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EVALUATION REPORT

UDF-BGD-09-318 Promoting Good Governance among Tribal Inhabitants in Bangladesh (PROGGATI)

Date: 6 December 2013

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All of the photos shown in this report are from Green Hill reporting.

All errors and omissions remain the responsibility of the authors.

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The views expressed in this report are those of the evaluators. They do not represent those of UNDEF or of any of the institutions referred to in the report.

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I. Executive Summary

(i) Project Data

The *Promoting Good Governance among Tribal Inhabitants in Bangladesh (PROGGATI)* project sought to build pro-

to link to the local governance officials as many of them had already worked together on other issues. They were able to raise community issues that resulted in some specific solutions for some communities. Most of the training efforts were general in nature and not tailored to the specific groups which limited its effectiveness especially for the traditional authorities which had a more limited frame of reference than the members of the Parishads.

Green Hill was able to **efficiently** establish its project structure. It had experience working with CBOs in the project areas on water and sanitation issues and was able to use those connections to quickly identify its partner CBOs for this effort. The cascade nature of the project structure made it possible for them to reach the grass roots, but the distances (in terms of time to travel) were great, which limited its ability to monitor and mentor activities and linkages at the community levels. The project did not develop synergies with other ongoing projects, several of which were governance related and which could have helped extend its reach and increased its impact. Project reporting was good in terms of regularity, and Green Hill provided more than what was required by the UNDEF grant.

The project met its outputs however the extent of its **impact** is unclear. It did undertake a baseline in Year 1 that provided some descriptive but useful information on the targeted communities. However, this baseline was not repeated so there is no end-of-project data that it could be compared to. Even if such data were available attributing the results of improved governance to this project would have been difficult due to the other projects working in the area and other factors. The project did seem to help resolve small but important issues for the communities, and helped to increase the visibility of the open budget system by promoting its use by its committees. It also seems to have increased the general level of awareness of project participants on governance issues.

The CBO members who served on the PROGGATI committees are still in the communities and can serve as a continuing resource for community members. The committees themselves were not **sustainable** as most participants linked them to the project, rather than to a continuing community institution or system. The efforts to link traditional with local government officials likely left some lasting individual relationships, and these types of exchanges may continue as the project activities set a precedent for them as they this had been rare before

(iii) Conclusions

This was a ***worthwhile effort that attempted to address difficult issues in a difficult context***. The project accomplished its intended activities but ***its goal was too ambitious for its means and nature of implementation.*** The activities stopped at the community committee level rather than going to the grass roots, and the workshops were too intermittent to be able to achieve the anticipated results. Nevertheless, the project ***brought the discussion of good governance down to the CBO and traditional leader level which was needed.*** Its focus on safety net issues was important, however, more focus on the 8.33 596.3

than the general approach taken. There is a continuing need within the hill tribe region for this type of good governance project.

(iv) Recommendations

The efforts to improve good governance in the RHD should continue. For similar projects in the future, the evaluators recommend that Green Hill, and other similar organizations, should ***ensure the inclusion of the community members themselves***

II. Introduction and development context

(i) The project and evaluation objectives

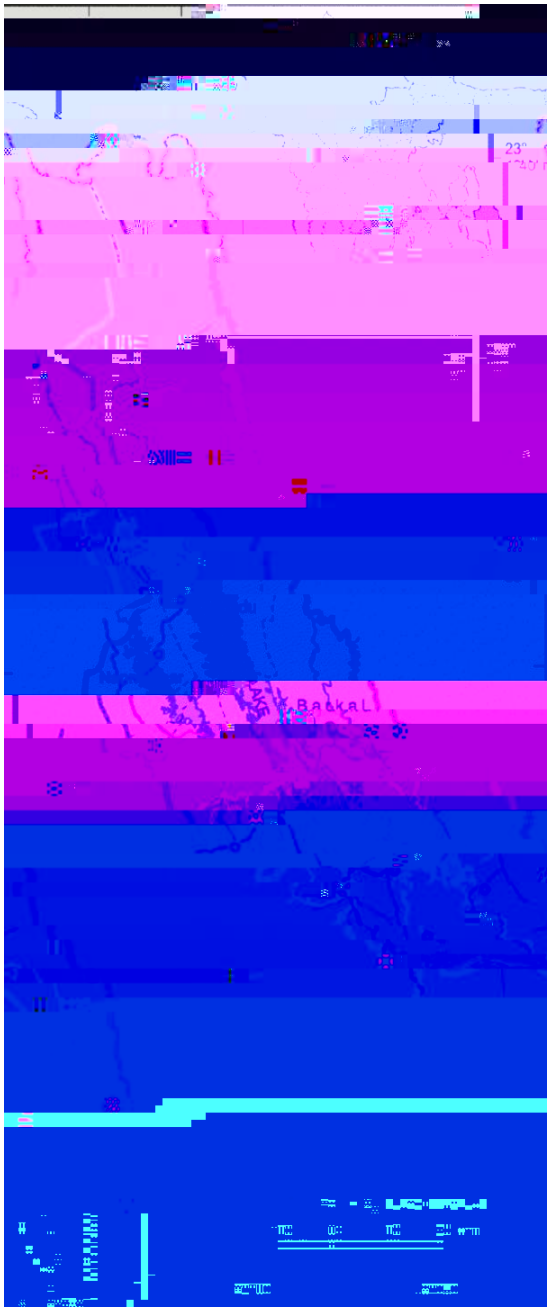
The *Promoting Good Governance among Tribal Inhabitants of Bangladesh (PROGGATI) project* was a two-year USD 275,000 project implemented by Green Hill. USD 25,000 of this was retained by UNDEF for monitoring and evaluation purposes. Green Hill also provided USD 9,978 in co-funding. The project ran from 1 January 2011 to 31 December 2012. Its main objectives were to: 1) enhance the capacities of local government officials and tribal leaders; 2) enable better coordination among these different leaders and with stakeholders; and, 3) promote democratic processes for more responsive governance. With these, it intended to build networks and trust among the different stakeholders and forms of government in the Rangamati Hill District, and increase the demand for and delivery of more pro-poor, gender sensitive services for tribal communities in its four targeted sub-districts.

The evaluation of this project is part of the larger evaluation of the Round 2 and 3 UNDEF-funded projects. Its purpose is to contribute towards a better understanding of what constitutes a successful project which will in turn help UNDEF to develop future project strategies. Evaluations are also to assist stakeholders to determine whether projects have been implemented in accordance with the project document and whether anticipated project outputs have been achieved .[1]

(ii) Evaluation methodology

During the preparatory work, the evaluators identified several issues which they followed up on during their interviews. These included:

Ambitious nature of the project. The project had very ambitious goals and although it reported delivering most of its outputs, the extent to which it met the attitudinal and governance changes expected in the design was uncertain.
Quality of staff and consultant work as these were the main means to implement the project, and a milestone report



III. Project strategy

(i) Project approach and strategy

With this project, Green Hill intended to improve the socio-economic status of poor indigenous persons in four districts in the Rangamati Hill District. It intended to do this through promoting more inclusive, pro-poor gender-sensitive democratic governance. Its primary beneficiaries were the estimated 50,400 poor indigenous community members living in 240 villages.

Green Hill identified several governance problems that were unique to the CHT and its form of parallel governance institutions that it felt hindered the socio-economic development of these marginalized communities. These were: 1)

accountable for delivering essential services. Each PROGGATI committee would consist of seven members that would hold monthly meetings at the para level.

The project then intended to work on building the capacity of the leaders and officials to develop responsive action plans to the community demands. These action plans would be developed through improving coordination and holding four dialogue sessions among stakeholders (CBOs, TCL and LGI officials) to build trust and improve coordination of the efforts in pro-poor service delivery.

A broad awareness building component was expected to increase understanding and action on these issues. This was to be done through stakeholder advocacy workshop with government ministries, production of locally tailored communication material, and media articles on the positive changes effected by project. It also planned to expose key participants to experiences in other areas, through a national study tour to a Union Parishad of Sylhet district outside of the Hill Tracts and through an international study tour to Nepal.

Gender was addressed in the design by using a 40 percent target for female participation in the project which was assumed would result in more gender-sensitive policy making and action plans.

The main project assumptions were: that the Ministries of Local Government, Rural Development and Cooperation (LGRD) and the Ministry of Chittagong Hill Tract Affairs (CHTA) which managed the traditional government system would be supportive of the project and its objectives; the traditional leaders understood and supported the necessity of establishing alternative leadership-- and especially among women; the district administration and CHT regional councils and hill district councils recognized the governance issues and agreed to establish good governance; and, that the media understood its role in promoting good governance and success stories of the project.

Most of the risks identified were related to these project assumptions. This included: a lack of support by LGRD and CHTA ministries for the project; conflict between the different actors in this dual governance system that might impede improved governance and especially a shift in the balance of power between them; conservative and patriarchal tradition that could hinder empowerment of women; and, inter-ethnic community conflicts between tribal members and Bengalis. The project intended to address these risks through increased communications and awareness which it felt would develop a relationship of trust between the different actors and communities.

(ii) Logical framework

CBOS AND COMMUNITY LEADERS EMPOWERED TO PARTICIPATE IN LOCAL GOVERNANCE			
Engage CSOs	CSO mapping done CSO guidelines developed 2 key CSOs identified as democracy watchdogs & disseminate information	Increased awareness of and advocacy for rights of poor tribal communities	Better socio-economic conditions for tribal communities
Capacity building for potential leaders			

IV. Evaluation findings

(i) Relevance

Overall, the project objectives and expected outcomes were relevant to the needs and priorities of the marginalized indigenous communities in the hill districts. The problems Green Hill had identified in the project design were extremely pertinent given the dual natured formal and traditional governance systems existing in the CHT, the authoritarian nature of traditional leadership, and the poor socio-economic conditions of the tribal groups. Among other things, the indigenous poor lacked access to government facilities, had limited knowledge and awareness of their legal and human rights, and did not know where to go to remedy problems and seek support.

The project assumed however, that it could improve the conditions for the poor tribal communities through increased awareness, capacity building and improved communications. These can certainly contribute to improvements for marginalized groups and for strengthened governance, but the problems in the region are highly complex and the actors themselves are not homogenous within groups. There are still highly charged issues in the CHT of peace and integration into the Bangladeshi system amongst its indigenous populations, some of which have not accepted the 1997 Peace Accord and who still want a separate state. These groups and their factionalism affect the behavior and participation of the tribal communities in civic and political life. This element disrupted the ability of the project to implement activities and needed to be factored into the design.

In this case, the strategy to overcome risk by increasing communications, raising awareness and building trust was not sufficient to overcome these separatist sentiments and partisan differences. This was evident in reporting that noted the disruption in project activities because of political insecurity, in some cases suspending actions within communities for substantial periods of time. It was also visible during the evaluation, where PROGATTI committee members in a community visited felt compelled to attend ra-

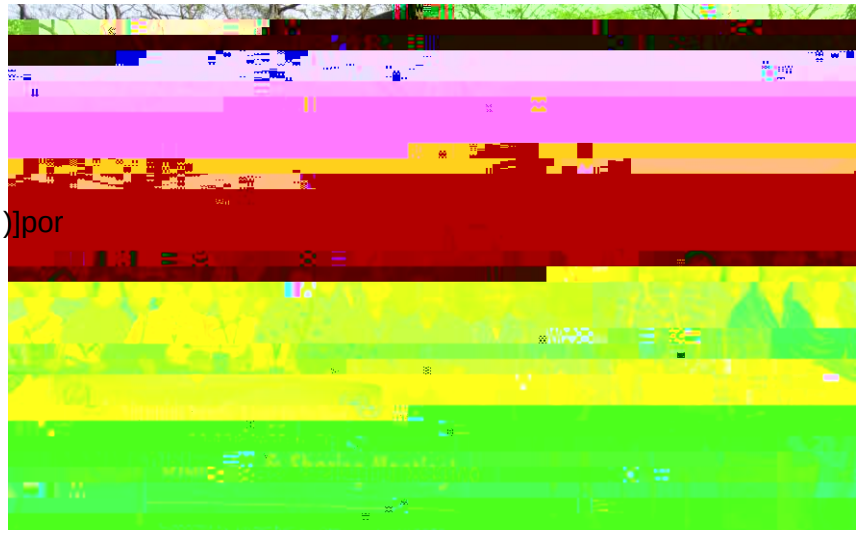
members outnumbered the journalists almost three to one, raising questions as to its purpose. Mixing CBO users and generators of news with the media is a good way to develop linkages between them, but if the purpose had been on training the media, it might have been good to have one workshop primarily for the local journalists and media outlets. This

) and the lack of a clear focus on what the participants would do with that information once they got it to improve their ability to do their work and improve the governance in their communities or district. This was noted for the media workshop, but also extended to the other trainings, including the study tours. For those tours, the project got a good cross-section of persons that mixed formal and traditional leaders with PROGATTI committee or CBO members, which is useful for relationship building. But it did not continue this through to the issue of applying what they had learned once they returned home. For example, in the wrap up meetings, the participants noted items that

Increased awareness among participants on governance issues and rights because of the workshops and discussions. This increase in awareness however, did not seem to extend to an increased demand for these rights. There was one case reported for the Shilchara community, where the chair of the PROGGATI community won a fight against a big industrialist to recover community land. But this person had started the effort before this project and was a government employee. However, at the same time, it is likely that the project structures and linkages helped him to win his case.

(v) Sustainability

contribute to the sustainability of some of the efforts undertaken by the project, as these are the same people who will continue to work on other projects within the community. They are still there and available for community members as focal points.



The committees created by the project no longer met after the end of the project. A few of them reported that th67.95 Tm[ )]por

V. Conclusions

Based on the evaluation findings, the team concludes:

(i)

(viii) The project left a small footprint. Despite the large geographic area it covered it was hard to see the effect of the project six months after its end. This is likely because the main project participants were working before and after this project on these types of issues with other projects, so differentiating between efforts is difficult. This conclusion follows from findings (ii), (iv) and (v).

(ix) The project might have made a more substantive impact than was visible to the evaluators***, but it is not possible to know without end-of-project data to compare against the baseline.*** Even then, attributing results to this project would be difficult given the other activities in the area and the pre-project relationships between community leaders and local government officials. This conclusion follows findings (i), (ii), (iii) and (iv).

(x) There is a continuing need to address problems of governance in the CHT, especially to find a way forward for traditional communities who feel the P.a0ul3EMC35 Tm[w

VI. Recommendations

To strengthen similar projects in the future, the team recommends:

(i) Project strategy should include an active participation role by community members rather than maintaining an almost exclusive focus on selected leaders. This could help increase the awareness of the community members on their rights, and enable them to raise problems that affected their communities directly with their traditional leaders, and formal government structures. This recommendation follows conclusions (ii), (viii) and (x).

(ii) More direct targeting of the traditional leaders and adapting training materials to their level and use. This could help them better understand their role and linkages with the formal system as well as their accountability aspects towards their community members. This would provide them with a more even footing with the formal officials in any linkage workshops or efforts. This recommendation follows conclusions (iii), (vi), (vii), (viii), and (x).

(iii) Inclusion of the critical issues affecting indigenous communities, such as land, forest and fisheries. Safety net issues are important, but the indigenous communities are divided over integration and fear losing their livelihood and land. These are critical issue for them and the maintenance of peace in the region. Advocacy efforts could focus on issues of land, forest and fisheries as well as safety net. This recommendation follows from conclusions (i), (iii), (iv), (v), (viii) and (x).

(iv) More focus on outreach by the elected officials (union and upazila) with the community constituencies. The project could arrange for the visit of these officials to the communities to discuss specific issues of community concern and to build the links between the elected officials and their constituents. This would help develop the linkages sought by the project and bring it down to the level of the constituents themselves rather than through interface of traditional or alternative leaders. This recommendation follows from conclusions (i), (ii), (iii), (iv), (vi), (viii), and (x).

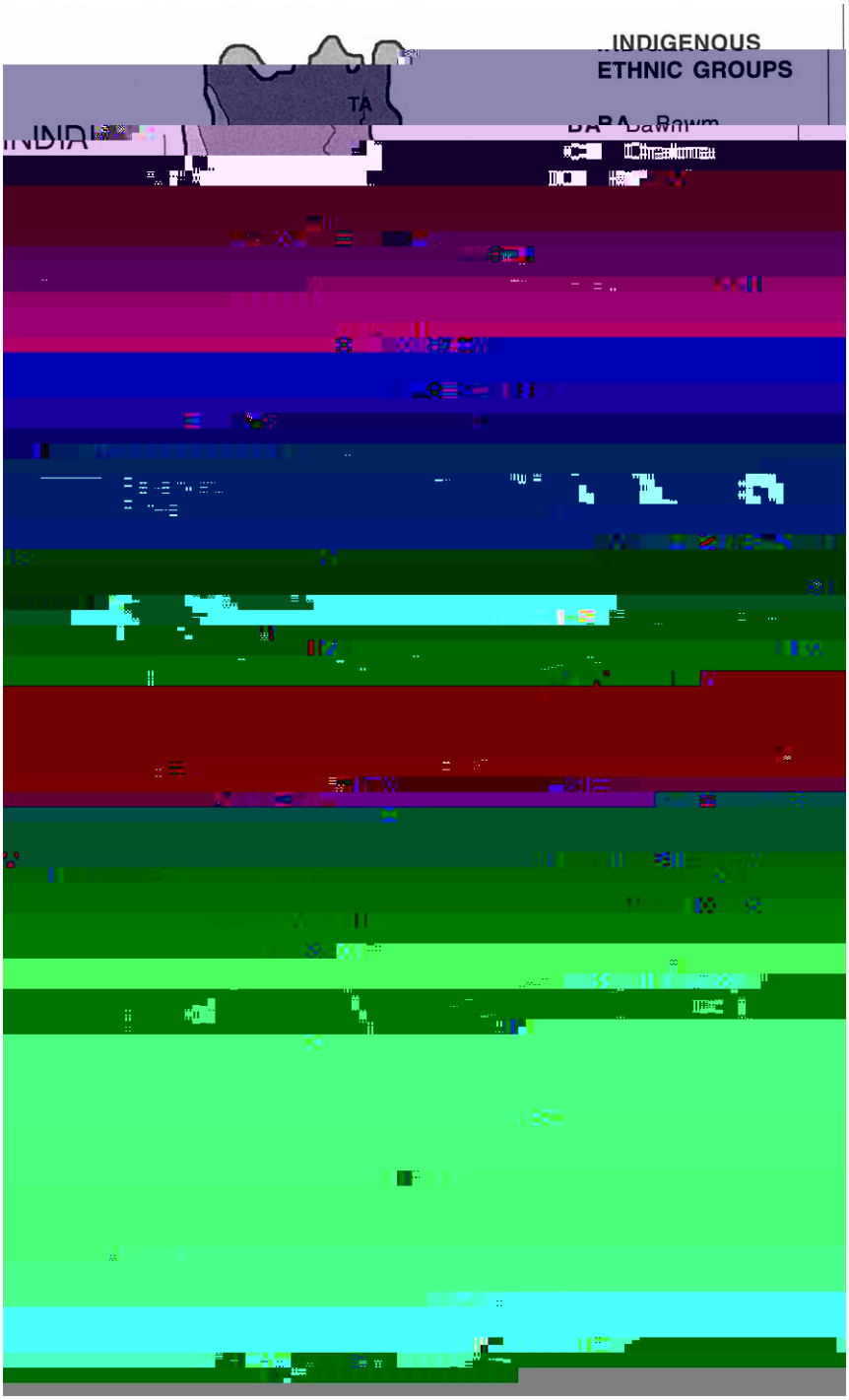
(v) Develop synergies with other governance efforts in the Rangamati Hill District, including those focusing on democratization, peacebuilding, civic . This would maximize the use of resources, extend project reach and strengthen its efforts. This recommendation follows from conclusions (i),

Accord is not being implemented as promised. The more inclusive efforts that could bring the community members themselves as well as the indigenous political party leadership in those communities would be more effective in this context. This recommendation follows from conclusions ((i), (ii), (iv), (viii) and (x).

(viii) Green Hill should strengthen its performance monitoring capacity by continuing the use of a baseline survey at the end of the project as well as the start, and adopt indicators that could more accurately and easily measure its project performance. A short knowledge, attitude and practice (KAP) survey could be done before and after project to measure changes in these areas. This recommendation follows conclusions (viii) and (ix).

VIII. ANNEXES

Annex 1. Map of Ethnic Groups Chittagong Hill District



Source: Md. Mashiur Rahman, Struggling Against Exclusion, Adibasi in Chittagong Hill Tracts, Bangladesh, p 36

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United Nations Development Programme, Chittagong Hill Tracts Development Facility,

Annex 4: Persons Interviewed

On Site Interviews
16 July 2013

Annex 4 : Acronyms

CBO	Community Based Organization
CHT	Chittagong Hill Tracts
MoCHTA	Ministry of Chittagong Hill Tract Affairs
HDC	Hill District Council
KAP	Knowledge, Attitude and Practices Survey
KM	Kilometer
LGI	Local Government Institutions
LGRD	Ministry of Local Government, Rural Development and Cooperation
LGSP	Local Government Support Program (World Bank)
NGO	Non-Governmental Organization
PCJSS	Parbatya Chattagram Jana Sanghati Samity
PROGGATI	Promoting Good Governance among Triba.75E 599tnha.75b65 615.8.[P)4(CJ)-6.75E 599tnh 5990t1 B