

**FINAL EVALUATION REPORT**  
**ON**  
**“SUPPORT TO COMMUNITY STABILIZATION AND RESILIENCE”**

Implementation Period: September 2018 to January 2020

Total Budget: 1,093,130 Euros

Donors: Government of Germany and UNDP

Implementation Area: Bangladesh, Cox’s Bazar, Teknaf and Ukhiya Upazilas

**UNDP BANGLADESH**  
**COMMUNITY RECOVERY AND RESILIENCE PROGRAMME**

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**April 19<sup>th</sup>, 2020**

<b>Project / Outcome Information</b>		
<b>Project/outcome title</b>	Community Recovery and Resilience Programme (C2RP) – Support to Community Stabilization and Resilience	
<b>Atlas ID</b>	Atlas Award ID: 00113842 (DRRF) Project ID: 00112437	
<b>Corporate outcome and output</b>	CPD Outcome 2: Develop and implement improved social policies and programmes that focus on good governance, reduction of structural inequalities and advancement of vulnerable individuals and groups  CPD Output 2.2: The Government has the capacity to carry out formal or quasi-formal, demand-driven and gender-sensitive reforms of the justice sector to provide more equal access to justice to women and men, especially those from marginalized groups	
<b>Country</b>	Bangladesh	
<b>Region</b>	Asia and the Pacific	
<b>Date project document signed</b>	16 <sup>th</sup> September 2018	
<b>Project dates</b>	<b>Start</b>	<b>Planned end</b>
	September 2018	January 2020
<b>Project budget</b>	1,093,130 Euros	
<b>Project expenditure at the time of evaluation</b>	1,115,593.07 USD	
<b>Funding source</b>	Government of Germany and UNDP	
<b>Implementing party</b>	UNDP and UN Women	
<b>Evaluation Information</b>		
<b>Evaluation type (project/outcome/thematic/country programme, etc.)</b>	Project Evaluation	
<b>Final/midterm review/other</b>	Final Evaluation	
<b>Period under evaluation</b>	<b>Start</b>	<b>End</b>
	September 2018	January 2020
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<b>Evaluation dates</b>	<b>Start</b>	<b>Completion</b>
	December 2019	April 2020

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## List of Acronyms

CO	Country Office
C2RP	Community Recovery and Resilience Programme
CSOs	Civil Society Organizations
DAC	Development Assistance Committee
FAO	Food and Agriculture Organization
MFs	Mediation Forums
GiHA	Gender in Humanitarian Action
GBV	Gender-Based Violence
M&E	Monitoring and Evaluation
NLASO	National Legal Aid Services Organization
CICs	Camp-in-Charge
NGOs	Non-Governmental Organizations
CRO	Crisis Response Office
BP	Bangladesh Police
OECD	Organization for Economic Cooperation and Development
ROM	Result-Oriented Monitoring
CPFs	Community Policing Forums
ToR	Terms of Reference
FDMN	Forcibly Displaced Myanmar Nationals
UNDP	United Nation Development Programme
UN WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNEG	United Nations Evaluation Group
UNOPS	United Nations Office for Project Services
UNESCO	United Nations Educational, Scientific and Cultural Organization

## Executive Summary

The final evaluation of the UNDP Community Recovery and Resilience Program (C2RP) covers the activities implemented by UNDP and UN Women from September 2018 to January 2020. The program intended to address the impact of the Rohingya refugee influx on host communities focusing on livelihoods and social cohesion. Amongst its objectives, C2RP aimed to provide district and sub-district governance support, facilitate participatory and inclusive local governance processes, support improved service delivery in host community areas, ensure access to justice for the vulnerable justice seekers, and inclusive development of community infrastructure. Under the umbrella of the C2RP, the UNDP Crisis Response Office (CRO) supported local governance, community policing and access to justice in host communities in Teknaf and Ukhiya Upazilas. C2RP was funded by several sources. The Government of Germany and UNDP were the key donors, funding 52% and 42% respectively. The total contribution from the German Government amounted to 1,093,130 Euros.

The evaluation started with an examination of the terms of reference and was, then, divided into three main phases: i) desk review, ii) field mission and data collection, iii) synthesis. During the desk review phase, the Evaluators reviewed evaluation questions proposed by UNDP and examined existing program documentation. The Evaluators then proceeded to reconstruct the program's intervention logic. Based on this initial analysis, the Evaluator developed a list of appropriate indicators and means of verification. The Evaluator also determined the methodologies best suited to conduct the data collection in the field and subsequent analysis. During the data collection phase, a total of 9 interviews and 3 focus groups with 20 participants were conducted and 46 documents reviewed. The objective of the data collection was to gather further information to fill existing information gaps. Following the field mission, the synthesis phase took place, during which a critical analysis of the collected data was conducted to respond to the evaluation questions, produce recommendations and formulate conclusions.

C2RP is well linked with the priorities of Cox's Bazar region. The refugee crisis has been deteriorating the already challenging conditions of the Cox's Bazar region, in particular of the Ukhia and Teknaf sub-districts. The current situation is impacting the socio-economic development of Cox's Bazaar and undermining social cohesion and security in the region. Interviews and focus groups confirmed high tensions between host communities and refugees and reported a significant deterioration in host community perceptions of the displaced population. In light of the current situation in Cox's Bazar enhancing local capacities and strengthening security to address and defuse conflicts is uttermost crucial to increase stability in the region, mitigate clashes and improve perceptions on

inequalities. Finally, C2RP addressed gender-based violence (GBV) among the refugee community, which answers to the increasing severity in GBV among the Rohingya community. The methodology applied by UNDP and UN Women was well-tailored for the local context.

Thanks to this approach C2RP was able to start actions and processes which are promising and likely to produce the expected changes in Cox's Bazar in the medium/long term. Expected outputs were delivered according to expectations, despite the critical contextual situations and the brevity of its duration (one year).

Despite these remarkable contributions, institutional change and social cohesion require long term investments and interventions to achieve contextual changes, particularly in contexts such as Cox's Bazar, where the refugee crisis exacerbates pre-existing challenges and overlaps with the drug trafficking crisis. This is the reason why, despite the efforts and the good results achieved in terms of outputs delivery, the C2RP intervention is still far from producing the expected changes in the Cox's Bazar region.

In general terms, the efficiency of C2RP was guaranteed by the organizations' procurements procedures which ensured a transparent and efficient use of resources. There has been an economic use of resources, human and financial, time and equipment

The financial and institutional sustainability of C2RP was affected by the length of the program: one year is not enough to achieve full financial and institutional sustainability. Without the necessary and constant support, the results produced by the program are at risk of stopping producing the expected benefits and/or being distracted from the original design.

Given that the emergency of Cox's Bazar could even exacerbate the already complex situation of the region, an extension of C2RP or a second phase of the program would be required. The second phase of the programme could benefit from taking into account the recent developments in the region in terms of the spread of drug trafficking. The current complexity of Cox's Bazar crisis imposes caution and further actions so to ensure the impartiality and appropriate conduct of CPs and MFs and avoid misuse and misinterpretations.

# Chapter 1 Background Information on the Evaluation and the Program

## 1.1. Introduction

1. The final evaluation of the UNDP Community Recovery and Resilience Programme (C2RP), was carried out in December 2019 and January 2020 by an international consultant, Dr. Serena Rossignoli and a national consultant, Manik Biswas.
2. The evaluation was commissioned by the United Nations Development Program (UNDP) Country Office in Bangladesh. The general objective of the Evaluation is to assess the UNDP and UN Women contribution to outcome achievements and sustainability.
3. The object of the Evaluation is the UNDP Community Recovery and Resilience Programme (C2RP) (hereinafter referred to as the "program") in its entirety, which was at the time of the evaluation at the final stage of its implementation. The program was implemented from September 2018 to January 2020.
4. C2RP was funded by several sources: the Government of Germany and UNDP were the key donors, funding 52% and 42% respectively. The total contribution from the German Government amounted to 1,093,130 Euros (1,250,500 USD). Funds were allocated as follow: 263,600 USD for office support, 162,500 USD for technical assistance, 48,500 USD for evaluation, 108,500 for police infrastructure, 46,500 USD for police equipment, 57,200 USD for renovation of mental health service centers, 48,000 USD for women and children desks, 152,500 USD for capacity building and training, 81,500 USD for mentoring and monitoring, 189,000 USD for community projects.<sup>1</sup>
5. The evaluation report is structured around three main chapters and according to the Evaluation Report Template of the *Handbook on Planning, Monitoring and Evaluation for Development Results*.

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<sup>1</sup> UNDP, 2019. Interim Progress Report 1 October 2018 – 30 June 2019.

## 1.2. Regional Overview

6. Cox's Bazar is very southeast district of Bangladesh; it is one of the smallest and least economically developed districts of the country. This district consists of eight Upazilas. The cumulative total of Forcibly Displaced Myanmar Nationals (FDMN) since 1978, 1991, and 2016 movements on top of 2017 movement is, according to UNHCR 911,566<sup>2</sup>. The increasing refugee total influx puts a severe strain on the district's host community and local government, particularly in Teknaf and Ukhiya Upazilas, where the Rohingya now constitute at least a third of the total population. Teknaf and Ukhiya have populations of about 0.31 million and 0.24 million, respectively.<sup>3</sup> Very alarmingly Teknaf and Ukhiya's host community became a minority in their Upazilla.
7. Cox's Bazar is a largely rural district; the main livelihoods are farming and fishing, the poverty level is higher than the national average poverty level. It also lags behind most others on educational attainment with the adult literacy rate in Cox's Bazar at 58 percent, as against the national average of 69 percent. Ukhiya and Teknaf perform even worse with literacy rates in these two Upazilas at 36.9 percent and 45.4 percent<sup>4</sup>, respectively, while women fare significantly worse than that.
8. The rapid influx of FDMN into areas with high baseline levels of poverty and environmental vulnerability has put immense strain on infrastructure, services, and the host population. There have been observations that conflict and social tension is rising gradually, within the camps between Rohingya, between Rohingya and host community, as well as inter-community tensions, including at household level, outside the camps. Both in 2017 and 2018 there have been high profile killings of camp community leaders as part of factional infighting in the Rohingya community.
9. According to Bangladesh Police (BP), Cox's Bazar is one of the most violent districts in Bangladesh, second only to Dhaka in the murder rate (728 murders in 2018).<sup>5</sup> Data

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<sup>2</sup> <https://data.humdata.org/event/rohingya-displacement>

<sup>3</sup> UNDP 2018, Impacts of the Rohingya Refugee Influx on Host Communities, <https://www.undp.org/content/dam/bangladesh/docs/Publications/Pub-2019/Impacts%20of%20the%20Rohingya%20Refugee%20Influx%20on%20Host%20Communities.pdf>

<sup>4</sup> Labor Force Survey 2017

<sup>5</sup> Bangladesh Police (BP) Crime Statistics 2018, [https://www.police.gov.bd/en/crime\\_statistic/year/2018](https://www.police.gov.bd/en/crime_statistic/year/2018)



for 2017 showed 4.24 murders per 100,000 people recorded in the district compared to a national average of 2.48.<sup>6</sup>

10. This rate of deaths can be probably be attributed to the fact that Cox's Bazar is, and has for years, been a hotspot for trafficking of narcotics.<sup>7</sup> In 2007, the International Narcotics Control Board reported that Bangladesh had become the main transit point for the movement and trafficking of heroin from Southeast Asia into the European market.<sup>8</sup> This has now moved to encompass methamphetamine trafficking due to both push and pull factors – there is a high level of demand for the relatively cheap pills, and ease of supply across the border from Myanmar. Despite this, the number of drug-related arrests in the district has been remarkably low – approximately one-third of the national average<sup>9</sup> The inference is that the drug trade is carried on with the connivance of, at the very least, without effective disruption by the police.

11. Within this relatively high-crime context, the host communities view Rohingya as a security risk: 70 percent of Teknaf respondents and 50 percent in Ukhiya mentioned security concerns linked to the refugees/FDMNs.<sup>10</sup> There is a perception of a recent upsurge in violence: UNDP has tracked reports of approximately 20-25 violent deaths (murders and gunfight deaths) per month during 2019 concentrated in and around Ukhiya and Teknaf. Alongside the huge seizures of yaba (methamphetamine) tablets reported almost daily (tens or hundreds of thousands at a time are not uncommon) there is a sense that the district law enforcement is struggling to respond to the challenges. Despite a strong tendency in the media to blame refugees for the community security issues of the District, the problems which affect camp and host communities are inter-related. For example, drug smuggling relies both on Rohingya who can leverage cross-border relationships as well as networks in host-communities who can manage onward distribution to major population centers in Bangladesh, India and abroad.

12. As the situation becomes more protracted, likely, security issues in the camps will increasingly affect the rest of the District and vice-versa. Hence, the Government of

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<sup>6</sup> See Justice Audit 2018. For comparison, Somalia in 2015 recorded 4.31 deaths per 100,000 (UNODC data)

<sup>7</sup> Since 2018 when the government instituted a major crackdown on drug trafficking, nearly 300 suspected drug dealers have been killed nationwide, of which 40 were from Teknaf.

<sup>8</sup> International Narcotics Control Board Annual Report, 2007

<sup>9</sup> Justice Audit 2018 reported 29 drugs arrest per 100K of population versus 42 per 100K as a national average

<sup>10</sup> Impacts of Rohingya Refugee Influx on Host Communities, UNDP, November 2018

Bangladesh and UN agencies need to take a holistic approach which understands the linkages between various law and order issues across the district.

### 1.3. Description of the intervention

13. The program has been implemented by UNDP in partnership with UN Women. UN Women has been responsible for the implementation of Activity 1 “Gender-Responsive Policing: Develop and Implement training courses for the police deployed to the two Upazilas of Cox’s Bazar” and 2 “Community Outreach: Establish community dialogue for a and other opportunities for outreach with the police and host communities in Cox’s Bazar related to gender and protection” under Output 1, namely “Community and Security: Community security and gender-responsive police is established in Cox’s Bazar District” and Output 2 “GBV: services provided to individuals-at-risk of GBV”. The remaining activities have been implemented under the responsibility of UNDP.
14. The development community early on in the crisis realized there was a need to look beyond the urgent needs of the refugees/FDMNs. UNDP established a Crisis Response Office (CRO) in Cox’s Bazar to support the host community, and sectoral assessments were undertaken with UN Women, which demonstrated the extent to which all aspects of life in Cox’s Bazar had been affected. Since 2018 UNDP has been implementing activities with the primary objective of mitigating the negative impacts of the influx on the host community, complementing the role of the humanitarian actors.
15. The scale and speed of the FDMN influx into Bangladesh put immense strain on infrastructure, services, and the host communities, overwhelming existing response capacities. Sub-district (Upazila) offices find that their workload has increased to respond to requests from the Camp-in-Charge (CICs) which means they cannot deliver their services (fire and police especially) as usual. Roads and schools have been affected by changed and higher volume of use and need to be rehabilitated. Assessments have highlighted risks faced by the FDMN, many of which also affect the wider population in the area, including protection issues (e.g., human and drug trafficking, domestic violence), public health (e.g., limited access to health services, increased risk of epidemics due to lack of water and proper sanitation), increased risk of natural disasters (e.g., because of widespread deforestation), and social cohesion (e.g., increasing inter- and intra-community disputes).

16. Considering the urgent humanitarian crisis and meeting essential services of the Rohingya and local host communities, UNDP initiated to work intensively through different long-term projects for both communities. The C2RP program is one of them and the C2RP aims to address the impact of the influx on host communities focusing on livelihoods and social cohesion. Amongst its objectives, C2RP aims to provide district and sub-district governance support, facilitate participatory and inclusive local governance processes, support improved service delivery in host community areas, ensure access to justice for the vulnerable justice seekers, and inclusive development of community infrastructure. Under the umbrella of the C2RP, the UNDP CRO supported local governance, community policing and access to justice in host communities in Teknaf and Ukhiya Upazilas.
17. Community Policing Forum. Community policing is an alternative model of policing that engages the community for ensuring public safety and security in society. Over the period, Cox's Bazar District of Bangladesh was the recipient of the largest forced population movements of Rohingya from Myanmar. The refugee camps located in Teknaf and Ukhiya Upazilas; and rapidly become hostile due to the unplanned nature of their arrival. Due to the mass population including the Rohingya, traditional way of policing, changing nature of crime and criminals, and institutional limitations of police, the overall policing system cannot be able to manage crime and criminals efficiently, effectively and unable to the maintenance of sustainable peace in our society. To minimizing the gap through mutual understanding, trust and communication between police and citizens, both police and the community members together create a bottom-up policing system that involves the community with the police to work in partnership and mutual coordination in resolving the problems at the community level. In Cox's Bazar District 71 Union of 8 Upazila's Community Policing Committee have been reform and they are working together with the police in resolving problems at the community level.
18. Youth Forum. Under this activity result, C2RP has taken the initiative to support the Youth forums by conducting meetings/campaigns and workshops to enhance their capacity and involve the local community members to engage them in the social Monitoring process and implementation. It is expected to develop the leadership quality among the members of the youth forums who will appear as a catalyst to reach out to a common platform with community people and will develop a vision of working together on Improved local planning at union Parishad level. It is expected that the Youth forums under the Union Parishad in selected areas of Cox's Bazar district will be a potential actor to facilitate the process of involving the

community people to take part in organizing high School-based campaigns, debate, meeting on human rights & peace and social harmony issues.

19. Local Development. UNDP provides support to a local planning process that is participatory, demand-driven, and results in improved service delivery to communities. This support includes basic assessment of the local government (Union Parishads') functions and their training needs, organization of community meetings (Ward Shavas), development of union plans, implementation of projects prioritized in the union plans, and establishing of community-based monitoring and grievance mechanism. The active role of Union Parishads will foster the participation of communities in the planning and monitoring of projects, thus reducing tensions related to service delivery. Funding allocated for implementation of the selected priority community projects will allow Union Parishad local governments to come back to the communities with concrete results and to quickly respond to community needs. This strategy will change perceptions that most aid is currently directed to the refugee camps rather than to host communities.

20. Mediator Forums. UNDP has been supporting the National Legal Aid Services Organization (NLASO) which is mandated to provide government free legal aid to the poor communities of Bangladesh through the Union Legal Aid Committee, and as per the Legal Aid Act enacted in 2000. C2RP has re-activated the Union Legal Aid Committees and will work to improve effective case referral mechanisms. Strengthening the mechanisms for informal dispute resolution is also crucial. Most tensions stem from communal and family disputes. Effective mediation is a valuable tool to reduce tensions in the early stages; it is the first intervention and an integral part of a quick-response mechanism. The program supports the establishment of Upazilla and union-level Mediation Forums and provides training and daily mentoring to the mediators. This training provides a mechanism to share and document successes among members of different mediation forums from all supported unions.

21. Gender-based Violence. The program contributes to long-term protection, specific protection for children and women exposed to Gender-Based Violence (GBV) including (1) engaging communities more robustly to support access to information and services, increase individual women's understanding of their rights, teach coping mechanisms and strengthen community resilience; (2) expand the quality of services, particularly individual case management and psychosocial care for women, adolescent girls, and children; populations most at risk of GBV, trafficking,

exploitation, and abuse; (3) strengthen and prioritize social cohesion activities between refugees and host communities and (4) improve police and military education and training on general protection, GBV, Prevention of Sexual Exploitation and Abuse (PSEA) and gender mainstreaming. Promote the recruitment of more women on the police force and military and at police checkpoints. The program aims to prioritize refugee protection to address gender inequality and advance women's rights.

## Chapter 2 - Evaluation scope and objectives

22. The evaluation is undertaken as part of the UNDP program management requirements to assess the UNDP contribution towards outputs and outcome achievements, efficiency and sustainability. The evaluation is expected to provide feedback to improve UNDP's future programming. The object of the Evaluation is the UNDP Community Recovery and Resilience Programme (C2RP) (hereinafter referred to as the "program") in its entirety, which was at the time of the evaluation at the final stage of its implementation. The program was implemented from September 2018 to January 2020.

23. The goal of the evaluation has three main elements, namely:

- The extent to which the planned and related objectives, outcomes, and results of the program have been or are being achieved;
- The relevance, efficiency and effectiveness of the program in achieving its objectives, outcomes, and results; and
- Assess the factors affecting the outcome and its sustainability, including contributing factors and constraints.

24. For this purpose, the inception report proposed 5 main evaluation questions and 9 sub-questions focused on the evaluation criteria of relevance, effectiveness, efficiency, and sustainability (Annex 2 – Inception Report). Table 1 summarizes the main evaluation questions and sub-questions driving the evaluation exercise.

Table 1 – Overview on the main Evaluation questions and Sub-questions

Relevant evaluation criteria	Evaluation Questions	Specific Sub-Questions
Relevance	1. Is the Programme relevant?	1.1. To what extent is UNDP's C2RP a reflection of strategic considerations, including the development context in Bangladesh?
		1.2. To what extent has UNDP's selected method of delivery been appropriate to the development context?
Effectiveness	2. To what extent have the objectives of the Programme been achieved?	2.1. What evidence is there that UNDP support has contributed towards an improvement in Social Cohesion through community security and policing, access to justice and improved local planning and service delivery?
		2.2. Has UNDP been effective in enhancing community security and policing in Cox's Bazar?
		2.3 Has UNDP been effective in enhancing access to justice in Cox's Bazar?
		2.4 Has UNDP been effective in enhancing local planning and service delivery in Cox's Bazar?
		2.5 Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver C2RP Programme?
Efficiency	3. To what extent did the Programme use resources efficiently?	3.1. Has UNDP's strategy and execution in C2RP Programme been efficient and cost-effective?
Sustainability	4. Is the Programme sustainable?	4.1. What is the likelihood that C2RP interventions are sustainable?

## Chapter 3 - Evaluation approach and methods

### 3.1. Data collections procedures

25. The evaluation adopts a methodology consistent with the Term of Reference and it is structured around the three main phases: Desk, Field and Synthesis. Within these phases, the Evaluator identified three key processes that will guide the whole evaluation. These are (i) structuring process - defining the framework for the evaluation (desk phase); (ii) data collection process (desk and field phase); (iii) analytical process (synthesis phase).

The evaluation applied a combination of **qualitative and quantitative analysis**. For what concerns the examination and the collection of primary data (semi-structured interviews and focus groups), the evaluation mainly used qualitative analysis. Qualitative analysis methods are, indeed, best suited for understanding processes and outputs—that is, the mechanisms by which an intervention instigates a series of events that ultimately result in the observed impact. Quantitative analysis has relied on the examination of secondary data from different sources, including project documents, regional and national statistics as indicate in Annex 4.

26. During the **desk review phase**, the Evaluator initially focused on analyzing the evaluation questions and examined 46 relevant supporting Program documentation (Annex 4), including Local Government (UP) Act 2009 (Revised 2013), Core program documents, ProDoc and other planning documents, Half Yearly Progress Reports, Approved AWP.

27. Based on this analysis, the Evaluator was able (a) to test the consistency of the intervention logic, identifying possible problems, and (b) to identify the main sectors of intervention and the overall program strategy. Based on this initial analysis, the Evaluator individuated appropriate indicators, means of verification and methodologies best suited to conduct the data analysis during the synthesis phase (Annex 1).

The **data collection phase** included 9 interviews and 3 focus groups with 20 participants and the revision of 46 supporting documents (Annex 3 and Annex 4). The sample of the persons interviewed was selected in collaboration between the Evaluators and the UNDP. The sample has been selected by considering the



evaluation purposes and objectives, and the representativeness of the selected actors, in terms of the role they played in the implementation of the program. Interview and focus group questions were constructed based on the evaluation criteria mentioned above as well as on the respondents' particular role and involvement in the program. The questions comprised the overall relevance of the program activities in the national and local context, relevance and sustainability of the program implementation, quality of the services provided by the program, major achievements, and problems, strategic coordination, institutional coordination.

28. Gender-disaggregated data and gender-related information have been extracted by secondary sources, including project documents, national and regional statistics (for a full list of consulted documents, see Annex 4).
29. The objective of the data collection phase was to gather more information to fill gaps. Finally, the data collection phase allowed also the Evaluators to collect additional documents related to the program implementation, sustainability, and relevance.
30. Finally, during the **synthesis phase**, substantial data analysis was conducted, allowing for the formulation of responses to the evaluation questions and the development of recommendations and conclusions.

### 3.2. Evaluation Questions

31. The evaluation questions developed by the Evaluator were consistent with the UNDP's Handbook on Planning, Monitoring and Evaluating for Development Results as well as in the UNEG and The Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) norms: relevance, effectiveness, efficiency, and sustainability. The definitions of these criteria have been amended by UNDP, they are spelled out in the Evaluation Terms of Reference and included in the Evaluation framework as follows:
  - *Relevance* – the extent to which the program was suited to national and local development priorities and needs.
  - *Efficiency* – the extent to which the program was implemented in an efficient and timely manner.

- *Effectiveness* – the extent to which the program achieved the planned outputs and contributed to achieving the established outcome.
- *Sustainability* - the extent to which benefits of the program continue after UNDP assistance has come to an end.

32. Based on the criteria and guidelines described above, the Evaluator developed an evaluation framework (Annex 1), comprising 4 evaluation questions, divided into 9 sub-evaluation questions, namely:

- **Relevance** - Is the Programme relevant?, including two sub-questions (i) To what extent is UNDP’s C2RP a reflection of strategic considerations, including the development context in Bangladesh?; (ii) To what extent has UNDP’s selected method of delivery been appropriate to the development context?;
- **Effectiveness** - To what extent have the objectives of the Programme been achieved?, including five sub-questions (i) What evidence is there that UNDP support has contributed towards an improvement in Social Cohesion through community security and policing, access to justice and improved local planning and service delivery?; (ii) Has UNDP been effective in enhancing community security and policing in Cox’s Bazar?; (iii) Has UNDP been effective in enhancing access to justice in Cox’s Bazar?; (iv) Has UNDP been effective in enhancing local planning and service delivery in Cox’s Bazar?; (v) 2.5 Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver C2RP Programme;
- **Efficiency** - To What extent did the Programme use resources efficiently?, including one sub-question (i) Has UNDP's strategy and execution in C2RP Programme been efficient?;
- **Sustainability** - Is the Programme sustainable?, including one sub-question (i) What is the likelihood that C2RP interventions are sustainable?

### 3.3. Data Sources

33. The evaluation utilized a variety of sources and means of verification to ensure the cross-referencing of information, data reliability, and credibility of results, including:

- 46 Documents concerning the Program and provided by UNDP (Annex 4).

- 9 Semi-structured interviews, with a wide variety of stakeholders, including police officials, Union Parishad, Union Youth Forum, policewomen in charge of Women's and Children's Desks, Union Mediators Forum, union CPF, Upazilla, UN Women and UNDP (Annex 3).
- 3 focus groups, involving 20 participants with the following institutions: union mediators forum, community policing forum, police officials (Annex 3).

### 3.4. Limits of the Evaluation

34. The Evaluation did not face challenges related to the lack of data and/or financial resources, which were readily available for proper planning and carrying out the Evaluation.

### 3.5. Evaluators profile

35. Serena Rossignoli (13 years of experience) is a monitoring and evaluation expert. She holds a Ph.D. in Evaluation and she obtained a master's degree in Development at the London School of Economics. She has been working in the field of development cooperation since 2003. She was engaged in the evaluations for several international organizations and UN agencies, such as the World Bank, UNDP, FAO, UNESCO, and UNOPS. She conducted several ex-ante, final, mid-term and ex-post evaluations for different contractors and donors and across various areas (such as democracy and good governance, decentralization, agriculture, and education). She participated in various evaluation field missions in the following countries: South Africa, Tanzania, Mali, Senegal, Nicaragua, Brazil, Peru, Macedonia, and Lebanon. She designed monitoring and evaluation frameworks referring to the OECD-DAC criteria and principles, and by using different techniques and methodologies: result-based M&E, Theory of Change, indicators approach, counterfactual evaluation, differences in differences and regression analysis, ROM, monitoring for impact. She speaks English, Spanish, French and Russian.

36. Manik Biswas is a human rights activist and researcher, who has extensive experience in advocating access to justice for marginalized communities. Mr. Biswas

has completed LLB from BPP University, UK. Mr. Biswas is working with the developing sector of Bangladesh since the last four years on access to justice to strengthening the legal aid case referral mechanism, housing rights for slum dwellers migrated Urdu speaking community, land rights for ethnic minority and indigenous communities, labor rights for garments workers. He is also an RTI (right to information) activist in Bangladesh.

### 3.6. Ethical Considerations

37. The evaluation was conducted following the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and the Ethical Code of Conduct for UNDP Evaluations. In particular, the Evaluator was free and clear of perceived conflicts of interest. The code of conduct and an agreement form was signed by the Evaluator.

## Chapter 4 – Data Analysis

### 4.1. Relevance

38. The program is relevant to the Sustainable Development Goal 16 which calls on states to promote “peaceful and inclusive societies for sustainable development, provide access to justice for all, and build effective, accountable and inclusive institutions at all levels”. The program has also proceeded in accordance with UNSC Resolutions 1325 (Women, Peace and Security), and 2250 (Youth Peace and Security), as well as the Secretary General’s United Nations Plan of Action to Prevent Violent Extremism.
39. The program also has contributed to the implementation of the Joint Response plan for the Rohingya Humanitarian Crisis (March-December 2018), in relation to protection, including child protection and gender-based violence.
40. The program is relevant to the UNDP Country programme document for Bangladesh (2017-2020), particularly to the achievement of the UNDAF (or equivalent) outcome involving UNDP “No 2. Develop and implement improved social policies and programmes that focus on good governance, reduction of structural inequalities and advancement of vulnerable individuals and groups”.
41. The rationale for selecting the main objectives of the C2RP program and its correspondence with Cox's Bazar priorities and needs is fully achieved and coherent. Indeed, the focus of the UNDP C2RP program on increasing stability, women's empowerment, social cohesion and well-being for the most vulnerable fully reflects the priorities of the region.
42. The methodology applied to deliver C2RP activities has been appropriate and well-articulated. C2RP approached social-cohesion and security priorities in Cox's Bazar by adopting a comprehensive framework which targets three main areas: i) establishment of community security and gender-responsive policing forums; ii) providing services to victims or individuals at risks of GBV; iii) establishing mediation forums, and iv) fostering participatory planning of local union plans.

43. Host community respondents identified their most urgent challenges as 1) unemployment (reduced labor opportunities and increased competition for markets and jobs); 2) Increased crime and conflict; 3) Inflation of prices, and 4) Overpopulation. They correlated these problems to the influx of guest community arrivals to their area.
44. The refugee crisis has been deteriorating the already challenging conditions of the Cox's Bazar region, in particular of the Ukhia and Teknaf sub-districts. Even before the refugee influx, one in five households in Cox's Bazar was one of the poorest districts in Bangladesh<sup>11</sup>. On average, 33% live below the poverty line and 17% below the extreme poverty line<sup>12</sup>. The situation is further compounded by the refugee influx, by impacting the access to food security and food resources, local economy by lowering day labor wages due to competition between host and refugee communities, increasing the number of crimes. Overpopulation affects the capacity of health and social services, road and market infrastructure<sup>13</sup>. Approximately 500,000 Bangladeshis live in Ukhia and Teknaf. 336,000 of them live in the seven Unions most densely populated with refugees. 17% of the local community are reported as "poor" in terms of economic vulnerability<sup>14</sup>. Poverty may increase due to the depletion of assets and labor competition.
45. The current situation risks impacting the socio-economic development of the District and undermining social cohesion. Interviews and focus groups confirmed high tensions between host communities and refugees and reported a significant deterioration in host community perceptions of the displaced population.
46. In light of the current situation in Cox's Bazar enhancing local capacities to address and defuse conflicts is uttermost crucial to increase stability in the region, mitigate clashes and improve perceptions on inequalities. One of the three pillars implemented by the C2RP program aimed at promoting participatory and inclusive processes to address social risks. This pillar enhanced social dialogue by (i) increasing local community participation and consultation in defining and addressing local priorities through local planning and in local planning and (ii) enhancing mediation skills among local leaders and local communities.

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<sup>11</sup> Bangladesh Integrated Food Security Phase Classification" (IPC, August 2013) & Bangladesh Bureau of Statistics, World Bank.

<sup>12</sup> JRP for Rohingya Humanitarian Crisis 2018.

<sup>13</sup> Ibidem.

<sup>14</sup> REVA - FSS and WFP – November/December 2017.

47. Day-to-day exchanges between the two communities have been reported as no longer positive, due to increased crime rates and related security concerns.
48. In addition to the refugee crisis, Cox's Bazar is affected by narcotics trafficking. Teknaf sub-district is one of the main drug trafficking routes from Myanmar. The Cox's Bazar Analysis and Research Unit recorded that over 16.52 million "yaba"<sup>15</sup> tablets were seized in 2019 in Cox's Bazar region.<sup>16</sup> The response to the current drug trafficking has contributed to increasing the homicide rate in the region. Teknaf Upazila was the most violent place in Bangladesh in 2019 with a homicide rate of 32.1 (somewhat similar to high conflict/warzones).<sup>17</sup>
49. The drug and the refugee crisis are not separated and feed each other. Indeed, the rate of homicide for Rohingyas (10.3) was nearly double that of Bangladeshis (6.1) in Cox's Bazar. While the risk for Rohingyas of getting murdered was 55 percent higher, the risk of getting killed in 'gunfights' more than double compared to Bangladeshis<sup>18</sup>. Female victims constituted around 25 percent of all murders in Ukhia and Teknaf Upazilas<sup>19</sup>.
50. The C2RP program addressed the serious concerns about security in the region by (i) establishing community policing forums and improve the relations between the police and the community, and (ii) enhancing the capacity of local police to undertake gender-responsive actions. Community policing forums had the two-fold aim to promote accountability of the local police to the community, and cooperation of the community with the local police. These two aims are extremely relevant by taking into account the last security-related developments in the region which come as the result of the combination of several factors (as indicated in the previous paragraphs). These factors require an integrated approach as the C2RP program did by enhancing police accountability, improving the cooperation of the community with the local police for crime prevention and increasing trust in the security-related body across the community.
51. The third pillar of C2RP addressed gender-based violence (GBV) among the refugee community. Data demonstrate that there had been a steady increase in both

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<sup>15</sup> The drug imported from Myanmar is called locally "yaba" and it consists of a mix of methamphetamine and caffeine.

<sup>16</sup> A brief analysis of homicides of 2019 in Cox's Bazar.

<sup>17</sup> Ibidem.

<sup>18</sup> Ibidem.

<sup>19</sup> Ibidem.

frequency and severity in GBV among the Rohingya community. Rape and gang rape were so frequent that every respondent who participated in CARE Bangladesh's assessment reported that they had a family member or neighbor who survived or who had died as a result of rape<sup>20</sup>. In this direction, the C2RP proposed strategy and actions appeared to be relevant to the local context. Indeed, the program established Women's and Children Desks in police stations in Ukhia and Teknaf Upazilas and promoted GBV referral service by facilitating access for at-risk individuals and victims of GBV to comprehensive services.

52. C2RP reflects its complementarity and respects the role of UNDP in relation to other partners and actors. Indeed, the C2RP program was implemented according to the program plan and the division of roles and responsibilities with other UN agencies, particularly UN Women, was respected to avoid overlaps and optimize efforts and resources.

53. UNDP and UN Women have made a substantial contribution to assisting and facilitating the development of credible local strategies and services in the endeavor of fostering social cohesion, justice, and security (i.e. the implementation of community security and gender-responsive policing forums, Women and Children Desks and establishing mediation forums). This was possible thanks to (a) the methodology applied by UNDP and UN Women which aims to strengthen already existing formal and informal institutions by enhancing capacities and providing technical assistance to key stakeholders, and (b) their privileged role as a historical partner of key regional institutions. The TA assistance provided by UNDP and UN Women was characterized by the support of national experts, the UNDP team and advises on good practices.

54. UNDP and UN Women were able to increase the credibility of supported institutions, such as the Community policing forums, Women and Children Desks and Mediation Forums. As an example, interviewees reported that the process for establishing community policing forums was accelerated thanks to the role of UNDP which provided technical assistance and ensure the neutrality of the whole process.

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<sup>20</sup> CARE Bangladesh, Rapid Gender Analysis, October 2017 (Unpublished).



## 4.2. Effectiveness

55. In general terms, the effectiveness of C2RP has been reached, despite the critical contextual situations and the brevity of its duration (one year). The majority of the outputs were delivered according to expectations. However, institutional change and social cohesion require long term investments and interventions to achieve contextual changes, particularly in contexts such as Cox's Bazar, where the refugee crisis exacerbates pre-existing challenges and overlaps with the drug trafficking crisis. This is the reason why, despite the efforts and the good results achieved in terms of outputs delivery, the C2RP intervention is still far from producing the expected changes in the Cox's Bazar region. For a full list of program achievements see Table 2 – Main Achievements of C2RP.
56. Despite these challenges, and due to the efforts of partner organizations, C2RP was able to start actions and strategies which are promising and likely to produce the expected changes in Cox's Bazar in the medium/long term.
57. UNDP supported the reactivation of 6 union-level Community Policing Forums (CPFs) and 110 forums at Upazilla level. A total of 2261 members (1174 from Teknaf and 1087 from Ukhia) were engaged within these forums aged between 18 to 70 and 15% of them were female.
58. Community policing is a relatively new concept in Bangladesh. In 2008 the Bangladesh police developed a National Strategy on community policing with the main objective to make communities a better and safer place for all citizens by enhancing the cooperation between communities and police. By considering the urgent humanitarian crisis, UNDP supported the development of CPFs in Cox's Bazar district.
59. To mobilize community members, the program organized 7 awareness campaigns by reaching 9000 people. Community members were trained on community policing and gender-responsive policing and 70 policewomen were trained on improved responsiveness. As a result of the process, the 6 forums at the union level developed their union community security plans. Dialogue between police and CPFs is facilitated by a Superintendent of Police who acts as a focal point for CPFs by ensuring the correct and effective functionality of CPF.

60. UNDP and UN Women also implement small projects aimed at police infrastructure rehabilitation and upgrading. This investment in infrastructure has enabled increased numbers of deployed police, and in particular, deployed female police officers.
61. Respondents show a high consensus in recognizing the importance of CPFs in establishing a dialogue between the police and the community and reducing the crimes towards peaceful co-existence in Ukhia and Teknaf. Although much more support and mentoring are needed to ensure the effective functioning of CPFs, an improved relationship between the police and the community is perceived as crucial by interviewees to improve security perception and reduce feelings of fear.
62. Community security action plans were developed by following a participatory approach. One 3-days workshop for each of the 6 CPF was organized and involved 25 to 28 CPF members and 5 Police officials. Action plans were implemented from June 2019 to November 2019.
63. Despite community security, action plans have been developed and roles and responsibilities have been established, interviews with CPFs members showed a degree of confusion on the main duties and responsibilities of CPFs. Indeed, despite CPFs should not take action but rather report to the police which in turn is responsible for conducting investigations and, eventually, intervene, some of the interviewed CPF members showed the desire to take action and act on behalf of the police. While no concrete episode was reported, this desire represents a risk for the effective implementation of CPFs and their appropriate conduct. This requires further support to CPFs to ensure their appropriate implementation and avoid misuse and misinterpretations.
64. Community members adhere to CPFs voluntarily. The police check for CPFs members criminal records to ensure that CPFs are spur from vetted interests and misguidance. Despite this, Cox's Bazar is deeply affected by drug trafficking and, given the magnitude of the narco-trafficking in the area, there is the concrete risk that members can be directly or indirectly involved in drug crimes. This requires a high level of caution, a strict and impartial monitoring system, and further reflections on the risks that CPFs can be exposed to.
65. CPFs are valued also for the number of awareness campaigns they organized in their communities and their ability to reach a high number of people in the community.

These events were aimed to foster security and prevent crime among the community (i.e. drug prevention, human trafficking, violence against women and so on).

66. Women and children helpdesk has been established in camp 4, where 5 policewomen have been deployed, to provide a 24/7 service to women and children. Deployed policewomen were trained on how to deal with gender-based crimes, particularly GBV and human trafficking. During the interviews, it has been reported how the training was effective in enhancing the capacities and the skills of policewomen in managing GBV cases. Despite the training was effective, interviewees stated that there is a turn-over of policewomen deployed in refugee camps every three months. This will require continuous support for newly deployed officials.
67. To facilitate access for at-risk individuals and survivors of GBV to comprehensive services, UN Women organized a two-day “Gender in Humanitarian Action (GiHA) Working Group workshop” aiming at strengthening capacity for sector and organization responses, adapting to changing needs on the ground and provide critical support to GBV survivors. 44 participants (sector gender focal points, sector coordinators, agency program and project staff and other gender focal points working in the Rohingya Refugee response) attended the workshop.
68. The National Legal Aid Services Organisation (NLASO) is mandated to provide free government legal aid to the poor communities of Bangladesh through the Union Legal Aid Committee, as per the Legal Aid Act enacted in 2000. C2RP re-activated and revitalized 31 Union Legal Aid Committees (UPLAC) in 4 Upazilla. 434 participants (248 male and 184 female) were involved in awareness campaigns organized around 4-steps orientation sessions.
69. 6 Union-level Mediator Forums (MFs) were created and involved 166 members from the host communities. MFs aim to improve effective case referral mechanisms and improve mechanisms for informal dispute resolution. 142 out of 166 members were trained on mediation skills and techniques so to enhance their abilities to resolve community disputes and destabilization of social tension and risk for peaceful co-existence. The training sessions mainly consisted of one-week training followed by refresh courses. The methodology applied for training has been reported to be effective in enhancing MFs' capacities and skills and providing practical guidance to case management and resolution. Capacity building was also

crucial to determine and clarify to MFs members the mandate and boundaries of MFs, in terms of competencies and decision-making process.

70. Despite the support received was effective, respondents highlighted that there is a need for continuous support to enhance capacities of MFs members and upskill them in addressing cases in a proper and fairway. Indeed, it should be recommendable that the linkages between MFs and advisory committees at Upazilla level were reinforced and made constant so to foster good practices exchange and strengthened the monitoring system of MFs functions. Effective monitoring mechanisms are required also by the critical situation in Cox's Bazaar due to the drug crisis.
71. After the implementation of C2RP, the number of cases submitted to the District Legal Aid Office (DLAO) decreased by 20%. This may be attributed to the effectiveness of MFs in solving cases before DLAO.
72. The achievements of MFs in informal dispute resolutions is shown also by the number of cases addressed by MFs in a relatively short period: 545 more disputes at the community level were resolved by the Local Mediators Forum between April and December 2019.
73. The positive outcomes of MFs are also demonstrated by the community engagement in supporting their activities. Indeed, during the site visits, the Wohykong MF in Teknaf was hosted in a building made available by the local market for the daily function of the MFs.
74. As per the CPs, MFs require impartiality and objectivity to meet their objectives and pursue their social goals. The current situation in Cox's Bazaar and the drug crisis requires a further reflection on the process leading to the selection of MFs members to ensure their impartiality and their ethics.
75. C2RP supported participatory planning at the local level. This program pillar included (i) assessment of the local government (Union Parishads) functions and their capacity development needs, (ii) training of 72 Union Parishads and 29 civil society members (ii) organization of 54 community meetings (Ward Shavas) involving 10000 community members, (iii) development of 6 union 5 years plans, (iv) funding for projects prioritized in the union plans, and (iv) establishing community-based

monitoring and grievance mechanism through 6 Youth Forums. Six youth forums were established in two Upazilla involving 150 male and female members. Youth Forums aim to address the issue of security, tolerance, and community cohesion at the Upazila and Union level.

76.Thanks to the participatory approach undertaken, C2RP supported local communities in their needs and implementing 66 projects, including roads, culverts and guide walls at 4 unions in Ukhiya and Teknaf Upazilla.

77.According to interviewees, participatory planning was crucial to reduce tensions related to the inadequacy of service delivery. Another benefit produced by this component was about making local governments more responsive to local needs thanks to the demand-driven and participatory approach and making the relation between local governments and citizens closer.

78.These benefits were reinforced by the opportunity to fund the selected priority community projects with C2RP program funds. This increased the perception of citizens on the capacity of Union Parishad local governments to come back to the communities with concrete results and quickly respond to community needs. While the benefits of this strategy were immediate, possible side effects would arise in the case the Union Parishad local governments will be not in the position to fund additional projects in the next future. This situation would undermine the achieved benefits in terms of improved relationships between citizens and local governments and would create frustration on citizen's expectations.

#### 4.3. Efficiency

79.The evaluation has shown indicative evidence of adherence by C2RP to the existing UN financial and procurement procedures, rules and regulations, which have been largely followed, during the program implementation. It can be concluded that there has been an economic use of resources, human and financial, time and equipment. The evaluation notes that C2RP followed standard organizational procedures, which involve competitive bidding and screening processes, for procuring experts and equipment. These procedures guaranteed transparency and accountability of procurements.

80. The program team agreed with the German Embassy on a program extension that was not significant and was justified by context-related rather than mismanagement.

#### 4. 4. Sustainability

81. Although the program achieved the expected results in terms of outputs and started institutional strategies that are extremely relevant to the local context, the financial and institutional sustainability of these achievements is not guaranteed. This is largely due to the brevity of the C2RP program: one-year program is not sufficient for achieving full financial and institutional sustainability. Without the necessary and constant support, all the results produced by the program are at risk of stopping producing the expected benefits and/or being distracted by vested interests from the original design.
82. A key element in the C2RP program sustainability is its focus on capacity building. To this respect, one of the benefits of this approach is to ensure that targeted institutions and actors capitalize and interiorize skills, competencies, and abilities so to apply them beyond UNDP support. However, given the brevity of the provided support, key interviewees expressed the necessity to receive further support by UNDP in several areas so to ensure that the transferred knowledge is going to be applied beyond UNDP and UN Women's support.
83. CPFs and MFs are relatively new institutions and need further assistance to reinforce the capacity of their members, make stable the relations with the official counterparts/partners (police and Upazilla), and clarify their roles and responsibilities so to avoid distortion from their original mandate (i.e. CPFs acting on behalf of the police, MFs examining disputes behind their official mandates, and so on). Misuse of MFs and CPFs can occur as a result of vested interests which may infiltrate CPFs and MFs and distract these institutions from their initial social purpose for the benefits of few.
84. Appropriate monitoring system should be put in place to ensure that CPFs and MFs are not distracted from their original purposes by vested interests.
85. Financial sustainability is not guaranteed for the functioning of CPFs and MFs. No clear strategy is set in place to ensure their functionality after the end of the program.
86. Financial sustainability is also an issue for participatory planning activities. Indeed, funds are not secured for financing further projects as included in the 5 years action plan. The lack of financial sustainability of participatory planning risks to undermine

the achieved benefits and, even worst, create frustration among community members.

87. Women and Children Desks need further support to ensure adequate capacity building of deployed policewomen. Indeed, given the current turnover of the officials deployed in refugee camps, there is the need to secure training also for newcomers.

88. Despite these criticalities, the extensive and continuous work carried on by UNDP and UN Women was able to raise awareness holistically, by increasing awareness among local governments, civil society organizations, police officials and community members. This represents a valuable contribution to the C2RP programme in terms of the sustainability of the intervention. Indeed, the evaluation highlights a certain degree of commitment of key stakeholders to continue and support program activities. Such a commitment is likely to contribute to ensuring the institutional sustainability of some of the key achievements reached by the program.

#### 4.5. Monitoring and Evaluation

89. The M&E system adopted at the program level to collect data on key indicators was not sufficient to allow a genuine learning process. The majority of program monitoring and reporting activities were realized at the level of activities with minor attention paid at the level of outcomes and outputs indicators. *Ad hoc* M&E activities should be included in program work plans and budgets (determining baselines, data collection for each indicator, necessary surveys, and so on).

#### 4.6. Gender and Inclusion

90. The program benefited from having dedicated activities to gender and inclusion, in particular those related to pillar 1 “Community security and gender-responsive policing” and pillar 2 “GBV: Services provided to individuals-at-risk of GBV”.

91. Within the framework of pillar 1, 9000 community members were trained on gender-responsive policing and 70 policewomen were trained on improved



responsiveness. Events organized by CPFs included specific awareness activities to foster security and prevent violence against women.

92. Concerning pillar 2, women and children helpdesks have been established in camp 4, where 5 policewomen have been deployed to provide 24/7 service to women and children. Deployed policewomen were trained on how to deal with gender-based crimes, particularly GBV and human trafficking. 44 participants (sector gender focal points, sector coordinators, agency program and project staff and other gender focal points working in the Rohingya Refugee response) attended a workshop in "Humanitarian Action (GiHA) Working Group workshop" aiming at strengthening capacity for sector and organization responses, adapting to changing needs on the ground and provide critical support to GBV survivors.

## Chapter 5 – Main Findings, Recommendations and Lessons Learned

### 5.1. Main Findings

93. The focus on social cohesion, stability and women's empowerment was relevant and appropriate for the local context which is characterized by tensions between the refugee and host communities and high crime rates due to the coexistence of two crises: the refugee and drug crisis.

94. The methodology applied for delivering C2RP activities has been well structured and it was appropriate for the local context. Capacity building has been one of the key elements of the intervention and it was able to enhance capacities of key actors and contribute to enhancing social cohesion.

95. The effectiveness of the C2RP program has been achieved. Outputs were delivered according to program plans and no major unforeseen problems have been recorded by the evaluation.

96. In terms of outcomes and impact, the C2RP intervention is still far from producing the expected changes in the Cox's Bazar region. This can be attributed to the brevity of the intervention, rather than deficits in program design, mismanagement of

resources or inappropriate strategies. Institutional change and social cohesion require long term investments, particularly in complex contexts such as Cox's Bazar region.

97. Among the most remarkable achievements, it is worth to mention: CPFs which have been recognized by respondents as crucial establishing a dialogue between the police and the community and reducing the crimes towards peaceful co-existence in Ukhia and Teknaf; MFs have been effective in resolving informal dispute resolutions and reducing conflicts within the host community; Participatory planning has been recognized as a powerful process in making local governments more responsive to local needs thanks to the demand-driven approach
98. Despite the success of the C2RP program, the supported institutions (CPFes and MFes) are still immature. Immaturity exposes these institutions to a certain number of risks, among others (i) the exposure to vested interests which may infiltrate in such institutions and distort their activities from their initial social purposes and (ii) the possibility that these institutions overcome their official mandate and act beyond their authority.
99. The efficiency of C2RP was guaranteed by the organization's procurements procedures which ensured a transparent and efficient use of resources.
100. There is room for improvement in terms of monitoring and evaluating program implementation to track progress, guarantee a genuine learning process, increase the adaptability of the proposed strategy to the political and humanitarian constraints of the country.
101. Sustainability of the intervention is critical, both from an institutional and financial point of view. Indeed, given the brevity of the intervention, the program has not achieved full financial and institutional sustainability. Without the necessary and constant support, all the results produced by the program are at risk of stopping producing the expected benefits or, even worst, being distracted from the original design by vested interests or misuse.
102. Financial sustainability is also an issue for participatory planning activities. The lack of secured funds for financing additional projects there is the risk to create frustration among community members and increase tensions between local governments and the community.

## 5.2. Recommendations

- 1. Recommendation 1: Integrated approach for handling insecurity and lack of social cohesion.** Given the emergency context of Cox's Bazar, the evaluation recommends adopting an inclusive strategy targeting both state and non-state actors in fostering social cohesion and increase security. Indeed, the integrated approach promoted by UNDP within the C2RP program was successful in addressing the multi causality and the complexity of the current situation in Cox's Bazar which is the result of a mix of preexisting conditions, the refugee crisis, and narcotics trafficking.
- 2. Recommendation 2: Have a Monitoring and Evaluation (M&E) plan in place right from the planning stage.** M&E activities should be designed from the planning phase, to ensure that M&E activities are included in program work plans, appropriate baseline is provided, and data collected during the whole program cycle. An appropriate M&E system would contribute to (i) track progresses during the implementation phases, (ii) increase awareness among partners on achievements and weaknesses, (iii) provide UNDP program managers with the opportunity to timely plan appropriate solutions to unforeseen problems and difficulties.
- 3. Recommendation 3: Increase and continue monitoring of CPs and MFs.** There is the need to continue and strengthen the monitoring of CPs and MFs to avoid distortion from original aims and infiltration of vetted interests. Oversight mechanisms can be implemented, in the long term, by local institutions, authorities and civil society organizations, but, given the complexity of the Cox's Bazar region, the presence of a third party, such as UNDP, will maximize the effectiveness and impartiality of the monitoring system in the medium and short term.
- 4. Recommendation 4: Continue the capacity building activities in favor of MFs and CPs.** MFs and CPs are new organizations and their maturity level is far from being achieved. This requires continuous support to enforce their capacities, clarify their mandate and ensure full internalization of inputs, guidelines and capacity building activities. Continuous capacity building activities in favor of MFs can be realized also in collaboration with other local institutions (i.e. ensuring frequent meetings with the advisory committee of the Upazilla).

5. **Recommendation 5: Continue the capacity building activities of policewomen deployed to Women and Children Desks.** Given the high turnover of policewomen deployed to refugee camps, there is the need to ensure that capacity building activities continue over time and that all the deployed policewomen are capacitated.
6. **Recommendation 6: Financial sustainability of participatory planning has to be guaranteed.** Financial sustainability is not reached for participatory planning activities; indeed, funds are not secured for financing additional projects as proposed by community members. To continue program benefits beyond the end of the C2RP, it is necessary to secure funds for these activities so to avoid increasing tensions between local governments and their communities.
7. **Recommendation 7: Rethink about the role of CPs in light of the drug crisis in the region.** CPs are valued institutions to enhance the relations between communities and the police, reduce crime, and increase the accountability of the police toward communities. However, the recent developments in the region in terms of the spread of drug trafficking and the increased number of extra-judicial murders require to rethink the role of CPs in terms of their engagement in the fight against narcotics trafficking. While having CPs committed to the fight against drug crimes represents an important added value to conduct investigations, there is the concrete risk that CPs members can be directly or indirectly linked with drug trafficking. In light of this risk, it is recommendable to conduct a risk assessment about the implications of this hypothesis, verify potential mitigation actions and, based on this, rethink the role of CPs in the fight against drug crimes.

### 5.3. Lessons Learned

1. The complexity of economic and social context in Cox's Bazar along requires innovative approaches and robust planning by UNDP in order to enable national and local governance structures to deliver quality and accessible services to all citizens enhancing social cohesion, access to justice, and peaceful resolution of conflict. Indeed, the strategy applied by UNDP was particularly successful in terms of effectiveness when it was able to adopt a holistic and systematic approach to raise awareness and capacities among key and relevant institutions and non-state actors.
2. C2RP was able to enhance dialogue between different social actors (e.g. the police and the community, local governments and citizens). This was also possible thanks to UNDP's privileged role as historical partner of key local institutions. Indeed, UNDP played a privileged role in engaging with a broad range of actors, ranging from police officials to civil society organizations (CSOs). Its added value has been recognized by all interviewees, particularly, in its capacity to accelerate and facilitate the development of institutions such as CPFs and MFs.
3. Not all the technical assistance and capacity building activities were able to transfer knowledge to the supported institutions in a sustainable way. The evaluation identified as one of the main constraints the length of the program itself.
4. The recent developments in the region in terms of the spread of drug trafficking and the increased number of extra-judicial murders curtailed the effectiveness and sustainability of some of the implemented activities, particularly CPs. Given its position and its credibility in Cox's Bazar, UNDP is in a position to mitigate some of the risks associated with CPs and their role in fighting drug crimes.

## 6. Conclusion and Way Forward

C2RP was well designed and the proposed strategy adopted a holistic approach by addressing different actions related to increasing stability, social cohesion and well-being for the most vulnerable, including women. This allowed the program to structure a very comprehensive approach addressing multiple problems affecting the Cox's Bazar region.

At the time of this evaluation report, the evaluation consultants assess that all the outputs have been achieved effectively. At the outcome level, the evaluation shows that the actions and strategies put in place have started the process to enhance social cohesion in Cox's Bazar. As an example, the participatory planning actions were valued as crucial to reducing tensions related to the inadequacy of service delivery and making local governments more responsive to local needs.

Similarly, the evaluation has shown that a high recognition of the importance of CPFs in establishing a dialogue between the police and the community in Ukhia and Teknaf. An improved relationship between the police and the community is perceived as crucial by interviewees to improve security and reduce feelings of fear.

Table 2 summarizes the main achievements of C2RP.

Table 2 – Main Achievements of C2RP

Pillar	Assessment of achievement	Achievement
Pillar 1 “Community security and gender-responsive policing”	Effective	Reactivation of 6 union-level Community Policing Forums (CPF) and 110 forums at Upazilla level. A total of 2261 members (1174 from Teknaf and 1087 from Ukhia) were engaged within these forums
	Effective	To mobilize community members, the program organized 7 awareness campaigns by reaching 9000 people. Community members were trained on community policing and gender-responsive policing and 70 policewomen were trained on improved responsiveness.
	Effective	The 6 CPFs at union level developed their union community security plans. Community security action plans were developed by following a participatory approach. One 3-days workshop for each of the 6 CPF was organized and involved 25 to 28 CPF members and 5 Police officials. Action plans were implemented from June 2019 to November 2019.
	Effective	CPF organized a high number of awareness campaigns in their communities. These events were aimed to foster security and prevent crime among the community (i.e. drug prevention, human trafficking, violence against women and so on).
	Effective	UNDP and UN Women also implement small projects aimed at police infrastructure rehabilitation and upgrading. This investment in infrastructure has enabled increased numbers of deployed police, and in particular, deployed female police officers
	Effective	UN Women, in collaboration with Bangladesh Police, capacitated 238 police officers through 9 training sessions within in the reporting period and enhanced their knowledge and understanding on how to manage GBV cases.
		5 dialogue sessions were held reaching 459 participants (407 males and 52 females), which included fora committee members, government officials, political leaders, youth activists, educators, religious leaders, representatives of law enforcement, entrepreneurs, humanitarian workers, local government representatives among others.
Pillar 2 “GBV: Services provided to individuals-at-risk of GBV”	Effective	Women and children helpdesk has been established in camp 4 and camp 9 where 10 policewomen have been deployed, to provide a 24/7 service to women and children. Deployed policewomen were trained on how to deal with gender-based crimes, particularly GBV and human trafficking.
	Effective	44 participants (sector gender focal points, sector coordinators, agency program and project staff and other gender focal points working in the

		Rohingya Refugee response) attended a workshop in "Humanitarian Action (GiHA) Working Group workshop" aiming at strengthening capacity for sector and organization responses, adapting to changing needs on the ground and provide critical support to GBV survivors.
	Effective	About 121 women and girls received support from established 2 Women & Children Help Desk in Camp 4 and Camp 9.
	Effective	About 2267 women and girls benefited from psychosocial support including counselling through the services provided in the UN Women Multipurpose Women's Centres (MPWCs) in Camp 18 and 4, in 2018. In 2019, the two MPWCs with an additional MPWC in camp 4 extension continued to provide basic health consultations, and referrals for Gender Based Violence (GBV) and women's health support services, reaching 2172 recipients who were women and girls.
Pillar 3 "Social Cohesion and Participatory Planning"	Effective	6 Union-level Mediator Forums (MFs) were created and involved 166 members from the host communities. 142 out of 166 members were trained on mediation skills and techniques so to enhance their abilities to resolve community disputes and destabilization of social tension and risk for peaceful co-existence.
	Effective	The mediator forums have been resolved a total of 545 disputes at the community level since the start of C2RP.
	Effective	31 UPLAC were updated in 4 working Upazila, 434 participants (248 male and 184 female) sensitized through 4 step orientation session.
	Effective	(i) Assessment of the local government (Union Parishads) functions and their capacity development needs, (ii) training of 72 Union Parishads and 29 civil society members (ii) organization of 54 community meetings (Ward Shavas) involving 10000 community members, (iii) development of 6 union 5 years plans, (iv) funding for projects prioritized in the union plans, and (iv) establishing community-based monitoring and grievance mechanism through 6 Youth Forums (involving 150 male and female members).
	Effective	C2RP supported local communities in their needs and implementing 66 projects, including roads, culverts and guide walls at 4 unions in Ukhiya and Teknaf Upazilla.

Despite the positive results of C2RP, institutional and social changes require long-term investments. The situation in Cox's Bazar is still critical and likely to exacerbate further due to the unfortunate combination and overlap of the refugee and drug crises. The length of C2RP was not enough to achieve ambitious goals as enhancing social cohesion in such complex contexts. Further interventions are needed to meet this expectation.

These concerns are also linked with the results of the evaluation of C2RP sustainability. Indeed, due to the brevity of the intervention, the benefits produced by C2RP are far from being sustainable. In case no further interventions are implemented to continue the actions started by C2RP, many of the benefits produced by C2RP can be undermined or even distorted for the benefits of vested interests.

While having CPs represents an important added value to strengthen the relationship between communities and police, there is the concrete risk that CPs members can be directly or indirectly involved in the linked with drug trafficking. In light of this risk, it is recommendable to conduct a risk assessment about the implications of this hypothesis, verify potential mitigation actions and, based on this, rethink the role of CPs in the fight against drug crimes.

Additionally, there is a need to further support CPFs to ensure their appropriate implementation and avoid misuse and misinterpretations. Indeed, despite CPFs should not take action but rather report to the police which in turn is responsible for conducting investigations and, eventually, intervene, some of the interviewed CPF members showed the desire to take action and act on behalf of the police. While no concrete episode was reported, this desire represents a risk for the effective implementation of CPFs and their appropriate conduct.

These benefits produced by the participatory planning actions were reinforced by the opportunity to fund 66 selected priority community projects. This increased the perception of citizens on the capacity of Union Parishad local governments to address communities' needs with concrete actions. While the benefits of this strategy were immediate, possible side effects would arise in the case the Union Parishad local governments will be not in the position to fund additional projects in the next future. This situation would undermine the achieved benefits in terms of improved relationships between citizens and local governments and would create frustration on citizen's expectations.

Data analysis has highlighted that that there is a need for continuous support to enhance capacities of MFs members and upskill them in addressing cases in a proper and fairway. Indeed, it should be recommendable that the linkages between MFs and advisory committees at Upazilla level were reinforced and made constant so to foster good practices exchange and strengthened the monitoring system of MFs functions. Effective monitoring mechanisms are required also by the critical situation in Cox's Bazar due to the drug crisis.

Similarly, the training of policewomen in managing GBV cases requires further training cycles. This is mainly due to the high turn-over of policewomen deployed in refugee camps. This will require continuous support for newly deployed officials.



Table 3 – Performance Rating of C2RP

Criteria		Comments	
Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory			
Relevance	To what extent is UNDP's C2RP a reflection of strategic considerations, including the development context in Bangladesh?	HS	C2RP is relevant to Cox's Bazar context and taking into consideration the main criticalities and needs of the region due to the refugee and drug crises.
	To what extent has UNDP's selected method of delivery been appropriate to the development context?	HS	The methodology applied by UNDP and UN Women was well-tailored for the local context.
Effectiveness	What evidence is there that UNDP support has contributed towards an improvement in Social Cohesion through community security and policing, access to justice and improved local planning and service delivery?	MU	The evaluation has shown how C2RP started actions and processes which are promising and likely to produce the expected changes in Cox's Bazar in the medium/long term. The short length of C2RP negatively impacted on the achievement of the expected outcome.
	Has UNDP been effective in enhancing community security and policing in Cox's Bazar?	S	Outputs have been achieved. Evaluation findings have shown the importance of CPFs in establishing a dialogue between the police and the community and reducing the crimes towards peaceful co-existence in Ukhia and Teknaf.
	Has UNDP been effective in enhancing access to justice in Cox's Bazar?	S	The achievements of MFs in informal dispute resolutions is shown also by the number of cases addressed by MFs in a relatively short period: 545 more disputes at the community level were resolved by the Local Mediators Forum between April and December 2019.
	Has UNDP been effective in enhancing local planning and service delivery in Cox's Bazar?	S	Participatory planning was crucial to reduce tensions related to the inadequacy of service delivery. Another benefit produced by this component was about making local governments more responsive to local needs thanks to the demand-driven and participatory approach and making the relation between local governments and citizens closer.
	Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver C2RP Programme?	HS	Coordination between UNDP and Un Women was effective.
Efficiency	To what extent did the Programme use resources efficiently?	HS	The efficiency of C2RP was guaranteed by the organizations' procurements procedures which ensured a transparent and efficient use of resources
Sustainability	What is the likelihood that C2RP interventions are sustainable?	U	The financial and institutional sustainability of C2RP was affected by the length of the program: one year is not enough to achieve full financial and institutional sustainability. Without the necessary and constant support, the results produced by the program are at risk of stopping producing the expected benefits and/or being distracted from the original design.

## Annex 1 – Terms of Reference

**Community Recovery and Resilience Programme (C2RP)**  
**Terms of Reference (ToR)**  
**for Individual Contract (IC International)**  
**For Programme Evaluation of Support to Community Stabilization and Resilience**  
**programme**

<b>Location</b>	Cox's Bazar, Bangladesh
<b>Application deadline</b>	
<b>Type of Contract</b>	Individual Contract
<b>Post Level</b>	IC-International/Evaluator
<b>Languages required:</b>	English
<b>Duration of Initial Contract:</b>	30 working days over the period Dec 10, 2019 to Jan 15, 2020

### BACKGROUND

Over the period of a few months from August 2017, Bangladesh's Cox's Bazar District was the recipient of one of the largest forced population movements in recent decades as ethnic Rohingya from Myanmar fled violent state oppression. The refugee camps located in Teknaf and Ukhiya Upazila within the district rapidly became the fifth largest urban area in Bangladesh and now contain approximately one million people. This means that while Rohingya make up about 20% of the district's population in Teknaf and Ukhiya, the Rohingya population is over double that of the host population. The rapid and unplanned nature of their arrival has inevitably resulted in significant environmental and economic impacts on the wider community, as social forest, ground water and other resources were taken by the unplanned camps that emerged.

These stresses would have challenged the wealthiest communities in the country, or even the world. Cox's Bazar, however, was already one of the poorest and politically marginalised communities within Bangladesh prior to the crisis. A long way from Dhaka, there are significant center-periphery tensions between the district and the capitol, caused in part by the district's traditional support for the opposition Bangladesh National Party and its ally, the Islamicist political party Jamaat. A largely rural society has also had to address the challenges of extreme and rapid urbanization and the competition for services, anti-social behavior and resource stresses that this brings. The local population has seen significant aid provided to people who were frequently little worse off than themselves. The host population has also had to tolerate impacts of the crisis, such as the significant increase in road usage by the Rohingya response with little consultation or perceived benefit to itself.

The already challenging situation in the district is further complicated by it being the key entry point into Bangladesh for the illegal narcotic methamphetamine (known locally as yaba). Hundreds of thousands of

yaba pills are smuggled into Teknaf and Ukhiya each week across the Naf River from Myanmar. This has resulted in major drug cartels within the district and the inevitably destabilizing impact that their presence brings, including violence and corruption.

While initially very sympathetic to the plight of the Rohingya, the local community has become increasingly hostile. Host community structures and property are in close proximity to the camps. This has generated disputes between the two groups. These factors have inevitably resulted in the emergence of a number of increasingly active local protest groups, known collectively as the Localisation Movement. While the Localisation Movement was initially a coalition of local NGOs seeking greater involvement in the Rohingya response, it has become a banner to include a number of other politically led local groups. These groups have been campaigning for access to jobs and the resources linked to the response, as well as calling for greater restrictions to be placed on the Rohingya, including freedom of movement outside the camps for security reasons. At times during 2019, these activities and protests have turned violent. The growth of such social tensions and conflict between the host community and the Rohingya can only be expected to continue unless steps are taken to mitigate them as soon as possible. The district of 2.3 mln population now hosts over 900,000 Rohingya refugees, of which around 745,000 arrived after August 2017. Representatives from host communities confirm growing feelings of insecurity. Fears stem from recent increases in crime, security incidents and negative perceptions of Rohingya. In addition, the influx has put an immense strain on social and productive infrastructures and services in the region, and host communities feel deprived of basic services.

C2RP was designed to support local government, law enforcement agencies, the judiciary and civil society organizations in their responses to the tensions arising from the refugee influx. Building on the existing community structures and strengthening the links between them, the programme has established a mechanism that could potentially become both an early warning system and a response mechanism. C2RP provides local communities with skills and tools to become first responders when a conflict arises.

Three pillars (outcomes) address the impact on social cohesion:

- 1. Community security and policing** – working with Community Policing Forums and Police
- 2. Access to justice** – working with Mediation Forums and Legal Aid Committees
- 3. Improved local planning and service delivery** – working with Union Parishads (local government) and Youth Community Groups

C2RP programme is funded by several sources, but the Government of Germany and UNDP are the key donors, funding 52% and 42% respectively. The total contribution from the German Government amounts to 1,093,130 Euros, allocated to the “Support to Community Stabilization and Resilience Programme.” The programme is an integral component of the umbrella C2RP; it is implemented within the C2RP framework and it substantially contributes to all three outcomes of the C2RP.

The “Support to Community Stabilization and Resilience Programme” contributes to the “*Community Security and Policing*” outcome of C2RP through support to Gender-Responsive policing and community outreach, support to GBV referral system and Women & Children’s Desks at police stations, and investment in the essential Police Infrastructure.

It contributes to the “*Access to Justice*” outcome of C2RP through provision of training and mentoring to the local mediators.

The contribution to the third C2RP outcome on “*Improved local planning and service delivery*” includes the participatory planning and development of the six union plans, community monitoring, and a small fund for implementation of the most urgent community programmes from these plans.

### **Support to Community Stabilisation and Resilience Programme Location:**

Programme implementation is in the six most affected Union Parishads. These Parishads were selected based on intensity of the impact, as measured by crime rates, violence against women, and the ratio of refugees to host community.

The host community population was estimated based on the 2011 Census figures, assuming 2.5% annual population growth up to 2018 and compared to the numbers of refugees as of August 2018. The ratio of refugees to host community varies in different unions of Ukhia and Teknaf. In the Palongkhali union, it is more than 18, around 2.5 in the Nhillia union, and then followed by the Whykong, Baharchara and Rajapalong unions with 0.6, 0.4 and 0.25 respectively.

Analysis of UNDSS statistics for 2018 and the first 5 months of 2019 show that majority of the violent crimes happen in the Ukhia and Teknaf upazillas (out of 8 upazillas in Cox’s Bazar). Nearly 50% of murder cases in Cox’s Bazar are reported in the two upazillas, and the incidence of gunfight is around 300% when compared to the rest of Cox’s Bazar. Trend analysis shows that there is a moderate increase in the incidence of murder in Ukhia, while in Teknaf the trend remains constant.

The programme team has collected crime statistics at union level for Ukhia and Teknaf Upazilla from the local police. The summary is presented below. However, it should be noted that the official police figures may not necessarily reflect the reality on the ground, as many cases are under-reported. For example, in the Baharchara union, there are no GBV cases reported to the police while during our consultations with the Union Parishad, we were told that they were aware of at least 40 – 50 cases. they were aware of at least 40 – 50 cases.

### **DUTIES AND RESPONSIBILITIES OF INTERNATIONAL CONSULTANT**

Based on the UNDP Evaluation Guidelines, UNEG Norms and Stand for Evaluations (2016) and in consultations with UNDP Country Office, the evaluation will be participatory, involving relevant stakeholders.

The International Evaluation Consultant (the Consultant) will propose an evaluation methodology and agree on a detailed plan for the assignment as a part of the evaluation Inception Report. The proposed methodology may employ any relevant and appropriate quantitative, qualitative or combined methods to conduct the Programme Evaluation, exploring specific, gender sensitive data collecting and analytical methods and tools applicable in the concrete case. The Consultant is expected to creatively combine the standard and other evaluation tools and technics to ensure maximum reliability of data and validity of the evaluation findings.

Standard UNDP evaluation methodology would suggest the following data collecting methods:

- **Desk review:** The Consultant will conduct a detailed review of the programmatic materials and deliverables including the Programme Document/Description of the Action, theory of change and results framework, monitoring and programme quality assurance reports, annual workplans, consolidated progress reports etc. An indicative list of documents for desk review.

- **Key informant interviews:** The Consultant will interview representatives of main institutional partners, UNDP, other relevant stakeholders and donors and in all six unions beneficiaries of 2 Upazila. For the interviews, the Consultant is expected to design evaluation questions around relevance, effectiveness, efficiency and sustainability criteria, according to different stakeholders to be interviewed. An indicative list of main stakeholders that may be considered for meetings.
- **Meetings / focus group discussions with local governments:** 2 - 3 Field visits per Union beneficiary will be arranged to meet with men and women, beneficiaries and stakeholders and review results of the programme;
- Other methodologies, as appropriate, such as case studies, statistical analysis, social network analysis, etc.

As an integral part of the evaluation report and specifically under the impact criteria, the Consultant will review the programme effects and impact on its target groups. In this context, the consultancy is expected to gain insights from both the partner local governments and Union Parishad Members regarding the importance of this programmes and the work in general in their communities.

#### **Scope of Work:**

- The consultant will accomplish the following task as an evaluation consultant where National Specialist will support him/her to produce and ensure the contractual deliverables: Prepare an inception report including methodologies and detailed action plan of the entire mission within four days from signing the contract;
- Meeting or interview with relevant Govt. officials, UNDP and Donor;
- A debriefing on the last day of the field mission with UNDP authorities (including programme), the District Police and Administration, German Delegation and other relevant stakeholders;
- Organize validation workshop at the end of the data collection and analysis to present preliminary findings, assessments, conclusions and, possibly, emerging recommendations to the evaluation reference group and other key stakeholders, and to obtain their feedback to be incorporated in the final drafts of the report.
- Prepare and Submit a draft report (both hard and electronic versions);
- Prepare and submit high quality hard copy and electronic copy of Final report including feedbacks of different stakeholders;
- The consultant will have to provide all soft copy of clean data (if applicable). Data file must be of an internationally recognized format for future necessary use.

#### **Outputs/Deliverables:**

**It is anticipated that the contracted consultant will provide the following outputs to German programme, UNDP CXB:**

- An inception report including methodologies and detailed action plan of the entire mission within four days of signing the contract;
- Field visit plan including meeting or interview schedule with the Govt. officials, UNDP and other relevant stakeholders;
- Share preliminary findings including conclusions and possible recommendations after the field visits that will be presented in the validation workshop;

- Submission of draft evaluation report (both hard and electronic versions);
- Submission of high-quality hard copy and electronic copy of Final Evaluation report;
- The consultant will have to provide all soft copy of clean data (if applicable). Data file must be of an internationally recognized format for future necessary use.

## REVIEW MANAGEMENT ARRANGEMENTS

### The Review Team:

The Review Team (comprised of national and international consultants) will be responsible for conducting the evaluation in line with this ToR. This will entail, inter alia, preparing the inception report, conducting data collection, structured data documentation and analysis, presenting preliminary findings, conclusions and recommendations at debriefings and the stakeholder workshop, and preparing the first, second and final drafts of the assessment report as well as a draft Evaluation Brief.

### *Phase 1: Data collection and analysis as disaggregated by sex and by other socio-economic, cultural identities*

#### **Data collection:**

- The review team should establish a tentative schedule of its activities in consultation with UNDP C2RP Programme. The field visits and observations should normally be arranged through CXB Crisis Response Office, Cox's. The schedule may need to be further adjusted during the data collection.
- The team will collect data according to the methodology proposed by him/her and as further defined by the RRG.

#### **Data analysis:**

**The Consultants will analyse the data collected to reach preliminary assessments, conclusions and recommendations.**

- Once the data is collected, the C2RP team will review analysis.
- The Consultant will develop data displays to illustrate key findings;
- The outcome of the data analysis will be preliminary assessments for each review criterion/question, general conclusions, and strategic and operational recommendations;
- Once the preliminary assessments, conclusions and recommendations are thus formulated, the consultant will debrief UNDP and relevant government authorities as well as local government institutions to obtain feedback so as to avoid factual inaccuracies and gross misinterpretation.

### *Phase 2: Feedback workshop*

A validation workshop will be organized by the team at the end of the data collection and analysis phase to present preliminary findings, assessments, conclusions and, possibly, emerging recommendations to the UNDP and other key stakeholders, and to obtain their feedback to be incorporated in the early drafts of the report. The Stabilisation of Community Cohesion Programme will provide financial support and technical assistance to the team in organizing the workshop.

### *Phase 3: Drafting and reviews*

**First draft and the quality assurance** – The Team Leader will submit a complete draft of the report to UNDP within two days after the feedback/validation workshop (but no later than 24 working days from signing of the contract). UNDP will accept the report as a first draft when it will be in compliance with the Terms of Reference and satisfies basic quality standards.

**Final draft and the verification and stakeholder comments** – The first draft will be revised by the Team Leader to incorporate the feedback from the external review process. Once satisfactory revisions to the draft are made, it becomes the second draft. The second draft will be shared with German Embassy and UNDP CXB Crisis Office for factual verification and identification of any errors of omission and/or interpretation. The Team Leader will revise the second draft accordingly, preparing an audit trail that indicates changes that are made to the draft, and submit it as the Final Draft. UNDP may request further revisions if it considers as necessary.

#### Team Combination and Supervision:

**The team will constitute with two members. One is Team Leader (IC- International) and another one is National Specialist (IC-National):**

- One Team Leader (IC-International), with overall responsibility of providing guidance and leadership for conducting the assessment, and for preparing and revising draft and final report. The Team Leader will be an international professional with significant experience across a broad range of development issues. It is estimated that workload of the Team Leader will be 30 working days and the task under the assignment will have to be done in line with below mentioned Section – Time frame of the assignment.
- One National Specialist (IC-National), who will support the Team Leader and provide the expertise in specific subject areas of the evaluation and will be responsible for data collection through qualitative and quantitative method, data analysis and interpretation, and drafting relevant parts of the report with the guidance of Team Leader.
- The Specialist will be contracted to cover the following areas: evaluation expert, human rights and governance expert, Local justice and cross-cutting issues. It is estimated that workload of the team specialist will be 30 working days and the task under the assignment will have to be done in line with below mentioned Section – Time frame of the assignment.
- The UNDP will nominate one person from the programme as contract administrator of the contract, who will be responsible for the coordination of activities under this contract. Contract Administrator will be responsible for certifying that the work, tasks, assignment have been satisfactorily and also for receiving and approving invoices for payment etc.

#### **Institutional Arrangement:**

The evaluation team will consult and provide regular updates to the Programme Coordinator of CXB Crisis Response Office, UNDP. In addition, overall supervision and guidance will be provided by the Head of CXB Crisis Response Office, UNDP.

#### **Inputs (UNDP):**

The client (Stabilisation of Community Cohesion-C2RP/UNDP) is only responsible to provide working/office space, transport facilities for field visit and limited logistic supports for report writing, and venue facilities for meeting and workshop (as needed). No ICT equipment and computer support will be provided for this assignment to the consultant.

#### **Time frame of the assignment:**

This assignment can be for maximum of 30 working days over a period of 60 days from signing of the contract. Tentatively-

- 04 days for literature review and submission of inception report-Home based work (for international consultant, it includes travel days from his/her home country to UNDP CXB Crisis Response Office, Cox's Bazar, Bangladesh);
- 04 days for consultation with stakeholders- residing in Bangladesh;
- 10 days for field mission- residing in Bangladesh;
- 04 days for preparing debriefing note and preliminary findings on field findings and share with stakeholders in validation workshop- residing in Bangladesh
- 08 days for Final report preparation and submission-home based work (for international consultant, it is including travel days from Bangladesh to his home country)

**Duty Station:**

- **Home based work:** 10 days (preparation of inception reports and final report residing his/her home country) for international consultant, it includes travel to and from
- **Bangladesh:** 20 days (for consultation with stakeholders, field visit, preparing preliminary findings and debriefing note on field findings and share with stakeholders in validation workshop residing in Bangladesh).

## REQUIRED SKILLS AND EXPERIENCE

**Academic Qualifications:**

Minimum master's degree in law/ Social Science/ Public Policy/ Public Administration/ Sociology/ International Relations or any other relevant discipline. Advance degree in Crisis and Conflict Management will be given preference.

**Experiences:**

- At least 10 years of experience in governance, justice, community cohesion, crisis mitigation, refugee crisis and human rights and have practical experience in formulating and evaluating governance and human rights related works specially in local justice/community cohesion/rule of law.
- Proven capacity of writing evaluation report including data collection using qualitative methods and data analysis; (two samples of previous evaluations are required)
- Experience or knowledge of local justice, and broadly human rights and governance, and refugee crisis. Knowledge on the current context of Cox's Bazar, Community Cohesion in Bangladesh and regional countries will be an added advantage;
- Previous experience of minimum two evaluations especially in the field of local justice, impact of refugee influx, emergency crisis mitigation and human rights;
- Publication on / Crisis of Refugee Influx/ Community Conflict and Social Cohesion/Access to justice/Human Rights will be considered as an asset;
- Training on law and justice, governance, Refugee Crisis, Social Cohesion, Management paralegals and conflict resolution and applied research will be an added value.



#### Competencies:

- Good understanding of contemporary thinking on development practices, governance, justice and human rights issues;
- Good understanding of local justice, and broadly human rights and governance in Bangladesh and regional countries is essential;
- Ability to plan, organize, implement and report on work Demonstrate Team Management Skill
- Excellent presentation and facilitation skills.
- Demonstrated review team management skills

#### Language requirements:

- Fluency in written and spoken English;
- Knowledge of Bangladeshi would be an asset.

#### Financial Proposal and Payment schedule:

The consultants would be required to submit a financial proposal. The proposal should consist of a lump sum figure for the whole assignment, which will include the daily consultant's fee, travel expenses to and from his/her residence/country to UNDP office at CXB. Payment will be made to the consultant based on the payment schedule and full submission of the deliverables, upon its verification and approval by the contract administrator.

Payment will be made as per following schedule:

<b>Installment</b>	<b>Milestone/Deliverables</b>	<b>Days Worked</b>	<b>Payment %</b>
1 <sup>st</sup>	Submission of Inception Report including detailed action plan	Within 05 working days from signing of the contract	30% of total fee
2 <sup>nd</sup>	Submission of the first draft of the report	Within 20 days from the signing of the contract	50%
3 <sup>rd</sup>	Submission of hard copies and electronic copy of final report and getting approval from contract administrator	Within 30 working days from the signing of the contract	20% of total fee

**Travel:**

All envisaged travel cost must be included in the financial proposal. This includes all travel to join at duty station/repatriation travel. In general, UNDP should not accept travel costs exceeding those of an economy class ticket. If the IC wish to travel on a higher class, s/he should do so using their own resource.

In the case of unforeseeable travel, payment of travel costs including tickets, lodging, and terminal expenses should be agreed upon, between the respective business unit and IC, prior to travel and will be reimbursed.

**Evaluation Method and Criteria:**

The individual consultant will be evaluated based on the following methodologies:

**Cumulative analysis:**

A two-stage Cumulative Analysis procedure will be followed in evaluating the Individual Consultant. Evaluation of the technical proposal will be completed prior to any price proposal being opened and compared during desk review. The price proposal of the applicant will be asked and opened only for the consultant that passed the minimum technical score of 70% of the obtainable score of 70 points in the technical evaluation.

The financial proposal should be submitted following the UNDP guidelines and formats. UNDP's Procurement reserves the right to accept or reject any proposal.

At first stage the technical evaluation will be done based on following criteria:

Sl no	Criteria	Weight	Points
A.	Technical	70%	70
	Education of the consultant		5
1.	Experience in governance, justice, community cohesion, crisis mitigation, refugee crisis and human rights and have practical experience in formulating and evaluating governance and human rights related works specially in local justice/community cohesion/rule of law. Including evaluations especially in the field of local justice, impact of refugee influx, emergency crisis mitigation and human rights.		15
2	Proposed methodology and approach in responding to the Terms of Reference		15
3.	Data analysis and report writing		10

4.	Practical experience or knowledge in Refugee Crisis, Community Conflict, justice system, governance, human rights related issues and cross cutting issues in south Asia with special focus in Bangladesh.		10
5.	Training on law and justice, governance, Refugee Crisis, Social Cohesion, Management paralegals and conflict resolution and applied research.		05
6	Previous experience of minimum two evaluations especially in the field of local justice, impact of refugee influx, emergency crisis mitigation and human rights		05
7	Publication on / Crisis of Refugee Influx/ Community Conflict and Social Cohesion/Access to justice/Human Rights		05
	Total		70

In the second stage, the price proposal of all qualified consultant, who have attained minimum 70% score in the technical evaluation, will be compared. The contract will be awarded to the consultant offering the “best value for money” based on the cumulative method.

In this methodology, Technical Criteria weight is 70 and Financial Criteria weight is 30. Accordingly, the maximum number of points assigned to the financial proposal is allocated to the lowest price proposal. All other price proposals receive points in inverse proportion. A formula is as follows:

$$p = y (\mu/z)$$

Where:

p = points for the financial proposal being evaluated

y = maximum number of points for the financial proposal  $\mu$  = price of the lowest priced proposal

z = price of the proposal being evaluated.

**Document required:**

Interested individual consultant should submit the following documents/information:

A technical proposal (i) explaining their understanding of the work and (ii) provide a brief methodology on how they will conduct the work (500 words max);

A financial proposal (including fees, international travel costs if applicable and per diems);

Curriculum Vitae indicating relevant experience in similar field and at least 3 references.

***Incomplete proposals will not be considered for evaluation.***

**BACKGROUND DOCUMENTS:**

The following documents will be provided to the consultant by UNDP/AVCB Project in order to perform the contract.

Core contextual documents

- Local Government (UP) Act 2009 (Revised 2013)

Core programme documents

- ProDoc and other planning documents
- Other study reports

- M & E Plan and Training Manuals
- Half Yearly Progress Reports
- All event reports
- Approved AWP
- Other knowledge products if any produced under the programme intervention

Prepared by:

Md. Masud Karim  
Project Manager, C2RP  
CXB Crisis Response Office  
Cox's bazar

**UNDP BANGLADESH – PROJECT EVALUATION OF SUPPORT TO  
COMMUNITY STABILIZATION AND RESILIENCE PROGRAMME**

**A FINAL EVALUATION  
INCEPTION REPORT**

**SERENA ROSSIGNOLI  
January 10th, 2020**

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## 1. Introduction

Over the period of a few months from August 2017, Bangladesh's Cox's Bazar District was the recipient of one of the largest forced population movements in recent decades as ethnic Rohingya from Myanmar fled violent state oppression. The refugee camps located in Teknaf and Ukhiya Upazila within the district rapidly became the fifth largest urban area in Bangladesh and now contain approximately one million people. This means that while Rohingya make up about 20% of the district's population in Teknaf and Ukhiya, the Rohingya population is over double that of the host population. The rapid and unplanned nature of their arrival has inevitably resulted in significant environmental and economic impacts on the wider community, as social forest, ground water and other resources were taken by the unplanned camps that emerged.

These stresses would have challenged the wealthiest communities in the country, or even the world. Cox's Bazar, however, was already one of the poorest and politically marginalised communities within Bangladesh prior to the crisis. A long way from Dhaka, there are significant center-periphery tensions between the district and the capitol, caused in part by the district's traditional support for the opposition Bangladesh National Party and its ally, the Islamicist political party Jamaat. A largely rural society has also had to address the challenges of extreme and rapid urbanization and the competition for services, anti-social behavior and resource stresses that this brings. The local population has seen significant aid provided to people who were frequently little worse off than themselves. The host population has also had to tolerate impacts of the crisis, such as the significant increase in road usage by the Rohingya response with little consultation or perceived benefit to itself.

The already challenging situation in the district is further complicated by it being the key entry point into Bangladesh for the illegal narcotic methamphetamine (known locally as yaba). Hundreds of thousands of yaba pills are smuggled into Teknaf and Ukhiya each week across the Naf River from Myanmar. This has resulted in major drug cartels within the district and the inevitably destabilizing impact that their presence brings, including violence and corruption.

While initially very sympathetic to the plight of the Rohingya, the local community has become increasingly hostile. Host community structures and property are in close proximity to the camps. This has generated disputes between the two groups. These factors have inevitably resulted in the emergence of a number of increasingly active local protest groups, known collectively as the Localisation Movement. While the Localisation Movement was initially a coalition of local NGOs seeking greater involvement in the Rohingya response, it has become a banner to include a number of other politically led local groups. These groups have been campaigning for access to jobs and the resources linked to the response, as well as calling for greater restrictions to be placed on the Rohingya, including freedom of movement outside the camps for security reasons. At times during 2019, these activities and protests have turned violent.

The growth of such social tensions and conflict between the host community and the Rohingya can only be expected to continue unless steps are taken to mitigate them as soon as possible. The district of 2.3 mln population now hosts over 900,000 Rohingya refugees, of which around 745,000 arrived after August 2017. Representatives from host communities confirm growing feelings of insecurity.

Fears stem from recent increases in crime, security incidents and negative perceptions of Rohingya. In addition, the influx has put an immense strain on social and productive infrastructures and services in the region, and host communities feel deprived of basic services.

Three pillars (outcomes) address the impact on social cohesion:

1. Community security and policing – working with Community Policing Forums and Police
2. Access to justice – working with Mediation Forums and Legal Aid Committees
3. Improved local planning and service delivery – working with Union Parishads (local government) and Youth Community Groups

C2RP programme is funded by several sources, but the Government of Germany and UNDP are the key donors, funding 52% and 42% respectively. The total contribution from the German Government amounts to 1,093,130 Euros, allocated to the “Support to Community Stabilization and Resilience Programme.” The programme is an integral component of the umbrella C2RP; it is implemented within the C2RP framework and it substantially contributes to all three outcomes of the C2RP. The “Support to Community Stabilization and Resilience Programme” contributes to the “Community Security and Policing” outcome of C2RP through support to Gender-Responsive policing and community outreach, support to GBV referral system and Women & Children’s Desks at police stations, and investment in the essential Police Infrastructure.

It contributes to the “Access to Justice” outcome of C2RP through provision of training and mentoring to the local mediators.

The contribution to the third C2RP outcome on “Improved local planning and service delivery” includes the participatory planning and development of the six union plans, community monitoring, and a small fund for implementation of the most urgent community projects from these plans.

#### **Support to Community Stabilisation and Resilience Programme Location:**

Programme implementation is in the six most affected Union Parishads. These Parishads were selected based on intensity of the impact, as measured by crime rates, violence against women, and the ratio of refugees to host community.

The host community population was estimated based on the 2011 Census figures, assuming 2.5% annual population growth up to 2018 and compared to the numbers of refugees as of August 2018. The ratio of refugees to host community varies in different unions of Ukhia and Teknaf. In the Palongkhali union, it is more than 18, around 2.5 in the Nhillia union, and then followed by the Whykong, Baharchara and Rajapalong unions with 0.6, 0.4 and 0.25 respectively.

Analysis of UNDSS statistics for 2018 and the first 5 months of 2019 show that majority of the violent crimes happen in the Ukhia and Teknaf upazillas (out of 8 upazillas in Cox’s Bazar). Nearly 50% of murder cases in Cox’s Bazar are reported in the two upazillas, and the incidence of gunfight is around 300% when compared to the rest of Cox’s Bazar. Trend analysis shows that there is a moderate increase in the incidence of murder in Ukhia, while in Teknaf the trend remains constant.

The evaluation is undertaken as part of the UNDP Bangladesh Programme management requirements to assess the UNDP contribution towards outcome and outputs achievements and role played across different projects and partnerships. The evaluation is expected to provide feedback to improve the UNDP programming, policy and strategy. As a complement to the



project monitoring activities, the outcome evaluation is expected to further provide evidence for accountability of Programme and resources invested, guide performance improvement of partnership strategies, impediments to outcome achievements, and lessons for the next programming cycle. The following three pillars were addressed within the C2RP Programme:

1. Community security and policing – working with Community Policing Forums and Police;
2. Access to justice – working with Mediation Forums and Legal Aid Committees;
3. Improved local planning and service delivery – working with Union Parishads (local government) and Youth Community Groups.

The evaluation has four main purposes, namely:

- The extent to which the planned and related objectives, outcomes and results of the Programme have been or are being achieved;
- The relevance, efficiency and effectiveness of the programme in achieving its objectives, outcomes and results; and
- Assess the factors affecting the outcome and its sustainability, including contributing factors and constraints
- Assess UNDP’s strategy used in making contribution to the outcome, including on the use of partnerships implementation and programming arrangements.

The evaluation will cover the strategies and activities set out by UNDP in the framework of the C2RP Programme, implemented from September 2018 to January 2020.

The first deliverable of the Evaluation is the Inception Report aiming at describing the conceptual framework of the evaluation process. As required in the Term of Reference, the inception report contains: (i) evaluation methodology and (ii) detailed action plan of the entire mission.

## 2. Methodological framework

### 2.1. Design/Components of Evaluation

The purpose of an evaluation is to make an ‘assessment, as systematic and objective as possible, of an ongoing or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfilment of objectives, developmental efficiency, effectiveness, impact and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learned into the decision-making process of both recipients and donors’<sup>21</sup>.

The evaluation of UNDP Bangladesh C2RP Programme will be consistent with the UNDP’s Handbook on Planning, Monitoring and Evaluating for Development Results as well as in the UNEG and The Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) norms: relevance, effectiveness, efficiency and sustainability. The definitions of these criteria have been amended by the UNDP PMU, they are spelled out in the Evaluation Terms of Reference (ToR) and they will be included in the Evaluation framework as follows:

<b>Relevance</b>
<i>The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.</i>

<sup>21</sup> OECD/DAC (1998), Review of the DAC Principles for Evaluation of Development Assistance, p.114.

<b>Effectiveness</b>
<i>A measure of the extent to which an aid activity attains its objectives.</i>
<b>Efficiency</b>
<i>Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.</i>
<b>Impact</b>
<i>The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.</i>
<b>Sustainability</b>
<i>Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.</i>

## 2.2. Evaluation Process and Structure

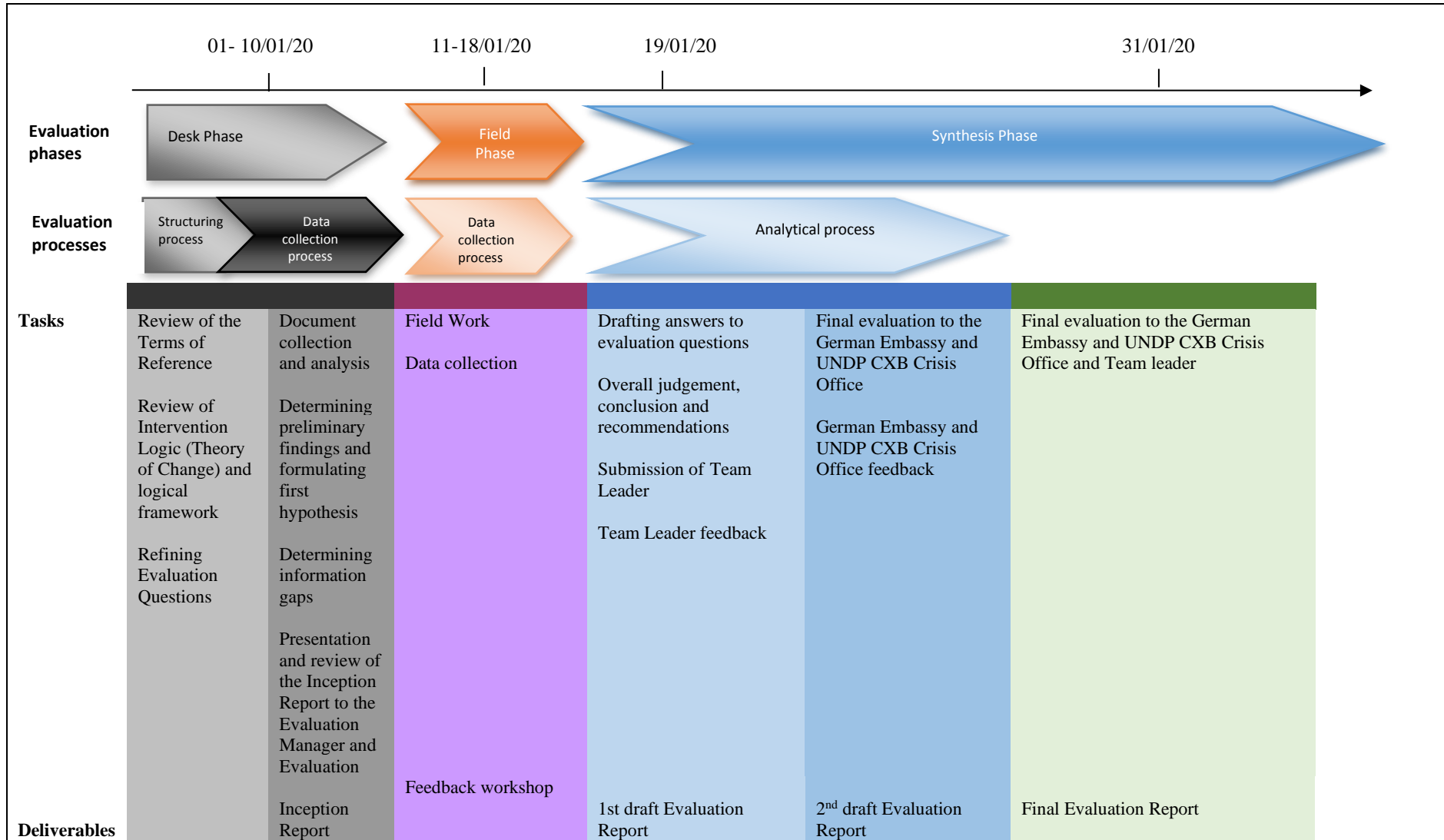
The evaluation adopts a methodology consistent with the Term of Reference and it is structured around the three main phases: Desk, Field and Synthesis. Within these phases the Evaluation identified three key processes that will guide the whole evaluation.

These are:

- structuring process - defining the framework for the evaluation (desk phase);
- data collection process (desk and field phase);
- analytical process (synthesis phase).

Figure 1 provides an overview of the evaluation phases, specifying activities to be carried out and the deliverables that will be produced.

Figure 1 Evaluation Phases and Processes



## 2.2. Structuring Process

As a first step of the evaluation process, it is essential to provide an overview of the Programme objectives and results and to define a clear reference framework. This includes the following activities:

- a **revision of the intervention logic** outlining the objectives, impacts and the intended results pursued by UNDP Bangladesh C2RP. The intervention logic is a corner stone of the methodology. It represents the norm against which the present situation should be evaluated;
- drafting **the Evaluation Questions** to better focus the scope of the evaluation and provide more concrete content to the evaluation criteria;
- a **consolidation of the proposed set of indicators**;
- identification of sources and means of verification;
- the elaboration of the **inception report** containing: (i) schedule of field work (proposal of meetings and interviews), (ii) a complete evaluation matrix with refined evaluation questions, indicators, targets, baselines, and (iii) a rating scale to assess the evaluation criteria.
- Discussion and approval of the inception report with/by the UNDP country office.

### 2.2.1. Indicators for measurement of outcomes and impacts

Indicators development is a core activity in building an evaluation design matrix. It drives all subsequent data collection, analysis, and reporting. The Evaluation proposes a set of indicators in line with the **CREAM rule**:

- Clear (precise and unambiguous);
- Relevant (appropriate to the subject at hand);
- Economic (available at reasonable cost);
- Adequate (able to provide sufficient basis to assess performance);
- Monitorable (amenable to independent validation).

By considering the final nature of the evaluation service, the Evaluation will use, as much as possible, already **available indicators** from Programme documents, Monitoring reports, technical reviews, projects evaluations, and other sources. Some of the already existing indicators may need to be adapted or integrated with others ones in order to meet the mid-term evaluation needs. However, by using already existing indicators, the Evaluation will be able to assess progresses of the UNDP Programme toward specific targets over time.

Outcomes and impacts in international development are complex and take place only over the long term. Measuring performance against these targets has to involve both **direct and proxy indicators**, as well as the use of both **qualitative and quantitative data**.

- **Direct indicators** correspond precisely to results at any performance level.
- **Indirect or 'proxy' indicators** are used to demonstrate the change or results where direct measures are difficult to be assessed. Some impacts can be difficult to be measured and to be attributed as a direct consequence of the intervention. It is often necessary to select indirect or proxy indicators that may be easier for evaluators to measure and can be more likely to be linked with the Programme.

- **Qualitative indicators** can be defined as people's judgements and perceptions about a subject. For example: participants who are satisfied with their participation is a qualitative indicator.
- **Quantitative measures**, e.g. a percentage or share, rate (e.g. Poverty Gap Ratio), or ratio (e.g. consumed food), will be widely used in order to make the analysis more robust and integrate descriptive analysis of case studies.

### ▪ 2.3. Data Collection Process

The methodological framework defined during the structuring process will provide the basis for data collection that will spread over two phases: desk and field phases.

During the **Desk Phase** the Evaluation will:

- collect and carry out a review of relevant Programme documents;
- preliminary discuss with UNDP staff in Bangladesh;
- carry out a first check of the methodological approach proposed in the structuring process and, if necessary and appropriate, it will introduce some changes to improve the overall coherence;
- prepare the field mission by identifying information gaps (information requiring confirmation, filling out and/or cross checking and information to be collected exclusively in the field);
- arrange data collection instruments, such as surveys, questionnaires, structured and semi-structured interviews;
- elaborate preliminary hypotheses to be tested during the field visits.

The **Field Phase** is structured to complete and cross check information through collection of additional documents, face-to-face structured and semi-structured interviews, focus groups with beneficiaries and stakeholders and through direct observation. **One field mission** will be organised. The field phase will be completed with the realisation of interviews with key informants (partners and stakeholder) such as the UPLAC, District Legal Aid Officer at CXB judge court, Mediation Forum, Union Parishad Chairman and Secretary, Upazilla, Community Policing Forum, Women centres, Women's and Children's Desks.

#### 2.3.1. Proposed Methodologies for Data Gathering

The evaluation of complex programmes such as the UNDP Bangladesh C2RP Programme requires both qualitative and quantitative analytical tools in order to provide a systematic analysis and a general assessment of the initiative. The data collection will be carried out through a multi-tool approach in order to guarantee triangulation of information and a comprehensive coverage of the Programme.

The type of data collection proposed by the Evaluation combines **structured and semi-structured data collection approaches**. The **structured approach**, mainly realised through surveys, will guarantee that all data will be collected in the same way. This approach will ensure comparison of findings in order to draw conclusions about what is working. The **semi-structured data collection approach** will be based on a predetermined set of broad questions, but the order of presenting them will depend on circumstances and main characteristics of the interviewees. This method mainly supports qualitative analysis and it is essential to solicit interviewees in expressing their own view of Programme processes and outcomes.

Additionally, the Evaluation proposes to use a set of data collection tools in order to answer to the different questions addressed by the final evaluation, but also to provide multiple sources of data in response to a single evaluation question. In order to increase accuracy and strengthening findings, the Evaluation will collect the same information using different methods by using a **triangulation of methods**. The **triangulation of sources** will consist on the collection of the same information from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups, surveys and site visits. All these

elements will increase the accuracy of the data and, consequently, of the whole evaluation by decreasing bias.

The following tools will be used:

- **Documentary study:** the Evaluation will collect relevant documents such as country context and situation documents, Local Government (UP) Act 2009 (Revised 2013), Core programme documents, ProDoc and other planning documents, Half Yearly Progress Reports, Approved AWP. Collection of documents will start during the structuring phase and will continue until the synthesis phase.
- **Interviews:** a mix of structured and semi-structured interviews will be conducted with UNDP senior management and programme staff before, during and after field missions. In addition, during field mission in-person interviews will be conducted with key stakeholders and partners, such UPLAC, District Legal Aid Officer at CXB judge court, Mediation Forum, Union Parishad Chairman and Secretary, Upazilla, Community Policing Forum, Women centres, Women's and Children's Desks;
- **Focus groups:** they will be organised to assess perceptions and level of satisfaction of main stakeholders regarding activities implemented within the Programme. Great attention will be paid to the selection of participants and to the definitions of the guiding questions. In particular focus groups will be organised with Community Policing Forum and trained police staff.



## 2.4. Analytical Process

The third phase, the **synthesis phase**, consists on the analysis of the information collected in order to provide evidence-based answers to the Evaluation Questions, sound conclusions and useful recommendations.

This phase will be structured as follows:

- informing the indicators matrix, cross-checking, comparing and confirming the information gathered from different sources;
- identifying the limits of the analysis: data quality and unavoidable gaps;
- answering the Evaluation Questions;
- identifying and drafting conclusions and recommendations;
- drafting lessons learned;
- drafting the first version of the evaluation report;
- consolidating the final version of the report after receiving feedback from the Evaluation Manager, Evaluation Advisory Committee.

The final evaluation report will be presented in no more than 30/40 pages in English and will be organised around the main following sections: (i) Title; (ii) Table of contents, (iii) Acronyms and abbreviations, (iv) Executive Summary, (v) Introduction, (vi) Background and context, (vii) Evaluation scope and objectives, (viii) Evaluation approach and methods, (ix) Data analysis, (x) Findings and conclusions, (xi) Lessons learned, (xii) Recommendations, (xiii) Annexes.

Recommendations will identify specific suggestions to the problems identified by the evaluation exercise, while lessons learned will recommend developing pricing policies for future interventions.

### 2.4.1. Analysis of collected data

In order to accomplish its mandate, the Evaluation will address different kind of questions: descriptive, normative and cause and effect. In order to answer to different questions, the evaluation has to select the appropriate design for each of them.

By considering the nature of the Programme and the difficulty to apply a genuine randomisation design, the Evaluation proposes to use a mix of **quasi experimental** and **nonexperimental** design.

Among quasi experimental methodologies, the Evaluation will use the following:

- The first method that will be used by the Evaluation is '**before-and-after design**', comparing key measures after the intervention with measures taken before the intervention. This method will be used particularly for measuring change by addressing questions on effectiveness. As an example, this method will be used to answer the question 'What evidence is there that UNDP support has contributed towards an improvement in reach stability and social cohesion in the perception of people in favor of inclusion and tolerance national government capacity, including institutional strengthening?'
- The Evaluation will adopt also a '**longitudinal design**'. The purpose of the longitudinal design is to see how things changes over time. The presence of periodic monitoring reports and projects evaluations allow the Evaluation to adopt this technique. The purpose of this method is to see how things changed over time. The longitudinal design will be used to

assess effectiveness. For example, this method will be used to answer the question ‘Has UNDP been effective in enhancing community security and policing?’;

For what it concerns nonexperimental designs, the Evaluation proposes to adopt:

- **‘Simple cross-sectional design’**, showing a snapshot at one point of time. This kind of analysis will be useful in disaggregating data among subgroups based on key characteristics, such as income, geography, level of involvement in the Programme, etc.
- **‘One-shot design’**, looking at the intervention at a single point of time. It will be used for assessing efficiency, relevance and sustainability questions. For example, in investigating the question ‘What is the likelihood that programme interventions are sustainable?’, the Evaluation will assess the presence of sufficient financial and human resources budgeted to continuing their work.
- **‘Case studies’**, this method will allow the Evaluation to gain in-depth understanding of the Programme processes and to explain why results occurred. Case study analysis is particularly useful for describing what the implementation of the intervention looked like on the ground and why things happened the way they did. This method will be widely used during field missions. It relates to efficiency, relevance and sustainability questions.

The evaluation will be conducted along the Programme results chain, with emphasis on tracking the implementation of programme activities and the delivery of the planned Outcome. Progress will be assessed against the associated targets, as defined by the Programme logical framework, and the measurement of Programme progresses will be a rating scale adopting a scorecard approach according to the following categories: **“Achieved”**; **“On track”**; **“Significantly off-track”**. This rating scale will be justified by the data collected on Programme delivery progress.

Hereby a **first proposal of analytical methods** developed for each evaluation question indicated in the Term of Reference (see Table 01 – Evaluation Matrix).

Tab. 01 Evaluation Matrix

EVALUATION MATRIX						
Relevant evaluation criteria	Key Questions	Specific Sub-Questions	Data Sources	Data collection Methods/Tools	Indicators/ Success Standard	Methods for Data Analysis
Relevance	1. Is the Programme relevant?	1.1. To what extent is UNDP's C2RP a reflection of strategic considerations, including the development context in Bangladesh?	Local Government (UP) Act 2009 (Revised 2013) UNDP C2RP programme	Desk Review Interviews	1.1.1. Degree of correspondence between local development strategies and UNDP C2RP 1.1.3. Perception of relevant stakeholders	Nonexperimental design – one shot design Nonexperimental design – case studies analysis
		1.2. To what extent has UNDP's selected method of delivery been appropriate to the development context?	Available monitoring reports Key Stakeholders	Desk Review Interviews	1.2.1. Perception of relevant stakeholders 1.2.2. Degree of appropriateness of the applied method to deliver programme activities	Nonexperimental design – one shot design
Effectiveness	2. To what extent have the objectives of the Programme been achieved?	2.1. What evidence is there that UNDP support has contributed towards an improvement in Social Cohesion through community security and policing, access to justice and improved local planning and service delivery?	Programme Evaluation Documents Annual Progress Report Key Stakeholders	Desk Review Interviews	2.1.1. Peaceful changes in the perception of people in favour of inclusion and tolerance	Nonexperimental design – one shot design

		2.2. Has UNDP been effective in enhancing community security and policing in Cox's Bazar?	Programme Monitoring Documents Annual Progress Report Key stakeholders	Desk Review Interviews	2.2.1 Degree of effectiveness of UNDP in enhancing community security and policing in Cox's Bazar	Nonexperimental design – one shot design
		2.3 Has UNDP been effective in enhancing access to justice in Cox's Bazar?	Programme Monitoring Documents Annual Progress Report Key stakeholders	Desk Review Interviews	2.3.1 Degree of effectiveness of UNDP in enhancing community security and policing in Cox's Bazar	Nonexperimental design – one shot design
		2.4 Has UNDP been effective in enhancing local planning and service delivery in Cox's Bazar?	Programme Monitoring Documents Annual Progress Report Key stakeholders	Desk Review Interviews	2.4.1 Degree of effectiveness of UNDP in enhancing community security and policing in Cox's Bazar	Nonexperimental design – one shot design
		2.5 Has UNDP worked effectively with other UN Agencies and other international and national delivery partners to deliver C2RP Programme?	Programmes Document Partnership Agreements Programme Evaluation Documents Annual Progress Report Key stakeholders	Desk Review Interviews	2.5.1. Degree of ability of UNDP to partner effectively with other UN Agencies and other international and national partners	Nonexperimental design – one shot design
Efficiency	3. To What extent did the Programme use resources efficiently?	3.1. Has UNDP's strategy and execution in C2RP Programme been efficient and cost effective?	Programme Evaluation Documents Annual Progress Report UNDP staff	Desk Review Interviews	3.1.1. Degree of correspondence between Initial and final budget 3.2.2 Degree of correspondence between initial and final timing	Quasi experimental design – <b>before and after design</b>  Nonexperimental design – one shot design
Sustainability	Is the Programme sustainable?	4.1. What is the likelihood that C2RP interventions are sustainable?	Programme Evaluation Documents Annual Progress Report Key stakeholders	Desk Review Interviews	4.1.1 Economic resources budgeted for ensuring sustainability of the intervention after the Programme conclusion 4.1.2 Presence of appropriate human and structural resources for	Quasi experimental design – <b>before and after design</b>  Nonexperimental design – one shot design

					guaranteeing that Programme interventions continue 4.1.3 Number of Programme interventions that have been institutionalised	
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## 2.5. Independence of the Evaluation Consultant

At each stage of the evaluation process, the Evaluation Consultant will assure that the evaluation exercise will be free from conflict of interest that can affect the impartiality and independence of the entire work.

The evaluation will be carry out in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluation' and sign the Ethical Code of Conduct for UNDP Evaluations. In particular, evaluator must be free and clear of perceived conflicts of interest.

Furthermore, the Evaluation Consultant will ensure that evaluation is conducted in an objective, impartial, open and participatory way, based on empirically demonstrated evidence that is valid and reliable, with results being made available.

## 2.6. Short bio of the Evaluation Consultant

**Serena Rossignoli** (13 years of experience) is a monitoring and evaluation expert. She holds a PhD in Evaluation and she obtained a master degree in Development at the London School of Economics. She has been working in the field of development cooperation since 2003. She was engaged in the evaluations for several international organisations and UN agencies, such the World Bank, UNDP, FAO, UNESCO, and UNOPS. She conducted several ex-ante, final, mid-term and ex-post evaluations for different contractors and donors and across various areas (such as democracy and good governance, decentralisation, agriculture, and education). She participated in various evaluation field missions in the following countries: South Africa, Tanzania, Mali, Senegal, Nicaragua, Brazil, Peru, Macedonia and Lebanon. She designed monitoring and evaluation frameworks referring to the OECD-DAC criteria and principles, and by using different techniques and methodologies: result-based M&E, Theory of Change, indicators approach, counterfactual evaluation, differences in differences and regression analysis, ROM, monitoring for impact. She speaks English, Spanish, French and Russian.

### 3. Workplan

#### **DESK PHASE. 10 Days**

- Determining preliminary findings and formulating first hypothesis
- Determining information gaps
- Preparing field visit
- Reconstruction of Intervention Logic
- Refining Evaluation Questions and indicators
- Quantification of targets
- Preparation of Inception Report: evaluation design and methods, detailed evaluation schedule
- Presentation and Review of Inception Report

#### **FIELD PHASE. 6 Days**

- Data gathering from key stakeholders, partners and beneficiaries, will include one or a combination of the following tools: (i) in-person interviews and (ii) focus groups.
- Feedback workshop.

#### **SYNTHESIS PHASE. 14 Days**

- Initial Draft of Evaluation Report
- Evaluation Debriefing.
- Stakeholder meeting and review of draft report.
- Comments from the Team Leader.
- Preparation of the first evaluation report.
- Comments from the UNDP CXB Crisis Response Office and German Embassy.
- Preparation of final report

## Annex 3 – List of Interviews and Focus Groups

### **Individual Interviews:**

1. Md. Iqbal Hossain, Additional Police Superintendent, Cox's Bazar
2. Mawlana Aziz Uddin, Chairman of Baharchara Union Parishad, Teknaf Upazilla, Cox's Bazar
3. Md.N Belal Uddin, President of Haldiya Palong Union Youth Forum, Ukhiya Upazilla, Cox's Bazar
4. Md.Sayed Hossen, Secretary of Haldiya Palong Union Youth Forum, Ukhiya Upazilla, Cox's Bazar
5. Toslima Akhter, Police Constable and in charge of Women's and Children's Desks at Rohingya Camp.
6. Md. Harun Shikder, Secretary of Howaikhong Union Mediators Forum, Teknaf Upazilla, Cox's Bazar
7. Shahidulla Kaiser, Adviser of Jaliya Palong Union CPF, Ukhiya Upazilla, Cox's Bazar
8. Md. Mansur Ali, Officer-in-charge, Ukhiya Upazilla, Cox's Bazar
9. Flora Macula, Head of Sub-Office, UN Women, Cox's Bazar

### **Focus Groups:**

1. Howaikhong Union Mediators Forum, Teknaf Upazilla, Cox's Bazar
2. Upazilla Community Policing Forum, Ukhiya, Cox's Bazar
3. Member of Police who have received Gender Responsive and Community Oriented Training, Ukhiya Police Station, Cox's Bazar



## Annex 4 – List of Consulted Documents

1. CSA UNDP VS GERMAN EMBASSY
2. CSA with German\_Amendment 1\_signed by UNDP
3. Final German Project report EP 07.07
4. Interim Progress report\_UNDP C2RP Support to CSR\_ 30.06.19\_V
5. PCA-UN Women- Request for payment
6. Progress report\_UN Women
7. UNDP Support to Community Stabilisation and Resilience Risk Analysis approved 30.08.18
8. UNDP Support to Community Stabilisation and Resilience\_ProDoc\_approved on 30.08.18
9. UNDP Support to Stabilisation and Community Resilience Timetable approved 30.08.18.xlsx
10. UNWOMEN\_Project Report, 2019
11. UNWOMEN\_Training Report -Cox Lutfur Rahman
12. UNWOMEN\_Training report\_Police on GBV and case management
13. Report of deliverables\_CM\_C2RP\2019.11.07\_LGIs Workshop\_Report\_CPF
14. Report of deliverables\_CM\_C2RP\2019.11.11\_Mediation Meeting\_Report\_Mediation
15. Report of deliverables\_CM\_C2RP\2019.11.23\_Mediation Awareness\_Report\_Mediation
16. Report of Six Mass Awareness Campaign
17. Report On play for peace & Harmony
18. Report on Six Sensitization Meeting
19. Report on 18 Orientation meeting
20. Leadership and Community Monitoring Ratna Palong
21. Leadership and Community Monitoring -Haldia Palong
22. Leadership and Community Monitoring Palong khali Union
23. Wykong Leadership Training report
24. Leadership and Community Monitoring -Hnila
25. CN\_Workshop\_CPs
26. Community policing Day 2019\_Report
27. Haldia Palong Youth Forum
28. Hnila Youth Forum
29. Palongkhali Youth Forum
30. Anti-Drug Campaign at CXB Government College Report
31. Conference with Community Policing
32. CPF Training report by Ratan dada
33. Lesson Learnt On CPF
34. Lesson learnt workshop on implementation on Community Security Plan with Teknaf CPF Report

35. Report Community policing Day 2019
36. Report on Community Policing conference
37. Report on Community Security Plan\Acion plan Bahar chora CPF
38. Report on Community Security Plan\Acion plan Haldia Palong CPF
39. Report on Community Security Plan\Acion plan Nhila CPF
40. Report on Community Security Plan\Acion plan Palong Khali CPF
41. Report on Community Security Plan\Acion plan Raja Palong CPF
42. Report on Community Security Plan\Acion plan Whykong CPF
43. Report on Community Security Plan\Report on CPF Workshop
44. Mass Awareness Conference at Baitus Sharaf\Concept note Youth Awareness Programme
45. CARU\_Homicide\_MP Final
46. CARU-Jan'20 MP final updated