Thinking Beyond

Acting on the Ground

Øyvind Eggen, Thomas Costa and S.M. Rahman

NUPI Report

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Mid-term evaluation of the Integrated Programme for Community Capacity Building (ICCB) of Bangladesh Northern Evangelical Lutheran Church – Development Foundation

Øyvind Eggen, Thomas Costa and S.M. Rahman

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Abbreviations and Glossary

ADD - Action for Development of the Disabled
ATSO – Adivasi Traditional Social Organization
BNELC – Bangladesh Northern Evangelical Lutheran Church
BNELC-DC – Bangladesh Northern Evangelical Lutheran Church Development Foundation
BRAC – name of an NGO (www.brac.net)
CDF – Community Development Facilitator
CECC – Children Education Community Centre
CNA - Coordination of NGOs for Adivasis
DC - Deputy Commissioner (of district)
DF – Bangladesh Northern Evangelical Lutheran Church Development Foundation
FO – Field organizer
EIC – Education for Indigenous Children (a BRAC programme)
HSC - Higher Secondary Certificate
ICCB – Integrated Programme for Community Capacity Building
LAC - legal assistance cells
NGOAB - NGO Affairs Bureau (a governmental organization)
PO – Programme Officer
PTI – Primary Teachers Institute
RBA – rights-based approach
SGO – Savings Group Organization
SMC – School Management Committee
Tk – Bangladeshi Taka (BDT)
Union – lowest level of local electorate in Bangladesh
UNO – Upazila Nirbahi Officer (government official)
Upazila – Sub-district of decentralized government
VDC – Village Development Council (also: Village Development Committee)

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1. Introduction

1.1.   Background

1.1.1.   Terms of Reference

The Integrated-Programme for Community Capacity Building (hereafter referred to as ICCB) of the Bangladesh Northern Evangelical Lutheran Church Development Foundation (hereafter DF) has been under implementation since 2008. This mid-term evaluation was commissioned by Normisjon, the sole donor to the programme. The purpose of the evaluation is reflected in the following abstract from the Terms of Reference (Annex 1):

Issues for assessment and analysis:
   (a) Assess the progress (outputs and outcomes) of the project against project objectives and planned targets. Analyse reasons for gaps.
   (b) Assess strengths/benefits and short-comings of integration of projects into a programme and suggest ways to overcome short-comings.
   (c) Assess the potentials for the programme to produce the planned short-term and long-term effects.
   (d) Assess the understanding and skills of programme personnel (staffs) on the community development approach.
   (e) Assess the role and the contribution of the DF Board in relation to the ICCB programme
   (f) Assess to which extent the monitoring and evaluation system is enabling good management and appropriate reporting.
   (g) Assess to what degree Financial and Human Resources are used effectively and efficient.
   (h) Assess the activities of CBOs (ATSOs, SGOs) with respect to long-term sustainability. Key issues for the assessment are involvement, capacity, ownership and future separation from DF.
   (i) Assess how the schools are integrated and fit into the rest of the ICCB programme.

Make recommendations on the following:
   (a) improved use of technical, human and financial resources.
   (b) major changes required in the programme plan for the remaining 2 years.
   (c) another phase of next 5 years as federation building of CBOs, which may lead to the preparation of a different project proposal.
   (d) improvement of personnel (staffs)

A team was assembled by Normisjon consisting of Øyvind Eggen (team leader), Norwegian Institute of International Affairs (NUPI); Dr Thomas Costa, Social Anthropologist & Community-Based Programme Specialist; and S. M. Rahman, researcher, consultant and practitioner specializing in Microfinance/Microenterprise.

Following preparatory design of methodology and document reviews, project visits were carried out from 24 February to 3 March 2011. This report was prepared during the following two weeks.

1.1.2. Presentation of the programme

Since most readers know the programme, it is not presented in detail here. For a brief presentation, see the Terms of Reference (Annex 1) or consult the full programme document (available from Normisjon, BNELC-DF or the evaluation team). Only basic information is provided below.

Programme goal:
The Adivasi people and the poorest households of Bangali communities in six northern districts of Bangladesh actively participate in community organizations for improving their capacities for livelihood and self-reliant development.

Programme objectives:
1. To mobilize and strengthen Adivasi traditional social organizations (ATSOs) and establish linkages with other Adivasis left unattended; also to mobilize community-based Savings Group-Organizations (SGOs) of Bangalis.
2. To support income-generating activities of the organized members through Savings and Credit operation and professional skills development.
3. To reduce land loss and social oppression among Adivasis and poor households.
4. To provide education and develop regular school attendance among Adivasi children.
5. To practice, preserve and develop Adivasi culture and heritage.
6. To make SGO and ATSO members aware of health conditions and the effects of environmental degradation.
7. To provide job-related skills and capacity improvement support to ICCB beneficiaries.

Programme period: 2008-2012.
Annual budget: Approx. Tk 20,000,000 (approx. 1,500,000 NOK).

Target groups and geographical area:
Adivasi and the poorest Bangali households in six districts: Dinajpur, Gaibandha, Thakurgaon, Noagaon, Chapainawabganj and Rajshahi. Only the education components cover the whole area; most programme activities are concentrated in six sub-districts: Parbatipur, Chirirbandar, Gobindaganj, Ghoraghat, Birampur and Phulbari.

Implementing organization:
DF is the development branch of Bangladesh Northern Evangelical Lutheran Church (BNELC); however, DF's relations with BNELC are now relatively loose except for a certain degree of cooperation and overlap in constituencies and activities. The most important formal attachment is that, according to the constitution, more than half of the board members of DF shall represent BNELC, and that the head office is located on the BNELC premises.

Although DF was established in 1985, it was non-functioning (no employed staff, no funded activities) due to lack of funding in 2001 and 2002. As a result, the whole implementing organization has had to be re-built since 2003. The current programme builds directly on activities that have been organized as stand-alone projects since 2003. Most activities and constituencies also build on a longer history, as comparable projects were carried out until funding was stopped in 2001.

1.1.3. Methodology

The methodology for this assessment was based on qualitative methods, primarily involving document reviews, semi-structured interviews with key stakeholders, observation of interactions between project staff and the various groups of beneficiaries, and participatory discussions with beneficiaries, staff in different areas and levels, the Executive Committee and representatives of other Adivasi organizations (Annex 5). A combination of the above methods was generally applied in

parallel and with overlap in the same meetings. Overall, the team visited five sub-districts and four branch offices. It met with four Savings Group Organizations (SGOs), three Adivasi Traditional Social Organizations (ATSOs), three legal assistance cells, two Village Development Councils (VDCs), four Union & Upazila federations of ATSOs, and one CECC school committee (all the above types of organization are in this report referred to as 'groups'). The team also arranged a half-day workshop with ICCB senior staffs, a formal meeting of DF Board and a consultation with two other Adivasi NGOs (Annex 4). An evaluation matrix (Annex 3) was developed prior to the evaluation and served to guide data collection and analysis.

Selection of communities and groups to visit was made on the following criteria: The team asked DF to select some communities where implementation was generally successful and others where it was difficult. In addition, the team selected two project sites at random. DF already had a list (prepared for other purposes) of all groups, which categorized them as A, B or C denoting 'well-functioning', 'functioning' and 'poorly functioning' groups. Of the groups proposed by DF, about half were 'A' groups and half 'B' groups, and only one 'C'. The groups selected at random were from the 'B' category. Due to a misunderstanding the visit to the 'C' (poorly functioning) group did not materialize. The DF director willingly offered to change the later part of the schedule to correct for the misunderstanding, but the team did not find it worthwhile, as it would require cancellation of other plans. In any case, the 'C' category had less than 10 per cent of all groups, about the same share to be expected in a programme of this type, and there is little to learn from visiting only one or few of the non-functioning groups.[1] For the other groups, the team found high variation between groups in the same category 'A' or 'B'. This is probably a result of the procedures, according to which the categorization of groups is up to the individual judgment of the field organizer in charge.

Among the two groups that were selected by the team, one seemed to be performing relatively less satisfactorily than the others in the same category, and the other seemed to consist of relatively better-off members. This might serve as an (albeit very weak) indication that the programme staff selected groups with a bias towards those who would give the most positive impression of the programme. Such bias is normal in evaluations, and whether or not this is true in this case, it does not necessarily change the general conclusions. This is because the project visits were not used as a main tool for testing and verifying performance and success in general terms (which is done through monitoring and reporting). The main purpose of project visits has been to demonstrate the modes of operation at different levels of the programme, and to verify, by triangulation, that the monitoring and reporting systems are accurate.

The team consulted only few external stakeholders and did not visit any government representatives. This is unusual, and in most cases it would constitute a methodological limitation. Our decision was based on time constraints and on the expectations that government representatives would have little relevant information to add, given the purpose of the evaluation, since most of the issues under evaluation related to internal aspects of the programme rather than its relevance and relation to the wider society, including the government.

Data collected were triangulated and analysed by individual team members within their respective areas of expertise, prior to discussion and conclusion by the team in plenary. There was no major disagreement between team members on the conclusions. Most of the general conclusions in the report have been presented to the director and some staff members of BNELC-DF and their responses have been used to refine conclusions. However, this should not be interpreted as indicating their support or acceptance of any part of this report.

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[1] There is of course much to learn from failure, but for the team to draw any meaningful, general conclusions on the reasons for failure would have required visits to many non-performing groups. This option would have been considered if the number of non-performing groups had been disturbingly high.

1.1.4. Limitations

There are certain limitations to any evaluation of this category. First, the Terms of Reference provide a framework for which aspects of the programme to be evaluated. The team has also made observations and taken the opportunity to discuss some other aspects; however, since the data collection was designed according to the issues mentioned by the ToR it is only within those issues that general conclusions can be drawn with confidence. Second, the relatively short time available for data collection constitutes a limitation on how much data have been made available to the team. The methodology, designed for effective and efficient data collection, provides a relatively high level of confidence that data collected and presented are correct, but no guarantee against the risk of missing out important other data that might have led to other conclusions if known to the team. Since we can expect the programme management to make sure the team would learn about the more positive aspects of a programme, and since formal documentation normally focuses more on the positive side, this uncertainty relates mainly to the risk of not learning about possible weaknesses of the programme. This is a standard formulation of limitations in all evaluations and does not reflect any suspicion whatsoever regarding this particular programme. Third, since the ToR focus predominantly on programme performance, the team has given little priority to data collection and analysis of the programme's positioning in its social and political context. Even a well-performing programme may be irrelevant or failing if it is not well designed to the context; that, however, is an issue beyond the scope of this report.

1.1.5. Outline of the report

The following report is organized with reference to the 'Issues for Assessment and Analysis' and 'recommendations' in §7 and 8 in the Terms of Reference, but the headings differ slightly and the sequence has been re-organized to fit with the time dimension: issues relating mostly to previous performance are presented in the first section, while the more forward-looking issues (including recommendations) are presented later.

Section 5.6, 'other lessons and emerging issues', compiles other observations and inputs of the team that do not fit directly into the framework of the ToR. As noted above, data collection was not designed towards those issues and the analysis has not been subjected to the same rigid methodological framework. Thus, most of these points should be read not as final, conclusive statements but as invitations to stakeholders for further consideration.

The report presupposes that the reader already has a basic understanding of the programme. Background information and more general presentation are therefore normally not provided, except for basic information necessary as reference. In each section, methodological issues are mentioned only when seen as of particular interest or deviating from the general methodology presented above.

The chapter on conclusions and recommendations sums up conclusions and a compilation of those recommendations that the team finds most important and relevant on a more general level of programme design and implementation. Many recommendations are presented in each section, and not re-visited later. This is sometimes, but not necessarily because they are seen as of less priority; more often it is because their follow-up involves only a few stakeholders – for instance, only one level of the organization or certain specialized staff members – and hence it was not deemed necessary to present these points to a wider audience.

2. Progress 2008–2010

2.1. <u>Integration of projects into a programme</u>

2.1.1. General integration of projects into programme
The current programme integrates activities that were previously organized as separate projects: the Santal Development Project (SDP); the Education Programme; and components of the Health Project and the Participatory Community Development Programme (PCDP).

The team finds that the education project constitutes a particular case, in particular in those areas where schools are not co-located with other programme activities. This is discussed separately below.

For the other components, the actual **implementation** of the programme demonstrates good integration. This holds for key areas of programme management like planning, decision making, human resource management, financial management, monitoring and evaluation, and reporting. In those places where the educational projects are carried out in the same community as other programme components, the educational activities are also well integrated with the rest on local level.

Discussions with staff revealed strengths of integration at all levels. As regards programme management, there is less reporting to the donor and to district (DC) and upazila (UNO) levels of government. The time-consuming process of approval by the NGO Affairs Bureau (NGOAB) is done once instead of several times, saving considerable time and resources. Integration also means that the programme (except for the education component) covers a relatively smaller geographic area, which is advantageous as regards field monitoring. In effect, the programme organization requires less staff and makes possible a thinly staffed head office with less administrative cost, resulting in increased efficiency of the programme. Beneficiaries have better access to all services of the programme, thus enhancing effectiveness. Moreover, their bargaining power towards the government to avail themselves of services is considerably improved, as they act collectively and more organized towards the government to access a wider range of services.

However, the programme organization also has some disadvantages. The main problem is that each staff member works in many different sectors – social organization, finance, agriculture, health, advocacy, and so on – and it is difficult to provide good enough training in all these areas. Except for education, no sectoral specialists are employed.

Programme **design and organization** has not yet utilized the advantages of the programme concept at the strategic level. A programme provides the opportunity to re-visit and strategically re-consider all activities with regard to finding the best strategies and optimal use of resources – this in contrast to individual projects with different objectives and separate budgets. Having all activities organized under the same strategic framework (with similar objectives) and the same budge, makes it possible, in principle, to undertake continuous re-consideration of all activities and outputs with regard to how they contribute to medium- and long-term objectives.

This opportunity is under-utilized in the case of the ICCB. Most of the planned outputs seem designed as a collation of activities similar to those carried out during previous projects, and the balance between outputs seems to reflect the overall distribution of activities in previous projects,

rather than representing strategic considerations of the most appropriate priorities towards the overall goal of the new programme. While all the outputs are relevant to the programme objectives, the balance between them is not necessarily optimal. The fact that the balance between outputs has remained static since the beginning of the programme indicates that the programme organization has not been utilized to re-consider all outputs within a more long-term strategic framework.

Using standard OECD criteria for evaluation,[2] one can say that, while the programme organization certainly has improved efficiency and effectiveness, the opportunities in the programme concept to improve relevance, impact, and sustainability have not been sufficiently utilized.

2.1.2. Integration of schools

In accordance with the ToR, the team looked particularly into the integration of the schools in the programme. This evaluation is not, however, a general assessment of the education components with regard to performance, quality, relevance or other aspects – only their integration with the rest of the programme. It should be noted that the team consulted a fewer beneficiaries and primary stakeholders of the schools than in connection with other components of the programme, which limits the generalizability of stakeholder inputs to the team.

There are 32 Children's Education Community Centres (CECC) and two boarding schools in the programme. Of these, 11 CECCs are co-located with other ICCB activities, while the other CECCs and the boarding schools are not. The schools are served by two school inspectors, who are the only programme staff dedicated to one particular sector of intervention. This seems a sound arrangement due to the special needs of the schools as compared to other programme activities, including the need for qualified supervision that cannot be done by all-round field staff. The burden of work for those school inspectors, including long-distance travel to visit each school every month, is high.

For the 11 CECCs that are co-located with other programme activities, there is a reasonable degree of integration in programme implementation. Field staff make visits to schools, relieving the burden on the school inspectors, although they cannot replace the inspectors completely. Locally, there is good integration between the Adivasi Traditional Organizations and the School Managing Committees. School issues are discussed in the ATSO and ATSO members are deliberately included in the SMCs.

For the other schools, integration with the ICCB programme is minimal, except at programme management level. In those areas there is little benefit from integration, except for the relatively limited savings in administrative resources at head-office level.

By programme design, the way the programme goals are formulated (active participation of target groups in their community organizations) the schools fit the programme goals only indirectly – but there is no doubt that the education of children strongly supports achievement of those goals in the longer run. As regards programme objectives, the schools fit at least two out of seven: objective number 4 (education and school-attendance of Adivasi children) and 5 (practice, preserve and develop Adivasi culture and heritage). With regard to the boarding schools, the team believes that those schools are not an effective and efficient means to achieve objective 5, since they are located outside the Adivasi communities and primarily serve the individual students (and their families) rather than the community as a whole. Hence the contribution of boarding schools is mainly towards objective 4.

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[2] For instance, www.oecd.org/dataoecd/12/56/41612905.pdf

As regards beneficiaries, there is overlap in reaching Adivasis as the general target group, but only in those 11 CECCs that are co-located with other ICCB activities is there an overlap of practical relevance. However, the original programme plan included another 11 sub-districts of the Rajshahi Division and the volume of proposed intervention was considerable. Adivasis in those other sub-districts generally live near the CECC schools. This means that if, in the future, DF plans to expand the working areas of the non-school components of the ICCB after phasing out from the existing areas, then those CECCs can be integrated with ICCB.

Practically all of the team's discussions with programme stakeholders (not primarily the beneficiaries of the school project) revealed that higher education had greater priority than primary education. Good primary education is of course a prerequisite for higher education and hence those two interests should not be seen as conflicting but mutually supportive. Nevertheless, it raises the question of whether currently relatively high level of investment in primary education is the result of strategic consideration of all components of the programme with regard to effectiveness and efficiency in reaching programme goals. The schools incur quite a significant share of the overall costs of the programme, with a much higher allocation per beneficiary than in other programme components. As regards allocation per beneficiary, the students of the two boarding schools are by far the group of beneficiaries that benefit most.

The team does not question the importance of education, and acknowledges that it is expensive, but it notes that the priorities do not necessarily fit well in the context of the overall goal of the programme. By design the ICCB seems in fact to the disadvantage of primary education: the overall goal and most objectives, which relate to community mobilization, are more easily achieved, at least in the medium term, by other means, whereas primary education also serves many other purposes, but with impact only in the longer term. This does not make education less important, but it indicates a problem in design versus practice: in design, education looks like an add-on to a programme designed primarily towards other goals, while in practice education receives more than any other sector. This seems to be a problem in planning of the programme, where allocation and priorities reflect more the historical levels of activity in each sector of intervention prior to integration in one programme, than a strategic prioritization towards the new programme goal. One implication is that it makes it difficult to use the programme organization for better planning towards strategic allocation of resources. Moreover, the programme makes it difficult to seek funding from other donors, since there are many donors who are committed to supporting primary education, but who may not favour some of the other components of the programme.

Recent developments and the need to re-consider
Several CECCs have established activities beyond the intentions of the programme as such. For instance, almost all schools teach both Adivasi and non-Adivasi students. Some even have non-Adivasi majority. The team believes this is a sound development, since it is likely to serve community integration. Even if it means that they cannot teach solely in the Adivasi (Santal) language, the fact that teachers are bilingual is anyway a great contribution to better education for Adivasis and better preparation for their integration in majority schools at higher level. Twenty-one of the schools are also teaching students up to 5th grade, although the programme design suggests only up until the 3rd grade, as the schools were expected not to be a replacement but a preparation for the state system.

The above developments reflect that the CECCs have succeeded in establishing educational services of higher quality and attractiveness than the state schools, also for non-Adivasi students. This was not provided for in the programme design but is a result of the sound arrangement of local ownership and control. While this is a great achievement for the schools, it also indicates the need to re-consider the role of the CECCs in the programme. As the CECCs function now, they are not merely a supplement to, but a replacement for the state schools and serve more or less as private schools –

subsidized by the programme. Moreover, the original criterion of the CECCs was that they are for the Adivasi and children of Bengali families who otherwise would not get the opportunity of formal education. This does not seem to be practised. Thus, following a screening of the current pupils, one should re-consider whether the CECCs still fit with its objectives and the programme.

Here it should be borne in mind that only private (NGO) schools teach in the Adivasi language, and the state school system will not offer comparable education within the foreseeable future. Hence, the CECCs certainly offer alternative – and much better – educational services as compared with the public educational system. Many recent developments, including the large number of non-Adivasi students, confirm this. Regardless, the team still believes that there is reason to re-consider the role of the CECCs within the programme and within the wider educational context, with a view to the long-term achievement of the best possible education for all Adivasis in the area.

Further: with a view to what is best for all Santal Adivasis and not only the programme beneficiaries, another approach would have been to recruit more Adivasi/Santal-speaking teachers to the state schools. Since teachers tend to work close to their home communities, most Adivasi teachers would also work close to their own language communities. Even if the state schools do not teach Adivasi languages, the bilingual capacities of teachers may greatly help some of the students. Thus it might be considered whether investment in teacher training for Adivasis to work in state schools might be an equally good long-term strategy as establishing separate schools. In order for Adivasis to qualify as teachers in government schools, they must have at least the Higher Secondary Certificate (HSC) and Primary Teachers (Training) Institute (PTI) certificate. Nowadays, many Adivasi young people have a HSC degree, but not the PTI certificate. In addition, to get a job in a state school, candidates are expected to pay 'speed money' (bribery) – a practice to be discouraged. In other words, in the short and medium term, it is not easy to integrate Adivasi teachers in the state school system.

The beneficiaries of the boarding schools are exclusively BNELC members and their children. Running boarding schools has traditionally been a strategy for churches to create opportunities for Christian children (both Adivasis and Bengalis) from poor families or from very remote areas without schools. Interestingly, most leaders of Adivasi and Christian communities are the products of boarding schools. Today schools are available in most – though not in all – remote areas, which might lead to a re-consideration of the strategy.

On the background of the above developments the team finds that re-consideration of educational strategies – with regard to the boarding schools in the context of present educational opportunities, and the development of the CECCs – would be worthwhile. Account should also be taken of other models for primary education for Adivasis[3] that have been established by other NGOs, including BRAC through the EIC programme. That issue is, however, outside the scope of this evaluation.

Conclusions:
- Good integration of projects in programme implementation, enhancing effectiveness and efficiency, but with some issues regarding specialized vs. all-round staff
- Weak integration of projects as regards utilizing the potentials in programme organization to enable better use of resources towards medium- and long-term goals
- Except for those CECCs that are co-located with other programme activities, the integration of the education projects in the programme is limited. The boarding schools in particular fit poorly with the rest of the programme. This is not due to lack of efforts by the implementing organization, but to design issues and the lack of geographical co-location.

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[3] See, for instance, 'Tribal Peoples, Nationalism and the Human Rights Challenge: The Adivasis of Bangladesh', Tone Bleie, 2005.

- With their high quality, the schools have developed towards new roles, as a competitive, private alternative to the public schools. This is commendable, but raises the issue of how the schools fit into the programme objectives.

Recommendations:
- Re-consider priorities aiming at optimal prioritization of activities to support overall programme goals and objectives, rather than reflecting past activities.
- Re-consider the need for specialized (sectoral) staff in programme implementation.
- In the next phase, re-establish the schools as a separate programme to be implemented in parallel with the ICCB programme. This will make it easier to obtain funding from donors (private or public) interested in supporting indigenous or minority language education, and it will make management easier since the programme can be better designed for education.

2.2. Outputs and outcomes

2.2.1. Outputs

This section focus on those outputs and outcomes of the programme which are **already achieved or immediately foreseeable**. Section 6.1 discusses the potentials of producing effects in future. In line with standard usage in development cooperation (following OECD DAC)[4] 'outputs' here means the immediate, direct results of an activity; 'outcome' refers to the short and medium, planned effects of the outputs, and 'impact' refers to the long-term planned as well as unplanned – positive and negative – effects.

The programme has demonstrated **commendable progress as regards outputs**. Targets have been achieved or are close to achievement in most important categories of outputs, and in several cases the programme is well beyond targets. This is highly impressive and demonstrates very good performance of the programme after only three years of implementation. An overview of all outputs is provided in Annex 6. Even if the current programme is not directed specifically towards Adivasis, they constitute the main bulk of the target group, and approximately 86 per cent of all costs are allocated to Adivasis.

The team believes that the good performance is a result of several factors. First, personnel at all levels, from the director to field staff, seem to be highly qualified, hard-working and performing well. Second, the programme builds on many years of work by both DF and BNELC in Adivasi (Santal) communities, which has enabled good knowledge about the main beneficiaries and has established confidence also among others, making it relatively easier to work locally. In particular, the Santal Development Project, on which much of the programme builds, has provided a basis for the work. The fact that many of the groups established build on group formation prior to 2000 has of course helped greatly. Third, BNELC-DF has set up a good programme organization with appropriate structures and procedures and – most importantly – highly qualified and dedicated staff at all levels. The whole programme organization was re-built from practically nothing after having been idle in 2002, making it easier to build an organization more appropriate to the programme as regards size, staff qualifications, and management systems, and so on. This in no way reduces – rather, it emphasizes – the importance of the efforts by the current director and his staff in re-building that organization. It is perhaps ironic that the period of no performance or funding may have served to improve later performance, although the team has no clear evidence to support this hypothesis. Fourth, the programme design is heavily output-oriented; correspondingly, the monitoring and

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[4] See, for instance, www.oecd.org/document/19/0,3746,en_21571361_39494699_39503763_1_1_1_1,00.html

evaluation systems and in the end all levels of the organization, from headquarters to field, seem attuned towards producing specific outputs. And indeed, those outputs are evident.

The latter feature, however, also indicates a potential weakness in the programme: The heavy focus on targeted outputs may come at the expense of the medium- and long-term effects. An output focus need not be a major problem, as it is assumed that in good programme design the production of outputs will lead to achievement of outcomes almost automatically. In practice this is, however, not always so. Some potential cases were observed during the evaluation – none of these should be interpreted as conclusive statements, but as possible mechanisms:

As a part of the programme's income-generating activities (IGA) many Adivasi youths (group members and non-members) receive training. In one case (and the team believes this is only one of several similar cases) it appeared that individuals living in the same or adjacent communities had received training in tailoring. As a result, they were able to benefit from off-farm work, but their income was less than half of what was expected due to over-supply in the area. In a programme exclusively targeted towards outputs (number of beneficiaries trained) it can of course be advantageous to train people in the same area, as transport costs are saved. However, if the target was specified at the outcome level (income for those who have received training) wider geographic coverage would have been better. In this case the output focus is at the expense of the outcome.

Another design issue regards the target for Savings and Credit Groups (SGOs), a major output target for the programme. The focus is on the number of SGOs established, number of meetings, trainings, etc. There are no clear targets for the number of members in each group or in total. While there are quite clear-cut criteria for selection of members (along five poverty criteria), the criteria for selecting which communities to establish an SGO are very loose. Since Adivasi are not the only target group, these communities do not need to be Adivasi, and since poor people who satisfy one or more of the five criteria are found almost anywhere, it is up to the individual field organizer to decide where to establish an SGO. Each field organizer has a target for a certain number of SGOs to create. Since the targets relate solely to outputs, it may be tempting to select communities where it is easiest to set up an SGO that is likely to function well in terms of outputs. Those communities may well be among those where an SGO is actually less needed. For example, relatively prosperous communities characterized by social coherence may appear much candidates better than the poorest, conflict-ridden ones. And if other NGOs are already supporting savings and credit groups in the area, people are familiar to this form of organization and are easier to organize. The team even found indications of overlap between the ICCB groups and membership in other NGOs' savings and credit groups. True, the SGOs of the ICCB have a much broader approach than other NGOs in the area, so it is not the same 'product', and the ICCB approach is definitely also needed where other NGOs provide services – the point here is just that those areas are not necessarily those that need ICCB the most. An outcome focus that took into account the baseline situation and aimed at improving the situation rather than simply achieving a certain number of groups and activities, might have led to other priorities.

The team would like to stress that the above weakness relates more to design than implementation. Indeed, the staffs seem concerned about outcomes (and impact) and there are many indications that they are focusing on outcomes and impact in their work. There are many ways to manage a programme, and in particular in a relatively small organization like BNELC-DF many important aspects are implicit and are taken into account even if not explicitly stated in documents. **The team has no doubt that implementation is directed towards achieving medium- and long-term outcomes, and that the programme largely succeeds in this**, as indicated below.

2.2.2. Outcomes

At such early stage in programme implementation only few clear, tangible outcomes are to be expected. This is particularly so in a programme where most emphasis has been on social facilitation of group formation – a process that produces outcomes only over longer time. Nevertheless, the programme seems to have produced a wide range of outcomes already. All project visits by the team provided evidence of outcomes. A later workshop with staff members confirmed that various other outcomes have probably already been achieved. The types of outcomes are listed below, by programme objectives and output category.

-   Organizing: the formation of groups (whether Adivasi Traditional Social Organizations or Savings Group Organizations) has led to a significantly greater degree of collective action, whether on behalf of community interests or individual member interests. Most groups have been engaged in mediating community or family conflicts or have taken local initiatives to prevent harmful practices like early marriage, dowry, child labour or sexual harassment of women. In many cases direct intervention by the group has led to results; in other cases, it is likely that higher awareness has been raised locally. There are many cases of the groups taking collective action on behalf of individual members, thus strengthening them significantly – for instance, in cases of rape and sexual harassment (where compensation and/or justice is sought), and on land issues (see below). Moreover, through collective organization, group members who qualify have been able to benefit from government services such as Vulnerable Group Development (VGD) and Vulnerable Group Feeding; or antenatal, old age or disability allowances; or simply fair treatment by the police or the courts. Those outcomes have the potential to establish precedents that may lead to easier access to government resources and reduce discrimination (an impact) also in future.
-   Income-generating: Most of the inputs provided in the form of loans to improve agricultural production have probably led to better yields and thus better household economy. Seasonal loans reduce dependence on money lenders and the need to sell labour in advance at very low rate (a common survival strategy). Training has led to job creation. However, poverty remains a dominant issue. Poor Adivasi families are selling their physical labour in advance for much lower payment than the normal rates, mainly during lean seasons and to buy food for their families. This is not due to failure of the programme, but should serve as a reminder that with the current programme the problem of poverty is tackled only on the level of selected individuals and households.
-   Human rights: Loans have enabled the release of mortgaged land. A number of land conflicts have been solved through arbitration, and several cases are currently being tested in court. These are lasting outcomes that will almost certainly lead to positive long-term impact. Several cases of mobilization towards local government, whether as mass demonstrations, general advocacy or direct approach to relevant officials, are likely to have drawn greater attention to Adivasi rights and interests. This has been done successfully at both branch-office level and head-office level. Moreover, there are many indications that interaction with government officials, previously characterized by fear (on behalf of the Adivasis) and disrespect (from officials), are much smoother. Many beneficiaries noted that they no longer fear the government representatives or the police, as they used to.
-   Capacity building and cultural development: it is too early to identify outcomes from children's education, but outcomes in the longer term are highly probable, as long as the enrolled students receive better education than they would otherwise. Still, there are drop-outs among Adivasi children at primary and secondary levels (generally *not* programme beneficiaries); and they lag far behind in general, with regard to high and specialized studies. The cultural events that have been organized have already attracted more attention to Adivasi culture and rights locally, and some events have also received attention from the central government.
-   Health and environment: better health and reduced health risks, and protection of environment are likely outcomes from the outputs so far.

- Higher, strategic level: DF and the programme have managed to raise awareness of and respect for Adivasi issues through various good initiatives from branch-office level (vis-à-vis the Upazila Nirbahi Officer) and from head office at the district and national levels. Some of this has been done in cooperation with the Coordination of NGOs for Adivasis (CNA), established by the Director of DF and currently including eight other active NGOs working with Adivasis locally. Although only partly integrated with the programme, this constitutes a very important challenge for influence on higher levels.

Some of the outcomes are quantifiable, others are not. Some are reported by BNELC-DF under outputs or 'other achievement' (and a few 'case studies'). When the quantities – for instance, number of hectares of land released, number of local conflicts solved, number of jobs created – are not mentioned here, it is partly because we believe that the reported figures do not sufficiently reflect all the achievements and hence it would not do justice to the actual achievements of outcomes. In addition, it is not always clear how the reported figures are calculated and hence how precisely the figures reflect actual outcomes. We believe real achievement of outcomes is better than what is reported. Instead of quantifying, the team has therefore based its assessment on what is natural to expect given the nature of the programme, the capacity of the organization and the financial resources allocated – based on the team's quite extensive experience knowledge of comparable programmes elsewhere.

The team believes that, on the whole, the outcomes in all the categories above are similar to, or even above, what could be expected from the programme at this point in implementation, and given the relatively limited financial allocations. Of particular interest is that some achievements, concerning land issues in particular, are almost certain to have long-term impact for the households benefiting, and many of them will also have paved the way for others, whether by providing ideas and confidence to other Adivasis subjected to injustice, and perhaps by precedent in the courts or government offices.

Unfortunately, the programme design makes it difficult to document the outcomes. The programme document provides only a limited overview of expected outcomes in the form of programme objectives and a list of more specific short- and long-term effects and consequences of the programme (section 3.2.2 and 2.4 of the programme document, see Annex 7). In addition, some output targets refer to outcomes (this is partly a matter of definition). The outcomes seem unsystematic – perhaps developed as an adaption to donors rather than to guide programme implementation. In most cases, expected outcomes are presented in a form that does not enable measurement of achievements. There is little specification, no benchmarks, no corresponding system for gathering necessary information, and some key outcomes are not even mentioned in programme documents.

Moreover, baseline studies have not been conducted in any systematic way, not even on the relatively basic level that could have been done at relatively low cost (for instance, registration of socio-economic household characteristics of members in groups when establishing groups). Since outcomes normally refer to an improvement as compared to a pre-programme situation, the lack of baseline data makes this difficult to document. While it does not directly affect the actual achievement of the programme, it is a weakness as regards evaluation according to established norms for assessing development assistance, which again affects the possibilities of future funding. Moreover, it means a lost opportunity of the programme and management system to guide implementation of the programme towards optimal use of resources towards achieving medium and long-term effects, rather than merely producing outputs. For instance, much could have been learnt if data on outcomes had been collected systematically from different communities and then compared for the purpose of learning which strategies work best.

According to BNELC-DF, baseline studies were not conducted during start-up of the programme due to financial constraints and lack of expertise in the organization. These are valid reasons that should have been considered by the donor during the process of appraising and approving the programme.

Conclusions:
- The production of outputs is impressive and commendable.
- Production of outcomes is probably very good, too. However, this cannot be assed according to standard norms for evaluation, due to programme design and lack of baseline data.

Recommendations:
- Re-design the monitoring and evaluation system. Within the current programme period this should be done by introducing some indicators on outcomes. The list of 'other achievements' in reporting documents is a good start, and it should be expanded.
- In design of next phase, focus should be on outcomes and impacts rather than on outputs.
- A 'log-frame' should be considered, as it will make the programme logic more clear and make it easier to assess whether programme design is appropriate.
- To ease the problem of persistent poverty, in particular in the lean period, a community-based food bank/storage facility for food should be considered in the CBOs. This would be a contribution to all those who do not benefit from income-generating activities.

2.3. Monitoring and evaluation system

Two types of monitoring and evaluation (M&E) are carried out: direct and indirect. In direct monitoring the programme coordinator, programme officer and branch manager pay field visits and report to the director. The director sometimes undertakes field visits to see for himself the state of progress. Face-to-face dialogue is also sometimes held with the beneficiaries. In indirect reporting, there are well-established procedures for performance and financial reporting by monthly meetings at branch offices and head office for all levels of staff, in addition to written recordings. The formalized M&E system is generally limited to quantitative data, primarily outputs, since the indicators are designed for this. This is a limitation that can be overcome by better indicators.

The team concludes that, with the exception of the output focus and lack of baseline data mentioned above, the M&E system is generally sound. With an organization of this relatively limited size, the current monitoring system is good and effective. The system enables appropriate and precise reporting on results, with only limited possibilities of misreporting or systematic errors on a larger scale; hence, it enables a sufficiently degree of accuracy and precision in reporting of results to donors and other stakeholders.

The branch offices are not equipped with computers and internet services, which makes parts of the M&E procedures and communication between branch office and head offices less efficient. There is no dedicated monitoring officer at head office, which might have enhanced the monitoring system and enabled more independent monitoring of field activities. In the current situation this is acceptable; however, with an increase in staff and activities the need will arise.

As discussed later (section 5.4.2) there seems to be considerable untapped potential for learning within the organization. This is also valid for monitoring and evaluation. For instance, the monthly meetings, which have much focus on reporting outputs, might be used as an opportunity to learn from each other, if more discussion were held about differences in outputs and outcomes from place to place or from month to month.

There is also a potential for improving the system by re-considering indicators and targets to ensure that the M&E system is always appropriate, Except for cuts that follow from reduced donor funding, no general revision of targets and indicators has been done during the programme period. There seem to be an understanding that the programme organization is not mandated to revise targets mid-way in a programme; and the donor (Normisjon) has not explicitly invited or encouraged this.

Conclusions:
- Good monitoring and evaluation system, except for the bias towards output in design, and lack of baseline data.
- Potentials for improvement are not explored and utilized, since indicators and targets are not revised throughout the programme period.

Recommendations:
- Indicators and targets for the rest of the period should be re-considered; if it is found that changes should be made, this should be discussed with the donor.
- In the next phase, the design should focus on outcomes, and provision should be made for basic, cost-effective baseline data.
- In the next phase, a Monitoring and Research Cell at head office should be considered, with a mid-level officer to be appointed who will act as monitor and conduct small research as well.
- An impact study should be considered from time to time to assess developments and suggest changes.

2.4.   Utilization of financial and human resources

2.4.1. Financial management

Financial monitoring is generally sound. The key person in financial monitoring is the accountant at head office. The branch offices (and boarding schools) have limited mandates as regards financial allocation, and send financial information to the accounts section in the head office in prescribed formats for verification and reporting. Monthly financial reports are made and budget deviations, if any, are discussed with the director.

Salaries to branch office are sent by Demand Draft (DD) and paid out to staff in cash. Salaries at head office are paid in cash. Director's advances are not always approved beforehand by the chairman. Sometimes post facto approval is taken.

There is no internal auditor. While this is understandable in a relatively small organization that has been deliberately designed for thinly staffed headquarters, internal auditing practice is essential as part of internal control system. This issue should be raised and considered for future.

Systems and policies are generally in place, including personnel policy, financial policy, accounting manual, savings and credit policy. There is no procurement policy. Such a policy should be framed, as from significant purchases (e.g. vehicles, computers) may occur.

There is a high degree of project fund utilization (above 98 per cent). One of the main constraints to better utilization of financial resources is the repeated delayed disbursement of funding, which affects programme implementation early in the year. This necessitates using funds from internal and other sources, which is an unnecessary irregularity. In addition, budget cuts from the donor side make planning difficult.

With regard to the savings and credit components, DF is restricted (in line with many other comparable NGOs in Bangladesh) by not being granted a licence according to new regulations by the Micro-credit Regulatory Authority (MRA). This is due to formalities, and it is expected that there will be an opportunity to have a license later. The current scheme of DF probably qualifies for a license (requiring 800 borrowers or Tk 3 million in loans outstanding) when an application opportunity arises. In the meantime, there are ways to overcome this. The MRA has a rule that CBOs can carry out microfinance provided that the savings are deposited in the bank in the name of the group. Staff members do not seem updated on issues relating to management of savings and credit components, for instance simple tools like financial ratio analysis.

The programme show very little effort to mobilize funds from other donors. In the past three years, DF has submitted only one proposal to a foreign donor, unfortunately not successful. It is not actively searching for new donors for expansion of current programme or undertaking new ones.

Due to initiatives in the programme, several cases of land issues are currently being tested in court. This is a very important process with the potential for huge precedent impacts; likewise, failure will be a major setback. An obstacle is that hiring legal counsel is very expensive, and this is not sufficiently budgeted for. Programme staff and Legal Assistance Cells suggest that the programme should hire a full-time lawyer to reduce costs.

Conclusions:
- Financial management is transparent frugal and prudent.
- Fund utilization is effective and efficient.
- Financial monitoring and internal control system is sound.

Recommendations:
- Internal auditing should be strengthened. A junior audit officer could be appointed to work as an accountant in the Accounts Section in addition to auditing functions, to minimize costs.
- BNELC should have a procurement policy.
- Director's advances, bill vouchers leave, etc., should be approved by the chairman. The Executive Committee can set a limit on expenses, exceeding which should require chairman's approval.
- Donor should not slash committed funds as they have been doing, and funding should arrive on time.
- The single donor dependency should be changed on top priority basis. DF should explore other donors, like the Swiss Development Cooperation (SDC), European Commission (EC), NETZ and OXFAM- NOVIB, who promote activities similar to those of the organization. Four to six proposals should be sent annually to donors. DF should also physically visit some donor offices.

2.4.2. Human resources

Staffs are satisfactorily qualified and skilled (Annex 2). A few non-professionals have been recruited like Project Accountant (with arts background) and Legal Promoter (only a basic arts background). Such practices are, in general terms, not advisable. In technical areas like these, if suitable Adivasis are not found, non-Adivasis can be recruited. The head office is unusually thinly staffed as compared to the overall size of the organization, but has demonstrated its capacity to manage. The director has very high work capacity, but is heavily burdened. At some point, an assistant director should be considered.

A key challenge to the programme is that it is involved in many different sectoral activities, with few sectoral specialists. As a result, most staff members are expected to know many different sectors. The programme organization has drawn on expertise in government offices or other agencies when needed, and this is commendable. Nevertheless, although the team has not found indications of

serious misjudgement or other problems that can arise from insufficient skills among the staff, the lack of specialized knowledge involves the risk that such problems might occur in future. Since it will be the beneficiaries rather than the programme organization that will suffer if, for instance, activities fail due to lack of knowledge among staff, this risk should be taken seriously. It can be solved either by reducing the scope of work or by specializing.

Staffs also seem dedicated and subject to sound management. Staff dropout is very low (only 7 persons over three years, out of 118). This is good, in particular since salaries seem relatively low. If staff compensation is not raised reasonably, however, it will be difficult to retain personnel, and that will necessarily affect the quality of the programme.

The staff productivity is satisfactory. The branch structure is standardized and effective, with good procedures for decision making, planning and response to emerging issues. The mode of work is generally very systematic. The number of communities, groups and beneficiaries covered by each field organizer (15 to 20 groups) is satisfactory as compared to other organizations, especially given the wide geographic areas covered and the broad scope of interventions well beyond only savings and credit.

Staff appraisal is done in a prescribed and equitable format for all, and is used for annual increments or promotions. Supervisors' comments are not normally shared with staff, so the staff members do not necessarily get to hear of their weaknesses. The director is normally not appraised by the board. While this is normal in the NGO sector, regular appraisal of the director by the Executive Committee would better ensure good governance.

Training of staff is unsystematic. There is a budget in the project for staff training, and training is provided both by internal training by senior staff, or in courses with external trainers. Staffs also attend training outside the organization when opportunities come. But staff selection for training seems to be done arbitrarily (by the director), and no training database exists. This is one of the most significant shortcomings with regard to human resource management. There is at present no training officer to look after human resource development effectively, and no budget provision for a trainer.

Although programme implementation is gender-sensitive, the organization has no gender policy and the share of female staff members is embarrassingly low, at 16 per cent (18 out of 118). Very few women have applied for positions. This is explained partly by the fact that, in addition to the generally lower availability of educated and experienced female personnel, the jobs offered are not attractive to women, for example because many women are unwilling to use motorbikes or undertake overnight travels. The team finds that although these factors are valid for explaining the gender imbalance in the short term, the lack of long-term strategic thinking and strategies to overcome the problems and improve the gender balance in future is not impressive.

As to more specific needs for skills development, there is a need for training on the community development concept and other key concepts of the programme, on land-related legal matters, and experiences from other comparable organizations, including Adivasi organizations elsewhere in Bangladesh. But since each staff member is engaged in a wide range of different sectors – agriculture, income generation, social organization, land issues, government service provision and much other – skills and knowledge in many areas are needed. There is a lack of written learning materials, for instance in the form of a small library.

There are also untapped potentials for learning in the organization. In discussions with the team, staff members suggested a learning circle, and exchange visits with other NGOs. Moreover, the monthly meeting could be used more for training and for sharing experiences across branch offices. This is already done, but could be improved.

2.4.3. Staff understanding and skills on the community development approach

The team had particular focus on exploring how the staff understand central programme concepts like the 'Community Development Approach' (CDA), with the key indicators People's Participation/Involvement, Capacity-Building, and Ownership. This was done by focus group discussions at each branch office and central level. It appeared that in general, staff members know the programme goal and objectives well. It is also clear that many staff members – but not all – have a fairly clear understanding of the concepts.

Group discussions revealed that various staff members saw themselves as having different roles, as illustrated below:

Role	Responsibility
Facilitator	Improve group members' individual and collective capacities and skills
Motivator	Encourage acceptance of necessary changes
Organizer	Establish contacts and linkages
Coordinator	Help establish coordination among stakeholders
Trainer	Provide planned trainings for member skills and capacity development
Information collector	Gather information and documents from govt. and other organizations for CBOs and programme staffs
Problem solver	Help solve individual and collective problems and challenges of the CBOs

The above overview seems to reflect a sound understanding of roles. Staff members also showed good understanding of and respect for community ownership.

A bigger problem is that a few individual staff members deal with a very wide range of scattered Adivasis and other poor beneficiary partners. Thus, they are almost burnt out through their activities, and have little time left for reflection. Moreover, also on the central level there is more focus on quantity-oriented performance than on quality.

Conclusions:
- Staff members are generally well qualified and committed to the programme.
- Lack of specialization means risk of misjudgement and of failure to achieve planned outcomes and impact in future.
- If staff compensation is not raised reasonably it will be difficult to retain personnel.
- The current training selection is unsystematic; training and learning are inadequate.
- A basic understanding of key concepts in the Community Development Approach is present, but insufficient. In addition to knowledge of concepts, more time for reflection is needed on these important issues.

Recommendations:
- Depending on financial opportunities, but considering re-allocation of existing funds, greater specialization among staff should be developed. This would involve specialization in land issues and land-related legal matters, community development, agriculture, training and human resources development, monitoring. It can be done by recruiting staff members or by supporting specialization in existing staff.
- In particular, employing of a lawyer should be considered – following a thorough assessment of costs and benefits of permanent employment of a lawyer against other solutions, like linking up with other lawyers who are positive to the issue of Adivasi land rights.
- Reduced sectoral scope should be considered to reduce the number of sectors in which the organization needs expertise. For example, instead of providing services within agriculture, health or other sectors, the programme might try to link up with other service providers, for instance in government. This is already done, for example in training, but might be used more.

The key principle should be that if there are other, more qualified service providers available, the role of DF should be to facilitate synergies rather than to provide similar services.

- The need for increased compensation should be considered carefully, with a focus on retaining staff in the long term.
- The organization should have a gender policy for long-term improvement of the gender balance. This should be established and implemented as soon as possible, in consultation with relevant expertise.
- Selection of staff for training should be based on a clear policy, and a training database to record the training should be established. The director should not be directly involved in selecting individuals for training. A training committee can be set up with the Programme Coordinator, Accounts Officer and Programme Officer (PO) to finalize all training selection (local), to be forwarded to the director for approval. In the longer term, one should consider the need for a training officer and a training cell in the Head Office.
- One or more 'learning circles' should be considered and encouraged.
- Exchange visits and even longer stays in other organizations should be facilitated.
- More time should be allocated for reflection. At least one or two hours should be allocated at each monthly meeting to discuss programme-related issues, for learning and reflection.
- A mini-library of learning materials on key issues should be developed. Most of the material will be available free of charge, for instance from the government or other NGOs and donors.
- Consideration should be given to establishing computer infrastructure at branch offices.
- In line with policies for a thinly staffed head office, a deputy director is not appropriate at present, but future need should be contemplated.
- Programme staffs should be allowed more time for reflection and learning opportunities through learning sharing, scope of studying relevant learning materials, exchange visits to similar programmes of other organizations, etc.
- The key indicators of the CDA – People's Participation/Involvement, Capacity-Building, Ownership, etc. – need further clarification among staff. More training and sharing on these issues are required as soon as possible.

2.5. The role of the DF Board

Following a history of some disagreement between BNELC and BNELC-DF, an assessment of the role of the board in the programme is of particular interest, since a majority of the board (9 out of 17 voting members) represent BNELC. The evaluation team explored the board's role by interviews with key representatives and a group discussion with six (out of eight) members of the Executive Committee, supplemented by telephone interview with the vice chairperson, who could not attend the meeting.

The board seem to fulfil its mandated (formal) responsibilities reasonably well. Reportedly, many board members are passive in discussions and have no particular role. The Executive Committee (EC), however, consists of more active members who are actively supportive to the organization and the programme, often beyond the formal mandate. They are all professionals in their fields and seem to provide good leadership in their professions and in their societies. All except one are Adivasis. Only two are women.

In addition to their mandated functions, EC members visit activities and attend various activities when invited by the programme staff. On such occasions they frequently also give feedback to the director, hence improving his capacity. Some increase in staff salaries during 2010 was partly initiated by EC members.

The members of the Executive Committee strongly express ambitions for expansion of DF's work, as regards both in geographic coverage and activities (focusing on capacity building and higher education for Adivasis). They also support the idea that BNELC-DF should buy a plot of land elsewhere, so that it can be possible in future to have premises independent from BNELC.

Conclusions:
- The board (general body) fulfils its mandated functions reasonably well, even though many members are passive.
- The Executive Committee is active and supportive and provides valuable support to the director in implementing the programme.

Recommendations:
- Two more women should be included in the DF Board, replacing two men, for better gender balance.

2.6.   Other lessons and emerging issues

This section lists some issues which cut across or are not covered by the specific issues of the ToR, but which came up during the evaluation as points the team finds important to raise. Since data collection was not guided specifically towards these issues, some of this discussion builds on less solid evidence than those issues requested by the Terms of Reference. The inputs in this section should therefore be seen as food for thought, rather than conclusive statements by the team.

2.6.1.   Limited focus on policy and strategy on head office level
As stated above, all levels of the organization perform well. The team has been impressed by the strategic work vis-à-vis the wider society and the government, both at group level – where collective action has brought better access to government services and less discrimination and better cooperation is sought with the elected (union) representatives; at branch/upazila level – where cooperation with government is sought on service delivery, and land issues and other important issues are raised; and head office – seeking policy influence and awareness about Adivasi issues both by DF directly and through the cooperation with Coordination of NGOs for Adivasis (CNA). A particularly promising development is that the Upazila Adivasi Parishoods are active as strong voices for Adivasi interests. However, whereas all levels are involved in such work, there seems to be little explicitly strategic thinking. Many initiatives appear to be taken more or less independently, albeit inspired by each other. Moreover, there is relatively little focus on the national policy level, where there are also potentials for drawing on synergies from Adivasi organizations elsewhere – in particular, perhaps, the Chittagong Hill Tracts. The director and one or two board members are occasionally involved at higher level, partly through the National Adivasi Forum, and the Upazila Adivasi Parishoods are also trying for involvement at that level.

In the longer term, the most important changes necessary for achieving improved livelihood and human rights for Adivasis will require changes in attitudes, policies and practices at all levels of government. A more systematic approach to strategy development, better coordination for mutual benefit and improved influence, and learning from each other could be highly beneficial. All the above indicate the need for a thorough policy/strategy for the Adivasi People as a basis for changes in the current programme as well as development of more focused programmes in the future.

There is, however, a self-imposed limitation in the programme in the choice of having a thinly staffed head office to allocate more resources to field level. While the team can feel much sympathy with such a policy, it poses a dilemma, as higher-level policy and strategy work is obviously something that

should be done at central level. Although some improvements are possible – for instance, in facilitating more exchange and discussion on these issues during the monthly meetings – it is difficult to foresee significant improvements in this area without strengthening the capacity at head office.

2.6.2. Little explicit reflection on the context of service delivery

There is obviously an under-supply of services to poor people in general and Adivasis especially. In such circumstances, service providers, NGOs in particular, often tend to work on the philosophy of providing a wide range of services to the poorest individuals and households in the communities selected, with little systematic work on selection. However, in such contexts it is crucial to make sure to take account of existing service delivery, making sure that government services are utilized optimally, and that NGO services do not substitute or replace services that would otherwise be provided by the government. This is also a key element of a rights-based approach, and it is particularly important in the context of discrimination, where access to government services gives more long-term benefits than providing services directly to those suffering from discrimination.

The evaluation showed that, in actual practice, the programme has been applying a sound, opportunistic approach to other service providers, tapping on government services when available and advocating for better access to those. However, the overall programme approach seems to resemble a philosophy of providing all kinds of services to the target groups, generally without regard to the government or other services.

The survey that forms the basis for selection of beneficiaries and communities scarcely reflects on this at all. The socio-economic status of the individual beneficiaries is the guiding reference, and with regard to selection of communities there is little reflection beyond a preference for Adivasi communities. There has been no systematic mapping of other service providers who also operate in or nearby areas. Nowhere, it seems, are programme staff encouraged to raise questions like: 'could the needs be met by other services providers than DF', or 'acknowledging that the services needed are citizens' rights for which the government should take responsibility, should DF mainly provide such services, or rather advocate for less discrimination and better government services?' That question is particularly relevant for the schools – as the current strategy is to provide a private alternative to education rather than attempting to improve the state schools. In most of the communities visited there were also other NGOs providing services. Those other services were in most cases not overlapping, but the fact that there was so little reflection on the issue seems to indicate that the programme is dominantly focused on its own service delivery, without considering other providers. Discussions at all levels of implementation revealed very little knowledge and interest in other service providers.

The above problem has few practical consequences for the time being and there is little evidence of actual overlap or suboptimal use of resources. Nevertheless, it is worth noting as it reflects a philosophy of service provision that is not in line with current trends in development under a rights-based approach. It may also become a practical issue to the extent Bangladesh may succeed (or at least improve) in meeting its obligations under the Millennium Development Goals – then health and education services will gradually improve, making inclusion in government services for discriminated groups a better strategy than providing parallel services.

2.6.3. Limited flexibility and adaptability

The only significant changes in budgets and targets that have been made during programme implementation are those that are necessitated by the reduction in donor funding. Discussions revealed that key programme staff and even the Executive Committee did not see it within their mandate to change. This seems to reflect a too static approach. Targets, internal priorities and corresponding budget revisions should be re-considered every year, with a major revision half-way.

The donor would of course have to accept this, but the consideration and initiative should come from the programme, where the issues are best known. For instance, call from the Union & Upazila federations of ATSOs for more resources to legal land issues, perhaps by hiring a full-time lawyer, seem not to have resulted in a request for re-allocation of budgets.

2.6.4. The importance of land issues

As noted, land issues are a key focus in many programme activities. Interviews and discussions with beneficiaries and Adivasi organizations at all levels revealed that this is a top priority. ATSOs and Adivasis are facing their greatest constraints and challenges in recovering lost land, retaining it properly and using their lands in productive ways. Land issues are their number one priority work at the moment. ATSOs and their federations have agreed to face the challenge. The issues are approached in several ways, from release of mortgaged land to legal processes. There is an emergent and crucial need for more specialized legal support. The team finds that land is among the most important strategies for realizing human rights and achieving long-term benefits, but still there has been relatively little programme focus or allocations to the issue. There is a mismatch between the priorities on local levels, focusing on land issues, and at programme level, where resources tend to go to other areas, education in particular.

One argument to consider is that public health and education services for the poorest are slowly improving in Bangladesh, whereas land issues and conflicts are on the increase, due partly to scarce availability of land and dramatically rising prices. Looking forward, this would mean that in future, land issues will be much more important while health and education slightly less important. But waiting to deal with land issues is not a good option, as the costs would be much higher in future.

3. Prospects and potentials

3.1.   Potentials for achieving the planned short-term and long-term effects

The team was asked to assess the potentials of the programme to produce the planned short-term and long-term effects. These are listed in section 2.4 of the programme proposal, but also in the formulation of programme objectives (section 3.2.2), and occasionally in other parts of the programme document. To enable assessment of the planned effects, the team extracted the various statements of expected effects – outcomes and impact – in a re-construction of the programme logic with this regard (since it was not presented in the programme documents), see Annex 7.

A limitation in assessing effects is that there is no benchmark against which to measure success, and no baseline. Indeed, the team suspects that the planned effects to some extent were developed with the aim of convincing donors rather than guiding implementation and measurement. This is also valid for some of the few attempts to quantify effects, which are not convincing. Several statements of effects are beyond any realistic considerations, such as 'adolescent girls will be free from violence', which is, unfortunately, far too optimistic. Such statements indicate that the list of 'planned effects' has little to do with realistic considerations, but is probably aimed mainly at attracting donors.

It should be noted that regardless of programme design most of the medium- and long-term effects cannot be measured, even less quantified. This is partly due to programme design (where the lack of baseline data makes it impossible to measure change), and partly due to the nature of the effects, many of which are very difficult to measure anyway. Moreover, all long-term effects (impacts) depend heavily on other factors outside programme control, in particular macro-developments like economic growth and policy environment. In no circumstances is it possible to give conclusive statements on long-term effects of such a relatively small programme as the ICCB.

Hence, due to programme design and the nature of the programme, only a very general assessment can be done, based on the reported outputs, discussion with staff and beneficiaries, and team's systematic assessment of the likelihood that outputs will lead to the intended effects. The overview below is organized by programme objectives and output categories.

On the issue of long-term effects of **social organization**, the sustainability of the CBOs (Adivasi Traditional Social Organizations and corresponding federations, and the Savings and Credit Groups and federations, and Legal Assistance Cells) is discussed separately below. It should be noted that statistics are against sustainability of such groups; they very often cease to function after the end of donor inflows. Regardless of their sustainability, however, certain medium- and long-term effects are expected. From the many instances of collective mobilization and the empowerment of the individual members, one can expect some degree of social improvement in community, which is likely to last well beyond programme interventions. These improvements may involve better status and less discrimination of Adivasis and poor members of society, better preparedness in the community for solving various kinds of conflicts, and more attention from government representatives and elected (union) representatives.

On the federation level, potential impacts include more attention and less discrimination from government and public offices as a result of the various forms of organized action from the federations.

With regard to **income generation**, short- and medium-term effects are quite likely in the form of better economy and livelihood for the beneficiaries. The long-term impact will depend on so many other factors that it is difficult to assess. Some impact of income generation is almost certain, but may well be less than anticipated. Of particular importance is that there is no necessary relationship between improved skills and better income as long as unemployment is high and the labour market not supportive, for instance by discrimination or if employment in the relevant sectors is more based on existing networks or social stratification than according to qualifications. Fluctuations in the economy and labour market are more important than skills; in bad times even the best qualified will lose jobs and in good times almost everybody gains. Another possible impact which the team finds likely is that job generation for those most marginalized, including Adivasis, may improve their local status and hence reduce discrimination in other fields as well.

In **human rights**, the expected long-term effects relate to less discrimination of minorities and women, less land loss, less discrimination and better services from public institutions. All this is likely to be achieved to some degree – but, of course, will also depend on other factors, the policy environment not least. In particular perhaps for land loss, some small achievements have already been made with very long-term effects: permanent land ownership for some Adivasis. A crucial issue here is that several legal cases have been initiated: these will be very costly to pursue in court, and it is not clear where funding will come from. It is vital that the programme is able to follow up these cases until a legal decision has been handed down in court.

In the area of **capacity building and culture**, the short- and medium-term effects are quite obvious in the form of better-educated pupils graduating from schools. This will greatly enhance, but not automatically lead to, other long-term effects such as a better financial system for the beneficiaries and their families. Moreover, since the programme cost per beneficiary is much higher for the education components than for the other activities, it is reasonable to expect impacts beyond the individual beneficiaries. However, this should not be taken for granted. For instance, in many cases the graduating students may perhaps seek jobs elsewhere in Bangladesh, with little gain for their communities. On the other hand, the impact can be very high if, for instance, they use their skills and education in work that supports their communities directly – the DF Director is a good example here.

As regards cultural events and other efforts to practise, preserve and develop Adivasi culture, the short- and medium-term effects seem clear in the form of more attention to Adivasi culture in the wider society, and greater pride and confidence among the bearers of that culture. The long-term effects are difficult to assess, but are likely to be positive.

Regarding **health and the environment**, short- and medium-term effects are likely, although the team doubts some of the attempts to quantify them. In the longer term, it will depend on very many other factors – but the programme is likely to give positive contributions. The statement that health awareness and improved economy will bring 'strong positive impact on population control' is also far too optimistic. Demographic research has indeed shown that economic growth and reduced mortality (an expected effect of 'health awareness') are two factors that serve to reduce population growth, but this is in the very long run, over several decades. On the other hand, Bangladesh is one of the countries where family planning seems to have been relatively effective, so those health interventions may have some effect. In any case, an effect 'on average by one fourth' seems to have no justification and is not measurable.

In evaluations of impact (long-term effects) one should also look for the **unplanned and unintended (negative) effects of a programme**. That was not an issue in this evaluation, and it is too early to conclude in any case. The team notes, however, that there seems to have been little or no reflection on the potentially negative effects of the programme. A key dimension in such considerations would be the risk that service provision by an NGO may reduce the incentives and potentials for provision of

government services to the same target groups. There are also concerns that NGO activities may serve to undermine democratic structures and processes in a society, partly by allocating resources outside local democratic control (as all important decision on resource allocation are taken by donors) and partly by allocating democratic processes to the local, ad hoc participatory level instead of engaging with local elected bodies.[5]

Conclusions:
- The programme is likely to contribute to most of the planned and long-term effects; however, in most cases this is not measurable and the expected effects, when specified, often seem overly optimistic.

Recommendations:
- In the next phase, more focus should be on long-term effects (impacts). An impact study, assisted by external expertise, should be conducted for all or selected categories of programme objectives, and should be used to guide the design of next phase.

3.2. CBOs: long-term sustainability

In the original programme design, the current programme period was planned mainly for the 'group formation' phase, while another phase of three to five years should focus on federation building. Thereafter a 'gradation phase' of three years and a 'monitoring and follow-up' phase of one year were planned before the CBOs (local groups and federations) were expected to be self-sustained.

As of December 2010, 60 Adivasi Traditional Social Organizations (on target) and 431 (against targeted 450) Savings Group Organizations had been formed. This means that as regards quantity, group-formation achievements are ahead of schedule, which is excellent. It also indicates that the ICCB Programme will be able to achieve its target of group-formations within the remaining period of next two years comfortably. One reasons for the early achievement of targets was that many existing groups were formed by former projects (PCDP and SDP). The programme has succeeded in organizing the beneficiaries to develop their organizational capacity, skills and income-generation capacity. Dropout has been negligible, indicating deep involvement of the members with the organization.

Even more impressive is that the higher level of group (federation) formation is well beyond target. 45 (against 50) Adivasi Union federations of ATSOs, 10 Adivasi Upazila federations, and 20 Village Development Council (federations of SGOs) had been formed as of December 2010.

Still, the long-term sustainability of the groups beyond the programme period is a crucial issue. It has been shown that most Savings Group Organizations cease to function after donor inflows stop,[6] or they change key features – for instance, that the poorest are left out and only the better-off remain.[7] This does not mean that they fail, as the impact for the individuals as in community may remain. For the ATSOs, on the other hand, it is more important that the organizations exist for a long time as social organization is probably the key to achieving Adivasi rights over time.

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[5] See, for instance: 'Participation: The new tyranny?' by Bill Cooke and Uma Kothari.
[6] See Mersland and Eggen: 'You cannot save alone. Financial and Social Mobilisation in Savings and Credit Groups'. Norad report 8/2008.
[7] For changes in microfinance schemes over time, see for instance, S.M. Rahman: 'A practitioner's view of the challenges facing NGO-based microfinance in Bangladesh' and other contributions in *What's Wrong with Microfinance*, edited by Thomas Dichter and Malcolm Harper.

3.2.1. CBO performance

The evaluation team was pleased to note that the formation stage of the programme is heading quite fast in the right direction. Current performance is indeed satisfactory. For example, both ATSOs and SGOs meet weekly and regularly, with 60-90% of the members attending weekly group meetings, which is very encouraging. Federation and VDC members meet monthly, and also here attendance is satisfactory. Absence happens primarily during the lean seasons, where people go elsewhere in search of work. This is well justified, and CBOs have accepted it positively. Weekly savings of ATSOs and SGOs members are between TK 5–10. Almost all members deposit regularly and are convinced of the need to accumulate savings as the foundation for their economic and social sustainability. The evaluation team observed that the CBOs are, to some extent, capable and willing to take on the community responsibilities and challenges that concern them most and that affect their livelihoods most deeply.

ICCB Programme staffs may arrange an internal assessment of the financial state and status of CBOs in the near future for effectively guiding internal resource mobilizations by the CBOs.

ATSOs and SGOs are to a certain degree self-managed, and keep minutes and accounts on their own. Groups visited by the team claimed to be not dependent on the field organizers (FOs) and thus are on the way to their self-management. This is also true for ATSOs. Usually, records and account-keeping responsibilities are taken on by younger members, which means that educated members are assuming more responsibilities. All these are indications of long-term sustainability.

In the team's discussions with groups and particularly at the SGOs level, members focused more on their need for savings for economic development. This is probably because SGOs have a different orientation; they focus on savings and utilizing savings for their economic activities. However, ATSOs and union and upazila federations and LAC-level discussions with Adivasis primarily emphasized solving their problems of land, discrimination and livelihoods, and the importance of unity. The evaluators particularly noted that the union and upazila federations of ATSOs touched on almost all above mentioned issues during their discussions. Thus, they have started going beyond the need of money for their future. This also clearly indicates that SGOs and ATSOs differ in their orientations and objectives.

Most federations and VDCs are still in the very initial stage of discussions and learning. Only very recently have VDCs and federations (union and upazila) decided to generate their own funds for activities at their higher levels. Those initiatives are still at a very early stage. Field organizers of the ICCB are more interested in achieving ICCB targets, so planning mostly includes ICCB targets, not their own activity planning. Self-Planning by each institution individually will encourage skills and confidence and gradually lead to self-managed and self-sustaining CBOs with initial support and finance by the ICCB.

In considering the potentials for long-term sustainability, the team assessed **capacity building** along three key elements, which work as outcome indicators in the process of capacity improvement:
- Individual members' capability improved
- Collective capability (Social Capital) improved
- Redressing of inequality of resources and opportunities.

Below, we discuss some outcome indicators in relation to the CBOs of the ICCB programme.

- Individual members' capability improved: Awareness-raising activities, group discussions, trainings, etc. have helped individual members to become aware about their current inhuman conditions and injustices; to understand the root causes of their poverty and get energy from their unity as ATSOs and SGOs to start changes individually and also collectively. The team

noted during discussions with the groups that people are able to articulate their conditions, needs and aspirations. Members are learning skills for their livelihoods, income earning and employment opportunities.

- Collective capability (Social Capital) improved: Their collective capability is their social capital and confidence to bring changes together, which are not possible individually. ATSOs are gaining more and more experience in collective actions. As collective bodies CBOs are now receiving local recognition and respect as organizations, and their leaders as community leaders.
- Redressing inequalities in resources and opportunities: When individual and collective capabilities are improved, the members individually and or collectively take various initiatives and steps to reduce inequalities in resources and opportunities. They also start generating alternative resources by themselves.

The team also examined the issue of **ownership** along the following five key outcome indicators for understanding their role and functions properly:

- Access: CBOs visited by the evaluation team are rapidly improving access to their elected representative at the local government offices at the Union and Upazila Parishads and other service providers, demanding benefits for the poor from government services. As owners of their own organizations (CBOs) they have gained confidence and awareness of their rights. They have also learned that the stronger the CBOs, the more access and opportunities are available.
- Making decisions: As yet, CBOs almost always depend on the field functionaries of the ICCB, but they are learning to make their own decisions by themselves. ICCB programme personnel also realize that CBOs should decide on their own matters and take responsibility for their decisions.
- Controlling resources: CBOs seem quite aware of the need to have resources of their own, including their own small savings. Some federations suggested a one-time grant to help generate their own capital formation for handling Adivasi land cases.
- Not dependency, rather interdependency: CBOs clearly understand that they now depend on the ICCB and DF, and should reduce this dependency gradually. They also understand the need to build linkages with other CBOs, NGOs, government offices and service-providers.
- Entitlements: A legal identity for CBOs through registering with relevant government departments for legal rights and legal matters is also required for various purposes, like opening a bank account, and it is also helpful in court cases of CBOs. This is an important issue (discussed below) to be considered in near future.

3.2.2. Steps towards separation from DF and long-term sustainability

Progress on group formation has been very good, and is indeed well ahead of schedule. The ICCB has already completed 60-70% of federation formation works, and in the next two years the remaining targeted works will be completed. This means, in principle, that the ICCB will not require another three- to five-year period for federation formation work, as foreseen by the ICCB Programme formulation exercises. The next new programme phase can very well be the 'graduation phase', including the formation of upper-level federations (districts and divisions) for Adivasi CBOs at the same time. The upper-level federations of Adivasis may need additional time for their graduation, including effective linking with National Adivasi Forum, which was formed some years ago. Sufficient time must also be allocated for groups that for various reasons lag behind. The overall period of the process should therefore not necessarily be shortened, but for many groups it may be possible to shorten the period, if focus is shifted from formation to graduation earlier.

Preparation for the 'graduation phase' should start now. One of the key tasks is to identify 'outcome indicators/criteria for graduation of the CBOs' and to prepare the CBOs accordingly. These outcome criteria will ultimately lead to the final and legal ownership of the CBOs. The following are some key

points noted by the evaluation team on the basis of discussions and aspirations expressed by the members for themselves and their CBOs and may serve as outcome indicators/criteria:

	Suggested Outcome Indicators/ Criteria of Graduation of the CBOs
a	Self-managed CBOs, strong in advocacy and influencing policy decisions at higher levels that concern them
b	Self-initiated problem-solving and actions taken on social issues
c	Multiple and committed leaders in each committee, with good gender balance
d	(for the ATSOs) Adivasis develop institutional support mechanisms to solve land-related problems and promote better use of agricultural lands
e	(for the ATSOs) Adivasi language, culture, heritage and traditional social organizations are protected and scaled up
f	Utilization of resources and technical assistance from local government offices and NGOs, including DF
g	CBOs have own funding capacity for their annual activity plans from own and outside sources
h	CBOs achieved legal entitlements as required
i	Reduced dependency on DF

While most of the above issues were raised from time to time, all groups on all levels emphasized the accumulation of savings as the most important path towards independence. This reflects a predominant focus on savings. And savings are indeed important. Money is probably the resource that attracts the clients most, and unless those components can be increased further, members may shy away from the current savings and credit programme and join other programmes. There should also be a provision for beneficiaries to withdraw savings in case of financial need or crisis. If they cannot have access to their own money they will be compelled to go moneylenders.

But savings and credit is only one relatively small component of the whole idea behind these groups, and there may be too much focus on savings. Moreover, experience indicates that savings and credit groups dissolve not primarily due to too less savings but because of poor management – normally involving mismanagement of funds. This means that solely accumulating capital, without investing in organization building and good management, would be highly disadvantageous to the group members, as it involves a significant risk of mismanagement of their own savings.

Organization building is far more difficult than accumulating capital and it will need considerable focus over many years to succeed. Today it seems that both the groups and the programme staff focus only on savings as the key to sustainability, and there is an urgent need to broaden the focus.

Representatives of ATSOs, Union and Upazila federations, during their discussions with the evaluation team, expressed the need to establish their federations at higher levels (districts and divisions) in parallel to government administrative structures, in order to be able to influence government policy issues relating to the Adivasis at the higher levels, including dealing with the Government's Special Affairs Division for the Plain Land Adivasis. This highlights the importance of looking into the issue of formation of federations at higher levels.

Legal registration is a key issue. There are several options for registration: with the Department of Social Services (mainly for charitable activities); under the Society Act (for charitable and development works); Cooperative Department (for joint activities for development of members in agriculture, business, etc.); under the Women Affairs Division (for working with development of women and children); forming a Trust/Foundation (for managing property for the service of others); as well as others. The evaluation team recommends that ICCB staffs and CBOs do further research on this, to enable an appropriate decision in the future.

In addition, the federations (union and upazila levels) will need simple facilities for their own gatherings (trainings and meetings) and an address for registration. There is another option, which may be difficult for the Adivasi federations, but should be looked into: requesting temporary meeting and training facilities at the government union and upazila offices by written agreements with the relevant office. This has been done with success by Action for Development of the Disabled (ADD).

Another learning issue from ADD may be studied in connection with dealing with the legalities of land issues. ADD has formed Legal Support Committees at district/upazila court premises with practising lawyers and local journalists who voluntarily give time for cases involving disabled victims. Lawyers work at the court and journalists publish the cases in newspapers, seeking to sensitize public opinion for disabled victims. The formation of such committees is encouraged, in addition to the LACs.

Conclusion:
- Long-term sustainability is very demanding and should not be taken for granted, but progress so far has improved the potentials.
- A broad approach to sustainability is needed.

Recommendations:
- Start the next new three-year phase as the 'graduation phase', in parallel with formation of upper-level (districts and divisions) federations for Adivasi CBOs. Some flexibility will be required with regard to a subsequent period of support, mainly for upper-level federations of Adivasi CBOs and those local CBOs that lag behind.
- Develop 'graduation outcome indicators/criteria' during the remaining two years of the current programme, with active participation of the CBOs (ATSOs, SGOs and their federations) for each level separately, so that the graduation phase can begin when the ground has been prepared. The focus should be on many issues, and not solely savings.
- Involve expertise or look for experiences from elsewhere on the issue of sustainability of CBOs beyond donor funding.
- Arrange an internal assessment of the financial state and status of CBOs by the ICCB Programme staffs in the near future for helping the CBOs with their internal resource mobilization mechanism. Financial ratio analysis should be adopted to assess the health of the component. One full day or two days' half-day training on ratio analysis may suffice for the needs of the staff. New financial products should be considered, such as long-term contractual savings initially ranging from three to five years.
- Efforts should be taken to get license from the Micro-credit Regulatory Authority (MRA) so that DF can continue and expand its contributions to the savings and credit components.
- Consider higher-level organizational structures on the district and division level, as well as other structures such as a Legal Support Committee.

4. Conclusions and recommendations

4.1.   General conclusions

The team concludes that the ICCB programme is performing very well and has produced outputs according to, or beyond, planned targets. Staff performance at all levels of the organization is impressive. The team expects that the staff will produce further outputs in the remaining period, as well as achieving outcomes and contributing to positive long-term impact. Of particular interest is that even at local level the groups have, in cooperation with ICCB staff, collectively mobilized towards key aspects of the rights of Adivasis and poor people, such as access to government services, land issues and security (mainly for women), as well as other rights. Most of these initiatives seem successful and come in addition to improved economy and other results that stem directly from the ICCB programme inputs. This moves the ICCB towards being not merely a service delivery organization, but also an important agent of change that will lead to lasting impacts for Adivasis and other marginalized peoples.

Weaknesses of the programme generally relate to design rather than performance. Most of the weaknesses identified do not have negative effects on the programme, but they reduce its potential for achieving even more positive medium- and long-term effects in the future. Weaknesses include limited focus on medium- and long-term effects, lack of flexibility, limited focus on policies and long-term strategies on the higher level, and other factors that limit the potential for improvements towards better use of resources and better strategies towards long-term change. Those limitations should be dealt with in the current programme and, in particular, when developing a next phase.

4.2.   Changes to consider the remaining two years

a. Focus more on achievement of outcomes and contributing to impact, than producing outputs. This might involve developing a new set of indicators in addition to the existing. The indicators listed in 'other achievements' serve as a good start in that process.
b. Develop a plan to improve training and other measures to improve staff knowledge and skills, ensuring that all staff members are familiar with the key indicators of Community Development Approach. Consideration should be given to some degree of sectoral specialization. Major components to consider will be a more systematic approach to training, utilizing the monthly meetings to discuss programme-related issues for experience-sharing, learning and reflection, exchange visits or longer stays in other organizations, and one or more 'learning circles'.
c. Make sure that salaries are competitive.
d. Develop key precise 'graduation outcome indicators' during the remaining two years of the current programme, with active participation of the CBOs for each level separately, so that the graduation phase can begin with the necessary preparations and a proper plan. The focus should be on many issues, and not only savings.

e. Consider reallocating funds, depending on financial opportunities, to specialization in land-related legal matters. Recruiting a lawyer and/or other measures to improve legal support – for instance, a Legal Support Committee following the model of ADD – is strongly recommended.

f. Give priority to fund-raising. Several proposals should be sent each year to potential donors.

g. Arrange an internal assessment of the financial state and status of CBOs to help them in their internal resource mobilization mechanism. Financial ratio analysis should be adopted to assess the health of the component. New financial products should be considered, such as long-term contractual savings, initially ranging from three to five years.

h. Develop a strategy for better influence at higher levels. This should build on, and aim at, synergies between the many good initiatives already taken at all levels of the organization. The CNA should be included in developing and implementing that strategy, and funding for relevant CNA activities should be made available.

4.3. <u>Inputs to the design of next phase</u>

a. Design the next new three-year phase as the 'graduation phase', but also including the

b. formation of upper levels (districts and divisions) federations for Adivasi CBOs. However, some flexibility will be required with regard to a subsequent period of support, mainly for the upper levels (districts and divisions) federations of Adivasi CBOs and those local CBOs that lag behind.

c. In the next phase, more focus should be on long-term effects (impact). An impact study, assisted by external expertise, should be considered for all or selected categories of programme objectives. Consider establishing a monitoring unit.

d. Consider employing a training officer, a monitoring officer, and a deputy director, depending on scope of work and financial resources.

e. A lessened scope of activities should be considered to reduce the number of sectors in which the organization needs expertise, or hand over responsibilities of some sectors to the CBOs and their federations. For example, instead of providing services within agriculture, health or other sectors, the programme may try to link up with other service providers, perhaps in government. The key principle should be that if there are other, more qualified service providers available, the role of DF should be to facilitate contact rather than to provide similar services.

f. Make Adivasi land issues a sub-project of the ICCB. This should include a full-time lawyer or other forms of linking up to legal resources, Legal Assistance Committees, Legal Support Committees, preparing Adivasi lawyers specializing in land issues, agricultural linkage support, etc. Based on the experience of the sub-project a separate project may be considered for the ensuing follow-up period for further institutional services on Adivasi land issues by Adivasis themselves, in a more professional and self-sustained manner.

g. Consider establishing primary education as a separate programme, as that would make it easier to manage, would pay heed to the nature of education and enable support from donors committed to education. In that process, various models for supporting primary education for Adivasis should be considered seriously in the context of changes in educational sectors.

h. The organization should have a gender policy for long-term improvement of the gender balance.

<u>Annex I:</u> Terms of reference

Terms of Reference (3rd. Draft)
Integrated-Program for Community Capacity Building(ICCB)
Mid-term Evaluation –2010

01. Background :

Bangladesh Northern Evangelical Lutheran Church Development Foundation (BNELC-DF) was established in 1985 by the joint effort of Bangladesh Lutheran Mission-Norwegian (BLM-N) and BNELC. It works with hard core poor emphasizing adivasi communities of Greater Rajshahi Division (Northern Part) of Bangladesh. The history of BNELC-DF mirrors the development history and changing situation of Bangladesh. In tracing its evolution briefly we see that it began primarily with alleviating immediate basic needs and progressed to create an awareness of basic social change through peoples empowerment as the only hope for human development of the poor adivasis prioritizing the Santal Community.

BNELC-DF adopted in its strategy of integrated approach covering education, health, community development agriculture and economic activities and emergency works for the poor disadvantaged and affected people. BNELC-DF started its activities in 1986 with a project named "Participatory Community Development Program (PCDP). And later, initiated small scale health and support for formal and professional skills education projects experimentally focusing the santal & other adivasi communities and the poorest people of the majority community in the working areas.

There was a other three years pilot project namely Santal Development Project (SDP) for the santal minority group in North-west Bangladesh which has executed by BNELC Development Foundation (BNELC-DF) supported by Norad for the period from 2005-2007. The period of all projects ended in 2007. Based on the experiences and learning of those pilot projects BNELC-DF undertook the new program from 2008 called "Integrated-Program for Community Capacity Building (ICCB)" for the period form 2008-2012 in which Education Program and Santal Development Project (SDP) have been merged from 2008.

The ICCB Program is being implemented in 18 upazila (sub-districts) under 6 district (Dinajpur, Gaibandha, Thakurgaon, Noagaon, Chapainawabganj and Rajshahi districts). All these districts are located in the northern part of Bangladesh, which have been chosen on the basis of cluster of Adivasi population and BNELC-DF already has some involvements in these areas either through health, education or community development project. All together about 20,000 household/members will get direct benefits and another 80,000 family members will get indirect benefits from the ICCB program of BNELC-DF.

2. Target group & Characteristics of the target group people:

The ICCB program has identified two major target groups as noted below:

(a) Adivasi households: As Adivasis are most deprived communities, in general and in the northern districts, in particular. Adivasi concentrated villages have been identified to strengthen Adivasi Traditional Social Organizations (ATSOs) for their socio-economic development. Initially 60 villages selected to form 60 ATSOs at the village/Union level. In all these 60 villages, after strengthening the Adivasi traditional social organizations Cooperative Credit Union principles/strategies will be integrated for savings and credit activities, including other development components. All Adivasi households are usually included in their traditional social organizations as individual village communities. Later, 10 federations of ATSOs will be formed for further empowerment and building greater linkages with the view of strengthening of advocacy and right-based activities for the greater interests of Adivasi people of the northern districts in the country. The program will give strong emphasis on participation of women and girls in the program and adivasi social organizations on gender equality basis. This will be emphasized at beneficiary and project personnel levels.

(b) The Poorest Bengali households: Small cooperative of Savings Group-Organizations (SGOs) will be formed with the Poorest Bengali households with equal importance of men and women in the program working areas of BNELC-DF. Already 136 such groups have been organized and another 314 new groups (total 450 groups) will be formed for greater coverage, linkages and empowerment during the 5 years of program period. Vast majority of these groups will be with women and girl members. The landless and the most disadvantaged households will be selected on the basis of landholding (no lands to maximum of 50 decimal of agricultural land), family monthly income of less than TK 3000/ and the household depends on selling of physical labour for livelihood. One single and important indicator of identifying a poor household in Bangladesh is if the household depends on selling of physical labour for livelihood. The program also aims of organizing 20 federations incorporating all 450 SGOs for greater empowerment and linkages, emphasizing women participation and leadership in the program, savings groups and their federations.

(c) Characteristics of the target poor people:
- Using and eating up of own last savings;
- Borrowing money or kind from relatives or neighbours;
- Borrowing money from local lenders;
- Distress sales of valuable assets (livestock, utensils, ornaments, C.I. Sheets of houses);
- Disaster-affected and poorest people also go for seeking support from the local govt. office or various voluntary organizations, including begging in some cases. It may be noted that house-to-house and street begging is quite common in Bangladesh.

3. Development Goal of the Program :

The Adivasis and the poorest households of Bengali communities in 6 northern districts of Bangladesh actively participate in their community organizations for improving their capacities for livelihood and self-reliant development.

4. Program objectives:

(1) To mobilize and strengthen Adivasi traditional social organizations (ATSOs) and establish linkages with other Adivasis left unattended and also mobilize community-based Savings Group-Organizations (SGOs) of Bengalis.

(2) To support income-generating activities of the organized members through Savings and Credit operation and professional skills development.

(3) To reduce Land loss and social oppressions among adivasis and poor household.

(4) To provide education and develop school going habit of Adivasis children.

(5) To practice, preserve and develop the Adivasi Culture and Heritage**.**

(6) The SGOs and ATSOs members are made aware of their health conditions and the effect of environment degradations.

(7) To provide job-related skills and capacity improvement support to the ICCB beneficiaries.

5. Program Activities:

1. Organizing

(a) 60 Adivasi traditional social organizations (ATSOs) and 450 community-based Savings Group-Organizations (SGOs) of Bengalis organized and strengthen.

(b) 60 ATSOs established linkages with other Adivasis left unattended.

2. Income generating

Income of the organized members raised through their skills development and access to credit facility.

3. Human Rights

Land loss and social oppressions among Adivasis and poor households reduced.

4. Capacity Building and Culture Developed

Adivasi children will develop school-going habits and Adivasi culture & heritage will be preserved.

5. Health and Environment

The SGOs and ATSOs members are aware of their health conditions and the effect of environment degradation.

6. Staff Development

The ICCB is concerned with the work of its personnel. Therefore, staff development training to strengthen their capabilities and to enhance their skill or work progress for the benefit of the whole program as well as to provide better service to the beneficiaries.

7. Others

The community groups will apply to BNELC-DF for fund to undertake various kinds of development supports like agriculture inputs and tools, one time support to CECCs to

undertake IGA, IGP for boarding school, cultural instrument, sanitation and tube well etc. with some local contribution.

6. **CBOs follow a model for their Organizations' Development:**

It is important that the CBOs follow a model of their organization development. The full duration of 5 years of the proposed program phase is considered as the "Formation phase"- a) Formation of savings groups and strengthening of Traditional Social Organizations of Adivasis. Thereafter, another phase of 3-5 years is also foreseen as the "Federation Building Phase" of the groups and social organizations. During the period the major functions & activities are :

a. Selection of villages
b. Selection of members as per criteria
c. Rapport building
d. Groups formed/ strengthening of social organization.
e. Committees/ boards/ parishods formed
f. Weekly/ quarterly/monthly/ annual meetings
g. Byelaws & guidelines formed
h. Awareness-raising, capacity & skills
i. Socio-economic activities
j. Groups/ soc. orgs. achieved 50-60% capacity of self-management.

7. **Issues for Assessment and Analysis:**
   (a) Assess the progress (outputs and outcomes) of the project against project objectives and planned targets. Analyze reasons of gaps.
   (b) Assess strengths/benefits and short-comings of integration of projects into a program and suggest ways to overcome short-comings.
   (c) Assess the potentials for the program to produce the planned short term and long term effects.
   (d) Assess the understanding and skills of program personnel(staffs) on the community development approach.
   (e) Assess the role and the contribution of the DF Board in relation to the ICCB program
   (f) Assess to which extent the monitoring and evaluation system is enabling good management and appropriate reporting.
   (g) Assess to what degree Financial and Human Resources are used effectively and efficient.
   (h) Assess the activities to CBO's (ATSO's SGO's) with respect to long term sustainability. Key issues for the assessment are; Involvement, Capacity, Ownership and future separation from DF.
   (i) Assess how the schools are integrated and fit into the rest of the ICCB program.

8. **Make recommendations of the followings:**
   (a) Give recommendation for improved use of technical, human and financial resources.
   (b) Make the recommendation of the major changes required in the program plan for the remaining 2 years.
   (c) Make the recommendation for another phase of next 5 years as Federation building of CBO's, which may lead to prepare a different project proposal.
   (d) Make the recommendation for improvement of the personnel (staffs)

9. **Appraisal methodology:**

The evaluation will be appreciative and participatory. It will involve stake holders representatives form the target group, Board of DF, Staff and other knowledgeable parties that have interest in the work of the project.
   • All relevant documentation on the program necessary to carry out the evaluation will be provided by Normisjon and/or BNELC-DF.

- BNELC-DF will identify relevant stakeholders and facilitate appointments with all relevant stakeholders in the program areas.
- BNELC-DF will organize project visits in the program region including taking care of logistics.

10. Evaluation Team:

1. Mr. Øyvind Eggen, Research fellow, Norwegian Institute of International Affairs (NUPI), MTE Leader
2. Dr. Thomas Costa, Senior Management positions for Social Community Development, teaching Social Works at Notre Dame College & teaching Rural Anthropology at Dhaka University.
3. ?

11. Proposed time frame and Evaluation Report :

- The project visit will begin on 25th February, 2011 and last for approximately one week.
- The first draft of the Report should be submitted by 25th March, 2011
- Normisjon will respond to the Draft report within 8th April, 2011
- Final Report should be submitted by 15th April.
- Possible oral presentation of the Report will be decided in dialog between the Team Leader and Normisjon.

12. Evaluation Product:

The Final Report should be an electronic version only of about 25-30 normal A4 pages. Annexes will be in addition to this.

Annex II: Presentation of the implementing organization

The following presentation is an extract of information produced by BNELC-DF and Normisjon.

BNELC-DF (Bangladesh Northern Evangelical Lutheran Church Development Foundation is a non-profit Voluntary Development organization established in 1985 by BLM-N (Bangladesh Lutheran Mission Norwegian) and BNELC (Bangladesh Northern Evangelical Lutheran Church). It has been operating in 6 districts and 18 upazilas of North-west Bangladesh to promote the socio-economic condition of Adivasis and other landless poor people. It is also a hand of BNELC to convey the love of God to the community towards building a peace and just society through education, health and community capacity development services. It also provokes women empowerment and promotion of equality between men and women.

Vision, Mission and Values of BNELC-DF:

Vision:
In accordance with the Lutheran Church's teachings, BNELC-DF bases all its projects and activities on the higher values of fellowship, prayer and compassion. It encourages people living a life of religion, healing human misery and injustices. By serving the disadvantaged and poor people, BNELC-DF serves God.

Mission:
BNELC-DF aims at sustainable achievements of human, socio-economic, cultural and political capacity and empowerment of indigenous/adivasi communities of the Northern Bangladesh, focusing the poor & marginalized, both men and women equally. It facilitates, both individual and collective initiatives of the people, especially the rural poor Adivasis and their social organizations to build their capacity and confidence for achievement of such empowerment, opportunities, establishing access & rights to development resources; including, advocacy & partnership-building activities.

Values:
BNELC-DF believes that people are the main resource of the country. By education, training, institution-development and developing their skills and capacities BNELC-DF hopes to be a partner of them in nation building. Problems are many and failures do occur. Yet we are continually searching and analysing for the best way to bring our BNELC-DF love and fellowship to the aid of the people. The core values of BNELC-DF are – witness the Gospel values; affirm that there is power among the powerless, stress on integral human development as man and women; investing favour of the poor – particularly the Santal & other Adivasis and the poorest people in the communities; respect the earth & its goods and uphold partnership and participation.

Aims and objectives:

The Aims and Objectives of the organization are:

- ➤ To plan and implement socio-economic development programmes among the poor and weak sections of the community.
- ➤ To facilitate people own participation in their development to enable them to become self-reliant as soon as possible.
- ➤ To provide education among children & adults to enhance the potential in them to live their lives both meaningfully and contentment.
- ➤ To plan and implement health and family planning programmes.
- ➤ To give training for awareness building and skill development.
- ➤ To work in close cooperation with government and other NGOs for furtherance of human development.
- ➤ To organize and mobilize the rural underprivileged people to become more self-reliant through their direct participation.
- ➤ To promote education among adults and children that will enhance the potential of their better livelihood.
- ➤ To promote skill of the underprivileged people that will raise their consciousness in socio-economic and health subject and will involve them in different income generating activities.
- ➤ To support for Vocational Training to the underprivileged youth for self-employment.
- ➤ To promote environmental awareness in order to protect environment by supplying plants.
- ➤ To implement Government plans on some special diseases.
- ➤ To undertake welfare activities in any part of the country during natural calamities.
- ➤ To promote human dignity, awareness and social justice among all people.
- ➤ To assist group people to form people's organization to sustain their development activities.
- ➤ To establish and preserve funds to make the organization self-sustained.
- ➤ To ensure Primary Education through Village Primary School and Tutorial Schools.
- ➤ To support underprivileged and brilliant students for Primary and Higher Education by providing stipends.
- ➤ To run and support Hostel/Mess and Boarding for promoting general education.
- ➤ To provide preventive and curative health services to the underprivileged people through Clinic.
- ➤ To control and reduce the Kala-azar and Tuberculosis infection through treatment and motivational education in collaboration with the Government and National TB Guideline.
- ➤ To enhance the health knowledge of patients at clinic centres by arranging health-teaching classes.
- ➤ To protect children and mothers from six killer diseases and tetanus by motivation them to take vaccine in proper time.
- ➤ To increase the health knowledge of the community people and school children on the importance of primary health care and personal hygiene so that they can bring them into practice.

2.0.   ORGANOGRAMME :

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                    ┌─────────────────────────┐
                    │     GENERAL BOARD       │
                    └─────────────────────────┘
                              │
                    ┌─────────────────────────┐
                    │  EXECUTIVE COMMITTEE    │
                    └─────────────────────────┘
                              │
              ┌──────────────────────────┐   ┌──────────────────────┐
              │                          │───│  ACCOUNTS OFFICER    │
              │                          │   │     SECRETARY        │
              └──────────────────────────┘   └──────────────────────┘
                              │
                    ┌─────────────────────────┐
                    │   PROGRAM COORDINATOR   │
                    └─────────────────────────┘
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ICCB	HEALTH PROGRAM	PCDP	SAMOCH	Green Network Youth Exchange Prog.
Staff Strength	*Staff Strength*	*Staff Strength*	*Staff Strength*	*Staff Strength*
1.Prog.Coordinator 1	1.Medical Officer 1	1.Field Manager 1	1. CECC Teach 3	1. Proj.Manager 1
2.Proj.Officer 1	2.Clinic Incharge 1	2.Field Organizer 8	2.Volunteer 8	
3.Legal Promoter 1	3.Accountant 1	3.Peon 1	**Total 11**	
4.Job Creation Officer	4.Medi.Asst. 1	4. Night Guard 1		
1	5.Sr. Nurse 1	**Total 11**		
5.Accountant 1	6.Jr.Nurse 2			
6.CECC Inspector 2	7.Pharmacist 1			
7.Boarding Inch. 2	8.Lab.Tech. 2			
8.B.School Teacher 8	9. Health Worker 2			
9. Com.Dev.Fac. 5	10. Driver 2			
10. Instructor 3	11.Peon 1			
11.Field Organiz. 22	12.N.Guard 1			
12.Peon 5	13.Aya/Cleaner 2			
13.Cook 4	**Total 18**			
14.Night Guard 4				
15.CECC Teach. 58				
Total : 118				

The General Board is the highest authority of BNELC-DF. It consists of 17 members. There is also an Executive Committee consisting 8 members for time to time follow up the progress of programmes. The Director is the Chief Executive on behalf of General Board (GB) and Executive Board(EB). The GB holds at least two meetings in a year and the EB holds tri-monthly meeting regularly. Everything of the organization runs by certain policies as per its constitution, approved by the NGO Affairs Bureau of Bangladesh Government.

BNELC-DF Board Members (As of 6 February 2010)

General Board:

	Name	Designation
1	Mr Nirmal Soren	Chairman
2	Mr Sontosh Soren	Vice Chairman
3	Mr Noresh Besra	Treasurer
4	Mr Victor Lakra	Secretary/Director (Ex-Officio)
5	Mr Subal Seraphin Hasdak	Member
6	Mrs. Nasan Marandi	Member
7	Mr Ruben Soren	Member
8	Mr Toyab Uddin	Member
9	Mr Durbin Kisku	Member
10	Mr Manuel Buskey	Member
11	Mr Haroon-or-Rashid	Member
12	Mr Abraham Aind	Member
13	Dr Santunu Basu	Member
14	Mrs Minoti Murmu	Member
15	Mrs Subasini Hasda	Member
16	Mrs Hanna Kisku	Member
17	Mr Hopna Kisku	Member
18	Mrs Emily Hembrom	Member

Executive Board:

	Name	Designation
1	Mr Nirmal Soren	Chairman
2	Mr Sontosh Soren	Vice Chairman
3	Mr Noresh Besra	Treasurer
4	Mr Victor Lakra	Secretary/Director (Ex-Officio)
5	Mr Haroon-or-Rashid	Member
6	Mr Manuel Baskey	Member
7	Mrs Minoti Murmu	Member
8	Mrs Hanna Kisku	Member

Programmes under implementation:

1. Integrated-Programme for Community Capacity Building (ICCB)   -   Jan.2008-Dec.2012

2. Health Programme (HP).   -   Jan.2008-Dec.2010

3. Participatory Community Development Programme (PCDP).   -   Jan.2008-Dec.2010

4. School Activities & Mother and Child Health (SAMOCH)   -   Jan.2010-Dec.2012

5. Green Network Youth Exchange Programme   -   July2010-June 2011

Working Area of BNELC-DF Projects:

Integrated-Programme for Community Capacity Building (ICCB) : (Period 2008-2012)

District	Upazila (Thana)	Union	Village
Thakurgaon	Ranisankail	3 No. Hossaingaon	Rauthnagar
	Pirganj	6 No. Pirganj	Paria
Dinajpur	Birampur	3 No. Khanpur	Prannathpur
		7 No. Polyprayatpur	Bagdubri
	Phulbari	Khaerbari	Basudebpur
	Nababganj	1 No. Joypur	AK Joypur
		3 No. Golabganj	Bahabir
	Chirirbandar	9 No. Vial	Dolla
	Bochaganj	6 No. Rongaon	Sadamahal
			Dorgapara
	Parbatipur	5 No. Chandipur	Barokona
	Ghoraghat	3 No. Singra	Garopara
		1 No. Bulakipur	Kalupara
	Kotowali	D Ward,Dinajpur	Auliapur
Gaibandha	Gobindaganj	2 No. Katabari	Adompur
		5 No. Shapmara	Joypur
Noagaon	Dhamoirhat	1 No. Dhamoirhat	Jogdol
		8 No. Khelna	Chalkbhabani
			Bottoli
	Patnitola	11 No. Sihara	Poroil
		2 No. Nirmail	Nirmail
	Niamatpur	8 No.Nozipur	Thuknipara
Rajshahi	Godagari	3 No. Pakri	Pakri, Jhaljhalia, Shimla, Bargachi
		7 No. Deopara	Jhinaphulbari, Daharlongi
	Tanore	2 No. Badhair	Badhair, Pipra
		1 No. Kalma	Chalknaka
Chapainawabganj	Sadar	Amnura	Amnura
	Gomostapur	Parbatipur	Nobogram
6 Districts	**18 Thanas**	**25 Unions**	**32 Villagers**

Staff Qualifications and Experience (head office)[8]

Sl No.	Name	Position	Qualification	Years of Experience
1	Victor Lakra	Director	BA	30
2	Ranjit Kumar Roy	Programme Coordinator (PC)	MSS	23
3	Reazul Islam	Accounts Officer (AO)	B.Com (Hons.) and M.Com in Accounting.	15
4	Monoranjon Shaha	Programme Officer (PO)	B.Com	15
5	Wilson Soren[9]	Legal promoter	MA	12
6	Bikash Chandra Singha	Job Creation Manager	SSC and Diploma in Mechanics	15
7	Enos Hembrom[10]	Accountant	BA	3
8	Md Abdus Samad	CDF Manager	BA	22
9	Khairul Islam	CDF Manager	BSS	8
10	Nayon Hembrom	CDF Manager	MSS	4
11	Laxmankumar Mohanta	CDF Manager	BSS	4
12	James Tutu	CDF Manager	BA	4
13	S. M. Masudur Rahman	CDF Manager	B. Com	6
14	Francis Baskey	Boarding In-Charge	BSS	18
15	Jiban Hasda	Boarding In-Charge	H.Sc	10
16	Jwel Hasda	School Inspector	H.Sc/Diploma	
17	Kumar Hasda	School Inspector	HSC	

Notes:
BA: Bachelor of Arts
BSS: Bachelor of Social Science
B.Com: Bachelor of Commerce
M.Com: Master of Commerce
MA: Master of Arts
SSC: School Secondary Certificate
HSC: Higher Secondary Certificate

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[8] No female staff in the list of 17 staffs.
[9] No legal educational background.
[10] No Accounting background.

Annex III: Evaluation Matrix

Issues	Specific questions	Indicators	Source of information and main location	Proposed analysis
Assess the progress (outputs and outcomes) of the project against project objectives and planned targets. Analyse reasons for gaps.	Identify all deviations beyond, say, 20 per cent (depending on type of result and level of detail)	- Actual, reported achievement at this time. - Expected achievements according to plans. - (the team will ask management to provide an overview)	- Programme documents. - Interviews with programme staff and management. - Location: office/documents	- Discussion (individual or in groups) with DF staff on different levels. - discussion in team - Discussion of team's hypothesis with management/staff
	For all deviations (positive and negative): identify reasons for deviation.			
	Does the general impression emerge that deviation is mostly due to imprecise (over-ambitious) planning, unforeseen external conditions or events, or weaker than anticipated programme performance? In any case, identify reasons.			
Assess strengths/benefits and short-comings of integration of projects into a programme and suggest ways to overcome short-comings.	Evidence of actual progress since programme start-up of better integration of projects.	Integration in management/decision making, ME, reporting	- Interview with programme staff in charge of various projects, and programme management. - Programme documents. - Location: Office/documents	- Discussions (individual or in groups) with staff at different levels and all projects. - discussion in team - Discussion of team's hypothesis with management/staff
	Evidence of cross-project learning, strategic planning, etc.			
	Assumed reasons for progress/shortcomings			
Assess the potentials for the programme to produce the planned short-term and long-term effects.	- For each objective, likelihood that further achievement within programme period will be faster or slower than till date.	- E.g. start-up problems may imply better progress in later half of programme but on the other hand if one starts with the most 'easy' locations and CBO scaling-up is more difficult - Relevance of programme	- Interviews with programme staff and management. - Interviews with CBOs and other project partners. - Interviews with local authority and/or other	- Participatory discussions with beneficiaries. - Discussion with staff - discussion in team - Discussion of team's hypothesis with management/staff,
	- Validity of assumptions in logframe of long-term impact			

	- Possible unintended results and risk of negative effects.	objectives to overall goal (not only internal consistency but in relation to the context)	relevant agencies - Location: Office, documents, project site	and perhaps local authority representatives
Assess the understanding and skills of programme personnel (staff) on the community development approach.	- How do staff members understand community development? (keywords: People's participation, capacity-building and ownership). - How do they understand their own (as programme implementers) role vis-à-vis community ownership? - What needs do staff members themselves see in skills improvement? - Any indications of paternalism, arrogance?	- Self-assessment of staff (for instance, by which 'metaphor' they use on their own role). - Team's assessment of whether staff presentation of issues and knowledge fit well to mainstream ideas of a community development approach.	- Interviews/group discussion with staff. - Observation of staff conduct during project visits/in project activities. - Location: Office, project sites.	- Discussion within team and with management - discussion in team - Discussion of team's hypothesis with management/staff
Assess the role and the contribution of the DF Board in relation to the ICCB programme	Discussion guide: - How do you contribute to/participate in the ICCB programme? - Land issue - School issues - Management issues - How do you think the programme can improve?	-	-	-
Assess to which extent the monitoring and evaluation system is enabling good management and appropriate reporting.	- Is the reporting system consistent on all levels? - How precise is monitoring on basic level? - How is data aggregated? Precisely? - - How do monitoring/reporting data feed into management on different levels? - Management/Staff assessment of shortcomings	- Check whether tools and procedures on first level of reporting enable precise monitoring (register of beneficiaries etc.). - Check for accuracy, risk of double entry, etc. - For selected lines of reporting, check consistency throughout the whole line (from project to BN/Norad) - how is data used in organization (who receives, where is information flow, etc.)	- Documents - Demonstration of procedures by staff involved on all levels - Interviews of staff	- Triangulation of reporting data - Discussion with staff - discussion in team - Discussion of team's hypothesis with management/staff

Assess to what degree Financial and Human Resources are used effectively and efficiently.	- Does internal organization enable effective use of resources? - Does the programme utilize other resources effectively – for instance, CBOs, public services? - Are the programme activities and the balance between them the most effective ways to achieve programme goal? - Are the communities selected the ones that need it most and enable best achievement of objectives?	- Planning, time management, degree of delegation etc. - Medium-term planning (for instance, of project activities) vs flexibility for adaptation - Integration with available resources in public sector, other NGOs/donors, etc. Indications of duplication of activities/resources across organizations - Procurement procedures - History of selection of communities/project partners	- Documents - Interviews with staff - Staff profiles (CVs or similar) and organogramme - Interviews with local authorities/other development agencies - Selected CBOs - Location: office, project sites	- discussion with management - discussion in team - Discussion of team's hypothesis with management/staff
Assess the activities to CBOs (ATSOs, SGOs) with respect to long-term sustainability. Key issues for the assessment are; Involvement, Capacity, Ownership and future separation from DF.	- What are the outcomes of the contracts with local communities? - how far have local partners taken responsibilities seriously and mobilized local resources? - involvement of local communities in planning and implementations - are the CBOs able and willing to take on more responsibility? - If yes, what are the main constraints that hinder it?	- Performance of CBOs - Competencies in CBOs - Values/comparable objectives of CBOs - M&E and management capacity - Any conflict of interest, previous conflicts of relevance	- Interviews and document review in selected CBOs - Summaries of performance of all CBOs - Participatory discussions with CBO staff - Interviews with programme staff on different levels - Location: CBO offices, office	- Participatory discussions with CBOs - Discussion with staff and management - discussion in team - Discussion of team's hypothesis with management/staff
Assess how the schools are integrated and fit into the rest of the ICCB programme.	- How are overall strategic thinking, design, planning, decision making, implementation, monitoring and evaluation integrated with the rest of the ICCB? -	- Identify all points of interaction (information sharing, strategy development, decision making, etc) and what goes on in those interactions	- Interview with programme staff in ICCB and school projects. - Location: programme offices	

Annex IV: Schedule

Date	Place	Means of Evaluation
24 Feb	-SMNB, Dhaka -Team meeting	-Interview with SMNB Director -First meeting of the Evaluation Team
25.2.2011	BNELC-DF head office	Preliminary discussion with Director and finalization of Schedule
	Chirirbandar Mazina Baganpara (SGO- Adivasi Women)	Interview with key representatives and plenary discussion with members and other local stakeholders
	Evaluation Team	Day's reflection
26.2.2011	Kutrapara ATSO	Interview with key representatives and plenary discussion with members and other local stakeholders
	Viropara SGO	Interview with key representatives and plenary discussion with members and other local stakeholders
	Gobindaganj unit office	Interviews and discussion with staff members
	Fulaher VDC	Interview with key representatives and plenary discussion with members and other local stakeholders
	Evaluation Team	Day's reflection
27.2.2011	Rameshwarpur ATSO	Interview with key representatives and plenary discussion with members and other local stakeholders
	Meralpara Jote SGO	Interview with key representatives and plenary discussion with members and other local stakeholders
	Ghoraghat Unit Office	Plenary discussion with Legal Assistance Committee
	Ghoraghat Unit Office	Interviews and discussion with staff members
	Ghoraghat Unit Office	Plenary discussion with Upazila Adivasi Parishood
	Evaluation Team	Day's reflection
28.2.2011	Birampur unit office	Interviews and discussion with staff members
	Prannathpur CECC and SMC	Visit to school, interview, and plenary discussion with SMC members and other stakeholders
	Moukupor Chamock (18 members) and Moukupur Chamatkar (12 members)	Interview with key representatives and plenary discussion with members and other local stakeholders
	Bookshi, Birampur	Discussion with VDC members
	Evaluation Team	Day's reflection
1.3.2011	Phulbari Unit Office	Discuss with the Legal Assistance Committee and Upazila Adivasi Parishood members.
	BNELC-DF Head Office	Plenary discussion with DF Board Members
	BNELC-DF Head Office	Discussion with two NGOs- Sustain and SUPK representatives
2.3.2011	BNELC-DF Head Office	Workshop with staff
	BNELC-DF Head Office	Internal discussion with the Evaluation Team
	BNELC-DF Head Office	Round-up with Director, DF
	Evaluation Team	Day's reflection and planning for the draft report

Annex V: Stakeholders consulted

Names are not listed when numbers exceed approx. 10. Lists of names of all stakeholders are available (sometimes in Bengali) on request.

Programme offices

BNELC-DF head office
Mr Victor, Lakra, Director
Mr Ranjit Kumar Roy, Programme Coordinator (PC)
Mr Rezaul Islam, Accounts Officer (AO)
Mr Monoranjon Shaha, Programme Officer (PO)

Gobindaganj Unit office
Monira Begum, FO
Johannes Mormu, FO
Montu Hembrom, FO
Mr Monoranjon Shaha, Programme Officer (PO)
Mr Ranjit Kumar Roy, Programme Coordinator (PC)

Ghoraghat Unit Office
Md. Khairul Islam, CDF
Madan Marmu, FO
Rubi Mardi, FO
Jervas Marandy, FO
Milki SadeK Soren, FO
Bikas Chandra Singha, Job Creation Manager
Kanu Ram Roy, FO

Birampur Unit Office
Md. Fazle Rabbi, FO
Shambu Kumar Roy, FO
Abul Hossain, FO

Phulbari Unit Office
Mohamed Samad, Community Development Facilitator

Savings group organizations

Chirirbandar Mazina Baganpara Savings Group Organization (16 women and 10 men Adivasi members):Interview with key representatives and plenary discussion with members and other local stakeholders.

Viropara SGO (18 members, all Adivasi)
Interview with key representatives and plenary discussion with members and other local stakeholders.

Moricha Joba Samity- SGO, Ghoraghat (31 members: 16 women and 15 men)
Interview with key representatives and plenary discussion with members and other local stakeholders (all Hindus).

Moukupor Chamock (18 members) and **Moukupur Chamatkar** (12 members)
Interview with key representatives and plenary discussion with members and other local stakeholders of the two SGOs (Muslim women's SGO).

Federation of SGOs

Fulaher Village Development Council (9 members)
Interview with key representatives and plenary discussion with members and other local stakeholders, in total about 50.

Chondipur Ekota Village Development Council
Interview with key representatives and plenary discussion with members and other local stakeholders.

Booskhi Village Development Committee
Interview with key representatives and plenary discussion with members and other local stakeholders.

Adivasi Traditional Organizations

Kutrapara Adivasi Traditional Social Organization (29 members)
Interview with key representatives and plenary discussion with members and other local stakeholders.

Rameshwarpur Adivasi Traditional Social Organization, Ghoraghat (22 members)
Interview with key representatives and plenary discussion with members and other local stakeholders, in total 38.

Legal assistance committees

Ghoraghat Legal Assistance Committee
- Discussion in joint meeting with Upazila Adivasi Parishood (8 participants)
- Birampur Upazila LAC meeting (7 members present)

Educational projects

Prannathpur Children Education Community Centre (CECC):
Interview and discussion with the Managing Committee:
Markus Marandy, chairman

Obed Hembrom, Vice-Chairman
Olivia Hasdak, Secretary
Dhuma Mardy, member
Majhi Murmu, member
Khogen Murmu, member
Ukil Hasdak, member
Lukhiram Mardy, member
Logen Murmu, member
Kistu Murmu, member
Sukila Soren, member
Riti Hasdak, member
Kumer Hasdak, School Inspector at BNELC-DF
Sadek Ali, stakeholder in Prannathpur (representing the interests of Muslim families with children at the CECC)

Other stakeholders:

The Executive Committee, DF Board (6 out of 8 members)
Nirmal Soren, Chairperson
Minoti Mormu, Member
Abfaham Aain, Member
Noresh Besra, Member
Victor Lakra, Ex-Officio member secretary
Harunor Rashid, Member

Sustain
S.I. Safic, director

SUPK Dinajpur
Musaffar Hossain, director

SMNB
Steve Suiting, director

Annex VI: List of outputs

Status of ICCB from January 2008 to December 2010:
(source: Programme reporting)

Sl. No.	Activities	Target				Achievement				Percen-tage Total
		2008	2009	2010	Total	2008	2009	2010	Total	Total
1.0.	**Output 1 : Organizing**									
	Adivasi Traditional Social Organizations (ATSOs) and Community Based Savings Group Organizations (SGOs) of Bangalis Organized and Strengthen.									
	ATSOs established linkages with other Adivasis left unattended.									
1.1.	60 ATSOs are formed and mobilized.	60	0	0	60	49	11	0	60	100 %
1.2.	50 Union based Adivasis Parishods are formed and mobilized.	50	0	0	50	14	20	11	45	90 %
1.3.	10 Upazila based Adivasi union parishods are formed and mobilized.	10	0	0	10	0	4	6	10	100 %
1.4.	Existing 136 and new 314, total 450 SGOs are organized and mobilized.	450	0	0	450	227	177	27	431	96 %
1,5	Existing 19 and new 1, total 20 VDC are organized and mobilized.	20	0	0	20	19	1	0	20	100 %
1,6	60 ATSOs members hold monthly meeting and deposit monthly savings.	0	60	60	120	326	60	60	446	372 %
1.7.	450 SGOs hold meeting and deposit savings regularly (weekly).	0	0	450	450	7661	0	431	8092	1798 %
1.8.	50 Union based Adivasi Parishods hold monthly meeting.	0	50	50	100	61	34	45	140	140 %
1.9.	10 Upazila based Adivasi Parishods hold monthly meeting.	0	10	10	20	0	4	10	14	70 %
1.10.	20 VDC (GUP) hold monthly meetings.	0	20	20	40	43	20	20	83	208 %
1.11.	Organize/reorganize village/union level Adivasi traditional social organizations. (Manjhee, Pargana, Dighori, Panchayet etc. Parishod).	0	0	0	0	41	238	0	279	n/a
1.12.	Leadership and group management training for SGOs. ATSOs Adivasi parishod leaders.	60	60	60	180	60	58	60	178	99 %
1.13.	Arrange training for Credit Union and VDC members on Credit Management and book keeping.	360	360	360	1 080	346	361	360	1 067	99 %
1.14.	Women Empowerment and Gender development training.	360	360	360	1 080	345	365	360	1 070	99 %
1.15.	Observation of National & International days.	4	4	4	12	5	4	4	13	108 %
1.16.	Annual gathering of SGOs and ATSOs members at upazila level.	3200	3200	3200	9 600	2058	3382	3225	8 665	90 %

1,17	Six monthly meting with development allies.	200	200	200	600	134	188	196	518	86 %
1.18.	Encourage SGOs, ATSOs, Adivasi Parishod and VDC members to make yearly action plan.	0	0	0	0	20	357	555	932	n/a
1.19.	Inter Community dialogue.	0	0	0	0	1	6	7	14	n/a
1.20.	Linkage and net working.	0	0	0	0	98	169	198	465	n/a
1.21.	Guideline for SGOs, Adivasi Parishod, VDC and Adivasi Traditional Social Organizations (Manjhee, Pargana, Dighori etc.)	0	0	0	0	0	0	2	2	n/a
2.0.	**Output – 2 : Income Generating.**									
	Income of the organized members raised through their skills development and access to Credit facilities									
2.1.	Provide training on demand based off-farm trades to the ATSOs SGO members.	80	120	15	215	78	121	163	362	168 %
2.2.	Provide training on vegetable gardening.	180	180	180	540	187	180	211	578	107 %
2.3.	Provide training on multiple crop system.	360	360	360	1 080	275	360	357	992	92 %
2.4.	Assist the SGOs & ATSOs members to make simple break-even analysis on different profitable IGAs.	0	0	0	0	1830	2369	1736	5 935	n/a
2.5.	Follow up whether SGOs and ATSOs members properly use their credit money.	0	0	0	0	2010	2369	1736	6 115	n/a
2.6.	Loan disburse and realize the Credit Instalment regularly from the loanee SGOs and ATSOs members.	1800000 2100000	2890000 2804452	3711000 4015453	0	1833000 2076606	2890000 2620543	3711000 4015453	0	n/a
2.7.	Skill development training for unemployed Adivasi youths on different trades like, tailoring, automobile mechanic, electric, electronics, driving, computer and saloon work etc.	70	70	70	210	68	71	69	208	99 %
2.8.	Entrepreneurship training for trade school student.	61	61	61	183	57	55	93	205	112 %
2.9.	Enterprise loan for access to market.	61	61	61	183	45	13	16	74	40 %
3.0.	**Output- 3 : Human Rights**									n/a
	Land loss & social oppressions among Adivasis and poor household reduced.									n/a
3.1.	Provide basic legal awareness training on land documents management.	36	36	36	108	34	34	32	100	93 %
3.2.	Provide legal consultancy to Adivasis requiring legal assistance by the unions and upazila based social committees.	0	0	0	0	1317	1317	196	2 830	n/a
3.3.	Execution of land papers and court cases.	0	0	0	0	120	37	311	468	n/a
3.4.	Existing legal assistance cell committee is reorganized and developed.	6	0	0	6	6	0	0	6	100 %

No.	Description									
3.5.	Legal assistance cell committee hold monthly meeting.	72	72	72	216	24	72	66	162	75 %
3.6.	Mortgaged land are released and used. (acre)	10	15	20	45	10	13,58	12,01	35,59	79 %
3.7.	Net working with local community organization and local government.(Nos)	0	0	0	0	29	89	95	213	n/a
4.0.	**Output – 4 : Capacity Building and Culture Developed.**									
	Adivasi children will developed school going habit and Adivasi Culture & Heritage will be preserved									
4.1.	32 Children Education Community Centres (CECCs) are will be continued.	32	0	0	0	32	0	0	32	n/a
4.2.	960 students enrol.	960	960	960	1 920	1871	2098	2198	4 296	224 %
4.3.	Existing 50 teachers and new 14 teachers will run the CECCs.	64	0	0	64	8	63	0	63	98 %
4.4.	Teachers honorarium will be paid	64	64	64		58	63	62	0	n/a
4.5.	Certificate in Education Training for Teachers.	5	5	5	15	5	5	5	15	100 %
4.6.	Teacher's Monthly Review Meeting.	12	12	12	36	12	12	12	36	100 %
4.7.	Distribution of education materials (books, pen, paper etc.)	34	34	34	102	34	34	34	102	100 %
4.8.	Coordination meeting with other local school teachers.	0	0	0	0	17		45	32	77	#DIV/0 !
4.9.	Observation of national/international days..	4	4	4	12	4	4	4	12	100 %
4.10.	Annual sports for CECCs students.	32	32	32	96	32	32	32	96	100 %
4.11.	Repairing of Children Preparatory Education Community Centre (CECCs)	0	0	0	0	0	0	3	3	n/a
4.12.	Guardians meeting of CECCs	0	0	0	0	40	73	66	139	n/a
4.13.	Six-monthly teachers workshop.	2	2	2	6	1	2	1	4	67 %
4.14.	Meetings of the managing committee of CECCs	12	12	12	36	3	12	12	27	75 %
4.15.	Student stipend for poor & brilliant students for higher studies.	400	0	0	0	0	0	0	0	n/a
4.16	2 boarding centres will be continued.	2	0	2	2	2	0	0	2	100 %
4.17	Accommodation and fooding for 120 students.	120	120	120	360	130	129	128	387	108 %
4.18	2 boarding primary schools will be continued.	2	0	0	2	2	0	0	2	100 %
4.19	Income Generating Activities like Kitchen gardening, Pig Farm, Aquaculture etc. will be given on the basis of plan and application by ATSOs members. (Pl. see financial report)	0	0	0	0	0	0	0	0	n/a
4.20	Six monthly Guardians meeting of Boarding School.	2	2	2	6	2	2	2	6	100 %
4.21	Aids for Treatment.	0	0	0	0	130	43	125	298	n/a
4.22	Annual sports for boarding students.	0	1	1	2	1	1	1	3	150 %
4.23.	Magazine & Documents will be Printing & Publication in Santali Language.	4	4	4	12	1	2	2	5	42 %

4.24.	Composing of text book in Santali language up to class III level.	0	0	0	0	0	0	0	0	n/a
4.25.	Adivasi Cultural Team formation and development.	8	0	0	8	6	0	0	6	75 %
4.26	Participation in local and national level cultural activities & networking.	0	0	0	0	6	10	7	23	n/a
4.27.	One time support to local cultural team for musical instrument and TV at partial cost will be given on the basis of plan and application by cultural team of ATSOs.	0	10	0	10	0	8	0	8	80 %
4.28.	Established Mini Museum of Adivasi culture.	0	1	0	1	1	0	0	1	100 %
4.29.	To arrange fair and seminar on Adivasi culture.	1	1	1	3	3	6	6	15	500 %
4.30.	Networking with Coordination of NGOs for Adivasis (CNA)	0	0	0	0	2	4	4	10	n/a
5.0.	**Output – 5 : Health and Environment**									
	The SGOs & ATSOs members are aware of their health conditions and the effect of environment degradation.									
5.1.	20 VHV recruitment and trained up.	20	20	20	60	19	19	22	60	100 %
5.2.	Provide Basic Orientation training on PHE to SGOs and ATSOs members.	320	320	320	960	291	326	318	935	97 %
5.3.	Health education to Children Education Community Centres.	0	0	0	0	32	32	32	96	n/a
5.4.	HIV/AIDS Awareness training and seminar.	400	400	400	1 200	428	434	569	1 431	119 %
5.5.	Awareness training on hygienic behaviour promotion.	300	300	300	900	320	314	298	932	104 %
5.6.	SGOs and ATSOs members are given health education.	0	0	0	0	2925	2666	3045	8 636	n/a
5,7	Timber Sapling distribution.	2500	2500	2500	7 500	2500	5010	4804	12 314	164 %
5.8.	Herbal Sapling distribution.	50	50	50	150	50	50	180	280	187 %
5.9.	Seminar on environmental issues and day observations.	0	1	1	2	1	1	6	8	400 %
5.10.	Training for Birth Attendant (TBA)	1/50	0	0	1/50	1/50	0	0	1/50	n/a
5.11.	Follow-up of TBAs	0	0	1/50	1/50	0	0	1/50	1/50	n/a
5.12.	Workshop of TBAs	0	1/50	0	1/50	0	1/50	0	1/50	n/a
6.0.	**Staff Development**								0	
6.1.	Basic orientation training on PP.	1	0	0	1	1	0	0	1	100 %
6.2.	Adivasi cultural structure and networking training.	1	0	0	1	1	0	0	1	100 %
6.3.	PRA for staffs.	1	0	0	1	1	0	0	1	100 %
6.4.	Primary Health Education Training.	0	1	0	1	0	1	0	1	100 %
6.5.	Legal awareness, land documents and advocacy.	0	0	1	1	0	0	1	1	100 %
6.6.	Agriculture and environmental training.	0	1	0	1	0	1	0	1	100 %
6.7.	Savings & Credit management training.	1	0	0	1	1	0	0	1	100 %
6.8.	Follow-up on Savings & Credit management training.	0	0	0	0	0	0	0	0	n/a

6.9.	Supervision, monitoring & management training. (batch)	0	1	0	1	0	1	0	1	100 %
6.10.	Training on Trainers (TOT).	0	0	0	0	0	0	0	0	n/a
6.11.	Leadership & Management Training. (batch)	0	0	1	1	0	0	1	1	100 %
6.12.	Exchange visit other GO/NGO (Staff & leaders).	0	0	0	0	0	0	0	0	n/a
6.13.	Overseas training on ID-OD and exchange visit program.	0	1	1	2	0	1	1	2	100 %
6,14	Social Ananysis and Development	0	0	1	1	0	0	1	1	100 %
6,15	Human rights, peace & Justice	0	0	1	1	0	0	1	1	100 %
7.0.	**Others :**								0	n/a
7.1.	Tri-monthly executive committee meeting.	4	4	4	12	3	4	4	11	92 %
7.2.	General Board meeting.	1	1	1	3	1	1	1	3	100 %
7.3.	Fund to be applied by Community groups on the basis of their plan and decision taken in the meeting for various kinds of development work :									n/a
	- Agriculture Inputs & tools	300	600	600	1 500	300	600	600	1 500	100 %
	- One time support to CECCs to undertake IGA	16	16	0	32	16	16	14	46	144 %
	- Sanitation (Pit Latrine distribution	244	200	270	714	244	200	270	714	100 %
	- Tube well installation	2	0	0	2	2	0	0	2	100 %
	-One time support to Adivasi organization/ATSO for cultural ethos	2	2	0	4	2	4	0	6	150 %
8.0.	Evaluation :	-	-	1	1	-	-	0	0	0 %

Annex VII: Outcome and impact matrix

Note: *This table was developed as an analytical tool for the team and should not be seen as a conclusive statement. The list of output category, outcome and impact represents the team's interpretation of a programme document that was not specific on this form of programme logic (LFA). It therefore involves the risk of misinterpreting the programme intentions. The sections on 'potentials for success' are the preliminary assessments of the team; in sum they form the basis for the general conclusions presented in the main report.*

Output category and programme objectives	Expected outcome	Expected impacts
1. Organizing (programme objective 1). 21 outputs listed in programme document	Rural communities will be more organized as social capital and will have financial resources at their disposal for development activities through their thrift savings and support through the programme.	- More inter-religious harmony and cooperation will prevail in the rural communities. - Impacts listed under 'human rights' are also relevant for this programme objective.
Potentials for success	*Very high*	*High, however: experiences from group organizations elsewhere in South Asia suggest that most groups cease to function or reduce their scope of work after donor withdrawal. The long-term impact is should therefore not be taken for granted even if the programme succeeds*
2. Income generation (programme objective 2 and 7) 9 outputs listed in programme document	- There will be increase in production of vegetables, meat, eggs, fish and saplings of trees by one fourth. - Job-related skills and capacity improvement - [By easy access to health care and children education components, the poor and Adivasi will] travel less and save expenses. The reduction of cost will be more than a half.	- Better livelihood security

Potentials for success	- *High potentials to increase production; quantification is not possible since baseline data is not available* - *Improved skills and capacity is likely* - *While easy access to health care and education is appreciated, it does not necessarily save costs. The health services provided by the programme are outreach services that people normally do not travel to anyway, and the alternative for most of the beneficiaries from schools (except, perhaps, boarding schools) would not be costly travels, but longer distances to walk*	- *Increased agricultural production will give better livelihood security, but it is not clear to which extent the results will be sustainable long after programme interventions* - *There is no automatic long-term benefit from improved job-related skills and capacity, in particular in a context of poverty and unemployment. Many will benefit from improved income in the long term, others not.* - *Conclusion: better livelihood security in the long term is expected for some beneficiaries, not for others. The share will be greatly improved by systematic consideration of each intervention to ensure long-term impact rather than short- and medium-term outputs and outcome.*
3. Human Rights (programme objective 3) 7 outputs listed in programme document	(outcomes not specified)	- Increasing acceptance of the rights of women and minorities in society and local govt. levels in the long run. - Women and adolescent girls will be free from violence, reduction in divorces and abuses; greater mobility within and outside their villages. Their status in the family and in the society will be improved. - Local administration, public representatives and social leaders will be more sensitive to and cooperative towards the needs of marginal groups as regards protection and promotion of their rights, particularly citizenship and property rights. - Opportunity for Adivasis and other marginal groups, including the poorest households of the Bangali community, to have easy access to health care, child education and other services. - Reduced land loss and social oppression among Adivasis and poor households - Violation of minority rights will be reduced
Potentials for success	*In general, several outcomes are already achieved, with more likely in future*	*To some degree, all the above are likely impacts from the programme (except for the statement 'free from violence', which is too optimistic. The degree is difficult to assess – not only due to programme design but due to the nature of the impact category*

4. **Capacity Building and Culture** (programme objective 4 and 5) 30 outputs listed in programme document	- More skilled and educated people will be available in the rural communities, to provide developmental leadership in various sectors. - School going habit of adivasi children [improved] - Education of girls (…) for creating their dignity and positions in the society and job-markets. - International special days, like-Indigenous Peoples Day, Human Rights Day, Women Day, Environment Day, etc. with seminars, rallies for creating greater awareness. - Practise, preserve and develop Adivasi culture and heritage	- Better understanding among the majority groups [on Adivasi culture & rights] - Impacts listed under human rights and other output categories are relevant
Potentials for success	*To some degree all the above are likely outcomes. The degree of success is difficult to measure. For some programme components certain pre-assumptions are important. For instance, boarding schools produce skilled and educated people available in communities only if the students return to those communities, which is perhaps less likely.*	*The impacts are likely to be achieved to some degree.*
5. **Health and Environ-ment** (programme objective 6) 12 outputs listed in programme document	- SGO and ATSO members are made aware of their health conditions and the effects of environmental degradation - More households are planting trees, making nurseries, selling good quality saplings as family income-generating activities. This means that gradually productive and positive business attitudes are developing, with respect for the environment and at the same time doing business. - Some attractive flowers and horticulture gardens and parks have been developed in the northern districts by private entrepreneurs; these are open to the public for visits and picnics, thus creating demonstration effects. - (health outcomes are generally not specified)	- Awareness and improved knowledge regarding the environment and bio-diversity among group members, school children and community people will bring more supportive attitudes toward protection and development of environment. Tree planting, vegetable cultivation, horticulture are producing positive impact to the environment. - The incidence of communicable and other diseases related to hygiene practices, sanitation, and nutrition will be reduced on average by one third. - A health awareness and economic well-being will bring strong positive impact on population control, on average by one fourth.

Potentials for success	*All the above outcomes are not checked against reports, but given the necessary inputs they are likely*	- *The first impact is likely, however, perhaps to a lesser degree than anticipated. There is, for instance, not a clear positive correlation between typical development interventions to change attitudes, and actual changes in attitudes.* - *The second is not measurable, but some degree of success is likely. For some interventions like latrines, it is possible* - *The third expected impact seems exaggerated. In general, there is a positive correlation between economic well-being*
Gender (not specified as objective, but implicit)	The community-based Adivasi and Bangalis social organizations and groups respectively will create more opportunities for women to play organizational roles in various ways.	- Women will play a major role in family health care, children's education, and the main or supplementary income sources for their families. - Side by side with men, women will get opportunities for leadership in their own communities.
Potentials for success	*This is already achieved through the groups, of which most provide that opportunity.*	- *For the first impact, this is not necessarily a change, since they to some degree already play a major role in some of these areas. For income, the impact is likely, but it depends on so many other factors that the impact will probably be limited.* - *More opportunities for leadership are likely, but 'side by side with men' is still very far away and will not be achieved by this programme alone*

Annex VIII: Staff workshop report

1.   Strengths and weaknesses of the programme

Inputs to plenary session. The number after each statement refers to the approx. number of respondents who mentioned the same or related strength/weakness

Strengths
Skilled / promising staff (27)
ICCB programme well accepted [among target population] (24)
Access to target population (19)
Programme guidelines (13)
Skilled management (13)
Has government approval (12)
Well specific working area / target groups (5)
Transparency and accountability (4)
Connections with donors (2)
Good working environment (2)
Logistics, equipment (2)
Local administration has positive attitude
Workers belong to different communities / languages
CBOs have constitution

Weaknesses
Dependent on donors (29)
No own office building (28)
Low staff compared to the large programme area (22)
No permanent training centre (15)
Dispersed working area/working areas are far away from the office (14)
No own lawyer for legal counsel on land issues (3)
No license from Microfinance Regulatory Authority (3)
No skilled staff for major programme components (2)
Number of ATO and SO should be increased (2)
No systematic approach / trend to continue on solving legal problems faced by Adivasis
Salaries and benefits less as opposed to rising price levels
Low loan revolving loan fund
No cultural trainer for Adivasi cultural team
No monitoring specialist
No specialist staff on human rights
No monitoring cell
No long-term plan

2.   Inputs from ICCB staff to workshop

Direct translation by DF of BNELC-DF's notes from workshop
Not edited by the evaluation team

Workshop session 1: Selected issues

Land issues:

Group A:
1. To appoint a lawyer (on permanent basis)
2. To appoint a separate staff for handling land issues
3. To increase fund support as per requirement
4. To increase training on land laws and preservation of documents
5. To recover mortgaged land, loan has to be increased on easy terms for repayment
6. To increase amount of fund until such time the cases are settled in the courts

Group B
1. To strengthen the upazila- level Adivasi Pparishood/ Council
2. To arrange training on legal matters
3. To appoint lawyer on permanent basis
4. To increase fund allocation to recover land
5. To strengthen networking at local and national level
6. To include lawyer and journalist in the legal aid committee
7. To increase fund to handle the court cases
8. To organize seminars with social activists, local administration, journalists and civil societies
9. To arrange educational tours at home and abroad for Adivasi leaders
10. To provide training on legal issues to Adivasi youths (adults)

Group C
1. To carry out a survey on Adivasi households/lands
2. To provide continued legal assistance
3. To appoint lawyer
4. To carry on advocacy to create separate land commission
5. To increase fund to recover mortgaged land
6. To provide training for the preservation of land documents
7. To restructure the existing committees

Education

Group A
1. To increase the supply of education materials to the schools
2. To introduce stipends in the schools
3. To provide nutritional foodstuffs to the students
4. To increase the number of school inspectors
5. To have own school premises
6. To arrange training for S M C

Group B
1. To arrange stipend and tiffin for Adivasi students
2. To supply cultural materials at schools
3. To provide stipend for higher education

Group C
1. To appoint qualified teachers
2. To create opportunities for stipends
3. To increase salary of teachers and employ them on full time basis
4. To provide refresher training to the teachers every three months
5. To develop the infrastructures of CECC
6. 15 years' time is necessary to make the schools self-reliant
7. To elevate each CECC from Class III to Class V
8. To continue stipends after completion of Class V
9. To supply modern educational materials

Staff Development

Group A
1. To participate in different training organized by government and private organizations/ agencies
2. To arrange educational tours on programmes
3. To arrange exposure or exchange visits for sharing experience
4. To arrange refresher training with all staffs every month
5. To introduce lunch allowance for all staffs
6. To arrange for leave encashment for balance leave-

Group B
1. To provide training on legal matters
2. To provide ToT training to the staff
3. To provide training on communications and development
4. To arrange educational tours at home and abroad
5. To provide training on information and communication technology (ICT) and supply materials
6. To organize half yearly and annual conference with all staffs

Group C
1. To arrange training for the staff outside the organization
2. To arrange training for the senior staff outside the country
3. To continue the present in-service training
4. To decrease the working load of workers
5. To arrange special training for community driven development
6. To provide training on micro-credit
7. To provide training on society analysis
8. Set up own training cell
9. To prepare up to date training manuals
10. To increase salary and bonuses
11. To develop skills on entrepreneurship and market analysis

Group I: Field Organizers

A.   Recommendation of Activities for coming two years:
1. Increasing the number of staff
2. Land court cases to be brought under control of ICCB programme
3. To increase the number of participants in the training
4. To increase the budget for day observation & to increase the training allowances
5. To arrange study tour and trainings for the Adivasi leaders
6. To increase the salary and bonus for staff

B.   Recommendation of activities for next five years :
1. Rehabilitation of disabled and oppressed women
2. To provide training for traditional birth attendant (TBA), providing TBA kits and arrange for salaries
3. To establish a permanent trade training centre for technical trainings for the employment creation of the youths
4. To take necessary steps to stop selling labour of the programme beneficiaries in advance with less wages
5.   To arrange training on small cottage industries and handicrafts
6.   To increase the supply of Adivasi cultural instruments and to establish Adivasi institute
7.   To appoint veterinary staff and arrange for veterinary training for Adivasis
8.   To increase the number of ATSOs
9.   To provide stipends for Adivasi students for Higher Education
10.   To appoint a permanent legal advisor
11.   To provide one time support among the CBOs to face disasters
12.   To provide training among Adivasis on herbal treatment
13.   To establish own cultural team by DF

C.   Which issues should be given priority?
1. Adivasi land issues
2. To develop education programme of DF
3. To provide treatment free of cost
4. Rehabilitation of disabled and oppressed women
5. To build housing for shelter for poor and homeless Adivasis
6. To arrange of honorarium for legal assistance cell committee (LAC) for strengthening and mobilization their activities
7. To establish Adivasi resource centre/institute
8. To undertake Indigenous Cultural Development Project

Group – II - Community Development Facilitators (CDF)

A.   Recommendation of Activities for coming two years :
1. To appoint a regular legal adviser
2. Provide training :   For Field Worker: (i) land laws (ii) social analysis and development. For For CBO – Group leadership & management training.
3. To increase the numbers of Adivasi Traditional Social Organizations

4. To provide agricultural materials and supply of latrine for the project beneficiaries. To disburse no-interest loans among Adivasis to stop selling labour in advance.
5. To increase networking among Adivasi leaders at sub-district and district level.
6. Provide training to field workers for increasing skills on human rights activities
7. Arrange for showing peoples' theatre and courtyard sitting for awareness-raising
8. To publish a quarterly magazine
9. Increase staff fringe benefits.
10. To promote participation of CBO leader and others during the election of local government

B.   Recommendation of activities for next five years:
1. To arrange documentary film show, exhibition on human rights and health issues for awareness building
2. To increase workshop, seminar and networking activities for CBO leaders
3. To establish Adivasi cultural cell or Adivasi resource centre
4. To increase the access of government & non-govt. resource
5. To undertake climate and environment development programme
6. Nutrition activities for Adivasi mother and child health
7. To increase IGA for self-reliance of the CECC school
8. To provide fund for one-time support for self-reliance of CBOs and upazila federation
9. To increase the number of field organizers and expand FO working areas
10. To undertake handicraft activities for Adivasis
11. To establish training/monitoring cell
12. To establish own office building for all branch offices
13. To appoint special field worker on human rights activities.

C.   Which of the issues will be given priority?
1. To undertake HIV/AIDS awareness programme
2. To undertake food security programme
3. To run housing project for poor & needy Adivasis
4. To undertake herbal treatment for Adivasis
5. To undertake veterinary programmes in the working areas
6. To undertake agriculture development programme.

Group – III:

A.   Recommendation of Activities for coming two years :
1. Continuity in funding and no decrease in yearly budget
2. Expected resource as example to appoint legal assistant & legal advisor
3. To ensure the trainings for staff development
4. To increase fund for strengthening VDCs
5. To increase fund for Adivasi traditional social organizations
6. To increase of revolving loan fund for CBOs
7. To run the CECC continuously and to appoint more Adivasi teachers to ensure quality education among Adivasi children
8. To create the opportunity for study for more Adivasi children in the boarding school
9. To increase advocacy at national level about Adivasi land issues to the government
10. Lobbying with govt. and civil society for getting back the lost lands of Adivasis
11. To increase the member of CNA and to arrange for necessary fund to strengthen the CNA activities through CNA member organization
12. To take necessary project for increasing IGA to uplift the socio-economic condition of CBOs.

B.   Recommendation of activities for next five years:
1. Village. Union, Sub-district, district and national committees formed with representation of groups/social organizations
2. To have own constitution/bylaws of CBOs
3. To take necessary steps for govt. registration of CBOs for self-reliance
4. To achieve 50% - 60% self-management capacity of CBOs
5. To take role on building linkage and networking with groups and social organizations
6. Adivasi cultural development programme

C.   Which issues should be given priority?
1. Adivasi land issues
2. Survey on Adivasi people
3. Food security
4. Ensure Adivasi education
5. Health & nutrition security
6. To strengthen advocacy and networking
7. Exchange visit for gathering experience with other organization activities (inside and outside of the country)
8. Women and adolescent development programme
9. Establish an Adivasi resource centre/institute
10. Indigenous cultural development project.