

# ASSESSMENT OF UPPR'S PARTNERSHIPS AND LINKAGES STRATEGY



## Part I: Report

Tom Harrison, 19<sup>th</sup> August 2015

# Assessment of UPPR’s Partnerships and Linkage strategy – Part: 1 Report

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## Executive summary

### Background

This report is a review of the way that the Urban Partnerships for Poverty Reduction (UPPR) in Bangladesh has supported communities to develop relationships with other projects or organizations. Collectively these relationships are referred to as Partnerships and Linkages (P&L). UPPR has defined such collaborations with no exchange of funds as linkages while those where UPPR pays for the services provided are termed partnerships.

Research for the report was undertaken in six of the 23 towns and cities where UPPR has been supporting poor urban communities since 2008. The main research tool was unstructured interviews with a range of project stakeholders, supplemented by a structured participatory exercise with community members in one town and a survey which randomly sampled UPPR partners for quantitative data to compare with the data held by the UPPR team.

Ten short case studies were produced based on the research.

The main question that the report seeks to answer is:

‘When developing and implementing Partnerships and Linkages in UPPR, what processes, structures and roles are most likely to maximize the impact and sustainability of these partnerships and linkages beyond UPPR’s direct involvement?’

This question has been broken down into a number of sub-questions that have been addressed in order to answer this question. These are:

- To what extent does the P&L approach accord to established good development practice?
- What processes, structures and roles are involved in P&L?
- What is the role being played by UPPR in developing P&L?
- To what extent is UPPR playing this role effectively?
- What is the impact of P&L on (1) communities and (2) partners?
- To what extent are P&L likely to be sustainable?

### Report findings

To what extent does the P&L approach accord to established good development practice?

**The P&L approach undertaken by UPPR is cutting edge.**

The P&L approach is adaptive and collaborative, and this accords with recent development thinking by a range of thinkers and practitioners, as captured in the ‘doing development differently’ agenda. A comparison between this agenda and the P&L programme suggests strong similarities in areas such as the focus on solving local problems identified by local people, the use of conveners to mobilize communities and other stakeholders (but does not impose ‘top down’ solutions) and being flexible and experimental in trying a number of ideas and then following through with the successful ones.

What processes, structures and roles are involved in P&L?

The UPPR approach to P&L **involves cross-sector partnerships.**

Cross-sector partnership, when defined as being a collaboration between organizations from different sectors, combining resources and sharing risks to achieve a common goal, is one that applies well to many P&L. Many of the features that have been recognized in other contexts where cross-sector partnership have been used can be seen in P&L, and how they have been developed. These can be contrasted with relationships between organizations that are more transactional in nature, and would therefore not fit within this definition.

Some P&L have many of the features of a cross-sector partnerships as can be seen when they are placed on a spectrum between transactional relationships and what can be termed 'genuine partnerships'. For example, UPPR in Tongi has a relationship with Marie Stopes that has out-last-ed the end of UPPR funding. Marie Stopes staff meet regularly with community representatives and all parties continue to enjoy benefits from continuing to collaborate closely.

What is the role being played by UPPR in developing P&L?

UPPR is playing a **broker role**.

A partnership broker role has been recognized as being an important catalytic and facilitative role played by organization or individual that is distinct from that of being a partner in a cross-sector partnership. The different manifestations of this role have been identified through different stages of a partnership, and there are many examples of UPPR playing such roles in P&L. The way that UPPR has developed systems for the community to identify needs for services and support is the starting place for P&L, which aligns to the scoping needed for a cross-sector partnership. UPPR staff, for example, often identify potential partners, help them to build relationships with community members, undertake planning activities, set up effective governance for the P&L and take steps to deepen engagement between partners and the community over time.

To what extent is UPPR playing this role effectively?

The broker role played by UPPR is **strong but incomplete**.

UPPR has been very active in helping to set up P&L and get to the stage where they are functioning well with minimal input from UPPR staff, but the role of a partnership broker should also be to monitor partnerships, measure their impact and then help partners to decide on next steps such as scaling up a partnership. UPPR has not yet been taking this role in P&L.

What is the impact of P&L on communities?

**Benefits to the community are significant** but results are understated.

The survey carried out for the research suggests that over the life of UPPR, Partnerships or Linkages were formed between UPPR and 450 partner organizations, benefitting 750,000 people and delivering services of the value of BDT 3,200 m (USD \$41 m) to these beneficiaries.

These results, which arise from a simple survey of UPPR Town Managers and estimates of value delivered from a random sample of around 5% of partner organizations, are not verified by any in depth sampling or other sources. They are much higher than the results captured on the programme's database which was shown by the research to be under-counting impact in a number of ways.

## What is the impact of P&L on partners?

The CDC and Cluster system is of **great value to partners**.

The P&L system enables partners to avoid the cost and difficulty of reaching the extreme poor. There benefits arise in a number of different ways. This can be in identifying who the extreme poor are in the community, which benefits NGOs and agencies that are providing targeted services to this group, or to companies such as Bijoy Switches in Tangail that wants to train and employ local people.

For other partners, the ability to reach and sensitize community members is the main benefit of P&L. For example, the Fire Service in Dhaka North has been able to train people on fire hazards. Education of community members in the value of services is another benefit area, such as the gender awareness that has been raised by the BRAC EEP project in Narayanganj. Enhanced services provision is a major area when partners benefit from P&L. Marie Stopes in Chittagong has been able to extend its services to the extreme poor as a result of its Linkage with UPPR community representatives.

Finally, mobilization of community members using the UPPR structures can be very helpful, for example the Urban Primary Health Project in Narayanganj is able to utilize community volunteers as a significant field force when it is campaigning or responding to a disease outbreak.

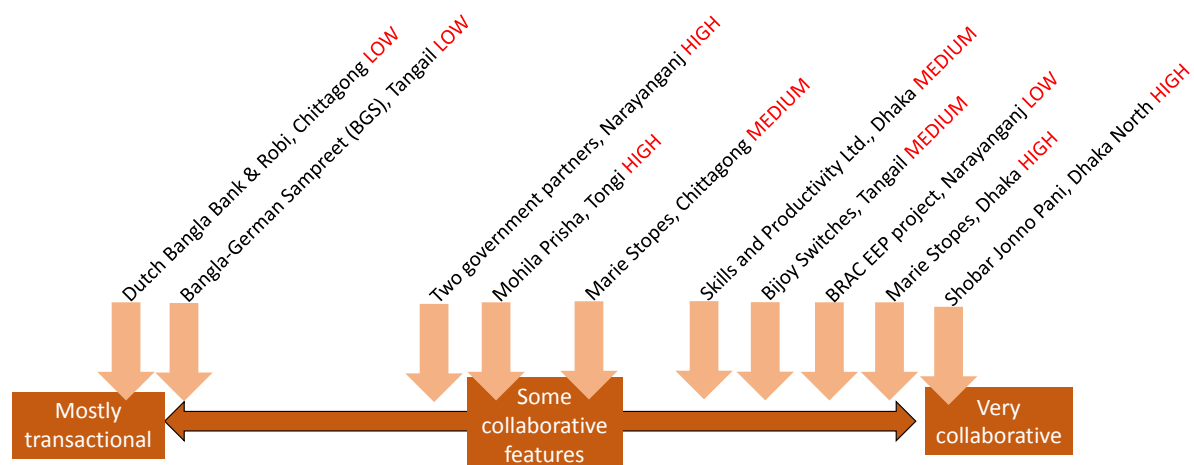
## To what extent are P&L likely to be sustainable?

There are promising **signs of sustainability**.

Collaborations tend to be sustainable when:

- all partners are getting benefits from the collaboration;
- there is an alignment of incentives between roles and resources;
- the relationship between partners is strong and healthy.

The report has used a qualitative framework to examine these issues. The following figure has an assessment of the P&L where case studies were prepared for the report, with respect to their chances of sustainability. Each P&L is also placed on a spectrum between having mostly transactional features, and showing strong signs of being very collaborative.



**Note: the red label refers to high, medium or low chance of sustainability**

The chances of sustainability tend to correlate with the position on the spectrum, with more collaborative P&L also having a higher chance of sustainability.

The linkage between Marie Stopes and the community in Tongi has a good chance of sustainability, for example, because there are significant benefits to the community in terms of getting higher quality and cheaper services from Marie Stopes than from alternative sources. Because user fees cover the operational costs of the service there is a good alignment between incentives and resources. There is also a close working relationship between partners.

Similarly, Shobar Jonno Pani (SJP) is able to continue its collaboration with the community in Dhaka North because community members are happy to pay for the water it provides, which is safer and more convenient than other options.

In both examples the partners are able to better achieve their organizational mission through the collaboration, which incentivizes them to sustain it. These examples can be contrasted with that of Bangla-German Sampreet (BGS) in Tangail. In this case the partner had a more distant relationship with UPPR and the community, and then delivered its training services at an unsustainably low price, even with UPPR's contribution. BGS therefore has no incentive to extend this relationship beyond the end of the UPPR funding.

With some P&L the correlation between sustainability and collaborative features is less pronounced. This can be when there is a particularly high or low incentive for the partner to continue the collaboration.

## Recommendations

The recommendations are as follows:

**Design for sustainability:** new urban poverty programmes should build on UPPR's experience with P&L by adopting the partnership broker role to foster collaborative and sustainable partnerships. Grants should be used with care and in-line with a brokering role. There should be a good alignment between partners who benefit from activities and the way that these activities are financed.

**Develop brokering skills:** staff managing urban poverty programmes should be trained in partnership broker skills, as this will increase their effectiveness as brokers of sustainable collaborations. Courses are available and there are precedents in Bangladesh for staff to be trained in these skills.

**Help partners to develop the capacity to partner:** staff in partner organizations should also be trained in order to be able to be effective partners in P&L in future programmes.

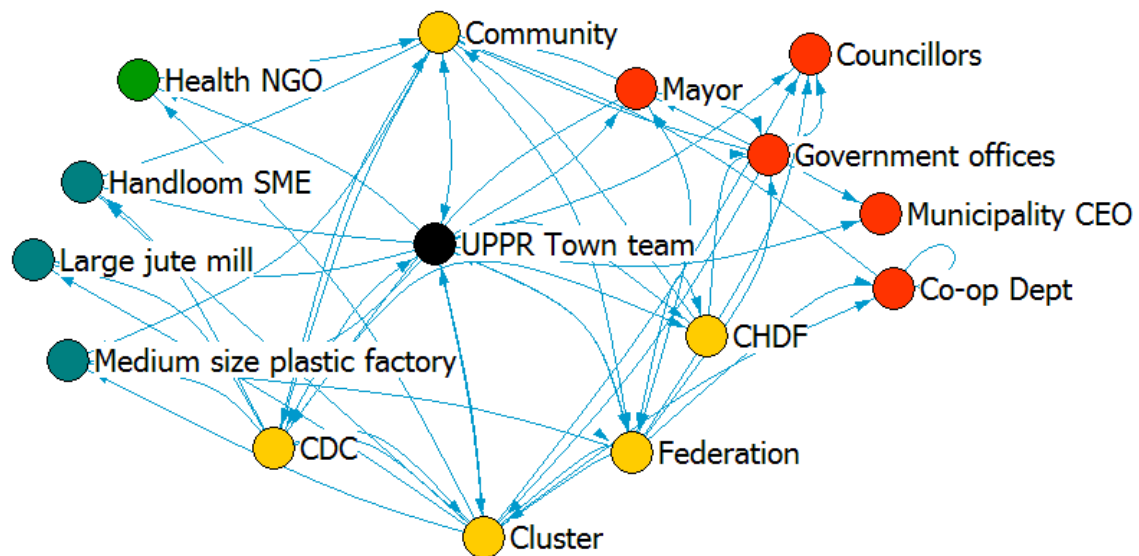
**Strengthen the Federations:** the Federations are an essential partner in any future P&L but they are mostly not yet ready to take on a full partner role without support from UPPR. Where Federations do have the capacity to partner they will still benefit from programme staff playing the broker role but they will ensure that all P&L are effective and sustainable.

**Improve the M&E system:** a fit for purpose M&E framework is needed for programmes that utilize collaborative approaches. This can build on the database used by UPPR but in a way that addresses the flaws in the database. The primary unit of measurement should be the number of relationships that exist between the programme and a partner organization, not the separate activities that the partners may do together at different times. Entry criteria for when to record P&L must be carefully

defined and once entered should be tracked for the life of the programme. Other tools should be developed to complement the database.

## Conclusions

Firm conclusions can be made when addressing the research question for this report. Findings from the main research method, unstructured interviews from which case studies are presented in Part II of the report, are verified by the results of the participatory workshop. These can be represented in the following network map:



**Key:**

**Yellow nodes = community structure**

**Black nodes = UPPR Town team**

**Red nodes = government/public agents**

**Red node = NGO partner**

In particular, the perception that community members have of UPPR being in a network with local government, NGOs and companies supports the finding that the P&L approach is adaptive and collaborative.

One of the most important conclusions of the report is that UPPR is playing the role of a broker of cross-sector partnerships when it facilitates the development and implementation of P&L in this networked fashion. The fact that it is a network and not dominated by top-down communications flowing through UPPR means that relationships between the community and service providers are strong, and can be sustained after the UPPR programme ends in order to support long term service delivery.

Even though the reported level of impact in the report needs to be caveated, the impressive impact of P&L is not in doubt, and both community members and partner organizations get very clear benefits from P&L. The broker role played by programme managers, and sustainability of P&L, can and should be strengthened further in future urban poverty programmes.



# Background

## Terms of reference for the assessment

Urban Partnerships for Poverty Reduction (UPPR) is a UK aid funded partnership between the Local Government Engineering Department, UNDP and UN-Habitat.<sup>1</sup> UPPR has supported over 2,500 poor urban communities in 23 towns and cities across Bangladesh since it began its operations in 2008. UPPR recognizes that poverty is multidimensional in nature and delivers an integrated response with complementary interventions. This includes mobilisation, community banking, improved water and sanitation, and improved livelihoods. The primary goal of the project is to lift households in poor urban settlements out of poverty.

However the project recognizes that given these many dimensions to poverty, one project cannot meet them all. To meet priorities identified by the community, but which UPPR cannot engage with directly, UPPR supports communities to develop relationships with other projects or organizations. These are known as Partnerships and Linkages (P&L). Collaborations with no exchange of funds are termed Linkages while those where UPPR pays for the services provided are termed Partnerships.<sup>2</sup> These P&L range from connecting settlements to municipal water supplies to establishing better health care provision within poor urban settlements. However no previous study on P&L has been completed and there is a knowledge gap around how these different relationships work and what impact they are having.

This study assesses the effectiveness and sustainability of P&L as well as identifies good practices and areas for improvement.

## Methodology

The research was conducted in two visits to Bangladesh following a desk review of materials supplied by the UPPR team. Schedules for these visits are included in Annex 4.

The aim of the first visit was to develop a broad overview of UPPR structure and P&L processes by having meetings with as wide a range of stakeholders as possible through an intense schedule of meetings in the Dhaka area to minimize travel time.

The second visit focused on getting deeper insights, visiting 3 towns outside of Dhaka. The following towns were visited and the case examples in Part II all come from these towns:

1. Chittagong
2. Dhaka North (first visit)
3. Tangail
4. Narayanganj (first visit)
5. Sirajgonj
6. Tongi (first visit).

The main research method used was unstructured meetings with groups of stakeholder and individuals. Where possible, meetings were held with both partner representatives and community

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<sup>1</sup> See Assignment Description for International Consultant - Assessment of UPPR's Partnerships and Linkages Strategy [https://jobs.undp.org/cj\\_view\\_job.cfm?cur\\_job\\_id=55584](https://jobs.undp.org/cj_view_job.cfm?cur_job_id=55584)

<sup>2</sup> In this report capital letters are used when the words 'Partnerships' and 'Linkages' (or 'P&L') are used with the definitions used by UPPR, and non-capitalised usage is adopted when the words are used in other ways

members engaged in the same P&L. A more structured engagement with community members was undertaken through a half day workshop with invited representatives from a number of CDC's and Clusters in Sirajgonj (see Annex 1 details on the methodology used for this workshop).

A qualitative framework was designed to help to analyze the data gathered in the research. This is described in Annex 2 and the results are presented in the case examples in Part II and discussed in this report in the following section on good practice findings.

A survey was carried out to get a better understanding of the number of P&L, the number of beneficiaries and the value delivered to them. Details of the survey methodology are given in Annex 3.

The main question that the report seeks to answer is:

'When developing and implementing partnerships and linkages in UPPR, what processes, structures and roles are most likely to maximize the impact and sustainability of these partnerships and linkages beyond UPPR's direct involvement?'

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- To what extent are P&L likely to be sustainable?

These questions are answered in the main section of the report. Arising from this a number of recommendations have been made as to how P&L could be used even more effectively in future programming, and with a higher likelihood of the P&L being sustainable.

## Report findings

### To what extent does the P&L approach accord to established good development practice?

Finding: UPPR's approach is cutting edge

UPPR's approach to Partnerships and Linkages (P&L)<sup>3</sup> is in-line with some of the most recent and insightful thinking on how best to manage a development programme.

There are a number of aspects to this, but the two most obvious features are:

- being adaptive, which means not depending on a pre-set design for the programme, but responding to need as expressed. UPPR has done this because the variety of needs that communities expressed in their Community Action Plans was far greater than that covered by the two main pillars of the UPPR project, improving informal settlement infrastructure

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<sup>3</sup> In this report capital letters are used when the words 'Partnerships' and 'Linkages' (or 'P&L') are used with the definitions used by UPPR, and non-capitalised usage is adopted when the words are used in other ways

and addressing slum dwellers socio-economic needs.<sup>4</sup> UPPR therefore sought new ways of helping people to meet these needs through collaboration.

- working collaboratively to address complex development challenges rather than assuming that a single programme’s capability is sufficient on its own. For example, community members expressed a need for health services. UPPR was not able to provide such services directly but identified that there are governmental and NGO partners who could, and therefore established P&L with them.

Evidence for the assertion that UPPR’s P&L approach is cutting edge can be found by comparing it to the ‘doing development differently agenda’. This is a movement being led by research organizations, funders and practitioners following a meeting in late 2014.<sup>5</sup> This group pulled together evidence from a range of sources, their own experience, and think-tanks such as ODI, point to flaws in the way that many development programme have been designed and implement in the past<sup>6</sup>. These include:

- uncovering constraints in the political economy around a problem but failing to find workable and feasible strategies for addressing them;
- not having the freedom to take risks, make mistakes and refine approaches;
- related to the above, too much rigid, top down planning by agents that are distant from the actual problems.

The ‘doing things differently’ agenda suggests ways that these flaws can be addressed, including a focus on real ownership of programmes by local people, and development actors such as donor programmes consciously taking on roles that are essentially facilitative. The similarities between this agenda and the way that UPPR has approached P&L are striking, as Table 1 shows:

**Table 1: Comparison of the ‘doing development differently’ agenda and P&L**

<b>Doing development differently agenda:<sup>7</sup></b>	<b>Examples from the P&amp;L approach:</b>
<ul style="list-style-type: none"> <li>• Focus on solving local problems that are debated, defined and refined by local people in an ongoing process</li> </ul>	<ul style="list-style-type: none"> <li>• The CDC and Community Action Plan system ensures that there is both a focus on local problems and also full involvement of local people</li> </ul>
<ul style="list-style-type: none"> <li>• Legitimise reform at all levels (political, managerial and social), building ownership and momentum throughout the process</li> </ul>	<ul style="list-style-type: none"> <li>• Fostering ownership of UPPR in local political structures ensures that there is legitimacy in all UPPR’s activities</li> </ul>
<ul style="list-style-type: none"> <li>• Work through conveners who mobilize all those with a stake in progress to tackle common problems and introduce relevant change</li> </ul>	<ul style="list-style-type: none"> <li>• The UPPR team is acting as a convener for P&amp;L (or ‘broker’ - see page 16 and following)</li> </ul>
<ul style="list-style-type: none"> <li>• Blend design and implementation drawing on local knowledge, feedback and energy to foster learning from both success and failure</li> </ul>	<ul style="list-style-type: none"> <li>• As noted above the P&amp;L approach is very adaptive</li> </ul>
<ul style="list-style-type: none"> <li>• Manage risks by making ‘small bets’: pursuing activities with promise and dropping others</li> </ul>	<ul style="list-style-type: none"> <li>• P&amp;L only require small amounts of resource which may just be people’s time. They progress or stop according to how much</li> </ul>

<sup>4</sup> UPPR used two funds to address these issues, the Settlement Improvement Fund (SIF) for physical settlement improvement and the Socio-Economic Fund (SEF)

<sup>5</sup> [www.doingdevelopmentdifferently.com](http://www.doingdevelopmentdifferently.com)

<sup>6</sup> ODI Report (2015) “Adapting Development – Improving services to the poor”

<sup>7</sup> Adapted from: [www.doingdevelopmentdifferently.com](http://www.doingdevelopmentdifferently.com)

	they meet partner’s needs (see page 22 and following for evidence)
<ul style="list-style-type: none"> <li>• Foster real results – real solutions to real problems that have real impact: they build trust, empower people and promote sustainability.</li> </ul>	<ul style="list-style-type: none"> <li>• P&amp;Ls produce ‘real solutions to real problems that have real impact’ (see page 21 and following)</li> </ul>

The context of current donor trends that are accentuating control and value-for-money, favors the use of standardized solutions and translates into inflexible internal policies and processes within NGOs themselves.<sup>8</sup> In an article on collective impact Kania and Kramer highlight this issue, writing that there is a need for a fundamental change in how funders see their role, from funding organizations to leading a long-term process of social change.....without identifying any particular solution in advance.<sup>9</sup> In this regard, UPPR UNDP and DFID are to be congratulated for taking the adaptive and experimental approach demonstrated by P&L.

## What processes, structures and roles are involved in P&L?

### Finding: UPPR’s approach involves cross-sector partnership

The word ‘partnership’ is used in different contexts quite differently, from a word used to describe any kind of collaboration to a term with a very precise legal meaning. As long as a definition of partnership is supplied in any particular context then this is not a problem. UPPR has its own definition of Partnerships, which is when there is a financial transaction and/or a formal MOU, as against Linkages which do not involve any financial exchange or have a formal written agreement.

Another definition of partnership is one that stresses the strength of the relationship between partners, in which all partners: work across different sectors of society; mutually benefit from the collaboration; co-create activities; share equitably in governances; feel strong ownership; and share risks.

Some useful theory behind partnerships with these features has been developed over a number of years by a group of social entrepreneurs led by Ros Tennyson, at that time working for The Partnering Initiative which was part of International Business Leaders Forum, a UK-based international NGO.

Ros Tennyson wrote in 2008<sup>10</sup> that:

*‘The 21st Century presents an increasingly fluid global context at all levels. Economic, social, cultural and environmental challenges are no longer simple and no longer simply local or national phenomena. The world is becoming increasingly complex, pluralist, crowded, polarised, unpredictable and turbulent, politically unstable and vulnerable.*

*It is as a response to these challenges that the cross-sector partnership movement has grown to such prominence in the past ten years. This is hardly surprising. Single sector solutions to the challenges*

<sup>8</sup> Building competencies for co-creative partnering for local, adaptive development, Vojta 2015 [http://partnershipbrokers.org/w/journal/building-competencies-for-co-creative-partnering-for-local-adaptive-development/#\\_ftn1](http://partnershipbrokers.org/w/journal/building-competencies-for-co-creative-partnering-for-local-adaptive-development/#_ftn1)

<sup>9</sup> Collective Impact, Stanford Social Innovation Review, 2015 [http://www.ssireview.org/articles/entry/collective\\_impact/](http://www.ssireview.org/articles/entry/collective_impact/)

<sup>10</sup> Ros Tennyson, IBLF, in ‘Under the spotlight – World Vision, IBLF, ADP 2008

listed above have clearly failed and more collaborative and integrated problem solving seems to be a promising alternative.’

Figure 1 suggests a definition of cross-sector partnership that can also be applied to UPPR’s P&L.

**Figure 1: Definition of cross-sector partnership<sup>11</sup>**

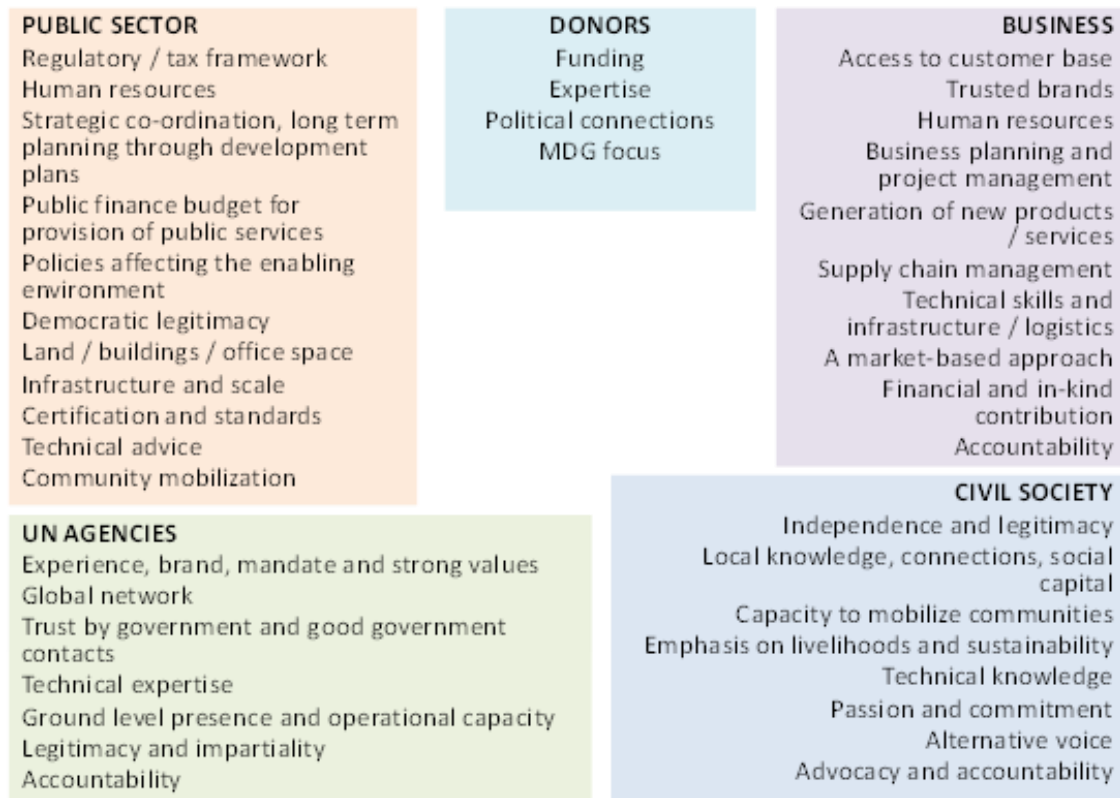
A CROSS-SECTOR PARTNERSHIP is...

- An ongoing working relationship between organizations from different sectors
- Combining their resources and competencies
- And sharing risks
- Towards achieving agreed common objectives
- While each achieving their own individual objectives

The different sectors referred to in this definition and as applied to UPPR P&L include civil society (the community and their CDC and Cluster structures, and national and international NGOs), public sector (Government of Bangladesh, Municipality local authorities and DFID), private sector companies, UNDP as a UN agency).

A feature of cross-sector partnership is that these sectors bring complementary skills and resources to help address a development challenge and Figure 2 is a useful summary of these resources, many of which can be seen in P&L.

**Figure 2: Resources often available from different sectors<sup>12</sup>**



<sup>11</sup> The Partnering Initiative

<sup>12</sup> Multiple sources: Partnership Brokers Accreditation Scheme, The Partnering Initiative and Harrison/Pyres unpublished training material

The following features have been noted in a large number of cross-sector partnerships<sup>13</sup>:

- partnering is a way of working rather than the project or activities that the partners deliver;
- cross-sector partnerships tend not to have a hierarchical chain of command and consensus is required in decision making;
- each partner needs to play an active role, and ideally contribute resources (which as noted in Figure 2 extend well beyond financial resources. In the case of UPPR is often the time of voluntary CDC and Cluster Leaders);
- a focus on communication and effective working rather than pre-set and inflexible processes;
- an understanding by partners that that they cannot achieve their goals by working alone, and that other organizations and networks have the resources, perspectives, competencies and knowledge that can help other partners to achieve greater impact;
- a common goal for the project (or projects) that partners agree to undertake, which also meet the underlying interests and needs of each individual partner.

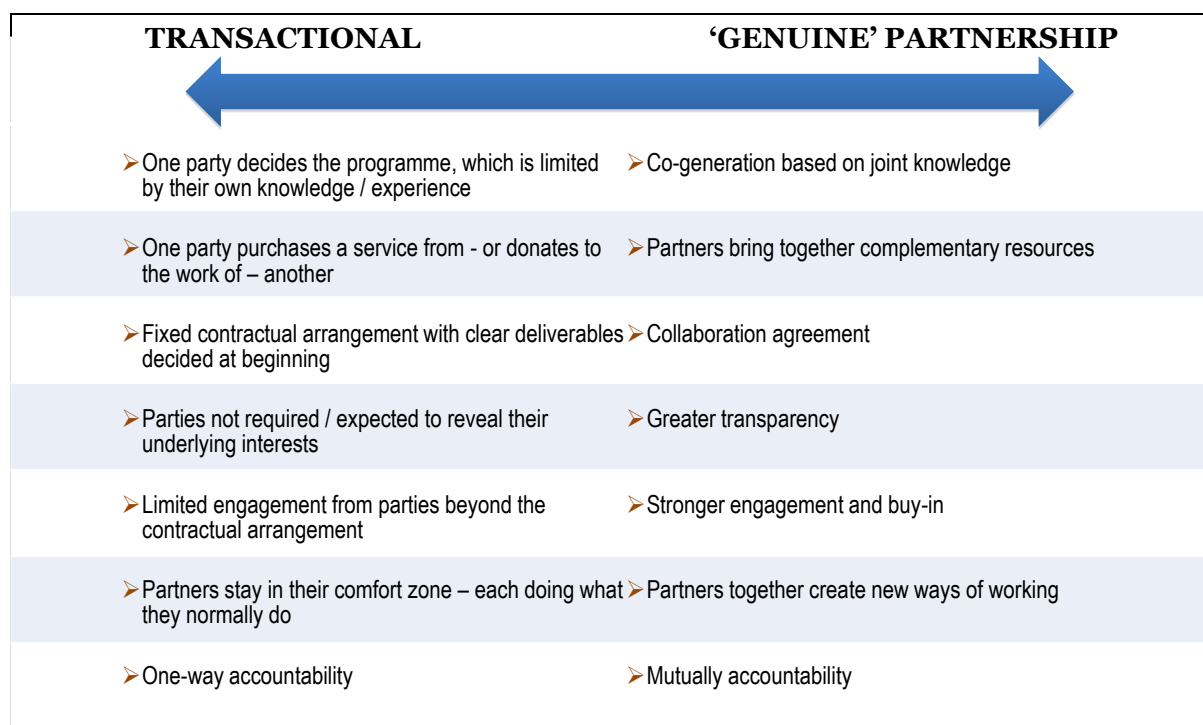
A useful way of categorizing partnerships is provided by contrasting cross-sector partnerships with the above features that can be labelled 'genuine' partnerships with collaborations with largely 'transactional' relationships where one 'partner' is essentially directing the other and the relationship is distant and pre-defined in contracts.

Looking for certain features in a collaboration and using these to place it on a relationship spectrum is a useful way of discerning the extent to which it can be classified as a 'genuine' partnership, as shown in Figure 3.

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<sup>13</sup> ibid

Figure 3: Relationship spectrum<sup>14</sup>



*'It is a partnership so it's everyone's responsibility to solve problems'*  
 SPL Assistant Manager -  
 Job Placement and  
 Advocacy, Dhaka

The qualitative framework uses the relationship spectrum as a way of assessing how close the relationship is between the partners in the P&L where case studies have been produced (see Part II: Case examples).

The following case examples detailed in Part II provide evidence to support the assertion that the UPPR approach involves 'genuine' cross-sector partnership, because they display features that indicate a close relationship that would indicate that features to the right hand side of the spectrum are well represented:

- Bijoy Switches, Tangail;
- Marie Stopes, Chittagong;
- BRAC EEP, Narayanganj;
- Shobar Jonnon Pani, Dhaka North;
- Marie Stopes, Dhaka (multiple Towns);
- Skills and Productivity Ltd., Dhaka (multiple Towns).

<sup>14</sup> Multiple sources: Partnership Brokers Accreditation Scheme, The Partnering Initiative and Harrison/Pyres unpublished training material

### **Case example of collaboration showing many cross-sector partnership: Marie Stopes Tongi**

The first relationship between UPPR and Marie Stopes in Tongi was a Partnership including 2 years grant funding to help develop the satellite services and to subsidise the costs for an extreme-poor member of the community by 25%,

Following the end of the MoU there was a reduction in contact between UPPR and the NGO for some time, but then it returned to its former level even though all community members now have to pay the full fee attending the clinic. The relationship – which is now a Linkage – includes a community support group for each clinic which has quarterly meetings. UPPR Town staff facilitate meetings with Cluster leaders, and also has its own informational meeting with Marie Stopes every two weeks.

The Tongi CDC and Cluster Leaders meet with Marie Stopes every 3 months through a committee structure, and Marie Stopes issues direct invitations rather than going through the UPPR Town team. They discuss issues such as membership cards and what to do when they expire, and how to get help for pregnant mothers. They think that Marie Stopes has very good people who treat the CDC and Cluster leaders with respect. They think the relationship with Marie Stopes is strong and would be very hard to break up now that it has been built.

(Refer to Part II page 25 and following for further information)

### What is the role being played by UPPR in developing P&L?

Finding: UPPR is playing a broker role

When seeking to understand the organizational and individual roles that contribute to a successful collaboration the concept of a ‘partnership broker’ is a useful one. This term describes the catalytic and facilitative role played by UPPR in the formation of P&L. This is not a common or easy role for management or a donor programmer to play, but is entirely appropriate for UPPR which is not a long-term actor in addressing urban poverty.

The partnership broker role has been defined as follows:<sup>15</sup>

*‘A broker in the dictionary definition is a go-between in making relationships. Similarly, a partnership broker operates as an active go-between or intermediary between different organizations and sectors (public, private and civil society) that aim to collaborate as partners in a sustainable development initiative.’*

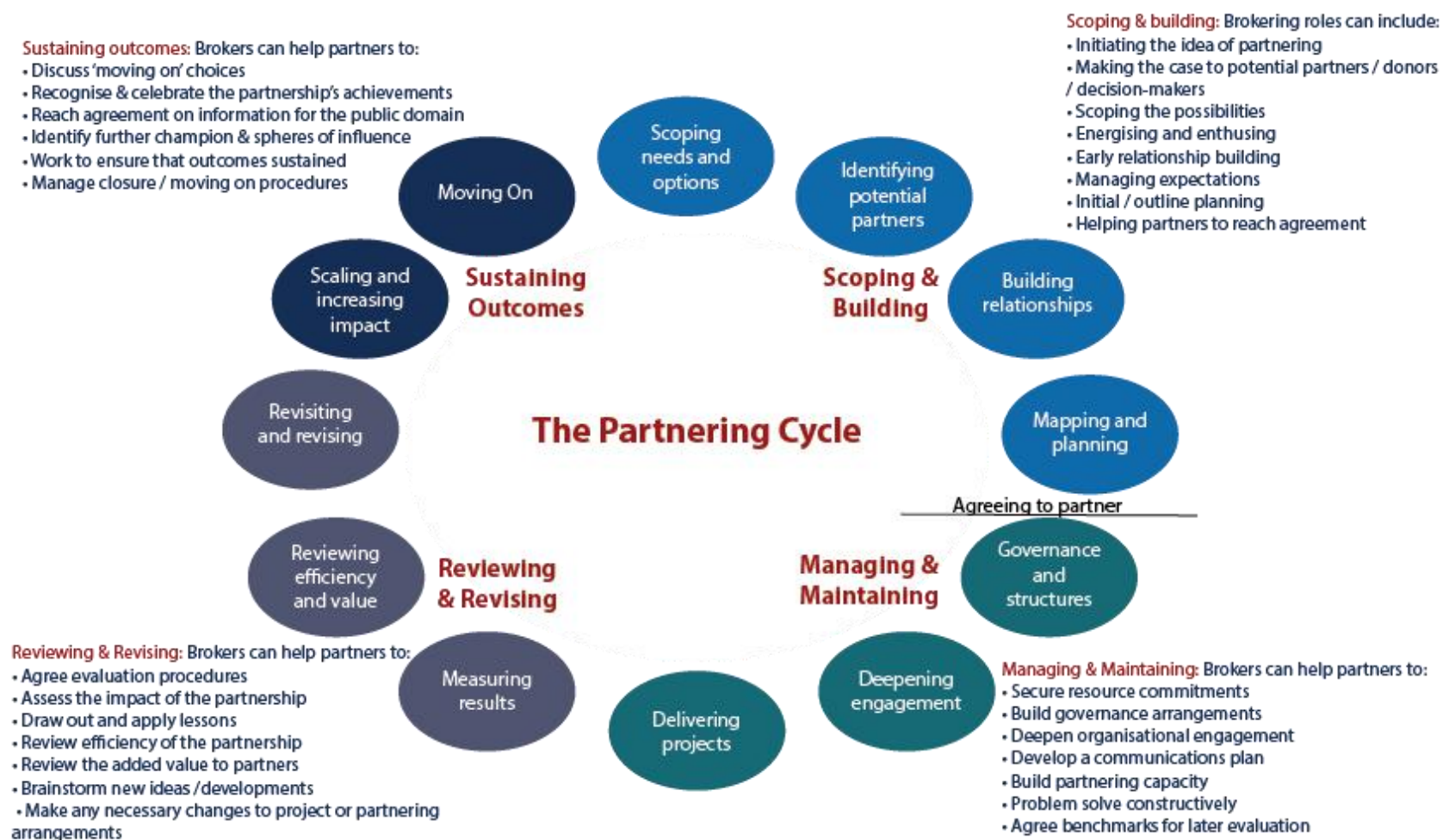
The partnership brokering role was identified following the observation of a number of cross-sector partnerships, in which it could be seen that such constructs usually required an individual or team that is dedicated to making the partnership function. This role can be separated from the role of actually being a partner, although the person or team playing the brokering role can be separate from the partners (an ‘external’ broker) but may sometimes be embedded in one of the institutional partners in practice (‘internal’ broker).

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<sup>15</sup> The Brokering Guidebook, Ros Tennyson, 2005 <http://thepartneringinitiative.org/wp-content/uploads/2014/08/TheBrokeringGuidebook.pdf>



Figure 4: Brokering roles in the partnering cycle<sup>16</sup>



<sup>16</sup> Adapted from The Partnering Cycle copyright The Partnering Initiative

The partnership broker often:<sup>17</sup>

- takes the lead in drawing together the partners;
- help to build and consolidate strong working relationships;
- ensures that partners agree suitable operating procedures for their partnership;
- tends to the needs of keeping the partnership strong by ensuring that all partners are engaged and that relationships between partners are strong enough;
- assists the partners to develop and maintain a common vision; and
- helps the partners to navigate major obstacles and day-to-day challenges.

Since this role was first identified, there has been a movement to build recognition of the importance of the partnership broker to the success of cross-sector partnerships. Research suggested that where this role is present, partnerships tended to have deeper engagement, greater focus and more impact.<sup>18</sup>

Evidence for the assertion that UPPR is playing a partnership brokering role is provided by analysis of the partnering cycle (Figure 4).

*'UPPR is the catalyst and can play the match-maker role – UPPR Town Manager, Narayanganj*

*'City Corporation people....are all very happy because UPPR has given long-term support to help get community people out of poverty...and link them to the City Corporation' - Senior Manager, EEP, Narayanganj*

The partnering cycle is divided into four elements when partnership brokers have been observed to play important roles. These four areas are: scoping and building; managing and maintaining; reviewing and revising; and sustaining outcomes. Within these there are 3 or 4 stages identified. Table 2 gives examples of how UPPR are playing the role of a broker as set out in the partnering cycle. This analysis focusses on the first two areas: scoping and building; and managing and maintaining; because as explained in the next section the UPPR brokering role is as yet incomplete.

**Table 2: Comparison of the UPPR's Town teams and brokering roles in the partnering cycle**

Stage in partnering cycle:	Evidence of UPPR playing the role:
Scoping needs and options	<ul style="list-style-type: none"> <li>• The needs of the community are expressed through the Community Action Plans that have been set up by UPPR, using the CDC structure created by them. These needs – such as for health services or employment opportunities, are the starting point for P&amp;L formation.</li> </ul> <p><i>For example: the Linkage with Marie Stopes in Chittagong came about because both Marie Stopes and UPPR are field organizations working across Bangladesh. Marie Stopes helped UPPR by providing health services to community members, which UPPR was not able to do alone (see Part II page 8 and following for further details).</i></p>

<sup>17</sup> Derived from The Brokering Guidebook, ibid

<sup>18</sup> What do Partnership Brokers Do? An enquiry into practice, Partnership Brokers Association, 2011 <http://partnershipbrokers.org/w/wp-content/uploads/2010/07/What-do-Partnership-Broker-Do.pdf>

<p>Identifying potential partners</p>	<ul style="list-style-type: none"> <li>• There are many P&amp;L in which the UPPR Town or HQ team has actively searched for a partner to deliver the required service.</li> </ul> <p><i>For example: The first contact that Mohila Parishad had in Tongi was with UPPR Town staff, and through this contact they were introduced to 20-25 CDCs. They already had contact with some people within the community that are also part of CDCs, but this was weak. The contact with UPPR made the contact much stronger. UPPR also raised their credibility with local government so that they could involve Town Councilors in their work (see Part II page 34 and following for further details).</i></p>
<p>Building relationships</p>	<ul style="list-style-type: none"> <li>• UPPR typically brings prospective service providers together with CDC and Cluster Leaders to discuss the needs of the community, and how a partnership or linkage may meet that need. Building a strong relationship between the CDC and Cluster Leaders and the partner is a key success factor for an effective and sustainable collaboration, and there is a lot of evidence that UPPR has done this well.</li> </ul> <p><i>For example: The Social Welfare department in Narayanganj is making use of UPPR’s network to provide information about people who may qualify for their allowances. The local councilor is both part of UPPR’s structure and also on the allowances committee. It is significant that UPPR Town staff are not on this committee, which would not be appropriate as a temporary player (see Part II page 13 and following for further details).</i></p>
<p>Mapping and planning</p>	<ul style="list-style-type: none"> <li>• UPPR supports co-creation of plans for activities and gets agreement on who is paying for what. In the case of Partnerships, UPPR also provides technical assistance in the drafting of agreements and may be a signatory to the MoU.</li> </ul> <p><i>For example: UPPR Narayanganj brings its ready-made network of CDCs to the BRAC EEP case example, and the two programmes have aligned objectives, which made it very sensible to collaborate. This was a head start for EEP which saved time and money, and has allowed more people to be trained using the same funds. The Town manager influenced the programme content - to include spouse training rather than just focus on women (see Part II page 17 and following for further details).</i></p>
<p>Governance and structures</p>	<ul style="list-style-type: none"> <li>• UPPR: ensures that governance arrangements are in place and working well, promoting the voice of the community as represented by CDC, Cluster and Federation Leaders.</li> </ul> <p><i>For example: the Federation is now particularly strong in Tangail and is involved in a range of governance functions. They have close working relationships with a number of NGOs and give regular input at meetings, which are very consultative in nature. They participate in meetings with the Society for Social Security – a national NGO - about how to improve their education service. The Federation leaders attend meetings with the District Commissioner and the Department for Women and Child Affairs on behalf of the CDC and Cluster leaders.</i></p>

Deepening engagement	<ul style="list-style-type: none"> <li>• UPPR supports the partners to work directly with each other while keeping an overview and stepping in if needed.</li> </ul> <p><i>For example: Marie Stopes in Tongi has quarterly management meetings with CDC and Cluster Leaders which it sets up through direct contact with them, but it still also meets regularly with the UPPR Town team to exchange information as a transitional arrangement (see Part II page 25 and following for further details).</i></p>
Delivered projects	<ul style="list-style-type: none"> <li>• UPPR gets reports from partners and monitors the delivery of services</li> </ul> <p><i>For example: In the project to provide clean and safe utility water in partnership with Shobar Jonno Pani (SJP) in Dhaka North, funds were under the control of the CDC Leaders but SJP worked closely with them so that they knew which materials to procure for the water network. The UPPR role was reported to be organizing committees, coordinating a monthly review meeting but not getting involved day to day, and helping to resolve any problems (see Part II page 22 and following for further details).</i></p>

The brokering role, when played well, is often invisible to partners. In some early writing about partnership brokers called The Guiding Hand,<sup>19</sup> Ros Tennyson and Luke Wilde suggested that partnership brokering is a new style of leadership based on guiding, rather than directing, and noted that this means that effective partnership brokers may not be visible to all of the partners even when they were playing a critical role in the partnership. They linked this to the idea of the “servant leader” and alluded to the writing of Robert Greenleaf developed in his seminal work, Servant Leadership.

There is evidence that UPPR Town teams have adopted this style of leadership, for example in the network workshop in Sarajganj (see Annex 2) the group almost overlooked the fact that the UPPR Team communicates with NGO’s providing health services in P&L, whereas the reality is that UPPR had been the prime mover in setting them up. This suggest that for community members this aspect of UPPR’s role is much less visible than other parts of the programme, which are clearly well appreciated given the high power and influence scoring given to the UPPR Town team in the same exercise.

### To what extent is UPPR playing this role effectively?

Finding: The broker role is strong but incomplete

While the evidence is strong that UPPR is playing a broker role in the formation and ongoing management of P&L, it is lacking with regard to the later stages of the partnering cycle (reviewing and revising, and sustaining outcomes). Many P&L are currently at the stage where it would be useful to be able to look systematically at the impact of the collaboration, but as the UPPR HQ team has said, the system for measuring the results of the P&L is not yet sophisticated enough to make

<sup>19</sup> The Guiding Hand Brokering partnerships for sustainable development, UN Staff College and IBLF, 2000 [http://www.unssc.org/home/sites/unssc.org/files/publications/the\\_guiding\\_hand\\_-\\_brokering\\_partnerships\\_for\\_sustainable\\_development.pdf](http://www.unssc.org/home/sites/unssc.org/files/publications/the_guiding_hand_-_brokering_partnerships_for_sustainable_development.pdf)

this possible, and neither do the UPPR Town teams yet have the capacity or skill-set to be able to review and evaluate P&L using tools such as the ones that are deployed in this report.

There has also not been a systematic effort to decide on the best next-steps for P&L. Again this reflects the current maturity of the P&L system, and is not to say that there is a major deficiency in how P&L have been supported by UPPR. Given time, it could well be that the UPPR team would have evolved ways of playing these broker roles as effectively as they have partnership formation and management.

For some recommendation on how a future iteration of UPPR could better address these issues, please see page 29 and following. Given that the broker role has now been recognised there is an opportunity to build on other people's expertise and experience in these areas and not have to 'reinvent the wheel.'

### What is the impact of P&L on communities?

Finding: Benefits to the community are significant but results are understated

In all of the case examples in Part II there is strong evidence that P&L are benefitting community members in many ways, from provision or affordable, high quality health services, to creating awareness about gender roles and changing men's behaviour, to getting unemployed women in jobs.

*'Men used to take the meat, now they take the bones'* – CDC member Narayananj in reference to BRAC EEP

In order to understand better the impact that P&L have had a simple survey was undertaken of Town level staff teams and a random sample of 10% of the P&L that were captured on the database held by UPPR central staff. Details of the survey methodology are supplied in Annex 3.

The survey suggest the following impressive results:

- Over the life of UPPR Partnerships or Linkages were formed with at least 450 partner organizations. This is 'at least' because the survey depended on the recall of Town Managers rather than the central database, which only records 246 partner organizations. Note that the survey records 410 partner organizations, but there are at least 40 that are on the database which are not mentioned by survey respondents, and there may well be more.
- One third of partner organizations formed Partnerships with UPPR and the other two-thirds formed Linkages.
- The number of beneficiaries from the Partnership or Linkage formed with the partner organization was 1,670 people in the random sample. This compares to an average of 334 recorded in the database.
- The number of people benefitting from P&L has been 750,000 applying the average number of people benefitting per partner organization (1,670) and total number of partner organizations (450). This compares to 82,258 recorded in the database.
- The average value of services delivered by each partner per person benefitting was BDT 4,200 (USD \$54) in the sample.
- The total value of services delivered by P&L has been BDT 3,200 m (USD \$41m) applying the average value per beneficiary (BDT 4,200) to the number of beneficiaries (750,000).

These results must be caveated with an observation that they depend on a sample of around 5% of partner organizations (given that it was 10% of the organizations on the database which only recorded about half of the partner organizations), and are likely to be based on estimates from individuals within these organizations. No verification has been done of any of the numbers supplied and they have not been compared with any other sources. While the UPPR database is definitely undercounting impact, the extent to which it is doing so may not be as great as these numbers suggest.

#### **Case example of individual benefits from the Partnership with Skills and Productivity Ltd, Dhaka North**

The Dhaka North CDC and cluster leaders noted that employment is given to people who are unemployed and school drop-outs, and that garment factories are the biggest employers, but some trainees are self-employed.

One story of change was a women who was extreme-poor with no job, and is now in a garment factory with earnings of BDT 5,500 (salary and overtime). She use to be abused by her husband, a water pump operator, but now this is improving. Lack of money is a big issue in the household and the double income has helped him to feel more respected.

(Refer to Part II page 29 and following for further information)

### What is the impact of P&L on partners?

Finding: The CDC and Cluster system is of great value to partners

By the end of 2013 there were 2,588 CDCs (comprising 816,000 slum dwellers), 250 cluster committees of CDCs, and 12 town-level Federations. The CDC has been acknowledged as a 'stand-out feature in nurturing strong community organizations leading to entitlements.'<sup>20</sup>

Many partners interviewed for this study make the point that the CDC and Cluster system that UPPR has fostered is of great value to them in meeting their own organizational benefits.<sup>21</sup> Partnership and linkages give them access to this system and is the main reason for developing a relationship with UPPR.

The most basic reason why this helps partners is that they avoid the cost and difficulty that they would otherwise have to incur in order to identify and reach the extreme poor in the urban areas covered by UPPR, a point made by many partner organizations when being interview for the case examples (see Part II).

There are a number of components to the benefits discernable from speaking to partners and to community representatives. These can be mapped against the following benefit areas:

- identification;
- sensitization;

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<sup>20</sup> UPPR Annual Progress Report (2012) & Targeting Urban Poverty Reduction Policy and institutions for inclusive urban governance, UPPR 2014

<sup>21</sup> In this section the Federation is not included as in most Towns visited this appears to be a fairly new and unformed, and of less benefit in the minds of partners as yet. This is discussed further in on page 31.

- education on service benefits;
- service provision;
- mobilisation;
- management support;
- measuring.

Note that while these benefit areas broadly map to the stages in the partnering cycle described on page 17 and following, in some P&L, this section is not so much about process as the reasons why partners benefit from collaborating with CDC and Cluster structures.

The following section provides details of each benefit area, and evidence for asserting that they do indeed benefit partners.

The challenge of **identification** applies across the following service types:

- health NGO's and government agencies that have a goal of providing subsidised services to the extreme poor and need a means of identifying who they need to reach;
- Governmental agencies with a mandate of providing a social safety net to people living with disabilities, who are old or from a minority group;
- NGOs promoting rights and seeking to provide legal support to those who have been wronged.

The CDC system is designed such that each household is involved in setting up a CDC, and so the CDC Leaders have a lot of information about each household. When aggregated at Cluster level there is an ability to enquire of the network to produce information that the partner organization needs.

In some P&L, identification is the main purpose of the collaboration. The identification and verification of beneficiaries of social safety net grantees would fit into this category, as for Social Welfare Department (Part II page 13 and following). This can be combined with systems to help streamline the payment mechanism that UPPR has helpfully also arranged, as with Robi and the Dutch-Bangla Bank in Chittagong (Part II page 10 and following).

**Example of the benefit of working with UPPR to partners in where identification is the focus: Bijoy Switches collaborates with a CDC in Tangail to find potential employees to train.**

The owner approached the local CDC Leader and said that he was looking for employees. He offered to train them as they were completely unskilled. The owner says that he was too busy to go and look for employees so he got the benefit of the CDC identifying suitable local people.

He has an MoU with the Federation. He received 75,000 Bd Tk from UPPR for training 15 people, and is about to train another tranche. He now employs 30 people, mainly women. The employees said that they like working for Bijoy because it is very local and they have no travel costs. It is a safe environment and the owner is a very good man. They are very happy to work there.

The UPPR Town Manager reflected that this is a very low cost engagement for UPPR.

(Refer to Part II page 3 and following pages for further information)

For some services **sensitization** is needed, for example if community members need to be made aware of their rights. For example, work done by legal support NGO's to make women aware of their legal rights of redress when a husband leaves a family but can be forced to help support their

children financially. The CDC Leaders are helpful to partners as influencers, who will help to sensitize others in their community once they themselves become aware of the rights that they have. The CDC system also works in a very practical way to make it easy to call meetings. This benefit applies in any of the following stages, so won't be repeated, but is very significant when a partner does not have any network or systematic way of making contact with their target groups in any area.

**Example of the benefit of working with UPPR to partners in where sensitization is the focus::  
Linkage with the Fire Service in Dhaka North to make the community aware of the dangers of fire**

The fire service has provided training to 70 people, arranged by UPPR. The community now has direct contact with the fire service. This is meeting a need that arose from the community following 3 fires in the slum and for the Fire Service to raise awareness of how fires start and how to reduce this risk.

A partner can then require means of further **educating members of the community about the benefits of their service** once they are sensitized. For example, many aspects of health may require a partner to deliver training to community members so that they will then know when they need to access the service that is being provided. Partners in these type of service areas can mobilize community members for this training, and incidentally may also find it convenient to use the community resources centres or other infrastructure that is available as a result of the UPPR programme.

**Example of the benefit of working with UPPR to partners in where education is the focus:  
Partnership with the BRAC EEP project in Narayanganj to raise awareness of gender issues**

A total of 1,479 female and male participants have received training in gender awareness, and there are now 1,440 community educators (against a target of 1,000) in UPPR areas. It is agreed by EEP and UPPR that involvement of UPPR has enabled them to double the number that will be trained against the original plans as a result of greater efficiency.

EEP also report that:

- after gender training gradually husbands discussing decisions with their wives and valuing them more in other ways;
- violence against women in the home is reducing;
- couples are feeling that a good relationship between husband and wife is important to ensure a child-friendly environment and leads to an improved financial situation.

CDC and Cluster leaders report that the biggest benefits of the partnership are:

- making people aware that there is no difference between male and female children, and that food and education should be the same for all;
- family life is now better and the husband and wife have a better relationship;
- early marriage has reduced;
- domestic violence has reduced.

It is encouraging that Councilors of Narayanganj City Corporation (NCC) are providing the training venue - their own offices. Both EEP and UPPR are very happy that the NCC has asked BRAC to review their gender policy, and it is noted that 'the real achievement [of the project] is addressing the policy makers' (Town Manager).

(Refer to Part II page 17 and following pages for further information)



Sensitization and education are the precursors in many partnerships and linkages to providing ongoing services to the community, and the main reason why many organizations partner with UPPR is that it makes their **service provision** more effective and efficient. For the purposes of this report service provision is defined as the meeting of the community's ongoing needs to basic services such as health, primary education, and clean and safe water supply. Supporting individuals to develop new skills and access jobs or start micro-enterprises is not included in this definition.

The CDC and Cluster system allows partners to support ongoing service provision by methods such as:

- issuing cards or other forms of identification to community members that have been identified as extreme poor so that they can access services at lower cost than other clients;
- knowing where to locate service points such as satellite health clinics to best serve a community;
- CDC Leaders accompanying those in need to access services and following up to make sure that they are (for example) completing the course of medicine that a clinic may have prescribed;
- Helping to mediate when there are family disputes or cases of a husband having mistreated their wife.

UPPR has also provided financial support in some cases, such as subsidizing the cost of health services for the extreme poor. This is an area where UPPR may have stepped beyond the brokering role. As discussed on page 16 and following pages, the risk of UPPR adopting a 'partner' role is that of sustainability, as there may not be an alignment in future of who-does and who-pay. However, there are examples of grant provision helping to establish patterns of service provision that are then embedded and sustained after the end of the grant, so as part of a wider narrative of partnership brokering by UPPR the short-term injection of finance can be seen to have been a helpful intervention as in the case of Marie Stopes in Tangail (see Part II page 25).

**Example of the benefit of working with UPPR to partners in where service provision is the focus: Linkage with Marie Stopes in Chittagong to deliver health services:**

Working with UPPR helps Marie Stopes to identify extreme-poor beneficiaries. The MoU with Marie Stopes has no financial component, but the patients from the UPPS system identified as extreme poor get services at a reduced price. This has not made any appreciable difference to attendance of its financial performance according to the manager, which is driven by cross-subsidy from better off patients, but it helps Marie Stope to meet its targets of extreme poor service recipients.

Cluster and Federation Leaders said that the service from Marie Stopes was a very high quality service than their community members could get elsewhere and that they felt honored to be able to visit there. It is a service that is much needed in the area.

(Refer to Part II page 8 and following pages for further information)

Partners also benefit from P&L beyond ongoing service provision. Some partners have said that the ability to **mobilize** the community for campaigns, or to respond to challenges and threats, is one of the greatest benefits of partnerships and linkages. CDC Leaders can assist partners to go door to door in the community to communicate directly and quickly with those most in need. They are also a great volunteer force in their own right, and sometimes take the role of change agents for the partner in active campaigning.

**Example of the benefit of working with UPPR to partners in where service provision is the focus:  
Linkage with the Urban Primary Health Project in Narayanganj**

UPPR helps the Primary Health Project to deliver services at household level. Volunteers from CDC volunteers provide a very significant additional field force for the project. Project staff pass information to them and the CDC then mobilizes the mothers and children who need help. As an example, on national immunization day ordinary CDC members provide a volunteer army to help the department. Another example happened after a diarrhea outbreak. It was possible to go door-to-door with the help of the CDC Leaders. A third occasion was a collaboration on a nutrition programme to give folic acid to pregnant women. The link to UPPR gave the necessary scale and reach to do this effectively.

(Refer to Part II page 13 and following pages for further information)

In some cases, partners have been able to get ongoing **management support** from CDC and Cluster leaders. These many are cases where CDC and Cluster Leaders are involved in regular meetings with partners that goes beyond consultation and feedback and can be seen as part of the system for regulating and coordinating the partner's activities. For an example, refer to the Governance and Structures section in the Partnership Brokering section on page 16 and following pages above.

To what extent are P&L likely to be sustainable?

Finding: There are promising signs of sustainability

Some of the P&L studied for this report have features that indicate that they may well be sustainable in the long-term and without further support from UPPR.

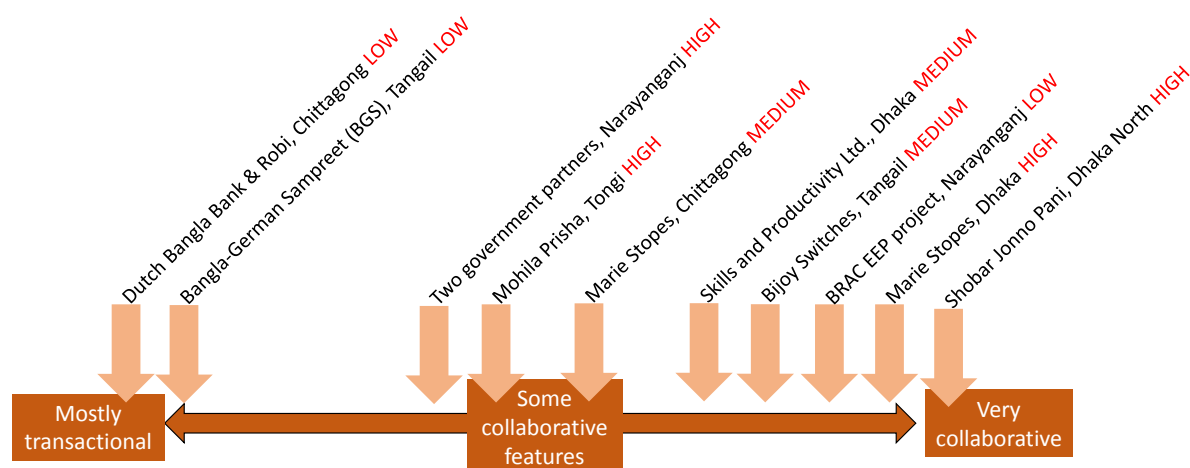
Collaborations tend to be sustainable when:

- all partners are getting benefits from the collaboration;
- there is an alignment of incentives between roles and resources;
- the relationship between partners is strong and healthy.

The qualitative framework (see Annex 2) used to assess P&L for this report has focused on these issues in order to be able to comment on sustainability of P&L. Sustainability in a collaboration is far more achievable if the partnership scores well across all of the areas in the qualitative framework, but ultimately partnerships sustain if they are meeting the objectives of all partners and there is not a constraint to sustainability, such as a lack of alignment between 'who does?' and 'who pays?'

Figure 5 shows an assessment of the case examples made using the indicators in the qualitative framework for two things, the position relative to each other on the relationship spectrum, and the chance of sustainability as being high, medium or low. For details refer to the case examples in Part II.

**Figure 5: Case examples placement on the relationship spectrum and assessment of chances of sustainability**



**Note: the red label refers to high, medium or low chance of sustainability**

The assertion that some P&L may well be sustainable is supported by a number of examples, including the Linkage with Maries Stopes, Tongi and with Shobar Jonno Pani (SJP) in Dhaka North. The indicators in the qualitative framework for these examples are summarized in the case examples in Part II starting on pages 25 and 22 respectively where there is also extended information on these cases.

The three indicators suggest that the linkage between the community and Marie Stopes in Tongi has a high chance of sustainability for the following reasons:

- there is a good alignment of incentives between who does and who pays, with beneficiaries willing to pay a fee for a service that is cheaper and more reliable than other options, and Marie Stopes having to provide minimum subsidy to clinics that are very well attended and therefore efficient to run;
- partners are highly incentivized to maintain the linkage because their needs are being fully met by continuing to sustain the collaboration;
- the UPPR Town team has reduced its role from active support (through a grant) and brokering to monitoring and the relationship between partners remains very strong

The reasons why SJP in Dhaka North has a very high chance of sustainability are the following:

- the financial incentives are well aligned, with water users willing to pay for a superior service and Dhaka WAS covering their cost of supplying from their network;
- SJP has been working from a shared office with the CDCs and the relationship appears very close;
- benefits to all partners are significant. The community are getting much better access to water than with alternative systems. The Dhaka Water and Sanitation utility are increasing revenues and reducing losses. It is a great solution for them to a problem that they have in informal settlement, in which local 'muscle men' take water from the piped network without making any payment, and with no means of controlling leaks and losses from their informal pipes;

- SJP are able to achieve their mission to provide clean and safe water an affordable cost to slum dwellers.

It is instructive to compare the above two P&L which have a good chance of sustainability, with two that have a lower chance of sustainability, Bangla-German Sampreeti (BGS) in Tangail and Skills and Productivity (SPL) in Dhaka. Full details of these collaborations are given in Part II starting on pages 6 and 29, and the indicator position on the relationship spectrum are very similar to the above (not shown here).

BGS is assessed as having a low chance of sustainability. The reasons for this are that:

- the collaboration has many transactional features in that UPPR was essentially contracting BGS to train a set number of people for an agreed fee;
- BGS were not involved in setting criteria for trainees which suggest a distant relationship;
- there is a mis-alignment between 'who pays' and 'who does', both in that UPPR were making a contribution that is temporary (and in fact has ended), but also because there is a financial loss for the training provider so it can only be done on a limited basis through goodwill;
- it is not clear whether the community actually benefited that much through lack of clear selection criteria, and there is a lack of alignment between who does and who pays, as well as no benefit from the collaboration for the partner.

With SPL, which is also in the training and employment sector, the chances of sustainability are higher than that of BGS but still not high, despite the very collaborative nature of this partnership. This is because there are some small but potentially significant differences in the 'who does/who pays' and 'benefits met' indicators, as follows:

- there are significant risks over the payment by UPPR of a substantial portion of the costs, since they are not a long-term partner, and therefore there is a lack of alignment between the incentives of SPL to continue providing a service when there is no external funding.
- this is also reflected in the 'needs met', as the Partnership may also not be meeting SPL's needs fully, and if there is no payment for their time then it is likely to not meet their needs at all. Despite this being a service that is highly valued by community members, unless one of the partners (such as community members), or a new partner (such as a future employer) can be incentivized to pay for the SPL service then there is good chance that SPL will stop providing their training services.

There are two other P&L worth noting in the context of sustainability in that their position on the relationship spectrum does not correlate closely with their chances of sustainability, whereas with most P&L they appear more likely to be sustainable if they are very collaborative and vice versa:

- the two Linkages with government partners in Narayanganj only have some collaborative features yet appears to have a high chance of sustainability. This is because they are meeting needs well, and in particular there should be a strong incentive from the government partner to sustain them as they are getting high value and have few alternative options;
- BRAC EEP Partnership has many very collaborative features but is assessed as having a low chance of sustainability beyond the EU funded project in its current form. This is because there is no alignment between who is funding and who is benefitting. This is very normal for a donor funded programme. In this sense, the purpose of the partnership is to deliver the programme, and once it is complete then the partnership loses its purpose anyway.

## Recommendations

### Design for sustainability

It is recommended that new urban poverty programmes should be strongly encouraged to include the collaborative approach that UPPR has developed, and should build directly on UPPR's experience with P&L. Adaptive programming with a high degree of collaboration produces good results and these collaborations can have a high chance of sustainability after the end of the donor funded programme.

The finding on sustainability of P&L suggests the learning that can be applied in future urban poverty programmes as follows:

- The programme management must recognise that they are a short-term and temporary part of the systems that address urban poverty and should follow UPPR's example in not becoming a partner in collaborations. Instead they should adopt the role of partnership brokers, catalysing and facilitating cross-sector partnerships between the community, service providers (public and private) and employers.
- Working very collaboratively is more likely to result in sustainable collaborations than if the relationships between partners is transactional in nature. Effective brokering by the programme manager will help partners to build strong relationships where there is trust between partners, equity in governance, good communications, and a common vision based on mutual benefit, all of which are features of sustainable collaborations.
- Grants and other financial inputs must be used with care by a donor programme that is supporting collaboration. Funding can be helpful to stimulate demand for services and to help identify, sensitize and mobilize the urban poor, or build the capacity of service providers. However direct funding of service provision (subsidy) or financial incentives to individual community members should be avoided.
- Brokers working in programmes should encourage mechanisms that ensure that there is a good alignment between 'who does' and 'who pays' in a partnership, such that all partners are incentivised to continue working together in order to experience the benefits of collaboration. There is useful 'market system' theory that could be used to guide these approaches available from BEAM exchange, which brings together theory and practice from an area which is also referred to as 'making markets work for the poor' or M4P.<sup>22</sup>

### Develop brokering skills

It is recommended that urban poverty programmes adopt partnership brokering as a core approach, and train their staff accordingly.

Partnership brokering requires a specific skill set and programme staff should be trained to develop these skills, for example as offered by the Partnership Brokers Association.<sup>23</sup> There are courses available that staff members can attend, or tailored versions of these courses can be designed and delivered across the programme. There are precedents for this in Bangladesh, for example The Partnering Initiative was commissioned by the Katalyst programme to train government officials in

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<sup>22</sup> <http://beamexchange.org/en/>

<sup>23</sup> [www.partnershipbrokers.org](http://www.partnershipbrokers.org)

partnership brokering and this course was rolled out quite extensively around 7-8 years ago<sup>24</sup> and the Business Innovation Facility, a DFID funded programme, trained its team in Bangladesh in 2011.<sup>25</sup>

This brokering training can be very effective for programme staff, and can be extended to those working directly with communities in the field. The international NGO World Vision has trained many of its programme staff and reports that, despite the intensity of the course and complexity of the role, field staff clearly can succeed in completing it.<sup>26</sup> Effective tailoring of the course material combined with dedicated organizational backing and management support, demonstrate pretty conclusively that community partnership brokers can also access the learning.

### Help partners to develop the capacity to partner

It is recommended that resources in an urban poverty programme are applied to helping partner organizations to develop the capacity to be effective partners. Successful partnering takes a range of skills and some of these can be trained, for example skills in negotiation, mediation, facilitation and coaching.<sup>27</sup> Team working is also crucial. Attitudes and behaviours of individuals working in partnership is also needed to be directed towards working collaboratively and in the spirit of partnership.<sup>28</sup>

The Partnering Initiative have developed a Partnering Framework<sup>29</sup> to capture all of the elements where capacity is needed within a partner organization for it to be an effective partner, which is shown in Figure 6. Partnering skills are part of the framework and the partnering culture section refers to the attitudes and behaviours of individuals. The framework also suggest that a partnering strategy supported by appropriate systems and processes are needed by partners.

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<sup>24</sup> Personal communication with the author. It has not been possible to find any reference to this in the public domain, but further information could be made available if required from the team that designed then implemented this training

<sup>25</sup> The author was a trainer alongside Joanna Pyres of The Partnering Initiative.

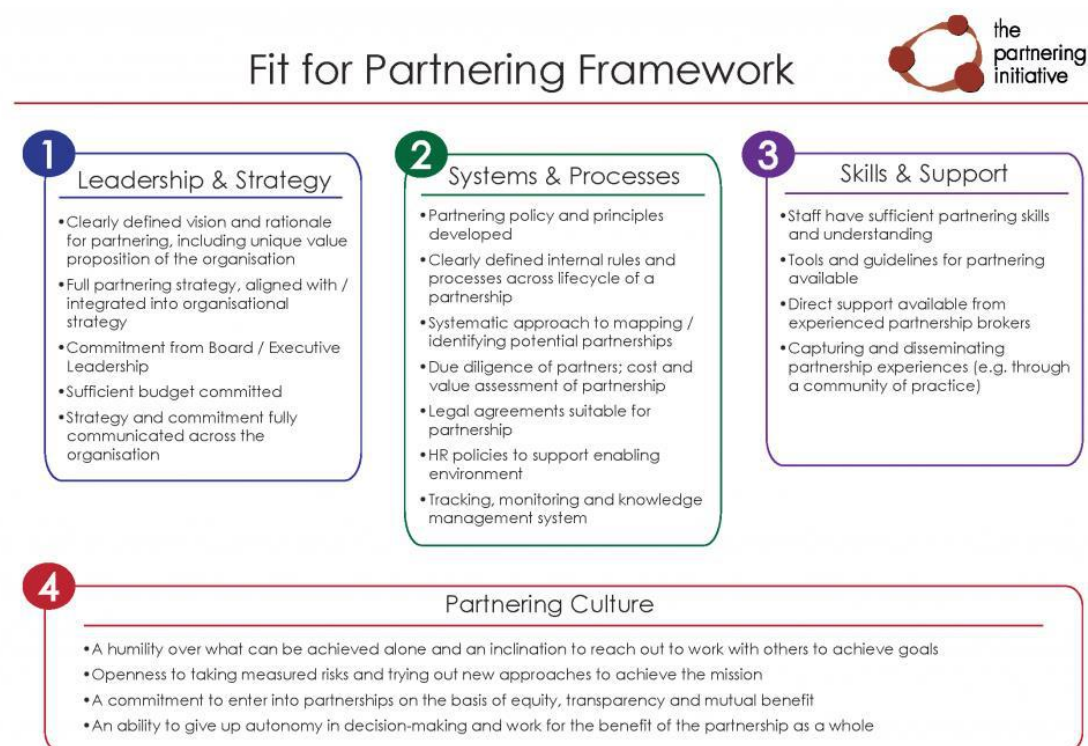
<sup>26</sup> Brokering local collaboration An inquiry into a programme to systematically build partnership brokering as a key staff competence in World Vision's local programmes for sustainable child well-being, 2014  
<http://partnershipbrokers.org/w/wp-content/uploads/2010/08/Brokering-Local-Collaboration-Inquiry-Jan2014.pdf>

<sup>27</sup> The Partnering Toolkit An essential guide to cross-sector partnering, Ros Tennyson 2011  
<http://thepartneringinitiative.org/publications/toolbook-series/the-partnering-toolbook/>

<sup>28</sup> Building competencies for co-creative partnering for local, adaptive development, Vojta 2015  
[http://partnershipbrokers.org/w/journal/building-competencies-for-co-creative-partnering-for-local-adaptive-development/#\\_ftn1](http://partnershipbrokers.org/w/journal/building-competencies-for-co-creative-partnering-for-local-adaptive-development/#_ftn1)

<sup>29</sup> <http://thepartneringinitiative.org/training-and-services/supporting-organizations/fit-for-partnering/>

Figure 6: Partnering Framework



### Strengthen the Federations

The programme that specifically follows UPPR in Bangladesh should continue to support and nurture Federations, as these will be important when partnering with larger organizations such as training providers and scale employers in particular. Federations can also receive the same support as outlined above for other partners.

The most effective P&L that are directed to providing training as part of a system for getting community members into employment have relationships with Town or HQ level (for example SPL, BGMEA, Muslim Aid). While the programme staff will still need to play a brokering role to bring about these collaborations, the community can be best represented as partners at Federation level.

From the Towns visited for this study the impression was received that the readiness of Federations to take on this role was mixed. In Narayanganj, for example, the BRAC EEP manager expressed concern that the Federation structure is not working yet, given that the project will continue after UPPR finishes and the aim is that the relationship owner from the UPPR side will now be the Federation. The EEP manager said that the Federation is ‘not ready’ and also mentioned that the Federation is not inviting EEP to their meetings as an example (see Part II page 18).

The Narayanganj Federation members, however, were adamant that the Federation should have a key role in P&L, both starting new ones and being the focal point for agreements, given that no service provider could have separate agreements with 65 CDCs in the town. They emphasized that, as they all belong to CDCs, they know ‘everything’. The Federation members said that the role of the UPPR Town team has been to know how the system works (or the ‘rules and regulations’ as they put

it). They are convinced that when they have been properly trained they should be able to take on the role currently played by the Town team.

In contrast the Federation in Tangail is unusually strong and well developed, as reflected in the fact that Bijoy signed the MoU with the Federation (see Part II page 3). The Town has a good range of P&L and the CDC, Cluster and Federation leaders were able to provide very good details without prompting. The discussion with them got particularly interesting when we discussed sustainability, and the Federation leaders were very sure that they were ready now to operate without the support of the UPPR Town team.

### Improve the M&E system

It is recommended that a fit for purpose partnership M&E framework be developed for an urban poverty programme when collaboration is part of the approach.

The database of P&L held by the HQ team contains some useful data but also has the following issues:

- there has not been a consistent approach as to which P&L to include in the database, as illustrated by the fact that many P&L are missing from it (see page 25);
- the database has also not been kept up to date systematically and has undercounted beneficiaries (see page 25);
- there have not been clear rules and systems for how to fill in the database. Some towns, for example, fill in a row for each Cluster that is engaged in a P&L where as others combine them together as illustrated in Figure 7;
- spellings of partner names and descriptions of services are also inconsistent, which makes aggregation challenging (Figure 7).

**Figure 7: Extract from the database of Partnerships and Linkages**

Name of Town	Partnership /Linkage (P/L)	Leading Unit (Fed, Cluster Led or Town)	Year of MOU signing or establishing linkages/partnership	Cluster Code	No. of CDCs covered	Name of Partners Organization	Type of organization (use code number)	Name of services given to the beneficiaries	Broader area of services	Type of Organizations
Dhaka North	L	Cluster	2014	1200028C, 120004C, 120022C	30	Marie Stopes Clinics	2	Family planning service	Health Service	NGO
Habigon j	L	Cluster	2012	100001C	5	Meri Stops	2	Pregnancy Test, Medical Ckeckup,	Health Service, Primary Health care	NGO
Habigon j	L	Cluster	2012	100004C	5	Meri Stops	2	Pregnancy Test, Medical Ckeckup,	Health Service, Primary Health care	NGO

Any M&E system for P&L will have to have some kind of database to collect basic information about the P&L. Learning from the UPPR database, this needs to have very clear guidelines as to what data to collect and how to enter it. The following suggestions could be followed:

1. The primary unit should be the number of partnerships that the programme has, where a partnership is defined by the prime relationship between a partner and its main point of contact with the UPPR system in terms of managing the partnership, be that Cluster or Federation. If a partner is undertaking the same activity within this partnership structure in more than one Cluster then this should be counted as 'one' Partnership or Linkage (i.e. in the way that Dhaka North recorded the Linkage with Marie Stopes in Figure 7).



2. If an Excel sheet is used then as many drop down menus with pre-set wording which are clearly defined in guidelines should be used. However if resources allow then a more sophisticated searchable database could be a better option. As a minimum any database should be able to report at a number of different levels, including partnership, cluster, type of service but probably many more;
3. The 'entry criteria' for P&L to be recorded should be defined carefully. Any relationship brokered by UPPR where some form of UPPR additionality can be evidenced should be included, with a record of what this evidence is. Once entered in the database this record should never be deleted, but the status of it can be changed from 'active' to 'inactive' if the partnership is terminated.

The database should be complemented by other tools to assess P&L on an ongoing basis. The qualitative framework used in this report could be used to develop a number of composite indicators that can be used to provide qualitative assessments on a regular basis. A central M&E team would have to coordinate data collection to make sure that these indicators are compiled in a consistent way.

## Conclusions

This report is a review of the way that the Urban Partnerships for Poverty Reduction (UPPR) programme in Bangladesh has supported communities to develop relationships with other projects or organizations. In this section there is a discussion about the conclusions that can be drawn from the report with regard to the main research question, which is the following:

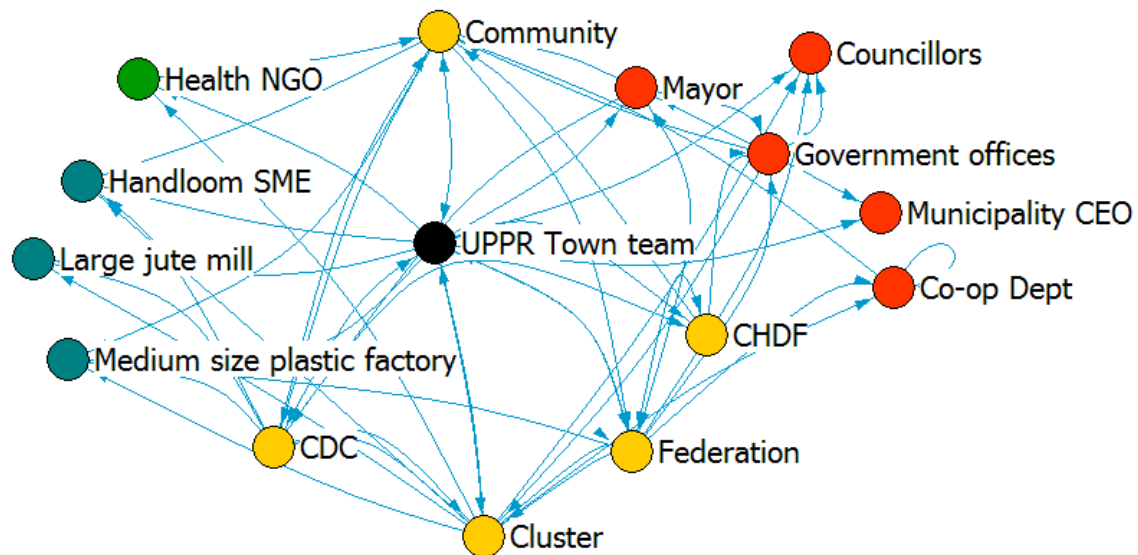
'When developing and implementing Partnerships and Linkages in UPPR, what processes, structures and roles are most likely to maximize the impact and sustainability of these partnerships and linkages beyond UPPR's direct involvement?'

The research methodologies used yielded a rich amount of data which allows firm conclusions and recommendations to be drawn about the use of P&L in urban poverty programmes. The case studies, in particular, as presented in Part II give a good picture of the breadth of P&L and how they came about.

The case study findings emerged from unstructured interviews with stakeholders from P&L including community members, and these findings were verified by one in-depth participatory workshop with community members in Saranganj group. This workshop addressed a challenge in getting a less superficial insight from community members about how they perceive P&L.

Results from the workshop are presented in full in Annex 1, including the network map as presented in Figure 8.

Figure 8: Map of the Saranganj UPPR network



**Key:**

**Yellow nodes = community structure**

**Black nodes = UPPR Town team**

**Red nodes = government/public agents**

**Red node = NGO partner**

This map supports the picture that emerges elsewhere in the report of the UPPR structures being part of a network in each town that includes local government, NGO service providers, and companies. While this map is specific to Saranganj, and represents those specific community member's perceptions, it could equally well be any of the other five towns researched for this report. When thinking about the structures, processes and roles by which P&L are developed and implemented, this understanding of the networked nature of UPPR underpins all of the conclusions that can be drawn.

For example, the conclusion reached that the P&L approach is adaptive and collaborative and accords with recent development thinking is based on the finding that UPPR has facilitated service delivery from a range of providers present in the local network in each town. This is very far from a top down, prescriptive solution in which a provider is 'parachuted in' from elsewhere.

Cross-sector partnerships are a natural way of working when a programme is prepared to take a networked approach to its work, as UPPR has. Working collaboratively with local organizations requires flexibility, give and take, and even opportunism. While it is not true of all of the P&L researched for this report, a significant number of them have many features of very collaborative working and what can be termed 'genuine partnership'.

One of the most important conclusions of the report is that UPPR is playing a broker role. A more traditional way for UPPR to have addressed service delivery would have been for the programme to set up transactional agreements with suitable providers. If this had been the case then the network diagram would probably have looked quite different, with most of lines of communication flowing through UPPR and less direct engagement between the beneficiaries and other organizations. In this case, once UPPR was removed from the picture there would have been weak relationships between

key players which would have made the service delivery unlikely to be sustained. However UPPR's decision to facilitate service delivery and to not itself be an active partner (which recognizes the short-term nature of UPPR) was the one that opened the door to the brokering role that has led to a the potentially high sustainability of many of the services being delivered by partner organizations.

The report also concludes that the partnership broker role being played by UPPR is incomplete. This leads to the recommendation that in future programming this role can be strengthened in a number of ways, such as by training both UPPR staff and also partner organizations. Having a good understanding from the start about how cross-sector partnerships sustain and evolve will be useful to guide how programme systems and processes such as M&E are designed.

The P&L appear to have a number of very significant benefits for both the community and also the partner organizations. They have certainly been a very successful tool for helping many people, but the results that suggest that they have benefited 750,000 people and delivered services of the value of BDT 3,200 m (USD \$41 m) to these beneficiaries do have to be caveated. As noted in the report they are not verified by any in depth sampling or other sources.

What is very clear is the extent to which the P&L system enables partners to avoid the cost and difficulty of reaching the extreme poor and the promising signs of sustainability of some of the P&L. While this assessment is necessarily based on a subjective judgment using the qualitative framework, the conclusions are again underpinned by the strengths of the relationships in the networks that UPPR have brokered.

The overall conclusion, therefore, is that the approach to P&L that UPPR has taken should be extended and strengthened in any future urban poverty programmes. Adopting the role of a broker of cross-sector partnerships, and accessing tools and approaches that are being developed to support this way of working, should lead to even greater and more sustainable impact for communities.

## Annex 1: Community network study workshop

### Background

A participatory workshop was held with a group of 20 CDC, Cluster and Federation Leaders from Sarajganj Town. It was done using Net-Map<sup>30</sup>, a stakeholder mapping tool that has been designed to be fully participatory and is a specialized tool for social development projects. The purpose of the workshop was to:

- Get deeper information about how community members perceive P&L than is possible from un-structured interviews;
- Find out how different actors in a typical Town link to CDCs and Clusters interact each other;
- Investigate the role that UPPR Town teams play from the perspective of the communities;
- Ascertain how empowered the community see themselves as.

### Workshop method and process

The Net-Map tool was used as follows. A large sheet of paper was spread across a table and the group stood around it. The group was then encouraged to shout out the major roles within UPPR and its immediate context, starting with the community, and then moving to CDCs, Clusters and Federation, the UPPR Town team and then the Mayor, Local Councilors and some representative civil servants. A circle was drawn for each of these, and a figurine placed in it to remind the group of the human side to the exercise.



A circle was drawn for each of these, and a figurine placed in it to remind the group of the human side to the exercise.

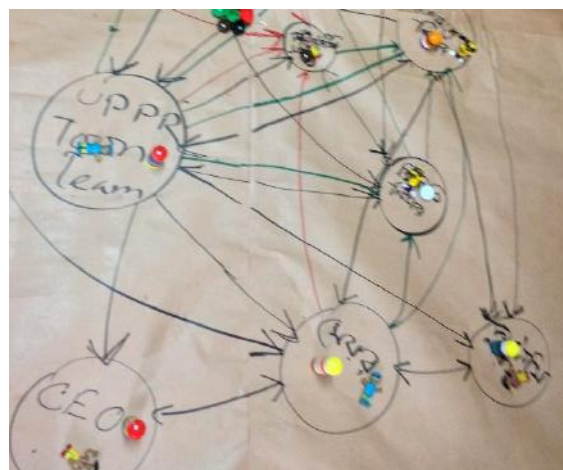
The group was then asked to draw lines between each player, firstly drawing an arrow to show 'who communicates with who'. This started to result in debate and discussion. The next arrow was then 'who provides services to who?' and a third one was added that represented 'who funds/transfer money to who?' This resulted in a network map of UPPR.

The next step was to add a pile of stackable counters to the table. The group was then asked to make a pile of counters alongside each figurine to represent how powerful and influential they are.

The taller

the tower, the more influential. This caused an even richer debate as the group tried to reach consensus.

Once this was complete the way that P&L interact with the UPPR network was explored by adding new organizations representing partners. First, a service NGO was added and the group drew in the arrows for communication, service provision and



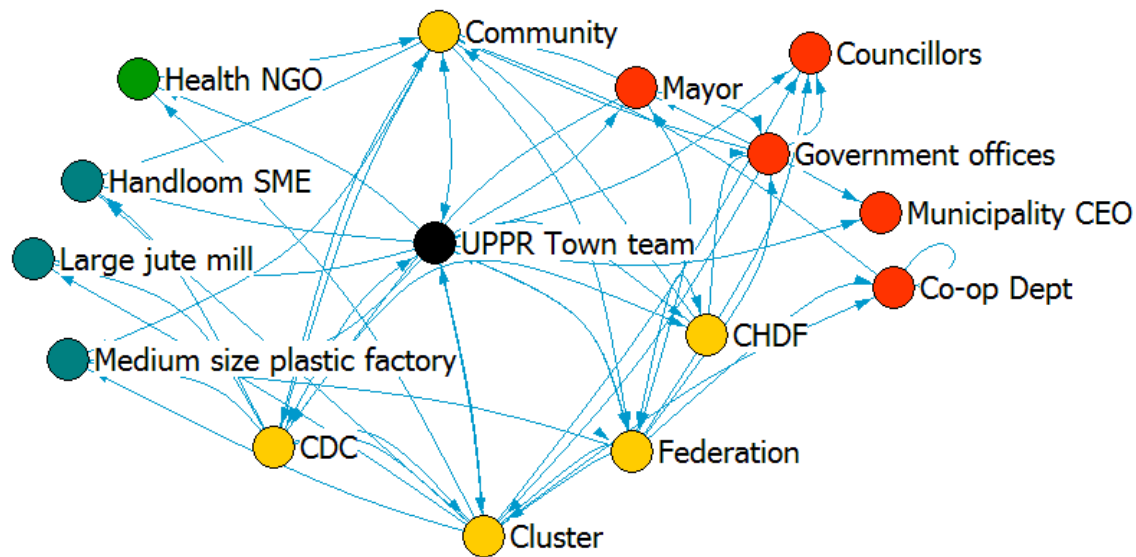
1. <sup>30</sup> See [https://netmap.files.wordpress.com/2008/04/netmap\\_manual.pdf](https://netmap.files.wordpress.com/2008/04/netmap_manual.pdf)

funding. Finally, a company was added, and the group decided to refine into a small, medium and large business as they felt this was more representative of the context in Tongail.

## Results and analysis

The network mapped by the Saranganj group is represented in Figure 9.

**Figure 9: Map of the Saranganj UPPR network**



**Key:**

**Yellow nodes = community structure**

**Black nodes = UPPR Town team**

**Red nodes = government/public agents**

**Red node = NGO partner**

In order to extract lessons from this exercise, the network has been analyzed as follows

**1. How do community member perceive that organizations in the network interact with each other?**

The number and nature of links between community members yields information to help answer this question. Figure XX shows the three types of interaction assigned by community members.

Note that the way that these linkages is presented places the most active participant towards the centre of the map. This shows that UPPR is seen as key player in the network in both communicating with most other network members, which is typical of a broker, and also as a funder, but not as service provider.

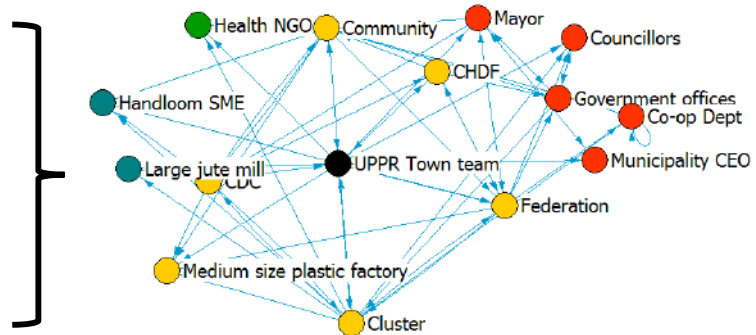
When the group completed the linkages they only added the links to the UPPR Town team after they had identified most of the links between the community, CDC leaders, Cluster leaders and the Mayor, which suggest perhaps that the group understood that the UPPR Town team is not a long term or permanent part of the network. This also supports the idea that the main role of the UPPR team is as a facilitator or broker.

However it was also observed that when the partner NGO was added the group drew in a communication line between the Cluster leaders as their first action, explaining that this had been the first step in the process of developing P&L. The Linkage between the NGO and UPPR was added later as somewhat of an afterthought. This contrasted with how partners explain the process, which starts with a UPPR contact. This implies that the brokering role that the UPPR Town team plays is somewhat 'invisible' to the community.

**Figure 10: Analysis of the links between members of the Saranganj network**

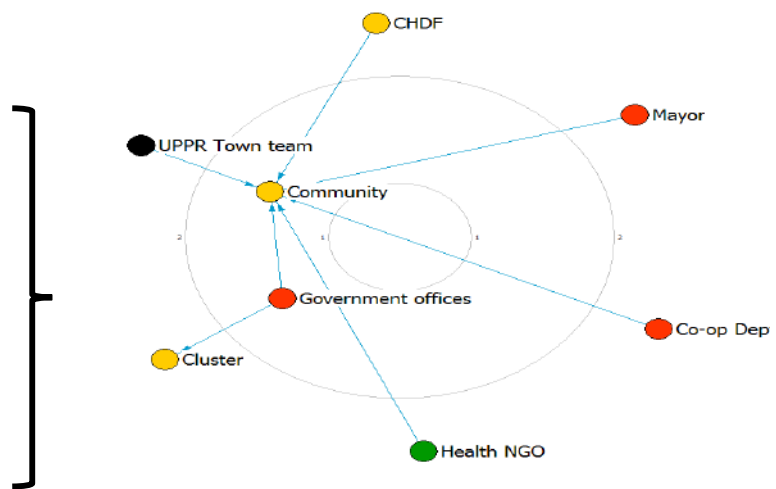
**Who communicates with who?**

There is a lot of communication evident, with UPPR the most communicative, evidence that the community members have noticed this feature which is typical of a broker's role.

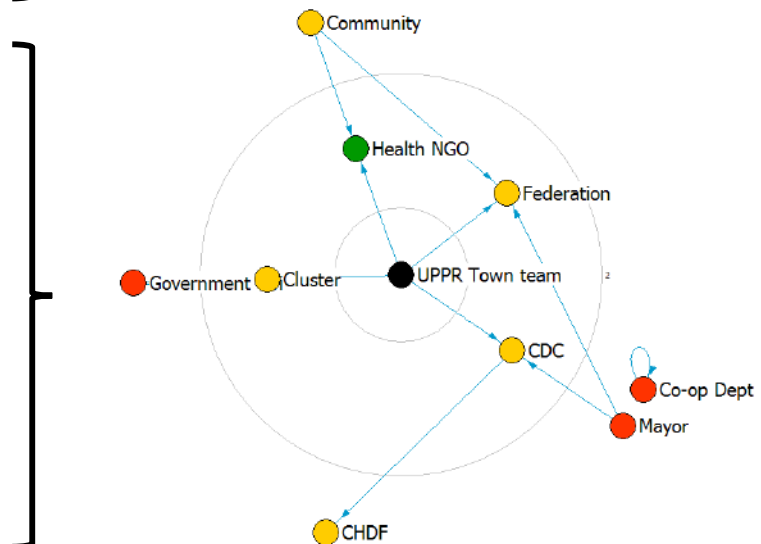


**Who provides services to who?**

There are less players perceived by the community, which is the recipient of all services except those provided by government offices, which are delivered to Cluster level. Note that companies are not yet fully engaged in Saranganj.



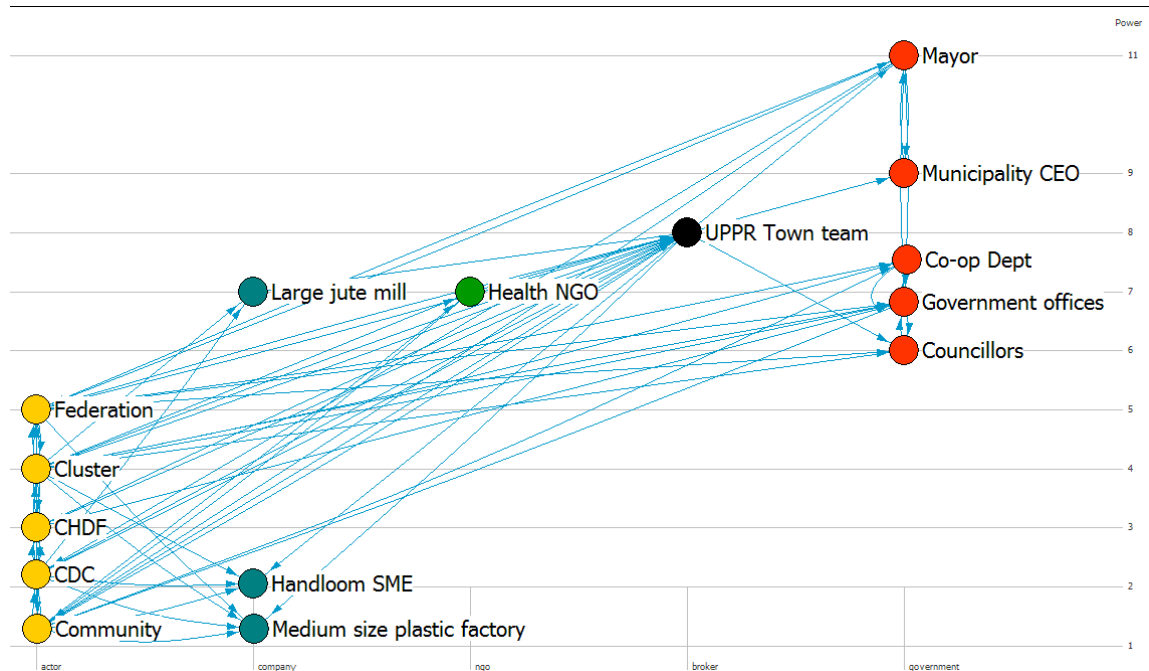
**Who funds who?** Again there are only some members of the network that fund or make payments to others. UPPR's role in funding some activities is recognized by the community. Note that the funding is not seen as going direct to the community. Instead, the fees that community members pay for some services is recognized.



## 2. How powerful or influential do community members see themselves against other players in the network?

The power and/or influence captured by the relative height of stacks of counters was assigned within the network map. The results of this are presented in Figure 11.

*Figure 11: Analysis of the relative power and influence of members of the Saranganj network*



The ordering of the power and authority made by the group appears to be logical. Community members taken as individuals or perhaps households are seen as relatively powerless, but it is recognized that the aggregation of their voice into larger numbers through the CDC, Cluster and Federation structure means that the community as a whole gains in power and influence through these means.

Elected councilors obviously represent a larger number of people and are therefore more powerful, but aside from the Mayor, the elected officials are seen as less powerful than the civil servants in the Municipality and Government departments. The group felt the Co-operative department had power as a result of the range of helpful services they offer that give opportunities for people to learn skills and access income generating opportunities.

The Mayor was consistently seen by everyone in the group as having the most power and influence against any other actor. This probably comes from the Bangladesh political system in which Mayors have a high level of political and executive authority.

Of the partners, the NGO providing services was seen as quite powerful, and among the group this appeared to arise because of the usefulness of the services that they provide, in the same way that the Coop department was valued. For the same reason, the Handloom SME was valued more than the medium size plastic factory, because the handloom industry was seen as more useful to the community in terms of employment and income generation. The large factory was held to be powerful because each factory employs a large number of people.

Finally, the UPPR Town team was felt by the community to be amongst the top three most powerful and influential member of the network. This could perhaps be ascribed to a combination of the central role that UPPR has played in putting the group together, respect to individual team members and their closeness to the Municipal government.

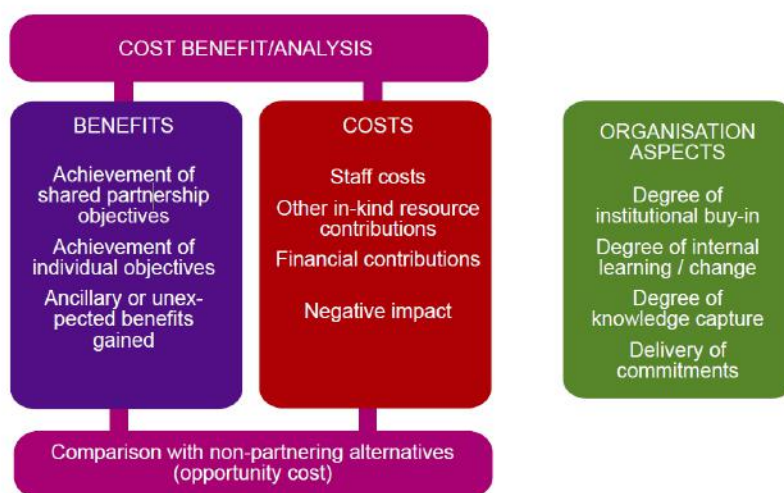


## Annex 2: Qualitative tools and framework

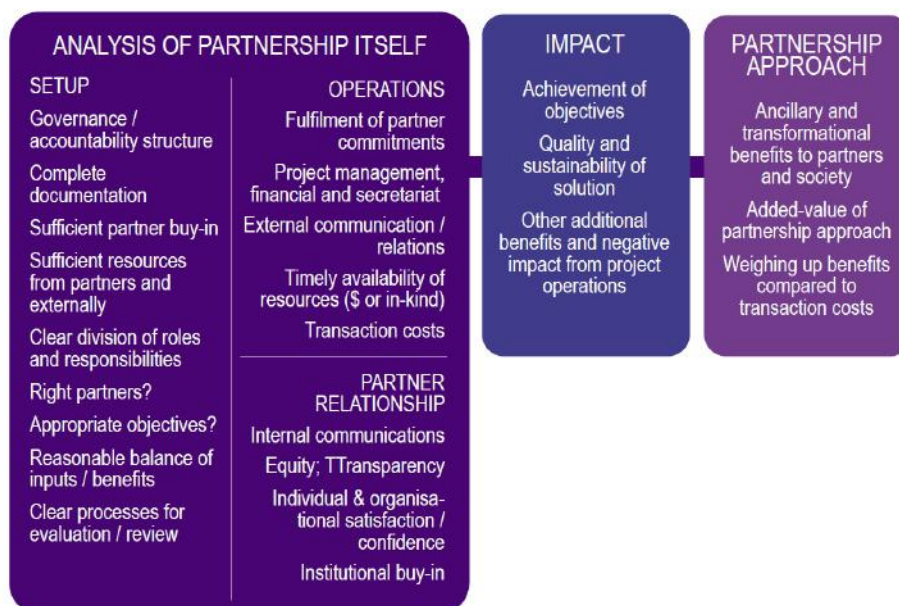
Three frameworks have been integrated to produce the qualitative tools and framework.

The Partnering Initiative (TPI) approach to monitoring and evaluating cross-sector partnerships<sup>31</sup> provides some high level guidance for the qualitative framework design. The following captures the key elements of the approach, which allows analysis of the collaboration first from the perspective of individual partners and then looks at the collaboration processes and performance, both of which are essential to understand:

### By an individual partner



### By the partnership as a whole



<sup>31</sup> The Partnering Initiative internal tool, personal communication with the author.

The first and third set of indicators are derived from a paper called ‘Assessing Partnership Performance: Understanding the Drivers for Success’<sup>32</sup> written by a group working on cross-sector partnerships in the field of water and sanitation. They argue that partnerships can best be assessed according to the extent that they are meeting partner’s needs, which they express in terms of partner drivers that are negotiated into desired targets and resource commitments made by each partner. They suggest that:

*‘If all partners are actively and effectively meeting their resource commitments and contributing to decision-making, the partnership can thereby be deemed as effective as possible. A partnership will by definition not be successful if the drivers for partners to participate are not sufficiently met as this may result in unilateral decisions by one partner to alter its engagement.’*

In simple terms, this can be captured as the extent to which there is an alignment between partners that are bringing resources to a partnership and the extent to which they are getting reciprocal benefits from staying within the partnership. The qualitative framework uses two set of indicators to help assess this, firstly an assessment of ‘who does’ key activities and ‘who pays’ for them, and secondly a framework for capturing the extent to which each partner is benefitting from the collaboration.

The second set of indicators has been developed by drawing indicators from a self-assessment tool that asks a series of detailed questions that allow comparison of a number of key partnership parameters.<sup>33</sup> This is a 6 page table to detailed questions, available from the author on request. The framework derived from this summarises these questions and then uses the answers to place the collaboration in terms of whether the answers reveal features of a transactional or collaborative approach.

Each cases example P&L is assessed against these indicators.

The draft qualitative framework is as follows:

**Section 1: how are different levels of UPPR and partners engaged and what are their roles?**

For each partner in a partnership or linkage:	Who does? (state role in implementation)	Who pays? (state financial contribution, which could be grant, fees or payment for services)	State if partner is neither doing or paying, but has another role (e.g. is consulted) or no role at all
CDC level			
Cluster level			
Federation level			
Town level			
HQ			
Partner 1 (name)			
Partner 2 (other)			
Etc.			

**Section 2: how collaborative are the interactions between partners in the partnership or linkage?**

<sup>32</sup> Assessing Partnership Performance: Understanding the Drivers for Success, Building Partnerships for Development –Water and Sanitation, 2007 <http://www.bpdws.org/>

<sup>33</sup> Developed for the UK Department for Education and Skills, personal communication with the author

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
1. Partners knowing, trusting and valuing each other			
2. Partners respecting each other's agenda and taking account of where this differs			
3. Partners making explicit the shared vision and objectives and each other roles in delivery			
4. Partners working jointly through all stages of P or L development, to delivery and beyond			
5. Partners systematically examining all activities to agree who is best placed to carry them out			
6. Partners sharing information and maintaining good communications			
7. Partners ensuring regular feedback on strategy, plans, delivery and performance			

**Section 3: to what extent are partnerships or linkages meeting the needs of different stakeholders?**

Is each of the following needs being met by the linkage or partnership for:	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
1) The urban poor 2) Partner organization 3) DFID, the donor			
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration			
Meeting the need for benefits that are greater than the costs of collaborating [in DFIDs case this is leverage on funding]			
Meeting the need for an equity and a voice in the governance of the partnership or linkage			

The final part of the framework is a note assessing the strength of evidence for the indicator selected. This is shown by placing one X in the table (for weak evidence) up to 3 XXX (strong evidence). The strength of the overall evidence is then summarized in a note at the foot of the framework.

## Annex 3: Survey of Town staff and sample of partners

During the course of the research it was discovered that the database of P&L held by the central team was incomplete. A full exercise to ask Town teams to add new material to the database was not possible in the time frame of research. A survey based on a random selection of P&L for Town Managers was therefore devised. This was kept as simple and easy as possible, and comprised the three questions supported by templates supplied by the UPPR M&E team.

The three questions were as follows.

Question 1 was to the **UPPR Town Managers**

Q1: please provide a full list of partner organizations that CDCs, Clusters and Federations have had partnerships or linkages with in your town as a result of UPPR's activities. Please don't just include those that are currently on the database held by HQ, and please do include informal linkages as well as more formal linkages and partnerships, as long as you can be reasonably certain that they came about as a result in some way of UPPR. Also, do include partnerships and linkages that have delivered benefits to the community over the life of UPPR even if they are not currently active.

Question 2 and 3 were **for the Town Manager to ask the partner organizations in the list below** (at Town level unless otherwise indicated):

Q2: as a partner of UPPR, please provide your best available information on the number of people who have benefitted from your organization's services as a result of your partnership or linkage with UPPR. This figure should be the number of direct recipients of your services, not a number that includes other household members who may have benefited indirectly. It should include an aggregation of services you may have delivered to more than one CDC or Cluster. If you don't know the exact figure please provide an estimate. If the partnership or linkage is very new or ongoing, please include the number of direct beneficiaries that you expect from your current programme of work.

Q3: please provide an estimate of the value of the service delivered per beneficiary. This may not be the same as any contribution that UPPR may have made to the cost, because that may not be the true value of the service. This figure may be the actual cost of delivering the service per person, or it may be the figure that you charge private individuals for the same service.

The following list was produced from the database held by the central UPPR team.

Barisal	L	Cluster	2011	Urban Primary Health Care Services Delivery Project (UPHCSDP)
Bogra	L	Town	2012	Upazila Livestock office, Bogra
Bogra	L	Federation	2015	Youth Development Department Bogra
Bogra	L	Town	Direct	District Election returning office, Bogra
Chittagong	P	Town	2013	Muslim Aid
Dhaka North	L	Cluster	2012	brac
Dhaka North	L	Cluster	2013	Plan Bangladesh
Dhaka North	L	Cluster	2014	Marie Stopes Clinics

Dhaka North	L	Cluster	2014	Department of Women and Child affairs, Dhaka
Dhaka North	L	Cluster	2013	DSK
Dhaka North	P	Town	2014	Griha Shukhan
Dinajpur	L	Town	2011	FPAB, Dinajpur
Habigonj	P	Cluster	2012	SHIMANTIK, Ma-Moni
Khulna	L	Town	2014	MSSUS
Khulna	P	Town	2014	Ahona Fachian & Training Centre
Kushtia	L	Cluster	2013	Social Welfare Department, Kushtia
Kushtia	P	Town	2013	Shilpi Tailoring Training Center, Kushtia.
Rangpur	L	Cluster	2012	SEED
Rangpur	L	Cluster	2014	SHABA
Rangpur	L	Cluster	2012	OBAT,Rangpur
Rangpur	L	Town	2012	UCEP,Rangpur
Savar	L	Cluster	2014	Quantum Foundation
Sirajgonj	L	Town	2014	Manob Mukti Shangsha (MMS)
Tangail	P	Federatio n	2015	Choya Electronics , Sarutia Purbo Para, Tangail

The method for producing the list was as follows:

1. The database supplied to the Consultant was simplified such that within each Town each partner organization was only represented on one row. This was important because data had been entered inconsistently such that in some Town if a partner organisation had been collaborating with a number of Clusters in the same Partnership or Linkage they appeared on a separate row for each Cluster. In other Towns this was not the case. Furthermore, in some Towns there was also a separate row for each type of service delivered in that Partnership or Linkage.
2. Each row in the simplified database was then assigned a random number from 1 to 10 using the Excel RAND function. The rows were then re-ordered on the basis of this number and all rows with the number 1 were assigned to the sample group.

## Annex 4: Meeting schedules

### URBAN PARTNERSHIPS FOR POVERTY REDUCTION (UPPR)

#### INTERNATIONAL CONSULTANT'S MEETING AND FIELD MISSION FOR CONDUCTING THE OUTCOME STUDY FOR PARTNERSHIP AND LINKAGES

##### DRAFT Field visit programme for 21-25 June'2015

Date	Time	Activities	Venue/ Place	Participants/Focal person
21/06/2015	0930-1100	Briefing meeting	UPPR Project HQ Level-8, RDEC-LGED Building Agargaon, Dhaka	Jens, Kabir, Koushik & Quyum
	1100-1200	Introduction with NPD, DPD, IPM,OM, M&E Con	UPPR Project HQ Level-8, RDEC-LGED Building Agargaon, Dhaka	NPD, DPD, IPM, and NPC, Jens
	1200-1300	Introduction to ACD, Specialist of Poverty Cluster and other units of UNDP	UNDP, IDB Building, Agargaon, Dhaka	Ashek, Palas & others from Poverty Cluster and UNDP
	1400-1445	Briefing meeting	UPPR Project HQ Level-8, RDEC-LGED Building Agargaon, Dhaka	Jens, Kabir, Koushik & Quyum
	1445-1530	Sharing and comments on inception report	Do	Jens, Azahar, Kabir, Koushik & Quyum
		Review/updating the inception report		Consultants own work
22/6/2015	0800-0900	Travel from HQ-Tongi		Kabir/Koushik, Quyum
	0900-1200	Field visit <ul style="list-style-type: none"> <li>Meeting with a FED/CDC/Cluster members</li> <li>Meeting with service receivers (beneficiaries)</li> </ul>	11 no. jui cdc cluster-Tongi  9 no.Gopal cdc cluster-Tongi	CDC/Cluster members Kabir/Koushik, Quyum &, Nazrul/Zaheed
	1200-1500	Field visit Visit partners office (Bangladesh Mohila Perished, BGMEA, MarieStope, Skills & Productivity Ltd.)	Bangladesh Mohila Perished - Tongi BGMEA- Tongi/ Dhaka, MarieStope- Tongi	Partner representatives Kabir/Koushik, Quyum & TM/SEE

Date	Time	Activities	Venue/ Place	Participants/Focal person	Comments /remarks
23/6/2015	0800-0830	Travel from HQ-Dhaka North		Kabir ,Koushik / Quyum	
	0830-1300	Field visit <ul style="list-style-type: none"> <li>Meeting with a CDC/Cluster members</li> <li>Meeting with service receivers ( beneficiaries)</li> </ul>	Vasantek	FED/CDC/Cluster members Kabir, Quyum and TM/SEA	
	1300-1500	Field visit <ul style="list-style-type: none"> <li>Visit partners office (Water and Life, BRAC and Skills &amp; Productivity Ltd.)</li> </ul>	Vasantek, Partners office	Kabir, Quyum and TM/SEA	
24/6/2015	0800-0900	Travel from HQ-Narayanganj		Koushik / Quyum	
	0900-1300	Field visit <ul style="list-style-type: none"> <li>Meeting and discussion with a FED/CDC/Cluster members</li> <li>Meeting with service receivers ( beneficiaries)</li> </ul>	Buriganga and Sitolata Cluster- Narayanganj	FED/CDC/Cluster members and beneficiaries Koushik / Quyum and TM/SEA	
	1300-1500	Field visit <ul style="list-style-type: none"> <li>Visit partners office (Smiling Sun, Social Welfare, Urban Primary Health Care Project- city),</li> </ul>	Buriganga and Sitolata Cluster- Narayanganj/ UPPR Office	Koushik / Quyum and TM/SEA	
25/6/2015	1000-1300	Meeting with Specific Person as needed (Like Ashek, NPC, Jens, Koushik, Kabir if there arise any issue to discuss)	UPPR, HQ		
		Finding sharing meeting and discussion	UPPR, HQ meeting room	NPD, DPD, IPM, NPC ,Kabir ,Koushik & Quyum	

## URBAN PARTNERSHIPS FOR POVERTY REDUCTION (UPPR)

### INTERNATIONAL CONSULTANT'S MEETING AND FIELD MISSION FOR CONDUCTING THE OUTCOME STUDY FOR PARTNERSHIP AND LINKAGEDRAFT Field visit programme for 12-16 July '2015

Date	Time	Activities	Venue/ Place	Participants/Focal person
12/07/2015	07:00-0900	Travel to Chittagong		Kabir, Koushik/Quyum, Tom
	0900-0930	Introduction with Town team	UPPR, Chittagong Office	TM,SEE and other staffs
	0930-1200	Field visit <ul style="list-style-type: none"> <li>• Meeting with a FED/CDC/Cluster members</li> <li>• Meeting with service receivers ( beneficiaries)</li> </ul>	Pashchim Solosohar	CDC/Cluster members Tom, Kabir, Koushik/Quyum &, TM/SEE
	1200-1500	Field visit Visit partners office (Muslim Aid, Diabetics centre, World vision, MarieStope, CMP institute)	Chittagong base Office	Partner representatives Tom, Kabir, Koushik/Quyum & TM/SEE
	1500-1800	Travel to Dhaka HQ		Kabir, Koushik / Quyum, Tom
13/7/2015	0900-1030	Short feedback meeting with UPPR team	UPPR, Meeting Room	NPD, DPD, Tom, UPPR Team, Jens
	1100-1400	Travel from HQ-Tangail UPPR Office		Koushik/Quyum, Tom
	1430-1530	Field visit <ul style="list-style-type: none"> <li>• Visit partners office (BGS,JOY Clinic, Shachaton Handy Crafts, EASHEN Textile)</li> </ul>	Tangail town level office	Tom, Koushik/Quyum and TM/SEA
14/7/2015	0800-0930	Field visit <ul style="list-style-type: none"> <li>• Meeting with a CDC/Cluster members</li> <li>• Meeting with service receivers ( beneficiaries)</li> </ul>	Meghan/Padma CDC cluster	FED/CDC/Cluster members Tom, Koushik/Quyum and TM/SEA
	0930-1130	Travel from Tangail –Sirajgonj UPPR		Kabir, Koushik/Quyum
	1130-1300	Field visit <ul style="list-style-type: none"> <li>• Meeting and discussion with a FED/CDC/Cluster members</li> <li>• Meeting with service receivers (beneficiaries)</li> </ul>	Surma /Karnofhuli CDC cluster	FED/CDC/Cluster members and beneficiaries Kabir, Koushik/Quyum and TM/SEA
	1330-1500	Field visit <ul style="list-style-type: none"> <li>• Visit partners office –NGO/Private sector/Govt. department etc.)</li> </ul>	Town level office	Kabir, Koushik/Quyum and TM/SEA
15/6/2015	1000-1200	Workshop with CDC, cluster and Federation members for network study	Sirajgonj UPPR Office	Kabir, Koushik/Quyum and TM/SEA
	1300-1600	Travel from Sirajgonj – Dhaka HQ		Kabir, Koushik/Quyum, Tom



# ASSESSMENT OF UPPR'S PARTNERSHIPS AND LINKAGE STRATEGY

## Part II: Case examples

Tom Harrison, 19<sup>th</sup> August 2015

# Assessment of UPPR’s Partnerships and Linkage strategy Part II – case examples

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# Bijoy Switches, Tangail

## Meeting information

Met with the owner of Bijoy Switches at his premises on 13<sup>th</sup> July 201

## UPPR data

Name of Town		Unit	Year	Cluster	CDC	Name	Service	Area	Type	Beneficiaries
Tangail	P	Federati on	2015	220001 F	4	Binoy Switch Factory, Kachua Danga, Tangail	Electric Switch Making	skill training to the youth	Private Sect.	15

- Note that the number trained is now 30 and soon to be 45
- The description is not that helpful as this is about employment

## Background

The owner worked from the age of 12 in various industries including making electrical switches and other plastic fittings for household use. After 13 years as an employee he took a loan and set up his own small business, which is now growing. It is on a small plot with 5-6 simple structures, and a range of machines that allows them to mold the plastic casings and mill the metal parts.

## Who does and who pays

Who does?	Who pays?
Bijoy trains and employees community members	UPPR pays for training and Bijoy then pays wages
UPPR (Federation) signed an MOU	
CDC Leaders find the employees	

## Collaborative features

Quote:

*'We are the catalyst'* –UPPR Town Manager, Tangail

The owner approached the local CDC Leader and said that he was looking for employees. He offered to train them as they were completely unskilled.

He has an MoU with the Federation. He received 75,000 Bd Tk from UPPR for training 15 people, and is about to train another tranche.

His main contact is with the Federation leader

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative

1.	Partners knowing, trusting and valuing each other			XXX
2.	Partners respecting each other's agenda and taking account of where this differs		X	
3.	Partners making explicit the shared vision and objectives and each other roles in delivery			XX
4.	Partners working jointly through all stages of P or L development, to delivery and beyond		X	
5.	Partners systematically examining all activities to agree who is best placed to carry them out		X	
6.	Partners sharing information and maintaining good communications			XX
7.	Partners ensuring regular feedback on strategy, plans, delivery and performance			X

**Assessment:** generally very collaborative features

**Strength of evidence:** some evidence but weak on process indicators

## Needs being met

30 employees, mostly women, have now been trained and work in the business.

The owner says that he was too busy to go and look for employees so he got the benefit of the CDC identifying suitable local people. He is keen to keep growing the business.

It costs him around Bd Tk 5,000 to train them over 3 months. He says his wages are not high, but he takes care to treat them well (2,300-5,000 per week, depending on experience) and is very flexible about when he pays them so that they can respond to need for money as it arises.

The employees said that they like working for Bijoy because it is very local and they have no travel costs. It is a safe environment and the owner is a very good man. They are very happy to work there.

The UPPR Town Manager reflected that this is a very low cost engagement for UPPR compared to (say) CARE or SPL where the overhead costs they have to pay are very high.

Is each of the following needs being met by the linkage or partnership for:	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
1) The urban poor 2) Partner organisation 3) DFID, the donor			
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XXX all stakeholders		
Meeting the need for benefits that are greater can the costs of collaborating [in DFIDs case this is leverage on funding]	XXX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XX all stakeholders		

**Assessment:** meeting the needs of key stakeholders well

**Strength of evidence:** good evidence from partner and beneficiaries

## Indications of sustainability

The collaboration is meeting the needs of partners very well and will bring ongoing benefits to those employed. The issue preventing further replication in the future could be (1) Bijoy ability to keep

growing, and (2) lack of alignment between who does and who pays, as UPPR is contributing to training costs. This is very innovative and an interesting model for the future however.

## Other comments and observations

The Federation in Tangail is unusually strong and well developed, as reflected in the fact that Bijoy signed the MoU with the Federation.

The Town has a good range of P&L and the CDC, Cluster and Federation leaders were able to provide very good details without prompting. The discussion with them got particularly interesting when we discussed sustainability. What they said was that:

- They will continue without UPPR. An extension would be useful but they are confident that they can run without UPPR;
- They have a high level of commitment and motivation. They believe that the government depends on the CDC and Cluster structures;
- They have close working relationships with a number of NGOs and give regular input at meetings, which are very consultative in nature;
- They participate in meetings with the Society for Social Security – a national NGO - about how to improve their education service;
- The Federation leaders attend meetings with the District Commissioner and the Department for Women and Child Affairs on behalf of the CDC and Cluster leaders;
- They are consulted by the Town Coordination Committee and Cluster leaders attend their planning meetings;
- They intervene in family disputes and help women to get compensation.

Quote:

*'We know how to prepare the net - now we can catch the fish'* – Federation Chair, Tangail

# Bangla-German Sampreeti (BGS), Tangail

## Meeting information

A visit was made to BGS on 13<sup>th</sup> July 2015 and the CE was interviewed.

## UPPR data

Not on the database.

## Background

BGS is a skills training organization offering a range of vocational and practical training such as electrical engineering, motor mechanics, mending home appliances and garments. It was set up with German donor money in 1994.

Trainees come from across Bangladesh and they are either funded by donors (4-6 month courses) or fund themselves (short courses). The arrangement with UPPR was 60 poor participants in 4 trades, and the courses were tailored to their needs, and also very short.

## Who does and who pays

Who does?	Who pays?
BGS provides training	UPPR paid but in effect BGS had to cover 80% of the cost
UPPR arranged the MOU	
Community members received free training	

## Collaborative features

The BGS CE said that it was 'interesting' working with UPPR. He stressed that if they worked together again that selection would have to be improved. He was frustrated that some trainees were really interested in further education and not in vocational skills. He would prefer school drop-outs next time. BGS were not involved in selection and did not agree criteria with UPPR. There was some telephone and face-to-face meetings with CDC Leaders, and they visited the site.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
8. Partners knowing, trusting and valuing each other	X		
9. Partners respecting each other's agenda and taking account of where this differs		X	
10. Partners making explicit the shared vision and objectives and each other roles in delivery	X		
11. Partners working jointly through all stages of P or L development, to delivery and beyond	X		
12. Partners systematically examining all activities to agree who is best placed to carry them out		X	
13. Partners sharing information and maintaining good communications	X		
14. Partners ensuring regular feedback on strategy, plans, delivery and performance		X	

**Assessment:** Mostly transitional with a few collaborative features

**Strength of evidence:** some evidence but weak on process indicators

## Needs being met

Most trainees from Tangail do not want to leave the town, so set up their own businesses. Only the electrical engineers get bussed to Dhaka where they find work. 10-12 of the 60 UPPR funded participants got jobs, the rest went into local markets and set up on their own. The skills that the community selected were mobile phone repairing, household electricians, radio/TC repair and plumbing.

The CE made the point that other trainees on short course borrow from their family or mortgage pieces of land in order to pay their fees, but would not be drawn as to whether this made the UPPR funded trainees not value the training as much.

What he did say was that the amount paid by UPPR (4,000 Bd Tk – or 2,000 per trainee per month, plus a 2,000 stipend for the students) was way below training cost, which is closer to 10,000 Bd Tk per month. BGS saw funding gap as this as their ‘contribution’. There were no benefits to BGS as they have a waiting list.

Is each of the following needs being met by the linkage or partnership for: 4) The urban poor 5) Partner organisation 6) DFID, the donor	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	X urban poor	X urban poor	X partner
Meeting the need for benefits that are greater than the costs of collaborating [in DFIDs case this is leverage on funding]	X urban poor		X partner
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)		X urban poor, partner	

**Assessment:** not meeting the needs of key stakeholders well

**Strength of evidence:** some evidence from partner but none from community

## Indications of sustainability

This was a one-time collaboration which looks unlikely to be repeated. The main reason is that this is a financial loss for the training provider so can only be done on a limited basis through goodwill. It is not clear whether the community actually benefited that much through lack of clear selection criteria, and there is a lack of alignment between who does and how pays, as well as no benefit from the collaboration for the partner.

# Marie Stopes, Chittagong

## Meeting information

A meeting was held at the Marie Stopes clinic in Chittagong on 12<sup>th</sup> July 2015. The clinic manager was interviewed.

## UPPR data

This linkage is not on the database.

## Background

There is a Town level MoU with Marie Stopes. The manager said that this came about because both Marie Stopes and UPPR are field organisations working across Bangladesh. Marie Stopes helped UPPR by providing health services to community members, which UPPR was not able to do alone.

Marie Stopes has 10 clinics in the city. 3 are referral centres and one specializes in maternity, the rest are satellite clinics, which open for one day each in 36 locations.

## Who does and who pays

Who does?	Who pays?
Marie Stopes provides subsidized health services at high quality	Marie Stopes
UPPR negotiated MoU	
CDC Leaders meet with Marie Stopes staff to discuss and resolve problems	
Community members pay a small fee for services	Community members

## Collaborative features

An interesting feature of this health service is that is itself an unusual public-private partnership between the City Corporation and Marie Stopes. Having been a private clinic that was then closed for 7 years, it now has 24 staff from Marie Stopes and 34 employed by the City Corporation.

There are reported to be regular meetings between CDC and Cluster leaders and Marie Stopes. Leaders said that the Marie Stopes staff always try to help them with problems.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
15. Partners knowing, trusting and valuing each other			XX
16. Partners respecting each other's agenda and taking account of where this differs			XX
17. Partners making explicit the shared vision and objectives and each other roles in delivery			X
18. Partners working jointly through all stages of P or L development, to delivery and beyond			X
19. Partners systematically examining all activities to agree who is best placed to carry them out			X
20. Partners sharing information and maintaining good communications			X



21. Partners ensuring regular feedback on strategy, plans, delivery and performance		X	
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**Assessment:** generally very collaborative

**Strength of evidence:** some evidence but rather weak

## Needs being met

Quote:

*'UPPR is a bridge to meet extreme-poor people'* – Clinic manager, Marie Stopes Chittagong

Working with UPPR helps Marie Stopes to identify beneficiaries. The MoU has no financial component, but the patients form the UPPS system identified as extreme poor get services at a reduced price. This is 800 Bd Tk as against 1,800 for other patients. This has not made any appreciable difference to attendance of its financial performance according to the manager, which is driven by cross-subsidy from better off patients, but it helps Marie Stope to meet its targets of extreme poor service recipients.

A Cluster and Federation Leader also joined this meeting. They said that thus was a very high quality service and that they felt honoured to be able to visit there. It is a service that is much needed in the area.

Is each of the following needs being met by the linkage or partnership for:	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
7) The urban poor 8) Partner organisation 9) DFID, the donor			
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XX all stakeholders		
Meeting the need for benefits that are greater can the costs of collaborating [in DFIDs case this is leverage on funding]	XX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XX partner	X urban poor	

**Assessment:** meeting the needs of key stakeholders well

**Strength of evidence:** good evidence

## Indications of sustainability

At the meeting attended by the clinic manager and Federation Chair it was said that the collaboration 'will continue because we know each other.'

As there is a good alignment between who does and who pays and the relationship is collaborative, plus all partners are having their needs met, this collaboration would indeed appear to have a very good chance of being sustainable.

# Dutch Bangla Bank and Robi, Chittagong

## Meeting information

Meeting with representatives of Dutch Bangla Bank and Robi mobile phone company, Chittagong, on 12th July 2015.

## UPPR data

Not in database. It is described by the Town Team as a new linkage.

## Background

UPPR is working with these two companies in order to reduce the transaction costs and practical difficulties of making small payments to many people, For example when making payments to apprentices for their living allowance, UPPR can no pay using mobile money transfers to their mobile phones.

## Who does and who pays

Who does?	Who pays?
Robi provides free sim cards to beneficiaries	Robi
Dutch Bangla Bank: - Opens mobile accounts for beneficiaries - Also offer other benefits such as free life insurance to people who use the account regularly	Dutch Bangla Bank
UPPR pays allowance using this mechanism	UPPR
Community members have to provide a mobile phone	Community members

## Collaborative features

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
22. Partners knowing, trusting and valuing each other		x	
23. Partners respecting each other's agenda and taking account of where this differs	X		
24. Partners making explicit the shared vision and objectives and each other roles in delivery	X		
25. Partners working jointly through all stages of P or L development, to delivery and beyond	X		
26. Partners systematically examining all activities to agree who is best placed to carry them out		X	
27. Partners sharing information and maintaining good communications		X	
28. Partners ensuring regular feedback on strategy, plans, delivery and performance		X	

**Assessment:** mainly transactional but some collaborative features

**Strength of evidence:** generally weak evidence

## Needs being met

Dutch Bangla Bank have provided 446 mobile accounts. This is a bank account that offers all of the usual benefits of retail banking such as transfers and deposits. For the Bank, this is a useful way of encouraging entry-level customers to start using their services. For beneficiaries the big benefit is that alongside the mobile banking services they can also get cash out of ATMs with no charge, just by putting in their mobile account details. The Bank has the largest number of cashpoints in Bangladesh.

Robi, the mobile telephony market leader in Chittagong, have provided 890 free sims. They see this as part of their vision for the company to 'help people to help themselves' to escape from poverty. They see this as being part of the CSR activities as this is a subsidy worth 190 BD Taka per sim.

Is each of the following needs being met by the linkage or partnership for:	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
10) The urban poor 11) Partner organisation 12) DFID, the donor			
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	X all stakeholders		
Meeting the need for benefits that are greater than the costs of collaborating [in DFIDs case this is leverage on funding]	XX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XX partner		X urban poor

**Assessment:** meeting the needs of key stakeholders well

**Strength of evidence:** some evidence from partner but no evidence available from other stakeholders

## Indications of sustainability

This is a very transactional collaboration that only really engages the community as beneficiaries. It is very innovative, but unlikely to be sustained beyond the UPPR programme, as it appears to exist only to make the payment of allowance easier. There is no evidence that this is a partnership when CDC or Cluster Leaders have any role in governance, so has some features of something that is 'being done to' the poor rather than genuine partnership involving them.

## Other comments and observations - Chittagong

The Chittagong programme is large and involves a lot of partners. Quite a number of these are not on the database. The innovation to simplify money transfer makes sense in the light of the size of the programme and the complexity of making many small payments.

It was interesting that in a meeting with CDC and Cluster Leaders from one cluster (010002C) there was a high recognition of P&L that are not active in this cluster (recognition of 10 P&L but only 5 active) but this could in part have been because the Federation Chairperson was also in the meeting.

The most helpful P&L were felt by the group to be:

- UPPR itself (perhaps a misunderstanding of the question);

- BRAC (health services in database but the benefits also mentioned by the group was education and skills training in addition to maternal health services);
- PSTC (health services in database but the benefit mentioned by the group was improved latrines with male/female segregation)
- World Vision (education);
- UCEP (education for children).

It is interesting again that the only linkages in the database mentioned for this cluster is that with PSTC.

Another source of confusion is that the group as a whole could not think of any P&L that provide skill training or job placement, but then 4 individuals in the room could state that they or a family member had been trained and some of them had jobs.

A meeting on training was held with a Muslim Aid training centre that trained garment skills. This was noteworthy only in that the facility was far better equipped than the centres seen in Dhaka, with one very up to date machine per trainee. The relationship with UPPR appeared very top –down with no real community engagement. Muslim Aid and ILO also fund the training generously. The impression given was that this Partnership is merely a convenient way for them to access trainees from the extreme poor, and functions well without the need for a genuine partnership.

# Two government partners: Urban Primary Health Care Project and the Social Welfare Department, Narayanganj

## Meeting information

Short meetings took place with two government agencies that UPPR is collaborating with in Narayanganj on 24<sup>th</sup> June. Meetings took place with a Doctor in the City Corporation health department about the Urban Primary Health Care Project and a Social Welfare Officer from the Social Welfare Department.

## UPPR data

Name of Town		Unit	Year	Cluster	CDC	Name	Service	Area	Type	Beneficiaries
Narayanganj	L	Cluster	2014	110001C, 110002C, 110003C, 110004C	65	Urban Primary Health Care Project	Family Planning and health service for pregnant mother and child	Health Service	Govt .	292
Narayanganj	L	Town	2014	110001C, 110002C, 110003C, 110004C	65	Social Welfare	Disable Allowance	Disable Service	Govt .	67

- It is of interest that one is said to be Cluster level and the other Town. The mechanism by which they both work suggests that they are both one or the other as there are no differences apparent
- The descriptions are accurate and helpful
- The number of beneficiaries of the disabled allowance was said to be 139 so the database is under-counting

## Background

The Urban Primary Health Care Project is affected by the small size and weakness of the team despite GIZ also being a partner. There are 3 primary health centres with 16 field staff, and a maternity centre with 21 staff.

The Social Welfare department has a programme to provide a social safety net to extreme-poor, minorities and students that meet their criteria for a disabled persons allowance or old age allowance.

The decisions on who should receive these allowances are made by a committee including local councilors.

## Who does and who pays

Who does?	Who pays?
Government department has a programme to meet a need among its citizens	A Government budget (either direct or with donor assistance)
UPPR introduces the department to its CDC and Cluster Leaders and coordinates where necessary	
CDCs and members: -works as volunteers to help impellent activities -make the department aware of where there is need -helps to make decisions as to who needs help	

## Collaborative features

<p>Quotes:</p> <p><i>'The network is the important thing at the field level'</i> – Doctor in the City Corporation health department</p> <p><i>'UPPR is the best programme in the City Corporation'</i> - Doctor in the City Corporation health department</p>
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UPPR helps the Primary Health Project to deliver services at household level. The CDC volunteers provide a very significant additional field force for the project. Project staff pass information to them and the CDC then mobilises the mothers and children who need help. As an example, on national immunization day ordinary CDC members provide a volunteer army to help he department.

The Doctor describes the very strong bond between the UPPR structures and the department that is helping the address a 'crisis' caused by the lack of health workers. The department can go direct to CDC leaders as they have a database of leaders with their phone numbers that UPPR has provided. It is also possible that the department may contact the UPPR Town team first. They are in the same building which may help communications too.

However, a more negative point was noted that there may be an over-dependence on UPPR Town staff to coordinate all of the people in their network.

Social Welfare department is making good use of UPPR's network to provide information about people who may qualify for their allowances. A list is prepared by primary groups, CDCs and at Cluster level, and this is given to a councilor who is both part of UPPR's structure and also on the committee. It is significant that UPPR Town staff are not on this committee, which would not be appropriate as a temporary player.

The Social Welfare team checks that all the people on the list are genuine, and the committee then considers the list, including a meeting with community representatives,

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
29. Partners knowing, trusting and valuing each other		X (welfare)	xx(primary health)
30. Partners respecting each other's agenda and taking account of where this differs	x		

31. Partners making explicit the shared vision and objectives and each other roles in delivery		X	xx(primary health)
32. Partners working jointly through all stages of P or L development, to delivery and beyond		X	
33. Partners systematically examining all activities to agree who is best placed to carry them out	x		
34. Partners sharing information and maintaining good communications			x
35. Partners ensuring regular feedback on strategy, plans, delivery and performance	x		

**Assessment:** the linkage with Social Welfare has some collaborative features but is also somewhat transactional in nature. The linkage with Primary Health has more features of being collaborative but is somewhat mixed

**Strength of evidence:** generally weak evidence, but some good evidence of very collaborative features for Primary Health

## Needs being met

On example of how the Primary Health project is helped by the linkage to UPPR happened after a diarrhea outbreak. It was possible to go door-to-door with the help of the CDC Leaders. Another example was a collaboration on a nutrition programme to give folic acid to pregnant women. The link to UPPR gave the necessary scale and reach to do this effectively.

Allowances are paid to selected individuals via their bank account (they have to open one). It is received quarterly, and the amounts are:

- 3,622 for old people receive BDT 400 per month;
- 67 disabled people from CDCs (out of 139 total) receive BDT 500 per month.

The involvement of UPPR is reported to have made the whole system much more efficient and accurate in terms of who benefits. Involving the councilor who is common to both UPPR and the committee has very much helped this.

Is each of the following needs being met by the linkage or partnership for: 13) The urban poor 14) Partner organisation 15) DFID, the donor	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	X all stakeholders		
Meeting the need for benefits that are greater can the costs of collaborating [in DFIDs case this is leverage on funding]	XX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)		XX urban poor	

**Assessment:** meeting the needs of key stakeholders generally well

**Strength of evidence:** good evidence from partner but no evidence available from other stakeholders

## Indications of sustainability

These linkages could be sustainable because they are meeting needs well, and in particular there should be a strong incentive from the government partner to sustain them as they are getting high value and have few alternative options.

The fact that the linkages are not extremely collaborative reflects the fact that government programmes tend to be rather inflexible as a result of being part of larger planning and budgeting processes, and having a range of control features (beaurocracy). This should not hinder sustainability.

It is of note that UPPR has played a clear brokering role and has not taken on inappropriate roles such as being a decision maker or funder, which would have hindered sustainability.



# BRAC Economic Empowerment for Poor and Vulnerable Women in Bangladesh (EEP) project, Narayanganj

## Meeting information

The meeting took place at the BRAC office in Narayanganj in the rooms where the EEP is managed. Golam Mustafa, Senior Manager, EEP made a presentation which has been used to help prepare these notes.

## UPPR data

Name of Town		Unit	Year	Cluster	CD C	Name	Service	Area	Type	Beneficiaries
Narayanganj	P	Town	2014	110001C, 110002C, 110003C, 110004C	28	BRAC, Narayanganj	Gender Training	Awareness	NGO	754

- Even though UPPR is not providing funding this is still a partnership because of the formal MOU between UPPR and BRAC.
- EEP report that 'total 1,479 participants received the [gender] training' so the database is definitely under-counting – and as there is ToT approach the actual number trained and benefitting should be much higher.

## Background

The aim of EEP is to: 'Strengthening social and economic empowerment of poor and vulnerable women in Narayanganj with a purpose to enabling them to engage in economically productive activities as well as entrepreneurship. Lasting from February 2013 to January 2016) it works with 3,600 Women from 3 Upazilas, including 2 rural ones where UPPR is not involved, and 1,820 members from UNDP run CDCs.

The UPPR component, in collaboration with Narayanganj City Corporation (NCC) has a strong gender justice and diversity focus as well as enabling women to engage in economically productive activities as well as entrepreneurship. The gender training is a 'training of trainers' approach through 1,000 Community Educators.

## Who does and who pays

Who does?	Who pays?
BRAC: - programme delivery	Funding from the EU

UPPR: - coordinating CDC and Cluster involvement	
NCC – received training; other roles tbc	
CDCs: - mainly beneficiaries of training and some coordination functions	

## Collaborative features

### Quotes:

*‘UPPR is the catalyst and can play the match-maker role – UPPR Town Manager*

*‘Introducing the councilors and the City Corporation is the key issue....they are the ones running the cities and their role is critical. Here, I think, we did a good job’ - UPPR Town Manager*

*‘City Corporation people..are all very happy because UPPR has given long-term support to help get community people out of poverty...and linking them to the City Corporation’ - Senior Manager, EEP*

UPPR brings its ready-made network of CDCs and the two programmes have aligned objectives, which made it very sensible to collaborate. This was a head start for EEP which saved time and money, and has allowed more people to be trained using the same funds.

EEP management reports a ‘good relationships among BRAC, UPPRP and Narayanganj City Corporation (NCC)’. The relationship between UPPR and the NCC has been very beneficial to the project.

The Town manager influenced the programme content - to include spouse training rather than just focus on women.

There is some concern from the EEP manager that the Federation structure is not working yet, given that the project will continue after UPPR finishes and the aim is that the relationship owner from the UPPR side will now be the Federation. The EEP manager said that the Federation is ‘not ready’ and also mentioned that the Federation is not inviting EEP to their meetings as an example. The connection is still with CDCS and Clusters.

CDC and Cluster Leaders reported that they meet EEP staff monthly and quarterly. They say that there are no problems in the relationship, as everything was dealt with at the beginning. They feel they no longer need UPPR to coordinate, and can run it alongside BRAC.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
36. Partners knowing, trusting and valuing each other			XXX
37. Partners respecting each other’s agenda and taking account of where this differs			XX
38. Partners making explicit the shared vision and objectives and each other roles in delivery			XX
39. Partners working jointly through all stages of P or L development, to delivery and beyond		X	
40. Partners systematically examining all activities to agree who is best placed to carry them out			XXX
41. Partners sharing information and maintaining good communications			XX
42. Partners ensuring regular feedback on strategy, plans, delivery and performance			XXX

**Assessment:** collaborative

**Strength of evidence:** good evidence

## Needs being met

Quotes:

*'Men used to take the meat, now they take the bones'* – CDC member

*'Now the door is open [between the community and the local councilors]'* – CDC member

28 participants per batch have been receiving training through an innovative 'spouse approach'. 56 batches of training have been completed out of 65 CDCs. A total 1,479 participants received the training where male participants were 647 and female participants were 832.

There are now 1,440 community educators (against a target of 1,000) in UPPR areas. It is agreed by EEP and UPPR that involvement of UPPR has enabled them to double the number that will be trained against the original plans as a result of greater efficiency.

Gender training is also provided to the CDC leaders and other members of the UPPRP team, and to NCC Councilors and staff, as organized and supported by the UPPR Town team. EEP report that the 'Mayor, Chief Executive Officer and Councilors of Narayanganj City Corporation are happy to observing and participating in the trainings.'

It is encouraging that NCC Councilors of NCC are providing the training venue - their own offices. Both EEP and UPPR are very happy that the NCC has asked BRAC to review their gender policy, and it is noted that 'the real achievement [of the project] is addressing the policy makers' (Town Manager). This will be a review of the gender manual of the city corporation, and it's very rare for NGOs to be asked to assist in this way.

EEP also report that:

- after gender training gradually husbands discussing decisions with their wives and valuing them more in other ways;
- violence against women in the home is reducing;
- couples are feeling that a good relationship between husband and wife is important to ensure a child-friendly environment and leads to an improved financial situation.

CDC and Cluster leaders report that the biggest benefits of the partnership are:

- making people aware that there is no difference between male and female children, and that food and education should be the same for all;
- family life is now better and the husband and wife have a better relationship;
- early marriage gas reduced;
- domestic violence has reduced.

A man present in the meeting said that he had not understood about equal rights prior to the training. He now also understands that he should contribute to household chores and not simply leave the house early and return late. He also shares food equally.

A women reported that her husband now allows her to do a job in the outside and contribute to household income.

CDC and Cluster leaders also confirm that they can now go to the government with their problems which they couldn't do before. UPPR is the bridge to the Councilors [not just in EEP but generally].

Is each of the following needs being met by the linkage or partnership for: 16) The urban poor 17) Partner organisation 18) DFID, the donor	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XXX all stakeholders		
Meeting the need for benefits that are greater can the costs of collaborating [in DFIDs case this is leverage on funding]	XXX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XX partner	XX urban poor	XX Federation

**Assessment:** meeting the needs of key stakeholders well except for the weak link between EEP management and the new Federation

**Strength of evidence:** good evidence

## Indications of sustainability

This partnership is unlikely to sustain beyond the EU funded project in its current form because there is no alignment between who is funding and who is benefitting. This sounds like a stoing statement, but what it indicates is very normal for a donor funded programme. In this sense, the purpose of the partnership is to deliver the programme, and once it is complete then the partnership loses its purpose anyway. The weakness of the new Federation may cause problems but ultimately BRAC and the communities will find a way around these, given the very significant benefits of the programme.

What is more interesting is whether there is a positive legacy from the programme beyond the direct benefits of the training, which are considerable. The new links forged between communities and their elected representative is very interesting, although that is a wider legacy of UPPR in this town, not just EEP. However we can speculate that the EEP experience has helped teach all concerned 'how to partner' and this could spill into new collaborations.

## Other comments and observations

The CDC and Cluster members said that the best thing about UPPR in general was that they were no longer dependent on their husbands. They can earn and save by running their own business or being employed. They are 'economically empowered'.

A meeting was also held with the Narayananj Federation. The said that the benefits of partnerships and linkages were:

- provision of additional services in areas such as health and immunization;
- reduced cost of services;
- skills training, and the ability of the skills training organisations to then refer trainees to employers.

They were adamant that the Federation should have a key role in partnerships and linkages, both starting new ones and being the focal point for agreements, given that no service provider could have separate agreements with 65 CDCs in the town. They emphasized that, as they all belong to CDCs, they know 'everything'.

The role of the UPPR Town team has been to know how the system works (or the 'rules and regulations' as they put it). Once the Federation members have been trained they are confident that they should be able to take on this function.

# Water & Life/Shobar Jonno Pani, Dhaka North

## Meeting information

Met a team from Water & Life in Dhaka North on 23<sup>rd</sup> June, but the real topic of discussion was Shobar Jonno Pani (SJP) which is a social enterprise. Both W&L and SJP were set up Eau & Vie, a French NGO.

## UPPR data

There is no record of W&L or SJP in the database which means that this is viewed by UPPR as a Contract alone and not as a partnership or linkage. However it has clear features of a partnership and it will be useful to assess it as such.

## Background

SJP has worked with the Dhaka Water and Sanitation utility (WAS), local partners and UPPR to construct the 'Water Network in Bashantek Bari'. This is an offtake from the WAS water network that supplies an underground and overhead tank in the slum. From this, there are individually metered water supplies to taps in subscriber's households. These have been run under the pathways that have been concreted with UPPR funds.

SJP undertook the civil works and managed the day to day issues that arose, such as frequent conflicts with local 'muscle men' who had been using illegal connections to supply the community without paying WAS. Not only did WAS not collect any revenue for this water, the illegal connections often leak which causes expensive water loss for WAS.

SJP manages the local network, arranging connections and the collecting payment which is then aggregated to pay WAS. Fees are collected door to door from 1,500 meters, and supply is also monitored remotely.

## Who does and who pays

Who does?	Who pays?
SJP: <ul style="list-style-type: none"> <li>- Supported CDCs to use UPPR grant properly</li> <li>- Paid for the tanks</li> <li>- Undertook civil works and installation</li> <li>- Manage the local network and collect fees</li> </ul>	SJP UPPR
Dhaka WAS: <ul style="list-style-type: none"> <li>- gave SJP a contract to deliver water</li> <li>- supply clean water</li> </ul>	Not clear if WAS bear any costs
City Corporation – granted permission for the scheme??	??
UPPR: <ul style="list-style-type: none"> <li>- Introduced SJP to the CDCs</li> <li>- made a grant under a Contract</li> </ul>	UPPR
CDCs: <ul style="list-style-type: none"> <li>- managed the UPPR grant</li> </ul>	

- meet with SJP frequently to resolve issues and get feedback	
Community members: - subscribe for a connection - pay a fee for water	Users pay for connection and water use to cover operational costs

## Collaborative features

SJP needed to work closely with the community and meeting the CDC Leaders was very useful. There are weekly meetings, both formal and informal, with CDC Leaders at which they get both approval for activities and also feedback. W&L share an office with the CDC] Leaders and so communications are very direct.

As this is a Contract, funds were under the control of the CDC Leaders but SJP worked closely with them so that they knew what materials to procure for the water network. There is an MoU between WAS, the City Corporation, UPPR, the CDC Leaders and SJP.

The UPPR role was reported by W&L to be:

- organizing committees
- coordinating a monthly review meeting (but not getting involved day to day)
- helping to resolve any problems.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
43. Partners knowing, trusting and valuing each other			XX
44. Partners respecting each other's agenda and taking account of where this differs			X
45. Partners making explicit the shared vision and objectives and each other roles in delivery			X
46. Partners working jointly through all stages of P or L development, to delivery and beyond			XXX
47. Partners systematically examining all activities to agree who is best placed to carry them out			XX
48. Partners sharing information and maintaining good communications			XX
49. Partners ensuring regular feedback on strategy, plans, delivery and performance			X

**Assessment:** many features of being very collaborative

**Strength of evidence:** some evidence but weaker on the visioning and planning indicators.

## Needs being met

This is the first time that WAS has sub-contracted water supply to a private contractor.

The CDC and Cluster leaders commented that this is one of the partnerships that they are most happy with (alongside SPL) because it has given them access to legal water. This legal water is also piped to each household (instead of having to be collected from a hand pump) because of the pressure created by the overhead tank and piped network.

SJP also pointed out that the community can now be sure of getting clean and safe water, which should have health benefits. WASA water is likely to be cleaner than illegal water, but to be sure SJP also chlorinates the water in the underground tank.

Is each of the following needs being met by the linkage or partnership for:	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all

19) The urban poor 20) Partner organisation 21) DFID, the donor			
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XXX all stakeholders		
Meeting the need for benefits that are greater can the costs of collaborating [in DFIDs case this is leverage on funding]	XXX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	X urban poor and partner		

**Assessment:** meeting the needs of key stakeholders well

**Strength of evidence:** good evidence apart from partnership governance which is not clear from the meetings.

## Indications of sustainability

This partnership (in reality if not recognized as such by UPPR) has many features which encourage sustainability:

- the community are getting a much better access to water than with alternative systems
- WAS are increasing revenues and reducing losses. It is a great solution for them
- SJP are able to achieve their mission and thereby attract donor funds
- the financial incentives are well aligned, with water users willing to pay for a superior service and WAS covering their cost of supplying from their network. It was reported that the number of connections needs to be increased in order for SJP to cover its operational costs as a social enterprise, but connection numbers are growing and there is a good system for ensuring water fees are paid, as the household connection can be switched off if fees aren't paid and there appears to be a social compact in place that this is acceptable.



# Marie Stopes, Dhaka (multiple towns)

## Meeting information

The main meeting held was at a Marie Stopes clinic in Tongi with the Senior Clinic Manager on 22<sup>nd</sup> June. A second meeting took place with a field supervisor from Marie Stopes in Narayanganj on 24<sup>th</sup> June.

## UPPR data

Town		Unit	Year	Cluster	CDC	Name	Service	Area	Type	Beneficiaries
Tongi	L	Town	2014	13011C	10.00	Marie Stopes Clinic Society, Tongi	Primary Health Care, Diagnostic , Satelite Clinic, Gynological & Neonatal Health care	Basic Health Service	NGO	630
Narayanganj	L	Cluster	2014	110001C, 110002C, 110003C, 110004C	65	Marie Stopes, Narayanganj	Health support for pregnant mother and new born child	Health Service	Private Sect.	221

### Tongi:

- The service description and area of service are accurately described.
- There are 12 clinics with average daily attendance of 30-35, which implies that over a rotation cycle there are a total of 360-420 people attending the clinic. Given that only a few of these will be repeat visit, it implies that the total beneficiaries is much higher than 630. Marie Stopes should be able to provide a more accurate figure.

### Narayanganj:

- This is in the database as 4 separate Cluster-level linkages which have been consolidated here. It appears to cover the whole town,
- Marie Stopes is labelled as Private Sector (code 3) which is not correct and certainly inconsistent with Tongi.

## Background

This in clinic in Tongi, and 12 satellite clinics in 7 locations, was originally set up with DFID funding through a mother and child programme separate from UPPR. The satellite clinics comprise 2 teams moving between different 12 sites in rotation, opening for 1 day in each location before moving on.

There was a formal MoU and grant finding in place in 2012-13. With this funding Marie Stopes was able to send a doctor to the satellite clinics and provide a free service.

Following the end of the 2-year grant, the relationship between UPPR and Marie Stopes became a linkage instead of a partnership. The NGO was no longer able to afford sending a doctor the clinics and also had to charge 50% of the costs to the patients.

## Who does and who pays

Who does?	Who pays?
Marie Stopes provides health services	User fees and Marie Stopes from their own funding sources
UPPR Town team has minimal oversight role	
CDC and Cluster Leaders: -raise awareness of the service and accompany members to clinic if needed; -liaise with Marie Stopes through a quarterly committee	
Community members use the services	There is a user fee for the services that contributes to costs

## Collaborative features

The clinic was already serving the community before partnering with UPPR, including contact with CDCs. The first relationship was a partnership including 2 years grant funding to help develop the satellite services.

Following the end of the MoU the clinic manager reports that there was a reduction in contact with UPPR for some time, but then it returned to its former level. The relationship – which is now a linkage – includes a community support group for each clinic which has quarterly meetings. UPPR Town staff facilitate meetings with Cluster leaders, and also has its own informational meeting with Marie Stopes every 2 weeks.

The clinic manager thinks that major role of the UPPR Town team was to be that of sensitizing people about the availability and benefits of the service.

The Tongi CDC and Cluster leaders recall the MoU period and a training session run by Marie Stopes at which they were asked to disseminate information about the clinics.

They meet with Marie Stopes every 3 months through a committee structure, and Marie Stopes issues direct invitations, not through the UPPR Town team. They discuss issues such as membership cards and what to do when they expire, and how to get help for pregnant mothers. They think that Marie Stopes has very good people who treat the CDC and Cluster leaders with respect. They think the relationship with Marie Stopes is strong and would be very hard to break up now that it has been built.

In Narayanganj the linkage is far less developed than in Tongi. UPPR has introduced Marie Stopes to the CDCs and then the services are provided directly in conjunction with the CDCs. CDC Leaders help

to identify people so that they can get ‘opportunity cards’ (also referred to as red cards). There is no funding involved, and as DFID are funding MS through other means this is appropriate.

The key role that the CDCs have is mobilisation.

The Field Supervisor did note that a stronger collaboration would be better in Narayanganj, and if there was still time then they would have been happy to consider a more formal partnership with UPPR.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
50. Partners knowing, trusting and valuing each other			XXX
51. Partners respecting each other’s agenda and taking account of where this differs			XXX
52. Partners making explicit the shared vision and objectives and each other roles in delivery			XX
53. Partners working jointly through all stages of P or L development, to delivery and beyond			X
54. Partners systematically examining all activities to agree who is best placed to carry them out			X
55. Partners sharing information and maintaining good communications			XXX
56. Partners ensuring regular feedback on strategy, plans, delivery and performance			XX

**Assessment:** very collaborative

**Strength of evidence:** strong evidence for most indicators

## Needs being met

As a result of the initial partnership with UPPR:

- some of the satellite clinics re-located to where there was a greater need from community members;
- the clinics became more effective, offering a better service;
- average attendance rose from 10-15 patients a day to 30-35 at the satellite clinics;
- as a result of the higher flow of clients the clinics became more profitable – with 4 now 100% self-sustaining (covering their operating costs, including a 25% subsidy of costs).

Following the end of the MoU and funding, attendance at the clinics reduced temporarily but has now returned to around 30-35 patients per day despite the fact that they now have to pay.

Now that the UPPR subsidy is no longer available the proportion of people who are extreme poor using the clinic has reduced from around half to about a third. However this is against a trend in which the number of households in the area has also increased, and the incomers are mostly extreme poor, so the clinic manager and UPPR think that the actual numbers of extreme poor accessing the service may not have changed significantly (which would imply that the total numbers using the clinics has actually increased).

The manager reported that UPPR are excellent partners for Marie Stopes, which is a relatively small NGO. Working with UPPR has made a real difference to its capabilities, and with further support there could be much more growth in service provision.

The CDC and Cluster leaders were also very positive about Marie Stopes. There was a very high recognition of the linkage within the group once it was mentioned. The coverage of clinics is very high in the Cluster that most people are part of (13011C).

The group reported that this is a less costly service than private clinics, at around 5-700 BDT [per consultation tbc]. It also supplies very low cost medicine. They report that newcomers are welcome at the clinics and that no one is cheated. Using the Marie Stopes clinics is a safe option for the community.

Marie Stopes operates on a membership system and the community appreciates the fact that its open to all, not just those in CDCs and their leaders. However CDC members can get a lower fee if a CDC leader accompanies them.

Is each of the following needs being met by the linkage or partnership for: 22) The urban poor 23) Partner organisation 24) DFID, the donor	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XXX all stakeholders		
Meeting the need for benefits that are greater than the costs of collaborating [in DFIDs case this is leverage on funding]	XXX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XXX all stakeholders		

**Assessment:** meeting the needs of key stakeholders well

**Strength of evidence:** strong evidence

## Indications of sustainability

The linkage has a high chance of sustainability for the following reasons:

- there is a good alignment of incentives between who does and who pays, with beneficiaries willing to pay a fee for a service that is cheaper and more reliable than other options, and Marie Stopes having to provide minimum subsidy to clinics that are very well attended and therefore efficient to run;
- UPPR Town team has reduced its role from active support and brokering to monitoring without the collaboration braking down;
- partners are highly incentivized to maintain the linkage because their needs are being fully met by continuing to sustain the collaboration.

# Skills and Productivity Ltd (SPL), Dhaka (multiple towns)

## Meeting information

Two meetings were held, firstly on 22<sup>nd</sup> June with the Assistant Manager – Job Placement and Advocacy in Tongi, and secondly on 23<sup>rd</sup> June with the General Manager in Dhaka North.

## UPPR data

Name of Town		Unit	Year	Cluster	CDC	Name	Service	Area	Type	Beneficiaries
Tongi	P	Town	2014	130009C	26	Skills & Productivity Ltd.	Training and Job Placement	Vocational Training and job placement	Private Sect.	120
Dhaka North	P	Town	2014	120010C, 120009C, 120005C	22	Skill Productivities limited	Skill training	Skill Development	NGO	110

- This is a partnership in which UPPR pays a portion of costs and has a single MoU with UPPR HQ.
- It is of interest that the database suggests that these are individual Town-led partnerships rather than one HQ-led one.
- The GM reported that 726 people have been trained so far in 5 towns.
- The service description used by Tongi is more accurate, as the objective of the service is job placement not skill training for its own sake.

## Background

SPL works in 4 towns [tbc – the GM said 5] including the two where meetings were held on the first visit. The Assistant Manager has overall responsibility for the UPPR programme. The objective of the partnership is to train jobless people so that they can be employable and to get as many as possible of them into jobs. SPL also has MoUs with factories that are willing to employ trainees. The factories send representatives to check on the quality of the training and then arranges interviews for trainees with the employers.

Training takes 3 months and each trainee gets a notebook with a record of what they have learnt.

There are 16 active training centers according to the Assistant Manager. I noted about 30 students in each room I saw.

## Who does and who pays

Who does?	Who pays?
<p>SPL:</p> <ul style="list-style-type: none"> <li>-meets with CDC leaders to identify which sectors have a demand for training</li> <li>-provides training</li> <li>- has a job placement team to arranges interviews with employers</li> <li>-reports progress to UPPR HQ</li> <li>-identifies employers and signs MoUs with them.</li> </ul>	<p>UPPR pays 6,000 BDT of the 12,000 cost of training one person (including an allowance for the trainee)</p>
<p>UPPR</p> <ul style="list-style-type: none"> <li>-provides funding</li> <li>-helps to create a positive pressure on employees to join the scheme, and signs MoUs with the larger, formal companies</li> </ul>	<p>SPL also pay 6,000 [tbc –not sure]</p>
<p>CDCs :</p> <ul style="list-style-type: none"> <li>-nominate members to receive the training</li> <li>-help to</li> </ul>	
<p>Community members</p> <ul style="list-style-type: none"> <li>-attend training</li> <li>-apply for jobs</li> </ul>	

## Collaborative features

Quotes:

*'It is a partnership so it's everyone responsibility to solve problems'* – SPL Assistant Manager – Job Placement and Advocacy

The first link between UPPR and SPL arose through CARE Bangladesh, which was helping UPPR to develop links to the private sector. Following this, SPL submitted a proposal direct to UPPR for the training programme that is now being implemented. The programmer was planned by UPPR HQ team working closely with Town colleagues, and SPL senior management. There is a single MoU between UPPR HQ and SPL.

The contact between SPL and UPPR HQ is managed by the GM, whereas the field (town) level contact is led by the Assistant Manager. The Assistant Manager may well meet with UPPR Town staff 2 or 3 times a week, either by arranging a meeting of just dropping in. The GM confirmed that the relationship between SPL and UPPR is now mainly informal.

The GM reported that there is a continuous process of communication and consultation between SPL, communities and UPPR.

On a day to day level, the Assistant Manager will call the SPL person who is leading the training to check if there any problems or they may get a notification from the Cluster leader or UPPR. If SPL becomes aware of problems with a trainee or a training group then SPL goes direct to the relevant Cluster leader, but UPPR Town staff will get involved in some cases as well.

UPPR asked SPL to keep records of attendance, and SPL sends regular reports to UPPR HQ.

CDC and Cluster leaders in Tongi visit the training centre at least weekly and monitor progress – and more times if there is a problem. They resolve problems such as when a registration form was torn up by a trainees children. It can be difficult when someone that they have selected is then rejected by SPL, which has happened for more than 30 people in one women’s case. However they recognise that the criteria are ultimately set by the employers so it’s not SPL’s fault.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
57. Partners knowing, trusting and valuing each other			XXX
58. Partners respecting each other’s agenda and taking account of where this differs			XX
59. Partners making explicit the shared vision and objectives and each other roles in delivery			XX
60. Partners working jointly through all stages of P or L development, to delivery and beyond			XX
61. Partners systematically examining all activities to agree who is best placed to carry them out			X
62. Partners sharing information and maintaining good communications			XXX
63. Partners ensuring regular feedback on strategy, plans, delivery and performance			XXX

**Assessment:** features of a very collaborative partnership

**Strength of evidence:** good evidence on most indicators

## Needs being met

The Assistant Manager reported that 95% of trainees get jobs compared to 5% that become self-employed following the training.

It is reported that 65% of trainees get a job within 6 months. The GM said that 726 people have been trained so far in 5 towns.

Motivation of trainees can be a problem. They may be under pressure to stay at home and look after children. The biggest challenge that SPL has is to find trainees jobs.

The CDC and Cluster leaders in Tongis said that unemployment among their members is high, and the SPL [and BGMEA] partnerships provide them with training and a job. They said that out of 60 people trained in garment skills so far, 55 got jobs. They know this because they identify the beneficiaries and take them personally to the training centre.

The Tongi leaders said that the partnership:

- is leading to raised incomes, giving an example of where a women brought is an additional BDT 3,000 (noting that her husband already earns BDT 5,000);
- results in job in garment factories, with wages starting at around 5,000 BDT but then rise to 7-9,000 as workers gain experience
- offers a key benefit of training that means that employees start at a higher level in the factory than would otherwise be the case.

In Dhaka North 230 people have been trained and 18 already have jobs.

The Dhaka North CDC and cluster leaders noted that employment is given to people who are unemployed and school drop-outs, and that garment factories are the biggest employers, but some trainees are self-employed.

One story of change was a women who was extreme-poor with no job, and is now in a garment factory with earnings of BDT 5,500 (salary and overtime). She use to be tortured by her husband, a water pump operator, but now this is improving. Lack of money is a big issue in the household and the double income has helped him to feel more respected.

Is each of the following needs being met by the linkage or partnership for: 25) The urban poor 26) Partner organisation 27) DFID, the donor	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XXX urban poor, DFID and X employer	X partner	
Meeting the need for benefits that are greater can the costs of collaborating [in DFIDs case this is leverage on funding]	XXX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XX partner	XX urban poor	

**Assessment:** meeting the many of the needs of key stakeholders well but others to some extent

**Strength of evidence:** good evidence but it is not clear what the partner organization needs are.

They are a commercial company but this is not an activity with a high margin them. It may be more of a CSR initiative as the GM commented at one stage. Further evidence would also be needed to confirm that this is meeting employer’s needs.

## Indications of sustainability

The partnership has some chance of sustainability but there are significant risks over the payment by UPPR of a substantial portion of the costs, since they are not a long-term partner. It may also not be meeting SPL’s needs fully, and if there is no subsidy then it is likely to not meet their needs at all. In this case SPL would have no incentive to continue the partnership unless they have a very strong CSR agenda.

As an alternative, the employers, who are getting the benefit of trained employees, could be approached to become full partners and to contribute to the costs of sustaining the partnership.

## Other comments and observations

Also met: The project coordinator of the Skill mapping project [title tbc] of BGMEA, who are also providing training in garment skills.

The first phase of the partnership is complete and there is high demand from the community t add another year, which the management of MGMEA is in agreement with. BGMA member factories have a 25/30% shortfall in skilled workers and so will also support further training.

The BGMEA training school in Tongi has been the sole training centre for the UPPR scheme. BGMEA is the project implementer and does no provide funding. They also recommend employers to UPPR. This is through a requisitioning process following information circulated by BGMEA. Factories then do their own selection. They report that the workers have a good skill level on the whole.

It is noted that the selection of beneficiaries is very important, and they have to be interested in the garment sector from the outset.



There are no regular meetings between BGMEA and UPPR, but they meet when it is needed. The training centre provides regular updates on progress.

Quotes:

*'According to the MoU partners have their specified roles'* – Project Coordinator BGMEA

# Mohila Parishad, Tongi

## Meeting information

Met 22<sup>nd</sup> June at their office in Tongi and then discussed later with CDC and Cluster heads (but only one member from 13010C). The meeting was with representatives from Mohila Parishad's Tongi Chapter 27-member committee.

## UPPR data

Town		Unit	Year	Cluster	CDC	Name	Service	Area	Type	Beneficiaries
Tongi	L	Town	2014	13010C	9	Bangladesh Mohila Parishad	Awareness building, legal assistance	Reduce women abuse	NGO	339

- Confirmed as UPPR town team led and a linkage (no financial exchange, no MoU)
- Contact noted from 5 years ago but the linkage date is only 2014
- Noted contact with 20-25 CDCs not just 9 but the recognition of this linkage was very low from community members who are not in the cluster 13010C, although members of 13011C did recall having a meeting at some stage with the NGO. They don't recall any details.
- Service and service area appear accurate
- The number of beneficiaries was the same as reported by Mohila Parishad

## Background

This national NGO was established in 1975 to raise awareness of human rights issues and enable people to access legal support. It has offices in 65 Districts. While many beneficiaries are women, they also provide services to men. They are a campaigning NGO as well as providing direct services. The linkage is with the Tongi Chapter

The service provided is mainly arbitration of family disputes

## Who does and who pays

Who does?	Who pays?
Mohila Parishad provides arbitration of family disputes such as husbands leaving wives and not contributing to the cost of child rearing, dowry disputes and violence.	Mohila Parishad
UPPR: -disseminates the offer of assistance to communities through the CDC structure -links Mohila Parishad to local government	No cost
CDCs make their members aware of the service and alert Mohila Parishad to cases as they arise	No cost

(Note that this is an NGO mainly staffed by volunteers. Their costs are paid by their headquarters and they make extensive use of pro bono time from legal advisors. They do not accept grants).

## Collaborative features

The first contact was with UPPR Town staff 5 years ago and through this contact they were introduced to 20-25 CDCs. Their strategy is to identify local organisations to work with. The first joint activity was to arrange training on family legal issues.

They already had contact with some people within the community that are also part of CDCs, but this was weak. The contact with UPPR made the contact much stronger. UPPR also raised their credibility with local government so that they could involve Councilors in their work.

Tongi Chapter are happy to engage with UPPR without any written agreement, as this would involve a decision making process with their HWQ which they judge to be unnecessary. They assess their relationship to the UPPR Town team as being 'very close'. Some of their committee members are also within CDCs and even CDC leaders, however it is not clear how much of this can be attributed to engagement with UPPR.

What features does the partnership or linkage indicate with respect to:	Mostly transactional	Some collaborative features	Very collaborative
64. Partners knowing, trusting and valuing each other			XXX
65. Partners respecting each other's agenda and taking account of where this differs		X	
66. Partners making explicit the shared vision and objectives and each other roles in delivery		X	
67. Partners working jointly through all stages of P or L development, to delivery and beyond		X	
68. Partners systematically examining all activities to agree who is best placed to carry them out		X	
69. Partners sharing information and maintaining good communications			X
70. Partners ensuring regular feedback on strategy, plans, delivery and performance		X	

**Assessment:** some collaborative features but the potential to be very collaborative

**Strength of evidence:** some evidence but weak on process indicators

## Needs being met

So far through this collaboration they have arbitrated 339 cases from a total of around 500. They report that 80% are successful. Two of them have been escalated to litigation. In one a husband who had left his wife who was forced to pay 305,000 BDT alimony. In the second similar case the payment was BDT 160,000

Is each of the following needs being met by the linkage or partnership for:	Yes, meeting this need well	To some extent meeting the need	Hardly meeting the need at all
1) The urban poor 2) Partner organisation 3) DFID, the donor			
Meeting the need to achieve the benefits that this group wanted from the being part of the collaboration	XXX all stakeholders		
Meeting the need for benefits that are greater than the costs of collaborating [in DFIDs case this is leverage on funding]	XXX all stakeholders		
Meeting the need for an equity and a voice in the governance of the partnership or linkage (not relevant for DFID)	XX partner	XX urban poor	

**Assessment:** meeting the needs of key stakeholders well

**Strength of evidence:** good evidence from partner but no evidence available from other stakeholders

### Indications of sustainability

This linkage should have a good chance of sustainability. The cross-fertilisation between CDC members and committee members will be important. There is no financial constraint to sustaining the linkage, and the fact that needs are being met will give both community members and the NGO a good incentive to maintain the linkage.