

Final Evaluation Report

Enforcement of

Local institutional laws

Focusing public awareness through

Sustainable good governance approach (ELFOS) in CHT

Implemented by

NOWZUWAN & Ashika Manabik Unnayan Kendra

Supported by

Royal Danish Embassy in Bangladesh

Report prepared by

Abdulla Al Mamun

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Acknowledgement

I like to thank all the staff members of NOWZUWAN and ASHIKA who are working in the ELFOS project in CHT, for the great cause of promoting human rights in the project areas. The way the staff members, starting from support staff at grass root level to Project Coordinator s and the ED supported me in accomplishing the task was simply outstanding. I also owe very much to all the stakeholders (officials, local representative s, community people, civil society members etc) in the project area. Finally I like to thank the beneficiaries who spared their valuable time to talk to me despite their extreme preoccupations in the works.

I sincerely wish them a safe future where an environment will prevail in the CHT for human rights establishment and full blooming of their huge potentials.

Abdulla Al Mamun

Consultant

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The Project Component, Study Background and Methodology

Introduction

The Chittagong Hill Tracts (CHT) covers an area of 13,295 square kilometers constituting 10 percent of the total land area of Bangladesh. The region comprises three hill districts and three Circles. This region is home of the eleven multi-lingual indigenous communities namely Chakma, Marma, Tripura, Tanchangya, Mro, Khumi, Khiyang, Lushai, Pankuwa, Chak and Khumi. According to the some reports of international and national human rights groups in general and CHT Commission in particular, the governance situation of CHT is still poor in spite of consuming twelve years of CHT Peace Accord.

The Chittagong Hill Tracts (CHT) of Bangladesh is governed by several institutions at different level ranging from village to ministry level followed by particular regulation. The administration is mainly run by self-ruled governance institutions such as CHTRC, HDCs and Circle Chiefs and MoCHTA and Deputy Commissioners. Moreover Union Parishads and Upazila Parishads are also functioning in the region. It is the concern that a complex situation has been remaining among the institutions which resulting poor coordination, lack of accountability and transparency among CHT institutions. In addition, people are ignorant of the rules and regulations, constitutional and traditional laws which is also resulting awful governance in the region.

The NOWZUWAN as a local social development organization intends to promote the socioeconomic status of the distressed and powerless people with special emphasis on women and children through institution building, empowerment, providing education, supporting or exploring and utilizing potentialities. At present, the development activities of NOWZUWAN have been expanded from Dengapara village to Zila, Upazila & Thana level of Chittagong Division & Chittagong City Corporation.

NOWZUWAN in association with Ashika Manabik Unnayan Kendra has been implementing a project “Enforcement of Local institutional laws Focusing public awareness through Sustainable good governance approach (ELFOS) in CHT” from August 2009 with the support of the Royal Danish Embassy in Bangladesh.

As per the work plan of the project NOWZUWAN contracted out the task to conduct the Final Evaluation by a consultant to assess the impact, achievements and learning of the project. It was also expected

that the consultant to provide analysis and guidance on overall quality and impact of the project and provide suggestions for improvement.

The Project and Component in CHT

As per the approved project proposal following are the features of the ELFOS project :

Overall objective:

Improve transparency, accountability and responsiveness of the duty bearers in CHT for delivering basic services to the people.

Specific Objectives:

- a) Awareness of the people of CHT about relevant laws, rules and procedures for claiming the available rights and services enhanced.
- b) Institutional capacity of the local government bodies strengthened.
- c) Access to basic services improved in intervention areas through facilitating the coordination of the relevant institutions.

Outputs:

- a) Relevant laws, rules and procedures for claiming the available rights and services collated, published and disseminated.
- b) Rights Based Approach (RBA) Training materials developed, updated and used.
- c) Enhanced participation of community people at different level in CHT in the decision making process on the issues affecting their lives.
- d) Performance of duty bearers increased as per Citizen Charter.
- e) One information resource center will function managed by PNGO.
- f) Functioning capacity of CHT institutions increased at Upazila and district level.
- g) A functional relationship increased at Upazila, district and regional level among institutions.

Major Activities:

- a) Training of project staffs on Community Mobilization, Project Management, Human Resource and Financial Management,
- b) Formation of Program Implementation Board (PIB);
- c) Collection of relevant laws, rules and procedures for claiming the available rights and services;

- d) Participatory training topics identification through workshops at district level;
- e) Development of training manuals on identified focus topics
- f) Awareness campaign on focus topics through group discussion at union level
- g) Workshop on Land issues and Rules and Responsibilities for Traditional Leaders
- h) Identification of potential training participants such as Headmen and Karbaris, CBOs, CSOs, NGOs, Media persons, SPs, LGIs,
- i) FGDs on similarities and dissimilarities of existing laws
- j) Training delivery at Upazila and District level on
 - i) Good governance and UP manual for UP representatives
 - ii) Basic rights, state law, customary law and land issues
- k) Establishment of Information Resource Center(IRC) on CHT related laws/ journal/ documents
- l) Publication of legal educational instruments;
- m) Development of several campaign materials (Book, Card, Leaflet, Poster, Calendar, Diary and etc.)
- n) Assistance for developing Citizen Charter Board and Card for Service Providers,
- o) Facilitating quarterly coordination meeting at Upazilla, District and Region level Service Providers;

Target group:

The primary stakeholders of the project are as follows:

- a) Indigenous communities in selected upzilas of Rangamati district
- b) Traditional and elected local government leaders and
- c) CBOs
- d) CSOs
- e) SPs
- f) LGIs
- g) Media persons
- h) NGOs
- i) Lawyers
- j) Women
- k) Youths &
- l) District Administration.

Beneficiaries:

The community people of three upzilas namely Rangamati Sadar, Naniarchar Upazila and Kawkhali Upazila of Rangamati Hill District with over population of 15,000 will be direct beneficiaries along with existing CBOs, CSOs, SPs, NGOs, TIs, Women groups, Youths, UPs Upazila Chairmen and Vice Chairmen, media personnel and etc. The total population of Rangamati Hill district is the secondary beneficiary of the project.

The Evaluation (Objectives and Methodology)

Tasks of Consultant according to the ToR: In close consultation with project management, the consultant will examine whether the project has achieved its goal and the effectiveness of process and efficiency of the implementing organizations will also be assessed. This will be done through a multi-stage process: review of project documentation, interviews with key informants and project staff, group discussions with primary and secondary stakeholders. The consultant will be expected to assess, analyse and present findings on the following aspects of the project:

- i. Results achieved against original plan;
- ii. Constraints faced by the project to achieve targeted plan;
- iii. Process, strategy or methodology of implementation.
- iv. Efficiency and adequacy of project implementation, including timelines of the project activities and its progress, overall performance of the project management.
- v. Effects of the project at beneficiary level, community level and/or macro level (depending on nature of project)
- vi. Impacts (direct/indirect/positive/negative) plus outcomes in the areas of demand and institutional.
- vii. Strengths and weakness of the project (derived in a participatory manner from all stakeholders).
- viii. Capacity of Implementing NGOs to deliver on project objectives.

Among expected outputs, the consultant should:

- i. Prepare a FE report addressing above-mentioned issues;
- ii. Sketch basic scenarios for the future development of the program;
- iii. Provide judgment on overall project performance ranging from excellent to unsatisfactory.

Methodology: The consultant applied a combination of method and approach in accomplishing the study such as Desk Study (Literature Review); Focus Group and Group Discussions; Individual Interview including Case Studies, cross checking of the data and Direct Visit/Observations. Necessary checklists were prepared and used in collecting information from the informants.

Desk Review: The consultant collected all necessary and relevant documents/reports such as project proposal, progress reports and other documents including publications training materials and modules, and review those thoroughly in all stages of the assignment. The main purposes of the desk review are to understand/comprehend the project, assess progress in reference to planned targets and development of field survey instruments.

Focus Group Discussions (FGD): Group/Focus Group Discussion, key method of the study, was conducted with the stakeholders, the target Headman/Karbari, Groups/Forums, the Local Gov. body, service providers, NGO and civil society representatives, community people and project personnel using semi-structured checklist.

Individual Interview and Case Study: The consultant also carried out individual one-to-one interviews, numbering around 19 from different categories of target groups and stakeholders, especially with some important ones with whom it was difficult in arranging group interview because of some reasons, the consultant has personally visited and talked to them; and if found very interesting, conducted in-depth interviews for Case Studies. All these were conducted based on some checklist/semi structured outline.

Field observation: The consultant visited in person to some work places, both project supported/covered work sites and control work sites where community people reside and work.

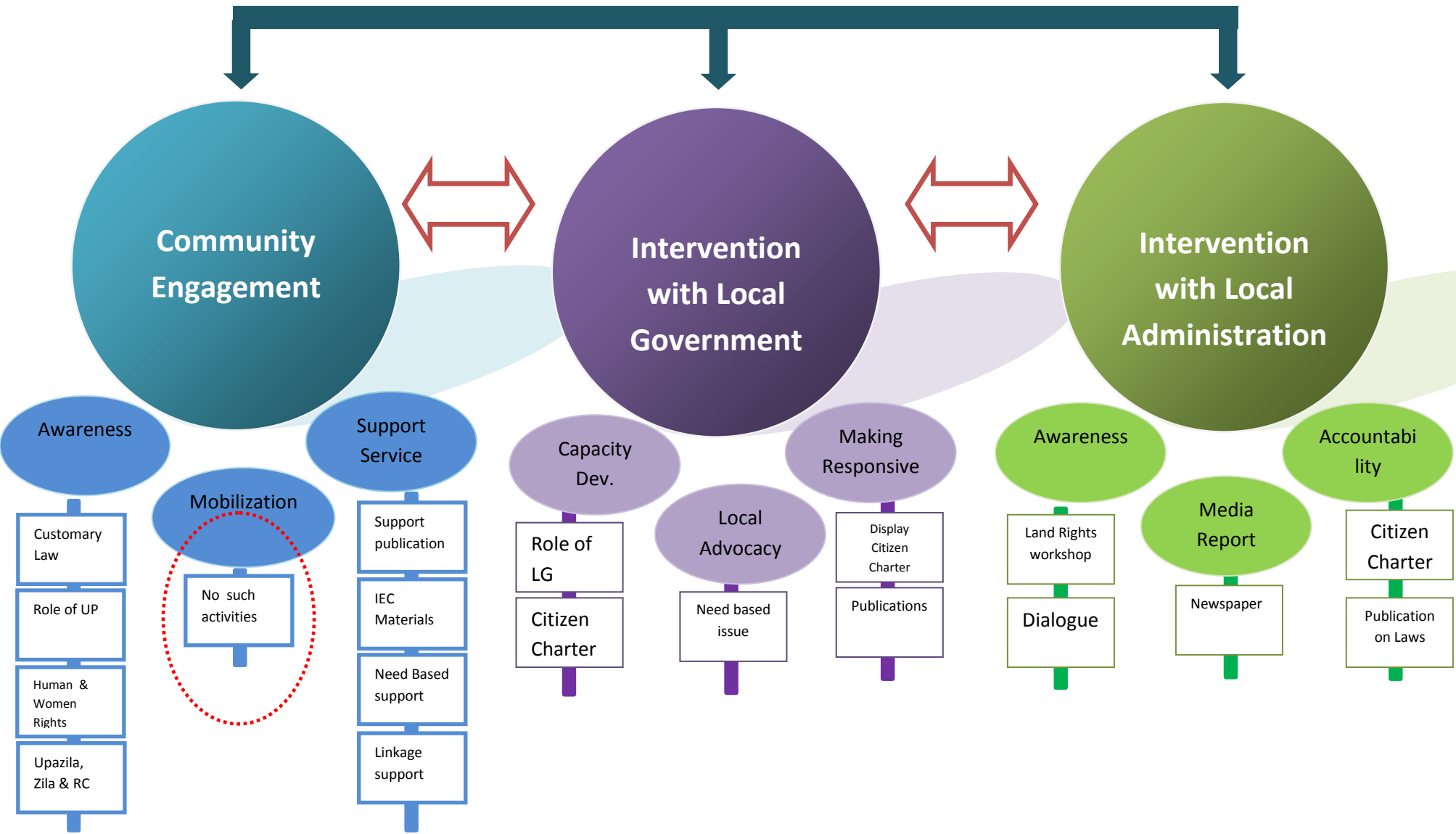
Information collection and validation: In the entire evaluation process the data and information have been cross checked with different parallel and alternative sources. In many cases physical visit and interview took place on sample basis to validate the information found in the office file or told by the project staff.

Data Analysis and Report Writing: The consultant processed and analyzed all the findings/results obtained through various methods. Synthesizing the findings of all methods under the survey, the consultant prepared the draft report including conclusions and recommendations of the study (FE), and *incorporating the feedbacks on the draft, finalized the report.*

Project Flow Chart

According to the project proposal and the field operation the flow chart of the activities of entire intervention is as follows:

ELFOS Project



Evaluation Findings in ELFOS

Considering the activities and output assessment the project almost completed all its activities.

Following table shows a snapshot of the outputs:

Activities, Beneficiaries & Stakeholders Total Coverage

Sl. No	Name of Activities	No of Target	No of Completion	Total Coverage			
				Beneficiary		Stakeholder	
				Male	Female	Male	Female
01.	Orientation & Closing Session on the project	02	01	45	02	37	04
02.	Training of project staffs(TOT & refreshers)	02	01	09	03	07	03
03.	Development of training manuals through workshop	03	03	31	08	73	13
04.	Training manual consultancy & printing	01	01	0	0	0	0
05.	Consultancy for project evaluation & audit	04	04	0	0	0	0
06.	FGDs at union level on existing laws	250	260	3894	1982	289	84
07.	Capacity building training at union level	150	180	2650	1382	175	57
08.	Workshop land issue, rules for traditional leaders	9	03	26	23	23	10
09.	Training delivery at upazila and district level	11	08	38	34	169	59
10.	Program implement board – (PIB) meeting	10	10	0	0	0	0
11.	Establishment of information resource center	01	01	0	0	0	0
12.	Publication of legal educational	04	04	0	0	0	0

	instruments						
13.	Development of campaign materials	02	02	0	0	0	0
14.	Assistance for developing citizen charter board for sps	10	10	0	0	0	0
15.	Quarterly meeting at upazila, district and region level;	40	26	0	0	204	79
	Total			6693	3434	977	309

The consultant found that most of the activities have been completed as per the project target and it achieved its targeted number of beneficiaries except the specific activity **Quarterly meeting at upazila, district and region level**. It is a clear indication of the vertical length of the project to the higher authority. The project could not make mentionable progress at district or upazila level as far as the changed and accountable behavior of the duty bearers is concerned.

The implementation level findings can be discussed according to the three major components as shown in the diagram :

Community engagement:

This is the major part of the project where project has given its more emphasis and most of the activities are related to this component.

Findings:

- The organization/project has developed a very good working relation with local community, local traditional leaders, local elites and other stakeholders.
- A good working relation has been developed with all Headman and Karbari.
- Effective linkages found with the Administrative departments of CHT like Regional Council, zila parishad.
- Headman and Karbari are now more aware of their roles and responsibilities. They are also aware of the state laws besides the customary laws.

- The publications on different law and peace accord related to the CHT has created a huge response among all the stakeholders.
- The training and capacity building initiative for Headman and Karbary has been recognized by the community as the Brand activity of the project.

Comments:

- The capacity building initiatives and training are conducted by the project staff, where local experts are rarely involved.
- No mobilization initiative has been found after the awareness stage, as a result community people could not expose their combined voice for claiming their rights from the GoB.

Recommendations:

- The organization should expand this sort of capacity building initiative for the Headman and Karbary.
- The trainer of the training can be recruited of different ethnic languages.
- Resource person from local administration and academicians can be used for the capacity building initiative for create wide credibility of the project.
- In future there should have a strong component to mobilize the people so that they can claim their rights to the GoB authority and this can be prioritized for the basic services and needs.

Intervention with local Government:

This component is strategically vital for the project intervention according to its nature.

Findings:

- The organization/project has developed a very good working relation with local administration, local elites and other stakeholders.
- The project has successfully created the sensitization among the targeted UP representatives about the customary laws and it implication among the inhabitants of CHT.

- Citizen Charter display has given the UP opportunity to claim different services from upazila administration for their locality.

Comments:

- As mentioned earlier due to the absence of mobilization initiative the direct linkages between community and the service providers cannot be explicitly claimed as success of the project.
- A major tension between the Headman and the UP chairman exists due to the ignorance of their respective authority . Most of the times it created complex between these two parties.

Recommendations:

- In future the project should target both the Headman/Karbary and UP representative together so that the confusion and complex that exist between these two groups can be mutually resolved according to the authority given in the CHT laws.
- The champion UP representatives can be directly involved with the project to motivate other local government institutes.

Intervention with local Administration:

This component of the p[roject could have done more that the actual outputs.

Findings:

- Citizen Charter develop and display was the mentionable output of this component.
- The publication and IEC materials are highly appreciated by the local administration. Many of the officials found these documents useful for their services.
- Media has covered the news of different initiatives taken from the ELFOS project.

Comments:

- The logical flow and the upwards strategies of the project could not target the local administration properly. As a result the project could not draw the specific demand from the local administration.

Recommendations:

- The local administration and some departments can be targeted specifically for future interventions.

- The citizen charter and some social accountability tools can be introduced for the responsive duty bearers.
- Right To Information can be a very good instrument to introduce for the rights of the CHT people. Some interventions can be added focusing the RTI.
- Some capacity building initiative can be planned for the duty bearers.

Concrete Outcome of the Project:

The major changes that found the among the Headmen and Karbaris are their changed role. The headman and karbary are now more aware of their jurisdictions and confident to exercise that authority.

The complex and the confusion between the authority of UP and Headman has been gradually decreasing.

ELFOS project has also developed a Resource centre which has 139 types of books on different issues related to the rights and lives of the CHT People.

Project Management:

Findings:

- The design of the project and keeping the community level intervention in the focus of all the activities shows the effectiveness of the planning.
- The organization and its top management has a close contact with the project implementation team.
- Few gaps have been identified in Work plan preparation.
- Work plan is developed based on the quarterly allocation of the budget, as a result many of the project activities seem budget driven and sometimes these activities do not meet the need of that particular period.
- Some Mid level and frontline staff are not properly aware of the objectives and expected outcomes of the project. As a result though the some staff work a lot but that does not contribute appropriately to meet the objectives.

- Logical framework was not properly developed, as a result progress monitoring system has not found in structured way.

Comments:

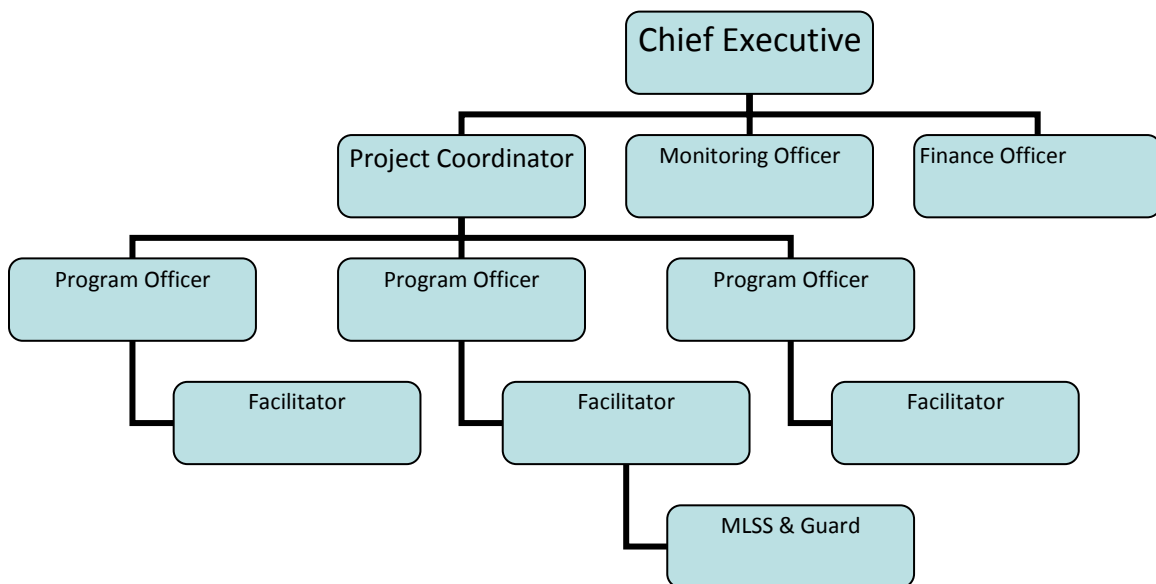
- Result based monitoring could have been the best mechanism for tracking the project. But the skill of the monitoring officer was not found of that level to perform that.

Recommendations:

- All the staff should properly be briefed about the project details in Bangla and ethnic Languages.
- Concrete work plan need to developed on annual and quarterly basis at the inception of the project, which can be adjusted in every quarter according to the need and scope of specific quarter.
- Formal and effective progress monitoring system must be introduced to assess month to month progress and trends.
- MIS should be developed to track the changes and storing the data in a systemic manner.

Staff Management:

The reporting hierarchy of the ELFOS Project



Findings:

- Staffs are found dedicated to their works.
- Scope of Staff capacity development was inadequate during the project period.
- Interpersonal relation among the staff found healthy which created the scopes for a good team work.
- Monitoring officer sits in Chittagong City which has created some gaps in the regular monitoring mechanism.

Comments:

- Proper staff development plan is missing in the project. The dedication that the staff bear can be transformed into more effective force through proper planning and initiatives.

Recommendations:

- Issue based training need to be arranged for all the staffs considering their job responsibilities.
- Periodic staff meeting should discuss the detail challenges and opportunities currently faced by the project and it should be recorded for the learning.
- The station of Monitoring personnel must be in the project area.

SWOT Analysis

A SWOT analysis has been conducted along with the project staff in a very participatory way. The outputs of the exercises is as follow

Strengths:

- Staff of local indigenous community helps the work of the project a lot.
- Strong team work among the staff members.
- Clear understanding of the context of the working area.
- Strong relationship with the local institutions.
- Credibility of the organization to the local community.

Weaknesses:

- Language barrier is the major weakness of the project to work with diversified ethnic groups who has own mother tongues.
- The nature of the project, targeted activities, its time frame and number of staff are found inconsistent when the project targets to achieve the objectives.
- Staff development component is not much considered in the project.
- Documentation and specially the process documentation is weak to portray the real picture of the implementation status.

Opportunities:

- The major opportunity is that the project dealt with the real need of the community.
- All the local stakeholders are ready to support such interventions.
- The project spirit is very much in line with CHT peace accord.
- Political support from all groups is also an opportunity for the ELFOS project.

Threads:

- Sometimes political will of the Government seems to be reluctant for the development of CHT people.
- Some GoB officials do not cooperate and try to slow down the interventions of such projects.

Overall Comments:

- There is huge demand of such project in the project areas, different stakeholders are aware of the project intervention.
- The project has rightly targeted the Core group of the community the Headman and The Karbary.
- The publications and IEC materials has created a huge awareness among target groups and other stakeholders.
- The project has a diverse ethnic staff which has made the project more credible to all stakeholders.
- The project initiated to change the governance situation of the GoB service departments but yet a long way to go with proper plan.
- Media and civil society have been successfully involved with the project activity.

Recommendations:

- Some advocacy initiative need to be taken to draw the bigger and comprehensive pictures of the changes. Initially, the advocacy should focus to update the laws related to CHT and the customary laws.
- Intensive initiatives should be taken to involve and strengthen the Headman Samity in CHT.
- The project should expand its geographic area to reach all the ethnic communities of CHT so that a collective demand can be created from all the communities to protect their rights and livelihoods.
- Intervention and specially multi stakeholder level sharing meeting to mitigate the confusion between the Union Parishad law and customary laws and its practices.

- Targeted intervention is needed to engage the upazila level GoB offices with the project strategies, the role of each office should be specified from the planning stages and regular interaction and monitoring should be in place.
- Planned and focused involvement of media is need for this type of intervention to initiate the policy advocacy.
- Some strategic initiative should be taken for the settlers.
- Women were found generally addressed in the ELFOS project, this need to be prioritized and come under focus with some positive discrimination to address the deprivation of CHT women.
- Further initiative is needed to review the role of Headmen and Karbaries considering the current needs and context of the society.
- Campaign on Right to Information can be a good tool to ensure the accountability of the duty bearers and promoting good governance.
- Citizen Charter should be focused for selected institute , where the project can play role from the formation to implementation stages of the citizen charters of those offices.
- The project should have some flexibility so that adoption can take place after the implementation experience of half the way.

Rests of the recommendation are made in earlier part with every components of the project.

Conclusion:

The project has created mass demand among the local leaders specially the Headman and Karbary. Though within the limited period of time the project could not demonstrate outstanding outcomes but considering the specific objectives of the ELFOS project it has successfully achieved the first 02 objectives and partially the 3rd one.

The momentum that has been created by the ELFOS should not be stooped on the half way, rather through a comprehensive planning the project can be replicated in the other parts of CHT. The nature of the project has its unique character to empower the local community in CHT so that they can ensure their rights and governance through practicing their traditional customs and state laws in a synchronized way.

Annexure:**Activities, Beneficiaries & Stakeholders Total Coverage**

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“There should have clear understanding among the UP and us what our authority allow to do and not to do. For creating this consensus ELFOS should expand its area and scope for wider community”

--- Headman
Rangamati