	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Chairman	62.96	37.04	36	64	50	50
Member	55.56	44.44	32	68	44.23	55.77
Female member	50	50	40.74	59.26	45.28	54.72
Secretary	85.71	14.29	36	64	62.26	37.74
N (#UPs)	28		28		56	

Survey data demonstrate that the representatives of Treatment UPs received relatively higher number of training opportunities than those of control UPs (Table 6-2). The average number of training opportunities received by the chairmen in the treatment UPs is 2.65, whereas this number is 1.56 in the control areas during the last year. Secretaries in the treatment villages also received higher number of training opportunities than those of control UPs (2.58 vs. 1.44).

Table 6-2: Average Number of trainings received by the UP staff during the last year

Designation	Treatment	Control	Overall
Chairman	2.65	1.56	2.27
Member	1.87	1.38	1.70
Female member	1.92	1.36	1.67
Secretary	2.58	1.44	2.27
N (#UPs)	28	28	56

6.1.2 Availability of important documents

One of the objectives/interventions of UPGP is that UPs keep and collect all the relevant documents at their office. Thus, information on basic documents available at UP was collected. It is found from the UP survey that UP Act 2009 is available in 89.29% of the UPs in the treatment areas and in 88.46% of the control UPs (Table 6-3). All the UPs in treatment areas and 96.15% of UPs in the control areas had ward development committees. Again, 96.43% of UPs in treatment areas and 92.31% of UPs in control areas have formed UP planning committee. Preparation of any kind of report is one of the basic requirements of the accountability of the UPs. It was found from the survey findings that all the UPs in treatment and control areas had some kind of report in their offices. All the UPs in the treatment areas and 84.62% of UPs in the control areas arranged or organized awareness campaigns in their areas during the last year.

Table 6-3: Availability of important documents in UP and organization of awareness campaigns

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Union Parishad Act of 2009.	89.29	10.71	88.46	11.54	88.89	11.11
Ward development committees.	100	—	96.15	3.85	98.15	1.85
Union Parishad Planning committees.	96.43	3.57	92.31	7.69	94.44	5.56
Organization of any awareness campaign by the Union Parishad in the last one year.	100	—	84.62	15.38	92.59	7.41
N (#UPs)	28		28		56	

All the UPs in treatment areas prepared their quarterly, half-yearly and yearly reports during the last year (Table 6-4). On the other hand, in control areas 65.38% of UPs prepared quarterly, 96.15% of them prepared half-yearly and 100% of them prepared yearly reports.

Table 6-4: Types of reports prepared by the Union Parishad (Multiple Responses Possible)

Treatment			Control			Overall		
Quarterly Report (%)	Half-Yearly Report (%)	Yearly Report (%)	Quarterly Report (%)	Half-Yearly Report (%)	Yearly Report (%)	Quarterly Report (%)	Half-Yearly Report (%)	Yearly Report (%)
100	100	100	65.38	96.15	100	83.3	98.2	100

6.1.3 Parishad Meeting

It has been found that 100% of UPs in both treatment and control areas maintain development registers (Table 6-5). In compliance with the UP legislation, the UP bodies have to organize one general meeting every month. Survey data confirms that on average 11.93 meetings were held in the treatment areas and on average 11.69 meetings were held in the control areas during the past year. The finding is consistent with the results of CPS-2014 that showed that on average 12 meetings were held in the project areas compared to 11 meetings in the control areas in 2013. On average, 12 general meetings in the treatment UPs and 11 general meetings in the control UPs were held last year where all women members participated. It has been seen that 32.93 decisions in treatment UPs and 28.91 decisions in control UPs were taken in general meetings last year.

Table 6-5: Registers maintained by the UPs and number of meetings

	Treatment	Control	Overall
Registers maintained by the Union Parishad (%)	100	100	100
Number of UP monthly general meetings held in the last one year. (Average)	12	11.69	11.81
Number of UP monthly general meetings where resolutions were recorded. (Average)	11.93	11.65	11.80
Number of UP monthly general meetings with quorum in the last one year. (Average)	12	11.5	11.83
Number of UP monthly general meetings where all women members participated in the last one year. (Average)	12	11.12	11.57
Number of decisions taken in the UP general meetings of last year. (Average)	32.93	28.91	31.12
N (#UPs)	28	28	56

Average number of participants in the last general meeting is an important indicator of citizens' participation in the UP's activities. It has been revealed that on an average 9.75

males and 2.96 females participated in the last general meeting held in the treatment UPs compared to 9.42 males and 2.92 females participating in the control UPs' meeting (Table 6-6).

Table 6-6: Participants in the general meeting

	Treatment			Control			Overall		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Number of people who participated in the last Union Parishad general meeting. (Average)	9.75	2.96	12.71	9.42	2.92	12.35	9.59	2.94	12.54

6.1.4 Right to Information

Each of the UPs is supposed to have a dedicated person for providing information to the citizens. Survey result shows that 39.29% of UPs in the treatment areas and 44% of UPs in the control areas assigned a dedicated person to provide information to the citizens (Table 6-7). Of all the UPs surveyed, 32.14% of UPs in treatment areas and 23.08% of UPs in control areas received written requests for information during the last year. Citizen's charter is one of the major instruments of awareness and right to information. It was found that 96.43% of UPs in the project areas and 68% of UPs in the control areas had citizen's charters in their UP offices. According to CPS-2014, this result was 70.3% in the treatment areas and 29.7% in the control areas. All the UPs under treatment areas were found to display their citizen's charter in an open place compared to 52.38% in control areas.

Survey data also illustrates that the average number of requests for any kind of information in treatment UPs was 9.78 and 1 in control UPs during the last year. All of the requests in both project and control areas were addressed.

Table 6-7: Right to information

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Person assigned to provide information to the public. (%)	39.29	60.71	44	56	41.51	58.49
Written request for information by the public from the UP during the last one year. (%)	32.14	67.86	23.08	76.92	27.78	72.22
Any presence of Citizen's Charter in the UP. (%)	96.43	3.57	68	32	83.02	16.98
Display of Citizen's Charter in an open place. (%)	100	_	52.38	47.62	79.17	20.83
Number of requests for information during the last one year. (Average)	9.78		1		7.58	
Number of requests for information that have been addressed during the last one year. (Average)	9.78		1		7.58	
N (#UPs)	28		28		56	

6.1.5 Plan, Budget and Audit

It is now mandatory for all the UPs to prepare their Annual and Five Year Plans. Survey data reveals that 100% of UPs in the treatment areas and 80% of UPs in the control areas prepared their Annual Plan (Table 6-8). On the other hand, 85.19% of UPs in treatment areas and 79.17% of UPs in the control areas prepared/displayed their Five Year Plan. Regarding the annual budget, it has been observed that all the UPs in the treatment areas and 96.15% of UPs in the control areas have prepared their annual budget. This finding is consistent with that of CPS-2014. It has been revealed in the survey that 96.30% of UPs in the treatment areas and 76% of UPs in the control areas disclosed their last audit reports. Regarding the annual schemes, 96.15% of UPs in the treatment areas and 92% of UPs in the control areas display their annual scheme list. Since annual income and expenditure is the major part of accountability for any kind of local government institutions, it was observed during the survey that all the UPs in the treatment areas and 88% of UPs in the control areas displayed their annual incomes and expenditures of last year in the form of annual budget.

Table 6-8: Disclosure of plans, budget, audit report, annual scheme, income and expenditure

Subject	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Annual plan	100	-	80	20	90.01	09.99
5-Year plan	85.19	14.81	79.17	20.83	82.35	17.65
Annual budget	100	-	96.15	3.85	98.15	1.85
Last audit report	96.30	3.70	76	24	86.54	13.46
Annual scheme list	96.15	3.85	92	8	94.12	5.88
Annual income & expenditure	100	-	88	12	94.12	5.88
N (#UPs)	28		28		56	

6.1.6 Ward Meeting

From the survey data it is revealed that on an average 1.89 to 1.93 ward meetings were held during the last one year in different wards of the treatment UPs, where on average 200 to 218 people were present (Table 6-9). In contrast, on an average 1.62 to 2.35 ward meetings were held during the last one year in different wards of the control UPs, where on average 150 to 163 people attended.

Table 6-9: Number of ward meetings held during the last one year

Ward Number	Treatment		Control		Overall	
	No. of meetings	No. of participants	No. of meetings	No. of participants	No. of meetings	No. of participants
1	1.93	202.54	1.65	160.54	1.80	182.31
2	1.93	221.68	1.62	149.88	1.78	187.11
3	1.93	200.32	1.62	138.46	1.78	170.54
4	1.93	208.39	1.62	155.58	1.78	182.96
5	1.93	216.5	1.62	150.08	1.78	184.52
6	1.93	202.93	1.62	162.54	1.78	183.48
7	1.89	208.75	1.62	150.31	1.76	180.61
8	1.89	206.48	2.35	148.69	1.74	178.13
9	1.93	217.64	1.62	155.62	1.78	187.78

6.1.7 Standing Committees

There is a provision in the UP Act to form 13 standing committees in the UP for its effective functioning. All 13 standing committees were formed in the treatment UPs and on an average 12.54 standing committees were formed in the control UPs (Table 6-10). However, according to CPS-2014, 100% (13) standing committees had been formed by both the project and control UPs. On an average, 8.75 standing committee meetings were presided over by female chairpersons in treatment UPs while the figure was 7.52 in control UPs. In the case of CPS-2014, the corresponding figures were 4 for project UPs and 3 for control UPs. Thus there has been an improvement in female participation in Standing Committees.

Table 6-10: Standing Committees

	Treatment	Control	Overall
Number of Standing Committees formed in the UP in the last one year. (Average)	13	12.54	12.78
Number of Standing Committee meetings presided by a female chairperson during the last one year. (Average)	8.75	7.52	8.17
N (#UPs)	28	28	56

Along with the formation of standing committees, it is important for the members of those committees to meet according to the rules to ensure accountability and transparency. Lowest number of meetings were held by the “culture & sports” and “water, sanitation and drainage” standing committees (46.43%) in the treatment UPs (Table 6-11). The holding of “audit and accounts” standing committee meeting according to the rules were second lowest (50%) in the treatment areas. On the other hand, in control areas the holding of “culture & sports” standing committee meetings were lowest (20%) along with “social welfare & disaster management” standing committee (20%) meetings. For effective functioning of these committees, it is important to ensure holding of meetings regularly.

Table 6-11: Standing committees and their meetings according to the rules

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Presence of Finance and Establishment Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Finance and Establishment Standing Committee meetings according to the rules. (%)	53.57	46.43	32	68	43.40	56.60
Presence of Audit and Accounts Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Audit and Accounts Standing Committee meetings according to the rules. (%)	50	50	32	68	41.51	58.49

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Presence of Tax Assessments & Collection Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Tax Assessments & Collection Standing Committee meetings according to the rules. (%)	53.57	46.43	24	76	39.62	60.38
Presence of Education, Health and Family Planning Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Education, Health and Family Planning Standing Committee meetings according to the rules. (%)	60.71	39.29	44	56	52.83	47.17
Presence of Agriculture, Fisheries & Livestock Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Agriculture, Fisheries & Livestock Standing Committee meetings according to the rules. (%)	50	50	28	72	39.62	60.38
Presence of Rural Infrastructure Development/ Maintenance Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Rural Infrastructure Development/ Maintenance Standing Committee meetings according to the rules. (%)	50	50	28	72	39.62	60.38
Presence of Law & Order Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Law & Order Standing Committee meetings according to the rules. (%)	60.71	39.29	36	64	49.06	50.94
Presence of Birth and Death Registration Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Birth and Death Registration Standing Committee meetings according to the rules. (%)	53.57	46.43	32	68	43.40	56.60
Presence of Water, Sanitation & Drainage Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Water, Sanitation & Drainage Standing Committee meetings according to the rules. (%)	46.43	53.57	40	60	43.40	56.60
Presence of Social Welfare & Disaster Management Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Holding of Social Welfare & Disaster Management Standing Committee meetings according to the rules. (%)	50	50	20	80	35.85	64.15
Presence of Environmental Protection & Forestry Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Environmental Protection & Forestry Standing Committee meetings according to the rules. (%)	50	50	28	72	39.62	60.38
Presence of Family, Women & Children Affairs Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Family, Women & Children Affairs Standing Committee meetings according to the rules. (%)	50	50	36	64	43.40	56.60
Presence of Culture & Sports Standing Committee. (%)	100	–	96.15	3.85	98.15	1.85
Holding of Culture & Sports Standing Committee meetings according to the rules. (%)	46.43	53.57	20	80	33.96	66.04
N (#UPs)	28		28		56	

6.1.8 Annual and Five Year Plans of the Union Parishad

According to the UP legislation, all the UPs have to prepare their Annual and Five Year Plans. In this regard, it is found that 100% of UPs in the treatment areas and 80.77% of UPs in the control areas prepared their Annual Plans, whereas 82.14% of UPs in the treatment areas and 84.62% of UPs in the control areas prepared their Five Year Plans in the last year (Table 6-12). However, in majority cases the Annual Plan of UPs is nothing but a list of schemes to be implemented annually. It was noticed in CPS-2014 that all UPs in project areas and 97.5% of UPs in control areas prepared their Annual Plans in 2013. Similarly 92.9% of UPs in the project areas and 81.5% of UPs in the control areas also prepared their Five Year Plans. Furthermore, 95.83% of UPs in the treatment areas and 81.82% of UPs in the control areas prepared their Annual Plans in a participatory manner. It has also been observed that 95.83% of UPs' Annual Plans in the project areas and only 59.09% of UPs' Annual Plans in the control areas were approved by the respective authority during the past year.

Table 6-12: Preparation of the Annual Plan and Five Year Plan

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Preparation of the Annual Plan by the UP in the past year. (%)	100	-	80.77	19.23	90.33	9.67
Preparation of the Annual Plan in a participatory manner. (%)	95.83	4.17	81.82	18.18	89.13	10.87
Approval of the Annual Plan by the authority. (%)	95.83	4.17	59.09	40.91	78.26	21.74
Preparation of the Five Year Plan by the UP. (%)	82.14	17.86	84.62	15.38	88.89	11.11
N (#UPs)	28		28		56	

6.1.9 Millennium Development Goals (MDG) related programs or schemes

About 92.29% of UPs in the treatment areas and 80.77% of UPs in the control areas had undertaken projects/schemes that are related to the key goal of MDGs “Eradication of hunger and extreme poverty,” (Table 6-13). According to CPS-2014, this was 96.5% of UPs in the project areas and 81.29% of UPs in the control areas. To address the goal “Universal primary education,” 95.65% of UPs in the project areas and 68.75% of UPs in the control areas had undertaken projects or schemes. Correspondingly in CPS-2014, 96.5% of UPs in the project areas and 77.8% of UPs in the control areas had any schemes related to this MDG. However, 90.91% of UPs in the treatment areas and none of the UPs in the control areas had undertaken projects or schemes related to “Women empowerment and equity between male and female”. For CPS-2014 the figures were 94.1% of UPs in the project areas and 76.4% of UPs in the control areas. It was found that projects or schemes related to the “Reduction of infant and maternal mortality” undertaken in 53.85% of the UPs in the treatment areas and 14.29% of the UPs in the control areas. When we asked whether any project or scheme related to the “Development of maternal health” undertaken, the response was affirmative for 58.33% of UPs in the project areas and 42.86% of UPs in the control areas. The lowest percentage of UPs in the treatment areas (22.22%) and the lowest percentage in the control areas (7.14%) had undertaken projects related to the “Combating of HIV/AIDS, malaria or other diseases”. Nonetheless, 80% of the UPs in the treatment areas and 68.18% of the UPs in the control areas had undertaken projects/schemes related to the “Development of climate and environment”.

These findings indicate that the UPs have now shifted their focus from traditional approach of undertaking schemes on roads and infrastructure. Rather their increased focus on schemes to address MDGs can be attributed to the success of the on-going projects UZGP and UPGP. However, it is important to ensure the quality and accountability of the schemes undertaken.

Table 6-13: Existence of programs/ schemes related to the MDGs

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Any programs or schemes related to the eradication of extreme poverty and hunger. (%)	92.59	7.41	80.77	19.23	86.79	13.21
Any programs or schemes related to the achievement of universal primary education. (%)	95.65	4.35	68.75	31.25	84.62	15.38
Any programs or schemes related to women empowerment and equity between male and female. (%)	90.91	9.09	_	100	40	60
Any programs or schemes related to the reduction of infant and maternal mortality. (%)	53.85	46.15	14.29	85.71	33.33	66.67
Any programs or schemes related to the development of maternal health. (%)	58.33	41.67	42.86	57.14	50	50
Any programs or schemes related to the combating of HIV/AIDS, malaria and other diseases. (%)	22.22	77.78	7.14	92.86	13.04	86.96
Any programs or schemes related to the development of climate and environment. (%)	80	20	68.18	31.82	73.81	26.19
N (#UPs)	28		28		56	

So far we have discussed about the projects/schemes undertaken by the UPs to accomplish the MDGs. But it is also important to know how many of the total projects were undertaken to meet these goals. From the survey data, it has been revealed that the highest number/share of the total projects undertaken by the UPs both in treatment (average 54.88) and control (average 69.71) areas were to meet the goal of “Eradication of hunger and extreme poverty” (Table 6-14). The second highest number/ share in treatment areas (average 24) were for “Women empowerment” and in control areas (average 35.81) for the “Development of the climate and environment”.

Table 6-14: Programs/ schemes related MDGs as a percentage of total schemes

	Treatment	Control	Overall
Programs or schemes related to the eradication of extreme poverty and hunger as a percentage of total schemes. (Average)	54.88	69.71	61.8
Programs or schemes related to the achievement of universal primary education as a percentage of total schemes. (Average)	21.29	24.45	22.38
Programs or schemes related to women empowerment and equity between male and female as a percentage of total schemes. (Average)	24.9	–	24.9
Programs or schemes related to the reduction of infant and maternal mortality as a percentage of total schemes. (Average)	11.71	10	11.33
Programs or schemes related to the development of maternal health as a percentage of total schemes. (Average)	12.86	11.67	12.31
Programs or schemes related to the combating of HIV/AIDS, malaria and other diseases as a percentage of total schemes. (Average)	7.5	25	13.33
Programs or schemes related to the development of climate and environment as a percentage of total schemes. (Average)	16.87	35.81	26.65
N (#UPs)	28	28	56

6.1.10 Schemes

According to the survey, the average number of schemes implemented in the treatment UPs were 24.37 and in the control UPs it were 22.54 (Table 6-15). The figures were 40 in the project areas and 35 in the control areas in CPS-2014. Among these schemes, 4.05 were for women in the project areas and 3.83 were for women in the control UPs. In addition, 4.25 schemes in the project areas and 7.67 schemes in the control areas were implemented for marginalized people. According to CPS-2014, 5 schemes in the project area and 5 schemes in the control area were for women. On the other hand, CPS-2014 showed that 9 schemes in the project areas and 7 schemes in the control areas were for marginalized people. Almost all of the projects implemented by the UPs in the treatment areas were monitored by the scheme supervision committee compared to only 19.67 schemes in the control UPs.

Table 6-15: Schemes of UPs

	Treatment	Control	Overall
Number of total schemes implemented during the past one year. (Average)	24.37	22.54	23.47
Number of schemes implemented for women during the past one year. (Average)	4.05	3.83	3.97
Number of schemes implemented for marginalized people during the past one year. (Average)	4.25	7.67	5.71
Number of schemes monitored by a scheme supervision committee during the past one year. (Average)	24.08	19.67	21.96
N (#UPs)	28	28	56

6.1.11 Budget and Training

The survey data shows that UPs' annual expenditure in the treatment areas were 92.88% of the total budget and 117.49% of the total budget in the control areas (Table 6-16). It means that the expenditure of treatment UPs were within their annual budgets but control UPs run a deficit budget.

Table 6-16: Annual Budget of UPs

	Treatment	Control	Overall
Average budget amount for the year July/14 to June/15	Tk 14,900,000	Tk 10,600,000	Tk 12,700,000
Revenue expenditure in the budget for the year July/14 to June/15. (Average)	Tk 1,227,179	Tk 1,064,019	Tk 1,147,198
Development expenditure in the budget for the year July/14 to June/15. (Average)	Tk 10,300,000	Tk 9,251,707	Tk 9,771,323
Expenditure as a percentage of total budget in last year's budget. (%)	92.88	117.49	104.95
N (#UPs)	28	28	56

With respect to the availability of last year's annual budget at the time of the survey, 100% of UPs in both project and control areas had their respective last year's annual budget available (Table 6-17). In the case of CPS-2014, all UPs in both the project and control

areas had their budgets available. With respect to preparing budgets in the prescribed format, 100% of UPs in the treatment areas and 88.46% of UPs in the control areas did so successfully. To reflect the people's opinion in the annual budget, the UPs had to organize open budget session ensuring maximum participation. Survey data shows that 100% of UPs in the project areas held open budget sessions while on an average 404 people were present and 92.31% of UPs in the control areas organized open budget sessions during the last year with an average participation of 190 people. According to CPS-2014, this percentage was 92.9% in the project UPs and 93.8% in the control UPs.

Table 6-17: Other issues related to the UP budget

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Availability of the annual budget of last year (July/14 to June/15). (%)	100	-	100	-	100	-
Approval of the budget by the Parishad. (%)	100	-	96.15	3.85	98.30	1.70
Preparation of the budget using the prescribed format. (%)	100	-	88.46	11.54	94.59	5.41
Auditing of the previous year's budget by auditors appointed by the government. (%)	62.96	37.04	68	32	65.38	34.62
Holding of an open budget session at the UP in the last one year (July/14 to June/15). (%)	100	-	92.31	7.69	96.44	3.56
Total number of participants in the open budget sessions at the UP in the last one year (July/14 to June/15). (Average)	404		190		303	
N (#UPs)	28		28		56	

6.1.12 Holding Tax

According to the survey, an average of 2,604 households in the project UPs and an average of 2,473 households in the control UPs paid holding tax last year (Table 6-18). The total average amount collected in the project areas was Taka 1,81,723 compared to the average amount of Taka 1,44,108 in the control areas. It was shown in CPS-2014 that 5,167 households' paid holding tax in the project areas and 4,754 in the control areas in 2013.

Table 6-18: Holding Tax

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Is the present tax assessment system at the UP appropriate? (%)	78.57	21.43	65.38	34.62	72.22	27.78
Are more people paying holding tax regularly than before? (%)	71.43	28.57	68	32	69.81	30.19
Total amount of assessed holding tax in the last one year (July/14 to June/15). (Average)	Tk 339,072		Tk 365,475		Tk 351,765	
Total amount of collected holding tax in the last one year (July/14 to June/15). (Average)	Tk 181,723		Tk 144,108		Tk 164,420	
Total number of households who have paid the holding tax in the last one year (July/14 to June/15). (Average)	2,604		2,473		2,546	
Amount of revenue collected by the UP from other sources (market, hat, ghat etc.) in the last one year (July/14 to June/15). (Average)	Tk 261,821		Tk 185,770		Tk 223,050	
N (#UPs)	28		28		56	

6.1.13 Monitoring by higher authorities

Through the survey it was found that 92.86% of UPs in the project areas and 100% of UPs in the control areas were monitored by the higher authorities like DDLG/UNO (Table 6-19). Similarly, 96.43% of UPs in the treatment areas and 80.77% of UPs in the control areas had billboards at the UP premises. Likewise, 77.8% of UPs in the project areas had an MIS system. According to the CPS-2014, 73.5% of UPs in the project areas had an MIS system.

Table 6-19: Monitoring

	Treatment		Control		Overall	
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)
Possession of any monitoring system by the UP. (%)	100	–	100	–	100	–
Monitoring of UP functionaries by the authority (DDLG/UNO) in the past one year. (%)	92.86	7.14	100	–	96.30	3.70
Number of times UP functionaries were monitored by the authority (DDLG/UNO) in the past one year. (Average)	2.81		3		2.91	
Preservation of relevant documents (monthly meeting, standing committee meeting, annual plan, budget, etc.) by the UP for monitoring. (%)	100	–	100	–	100	–
Presence of any billboard at the UP premises. (%)	96.43	3.57	80.77	19.23	88.89	11.11
Total number of billboards at the premises of the UP (within 50 yards from the UP Office). (Average)	3.04		2.44		2.78	
Presence of any MIS at the UP. (%)	77.78	22.22	–	100	42	58
N (#UPs)	28		28		56	

6.1.14 MIS System

It was found through the survey that 90.48% of the UPs in the treatment areas received the MIS system from the UPGP while the remaining 9.52% of UPs received it from the LGSP (Table 6-20). None of the control areas, by contrast, had any MIS system in their possession.

Table 6-20: Source of the MIS

	Treatment		Control		Overall	
	LGSP (%)	UPGP (%)	LGSP (%)	UPGP (%)	LGSP (%)	UPGP (%)
Source of the MIS. (%)	9.52	90.48	–	–	9.52	90.48

Regarding the effectiveness of the MIS system, 52.38% of UPs of the project areas found its effectiveness “High”, however, only 14.29% of UPs found its effectiveness “Very High” (Table 6-21). According to CPS-2014, 38.3% of UPs in the project area rated it “Highly Effective,” whereas 46.7% of UPs rated it “Moderately Effective” in the control areas. In the

checklist they were asked how they evaluate their capability to prepare the annual budget. 32.14% of UPs in the project areas and 26.92% of UPs in the control areas rated their budget preparation capability as “Very high,” however 67.86% of UPs in the treatment areas and 69.23% of UPs in the control areas scored it as “High.”

Table 6-21: Effectiveness of the MIS

		Treatment	Control	Overall
Effectiveness of the MIS. (%)	Very high	14.29	–	14.29
	High	52.38	–	52.38
	Neutral	23.81	–	23.81
	Low	9.52	–	9.52
	Very Low	–	–	0
Effectiveness of the UP in preparing the budget. (%)	Very high	32.14	26.92	29.63
	High	67.86	69.23	68.52
	Neutral	–	3.85	1.85
	Low	–	–	–
	Very Low	–	–	–
N (#UPs)		28	28	56

Case Study 15: MIS System (Union: Pirganj, Upazila: Pirganj, District: Rangpur)

Management Information System (MIS) is considered as a facilitating tool of development. The system provides information on the past, present and project futures and on relevant events inside and outside of the organization. It may be defined as a planned and integrated system for gathering relevant data, converting it into the right information and supplying the same to the concerned executives. The main purpose of MIS is to provide the right information to the right people at the right time.

The UPGP program, sponsored by UNDP, has introduced the MIS software at the Union Parishad level, which works as the micro level government administration in Bangladesh. This support has contributed to develop an effective monitoring system. It plays an important role to ensure transparency and accountability. It is a predictable component of good governance.

MIS generally reloaded and served the following information to the authority:

- General information of Union Parishad
- Staff profile
- Bank account and transaction

- All kinds of report
- Plans and budget
- Local institution's information
- Household information and tax record

MIS collects, stores and evaluates information systematically and routinely. It supports planning and control decisions. It strengthens the documentation system. MIS also helps to build capacity and improve the efficiency of the Union Parishad.

Pirganj Union Parishad has already received the MIS system from the UNDP project. Even the staffs of this Parishad are very happy after getting this program. "Now our Parishad is enriched in information, our documentation system is strong and we can serve any information by clicking a button." said Mr. Motiur Rahman, secretary of Pirganj UP in Rangpur District.

6.2 Information on Upazilas

6.2.1 Availability of manuals and reports

All of the surveyed Upazilas in the treatment areas had in their possession the Upazila Parishad Manual, UZP Act, Seven rules of UZP, Charter of Duties, Revenue Guideline, ADP Guideline, Hat Bazar Policy, RTI Act 2009, Tendering Guideline, Guideline for Public Procurement (PPR), Plan Book and Data Book at the time of the checklist survey. While 78.6% of the Upazilas in the control areas had the ADP Guideline, 92.9% of the Upazilas had the PPR and only 57.1% of the Upazilas had the Plan Book and Data (Tothya boi) Book (Table 6-22).

Table 6-22: Percentage of availability of Upazila Law/Manual

Law/manual	Treatment	Control	Total
Upazila Parishad Manual	100	100	100
UZP Act	100	100	100
Seven rules of UZPs	100	100	100
Charter of Duties	100	100	100
Revenue Guideline	100	100	100
ADB Guidelines	100	78.6	89.3
Hat Bazar Policy	100	100	100
RTI Act 2009	100	100	100
Tendering Guideline	100	100	100
Guideline for Public Procurement (PPR)	100	100	100
Plan book	100	92.9	96.4
Data Book	100	57.1	78.6
Other (specify)	100	57.1	78.6
Total	100	91.2	95.6
N (#UZP)	14	14	28

6.2.2 Standing Committees

There is a provision in the UZP Act that UZPs have to form 17 committees to support the UZP for effective functioning. All (100%) of the surveyed Upazilas both in the treatment and in the control areas formed the 17 standing committees (Table 6-23). CPS-2014 showed that 85.7% of the Project Upazilas and 76.9% of the control Upazilas formed 17 committees by December, 2013.

Table 6-23: Percentage of standing committees formed

Committee Name	Treatment	Control	Total
Law and peace	100	100	100
Communication and infrastructure development	100	100	100
Agriculture and irrigation	100	100	100
Secondary and madrasa education	100	100	100
Primary and mass education	100	100	100
Health and family welfare	100	100	100
Youth and sports	100	100	100
Women and children development	100	100	100
Social welfare	100	100	100
Freedom fighter	100	100	100
Fisheries and livestock	100	100	100
Rural development and cooperative	100	100	100
Cultural	100	100	100
Forest and environment	100	100	100
Observation, monitoring and controlling of market price	100	100	100
Finance, budget planning and mobilization of local resources	100	100	100
Public health sanitation and supply of safe drainage water	100	100	100
Total	100	100	100
N (#UZP)	14	14	28

The highest number (average 5.6 in the last year) of meetings were held by the Secondary and madrasa education standing committee and the Fisheries and livestock standing committee in the treatment areas (Table 6-24). By contrast, the lowest number (average 5 in the last year) of meetings were held by the Forest and environment standing committee and the Observation, monitoring and controlling of market price standing committee in the treatment areas. However, in the control areas the highest number (average 3.3 in the last year) of meetings were held by the Public health sanitation and supply of safe drinking water standing committee and the lowest number (average 1.8 in the last year) of meetings were held by the Cultural standing committee. According to CPS-2014 the highest number of meetings held, both in the project and control areas, were 7 during the last year.

Table 6-24: Average number of meetings in the last year

Committee Name	Treatment	Control	Total
Law and peace	5.3	2.4	4
Communication and infrastructure development	5.3	2.8	4.1
Agriculture and irrigation	5.1	2.2	3.8
Secondary and madrasa education	5.6	2.3	4
Primary and mass education	5.4	2.8	4.2
Health and family welfare	5.3	2.5	4
Youth and sports	5.2	2.1	3.8
Women and children development	5.4	2.9	4.3
Social welfare	5.5	2.6	4.2
Freedom fighter	5.1	2.3	3.8
Fisheries and livestock	5.6	2.7	4.2
Rural development and cooperative	5.4	2.6	4.1
Cultural	5.1	1.8	3.5
Forest and environment	5	2	3.6
Observation, monitoring and controlling of market price	5	1.9	3.6
Finance, budget planning and mobilization of local resources	5.1	2.2	3.7
Public health sanitation and supply of safe drainage water	5.4	3.3	4.4
N (#UZP)	14	14	28

A higher number of women leadership in the standing committees can be counted as one of the indicators of women empowerment at the Upazila level. Around 92.9% of Women and children development standing committees of the surveyed Upazilas were headed by the female vice chairman both in the treatment and control areas (Table 6-25). This was 100% in the project areas and 84.6% in the control areas in CPS-2014. The second highest female leadership had been found (78.6%) for the Health and family welfare committee in the treatment areas. This was 72.2% for project areas in CPS-2014. For control areas the second highest (78.6%) female leadership had been found for two standing committees, those were Health and family welfare standing committee and Cultural standing committee.

Table 6-25: Head of the standing committees

Committee Name	Treatment			Control			Total		
	Vice Chairman	Female Vice Chairman	Total	Vice Chairman	Female Vice Chairman	Total	Vice Chairman	Female Vice Chairman	Total
Law and peace	50	50	100	92.9	7.1	100	71.4	28.6	100
Communication and infrastructure development	71.4	28.6	100	100	0	100	85.7	14.3	100
Agriculture and irrigation	78.6	21.4	100	92.9	7.1	100	85.7	14.3	100
Secondary	78.6	21.4	100	100	0	100	89.3	10.7	100

and madrasha education									
Primary and mass education	71.4	28.6	100	42.9	57.1	100	57.1	42.9	100
Health and family welfare	21.4	78.6	100	21.4	78.6	100	21.4	78.6	100
Youth and sports	100	0	100	85.7	14.3	100	92.9	7.1	100
Women and children development	7.1	92.9	100	7.1	92.9	100	7.1	92.9	100
Social welfare	35.7	64.3	100	7.1	92.9	100	21.4	78.6	100
Freedom fighter	28.6	71.4	100	50	50	100	39.3	60.7	100
Fisheries and livestock	42.9	57.1	100	35.7	64.3	100	39.3	60.7	100
Rural development and cooperative	28.6	71.4	100	35.7	64.3	100	32.1	67.9	100
Cultural	50	50	100	21.4	78.6	100	35.7	64.3	100
Forest and environment	42.9	57.1	100	64.3	35.7	100	53.6	46.4	100
Observation, monitoring and controlling of market price	78.6	21.4	100	71.4	28.6	100	75	25	100
Finance, budget planning and mobilization of local resources	64.3	35.7	100	71.4	28.6	100	67.9	32.1	100
Public health sanitation and supply of safe drainage water	28.6	71.4	100	35.7	64.3	100	32.1	67.9	100

6.2.3 Citizen Charter

According to the survey, all the Upazilas in both the treatment and control areas had the citizen's charter. But 92.9% of Upazilas had displayed citizen's charter at their Upazila premises in the control areas, whereas 100% of Upazilas in the treatment areas did this (Table 6-26). According to CPS-2014, 100% of Upazilas in the project areas and 76.9% of Upazilas in the control areas displayed it at their premises.

Table 6-26: Percentage of Upazilas whodisplayed the Citizen Charter at UZP premises

	Treatment	Control	Total
Has the Upazila Parishad a citizen's Charter	100	100	100
Citizen Charter displayed at UZP premises	100	92.9	96.4
N (#UZP)	14	14	28

6.2.4 Annual Budget

Every Upazila has to prepare their yearly budget and the survey data shows that 100% of Upazilas in the treatment areas and 92.9% of Upazilas in the control areas prepared their last year budget at the time of the survey (Table 6-27). CPS-2014 showed that 100% of Upazilas in the project areas and 92.3% of Upazilas in the control areas prepared their last financial year's budget. All the Upazilas in the treatment areas and 71.4% of Upazilas in the control areas organized budget sessions for preparing last year's budget. The corresponding figures were 92.9% of UZPs in project areas and 84.6% of UZPs in the control areas according to CPS-2014. All the Upazila's budgets both in treatment and control areas were approved by the Parishad. All the Upazila's both in treatment and control areas used the prescribed format to prepare their last year's budget. All the Upazilas in the treatment areas and 92.3% of Upazilas in the control areas disclosed their Annual Budget to the citizenry. According to CPS-2014, 78.6% of Upazilas in the project areas and 84.6% of Upazilas in the control areas disclosed their Annual Budget to the citizenry. All the Upazilas both in treatment and control areas had given priority to the MDGs in their last budget. CPS-2014 showed that MDGs got priority in 57.1% of project Upazilas and 46.2% of control Upazilas.

Table 6-27: Status of budget preparation

	Treatment (%)	Control (%)	Total (%)
Budget prepared	100	92.9	96.4
Budget session been held	100	71.4	85.7
Number of total participants in the Budget Session	268.6	149.2	218.9
Number of male participants in the Budget Session	59.9	31.1	47.9
Number of female participants in the Budget Session	209.4	118.1	171.4
Total Expenditure to hold Budget Session	32,418.50	32,114.30	32,312.00
Budget approved by the Parishad	100	100	100
Budget is linked with national plan	100	100	100
Budget prepared using prescribed format	100	100	100
UZP disclosed their Annual Budget to the citizen	100	92.3	96.3
The financial report prepared and submitted	100	92.3	96.3
MDGs had been given the priority in the budget	100	100	100
N (#UZP)	14	14	28

6.2.5 Development Plan

All the surveyed Upazilas had the Annual Development Plan (ADP) in the treatment areas and 42.9% of UZPs in the control areas (Table 6-28). CPS-2014 showed that 85.7% of UZPs

of the project area and 69.2% of UZPs of the control area had ADP. All the Upazilas in the treatment areas and 75% of Upazilas in the control area agreed that their ADP was harmonized with THE National Plan, and 100% of UZPs' ADP in the treatment areas and 75% of UZPs' ADP in the control areas were approved by the authority. All the UZPs in the treatment areas and 35.7% of UZPs in the control areas developed their Five Year Plans. According to CPS-2014, 57.1% of UZPs in the project areas and 46.2% of UZPs in the control areas had their Five Year plans. All the UZPs both in the treatment and control areas had some kind of monitoring system. Every single UZPs' functions in the treatment areas and 92.9% of UZPs' functions in the control areas were monitored by the authority. UZPs' activities were monitored by the respective higher authorities on an average of 4.1 times in the treatment areas and 3.5 times in the control areas during the last year.

Table 6-28: Development Plan

	Treatment	Control	Total
Annual Development Plan	100	42.9	71.4
Annual plan was harmonized to National Plan	100	75	90.9
Annual plan was approved by the authority	100	75	90.9
Prepared Five Year Plan	100	35.7	67.9
UZP produced development plans responding MDGs	100	71.4	90.5
Development plan has been prepared	78.6	44.4	65.2
Have any monitoring system	100	100	100
UZP functionaries monitored by the authority	100	92.9	96.4
Number of times monitored last year	4.1	3.5	3.9
Preserve relevant documents	92.9	100	96.4
UZP has MIS	0	0	0
N (#UZP)	14	14	28

6.2.6 Right to information

All Upazilas in the treatment areas took initiatives to comply with the RTI act whereas 50% of Upazilas in the control areas took the same steps (Table 6-29). CPS-2014 revealed that 100% of Upazilas in projects areas and 92.3% of Upazilas in control areas took initiatives to comply with the RTI Act. Regarding the appointment of a designated officer for providing information to the public, 92.9% of treatment Upazilas and only 21.4% of control Upazilas complied. According to CPS-2014, 71% of project Upazilas and 92% of control Upazilas appointed any officer for providing information to the citizen. Of the surveyed Upazilas, 33.33% provided information through the Web in the treatment areas but 33.33% of Upazilas in the control areas provided information through billboards. All the Upazilas both in the treatment and in the control areas updated their websites regularly. At the same time all the Upazilas both in the treatment and in the control areas proactively disclosed information to the citizens. However, just 28.6% of Upazilas in the treatment areas and only 14.3% of Upazilas in the control areas properly responded to the RTI application.

Table 6-29: Access to Information

	Treatment		Control		Total	
Took steps to RTI Act Compliance	100		50		75	
UZZP appointed designated officer for providing information	92.9		21.4		57.1	
How UZZP provided information:	N	%	N	%	N	%
Billboard	12	30.77	7	25.93	19	28.79
Notice Board	11	28.21	9	33.33	20	30.3
Web	13	33.33	8	29.63	21	31.82
Mobile Message	1	2.56	0	0	1	1.52
Other	2	5.13	3	11.11	5	7.58
UZZP website updated regularly	100		100		100	
Information are proactively disclosed	100		100		100	
Properly responding to the RTI Application	28.6		14.3		21.4	
Prepared Annual report	28.6		28.6		28.6	
N (#UZZP)	14		14		28	

6.2.7 UZZP Meetings

To comply with the UZZP legislation, the UZZP bodies have to organize at least one meeting every month. The survey revealed that on an average 11.9 meetings were held in the treatment area Upazilas during the last year, whereas 11.5 meetings were held in the control areas (**Table 6-30**). CPS-2014 showed that 12 meetings were held both in the treatment and control areas. UNOs' were present at all meetings both in the treatment (11.9) and control (11.5) areas. On an average 1.3 budget sessions were held in the treatment Upazilas and 1.2 budget sessions were held in the control Upazilas during the last year.

Table 6-30: UZP Meetings

Types of meeting	Treatment					Control					Total				
	No. of meeting in last year	No. of UZP chair person's presence	No. of UNO's presence	No. of MP's presence	Total	No. of meeting in last year	No. of UZP chair person's presence	No. of UNO's presence	No. of MP's presence	Total	No. of meeting in last year	No. of UZP chair person's presence	No. of UNO's presence	No. of MP's presence	Total
Parishad Meeting	11.9	11.8	11.9	2.6	9.8	11.5	10.8	11.5	2.5	9.2	11.7	11.3	11.7	2.5	9.5
Budget session	1.3	1.2	1.2	0.3	1.1	1.2	1.2	1.2	0.1	1	1.2	1.2	1.2	0.3	1
Special meeting (for budget approval)	1	1	1	0.3	0.9	1	1	1	0.2	0.9	1	1	1	0.2	0.9
Emergency Meeting	1.8	1.8	1.8		1.8	1	1	1	0	0.9	1.4	1.4	1.4	0	1.4
Total	4.7	4.5	4.5	1.2	4	4.6	4.4	4.6	1.3	4	4.7	4.4	4.6	1.3	4

According to the survey results, 71.4% of Upazila meetings both in the treatment and control areas were called by the UZP Chair but only 28.6% of meetings were called by the UNOs both in the treatment and control areas (Table 6-31). CPS-2014 found that 71% of meetings in the project areas compared with 62% of meetings in the control areas were called by the Chairman, and 43% of meetings in the project areas and 38% of meetings in the control areas were called by the UNOs.

Table 6-31: Invitation to monthly meeting during last year

	Treatment	Control	Total
Chairman	71.4	71.4	71.4
UNO	28.6	28.6	28.6
Total	100	100	100
N (#UZP)	14	14	28

Local MPs were present on an irregular basis in 64.3% of the UZP meetings in the treatment areas and 50% of UZP meetings in the control areas (Table 6-32). CPS-2014 showed that in 2013, MPs attended the monthly meetings of the Upazilas irregularly in 57.1% of project areas and 61.5% of control areas.

Table 6-32: Frequency of MP presence in the UZPs meetings

	Treatment	Control	Total
Regular presence	-	14.3	7.1
Irregular presence	64.3	50	57.1
Never present	35.7	35.7	35.7
Total	100	100	100
N (#UZP)	14	14	28

Survey data reveals that all the members of the UZP participated in the monthly meetings in 100% of the treatment UZPs and in 85.7% of the control UZPs during last year (Table 6-33). Attendance of reserved seat members in the monthly meeting increases the chance of raising female voice at the Upazila level. Records show that in 50% of meetings in the treatment Upazilas and in 64.3% of meetings in the control Upazilas the female members of the reserved seats attended.

Table 6-33: Effectiveness of the meeting

	Treatment	Control	Total
Participation of all the UZP members in the meeting	100	85.7	92.9
Whether Women Vice Chair could participate effectively	92.9	92.9	92.9
Whether the reserved seat female member attend	50	64.3	57.1
Total	85.7	85.7	85.7
N (#UZP)	14	14	28

Survey data also shows that all the Upazilas in the treatment areas were visited by the DDLGs and DCs during last year (Table 6-34). This percentage was 84.6% for DDLGs and 85.9% for DCs in the control Upazilas. All the Upazilas both in the treatment areas and control areas had some kind of billboard at their premises. The average number of billboards was 3 per Upazila in the treatment areas and 2.6 per Upazila in the control areas.

Table 6-34: Visitation by govt. officials to UZP during the last year and billboards

	Treatment	Control	Total
DLG	78.6	69.2	74.1
DDLG	100	84.6	92.6
DC	100	85.9	93
Billboard at the premises of Upazila Parishad	100	100	100
Total number of available billboards at the premises	3	2.6	2.8
N (#UZP)	14	14	28

CHAPTER 7: ASSESSMENT OF PROJECT OUTCOMES: A COMPARISON WITH BASELINE AND PREVIOUS CPS STUDIES

7.1 Introduction

This chapter makes an assessment of the impact of project interventions by two ways: (i) comparing with the results of the previous citizen perception surveys and baseline surveys through difference-in-difference techniques; and (ii) applying the item response theory (IRT) and regression analysis of our survey results.

There are several statistical techniques that can be employed to create some composite indicators on governance and development based on citizens' responses; here we employ the Item Response Method to create some relevant indicators that can be used further in regression analyses.

The responses of citizens can be broadly categorized into two categories: democratic governance practices and development activities and service delivery at both UPs and UZPs. Though descriptive analyses in previous chapters reflect their views and perceptions, it is important to assess the overall situation of these two issues in UPs and UZPs in the context of project interventions.

7.2 Comparison with Baseline and Perception Surveys

This section makes an assessment of the impact of project interventions by comparing our survey results with those of previous citizen perception survey and baseline survey as applicable. A net change has been estimated by taking double differences (differences of differences)—differences of project area results and differences of control area results between CPS 2015 and Baseline 2013/CPS 2014. This gives an idea about the changes occurred in the project areas which are largely attributable to project interventions. Appropriate statistical tests are applied to assess whether the net change is significant. Table A2 in the Appendix reports the results.

Union Parishad:

It is found that the percentage of parishad citizens having knowledge about the citizen charter rose in both the project as well as in the control areas when our survey results are compared with those of baseline survey of 2013. The increase in knowledge about the citizen charter was greater in the control area (30.8% in 2015 compared to 22% in 2013) relative to the project area (42.8% vs. 40%). Regarding the seeking of information, a statistically significant net change (0.132%) is observed meaning that the increase in the percentage of people seeking information from the parishad is larger in the project areas (66.6% vs. 24%) than in the control areas (45.4% vs. 16%). When asked whether they received any kind of information, a greater proportion in the project areas responded positively (75.8% in 2015 vs. 65% in 2013) relative to the control areas (56.1% vs. 54%). Compared with CPS-2014 our survey finds less percentage of people having knowledge about the Union Digital Center (UDC) in both the project (59.9% in 2015 vs. 89.3% in 2014) and control areas (39% vs. 74.7%) with a non-statistically significant net change of -0.005%. Similar findings are reached when the percentage of people seeking information from the UDC is examined. In the project area, the percentage has decreased from 82.8% (CPS-2014) to 44.8% (CPS-2015) while the decrease is from 74.7% to 39% in the control areas with a statistically insignificant net change of -0.023%.

With respect to participatory democratic governance, percentage of people having knowledge about the parishad meeting has declined in both the project (41.4% in 2015 vs. 50.2% in 2014) and control areas (28.7% vs. 36.2%). However, the extent of decline is less when the people's knowledge about the ward meeting is questioned. There was a sharper decline in the control area (24.2% vs. 39.1%) than in the project one (45.7% vs. 46.4%) with a statistically significant net change of 0.14%. Comparing the baseline and current survey, improvements were witnessed in both people's participation in the ward meeting and in whether they thought the ward meeting was participatory. Participation rose more sharply in the project area (16.6% vs. 8%) relative to the control area (6.8% vs. 5%) with a statistically significant net change of 0.068%. When it came to whether the meeting was participatory, the net change over time stood at -0.052% because there was a greater increase in the control area (30% vs. 17%) compared to the project area (59.8% vs. 52%). When asked about the participation of any family member at the ward meeting, our survey recorded a decline in positive responses relative to CPS-2014 but the decline was steeper in the control area (6% vs. 10.7%) than in the project area (12.2% vs. 13.9%) with a net change over time of 0.03%. Similarly, there was decline recorded for the question of discussion of the development plan in the ward meeting as 41.2% of the respondents responded affirmatively in the project area of our survey (compared to 95.2% in CPS-2014) and 18.8% responded positively in the control area of our survey (compared to 100% in CPS-2014). The corresponding statistically significant net change over time stood at 0.272%.

The results show a significant improvement in the proportion of respondents having knowledge about the standing committee meeting in both the project and control areas but the increment is larger in the project area (25.7% in 2015 vs. 9% in 2013) than in the control area (13.1% vs. 1%) and as a result there is a net change of 0.046%. With respect to schemes and projects, the proportion of people who benefited from any scheme or project showed a marginal decline in both areas relative to CPS-2014. In the project area, it decreased from 83.4% (CPS-2014) to 82.8% (CPS-2015) while in the control area it slipped by 1% from 68.8% to 67.8% giving rise to a net change of just 0.004%. Proportion of respondents possessing knowledge about the Project Implementation Committee (PIC) declined in both the project (16.8 vs. 26.5%) and control areas (9.5% vs. 22.3%) with a net change of 0.031%.

With respect to the awareness about development works undertaken by the Parishad, dramatic improvements were witnessed in the project areas when our survey results are compared to the baseline survey of 2013. For example, regarding awareness about "development of road and communication", the project areas saw significant improvements (83.7% in 2015 vs. 59% in 2013) whereas the control areas observed a slight decline (70.8% in 2015 vs. 72% in 2013). As a result, a statistically significant net change of 0.259% was recorded. The situation is even starker for awareness about "health and family planning" where a sharp rise of knowledge in the project areas (83.1% vs. 38%) corresponded with a decline in control areas (38.8% vs. 42%) and therefore a statistically significant net change of 0.483% over time. For "agricultural and irrigation equipment distribution", a statistically significant change of 0.177% was experienced as both project (51.3% vs. 30%) and control areas (36.6% vs. 33%) saw increments but that of the former was larger. One area where both project and control areas observed growth in awareness is "old age allowance/ widow allowance". Knowledge in the project area rose from 25% (2013) to 95% (2015) while in the control area it rose from 36% (2013) to 83.8% (2015). Finally, with regards to "education related materials and stipend", a relative large statistically significant net change of 0.448% was observed because of the paradoxical increase in awareness in the project area (63.4% vs. 32%) and the corresponding decline in the control area (29.6% vs. 43%).

The results show that when our survey is compared with CPS-2014 with regards to citizen's perception about MDGs, reduction in both project and control areas is witnessed but the

extent of decline is larger in the control area and so the net change over time is positive. In particular, citizen's perception about projects taken to achieve MDGs saw a steeper decline in the control area (17% in 2015 vs. 84.2% in 2014) relative to the project area (32.5% vs. 92.3%) with a statistically insignificant net change of 0.074%. Similarly, citizen's perception about projects taken to improve the socioeconomic condition of disadvantaged groups also saw a larger decline in the control area (32.9% vs. 47.1%) than in the project area (68.5% vs. 69.4%) with a highly significant net change 0.133%.

The proportion of respondents having knowledge about the annual and five year plans of the Parishad rose in both the project and control areas when our survey results are compared to the baseline study of 2013. Firstly, knowledge about the annual plan rose in the project area by 16.8% (29.8% in 2015 vs. 13% in 2013) and by 11.1% in the control area (20.1% vs. 9%) with a resulting net change of 0.057%. Secondly, percentage of people having knowledge about the five year plan rose by a higher magnitude in the control area (12.3% vs. 3%) compared to the project area (15.6% vs. 7%) with a resulting net change over time of -0.007%. Regarding the possession of the annual and five year plan by the Parishad, our survey recorded declines in both the project as well as the control areas when compared to CPS-2014. Parishads having an annual plan declined by 37% in the project area (25.9% vs. 62.9%) and 30.2% in the control area (12.4% vs. 42.6%) with a statistically insignificant net change of -0.068%. By contrast, Parishads possessing a five year plan declined by 16.6% in the project area (14.3% vs. 30.9%) and 15.9% in the control area (4.9% vs. 20.8%). Given the larger decline in the project area relative to the control area, net change over time is once again negative (-0.007%) but insignificant.

Regarding the proportion of respondents having knowledge about the annual budget of the Parishad, it rose in both of the areas when compared to the baseline survey 2013. A highly significant net change of 0.159% indicates that the improvement in the project area (41% in 2015 vs. 14% in 2013) exceeds that of the control area (23.1% vs. 12%). When the percentage of people engaged in budget preparation is taken into consideration, there is a steep decline from 2015 to 2013, especially in the project area. The net change over time stood at -0.345 meaning that the decline in the project area (2.3% vs. 52%) exceeded the subsequent reduction in the control area (1.8% vs. 17%). The results also reveal that a lesser proportion of individuals in 2015 think that the facility of women and destitute people are considered when preparing the budget than in 2014. Both project (24.5% in 2015 vs. 86.7% in 2013) and control areas (14.3% vs. 63.1%) showed the declining trend with a statistically insignificant net change of -0.134% over time. People's knowledge about the Open Budget Session also showed a downward trend, between 2014 and 2015, in the project (15.5% in 2015 vs. 29.4% in 2014) and control areas (7.1% vs. 24.2%). When it came to attending the open budget meeting, fewer proportions of people attended it in both the project area (6.5% vs. 21.3%) and the control area (3.3% vs. 16.4%) with a corresponding statistically insignificant net change of -0.017% over time. Finally, when compared to CPS-2014, fewer proportions of respondents thought the Open Budget Sessions to be participatory in both the project (26.4% vs. 89.4%) and control areas (15.7% vs. 78.1%). As a result, the statistically insignificant net change stood at -0.006% over time.

The results reveal a positive trend in people's awareness about the annual income and expenditure of the Parishad relative to the baseline survey of 2013. The rise in awareness is more noticeable in the project area (17.1% in 2015 vs. 9% in 2013) rather than the control area (9.1% vs. 4%) and so the net change is 0.03% over time. When it comes to taxes, it was found that a greater proportion of individuals reported paying the holding tax compared to in 2013. Although it increased in both project (73% vs. 71%) and control areas (74.2% vs. 65%), the increase in the control area is larger and so the net change is negative (-0.072%) over time. When the figures for the proportion of people who reported paying no holding tax during the past three years are compared, it is found that in the project area there was an increase in the percentage (24.6% vs. 18%) while in the control area there was a decline

(20.6% vs. 24%) and the highly significant net change over time was 0.1%. When respondents were questioned about whether they thought the present tax assessment system was appropriate, an increased proportion responded positively in the control area (88.4% vs. 85%) while there was a decline in the percentage who responded positively in the project area (78.6% vs. 87%) and the net change stood at -0.118% over time. Regarding people's perception about whether people pay tax more regularly than before, results, compared to CPS-2014, indicate an increase in positive responses in the control area (86.5% in 2015 vs. 78.2% in 2014) with a corresponding slight decline in positive responses in the project area (86% vs. 87.6%) which causes the statistically insignificant net change of -0.099%. Finally, it was found that compared to CPS-2014, a greater proportion of respondents expressed their willingness to pay more holding tax if services are improved in both the project (81.3% vs. 67.9%) and control areas (84.2% vs. 63%) resulting in a net change of -0.078% over time.

With respect to people's perception about the village court being active, results indicate a greater positive perception in the project area (92.8% in 2015 vs. 81.9% in 2014) than in the control area (73.5% vs. 65.8%) which causes a highly statistically significant net change of 0.032% over time. When respondents were asked whether they or any one of their family members went to the village court for any kind of dispute resolution, results indicate reduced visitation with respect to CPS-2014 in both the project (22.6% vs. 88.9%) and control areas (17% vs. 84.1%) with a statistically insignificant net change of 0.008% over time.

Regarding the issue of ease of access in meeting representatives and officials, it was found that a greater proportion of people are now able to meet the officials (elected and appointed) easily in both the project and control areas relative to CPS-2014. For the post of Chairman, people in the project area (87% in 2015 vs. 54.2% in 2014) witnessed a greater improvement in access than the control area (74% vs. 57.6%) thus giving rise to a highly significant positive net change of 0.164%. The story is same for meeting someone in the post of member where the project area witnessed an increase of 16.4% (89.3% vs. 72.9%) compared to 11.4% for control areas (81% vs. 69.6%) with a highly significant positive net change of 0.05%. Proportion of people able to meet a female member rose by 5.3% in the project area (69.9% vs. 64.6%) but declined by 4.8% in the control areas (59% vs. 63.8%) producing a highly significant positive net change of 0.101%. Finally, the percentage of people able to meet the UP secretary shows an increase for both areas. Yet again the increment was greater in the project area (81.7% vs. 78.3%) but only marginally since it rose there by 3.4% compared to 3.1% for the control area (78% vs. 74.9%) but this time the net change was statistically insignificant at 0.003% over time.

Results indicate that a greater proportion of people now think that there are activities to improve the socio-economic conditions of destitute women than in 2014. However, the increase is greater in the control area compared to the project area. The control area (69% vs. 49.3%) saw an increase in the percentage of people by 19.7% while the project area (79.4% vs. 72.7%) witnessed growth of 6.7% and the statistically insignificant net change stood at -0.13%. Lastly, respondents were questioned about their knowledge regarding the Women Development Forum (WDF) and it witnessed a decline in both the project and control areas relative to the baseline survey of 2013. The project area (4.4% vs. 7%) saw a decline of 2.6% whereas the control area (1.9% vs. 6%) experienced a reduction of 4.1% thus producing the statistically insignificant net change of 0.015% over time.

Upazila Parishad:

In the case of the Upazila, it is found that the percentage of Parishad citizens having knowledge about the citizen charter rose in both the project as well as in the control areas when our survey results are compared with those of baseline survey of 2013. The increase in knowledge about the citizen charter was greater in the project area (23.5% in 2015

compared to 5.1% in 2013) relative to the control area (14% vs. 4.9%). Hence, the net change is positive (0.093%) over time. Regarding the seeking of information, a statistically significant net change (0.129%) is observed meaning that the increase in the percentage of people seeking information from the Parishad is larger in the project areas (26.3% vs. 4%) than in the control areas (15.3% vs. 5.9%). When asked whether they received any kind of information, a lesser proportion of people responded positively in both project (42.2% vs. 86.4%) and control areas (26.1% vs. 80%) relative to the baseline survey of 2013. However, since the decline in the control area exceeded the simultaneous reduction in the project area, the statistically significant net change was 0.097%.

With respect to participatory democratic governance, percentage of people having knowledge about the Parishad meeting has declined in the project area by 7.5% (21.8% in 2015 vs. 29.3% in 2014) and in the control area by 10.1% (12.7% vs. 22.8%) when compared to CPS-2014. As a result, the statistically insignificant net change stands at 0.026% over time. The results also show a decline in the proportion of respondents having knowledge about the standing committee meetings in both the project and control areas but yet again the decline is larger in the control area (5.6% vs. 13.7%) than in the project area (16.3% vs. 20.8%) and as a result there is a statistically insignificant net change of 0.036% over time. With respect to schemes and projects, the proportion of people who benefited from any scheme or project witnessed a downward trend in both areas relative to CPS-2014. In the project area, it decreased from 84.3% (CPS-2014) to 58.7% (CPS-2015) while in the control area it slipped from 66.4% to just 36.8% giving rise to a net change of 0.04% over time.

Regarding awareness about development works undertaken by the Parishad, mixed results were witnessed in both the areas when our survey results are compared to the baseline survey of 2013. On the one hand, regarding awareness about “development of road and communication”, the project areas saw a slight decline (67.1% in 2015 vs. 72.6% in 2013) whereas the control areas observed a more marked decline (37.4% in 2015 vs. 75.4% in 2013). As a result, a highly statistically significant net change of 0.325% was recorded. On the other hand, regarding awareness about “old age allowance/ widow allowance”, growth was observed in both project and control areas. Knowledge in the project area rose from 3.5% (2013) to 50.4% (2015) while in the control area it rose from 3% (2013) to just 15% (2015) with a highly statistically significant net change of 0.349%. For “agricultural and irrigation equipment distribution”, a highly statistically significant change of 0.279% was experienced as the project area witnessed growth of 26.1% (41.2% vs. 15.1%) while the control area saw a reduction of 1.9% (7.6% vs. 9.5%). Finally, with regards to citizen’s perception about projects being taken to improve the socioeconomic conditions of disadvantaged groups, opposite trends were witnessed in the two areas. While perception rose in the project area (46.3% vs. 32.9%) it declined sharply in the control area (16.1% vs. 28.1%) with a highly significant net change of 0.254% over time. The above findings point to the positive impacts of the project interventions.

The proportion of respondents having knowledge about the annual and five year plans of the Parishad varied in both the project and control areas when our survey results are compared to the baseline study of 2013. Firstly, knowledge about the annual plan rose in the project area by 10.7% (20.8% in 2015 vs. 10.1% in 2013) but it declined by 0.6% in the control area (12.3% vs. 12.9%) with a resulting highly significant net change of 0.113%. Secondly, the percentage of people having knowledge about the five year plan rose in both areas although it increased by a higher magnitude in the project area (11.5% vs. 2.4%) compared to the control area (9.8% vs. 2.6%) with a resulting net change over time of 0.019%. Regarding the possession of the annual and five year plans by the Parishads, our survey recorded declines in both the project as well as the control areas when compared to CPS-2014. Parishads having an annual plan declined by 63.4% in the project area (17.5% vs. 80.9%) and 58.3% in the control area (4.9% vs. 63.2%) with a statistically insignificant net change of -0.051%.

By contrast, Parishads possessing a five year plan declined by 64.1% in the project area (10.5% vs. 74.6%) and 66.2% in the control area (3% vs. 69.2%). Given the larger decline in the control area relative to the project area, net change over time is once again positive (0.021%) but statistically insignificant.

With respect to proportion of people having knowledge about the Open Budget Session, reductions are witnessed in both the project (8.3% in 2015 vs. 39.7% in 2014) and control areas (2.3% vs. 26.7%) with a statistically insignificant net change of -0.07% over time. On the other hand, proportion of people having knowledge about the annual income and expenditure of the Parishad witnessed a positive rise of 3.9% in the project area (9.4% vs. 5.5%) but a fall of 2% in the control area (2.8% vs. 4.8%). The net change over time stood at 0.059% as a result. Respondents were also questioned if they ever saw any complain box at the Parishad to lodge complaints and results show improvements in both the areas compared to the baseline survey of 2013. Proportion of people who saw complain boxes in the Parishad rose by 10.2% in the project area (14.5% in 2015 vs. 4.3% in 2013) and 6.1% in the control area (9.5% vs. 3.4%) with the resulting net change of 0.041%. Regarding people's perception about the existence of measures to enhance the socioeconomic status of destitute women, reductions were yet again witnessed in both the areas compared to CPS-2014. The project area saw a decline of 11.7% (46.5% in 2015 vs. 58.2% in 2014) relative to a decline in the control area of 11.4% (25% vs. 36.4%). The statistically insignificant net change over time stood at -0.003%. Lastly, when people were asked about their knowledge of the Women Development Forum (WDF), it was found that compared to 2014 there were decline in knowledge in both the project (2.9% vs. 59.7%) and control areas (0.7% vs. 29.4%). Since the decline in the project area exceeded that of the control, the net change over time is found to be negative (-0.281).

7.3 Assessment of the impact of project interventions

This section assesses the impact of the project interventions on citizens' perceptions towards various aspects of the projects, namely UZGP and UPGP. Item Response Theory (IRT) has been applied to create some composite indicators, such as "Knowledge about Governance and Development" and "Satisfaction on service delivery" etc. Then t-tests have been employed to assess whether the differences in opinions/perceptions are statistically significant.

7.3.1 Governance and Development Indicators

Governance:

Answers from the following questions are used to create the governance indicators.

1. Knowledge about citizen charter: Have you seen citizen charter in the Parishad?
2. Parishad meeting: Do you know about the Parishad (monthly) meeting? Do you know about ward shava?
3. Standing committee: Do you know about the standing committee meeting?
4. Budget: Do you know about the annual budget of the Parishad? Do you know about the Open Budget Session (UP)/budget session (UZP)?
5. Audit: Do you know what is the annual income and expenditure of the Parishad?

Similarly, two more indicators, namely "knowledge about schemes/projects" and "Knowledge about service delivery" were created.

While yes, no and don't know responses are coded as 1, 2, and 3, here we recoded these value labels as 1 and 0 by lumping 'no' and 'don't know' together for flexibility of interpretation. Higher scores indicate higher levels of knowledge about governance. Because of seven questions with codes between 0 and 1, the total score ranges from 0 to 7. The results are reported in Table 7-1. While the t-test (Table 7-1) for testing the equality of level of knowledge about governance between treatment and control areas reveals that people in the treatment areas have significantly better knowledge about governance, schemes and service delivery compared to the control areas. It seems to indicate a positive effect of interventions of the project.

Table 7-1: t-test Results for UP

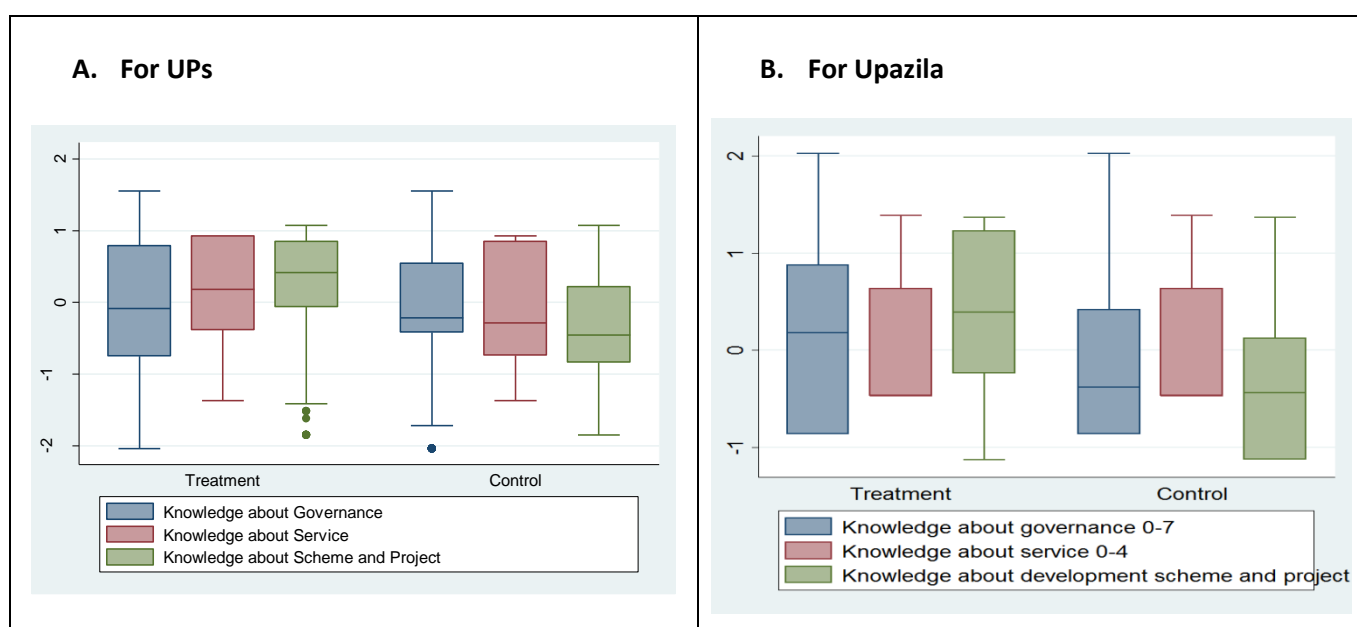
A. Knowledge on Governance in UPs

	Treatment Mean	Control Mean	Difference	(p-value)
Knowledge about Governance 0-7	0.20	-0.20	0.40	0.00
Knowledge about Scheme and Project 0-6	0.33	-0.33	0.67	0.00
Knowledge about Service 0-4	0.19	-0.19	0.38	0.00

B. Knowledge on Governance in UZPs

	Treatment Mean	Control Mean	Difference	(p-value)
Knowledge about governance 0-7	0.20	-0.20	0.40	0.00
Knowledge about development scheme and project 0-6	0.32	-0.33	0.65	0.00
Knowledge about service 0-4	0.15	-0.08	0.24	0.00
Knowledge about UDCC and PIC 0-4	0.06	-0.06	0.12	0.00

Figure 7-1: Test results on knowledge indicators



7.3.2 Assessment of Satisfaction on Service Delivery and other issues

Similarly, several development indicators are created on the basis of information available from the survey. The results are reported in Table 7-2. While in terms of satisfaction on schemes and projects, there is no significant difference exists among the citizens of project and control UPs. However, on other aspects including transparency, accountability, service delivery and overall local development, projects UPs and UZPs perform significantly better than control Ups and UZPs.

Table 7-2: Tests on Development Indicators

A. For UPs

	Treatment Mean	Control Mean	Difference	(p-value)
Satisfaction with Scheme and Project 0-12	0.01	-0.01	0.02	0.56
Satisfaction with Transparency, Accountability and Responsiveness 0-15	0.11	-0.10	0.21	0.00
Satisfaction with Service Delivery 0-12	0.06	-0.06	0.12	0.00
Perception on overall local development 0-12	0.17	-0.17	0.34	0.00

B. For UZPs

Satisfaction with development scheme and project 0-12	0.02	-0.04	0.06	0.07
Satisfaction with transparency, accountability and	0.14	-0.12	0.27	0.00

responsiveness 0-4						
Satisfaction with service delivery 0-8			0.12	-0.14	0.26	0.00
Satisfaction with local development 0-12			0.16	-0.22	0.38	0.00

7.4 Regression Analysis

To assess the effects of treatment interventions by controlling the different factors affecting the outcomes, the regression analysis is commonly used method. In this study the intended responses are measured as binary like yes/no or ordered category like strongly agree, agree, neither agree nor disagree, disagree or strongly disagree. There are question on different issues to measure and understand various aspects of the interventions and to meet the specific objectives of this study. Most of the cases more than one questions are designed to measure one aspect. Therefore, it gives us an opportunity to generate the outcome variable from the issues to address the specific research questions.

Although there are different approaches to make a score or index that combine responses from different questions to generate a composite index or score, the Item Response Theory is the latest and more acceptable approach. IRT models are commonly used to obtain latent scores for individual respondents on qualities such as trait, ability, proficiency, attribute, perception, or satisfaction in a test or survey or intervention. These latent scores cannot be measured directly on individuals and must be quantified via responses to a set of questions in survey or test. The IRT scoring process takes into account respondent's latent variable and items' or questions' characteristics such as difficulty and discrimination. Additionally, IRT can be used in instrument development because the IRT models utilize the information on the items' or questions' to evaluate and refine an instrument. Moreover, the IRT models, in contrast to classical models, neither rely on sums of the scores to evaluate a person's knowledge, perception, or satisfaction, nor do they assume equal contribution of the questions to the overall scores. Since questions vary in their difficulty and persons vary in their level, this method may result in a more accurate assessment of respondent's latent traits because respondents with the same sum score may differ in their trait measurement.

Based on the number of response options the commonly used IRT models are one-parameter model, two-parameters model, and graded response model. The one- and two-parameters model are used for questions with only two response options and graded response model is the common IRT model for questions with more than two response options. Thus, in this study we consider the graded response model to create composite indicators as shown above. The graded response model assumes that the item response is an ordered categorical variable whose values are not separated by equal intervals. This model fits the rating scale of the polytomous questions and therefore was selected to model the interaction between the respondents and the multiple-response category questions in each domain. The statistical software Stata 14 has been used to analyze our data.

Note that in this study the responses yes, no and don't know are coded as 1, 2, and 3 and strongly agree, agree, neither agree nor disagree, disagree and strongly disagree are coded as 1, 2, 3, 4, and 5 but for the interpretability we recoded the value labels as 2, 1, and 0 for first category and 4, 3, 2, 1, and 0 for second category, respectively. Higher scores or latent traits indicate higher levels of information processing or higher level of knowledge or higher level of satisfaction. The IRT one parameter model, or IRT two parameters model or IRT graded response model, which is appropriate, is used to obtain the latent traits or scores for each respondent.

The following categories of responses are used to create certain indicators for using them in the regression analysis.

I. Knowledge about governance

We use the following questions measuring the knowledge about governance.

1. Knowledge about citizen charter: Have you seen citizen charter in the Parishad?
2. Parishad meeting:
 - I. Do you know about the Parishad (monthly) meeting?
 - II. Do you know about ward shava?
3. Standing committee: Do you know about the standing committee meeting?
4. Budget:
 - I. Do you know about annual budget of Parishad?
 - II. Do you know about Open Budget Session (UP)/budget session (UZP)?
5. Audit: Do you know the annual income and expenditure of Parishad?

II. Knowledge about Planning

The following questions or items are used to measure the knowledge about planning

1. About annual planning of UP?
2. Has your UP an Annual Plan?
3. About Union Parishad five year plan?
4. Has your Union Parishad a five year plan?
5. Engaged in planning process of your UP?

III. Knowledge about UDCC and PIC

1. About the Union Development Coordination (UDCC) of UP?
2. About the Project Implementation Committee (PIC) of UP?
3. Engaged with PIC during last one year
4. Schemes, which implemented last year?
5. Schemes, which are being implemented. in July, 2015?

IV. Knowledge about Service Delivery

1. Seek any information from UP during last one year
2. Received information as per your request from UP in last one year
3. Do you have knowledge about UDC?
4. Last one year did you go

V. Knowledge about Development Scheme and Project

Do you know whether the about the following schemes of UP:

1. Development of road and communication
2. Agricultural and irrigation equipment distribution
3. Health and family planning
4. Old age allowance/widow allowance/VGD/VGF
5. Education stipend/education related materials distribution
6. School, mosque or madrasa development

VI. Perception about taxation system 0-6

1. Pay the holding tax during July/14 to June/15?
2. Miss paying holding tax any year during last three years
3. Present tax assesses system is appropriate
4. Do you think that the people are paying tax more present compare to past.
5. If service is improved, will you agree to pay more tax
6. UP is willing to collect holding Tax?

VII. Satisfaction with Service Delivery 0-12

1. How much you are satisfied with the information you received from Parishad related to information?
2. How much you are satisfied on the services of union Digital Center?
3. How much you are satisfied on the following services you received from the Union Parishad office?
 - I. Land related
 - II. Agriculture and Irrigation
 - III. Health and Family Planning
 - IV. Birth Certificate
 - V. Village court
 - VI. Nationality

VIII. Satisfaction with Transparency, Accountability and Responsiveness 0-15

1. Evaluate about overall transparency of UP
2. Evaluate about overall accountability of UP
3. Evaluate about overall responsiveness of UP

IX. Satisfaction with Scheme and Project 0-12

How do you evaluate the following schemes of UP:

1. Development of road and communication
2. Agricultural and irrigation equipment distribution
3. Health and family planning
4. Old age allowance/widow allowance/VGD/VGF
5. Education stipend/education related materials distribution
6. School, mosque or madrasa development

X. Satisfaction with local development score 0-12

How do you evaluate the local level development?

1. Overall local development
2. Poor and marginalized community
3. Develop. activities related to women employment

As an exploratory analysis, prior to the regression analysis to test the effect of treatment interventions it is useful to test whether these indices or scores are same between treatment and control groups. The tables (Table 7-1 and Table 7-2) represent the results obtained from t-test with mean scores of treatment and control groups. The p-values indicate that the mean scores of treatment group are significantly greater than that of control group except for the satisfaction with development scheme and project. It provides statistical significant evidence of a positive effect of interventions of the project.

Considering the t-test results, several OLS regressions analyses are performed in Table 7-3. While three outcome indicators used (continuous variable generated through IRT) are Citizens' satisfaction on overall local government, satisfaction on service delivery and satisfaction on transparency and accountability, a set of explanatory variables, such as Treatment dummy (project=1, control=0), Poor dummy, Secondary or higher education, Youth (≤ 25 years), Muslim dummy, distance to UP and UZP and citizens' knowledge on various issues are used to identify the prospective factors.

The OLS regression results suggest that the projects (UZGP and UPGP) significantly contribute to the overall local development. It is also revealed that knowledge about various

issues increase the level of satisfaction to outcomes. Therefore, an important agenda could be to enhance knowledge base of the citizens to materialize their satisfaction on various activities of LGIs.

Table 7-3: OLS Regression Results

A. For the UPs			
VARIABLES	Satisfaction on overall local development	Satisfaction with Service Delivery	Satisfaction with transparency, accountability and responsiveness
Treatment	0.139*** (0.0383)	0.0169 (0.0351)	-0.0115 (0.0398)
Poor	-0.106*** (0.0335)	-0.0886*** (0.0306)	-0.0641* (0.0348)
Has Secondary and Higher Education	-0.0807** (0.0345)	0.0653** (0.0313)	-0.106*** (0.0358)
Youth	0.0146 (0.0325)	-0.0212 (0.0296)	0.00771 (0.0337)
Muslim	0.169*** (0.0439)	0.0366 (0.0380)	-0.0494 (0.0456)
Knowledge about governance 0-7	0.0628** (0.0278)	0.0481** (0.0244)	0.119*** (0.0289)
Knowledge about service 0-4	0.143*** (0.0221)	0.276*** (0.0235)	0.118*** (0.0230)
Knowledge about development scheme and project 0-6	0.189*** (0.0251)	-0.0169 (0.0233)	0.123*** (0.0261)
Perception about taxation system 0-6	0.0932*** (0.0213)	0.0635*** (0.0200)	0.0869*** (0.0222)
Knowledge about UDCC and PIC 0-5	0.0885*** (0.0248)	0.107*** (0.0222)	0.0849*** (0.0257)
Knowledge about planning	0.0260 (0.0293)	-0.0141 (0.0251)	0.0739** (0.0304)
Distance of Village from Upazila Parishad (K.M)	-0.00188 (0.00278)	0.00597** (0.00251)	-0.00455 (0.00289)
Distance of Village from Union Parishad (K.M)	-0.00842 (0.00848)	-0.000897 (0.00750)	0.00420 (0.00881)
Constant	-0.104 (0.0644)	-0.161*** (0.0565)	0.141** (0.0670)
Observations	2,959	2,408	2,960
R-squared	0.131	0.129	0.110

B. For the UZPs

	(1) Satisfaction on overall local development	(2) Satisfaction with Service Delivery	(3) Satisfaction with transparency, accountability and responsiveness
Treatment	0.359*** (0.0478)	0.288*** (0.0345)	0.160*** (0.0528)
Poor	-0.166*** (0.0402)	-0.0777*** (0.0290)	-0.134*** (0.0444)
Has Secondary and Higher Education	0.00352 (0.0409)	0.0698** (0.0295)	0.0481 (0.0452)
Youth	-0.0347 (0.0383)	-0.000248 (0.0276)	-0.00917 (0.0423)
Muslim	0.00776 (0.0467)	-0.0669** (0.0337)	-0.0611 (0.0516)
Knowledge about governance 0-7	0.0415 (0.0254)	0.0768*** (0.0183)	0.179*** (0.0280)
Knowledge about service 0-4	0.117*** (0.0262)	0.133*** (0.0189)	0.139*** (0.0290)
Knowledge about development scheme and project 0-6	0.0652** (0.0305)	-0.124*** (0.0220)	0.0617* (0.0337)
Knowledge about UDCC and PIC 0-4	0.0289 (0.0298)	0.135*** (0.0215)	0.167*** (0.0329)
Distance of Village from Upazila Parishad (K.M)	-0.000261 (0.00326)	0.00275 (0.00235)	-0.000453 (0.00360)
Distance of Village from Union Parishad (K.M)	-0.00394 (0.00951)	0.00444 (0.00686)	0.0148 (0.0105)
Constant	-0.205*** (0.0681)	-0.221*** (0.0491)	0.0165 (0.0752)
Observations	1,347	1,347	1,347
R-squared	0.150	0.189	0.199

Note: Standard errors in parentheses: *** $p < 0.01$, ** $p < 0.05$, * $p < 0.1$

CHAPTER 8: CONCLUSION AND RECOMMENDATIONS

This study makes use of a nationally representative citizen survey to assess their perceptions and evaluations on the ongoing activities of two flagship projects of the Local Government Division, namely UPGP and UZGP at the Union and Upazila Parishad levels. The survey was conducted in 7 project districts and a comparable 7 control districts to collect information from citizens on the activities of UPs and UZPs for the year 2014.

The survey results indicate in most cases that citizens are now more aware of many activities of UPs and UZPs though the level of their awareness is not high. Relatively, citizens are less aware of Upazila activities than Union activities. Of the activities of Unions, development activities are more visible than other governance related activities like citizen charter, Parishad meeting, Standing Committee, annual budget and plans etc. Poor level of perception of citizens about UP and UZP activities indicate that their involvement in Ward Shava and other committees, as mandated by the Act, has not been found very effective. In other words, the local government institutions are not yet serious about the engagement of citizens in participatory policy making process.

Institutional survey reveals the fact that UPs and UZPs are almost 100% compliant to the rules and regulations. However, these successes have not been communicated to the citizens. A political economy aspects have also been noticed during the survey among the citizens as they are found to be biased in reporting outcome results based on alignment of their political connection with UP and UZP chair. Since we could not notice any such activities undertaken by the LGIs to make people aware of their governance related activities, it is thus difficult to identify the reasons why they are not well informed except the development activities. The Projects, therefore, need to undertake certain initiatives to make the people aware of the fact that UPs and UZPs are now compliant to various issues regarding governance and development outcome of the Parishads.

The regression results suggest that the projects (UZGP and UPGP) significantly contribute to the overall local development. It is also revealed that knowledge about various issues increase the level of satisfaction to outcomes. Therefore, an important agenda could be to enhance knowledge base of the citizens to materialize their satisfaction on various activities of LGIs.

Based on the findings, the following recommendations can be made to strengthen LGIs though ensuring better engagement of citizens in LGI activities within the current legal framework, which would increase transparency and accountability in their activities.

Meaningful Ward Shava: It is now mandatory for all UPs to finalize annual development plan, scheme list, five year plan etc. through Ward Shava to make the process more participatory. However, our survey results suggest that while only one-fourth of the citizens are aware of Ward Shava, participation of citizens are even lower in those Ward Shava. People often complain that UP representatives conduct the Shava with their local aides to fulfil their own agenda leaving a vast section of people behind the scene. Therefore, it is important to make the Shavas more effective and meaningful with wider participation of local citizens. Currently it is obligatory to hold Ward Shava twice in a year. However, it would be more participatory if the Shava is arranged on a quarterly basis.

Strengthening Committees: Another weakness that has been revealed from the survey is that citizens are not fully aware of many of the important committees, those are formed to

oversee UP and UZP activities. Less than 20% of the citizen know about Project Implementation Committee and Union Development Coordination Committee. Only about 25% of the local citizens are aware of Standing Committees. Without making these committees active, it would be far cry to make the Parishads more accountable and transparent. Peoples' participation in these committees could be made more representative through involvement of representative from each Ward and by making their activities more visible.

Service Delivery: Citizens now visit Union Parishad only for a few certificates and they visit Upazila Parishad only for land related disputes and health and family planning services. As majority of the citizens do not know about the Citizen Charter, they don't know what types of other services they could seek from the Parishads. A copy of Citizen Charter may be distributed to households or citizens during Ward Shava or collection of holding tax to make people more aware of available services at the Parishads.

Planning and Budget: Citizens poor knowledge about Parishad's Plan and budget can be attributed to the weaknesses of the Parishads in making them public through the prescribed ways such as Ward Shava and Open budget sessions. Therefore, to bring transparency and accountability in Parishad's activities, it is important to disseminate their development plan and budget by organizing open sessions.

Priority should be given on MDG and SDG aspects: Citizens survey reveals that Women empowerment and environment issues have been neglected while selecting schemes. These two issues along with other MDG aspects must be given priority in undertaking schemes and making long-term development plans. Since SDGs are now coming into operation, future plan and schemes should reflect SDG aspects.

Strengthen Scheme Selection and Monitoring Process: Though it is expected that schemes are being selected through discussion in Ward Shava, survey result indicates that chairmen and members did the same in most cases. This again calls for strengthening Ward Shava. According to the survey, schemes are mainly monitored by Chairmen and members. The role of PIC and UDCC along with UNO and DDLG can be extended to independently monitor scheme implementation process.

It is to be noted that the recommendations are made mainly on the basis of citizens knowledge and perceptions on these aspects of LGIs. Though the citizens are not fully aware of many things that have been taken place at UPs and UZPs, their perception could be broadly taken into cognizance in designing local level development plans. It is also important for the LGIs to take necessary action to remove misperceptions and make the citizens fully aware of local government activities. Only then the decentralization process would be more meaningful.

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APPENDIX-I

Table A1: Selection Criteria for Control Upazilas

A. Project Upazilas:

District	Upazila	Density	Head count ratio (HCR)	% female headed HHs (FHH)	Infant mortality rate (IMR)	Net primary enrolment ratio (NER)	% using improved drinking water (IDW)	% using improved sanitation (ISU)	% of children engaged in work (CEW)	Under-5 mortality rate (UFM)
Barguna	Sadar	575	0.56	0.07	42	0.91	1.00	0.29	0.02	53
Barguna	Betagi	698	0.38	0.05	73	0.89	1.00	0.82	0.01	101
Brahmanbaria	Banchharampur	1593	0.32	0.25	61	0.69	0.99	0.56	0.01	82
Brahmanbaria	Sadar	2199	0.25	0.14	35	0.73	1.00	0.57	0.02	43
Kishoreganj	Sadar	2138	0.17	0.09	80	0.74	1.00	0.18	0.03	114
Kishoreganj	Mithamain	547	0.28	0.08	66	0.69	1.00	0.06	0.01	90
Khulna	Dacope	1027	0.67	0.06	46	0.87	0.62	0.73	0.02	59
Khulna	Dumuria	1050	0.27	0.05	45	0.91	1.00	0.67	0.01	57
Sirajganj	Kazipur	835	0.43	0.06	57	0.87	1.00	0.64	0	76
Sirajganj	Ullah Para	1320	0.45	0.04	39	0.81	1.00	0.78	0.03	49
Rangpur	Pirgachha	1174	0.54	0.10	59	0.93	1.00	0.22	0.02	79
Rangpur	Pirganj	937	0.54	0.05	61	0.85	1.00	0.35	0.02	82
Sunamganj	Jagannathpur	705	0.37	0.10	79	0.81	0.93	0.42	0.01	111
Sunamganj	Sullah	444	0.39	0.06	90	0.54	0.95	0.01	0.02	130

B. Control Upazilas:

District	Upazila	Density	Head count ratio (HCR)	% female headed HHs (FHH)	Infant mortality rate (IMR)	Net primary enrolment ratio (NER)	% using improved drinking water (IDW)	% using improved sanitation (ISU)	% of children engaged in work (CEW)	Under-5 mortality rate (UFM)
Patuakhali	Bauphal	625	0.52	0.07	50	0.88	0.99	0.21	0.01	65
Patuakhali	Mirzaganj	728	0.34	0.06	22	0.86	1.00	0.23	0.02	26
Comilla	Chauddagram	1640	0.23	0.21	29	0.68	1.00	0.81	0.09	35
Comilla	SadarDakshin	2035	0.13	0.19	64	0.68	0.99	0.75	0.07	87
Mymensingh	Sadar	2037	0.45	0.07	39	0.84	1.00	0.38	0.04	49
Mymensingh	Gaffargaon	1081	0.49	0.16	45	0.92	1.00	0.57	0.01	57
Satkhira	Shymnagar	1022	0.40	0.06	49	0.87	1.00	0.77	0.01	63
Satkhira	Kaliganj	1043	0.40	0.07	51	0.86	1.00	0.54	0.03	67
Pabna	Sujanagar	821	0.41	0.08	40	0.82	0.96	0.63	0.01	51
Pabna	Ishardi	1055	0.44	0.06	66	0.74	1.00	0.43	0.01	91
Lalmonirhat	Aditmari	1153	0.46	0.09	61	0.86	1.00	0.72	0.00	83
Lalmonirhat	Patgram	886	0.44	0.05	47	0.76	0.99	0.64	0.02	61
Habiganj	Nabiganj	1001	0.08	0.18	63	0.83	0.99	0.67	0.00	85
Habiganj	Bahubal	598	0.10	0.06	57	0.75	0.68	0.25	0.01	76

Data Source: BBS.

Table A2: Comparison of Results with Baseline 2013 and CPS 2014.

	Union				Net change over time (Sig.)	Upazila				Net change over time (Sig.)
	CPS-2015		Baseline 2013 ¹ CPS-2014 ²			CPS-2015		Baseline 2013 ¹ CPS-2014 ²		
Indicators	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')
Knowledge about citizen charter										
Percentage of citizen having knowledge about the citizen charter in the parishad	42.8	30.8	40 ¹	22 ¹	-0.06	23.5	14	5.1 ¹	4.9 ¹	0.093
Information & Union Digital Center (UDC)										
Percentage of people seeking information from parishad	66.6	45.4	24 ¹	16 ¹	0.132***	26.3	15.3	4 ¹	5.9 ¹	0.129**
Percentage of people taking services from UDC	44.8	39	82.8 ²	74.7 ²	-0.023					
Information and service related knowledge/perception										
Percentage of people went to the parishad for obtaining any kind of information	66.6	45.4	24 ¹	16 ¹	0.132***	26.3	15.3	4 ¹	5.9 ¹	0.129**
Percentage of people received any kind of information	75.8	56.1	65 ¹	54 ¹	0.087***	42.2	26.1	86.4 ¹	80 ¹	0.097***
% of people having knowledge about Union Digital Centre (UDC)	59.9	47.1	89.3 ²	76 ²	-0.005					
% seek any information from UDC	44.8	39	82.8 ²	74.7 ²	-0.023					
Participatory Democratic Governance										
% People having knowledge about the parishad meeting	41.4	28.7	50.2 ²	36.2 ²	-0.013	21.8	12.7	29.3 ²	22.8 ²	0.026
Knowledge about the ward meeting	45.7	24.4	46.4 ²	39.1 ²	0.14***					

	Union				Net change over time (Sig.)	Upazila				Net change over time (Sig.)
	CPS-2015		Baseline 2013 ¹ CPS-2014 ²			CPS-2015		Baseline 2013 ¹ CPS-2014 ²		
Indicators	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')-(C2'-C1')	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')-(C2'-C1')
% of participation in the ward meeting	16.6	6.8	8 ¹	5 ¹	0.068*					
% of people think that the meeting was participatory	59.8	30	52 ¹	17 ¹	-0.052					
Participation of any member of the family at the ward meeting	12.2	6	13.9 ²	10.7 ²	0.03					
Discussion of development plan in the ward meeting	41.2	18.8	95.2 ²	100 ²	0.272**					
Standing Committee										
% of people having knowledge about the standing committee meeting	25.7	13.1	9 ¹	1 ¹	0.046	16.3	5.6	20.8 ²	13.7 ²	0.036
Scheme/Project										
% of beneficiary from any scheme/project	82.8	67.8	83.4 ²	68.8 ²	0.004	58.7	36.8	84.3 ²	66.4 ²	0.04
Knowledge about the Project Implementation Committee (PIC)	16.8	9.5	26.5 ²	22.3 ²	0.031			22.8 ²	18.8 ²	
% of participation in any PICs	4.3	1.8								
Source of information about the schemes										
Billboard	3.9	15.5				2.7	18.4			
Notice Board	9.1	6.6				8	6.7			
Website	0.5	0.1				0.9	0.4			
Others	86.5	77.8				88.4	74.5			
Description of development work										
Type of work										
Development of road and communication	83.7	70.8	59 ¹	72 ¹	0.259***	67.1	37.4	72.6 ¹	75.4 ¹	0.325***

	Union				Net change over time (Sig.)	Upazila				Net change over time (Sig.)
	CPS-2015		Baseline 2013 ¹ CPS-2014 ²			CPS-2015		Baseline 2013 ¹ CPS-2014 ²		
Indicators	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')
Agricultural and irrigation equipment distribution	51.3	36.6	30 ¹	33 ¹	0.177***	41.2	7.6	15.1 ¹	9.5 ¹	0.279***
Health and family planning	83.1	38.8	38 ¹	42 ¹	0.483***	60.9	21.2			
Old age allowance/widow allowance/VGD/VGF	95	83.8	25 ¹	36 ¹	0.222***	50.4	15	3.5 ¹	3 ¹	0.349***
Education stipend/education related material	63.4	29.6	32 ¹	43 ¹	0.448***	71.3	44.4			
School, mosque or madrasah development	62.9	39.2				50.8	24.2			
Others								11 ¹	12.2 ¹	
MDG (Millennium Development Goals)										
% Citizen's perceptions about the projects been taken to achieve the MDGs	32.5	17	92.3 ²	84.2 ²	0.074	29.3	7.8			
% Citizen's perceptions about the projects been taken to improve the socioeconomic conditions of marginalized community	68.5	32.9	69.4 ²	47.1 ²	0.133***	46.3	16.1	32.9 ¹	28.1 ¹	0.254***
% Citizen's perceptions about the projects been taken to achieve the specific MDGs										
Eradication of poverty and hunger	92.4	86.9				66	39			
Universal primary education	66.8	38.6				70.9	49.6			
Women empowerment and men-women equity	27.7	10.5				23.8	5.2			
Reduce infant and maternal mortality	78.9	41.5				62.1	22.9			
Improve mothers health quality	79	43.3				62	23.9			
Prevention of HIV/AIDS, Malaria & Other diseases	29	11.1				27.5	7.8			

	Union				Net change over time (Sig.)	Upazila				Net change over time (Sig.)
	CPS-2015		Baseline 2013 ¹ CPS-2014 ²			CPS-2015		Baseline 2013 ¹ CPS-2014 ²		
Indicators	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')
Development of Environment and Climate	30.9	10.7				27.2	8			
% of people having knowledge about the annual planning of Parishad	29.8	20.1	13 ¹	9 ¹	0.057	20.8	12.3	10.1 ¹	12.9 ¹	0.113***
Has Parishad an annual plan	25.9	12.4	62.9 ²	42.6 ²	-0.068	17.5	4.9	80.9 ²	63.2 ²	-0.051
% of people having knowledge about five year plan	15.6	12.3	7 ¹	3 ¹	-0.007	11.5	9.8	2.4 ¹	2.6 ¹	0.019
Has Parishad a five year plan	14.3	4.9	30.9 ²	20.8 ²	-0.007	10.5	3	74.6 ²	69.2 ²	0.021
% of people engaged in planning process of Parishad during last year	2.9	2.1				1.4	0.3			
Budget										
% of people having knowledge about annual budget of Parishad	41	23.1	14 ¹	12 ¹	0.159***	26.8	10.8	0 ¹	0 ¹	
% of people engaged in budget preparation during last one year	2.3	1.8	52 ¹	17 ¹	-0.345	0.7	0.4			
% of people think that facility of women and poor class people are considered in preparing the budget	24.5	14.3	86.7 ²	63.1 ²	-0.134	15.3	6.2			
% of people having knowledge about Open Budget Session (UP)/budget session (UZP)	15.5	7.1	29.4 ²	24.2 ²	0.032	8.3	2.3	39.7 ²	26.7 ²	-0.07
% of people attend in open budget meeting (UP)/budget session (UZP)	6.5	3.3	21.3 ²	16.4 ²	-0.017	1.9	0.7			
Any member of the family participated in open budget (UP)/budget session (UZP)	5.4	3.3				1.7	1			
Participatory (equal chance to talk)open budget meeting/budget session	26.4	15.7	89.4 ²	78.1 ²	-0.006	15	3.6			
Participation of women in the open budget meeting/budget session during last one year	13.6	4.8				8.1	1.4			
Audit										
% of people having knowledge about the annual	17.1	9.1	9 ¹	4 ¹	0.03	9.4	2.8	5.5 ²	4.8 ²	0.059

	Union				Net change over time (Sig.)	Upazila				Net change over time (Sig.)
	CPS-2015		Baseline 2013 ¹ CPS-2014 ²			CPS-2015		Baseline 2013 ¹ CPS-2014 ²		
Indicators	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')
income and expenditure of Parishad										
Taxes										
% of people paid holding tax last year	73	74.2	71 ¹	65 ¹	-0.072					
% of people did not pay holding tax any year during last 3 years	24.6	20.6	18 ¹	24 ¹	0.1***					
% of people think that present tax assessment system is appropriate	78.6	88.4	87 ¹	85 ¹	-0.118					
% of people think that people pay tax regularly than before	86	86.5	87.6 ²	78.2 ²	-0.099					
Willingness to pay more holding tax if service is improved	81.3	84.2	67.9 ²	63 ²	-0.078					
% of people think that UP is willing to collect holding Tax	86.2	78.1								
Law and order										
% of people think that village court is active	92.8	73.5	81.9 ²	65.8 ²	0.032**					
Person or family member went to the village court for any dispute resolution during last year	22.6	17	88.9 ²	84.1 ²	0.008					
Overall Performance of Representatives and Officials										
% of people can meet officials (elected and appointed) easily										
Chairman	87	74	54.2 ²	57.6 ²	0.164***	75.4	63			
Member	89.3	81	72.9 ²	69.6 ²	0.05***	30.5	12			
Female member	69.9	59	64.6 ²	63.8 ²	0.101***	19.3	6.3			
UP Secretary	81.7	78	78.3 ²	74.9 ²	0.003	15.9	5.9			
Vice-chairman	20.3	11				48.3	41			
Female Vice-chairman	12.7	5.8				34.5	31			
UNO	15.5	5.1				43.4	40			
Upazila Engineer	8.9	4.6				15.9	15			

	Union				Net change over time (Sig.)	Upazila				Net change over time (Sig.)
	CPS-2015		Baseline 2013 ¹ CPS-2014 ²			CPS-2015		Baseline 2013 ¹ CPS-2014 ²		
Indicators	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')	Project (P1')	Control (C1')	Project (P2')	Control (C2')	(P2'-P1')- (C2'-C1')
Project Implementation Officer (PIO)	10.5	3.7				14.5	14			
Overall transparency, accountability and responsiveness										
% people saw any complain box to lodge complain in the Parishad	23.4	15				14.5	9.5	4.3 ¹	3.4 ¹	0.041
% people drop any complain during last one year	2	7				1.3	0.3	0 ¹	10 ¹	
% of complain resolved according to citizen's perceptions	35.3	50				27.8	14	0 ¹	0 ¹	
Socio-economic conditions of poor women										
% people think that there are activities to improve the socio-economic conditions of poor women	79.4	69	72.7 ²	49.3 ²	-0.13	46.5	25	58.2 ²	36.4 ²	-0.003
Women Development Forum (WDF)										
% people having knowledge about WDF	4.4	1.9	7 ¹	6 ¹	0.015	2.9	0.7	59.7 ²	29.4 ²	-0.281

Note: ***, **, * indicate significance at 1%, 5% and 10% level.

APPENDIX-II: CITIZEN SURVEY QUESTIONNAIRE

Code

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Household



Bangladesh Institute of Development Studies

E-17, Agargaon, Sher-e-Bangla Nagar, Dhaka-1207

Citizen's Perception Survey on Services Provided by Local Government Institutions

(Module for Citizens' Perception Survey)

September-October, 2015

Disclaimer:

You are invited to participate in this survey to gather information on services provided by local government institutions. Information collected through this survey will be used only for research purpose. Individual responses or names will not be included in any reports or publication. Thank you in advance for your participation.

= 15, Journalist=16, Housemaid (including guard, chef etc.)=17, Housewife=18, Student=19, Unemployed=20, Government/private job=21, Dependent=22, Pensioner=23, Barber=24, Potter/blacksmith=25, Shoe maker=26, Teacher (primary)=27, Teacher (Secondary)=28, Teacher (college)=29, Teacher (university)=30, Teacher (Madrasa)=31, UP Chairman=32, UP Member=33, UZP Chairman=34, UZP Vice-chairman=35, UZP female Vice-chairman=36, UP Female member=37, Interest/rent/remittance earner=38, Other (specify)=39,
Religion:Muslim=1, Hindu=2, Christian=3, Buddhist=4, Other (specify) =5

2. Socio-economic condition of the respondent:

House (Code)	Source of drinking water (Code)	Toilet facility (Code)	Source of fueling (Code)	Lighting facility (Code)
1	2	3	4	5

Column 1, Code: Pacca=1, Semipacca=2, Katcha (earthen)=3, Corrugated iron sheet house=4, Jupri (straw made roof)=4

Column 2, Code: Tape=1, Tube-well=2, Pond/Ditch=3, River/canal=4, Others (please specify)=5

Column 3, Code: Sanitary (water sealed)=1, Sanitary (non water sealed)=2, Katcha=3, Others (please specify)=4

Column 4, Code: Gas=1, Bamboo/Weed/ Leaf/Bush=2, Kerosene=3, Others (please specify)=4

Column 5, Code: Electricity=1, Kerosene/Kupi=2, Solar=3, Others (please specify)=4

2.2 Household yearly income (Tk.)

2.3 Household yearly expenditure (Tk.)

2.4 Land Asset

Land	Area (in decimal)	Current value (Tk.)
1. Household land		
2. Agricultural land		
3. Non-agricultural land		
4. Other capital asset i.e. shops etc.		

3. Engaged with Union/Upazila Parishad

3.1	Whether you or any member of family was engaged with Union/Upazila Parishad within last 5 years?	Union		Upazila	
		Yes=1	No=2	Yes=1	No=2
3.2	If yes, how was engaged?				
	Chairman				
	Member				
	Female Member				
	Vice Chairman				
	Female Vice Chairman				
	Union Development Coordination Committee				
	Upazila Development Coordination Committee				
	Project Implimentation Committee				
	Standing Committee				
	Service related				
	Business related				
	Others (please specify).....				

Section-1
Information about Union/Upazila Parishad
Module-01. Knowledge and Awareness

4. Knowledge about citizen charter?

		Union			Upazila		
4.1	Have you seen citizen charter in the Parishad?	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
4.2	If yes, do you think information in the citizen charter is realistic?	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
4.3	If no, why not?	1. 2. 3.			1. 2. 3.		

5. Union/Upazila information related knowledge/perception

		Union		Upazila	
5.1	Whether you seek any information from Parishad during last one year (July/14 to June/15)?	Yes=1	No=2	Yes=1	No=2
5.2	If yes, how did you sought information from Parishad? [Verbally=1, Written Application=2, Not Applicable=3]				
5.3	Have you received information as per your request from Parishad last one year (July/14 to June/15)?	Yes=1	No=2	Yes=1	No=2
5.4	If no, why not? (your opinion)	1. 2. 3.		1. 2. 3.	
5.5	How much you are satisfied with the information you received from Parishad related to information? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)				
5.6	Do you have knowledge about union digital centre (UDC)?	Yes=1	No=2		
5.7	If yes, whether you seek any information from UDC during last one year (July/14 to June/15)?	Yes=1	No=2		
5.8	If yes, how many times you visited UDC during last one year (July/14 to June/15)?				
5.9	How much you are satisfied on the services of UDC? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)				
5.10	In your opinion, what sorts of willingness do the Parishad have to inform people proactively? [High=1, Medium=2, low=3, very low=4, not at all=5]				

Module-02. Participatory Democratic Governance

6. Parishad Meeting

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
6.1 Do you know about the Parishad (monthly) meeting?						
6.2 If yes, whether you know the Parishad meeting (monthly) were held regularly in the last year (July/14 to June/15)?						
6.3 Do you know about ward shava?						
6.4 Do you know whether ward shava held in your ward during last one year (July/14 to June/15)?						
6.5 Whether you attended ward shava during last one year (July/14 to June/15)?						
6.6 If yes, was the shava participatory? (equal chance to talk)						
6.7 Whether any member of your family attended ward shava during last one year(July/14 to June/15)?						
6.8 If you attended in the Ward Shava, did development plan discussion take place in the ward shava?						
6.9 How much you are satisfied with the activities of ward shava? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)						
Standing Committee	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
6.10 Do you know about the standing committee meeting?						
6.11 In your knowledge any standing committee meeting was held during last one year (July/14 to June/15)?						

Module-03. Schemes/Project

7. Scheme/Project

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
7.1 Are you a beneficiary of any implemented project/scheme during last year (July/14 to June/15)?						
7.2 Do you know about Union Development Coordination Committee (UDCC)?						
7.3 Do you know about the Project Implementation Committee (PIC)?						
7.4 Whether you were engaged with PIC during last one year (July/14 to June/15)						
7.5 How much you are satisfied with the activities of project implementation committee (PIC)?(Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5, No comments=6(select one).						
7.6 Do you know the schemes, which are being implemented in July, 2015 to June, 2016?						
7.7 If yes, how did you know? [Billboard=1; Notice Board=2; Website=3 Others (specify)=4]						
7.8 Do you know the schemes that will be implemented next year (July/15 to June/16)?						
7.9 If yes, how did you know? [Billboard=1; Notice Board=2; Website=3 Others (specify)=4]						

8. Description of schemes/project during last one year (July/14 to June/15)

	Union		Upazila	
Schemes	Do you know whether the schemes implemented last one year? (Yes=1, No=2, Don't know=3)	If yes, how do you evaluate (Very good=1, Good=2, Moderate=3, Bad=4, Very bad=5, Don't know=6) (select one)	Do you know whether the schemes implemented last one year? (Yes=1, No=2, Don't	If yes, how do you evaluate (Very good=1, Good=2, Moderate=3, Bad=4, Very bad=5, Don't know=6) (select

			know=3)	one)
8.1 Development of road and communication				
8.2 Agricultural and irrigation equipment distribution				
8.3 Health and family planning				
8.4 Old age allowance/widow allowance/VGD/VGF				
8.5 Education stipend/education related material				
8.6 School, mosque or madrasa development				
8.7 Others (please specify)				

9. How the schemes/projects were being selected? (Most =1,Least=5) (Multiple Answer)

	Union	Upazila
Participatory way/Ward Shava		
Chairman		
Vice Chairman		
Female Vice Chairman		
Upazila Nirbahi Officer (UNO)		
Member		
Member of the Parliament (MP)		
Influential person/political leader		
Others (please specify).....		

10. MDG and Monitoring

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
10.1 Do you know what Millennium Development Goal (MDG) is?						
10.2 Has any projects been taken to achieve MDG?						
10.3 Do you know if any projects are taken to improve the socioeconomic conditions of marginalized community?						
10.4 Who monitor the scheme/projects during implementation? (Scheme/project supervision committee=1, Chairman=2, Vice Chairman=3, Female Vice Chairman=4, UNO=5, Nobody=6, Don't know=7) (Multiple answer)						

10.5 How do you report your satisfaction about the quality of implemented projects? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5, Don't know=6 (select one)		
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11. Projects been taken are related to MDG goals (check project list to fill up this module)

Sl. No.	MDGS	Union		Upazila	
		Yes=1, No=2, Don't know=3		Yes=1, No=2, Don't know=3	
1.	Eradication of poverty and hunger				
2.	Universal primary education				
3.	Women empowerment and men-women equity				
4.	Reduce infant and maternal mortality				
5.	Improve mothers health quality				
6.	Prevention of HIV/AIDS, Malaria & Other diseases				
7.	Development of Environment and Climate				

12. How do you evaluate the local level development? (Very good=1, Good=2, Moderate=3, Bad=4, Very bad=5, Don't know=6 (Select one))

	Union		Upazila	
12.1 Overall local development				
12.2 Development activities for the poor and marginalized community				
12.3 Development activities related to Women empowerment				

Module-04. Planning, Budget, Audit & Tax

13. Planning

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
13.1 Do you know about annual planning of Parishad?						
13.2 Has your Parishad an Annual plan?						
13.3 Do you know about Parishad five year plan?						

13.4 Has your Parishad a five year plan?						
13.5 Whether you were engaged in planning process of your Parishad during last year (July/14 to June/15)?						
13.6 If yes, how do you evaluate your satisfaction about the quality of planning process? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5, Don't know=6 (select one)						

14. Budget

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
14.1 Do you know about annual budget of Parishad?						
14.2 How the Parishad annual budget was prepared during last year (July/14 to June/15)? (Open budget session=1, As per decision of chairman=2, As per decision of members=3, According to the opinion of influential person=4, As per decision of vice chairman=5, As per decision of female vice chairman=6, UNO=7, According to opinion of MP=8, Don't know=9)						
14.3 Whether you were engaged with any budget preparation during last one year (July/14 to June/15)?						
14.4 Whether the involvement of general people has increased in budget preparation now than earlier period?						
14.5 Whether the facility of women and poor class people are considered in preparing the budget?						
14.6 Do you know about Open Budget Session (UP)/budget session (UZP)?						
14.7 Did you attend in open budget meeting (UP)/budget session (UZP) during last one year (July/14 to June/15)?						
14.8 Did any member of your family participated in open budget (UP)/budget session (UZP) during last one year(July/14 to June/15)?						
14.9 Did you/any member of your family participated in open budget (UP)/budget session (UZP) during last one year (July/14 to June/15)?						
14.10 Was the open budget meeting/budget session participatory (equal chance to talk)?						
14.11 How many people attended last open budget session during last year (July/14 to June/15)						
14.12 Whether the marginalized community attended in the open budget meeting/budget session during last year (July/14 to June/15)						

14.13 Whether women attended in the open budget meeting/budget session during last one year(July/14 to June/15)?						
14.14 How do you evaluate open budget meeting (UP)/budget session (UZP)? (Very good=1, Good=2, Moderate=3, Bad=4, Very bad=5, Don't know=6) (select one)						
14.15 If you participated, what is your overall satisfaction on the open budget session (UP)/budget session (UZP)? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5, Not applicable=6 (select one)						

15. Audit

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
15.1 Do you know the annual income and expenditure of Parishad?						
15.2 If yes, how do you know? (Bill board=1, notice board=2, website=3, other (specify)=4)						
15.3 Whether Parishad took any effort to make the audit report public?						
15.4 If yes, how do they know? (Bill board=1, notice board=2, website=3, other (specify)=4)						

16. Taxes fees service charges in the budget

	Union			Upazila		
	Yes=1	No=2	Not applicable=99	Yes=1	No=2	Not applicable=99
16.1 Did you pay the holding tax during July/14 to June/15?						
16.2 Did you miss paying holding tax any year during last 3 years?						
16.3 When was last tax assessment done (last revised)? [pls mention only year]						
16.4 Do you think that present tax assessment system is appropriate?						
16.5 Do you think that the people are paying tax regularly than before?						
16.6 If service is improved, will you agree to pay more tax than this?						
16.7 How far you are satisfied on Parishad current tax assessment system? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)						
16.8 Whether UP is willing to collect holding Tax?						

16.9 How far you are satisfied on Parishad tax collection? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)		
--	--	--

17. Law and order

	Union			Upazila		
	Very good=1, Good=2, Moderate=3, Bad=4, Very bad=5					
17.1 How is the law and order situation in your Parishad area?						
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
17.2 Is the village court activating/operating in your UP?						
17.3 Did you/your family member go to the village court for any dispute resolution during last year (July/14 to June/15)?						
17.4 If yes, how far you are satisfied on the activities of village court? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)						
17.5 How far you are satisfied on law and order situation? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)						

Module-05. Service Delivery

18. Satisfaction on getting service

Sl. No.		Union		Upazila	
		Yes=1	No=2	Yes=1	No=2
18.1	During last one year (July/14 to June/15) did you go to the Parishad office for getting any services?				
18.2	If yes, how many times?				
18.3	If yes, went for what services?	Tick for getting services	Evaluation score (1-5) Very good=1, Good=2, Moderate=3, Bad=4, Very	Tick for getting services	Evaluation score (1-5) Very good=1, Good=2, Moderate=3, Bad=4, Very

			bad=5		bad=5
1.	Land related				
2.	Law and order related				
3.	Road communication				
4.	Agriculture and Irrigation				
5.	Secondary and Madrasa education				
6.	Primary and Mass education				
7.	Health and Family Planning				
8.	Youth and Family welfare				
9.	Rural development and cooperative				
10.	Women and child development				
11.	Social welfare				
12.	Fish				
13.	Cultural				
14.	Environment and forest				
15.	Monitoring and controlling market price				
16.	Birth Certificate				
17.	Death Certificate				
18.	Village court				
19.	Livestock				
20.	Nationality				
21.	Freedom fighter				
22.	Request for getting service				
23.	Submission of complain				
24.	Others (please specify)				

Module-06: Overall Performance of Representatives and Officials

19. Is it possible to meet Parishad representatives and officials, if necessary?

Ans:

AccessCode: Can meet easily=1, Possible to meet sometimes=2, Difficult to meet=3, Not possible=4, No comments=5 (any one)

Cooperation Code: Cooperative=1, Non cooperative=2, No comments=3

	Possible to meet	Union		Upazila	
		Access	Cooperation	Access	Cooperation
1	Chairman				
2	Member				
3	Female member				
4	UP Secretary				
5	Vice-chairman				
6	Female Vice-chairman				
7	UNO				
8	Upazila Engineer				
9	Project Implementation Officer (PIO)				

20. Overall transparency, accountability and responsiveness

Ans:

	Union	Upazila
20.1 How do you evaluate about overall transparency? (Very high transparency=1, Moderate transparency=2, Low transparency=3, very low transparency=4, Not at all=5, No Comments= 6)		
20.2 How do you evaluate about overall accountability? (Very high accountability=1, Moderate accountability =2, Low accountable=3, Very low accountability=4, Not at all=5, No Comments= 6)		
20.3 How do you evaluate about overall responsiveness? (Very high responsive=1, Moderate responsive=2, Low responsive=3, Very low responsive=4, Not at all=5, No Comments= 6)		
20.4 Is there any complain box to lodge complain in the Parishad? [Yes=1, No=2, Don't Know=3]		

20.5 If yes, did you drop any complain during last one year (Jul/14-June/15)? [Yes=1, No=2, Don't Know=3]		
20.6 Was your complain resolve? [Yes=1, No=2, Don't Know=3]		

21. Socio-economic conditions of poor women

	Union			Upazila		
	Yes=1	No=2	Don't know=3	Yes=1	No=2	Don't know=3
21.1 Did Parishad take any activities to improve the socio-economic conditions of poor women during last year (July/14 to June/15)?						
21.2 How do you evaluate overall performance of the parishad's to improve the socio-economic conditions of poor women? Very good=1, Good=2, Some how good=3, Bad=4, Very bad=5 (select one)						
21.3 How much you are satisfied with overall performance of Parishad? Highly satisfied=1, Satisfied=2, Neither satisfied nor dissatisfied=3, Dissatisfied=4, Very dissatisfied=5 (select one)						

Module-07. Coordination

22. What kind of coordination relationship exists between the following members/officials?

	Individual (representatives and Govt. Officials)	Code: Good/cooperative=1, Bad/Non-cooperative=2, Don't know=99
1	UZP Chair Vs. UNO	
2	UZP Chair Vs. Vice Chair	
3	UZP Chair Vs. Female Vice Chair	
4	Vice Chair Vs. Female Vice Chair	
5	UZP Chair Vs. Govt. Officials (transferred)	
6	UNO Vs. Govt. Officials (transferred)	
7	UZP Chair Vs. MP	
8	UZP Chair Vs. UP Chair	
9	UP Chair Vs. Members	
10	UP Chair Vs. UP Secretary	
11	UP Chair Vs. Standing Committee's members	

Module-08. Women Development Forum(WDF)

	Union		Upazila	
	Yes=1	No=2	Yes=1	No=2
23.1 Do you know about WDF?				
23.2 If yes, how do you know?				
23.3 Who are the members of WDF? (open-ended)				

	Name	Code	Date of Interview	Signature
Enumerator				
Supervisor				

Validation

Tick	Checking method	By whom (BIDS=1; Supervisor=2)	Date	Place	Signature
	Spot Check				
	Back Check				
	Checked by phone				

Code



Bangladesh Institute of Development Studies

E-17, Agargaon, Sher-e-Bangla Nagar, Dhaka-1207

Citizen's Perception Survey on Services Provided by Local Government Institutions

Checklist on Upazila Parishad

September-October, 2015

Disclaimer:

You are invited to participate in this survey to gather information on services provided by local government institutions. Information collected through this survey will be used only for research purpose. Individual responses or names will not be included in any reports or publication. Thank you in advance for your participation.

Checklist on Upazila Parishad

Name		Code	Category
Division			Treatment-1 <input style="width: 50px;" type="text"/>
District			Control-2 <input style="width: 50px;" type="text"/>
Upazila			

1. General Information about Interviewee

Section No.	Name	Gender (Male=1, Female=2)	Designation (Code)	Mobile No.
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				

Code: Upazila Chairman=1, Upazila Nirbahi Officer=2, Vice Chairman=3, Female Vice Chairman=4, Head Clark=5, Others (please specify) =6

Section 1: Upazila Parishad Law/Manual/By-laws

2. Which of the required secondary legislation instruments are available in Upazila Parishad? (Data collector will check the availability by observation)

	Yes=1, No=2	Found in which office?
1. Upazila Parishad Manual		
2. UZP Acts		
3. Seven Rules of UZPs		
4. Charter of Duties		
5. Revenue Guidelines		
6. Five Year Planning Guideline		
7. ADB Guidelines		
8. Hat Bazar Policy		
9. RTI Act 2009		
10. Tendering Guideline		
11. Guideline of Procurement (PPR)		
12. Plan Book		
13. Information Book		
14. Others (please specify)		

Section 2: Standing Committee and its effectiveness

3. How many standing committees have been formed between July 2014 and June 2015?

Ans.....

4. Please provide information about the following committees:

Sl. No.	Name of the Committee	Whether formed? (Yes=1, No=2)	How many meeting held during the last one year?	Identity of the chairperson of the committees (Code)
1	2	3	4	5
1.	Law and order			
2.	Communication and infrastructure development			
3.	Agriculture and irrigation			
4.	Secondary and madrasa education			
5.	Primary and mass education			
6.	Health and family welfare			
7.	Youth and sports			
8.	Women and child development			
9.	Social welfare			
10.	Freedom fighter			
11.	Fisheries and livestock			
12.	Rural development and cooperative			
13.	Culture			
14.	Forest and environment			
15.	Observation, monitoring and controlling of market price			
16.	Finance, budget planning and mobilization of local resources			
17.	Public health, sanitation and supply of safe drinking water			
18.	Others (please specify)			

Code of Chairperson: Chairman=1, Vice Chairman=2, Female Vice Chairman=3, Member=4, Female Member (reserved seat) =5, Others (please specify) =6

Section 3: Citizen's Charter/Anti-corruption strategy

5. Does the Upazila Parishad have a Citizen's Charter (displayed/ on the web)? Yes=1, No=2

6. Is the Citizen's Charter displayed at UZP premises? Yes=1, No=2

(If yes, data collector will observe whether it is displayed and report accordingly)

Section 4: Budget

7. Did the Upazila Parishad prepare a budget for last year (July/14 to June/15)? Yes=1, No=2
8. Was the budget session held? Yes=1, No=2
9. If yes, how many participants were there in the budget session?
Total.....Male.....Female.....
10. What categories of participants attended the Budget Session? (More than one answer possible)
Code: Teacher-1, NGO representative-2, Bank employee-3, Individual Entrepreneur- 4, Civil Society representative-5, Journalist-6, Paurashava's councilor-7, UP member-8, Disadvantaged poor people-9, Others (please specify)-10
11. Total expenditure for holding the Budget Session?
12. Was the budget approved by the Parishad? Yes=1, No=2
13. Was the budget linked with the national development plan? Yes=1, No=2
14. Was the budget prepared using the prescribed format? Yes=1, No=2
15. Was the budget disclosed to the public? Yes=1, No=2
16. If yes, how was it disclosed to the public?
17. Was the financial report prepared and submitted to the relevant authority? Yes=1, No=2
18. Were the MDGs given priority in the budget? Yes=1, No=2

Section 5: Development Planning

A. Annual Development Planning

19. Was there any Annual Development Plan for last year (July/14 to June/15)? Yes=1, No=2
(Data collector will verify whether the Annual Plan is available and obtain a copy)
20. Was the Annual Development Plan prepared in a participatory manner? Yes=1, No=2
21. Was the Annual Development Plan harmonized with the National Development Plan? Yes=1, No=2
22. Was the Annual Development Plan approved by the Parishad? Yes=1, No=2

B. Five Year Plan

23. Was the Five Year Plan prepared? Yes=1, No=2
(If yes, for which year?....., obtain a copy)
24. Is the Development Plan harmonized with the local MDG targets? Yes=1, No=2
25. Was any Development Plan prepared incorporating the needs of local deprived and marginalized groups? (Dalit/Diener/Morgue staff, sweeper, persons with disability, etc) Yes=1, No=2

C. Monitoring

26. Does the Parishad have any monitoring system? Yes=1, No=2

27. Were the UZP functionaries monitored by the authority (DLG, DDLG) during the last year (July/14 to June/15)? Yes=1, No=2

28. If yes, how many times?

29. Does the Parishad preserve relevant documents (monthly meeting, standing committee meeting, annual plan, budget, etc.) for monitoring? Yes=1, No=2

30. Does the Parishad possess any MIS? Yes=1, No=2

31. If yes, who provided the MIS?

32. Who maintain the MIS in the Upazila Parishad?

Section 6: Right to Information (RTI) Act

33. Were any steps taken by the Parishad to implement the Right to Information Act? Yes=1, No=2

34. Did the Parishad appoint any "Designated Officer" for providing information to the public? Yes=1, No=2

35. If yes, how was the Designated Officer appointed?

- Ans:
1. Through the Upazila meeting
 2. Assigned by the Upazila Chairman
 3. Assigned by the Upazila Vice-Chairman
 4. Assigned by the UNO
 5. Others (please specify)

36. Designation and details of the Designated Officer?

- Ans:
1. Designation:
 2. Sex (Male/Female):
 3. Name of Department:

37. When was the Designated officer assigned?day.....month.....year

38. How may RTI applications (written) were received by the Parishad during the last year (July/ 14 to June/15)?

39. How does the Upazila Parishad disclose information to the public?

Code: Billboard-1, Notice board-2, Website-3, Mobile messaging-4, Others (specify)-5

40. Is the Upazila Parishad website updated regularly? Yes-1, No-2

41. If yes, who updates the website?

42. Is the Upazila Parishad compliant with the provisions of the RTI Act?

		Yes=1	No=2
2	Information are proactively disclosed		
3	Properly responding to the RTI Application		
4	Preparation of the Annual report		

Section 7: Meeting

42. Please provide answers to the following questions (see the document)

Type of meeting	Number of meetings held in the last year (July/14 to June/15)	Number of times the Chairman was present	Number of times the UNO was present	Number of times the MP was present
Parishad meeting				

Budget meeting				
Special meeting for budget approval				
Emergency meeting				

43. Who called the meeting of the Parishad? (Ask the Upazila Chairman)

1. Member of Parliament
2. Chairman
3. UNO
4. Vice-chairman
5. Female Vice-chairman
6. Others (please specify)

44. By what frequency did the Member of Parliament (MP) attend the Parishad meeting during the last year (July/14 to June/15)? Regular=1, Irregular=2, Not at all=3

45. Were the Upazila members able to participate effectively in the debate in the Parishad meeting during the last year (July/14 to June/15)? Yes=1, No=2

46. Were all the Upazila members able to influence the decision making of the Upazila during the last year (July/14 to June/15)? Yes=1, No=2

47. Was the Female Vice-Chair able to participate effectively in the debate in the parishad meeting during the last year (July/14 to June/15)? Yes=1, No=2

48. Was the female reserved seat member able to participate in the Parishad meeting? Yes=1, No=2

Section 8: Gender Equality

49. Has the Upazila Parishad taken any specific steps for women and child development in the area last year (July/14 to June/15)? Yes=1, No=2

50. If yes, explain what steps were taken?

- 1.
- 2.
- 3.
- 4.
- 5.

Section 9: Questions related to Government Officials

51. Has the Annual Performance Report been prepared for transferred officials? Yes=1, No=2

52. If yes, for which officials was it prepared during the last year (July/14 to June/15)?

53. Did the DLG/DDLG/DC visit the Upazila Parishad during the last year?

Sl. No.	Official	Visited during July/14 to June/15 (Yes=1, No=2)
1.	DLG	
2.	DDLG	
3.	DC	

54. Are there any billboards at the premises of the Upazila Parishad? Yes=1, No=2

55. If yes, how many billboards are there at the Upazila Parishad premises (within 50 yards of the Parishad office)?

56.

	Title of the billboard	Which agency provided support for the installation of the billboard?

	Name	Code	Date of Interview	Signature
Enumerator				
Supervisor				

Code

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Bangladesh Institute of Development Studies

E-17, Agargaon, Sher-e-Bangla Nagar, Dhaka-1207

Citizen's Perception Survey on Services Provided by Local Government Institutions

Checklist on Union Parishad

September-October, 2015

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Checklist on Union Parishad

Name		Code	Category
Division			Treatment-1 <input style="width: 50px;" type="text"/>
District			
Upazila			
Union			Control-2 <input style="width: 50px;" type="text"/>

1. Personal information of the respondent

Section No.	Name	Gender (Male=1, Female=2)	Designation (Code)	Mobile No.
1.				
2.				
3.				
4.				
5.				
6.				

Code: Chairman=1, Member=2, Female Member=3, Secretary=4, Others (please specify)=5

Section 1: General Information of the Union Parishad/Union Profile

2. Is there a copy of the Union Parishad Act of 2009? Yes=1, No=2

3. Have the UP Chairman, Members and Secretary received training on their roles and responsibilities during the last year (July/14 to June/15)?

Sl.	Designation	Received training (Yes=1, No=2)	If yes, number of training sessions	Name of the training received (multiple answer)
1	Chairman			1. 2. 3.
2	Member			1. 2. 3.
3	Female member			1. 2. 3.
4	Secretary			1. 2. 3.
5	Other (please specify)			1. 2. 3.

4. Are the committees mentioned below present in the Union Parishad?

	Yes=1	No=2
4.1. Ward Development Committee		
4.2. Union Planning Committee		

5. Did the UP organize any awareness campaign last year (July/14 to June/15)? Yes=1, No=2

6. How many registers are maintained by the UP?

7. Does the UP prepare any report? Yes=1, No=2

8. If yes, what types of reports? Quarterly=1, Half yearly=2, Yearly=3

Section 2: UP Meetings (review the documents and the record)

9. How many UP monthly general meetings were held during the last year (July/14 to June/15)?

9.1. In how many monthly meetings were the resolutions recorded?

9.2. How many monthly general meetings were held with quorum during the last year (July/14 to June/15)?

9.3. In how many monthly general meetings were all women members present during the last year (July/14 to June/15)?

9.4. How many persons participated in the last UP general meeting?

Total: Male: Female:

9.5. How many decisions were taken in the UP general meetings during the last year (July/14 to June/15)?

10. Has the UP assigned a person for providing information to the public? Yes=1, No=2

11. Has anyone applied (in written) to the UP for any information during the last year (July/14 to June/15)? Yes=1, No=2

11.1. If yes, the number of requests for information.....

11.2. Number of requests that have been addressed.....

12. Is there any Citizen's Charter in the UP? (Data collector will verify) Yes=1, No=2

12.2. Is there any Citizen's Charter displayed in an open place? Yes=1, No=2

13. Have the following UP information been disclosed to the public? (Look at the notice board and apply the appropriate code)

Sl. No.	Subject	Disclosed (Yes=1, No=2)	If yes, by what method? Code: Bill board=1, Notice board=2, Web site=3, Others (please specify)=4 (multiple answer)
1.	Annual Plan		
2.	5-Year Plan		
3.	Annual Budget Plan		
4.	Last Audit Report		
5.	Annual Scheme List		
6.	Annual Income & Expenditure		

Section 3: Ward Shava (review the documents and the record)

	Number of wards
--	-----------------

	1	2	3	4	5	6	7	8	9
14.1. Number of Ward Shava held during the last year (July/14 to June/15)									
14.2 Total number of participants									

Section 4: Standing Committees (review the documents and the record)

15. Number of Standing Committees formed during the last one year (July/14 to June/15)?

15.1 Check the documents and record the name of the committees and their functioning status:

Standing Committees	Formed (Yes=1, No=2)	Have the meetings been held according to the rules? (Yes=1, No=2)
1. Finance and establishment		
2. Audit and accounts		
3. Tax assessments & collection		
4. Education , health and family planning		
5. Agriculture, fisheries & livestock		
6. Rural infrastructure development/maintenance		
7. Law & order		
8. Birth and death registration		
9. Water, sanitation & drainage		
10. Social welfare & disaster management		
11. Environment protection and plantation		
12. Women & child affairs		
13. Culture & sports		

16. Number of Standing Committee meetings presided by a female chairperson during the last year (July/14 to June/15)?

Section 5: Annual and Five Year Plan

17. Did the UP prepare an Annual Plan last year (July/14 to June/15)? Yes=1, No=2

18. Was the Annual Plan prepared in a participatory manner? Yes=1, No=2

19. Was the Annual Plan approved by the authority? Yes=1, No=2.

20. Does the UP prepare Five Year Plans? Yes=1, No=2

21. MDG related schemes and programs (please review the plans, put tick marks and give the comments)

Sl. No.	MDGs	Yes=1, No=2	% (of total schemes)
1.	Eradication of extreme poverty and hunger		
2.	Universal primary education		
3.	Women empowerment and equity between male and female		
4.	Reduction of infant and maternal mortality		
5.	Development of maternal health		
6.	Combating HIV/AIDS, malaria and other diseases		
7.	Development of the Climate and Environment		

22. How many schemes were implemented during the last year (July/14 to June/15)?

22.1. Of those schemes, how many were implemented for women?

22.2. Of those schemes, how many were implemented for marginalized people?

22.3 How many schemes were monitored by the Scheme Supervision Committee during the last year (July/14 to June/15)?

Section 6: Budget and Training

23. Is the copy of last year's (July/14 to June/15) Annual Budget available? Yes=1, No=2

24. What was the total amount of the budget last year (July/14 to June/15)?

25. Revenue expenditure of the budget.....and the Development expenditure of the budget.....

26. Was the budget prepared in a participatory manner? Yes=1, No=2

27. Was the budget prepared using the prescribed format? Yes=1, No=2

28. What percentage of the budget was spent?

29. Was the budget of the previous year (July/14 to June/15) audited by government appointed auditors? Yes=1, No=2

30. Capability of the UP in preparing the Annual Budget

(Code: Very efficient=1, Efficient=2, Moderate=3, Inefficient=4, Very inefficient=5)

31. Did the Union Parishad hold an open budget session during the last year (July/14 to June/15)? Yes=1, No=2

32. If yes, how many attended the Open Budget Session?

33. Do you think that present tax assessment system is appropriate? Yes=1, No=2

34. Total holding tax estimated during the last year (July/14 to June/15)

35. Total holding tax earned during the last one year (July/14 to June/15)

36. Total number of households who paid the holding tax during the last one year (July/14 to June/15)

37. Total amount of revenue collected from other sources (market, hat, ghat etc.) by the UP during the last one year (July/14 to June/15)

38. Do you think that people are paying holding tax more regularly than before? Yes=1, No=2

Monitoring

39. Does the Parishad have any monitoring system? Yes=1, No=2

40. Were the UP functionaries monitored by the authority (DDLG/UNO) during the last year (July/14 to June/15)? Yes=1, No=2

41. If yes, how many times?

42. Does the Parishad preserve relevant documents (monthly meeting, standing committee meeting, annual plan, budget, etc.) for monitoring? Yes=1, No=2

43. Does the UP have any MIS? Yes=1, No=2

44. If yes, who provided the MIS?

[Code: LGSP=1, UPGP=2, Others (please specify) =3]

45. How effective was the MIS?

(Code: Very high=1, High=2, Neutral=3, Low=4, Very low=5)

46. What are the major challenges faced by the UP for providing better services to the public (Ask the Chairman/Secretary)?

47. Are there any billboards at the premises of the Union Parishad ? Yes=1, No=2

48. If yes, how many billboards are there at the Union Parishad premises (within 50 yards of the Parishad office)?

49.

	Title of the billboard	Which agency provided support for the installation of the billboard?

	Name	Code	Date of Interview	Signature
Enumerator				
Supervisor				