JOURNEY FOR ADVANCEMENT FOR TRANSPARENCY, REPRESENTATION AND ACCOUNTABILITY

FINAL EVALUATION

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Table of Content

Executive Summary

The Global Partnership for Social Accountability (GPSA) was established by the World Bank towards strengthening transparency, accountability and performance of public institutions, and to enable citizens' voice in governance and public service delivery. GPSA supports civil society organisations with strategic grant funding to address critical governance and development problems, especially targeted towards extreme poor and marginalized populations. With GPSA grant funding, CARE Bangladesh has implemented Journey for Advancement for Transparency, Representation and Accountability (JATRA) project to strengthen participatory governance processes in the public finance management systems of 15 Union Parishads in Nilphamari and Gaibandha districts of Northwest Bangladesh so that they are more transparent and accountable, and are aligned with the Local Government (Union Parishad) Act 2009 and relevant policy mandates. The efforts under JATRA project were geared towards capacitating poor and marginalised citizens to participate in key decision making spaces, so that the informed voice of poor could effectively influence framing of local development plans and social safety net programs of the Union Parishad. Simultaneously there were efforts to get the public finance management systems of Union Parishad more robust and transparent, and aligned with legislative and policy mandates.

The Final Evaluation of JATRA project is aimed at developing a clear and independent view on performance of the project in achieving its stated objectives and results. The evaluation exercise also looked at the conditions in which JATRA project achieved results, so that these learning could inform improvements in social accountability strategies, programs and projects. The evaluation design has drawn upon the outcomes and indicators of most recent version of the JATRA project's Results Framework; and also aims at tracking the GPSA articulated theory of change pathways. Mixed-Methods Evaluation approach involving Beneficiary Assessment, Case-Study Development and Outcome Harvesting was pursued for this mandate, keeping in mind the need to pursue an objective-based appraisal as well as to examine newer insights that might have emerged from project outcome on enhancing the efficacy of social accountability initiatives.

'*Change in mindset*' of both Union Parishad functionaries as well as citizens is the most significant achievement of JATRA project. Towards achieving this feat, the project leveraged legislative and programmatic policy provisions to pursue strategies of building

and capacitating citizens' coalition, together with encouraging pro-poor orientation and responsiveness on the part of elected UP officials. Central to these was JATRA's success in mobilising poor communities, and empowering them with knowledge and capacities to effectively participate in the Ward Shabhas, the formal institutional space enabled by the Local Government Act 2009 for citizen's active role in local development planning and governance. Almost all the respondents of primary research for this evaluation had cited regular conduct of Ward Shabhas and Open Budget meetings, and their ability to have a stronger voice in key Union Parishad decisions[1] as some of the most significant positive achievements in last 3 years.

Poor women and men are now actively engaged in the Union Parishad Standing Committees and various other task specific committees; and are playing proactive role in getting the UP functioning transparent, responsive and accountable. In addition, JATRA project pursued Local level Political Economy Analysis, Social and Resource Mapping, Union Parishad Self Assessment, constitution of Citizen Forum, information campaigns, community score card, social audit *et. al.* to encourage and ensure empowered participation of poor and marginalised population in the local development and governance processes. The social audit and community scorecard exercises have generated pertinent information on the execution of development schemes, and public hearings conducted as part of these efforts have contributed significantly towards enhancing accountability of the Union Parishad. There are strong arguments of taking many of these initiatives to scale for discernible impact; and there were efforts by JATRA team to get these practices to national discourse. But the project has not been very effectual in influencing policy makers and the government at national level to embrace these unique citizen engagement practices within national programmes.

On the issue of sustainability it would be reasonable to infer that the outcomes of JATRA's structural interventions would continue due to insistence of citizens. The UP functionaries do also have obvious incentives to sustain the gains of JATRA project and take them forward. To sum-up, the JATRA project in its project Unions has remarkably demonstrated how existing policy and legislative mandate could be leveraged to address unequal power relationships in a society and move towards a paradigm of responsive participatory governance for achieving sustainable positive impact in the lives of the poor and the most marginalized.

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[1] While the Act stipulates mandatory conduct of Ward Sabha, citizens especially from poor and marginalised sections had very little opportunity to articulate their voices and influence the decision process. This in turn has translated into somewhat lackadaisical response to Ward Shabhas by common citizens.

1.   Introduction

Global Partnership for Social Accountability (GPSA) had provided grant support to CARE Bangladesh to strengthen the Union Parishad public finance management systems so that they are more transparent and aligned with the Local Government Act 2009. The aim is to empower the poor and marginalised citizens with enhanced leadership capabilities and voice to hold the local governments to account in the targeted Unions; and utilize the demonstrated project outcomes and learning to influence social accountability practitioners, government representatives and policy makers for improved budget processes mandated under the Local Government Act. The social accountability model that has been tested and honed by the project could offer knowledge and learning benefits to a variety of institutions for improved results towards more decentralized government. The final evaluation will try to appraise the attainment of the project's overall and individual objectives; and generate learning about the conditions in which the project achieved results to inform improvements in social accountability strategies, projects and programs.

2.   Abridged Narrative on GPSA and JATRA Project

Global Partnership for Social Accountability (GPSA)

The Global Partnership for Social Accountability (GPSA) was established by the World Bank in 2012 with the purpose of supporting civil society and public sector actors to strengthen transparency, accountability and performance of public institutions, and to enable citizens' voice in governance and public service delivery for achieving stronger development results. GPSA builds on previous World Bank programs for supporting civil society organizations and a track record of analytical and operational work on social accountability over the past decade.

Towards realisation of stated objectives, the GPSA has provided strategic grant support to civil society organisations working on social accountability initiatives to address critical governance and development problems, especially targeted towards extreme poor and marginalized populations. There has also been an emphasis of strengthening civil society's capacities to address capacity constraints in the sector and to deepen knowledge and understanding of social accountability approaches within civil society and the government.

The GPSA Knowledge Platform offers a global space for practitioners on social accountability tools, good practices, evidence-based approaches and results – by leveraging the knowledge and learning generated through the GPSA-supported grants; and by way of expanding knowledge engagement and partnership among CSOs, governments and donor agencies. These partnerships have emerged at various levels: between grantee organizations and their implementing associates, champions within the governments and a wider constituency of Global Partners.

The JATRA Project

With grant funding support from GPSA, CARE Bangladesh is implementing *Journey for Advancement for Transparency, Representation and Accountability (JATRA)* project to strengthen transparency and accountability of select 15 Union Parishads[2] in Nilphamari and Gaibandha districts of Northwest Bangladesh. This region is characterized by widespread levels of poverty and the challenges of seasonal hunger; CARE Bangladesh has been working with local governments of these districts for a long period of time. Listed below are the Unions where social accountability approaches and initiatives under JATRA were implemented:

District	Upazilla	Unions covered under JATRA Project
Nilphamari	Saidpur	Botlagari, Bangalipur, Kashiram Belpukur, Khatamadhupur
	Kishoregonj	Magura, Garagram, Nitai, Bahagili
Gaibandha	Polashbari	Barishal, Pobnapur, Kishorgari, Mohodipur, Betkapa, Monohorpur, Harinathpur

The efforts under JATRA project were geared towards capacitating the marginalised sections of society to participate in key decision making spaces, so that the informed voice of poor could effectively influence framing local development plans and social safety net programs of the Union Parishad. Simultaneously there were efforts to get the public finance management systems of Union Parishad more robust and transparent, and aligned with legislative and policy mandates.

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[2]Unions are the lowest tire of rural administrative units. The Union Parishad is the elected local government responsible for many aspects of local rural development and providing basic public services to citizens

The project was strategically located to build upon the investments made under Social and Economic Transformation of the Ultra-Poor (SETU) project of CARE Bangladesh, where social accountability and pro-poor governance approaches were applied. Of the 15 Unions targeted under JATRA Project, CARE had already been working in 9 Unions where SETU had undertaken power, poverty, gender and vulnerability analysis; and had helped frame longer term vision for pro-poor development. This experiential knowledge from CARE's social accountability model was seamlessly extended to the 6 new Unions under JATRA project. Botlagari Union, which was the model union under SETU project, served as mentor and learning lab for other unions on innovative social accountability approaches.

The JATRA project facilitated constitution of Citizen Forum, a 23 member group of good governance champions nominated by marginalized communities in a participatory process. The Citizen Forum members play a key role in mobilizing citizens to participate in Ward Shabha and Open Budget meetings, embark Social & Resource Mapping exercise to identify local development priorities, undertake UP Self Evaluation, conduct social audit and community score card processes, and effectively engage in relevant Standing Committees. The Social & Resource Mapping endeavour identified resource-deficient localities (Paras) in a ward for every Union; and this knowledge was utilized in UP's Annual Plan to target local development activities in an equitable and gender sensitive manner.

3.   Purpose and Intended Use of the Final Evaluation Report

The Final Evaluation of JATRA project is aimed at developing a clear and independent view on performance of the project in achieving its stated objectives and results. It is expected that the outcome of this final evaluation effort will inform all concerned stakeholders on the accomplishments and learning from the project; and the conditions in which JATRA project achieved results to help improve future social accountability strategies, programs and projects. Most notable of them is the team at CARE Bangladesh, who would be able to use the evaluation findings to better strategise and enhance the impact of future programme. The evaluation report aims at effectively encapsulating the voices and aspirations of citizen stakeholders of JATRA project – to reflect upon their contributions to the success of the project; and at the same time to assist CARE and Government of Bangladesh to better understand the perspectives of the citizens, so that policy priorities with regard to citizen engagement and decentralisation could be

prioritised and acted upon. The other important users of the evaluation report would be GPSA and World Bank in assessing the relevance, efficacy and return of this grant supported investment; to facilitate peer-to-peer learning exchange of JATRA's practices and innovations; and to use this experiential knowledge and insight in developing new social accountability strategies, policies and projects.

4.   Evaluation Approach and Methodology

The evaluation design has drawn upon the outcomes and indicators of most recent version of the JATRA project's Results Framework; and also aims at tracking the theory of change pathways articulated in the GPSA Results Framework. The methodology was framed keeping in mind the need to pursue an objective-based appraisal that weighs-up the outcomes against the stated strategic objectives of the project. In addition, the evaluation process made attempts to examine newer insights that might have emerged from project outcome on enhancing the efficacy of social accountability initiatives. The field work of the evaluation involved participatory engagement with all stakeholders: targeted local communities, project implementation actors, Union Parishad functionaries, District Facilitator of LGSP and collaborative partners of the project. Given that LGSP-2 provisions a central role within the project; the evaluation team also interacted with the concerned Task Team Leader of LGSP at the World Bank. However the evaluation did not manage to interact with any national level officials of the government.

The Framework for Evaluation

The Mixed-Methods Evaluation approach was proposed for this mandate, given that the final evaluation intended to assess outcome of the JATRA project, as well as generating learning for improved result and exploring sustainability of project outcomes. The mixed-method approach captures a wider range of perspectives, provides a deeper understanding of why change is (or is not) happening as planned; and is more likely to reveal unanticipated results, which are often likely in social accountability initiatives. The evaluation design under mixed-methods approach involved Beneficiary Assessment, Case-Study development, Outcome Harvesting techniques and Social Return on Investment framework to:

1. Trace the realisation of key results in terms of evidences and stories related to (i) effective voice of the poor and marginalised citizen groups in framing local

development plans; and (ii) how citizens' constructive engagement with local government counterparts influencing / ushering-in meaningful improvement in public finance management systems of the Union Parishad.

2. Determine how different dimensions of project implementation and contextual factors have contributed to these observed outcomes; and how these insights could be taken in for adaptive learning on social accountability approaches and practice.

Beneficiary Assessment method of enquiry to assess the value of project activities and interventions as perceived by targeted beneficiaries was used for systematic listening of citizen stakeholders and others, to gather feedback on the project activities and interventions as well as uncovering new information that would otherwise not come to light. This was done through Conversational Qualitative Interviews and Focus Group Discussions structured around a number of directly related issues / topics of the project. As part of the primary research of this evaluation mandate, conversational interviews and focus group discussions were conducted in all 15 Unions of JATRA project to get the respondents feedback and perceptions with regard to the significant positive change in the Union Parishad functioning and the plausible role of the project in ushering-in / facilitating these change effort. In addition to the qualitative conversational interview and FGDs, the primary research had also drawn upon the inputs acquired through structured interaction with the members of JATRA project team at national and local level.

These conversational interview and FGDs also provided gainful input and insights for developing relevant case-studies on the innovative strategies that the project employed: Social & Resource Mapping that integrated very local level political economy analyses into JATRA's operational strategies, initiating the spirit of positive competition through Local Government Self-Assessment, novel approaches for citizens' informed engagement in Ward Shabha, and use of community and traditional media for dissemination of actionable information.

The primary research effort was supplemented with Outcome Harvesting, a technique inspired by and adapted from Outcome Mapping principles. Outcome Harvesting technique is well-suited to assess social change interventions where (a) relations of cause and effect are not always fully understood; and (b) the users of evaluation are most interested in learning about the outcomes, the process of change and how each outcome contributes to this change. This was conducted through a process of reviewing relevant

project documentation, and engagement with key informant to draft, refine and validate outcome descriptions; and analysis and interpretation of validated outcome descriptions to explore the significance of their contribution in achieving overall project outcome. This exercise had drawn-upon and benefited from the Contribution Tracing initiative that CARE Bangladesh is presently pursuing to on assess the contribution made by JATRA project in bringing change to people's lives. While this was not envisaged in the original design of the project, the learning generated through the Contribution Tracing efforts could be a unique offering of JATRA project to enrich and deepen the body of global knowledge on social accountability outcomes.

Limitation of the Evaluation Framework

The methodological design of this evaluation originally intended to assess broader social value generated of JATRA project outcomes under SROI (Social Return on Investment) framework. The goal was to estimate, in monetary terms, the impact of JATRA project on the lives of poor people in the project Union. This was an ambitious target, but finally could not be undertaken since data-sets relevant for building defendable SROI indicators were not readily available on ground; and the agreed scope of evaluation mandate did not allow pursuing rigorous research to methodically gather the data-sets for assessing complex social return of the project in monetary terms, which is necessary for an SROI estimate.

Approaches for Information Acquisition and Sampling

The fieldwork for information acquisition was primarily concentrated towards conversational interviews and focus group discussions by designated Field Investigators. The Field Investigators were locally hired development practitioners with in-depth knowledge on socio-political and economic context of local level development. The FIs were oriented on the conversational interview methods and the set of leading questions that they would be expected to explore during their interactions with citizen respondents. The respondents of interviews were carefully identified through an appropriate sampling approach that ensured reasonable representation of the actors involved in all 15 Unions where the project was implemented. In each of these Unions, the Field Investigators interviewed two members of the Citizen Forum, and made it a point that one of these two members is invariably a women member, so that the dimensions of gender-justice from citizens' perspectives do get adequately reflected. From the Union Parishad, the Field Investigators conducted qualitative interviews with

the Chairman of the Union Parishad, one elected male member and two elected woman members. The conversational interviews were complemented with focus group discussion with select citizens, particularly in a Ward which is not represented by any of these above key informants in the Union.

During the course of field work spanning over around 12 days, the Field Investigators interacted with a total of 88 respondents, using a set of quasi-structured interview questions that explored respondents feedback / perception on,

- Discernable positive change in the Union and the reasons thereof; role played by the respondent in ushering in change.

- Nature of associating with JATRA project; and the reason and outcome of this association.

- Capacity building support provided by the project, and if that enabled her/him to (i) effectively participate in public decision spaces (in case of citizen respondents); or (ii) handle the mandated tasks more effectively (in case of UP Functionaries).

- Most significant outcome of the project. How the Union in general and/or the respondent in particular benefited from JATRA's activities and interventions.

- Suggestions on sustaining the project outcomes, and anticipated major challenges.

The qualitative methods of informant interviews and focus group discussions were complemented with desk review of all pertinent documentation: project proposal and project results framework, annual technical reports, governance strategy of CARE, reports of the base-line study and commissioned research, documented case-studies, other project publications, process documentation on Social & Resource Mapping, data related to Ward Shabha, UP Self-evaluation and UP Helpline Survey, and relevant external documentations. There were also structured interactions with select respondents: Chairman and members of select Union Parishads, representatives from Upazilla Parishad, LGSP District Facilitator, select Citizen Forum members, collaborative partners and journalist associated with the project, World Bank TTL for LGSP and implementers of SEBA (Social Engagement for Budgetary Accountability) project funded by GPSA in Bangladesh. The review of documentations and structured interactions had helped complement the data gathered through primary research towards developing a rounded perspective on the project accomplishments.

5. Key Findings

5.1 The Relevance of JATRA project

The JATRA project aims to (i) capacitate citizens, especially the poor and the marginalized, so that they engage effectively in budget planning and implementation; (ii) strengthen provisioning of and access to relevant information to citizens, especially from poor and marginalized groups; and (iii) share social accountability knowledge and learning emanating from results on ground to influence key audience: policy makers, bureaucrats at regional and national level, and wider audience of local government representatives. These strategic objectives are fully aligned with the purpose of programmatic support to CSOs for enabling citizens' feedback and voice through social accountability processes to address critical governance and development problems, especially the ones that directly affect extreme poor and marginalized populations.

The JATRA project works towards effective realisation of legislative and policy mandates, notably the provisions of Local Government (Union Parishad) Act 2009 and the World Bank funded Second Local Governance Support Project (LGSP-2). One of the most important features of the Local Governance Act, 2009 is the introduction of Ward Shabha, the formal institutional spaces for citizen's active role in local development planning and direct accountability and responsiveness of Union Parishad to the citizens. Reinforcing this legislative provision, LGSP-2 had set-down norms of scheme selection through Ward Shabha and Open Budget process, and their implementation through community-based Ward Committees (with oversight by Scheme Supervision Committees). The Ward Shabha had created an opportunity for poor citizen to articulate their voices on collective local requirements and effect the decision process; its successful functioning could significantly mitigate the information asymmetries between citizens and the UP functionaries with regard to the contours of development allocation and various types of service provisions. However these institutional spaces mostly remained formal / ceremonial requirements – local political elites usually controlled the project identification, fund allocation and implementation process; and this has translated into somewhat lackadaisical response by common citizens. Ensuring the quorum of 5% voters in Ward Shabhas has usually been a challenge; attendance of women was traditionally low and even fewer of their articulated priorities were considered for action. In response to JATRA project's baseline survey questions, more than 80% of the respondents (86% female respondents) stated that they did not have adequate knowledge of the local Union

Parishad budget, even though they had proforma-participation in the open budget meetings.

One of the key accomplishments of JATRA project is the mobilisation of poor communities to effectively participate in the biannual Ward Shabhas (the pre-budget and review Ward Shabhas), raising priority agenda for development and issues of relevance in these meetings. Almost all the respondents of primary research for this evaluation had cited regular conduct of Ward Shabhas and Open Budget meetings, and their ability to have a stronger voice in key Union Parishad decisions as some of the most significant positive achievements in last 3 years. Data pertaining to 2016-17 reveal that on an average 480 people (approximately 15% of total voters) participated in each Ward Shabha – well above the 5% threshold of specified in the Act. Around 55% of the issues or demands debated by the Ward Shabhas[3] came from poor and extremely poor segments of the Union, and more than one-fourth of all issues were raised by women – reflecting an encouraging trend of societal change. Advocacy engagement with Union Parishad by JATRA has now resulted insertion of a budget line for Ward Shabha in the annual UP budget of 15 project Unions, which resulted in regular holding of Wards Shabha as budgetary obligation. While the project activities on ground have come to an end in August 2017, it is heartening to note that the Union Parishads are continuing to organise the Ward Shabhas in the same participatory approach with schedule being communicated widely and well in advance. During the course of evaluation field work the team had first-hand opportunity to engage in one of these Ward Shabhas in Botlagari Union, with extensive participation (more than 500 people) and active engagement on issues around scheme implementation.

With facilitative support the project also ensured that all 15 Union Parishads prioritise their annual budget activities / schemes (especially the ones related to LGSP-2 Block Grants) through UP budget declaration meeting (Open Budget meeting); and this transparent approach helped earmark nearly one-fourth of budgetary allocation to meet the requirements and aspirations of the poor and marginalised people of these Unions.

The design of JATRA project was based on foundational conviction of CARE that poverty and vulnerability are driven by unequal power relationships and inequitable resource allocation, owing to weak governance measures; and empowered participation of the

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[3]Analytical review of the issues and demands raised in Ward Shabhas indicate high priority to social safety net benefits, improving household sanitation and aspirations for economic well-being. There were also demands for campaign against dowry and measures to stop violence agaist women.

marginalised is an important *'pathway of change'* to usher-in responsive governance towards achieving sustainable positive impact in the lives of people. With this emphasis, the JATRA project pursued a multi-dimensional approach to encourage (and ensure) active engagement of poor and extreme poor population, in the local governance processes; and employed a set of unique strategies and interventions that emanated from the earlier SETU project of CARE: Social and Resource Mapping, Union Parishad Self Assessment, facilitative emergence of strong leadership especially women leadership from poor communities, and constitution of Citizen Forum, the participatory governance champions at every Unions. These efforts leveraged the institutional spaces created with legislative mandates and programmatic enablers under LGSP-2 to institutionalise democratic and inclusive decisions process at Union Parishad; and help articulate pro-poor vision in their five year plans.

These efforts were augmented with established social accountability approaches, such as social audit and community score card initiatives, citizen charters at every Union Parishad premises, public disclosure of information through multiple media channels (including UP Helpline and community radio), and innovative information campaigns with local folk song based performances. Trained cultural teams comprising of 6-8 local folk artists staged more than 75 performances covering all the project Unions. The key messages disseminated in these 40 minutes programme capsule were on right to information, importance of citizen engagement in Ward Shabhas and open budget meetings, social accountability for improved service delivery, digital information centers for accessing information and services, and finally on citizens' obligation of paying Union Parishad taxes. The video clips and visual images of these folk performances reflect sizeable participation of common public – the local project personnel estimate that around 70,000 people had attended these information campaigns.

The efficacy of these information disclosure and dissemination campaigns could be estimated from frequent references of these efforts and other related activities during the course of conversational interviews as well as FGDs. Over and over again, the respondents stated that easy access to all relevant information had enabled citizens to be informed about their rights and entitlements; and they were better capacitated to meaningfully benefit from Union Parishad schemes and services.

Over the project period 64 Social Audits and 36 Community Scorecards were conducted to track performance of Union Parishad schemes, specific services and sectoral allocation of Block Grants. The information generated from Social Audit and Community Scorecard

exercises are shared at the associated public hearings, and these efforts have contributed significantly towards enhancing accountability quotient of the Union Parishad. Certain anecdotal evidences of such course correction have been detailed in the subsequent sections of this report. At the same time, constructive engagement between the Union Parishad and Citizen is resulting in better appreciation of issues and challenges by the community. On certain instances, there are even examples of people's voluntary contribution, in terms of local support and labour, to bridge resource gap and ensure completion of unfinished UP schemes. Such accountable and constructive engagement in Social Audit had resulted in establishing smooth road communication for 4 villages in Pobnapur Union Parishad of Gaibandha district.

Poor women and men are now actively engaged in the Union Parishad Standing Committees and various other committees viz. Ward Committee, Scheme Supervision Committees, Project Implementation Committees, Union Development Coordination Committees, Social Audit teams and Community Score Card teams; and one third of these committee membership positions are held by people from poor and marginalised households. These members, with knowledge and backstopping support from Citizen Forum, are playing proactive role in the functioning of Union Parishad. getting the UP functioning transparent, responsive and accountable. This was reinforced in a telephonic citizen perception survey[4] where an overwhelming proportion of respondents serving in Standing Committees affirmed their support to the social accountability strategies of JATRA project. During the course of conversational interviews with Union Parishad functionaries as well as FGDs with citizen groups, a vast majority of respondents opined that with effective and inclusive engagement of citizens, the functioning of these Union Parishad committees has become more visible and effective; and quality of scheme implementation and service delivery is much better now owing to participation and supervision of all concerned stakeholders.

The project had made targeted investments to disseminate the outcome and experiential learning of social accountability mechanisms through radio and print media to encourage wider public discourse on these issues; and had also shared these narratives during engagements with Upazilla and District officials. Local Governance Support Project-3 (LGSP-3), which is the successor of earlier phases of World Bank funded LGSP programme has recognised the importance of social inclusion and social accountability approaches, and strengthened role of women in decision-making; and envisages

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[4] Conducted by Union Parishad Helpline at the behest of JATRA project

expanding and deepening these measures to enhance transparency and improve constructive engagement between citizens and the Union Parishads.

There are also limited evidences of Union Parishads neighbouring JATRA Unions are adopting select citizen engagement practices, but this organic diffusion of good civic engagement practices needs to be reinforced further and taken to scale. There is a stronger need to systematically strengthen peer-to-peer learning endeavour between JATRA and non-JATRA Unions, so that the strategies and practices that emerged from investments in the project could be imbibed by other Union Parishads and related service delivery institutions of the government.

5.2   Efficacy Attributable to the Project

The most significant achievement of JATRA project that the Evaluation witnessed on ground is the '*change in mindset*' of both Union Parishad functionaries as well as citizens of the 15 Unions where project operated. Towards achieving this feat, the CARE project team pursued multi-dimensional strategies: (i) encouraging pro-poor orientation and responsiveness on the part of elected UP officials through visioning exercises, capacity building investments, mentoring support, and instilling a sense of positive competition through the self-assessment process; (ii) building coalitions of citizens with affirmative importance to women and the poor, and empowering them with knowledge and capacity to utilize their strength as collective for constructive engagement on their entitlements; and (iii) leveraging legislative and programmatic policy provisions to enable inclusive spaces for negotiations on equitable access of Union Parishad services. These approaches of the project are in complete adherence to the Theory of Change (ToC) outlined in Inclusive Governance Framework of CARE International: *if marginalised organised and/or individual citizens are empowered (Domain 1), if power holders are effective, accountable and responsive (Domain 2) and if spaces for negotiation are created, expanded, effective and inclusive (Domain 3), then sustainable and equitable development can be achieved.*

The project facilitated local level power and poverty analysis leading to mapping of resources and poverty dynamics, social and natural vulnerabilities, and the influence of powerful actors on local decision meeting. The Social and Resource Map, derived from this exercise were used by Union Parishads to develop their development vision and five year plans stipulated by the 2009 Act. Local schemes, services and selection of beneficiaries for social safety net programmes are now selected by realistic prioritisation

of local specific requirements highlighted in the Social and Resource Maps, with the principles of inclusiveness and gender equity serving as important parameters in selecting these schemes and beneficiaries for services.

The involvement of publicly active community members in this process also steered the constitution of Citizen Forum with strong leadership from poor communities, especially women. Targeted capacity building investments were made to capacitate the Citizen Forum members on how to raise citizens' awareness on their rights and entitlements and to engage in local governance processes to claim these entitlements. Citizen Forum members have played vital role in mobilising the poor and marginalised citizen to uphold their interests and entitlements; made concerted contributions in social accountability processes; and served as trusted intermediary of poor communities in making sure demand oriented resource allocation and service provision together with Union Parishad functionaries. The contribution of Citizen Forum is well acknowledged; and they have now been inducted in various Standing Committees of the Union Parisahd. Conversational interaction during the course of evaluation revealed that they do cherish the social recognition and respect earned as Citizen Forum members and this is one of their key motivations of continuing with their mandate. The continued activism of Citizen Forum members, which was very well noted during the evaluation field-work do offer an assurance that participatory governance processes established by JATRA could be sustained even after the project period.

Another key accomplishment of the project is institutionalisation of Local Government Self Assessment, the participatory performance evaluation to stimulate accountability and self-responsibility of Union Parishad elected officials. The exercise involved elected representatives and citizen forum members assigning score on individual performance against a set of indicators that aims at apprising the commitment, attitude and behaviour, and obligations of the representative to her/his constituency. In order to better integrate this exercise with annual performance assessment of the UP, the indicators for self evaluation are aligned with the 5 performance indicators set up by LGSP-II. As reported by JATRA project team, the Citizen Forum members as well as the UP officials, the exercise seems to have impacted the elected representatives of all 15 Unions – incentivising them to be more responsive and performance oriented to the citizen. This exercise has also ushered in a spirit of positive competition among the elected representatives; and assisted to a large extent in building a cordial and trusted relationship between UP functionaries and citizens.

As stated in the earlier section, social audit and community scorecard mechanisms were implemented to track service delivery issues and develop joint action plans with UP officials for their improvements. Over the project period 64 social audits were conducted to evaluate identified schemes under LGSP-2. The project also had undertaken 36 community scorecard interventions over first three years of the project.

The social audits were primarily aimed at assessing the quality, utility and effectiveness of the scheme executed under LGSP-2 Block Grants. The exercise was undertaken in two days involving UP functionaries, scheme supervision and ward committee members, Citizen Forum, journalists and common citizens. The first day devotes on assessing all relevant documents: records related to selection of scheme, design and budget, procurement and tendering process, deed of contract, invoices / vouchers of payment made, and public display of scheme implementation information. On the second day, the infrastructure was measured as stated in the documents, quality and quantity of materials were assessed, public view was taken and effectiveness was assessed by users. At the end the findings were presented at the interface meeting with UP officials and a joint follow-up action plan is prepared; the Citizen Forum then takes the responsibility of pursuing implementation of the action plan. The project team cited multiple examples about social audit exercise improving the quality of scheme outcomes. One such example is the social audit of a construction scheme[5] in Bashudebpur under Barishal Union of Gaibandha district.

The Community Scorecard mechanism was originally envisaged to monitor delivery of certain key citizen centric services: selection of beneficiaries and distributing allotments related to Vulnerable Group Development (VGD), Old Age Pension and Cash for Work social safety net programs delivered by Union Parishads. These services were prioritized for citizens' assessment on the behest of poor and marginalized segments of the society who aspired for better to access of social safety net benefits. During the course of implementing first rounds of CSCs, it emerged that the scheme allocation under LGSP-2 Block Grant was not balanced across sectors and there were hardly any allocation for schemes prioritized by women[6]. The Community Scorecard approach was therefore

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[5] Faulty design of a rain-water drain had resulted in water-logging of the local school premises. Based on the findings of social audit, additional budgetary allocation was made for revised design, and local citizens closely supervised implementation of this scheme to get the problem fully rectified. The local communities also contributed to the effort with voluntary labour so that toilets within the school premise are accessible to children.

[6] Under LGSP II block grant, the UPs are given indicative sectors within which projects are eligible for funding from the block grants, including transportation, water supply, health, education, sanitation and waste management, agriculture and markets, natural resource management, and human resource development. The allocation needs to be balanced within these sectors with minimum 10% allocation for HRD. In addition, 30% of the budget needs to be earmarked for schemes prioritized by women.

reoriented to employ this social accountability tool to better understand the allocation and use of LGSP-2 Block Grants. The conduct of Community Scorecard in 2015-16 was focused towards appraising sectoral allocation of Block Grants; and it reflected an obvious bias of budgetary allocation to certain sectors, especially transportation and other infrastructure oriented schemes. With this analytical insights and orientation on LGSP guidelines, the Union Parishads could adopt a balanced sectoral allocation in their budget for the financial year 2016-17.

The narratives above clearly demonstrate the effectiveness of JATRA project in mobilising the poor and marginalised citizens and women, and empowering them with knowledge and capacities to participate in UP's decision process. Interestingly the UP functionaries, the so called 'power-holders', also do have positive views on JATRA helping to them to execute their mandate better. During the course of conversational interview the Field Investigators posed specific queries to Union Parishad functionaries on the gains they accrued from JATRA project. In their responses, the UP Chairman and members stated the following:

1. The project capacitated them to better handle the responsibilities associated with their position in the Union Parishad.

2. The project provided guidance in framing the UP vision and enabled and people's cooperation toward development of realistic five year plan of the Union.

3. Social and Resource Mapping had helped in targeting priority areas of work, especially towards allocating dedicated budget for women oriented schemes.

4. Identification and prioritisation of people's need in Ward Shabha and Open Budget sessions has helped in better planning and implementation of projects under LGSP.

5. Social Audits have helped in monitoring of projects resulting in better quality outcomes.

6. CSCs has facilitated in making need based balancing of budget allocation across all 8 sectors.

7. The UP Self Assessment has imbibed a spirit of positive competition among members; and it resulted in continuous enhancement of UP performance.

8. Enhanced information exchange and constructive engagement between the UP and Citizen has resulted more nuanced appreciation of issues and challenges by the community.

9. Improved management of Union Parishad record (including minutes of Ward Shabha and Standing Committees) has enabled the UP functionaries to easily respond to the requirements of Audit & Performance Assessment; and secure better score.

While conversational interviews were conducted the Field Investigators, the author of the Evaluation Report had in-person meeting with 5 Union Parishad Chairmen; and during these conversational interactions, two of them had attributed their re-election to the 'good work' of JATRA project. Another newly elected Chairman had earnestly urged for continuing the ongoing activities, since it would have significant implication to his future electoral performance.

JATRA project activities had concentrated consistently to facilitate' citizens' access to relevant information; and this has been the common thread running across all project interventions. The project endeavoured to make sure that Ward Shabha, open budget meetings and public hearings serve as effective platforms for information exchange between the UP and common citizen. Additionally, the project had supported public display of citizen charter at all UP premises; and deployed an innovative information campaigns through folk song and people's theatre. The entertaining performances staged by qualified cultural teams in public places and gathering to communicate key messages were found be very effective in propagating the information on RTI, ways of accessing information and services from Union Digital Centres, importance of citizen engagement in Ward Shabha and open budget meetings, relevance of social accountability for improved service delivery, and citizens' obligation to pay local taxes. JATRA also worked to popularise the informational services of Union Parishad Helpline (a phone based facility originally funded by World Bank) and also used their platform to conduct citizen perception survey with around 900 targeted respondents of project Unions on the efficacy of social accountability efforts of the project. This survey had presented certain interesting insights[7]; but it is unclear how this data was finally used within the project. Another remarkable exception was inadequate emphasis on the provisions of Right to Information Act, 2009 toward strengthening the provisioning of and access to information, even though the commissioned study on assessing information flow at UPs (conducted by Mass-line Media Centre) did recommend pursuing proactive disclosure in conformity with the RTI Act, 2009.

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[7] This includes internal functioning of certain project induced committees: the response rate of Citizen Forum members were less than 50% while that of UP functionaries were well above 70%

One conspicuous inadequacy that the evaluation process noted is that JATRA project has not been very effectual in influencing policy makers and the government to embrace the unique citizen engagement practices within the frameworks of national programmes. This is specifically disappointing since there are splendid accomplishments of JATRA project on ground with innovative model that integrates participatory methodologies for citizen-state bridging mechanisms with the traditional social accountability tools and methods; the efficacy of this innovative model has been well demonstrated on ground; and there are strong arguments of taking many of these initiatives to scale for discernible impact with regard to accountable and responsive governance.

It is worthwhile to mention that the project, in pursuit of realising its strategic objective of influencing social accountability practitioners with knowledge and learning for improved results, organised peer-to-peer learning exchanges between Union Parishads. Together with other partners, CARE Bangladesh also convened a national level learning workshops at Dhaka, which brought together UP functionaries, civil society practitioners, government officials, international donors and media. The workshop collectively studied the impact and lessons of citizens' constructive engagement in the framework of GPSA in Bangladesh; and identified areas of future opportunities for deepening participatory governance practices. Beyond these formal engagements, there has not been sufficient investment to capitalise the rich experiential learning of JATRA project, much of which still reside tacitly within the extended project team

Of late CARE Bangladesh has invested in this direction through its independent effort of 'Contribution Tracing' – to better understand the effects of inclusive governance programming and what mix of methods could help achieve results under complex change initiative. CARE is also internally harvesting newer social accountability knowledge and practices of JATRA in programme design and implementation, notably the USAID supported Agriculture Extension Project, NGO Health Service Delivery Project (NHSDP), SHOUHARDO-3 programme, and the design new Food Nutrition Security Governance Project under European Commission.

The GPSA's theory of change posits that its grant supported projects and the Knowledge Platform will work together to produce the four intended outputs:
- integration of political economy to the social accountability strategies of the project;
- application of political economy analyses by the Country Management Units (CMUs) and GPSA staff working on the project;

- harvesting knowledge and learning through analysis and sharing of project activities and experiences; and
- outreach and collaboration with the Global Partners.

These four outputs will then work jointly and in interaction with one another to effect achieving the two main outcomes[8] enunciated in the ToC: (1) Constructive engagement with executive decision- makers; and (2) Collaboration between CSOs and Social Accountability Institutions. The evaluation exercise however could not locate substantive engagement of GPSA's Knowledge Platform with JATRA project towards meaningful harvesting of the project's rich experiential insights. Nor was there any tangible evidence of World Bank CMU utilizing / exploring JATRA's unique political-economy analysis approach for local level development planning; and this seemed to have impacted meaningful constructive engagement with executive decision- makers. The project had multiple engagements with the LGSP-3 team during its design stage; and LGSP-3 recognised the importance of social inclusion and social accountability approaches in achieving PDO level and intermediate results indicators. However the World Bank funded national project did not make targeted budgetary allocation for these set of important activities; and only aspired that social accountability endeavours will be pursued through trust funds and in partnership with external initiatives of other actors.

5.3   Efficiency

The methodological design of this evaluation originally intended to assess broader social value generated of the outcomes of JATRA project so as to estimate the return associated with the project in terms of monetary value as against the investments made under GPSA grant fund. This was a very ambitions idea, and eventually had to be discarded owing the limited time and financial resources available for this evaluation exercise. The efficiency aspect of the project is therefore being estimated only on the basis of best possible use of resources for achieving the project outcome.

The financial statement of first three years have reported a cumulative expenditure of $265,256 for the entire range of activities related to strengthening the capacity of citizens to engage in budget planning and implementation and provisioning access to information; and this helped the project to reach 30,00 beneficiaries. This translates into

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[8] The GPSA ToC also recognises that contextual factors within each context will also interact with and mediate the impact of the outputs on the outcomes.

approximately $5 investment for reaching a beneficiary in each year – an astonishingly cost effective means of engaging with citizens. The efficiency of resource utilisation could also be noted from the analysis that the project managed to limit the cost of conducting social audit within 1% of the budget of the scheme audited, a very impressive accomplishment. It is therefore reasonable to surmise that extreme care was exercised in utilising the available resource to ensure best possible use of the resources.

5.4   Sustainability of project outcome and practices

This evaluation investigated the issue of sustainability quite intensively; and the questions related to sustaining project outcomes were raised in all the key informant interviews and FGDs. Specific queries were posed to all respondents to seek their intent (and motivation) of sustaining salient activities and outcomes of JATRA even after the project. It is heartening to note that there were near unanimity from all stakeholders on the need to take forward to the accomplishments of the project. From the standpoint of poor citizens, the project provided voice to articulate their aspiration for local development as pathways of economic and social mobility by empowering them to participate equitably in the Union Parishad decision process. It will therefore be their individual as well as collective endeavour to make sure that these transformational processes are continued.

In a number of FGDs, the citizens cited that Social and Resource Mapping exercise, which brought into fore the issue of resource deficiencies in poorer localalities. This map then served as the backdrop for intra-Union resource allocation in annual planning and budgeting cycle. This decision process warranting affirmative access of resources and services for poor has now been institutionalised; and there will be pressure from people to continue these efforts. Many of the Citizen Forum respondents pointed out that the project capacitated them to raise the issues of citizens' rights and entitlements and how to engage in local governance processes; and also ensured social recognition and respect for them to represent people's interest with the Union Parishad. The contribution of Citizen Forum is well acknowledged by Union Parishad; and they have now been inducted in various Standing Committees of the Parisahd. Further, the institution of Citizen Forum would continues even after the closure of JATRA project, allowing them the collective leverage to engage with the UP functionaries. It will now be their responsibility to carry forward this '*jatra*' (the bangla word for journey) towards greater good of their own society as well as at individual household level. This perceptible change in the mindset of poor communities as well as commitment from Citizen Forum members were very

encouraging – and it would be reasonable to infer that JATRA's structural interventions and good practices: transparent and participatory Ward Shabhas, scheme and resource allocation on the basis of Social and Resource Maps, citizens' effective participation in Union Parishad committees etc. would continue due to shared interest of citizens.

From the perspective of Union Parishad functionaries, the accompaniment of JATRA project had brought-in numerous benefits, as well as helped the Union Parishad to access larger financial resources (in terms of Performance Block Grant of LGSP and enhanced tax compliance). The capacity building and mentoring support of the project were very useful for the Chairman and members to better handle the responsibilities associated with their positions. Improved management of Union Parishad record has allowed the functionaries to easily respond to Audit & Performance Assessment requirements; and enhanced trust owing to constructive engagements on multiple aspects have resulted in more nuanced appreciation by citizens with regard to the challenges faced by the Union Parishad. The UP functionaries therefore do have obvious individual incentives to sustain the gains of JATRA project and take them forward.

At the same time stakeholders have expressed concern that in absence of qualified and committed field support personnel that the project deployed, there might be some impediments in implementing initiatives such as Social Audit or Community Scorecard. Also when new Union Parishad gets constituted after the next round of election, there would be need to orient the newly elected members so that JATRA inspired efforts and endeavours continue unhindered. This might call for involvement of neutral and trusted interlocutors. It would therefore be helpful if skeletal human resource support services are continued to backstop the sustainability efforts of UP officials and citizens.

6.   Conclusions and Recommendations

To sum-up, the JATRA, in its 15 project Unions, has remarkably demonstrated how capacitated citizens' coalition could leverage existing policy and legislative mandates to address unequal power relationships in a society, and constructively engage with the Union Parishad functionaries to influence development outcomes for achieving sustainable positive impact in the lives of the poor. At the same time it needs to be recognised that 15 Unions in 3 Upazillas represent a miniscule fraction of Bangladesh's 4550 Union Parishads. The learning from JATRA's unique strategies and results therefore need to be taken to scale, so that the gains of these innovative practices reach greater

number of people and eventually get embodied in policy instruments for responsive participatory governance. Otherwise these impressive project accomplishments will remain only as 'islands of excellence' in a set of 'Model Unions'.

It is imperative on part of World Bank CMU and GPSA to encourage Government of Bangladesh and other donors to learn from JATRA's approaches and assimilate these learning in their programmatic interventions for civic empowerment, improved access to public services and responsive governance. This is specifically pertinent with regard to the ongoing Local Governance Support Project 3 since most of JATRA's civic engagement and accountability initiatives are intrinsically aligned to LGSP provisions and guidelines, and these demonstrably successful strategies could be replicated for enhancing transparency and responsiveness under LGSP-3.

The evaluation report would also recommend that the Knowledge Vertical of GPSA expediently engages with CARE Bangladesh team to harness the experiential knowledge and insights in the form of learning-packs, analytical papers and think-pieces on how the project has engendered collective voice of poor communities, and its outcomes in terms of economic and social benefits to their lives. This knowledge engagement could also consider using JATRA project as a case to investigate the research question of framing an appropriate SROI model to measure the multi-dimensional returns of a social accountability initiative. Such an effort could perhaps build upon the 'Contribution Tracing' exercise that CARE Bangladesh has embarked to understand the causal mechanism of project induced social changes. This would be a valuable piece of knowledge and research outcome to tangibly justify the need for social accountability investments for achieving stronger development results.

Annexes 1: Terms of Reference (ToR)

Final Evaluation of
Journey for Advancement for Transparency, Representation and Accountability (JATRA) Project

1. Background Information on JATRA Project

CARE Bangladesh is commissioning the Final Evaluation of Journey for Advancement for Transparency, Representation and Accountability (JATRA) project. The project is supported by the International Bank for Reconstruction and Development (World Bank) grant fund provided by various donors under the Global Partnership for Social Accountability Trust Fund (GPSA Trust Fund) for the period of March 1st 2013 to August 31st 2017, with total grant fund of USD 644, 123.

CARE believes that poverty and vulnerability are driven by unequal power relationships and resource allocation. Good governance is therefore a domain of change in CARE Bangladesh's "pathways of change" for achieving positive and sustainable impact in the lives of the poorest and the most marginalized. This project is embedded within CARE Bangladesh Extreme Rural Poverty Program, which focuses on active engagement of the very poorest in the local governance processes and aims to reduce exploitation of extremely poor people and their dependency on others.

The project have been implemented in 8 Unions of Nilphamari district under Saidpur and Kishoregonj Upazilla and 7 unions of Gaibandha district under Polashbari Upazilla located in the Northwest of Bangladesh, which is a region characterized by widespread, high levels of extreme poverty and food insecurity. CARE Bangladesh has a long history of working with local government in the Northwest region. The project was strategically located in these two districts, and overlapped with the Social and Economic Transformation of the Ultra-Poor (SETU) project of CARE Bangladesh, where pro-poor governance approach was already applied and social accountability tools such as participatory planning and visioning of UP, Union Parishad Self Evaluation, effective wardshava (public meeting with counsellors) for participatory budget planning were implemented. Bothlagari Union of SETU project was the model union, a learning lab and a mentor for other unions on social accountability approaches. The project worked in 9 unions where CARE had already built the capacity of Union Parishads on power, poverty,

and gender and vulnerability analysis and had developed a longer term vision for pro-poor development. Also, in these 9 unions natural leaders' organizations as a representative forum for the poorest are active and engaged in citizen- centred advocacy. The rest of the Unions (6) are new and the project provided them capacity building support following the same CARE social accountability model; it also ensured the channelling of resources for UP members' capacity building from the collaboration with the Horizontal Learning Program, LGSP2 and A2I projects under the Local Government Division.

The Union Parishads (UP) are responsible for providing various services to citizens and coordinating many aspects of local rural development in Bangladesh. The UP Local Government Act 2009 introduced new dimensions in the operations of UPs, which includes a strong citizen participation platform (Ward Shava), provisions to implement Citizen

Charters, provisions to implement Bangladesh's Right to Information Act, use of information technology and deployment of additional staff from different line departments of seven Ministries. These new dimensions significantly enhance the role and impact of UPs on local development.

Despite the increased responsibilities, capacity building initiatives and resource allocation to local government institutions, traditional systems of patronage and absence of pro poor representation contributes to the lack of voice of the poor and women in decision-making.

CARE's Journey for Advancement in Transparency, Representation and Accountability (JATRA) project, funded by the World Bank's Global Partnership for Social Accountability, works towards ensuring that Union Parishad public finance management systems are strengthened, transparent and aligned with the UP Local Government Act 2009, and works to enhance the informed and effective voice of the poor and marginalised and their ability to hold local government to account.

JATRA's core outcomes are:

- Capacity of the citizens, especially the poor and the marginalized, are strengthened to engage in budget planning and implementation.
- Provision and access to information are strengthened and accessible to citizens, especially from poor and marginalized groups.
- Social accountability practitioners are influenced with knowledge and learning for improved results through constructive collaboration and effective networking.

The JATRA project interventions have focused on building capacity of grassroots citizen forum, community mobilization, strengthening access to information and engagement of the poor and most marginalized in participatory spaces, and systematically used social accountability tools such as participatory planning, UP evaluation, community score-card (CSC) and social audit. The approach of JATRA in citizen engagement and social accountability work were used to establish accountability mechanisms and ensure these are used to monitor budget expenditure and quality of the services and infrastructures, for which the budget is allocated.

The model that is being tested and honed by JATRA is supposed to offer benefits to a variety of government institutions, from the local to the national level, ultimately strengthening the Local Government Division and supporting the process of a more decentralized government.

2. Objectives

The objectives of the final evaluation are:

Generate learning[9] and knowledge[10] about the conditions in which the project achieved results. The goal is inform improvements in social accountability strategies, programs and projects. All GPSA grantees must contribute to learning for improved results (4th pillar of the GPSA). The final evaluation is part of this contribution.

Show the results and social return on investment made in the project. This should be done in in a credible and transparent way. Accountability is a multi-dimensional concept: upward (donor and government), downward (target communities and beneficiaries), and horizontal (among project partners).

3. Users and intended Uses of the Evaluation

- CARE-BD and project partners. These stakeholders should be able to increase the impact of future strategies;
- World Bank / GPSA and government partners. These stakeholders should get insights for new strategies, projects and policies. They need also check the return of investments made;

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[9]See http://gpsaknowledge.org/knowledge-repository/adaptive-learning/#.WIeifRsrI2w2See
[10]http://www.thegpsa.org/sa/Data/gpsa/files/field/documents/gpsa_revised_results_framework_10december2015.pdf

- Target communities and beneficiaries. The evaluation should amplify voices, helping CARE to better understand the perspectives of the targeted population and local stakeholders.

4.   Scope:

JATRA project is designed on the foundation of ToC outlined in inclusive governance framework of CARE international: ***If marginalised organised and/or individual citizens are empowered (Domain 1), if power holders are effective, accountable and responsive (Domain 2) and if spaces for negotiation are created, expanded, effective and inclusive (Domain 3), then sustainable and equitable development can be achieved***. CARE believes that change needs to take place and be sustained in all three domains to achieve impact. The theory of change is aligned with GPSA, that seeks to (1) increase constructive engagement between civil society actors and government decision makers in the executive responsible for improved service delivery; and (2) facilitate collaboration between the social accountability initiatives of civil society actors and state institutions of accountability (sometimes also referred to as "horizontal" or "independent" institutions of accountability) for overseeing actors in the executive responsible for service delivery. These are the two main outcomes of the GPSA's theory of change.

The project adopted M&E system that measures the 'Results Areas' of GPSA's Theory of Change (ToC) along with the input to output levels. The project M&E measures GPSA result chain and is aligned with that Global logical flow so that projects can monitor its contribution to broader level change.

5.   Key Evaluation Questions will include:

1. What was the relevance of the project's overall objectives[11] and strategy?[12] What is the relevance of the project's design and implementation in relation to objectives? What is the relevance in relation to the context of national, sectoral and organizational

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[11] Objectives refers to the outcomes for which the project can reasonably be responsible for, should not cover higher-level objectives beyond the scope of the project, or be a restatement of the components or outputs of the project. draft. Section 2 of the manual cited provides guidelines for defining and clearly identifying the different components of the project objectives https://ieg.worldbankgroup.org/Data/ICRR_EvaluatorManualAugust2014.pdf [Subsequent references to the Manual in the footnotes refer to this document. NB: The purpose of the manual is not to conduct an evaluation but to prepare an internal World Bank document that builds on the results of the project evaluation – adjustments are needed.]

[12] Section 3 of the manual provides criteria for evaluating these questions. The questions should also be answered considering the GPSA approach, including the focus on problem solving identified during the definition and selection of proposals (see note above)

political economy?[13] Please consider the projects' adaptive learning and timely course correction[14].

2. To what extent have individual outcomes been achieved? To what extent specific outcomes can be attributed to the project (efficacy)?[15] For each specific outcome, for whom have results been achieved? In what circumstances (contextual, organizational, and sectoral)?

3. To what extent did the project represent the best possible use of available resources for outcomes? In assessing efficiency,[16] do so from the standpoint of stakeholders and key beneficiaries.

4. What is the risk, at the time of the evaluation, that the outcomes achieved (or expected) will not be sustainable (or achieved)?[17] Under what conditions will the objectives be sustainable (or achieved)?[18]

5. What was the performance during the design and implementation of the project of the lead grantee, partners and the World Bank / GPSA?[19]

6. What are the unexpected results - positive and negative - produced by the Project? How did they happen?[20]

7. Are the demands raised by poor and marginalized included and responded to in UP plans and budgets? If yes, explain how the activities of JATRA contributed to it. How specific activities and interventions led to outcomes. Also what worked and didn't.

6. Methodology

The Consultant will develop a detailed methodology in consultation with the project team. The consultant should justify choices as fit for answering the questions with resources available, find at the end of this note a series of tools to reflect on and make this choice and justify it.

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[13] GPSA documents require to consider issues such as the perspectives and synergies in the design and implementation of a multi-stakeholder project. The synergies that could result from the joint work of these actors; or the entry points that were used to take advantage of the context (or not).

[14] See section 10 of the manual along with the GPSA Results Framework and this note
 http://gpsaknowledge.org/knowledge-repository/adaptive-learning/ and
https://ieg.worldbankgroup.org/blog/rethinking-evaluation-agility

[15] See section 4 of the manual.

[16] See section 5 of the manual.

[17] If relevant and a priority issue, consider gender aspects, linkages with poverty reduction and social development and / or impact on capacities and institutional development in the longer term.

[18] Explain factors that may undermine the sustainability of the objectives, such as technical, financial, economic, social, political, environmental factors, ownership of different actors, institutional support, governance, etc. See section 7 of the manual.

[19] Sections 8 and 9 should be contextualized, as GPSA grants' key clients are not governments and the size of the operations is different. Also see http://gpsaknowledge.org/knowledge-repository/creating-space-for-social-accountability-the-global-partnership-for-social-accountability/#.WIeioRsrI2w

[20] See page 59 of the manual. If relevant, focus on issues such as capacity building, relevant organizations and institutions, mobilization of additional resources, knowledge sharing, and policy / program implementation.

Main Activities and processes include but not necessarily limited to:

1. Desk review of project related reports, studies and other relevant documents;
2. Data collection instruments, protocols and procedures;
3. Methods for the definition of samples and / or cases ,
4. Procedures for collecting and analyzing data,
5. Presentation and dissemination of data, and other standard data management protocols, etc

7. Timeframe/Expected Schedule/ Evaluation Plan - with tentative dates

The assignment is tentatively scheduled to take place from the month of October 2017. The assignment should be completed within a month from the date of contract signing. Time bound schedule will be maintained considering the deadline of the budgeted task. Proficiency is highly expected to maintain deadline.

Sl	Activity	Proposed deadlines
1	Proposal submission (technical & financial)	
2	Inception meeting with the awarded firm	
3	Tools and methodology development- checklists and presentation to CARE	
4	Feedback on checklists	
5	Field test of checklists	
6	Field data collection	
7	Data analysis	
8	Secondary data review	
9	Report writing	
10	First draft submission and presentation (report, raw data, analysis)	
11	Feedback from CARE	
12	Feedback from the GPSA/BM	
13	Final submission (report, raw data, analysis)	

Revised timeline will be included once the Contract executed.

8. Deliverables

The following deliverables are to be submitted to CARE:

I. A work plan with methodology section, including interview guides/ questions and sampling strategy (in case a survey is foreseen) to be developed, discussed and approved in the inception phase

II. Draft Evaluation Report in English containing:
    a. Table of content
    b. Executive Summary
    c. Introduction
    d. Objectives of Final Evaluation and Methodology
    e. Findings of the final evaluation
    f. Conclusions and Lessons Learned
    g. Recommendations
    h. Annexes

III. Five Case Studies related with approaches of citizens engagement in UP activities

IV. Soft copy of full report, with all attachments and original raw data files

V. PPP presentation of the Evaluation outcomes that will be done in CARE Bangladesh, Dhaka Office

For better understanding of assignment Care will share their views in inception meeting with the awarded Consultant(s)/firm. Awarded Consultant(s)/ firm will develop tools/checklist with the consultation of CARE after that they will conduct the evaluation as per agreed plan Consultant(s)/ firm solely responsible for on time submission of final evaluation. Care will reserve the right to reserve the whole assessment of progress of the assignment and have right to veto/cancel contract, if found any significant errors during the contract period.

9.   Evaluators and Competencies

Consultant(s) proposed for this evaluation should match the following profile:

I.   Good understanding of and proven track record in evaluating Social Accountability and transparency initiatives, fostering clear concept about citizen engagement in local government;

II. Experience with the evaluation of local governance projects;

III. Academic qualifications or deep understanding of theory-based mixed methods research, including various social research methodologies. Sound experience in participatory review and evaluation methodologies.

IV. Familiarity with the Bangladesh Local Governance context.

V.   Good eye for detail, observance to logic.

VI.   Strong presentation, facilitating, communication and reporting skills. Good interpersonal skills, including the ability to conduct discussions with diversified people. The ability to conduct interviews / discussions in English and Bangla.

10.   Application process

Interested Consultant(s)/ Firm needs to submit financial and technical proposals separately. Along with the technical proposal consultant/ firm's need to include CV(s) of the expert(s), soft and hard copies as well.

- Technical Proposal:
  - I.   Cover letter – maximum one page
  - II.   Technical proposal should include:
    - a. Relevant experience of the consultants / consultancy firm
    - b. Understanding of the assignment / objectives of the study
    - c. Proposal for the methodology, including sampling and approaches to be used
    - d. Proposed timeline for completing the study
    - e. A plan for analysis and sense making of the data
    - f. A proposed outline of the report – Maximum two pages
    - g. Team composition
- Financial Proposal – should be included
  - a) Breakdown of cost estimates for services to be rendered.
  - b) This should include, but not be limited to: daily consultancy fees, enumerator fees, accommodation costs; transportation cost, stationeries, and supplies needed for data collection and reporting.

Applications should be sent to Tasnova Nasrin Munni, Procurement Officer, email: tasnovanasrin.munni@care.org no later than October 14, 2017.

Annex 2: JATRA Project Results Framework

PROJECT'S STRATEGIC OBJECTIVES:

1. Capacity of the citizens, especially the poor and the marginalized, are strengthened to engage in budget planning and implementation.
2. Provision and access to information are strengthened and accessible to citizens, especially from poor and marginalized groups.
3. Social accountability practitioners are influenced with knowledge and learning for improved results through constructive collaboration and effective networking.

Project Level Outcomes	Project level Outcome Indicators
Outcome 1: UP and ward level - annual and 5 year plans and budgets are pro-poor and inclusive	Demands raised by poor and marginalized are included and responded to in UP plans and budgets
	Improved access to block grant and tax revenue to respond to poor people needs and demands
	100% Union Parishad have an articulated pro poor vision
Outcome 2: UPs are more transparent	UP six monthly financial reports and annual financial statements by UPs (information board, information centres, local media) are made available to the public
	Union Parishad publicly presents key decisions every six months during 'open information day'

RESULTS BY COMPONENTS

COMPONENT 1:	**Strengthen the engagment (capacity) of poor and marginalized citizens to engage in budget planning and monitoring**
Intermediate Outcomes	**Outcome Indicators**
IO : Increased communities representation and inclusion in UP decision-making	Increased representation of poor and marginalized citizens in UP Project Implementation Committees, Ward Committees, and Scheme Supervision Committee , and public hearing
Planned Outputs:	**Output Indicators [3.A]**
Output : Increased capacity of poor and marginalized citizens to engage in decision-making spaces	# of poor and marginalized with increased knowledge on rights, governance mechanisms and social accountability tools.

COMPONENT 2:	Strengthening provision and access to Information
Intermediate Outcomes	**Outcome Indicators**
IO : Systems for public disclosure of information strengthened and functioning	UP information centre open and effective
	UP helpline functions
	UP key information provided through citizens charters, internet and public boards
Planned Outputs	**Output Indicators**
Output 1: Local media members with knowledge on rights, governance and social accountability	# of local media members trained on rights, governance and social accountability
Output 2:UP members with knowledge on how to systematically capture and disseminate key information	# of UP members trained on data collection and information dissemination
	# of UP helpline workers trained on rights, local governance and public policies?
COMPONENT 3:	Influencing Govt representatives, policy makers and development practitioners for improved implementation of UP Act and budget processes (social accountability practitioners with knowledge and learning for improved results)
Intermediate Outcomes	**Outcome Indicators**
IO 1: Learning on participatory and inclusive local governance influences wider practice	Number of relevant institutions with shared understanding and practice on inclusive and participatory governance
Planned Outputs	**Output Indicators**
Ouput 1: Project learning on governance and citizens' engagement documented	# of learning documentation produced
Ouput 2: Learning workshops at local and national level organized	# of learning workshops organized
Ouput 3: Cross learning between UP	# of cross learning visits between UP

Annex 3: Respondents of Key Informant Interview & FGD

Sl No.	Name	Age	Gender	Occupation	Remarks
01	Helal Chowdhury	26	Male	UP Chairman	Family Business
02	Habibur Rahman	46	Male	UP member	Agriculture
03	Mohammad Ali	40	Male	UP member	Agriculture
04	Momataz begum	32	Female	UP member	Teacher
05	Rehana begum	40	Female	UP member	House wife
06	Khaleda	38	Female	Small business	Citizen forum member
07	Jashimuddin	80	Male	Imam/ Kobiraz	Citizen forum member
08	Nurnabisarkar	38	Male	UP member	Have family business
09	Abeda Sultana	37	Female	UP member	House wife
10	Aktara	32	Female	UP member	House wife
11	Kanchana Rani	20	Female	Student	Citizen forum member
12	Shamim Hossain	27	Male	Electrician	Citizen forum member
13	Anwar Hossain	39	Male	UP member	Agriculture
14	Mahamuda Khatun	45	Female	UP member	House wife
15	Rupali Rani	28	Female	UP member	House wife
16	Shabnurakhtar	22	Female	House wife	Citizen forum member
17	Mahabul Alam	37	Male	Business	Citizen forum member
18	Pronobaschandro Bbagchi	70	Male	UP Chairman	Family business
19	Lutfor Rahman	55	Male	UP member	Agriculture
20	Rasheda begum	33	Female	UP member	House wife
21	Jibonnessa	36	Female	UP member	House wife
22	Abdur Rahman	68	Male	Farmer	Citizen forum member
23	Lata Rani	36	Female	House Wife	Citizen forum member

Sl No.	Name	Age	Gender	Occupation	Remarks
24	Md. Faruk-Uz-Zaman	55	Male	UP Chairman	Farmer
25	Shafikul Islam	45	Male	UP member	Farmer
26	Momaja Begum	35	Female	UP member	House wife
27	Shahina Begum	28	Female	UP member	House wife
28	JoynalAbedin	48	Male	Farmer	Citizen forum Member
29	Hasina Begum	36	Female	Housewife	Citizen forum Member
30	Md. Ataur Rahman Dulu	55	Male	UP Chairman	Service and business
31	Ashiar Rahman	45	Male	UP Member	Agriculture
32	Mano bala	32	Female	UP member	House wife
33	Joshana begum	35	Female	UP member	House wife
34	Fortaz Ali	28	Male	Van pullar	Citizen forum member
35	Bulbuli Begum	45	Female	Housewife	Citizen forum member
36	Hasina begum	33	Female	Acting UP Chairman	House wife
37	Suzamiah	38	Male	UP member	Business
38	Lovely Begum	35	Female	UP member	House wife
39	Reya Begum	28	Female	UP member	House wife
40	HasinurRahaman	60	Male	Farmer	Citizen forum Member
41	Banubugum	42	Female	Housewife	Citizen forum Member
42	Md: Liaquat Ali	45	Male	UP member	Business
43	Rokshana Begum	36	Female	UP member	House wife
44	Noornaher Begum	35	Female	UP member	House wife
45	Shuza Miah	36	male	Business	Citizen forum
46	Rupali Begum	34	Female	Business	Citizen Forum
47	Md. Fazlul Karim	64	Male	UP chairman	Business
48	Norunubi	50	Male	UP member	Service

Sl No.	Name	Age	Gender	Occupation	Remarks
49	Hazira Begum	25	Female	UP member	House wife
50	MahamudaBegume	32	Female	UP member	Business
51	MannanMollah	60	Male	Farmer	Citizen forum member
52	Rowsanara begum	50	Female	House wife	Citizen forum member
53	Anwarul Islam	33	Male	service	UP Secretary
54	Modacher Hossain Monju	48	MALE	UP member	Agriculture
55	Nurun Nahar Begum	55	Female	UP member	House wife
56	Rokeya Begum	59	Female	UP member	House wife
57	Zahidul Islam (Akon)	25	Male	Business	Citizen forum member
58	Morium Begum	34	Female	House wife	Citizen forum member
59	R. A.KabirChowdhury	49	Male	UP Chairman	Business
60	Abdul Kuddus	50	Male	UP member	Service
61	Hasina begum	58	Female	UP member	House wife
62	UmmeKulsum	29	Female	UP member	House wife
63	MonjurRahman	46	Male	Business	Citizen forum member
64	Lata Rani	34	Female	Service	Citizen forum member
65	Md: AminulislamRintu	48	Male	UP Chairman	Business
66	Rezaul Karim	38	Male	UP member	Agriculture
67	Chondona Rani	46	Female	UP member	House wife
68	Emili Khatun	43	Female	UP member	House wife
69	Mostofa	50	Male	Agriculture	Citizen forum
70	Halima begum	30	Female	House wife	Citizen forum
71	Md: Shaharulislam	45	Male	UP member	Business
72	Firuza Begum	45	Female	UP member	House wife
73	Anzuara Begum	35	Female	UP member	House wife

Sl No.	Name	Age	Gender	Occupation	Remarks
74	A.Razzak	45	Male	Business	Citizen forum
75	Morsheda	33	Female	House wife	Citizen forum
76	Mizanur Rahman	61	Male	UP Chairman	Business
77	M.Bari	49	Male	UP member	Business
78	Rofshana	30	Female	UP member	House wife
79	Anisha	45	Female	UP member	House wife
80	Shomuna Rani	24	Female	House wife	Citizen forum
81	A. Jolil	47	Male	Agriculture	Citizen forum
82	Md: Alom Mondal	51	Male	UP Chairman	Business
83	A.Satter	60	Male	UP member	Business
84	A.Satter	60	Male	UP member	Agriculture
85	ShahanazPervin	37	Female	UP member	House wife
86	Alefa Begum	47	Female	UP member	House wife
87	Shahenur Begum	32	Female	House wife	Citizen forum
88	Shafiqul Islam	45	Male	Agriculture	Citizen forum