



Final Seminar Paper

On

Enhancing the Effectiveness of Monitoring and Evaluation System at Bangladesh Climate Change Trust (BCCT)

Submitted to

Md. Mohosin Ali

Director (International Program)

(Deputy Secretary)

&

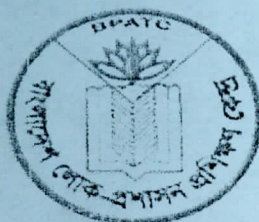
Module Director (Module-2)

Submitted by

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Roll No: 115

129th ACAD



129th Advanced Course on Administration and Development

Bangladesh Public Administration Training Centre

Savar, Dhaka



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ABBREVIATIONS AND ACRONYMS

BCCT	Bangladesh Climate Change Trust.
BCCSAP	Bangladesh Climate Change Strategy and Action Plan.
BCCTF	Bangladesh Climate Change Trust Fund.
BIDS	Bangladesh Institute of Development Studies.
BUET	Bangladesh University of Engineering and Technology.
BoT	Board of Trustees.
FGD	Focus Group Discussion.
IMED	Implementation, Monitoring and Evaluation Division.
KII	Key Informant Interview.
LG	Local Government.
LGED	Local Government and Engineering Division.
LF	Logical Framework.
M&E	Monitoring & Evaluation.
MOEFCC	Ministry of Environment, Forest and Climate Change.
MD	Managing Director
OVI	Objectively Verifiable Indicator.
PCR	Project Completion Report.
PIC	Project Implementation Committee.
PSC	Project Steering Committee.
PD	Project Director.
PIO	Project Implementation Officer.
RF	Result Framework.
R&H	Roads and Highways.
TC	Technical Committee.
TNO	Thana Nirbahi Officer.

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Abstract

The specific objectives of the study were to assess the relevance and effectiveness of the impact study and BCCT's Monitoring and evaluation procedure carried out by BIDS, to explore the gaps and lapses, to craft strategies and to recommend action plans for an effective and operational Monitoring and Evaluation system for BCCT.

The study starts with research problems and its justification and completes a literature review where research gaps are found and an analytical framework is formed. The study follows qualitative, explorative and non-reactive method and performs a detailed interpretation of data which reveals some pertinent insights and observations that later stated in the recommendation section with executable strategy and action plan. The study concludes with research deliverables and suggests some way forward in the recommendation part so as to contribute to new knowledge.

To obtain the objective, the foundation documents of climate change adaptation and mitigations were carefully examined. Apart from that, challenges and difficulties while evaluating selected 27 BCCT funded projects were also interpreted and scrutinized. Comparative study on M&E of some other countries were also examined which appeared to be relevant and effective in conceptualizing the impact study and the monitoring and evaluation procedure of BCCT. After all such analysis and interpretation, the study endeavored to explore some gaps, lapses, weaknesses of the study and came up with some suggestions and recommendation at the end.

The study revealed that BIDS was more concerned with adaptation rather than mitigation and other cross-cutting projects. The sample size appears to be too small and the data collected through KIIs and PCRs seemed not to be too much representative. The study nowhere mentions anything about digital monitoring at the forefront of technology driven society and world. The study has also revealed some useful findings and valuable insights crucial to enhancing the effectiveness monitoring and evaluation system at BCCT. It raised the issue of non-availability of baseline information, post-monitoring and maintenance arrangement, central database system etc which are very pertinent.

The study suggested that the head of BCCT should be head of expert committee and also needs to be co-opted both as member of Technical Committee and Trustee Board to raise voice on any

important concern of BCCT. There should be a fixed proportion of allocation for various thematic areas which is absent in the present system and that each and every project proposal must match the thematic area mentioned in BCCSAP, 2009. The study suggests some operational checklist for field level monitoring along with a very good proforma but these mainly relate with the adaptation projects other than mitigation and other cross-cutting projects.

In fine, the study has verified all possible corners to address the objectives of the study with in-depth analysis, valuable findings and rich insights and useful suggestions and necessary recommendations. It is expected that all these inputs would incite further new research and new knowledge for the dynamic and robust operation of BCCT.

Key Words

Monitoring, Evaluation, Enhance, Effectiveness, Relevance, Assessment, Strategy, Action-plan.

Enhancing the Effectiveness of Monitoring and Evaluation System

At

Bangladesh Climate Change Trust (BCCT)

CHAPTER ONE

INTRODUCTION

1.1 Background:

Bangladesh Climate Change Trust, a statutory body under the Ministry of Environment, Forest and Climate Change (MoEFCC) was established in 2013 with effect from October 2010 to serve as the secretariat of Bangladesh Climate Change Trust Fund (BCCTF). It is worthy to mention here that BCCTF is block budgetary allocation of the government in the form of endowment for addressing climate vulnerabilities throughout the country. BCCT is governed by a Trustee Board which is also the custodian of the BCCTF established under the Climate Change Trust Act, 2010. Apart from other roles and responsibilities assigned to BCCT, one major and important function of this organization is to finance climate related projects compatible with the thematic areas and programs as manifested in Bangladesh Climate Change Strategy and Action Plan (BCCSAP, 2009).

BCCT is functionally divided into three wings:

- i. Administration and Finance;
- ii. Planning, Development and Negotiation; and
- iii. Monitoring and Evaluation (M&E).

This seminar paper mainly addresses the third functionality of BCCT and it looks into effectiveness of Monitoring and Evaluation mechanism of BCCT and recommends further for the enhancement of effectiveness and operationalization of M&E mechanism. It is also expected that findings and recommendations will help the future administrators, officers and employees of BCCT as well as other research team or organization develop a workable, sustainable, achievable and robust M&E framework for BCCT.

1.2 Research Problems

It is assumed that the assessment carried out by BIDS is not sufficient to establish an operational M&E mechanism for BCCT. The assessment in Part 1 and guideline in Part 2 came up with some good suggestions and recommendations yet the tools and techniques, strategies and action plans prescribed for M&E mechanism appears to be partially complete, exhaustive and explored. Hence, there remains some room for modification, inclusion and innovation for the fuller coverage of the issue.

1.3 Objective of the Study

The objectives of the study are:

1. to assess the relevance and effectiveness of the impact study of BIDS and to examine and assess BCCT's Monitoring and evaluation procedure;
2. to explore the gaps and lapses, missing links and particular weaknesses of the study; and finally
3. to recommend strategies and action plans for an effective, workable and operational Monitoring and Evaluation mechanism or procedure for BCCT.

1.4 Justification of the Study

Monitoring is defined as a continuous assessment of a project or program that helps management identify strengths, weaknesses, gaps and missing links suggesting ways and means to overcome the problem and share the success of others. In other words, monitoring is the continuous assessment of the functional work against a given design.

On the other hand, evaluation is the process of periodic assessment of performance, relevance, efficiency, and impact and sustainability analysis of a project or program. It also measures and examines whether the effect and outcomes of a project or program is at satisfactory level or not.

The existing M&E mechanism of BCCT appeared not to be compatible with definition, rather lagged behind to some extent in ensuring value for money as well as transparency and accountability of the public finance. It is universally acknowledged that M&E is an essential tool

and technique to ensure value for money of the government and to bring about dynamism, efficiency and credibility in any organization and here at BCCT.

The abovementioned underpinnings induced to undertake further research on the effectiveness of the assessment of BIDS as well as the Monitoring and Evaluation procedure of BCCT.

1.5 Scope of the Study

In 2017, BIDS was asked to carry out an impact assessment and develop M&E mechanism at BCCT. Accordingly, the study captioned “Assess the Monitoring, Evaluation Procedure of BCCT and the Impact Assessment of BCCTF Projects” assessed the M&E Procedure of BCCT and impact of CCTF projects in Part 1 while crafted a guideline for M&E of Climate Change Adaptation Projects in Part 2. The study mainly is concerned with BIDS’s such assessment.

1.6 Limitations of the Study

It is worthy to mention here that this seminar paper has mainly carried out its research on BIDS’s assessment and guideline for M&E and tried to find out the gap between what was expected of BID’s study and what deliverables actually BIDS did provide to BCCT. It is worthy to note that the research work was limited to the periphery of BCCT’s M&E mechanism and BIDS’s assessment on M&E mechanism of BCCT along with the impact assessment.

1.7 Organization of the Report

The Report was prepared following a common format. Chapter One relates to background, research problem, objectives, justification, scope and limitations of the study while Chapter Two to literature review covering Study Background, Analysis of Acts and Regulations and General Impact Assessment of randomly selected 27 BCCT-funded Projects and Guideline for M& E Climate Change Adaptation Projects. Chapter Three concerns methodology, including research area, method of data collection, analysis of data sources and forms. Chapter Four was dedicated to data analysis, results and discussions along with valuable findings extracted from the content analysis and analysis of the existing statistics. Lastly, Chapter Five came up with recommendations and conclusion followed by executable strategies for an operational, workable, robust and dynamic M&E mechanism for BCCT.

CHAPTER TWO

LITERATURE REVIEW

2.1 Study Background, Analysis of Acts and Regulations and General Impact Assessment of 27 Randomly Selected BCCT funded Projects

BIDS conducted independent evaluation of 27 projects implemented by different ministries under BCCT's finance to diagnose strengths and weaknesses and to formulate effective M&E framework for BCCT.

The study also analyzed different policies, plans, laws, rules and regulations with special attention to some 'foundation documents' viz: Bangladesh Climate Change Strategy and Action Plan, 2009, Climate Change Trust Fund Policy, 2010, Bangladesh Climate Change Trust Guideline/Principles (Nitimala) 2012 and the national policy documents related to water, forest and agriculture. (BCCSAP, 2009)

BIDS has provided details of the evaluation procedure of the selected BCCT projects along with observations and major findings. The study has marked some important weaknesses such as low quality materials in some infrastructure projects, ignorance about the availability of local level expertise, documentation hurdles during project implementation, lack of training on maintenance, shortages in human resources in BCCT to monitor project activities, absence of post-project monitoring, size of the project and allotted time for completion, delay in project implementation and missing baseline information and absence of a central database of various projects of BCCT. Then the study came up with a set of recommendation based on the weaknesses detected. (Bours: January,2014)

In case of BCCT funded projects implemented by various government agencies or ministries, the following entities are entrusted with the responsibility to regularly monitor these projects:

1. Implementing Ministry or Agency which administers monitoring through Project Implementation/Steering Committee (PIC/PSC).
2. BCCT operates monitoring through bi-monthly or quarterly Co-ordination meeting with PDs and field visits from the M&E wing from time to time.

3. Local Administration performs monitoring through district Co-ordination meeting where the PDs brief the members about ongoing progress of projects. From time to time, official letters along with some instructions and guideline from BCCT authority are also served to local administration for overseeing those projects which indirectly addresses monitoring issues of BCCT.
4. The PDs of the project submit monthly and quarterly monitoring report to BCCT which is also a kind of monitoring at BCCT.
5. Ministry of Environment, Forest and Climate Change directly monitors and sometimes evaluates projects from time to time.

In the executive summary of BIDS's document, it mentions only BCCT and PDs of various projects as vital monitors but in chapter 2, there are references of three monitors such as implementing ministry which monitors through PIC and PSC, BCCT itself and Local Administration that monitors through District Coordination Meeting.

Thus, it is observed that the study of BIDS had taken into account somewhere two (2 & 3) and another where three out of the originally five entities associated with the projects' M&E and hence such omissions are definitely important drawback of the existing study.

2.2 Guideline for M&E of Climate Change Adaptation Projects

The 2nd part of BIDS's study provided some M&E mechanism for different types of projects most frequently implemented by BCCT. This part also analyzed on some good practices in other countries in implementing climate change adaptation projects. This part finally suggested some checklist for field level monitoring of different types of projects of BCCT. (naswa, 2018)

A careful scrutiny would indicate that the guideline on M&E deals mostly and mainly with adaptation projects but BCCT has more than 30% mitigation related projects, 10% cross-cutting projects while 5% research projects. Hence, the study had not shed light on other type of projects well proportionately which is undoubtedly notable deviation of this assignment accomplished by BIDS.

Apart from the assessment of M&E procedure of BCCT and IA of CCTF projects, BIDS was given the responsibility to give an exhaustive guideline on M&E mechanism of BCCT projects

but it appears that the study team had somehow executed its responsibility missing out some vital aspects. (bardach, 1976)

BIDS seemed not to be too professional in their assignment. They had lingered time in the submission of their report and prayed to BCCT for time extension twice which had some negative underpinnings as well.

The study nowhere suggested about introducing digital monitoring system at the forefront of 4th industrial revolution and the age of technological explosion. Hence, not suggesting about digital M&E was envisaged as a serious drawback of this study.

This seminar paper addressed the gaps and lapses, the deviations and omissions of the study and served as an important source of reference and valuable study for bridging up the gap between the existing and further studies to be carried out by BCCT or other organization.

CHAPTER THREE

METHODOLOGY

3. Methodology of the Study

3.1 Research Area

The research was based mainly on the documents produced by BIDS's study and therefore, the seminar paper endeavored to undergo in-depth study on the research work of BIDS and secondary sources of data were applied throughout the study. (Ministry of Environment and Forest. October, 2010. Climate Change Trust Act. Dhaka: , 2010).

3.2 Methods of Data Collection

Qualitative as well as nonreactive method was applied to conduct the study. According to Creswell (2009), the qualitative form of research “is a means for exploring and understanding the meaning of individuals or groups ascribed to a social or human problem” (Creswell, 2009, p.4). Again, in nonreactive method, data are collected from usually written documents. The method applied here mainly hinged upon content analysis, analysis of existing statistics and comparative analysis of historical records. (Sources: Handout from BPATC)

3.3 Data Analysis:

As discussed earlier, this study was explorative in nature and relevant information were collected, extracted, analyzed and searched from different sources and contents of BIDS's study documents, as well as information and data derived from other relevant ministry, various climate related policy papers and PCR of various BCCT projects as well as from international organizations' journals (General Economics Division, 2018).

The current study was conducted mainly on BIDS' research paper named, “Assess the Monitoring, Evaluation Procedure of BCCT and the Impact Assessment of CCTF projects”. The sources of information here were secondary data from project completion reports (PCRs) (of the evaluated CCTF-funded projects), annual reports of BCCT and some other sources. Since BIDS extracted primary data using mixed methods approach, combining quantitative and qualitative

methodologies e.g. household and community surveys, together with institutional analyses and participatory rapid appraisals and also assessed the impacts of the selected projects through key informant interviews (KIIs), focus group discussion (FGD), household survey (where applicable), and technical (engineering) analyses (where applicable), this paper did not collect primary data, rather it rested on the secondary sources alone and accordingly endeavored to present its analysis, interpretation, findings and recommendations based on the secondary source through content analysis and analysis of the existing statistics. (Sterrett, 2011)

CHAPTER FOUR

DATA ANALYSIS, FINDINGS, RESULTS & DISCUSSION

The study by BIDS is divided into two parts. Part I mainly covered analysis of various Acts, Rules, Policies, Processes and practices in relation to addressing climate change induced concerns, basic features and activities of Bangladesh Climate Change Trust (BCCT), general observations and major findings from the evaluation of 27 completed projects. The second part of the report discussed on the M&E framework for BCCT. (Ministry of Environment and Forest, February, 2010. Climate Change Trust Act. Dhaka: , 2010). It also suggested some monitoring criteria for the most common types of projects funded by BCCT.

In a nutshell, chapter 4 has a total of 5 parts and each part consists of data analysis and findings with live discussion on the result derived thereupon (General Economics Division:2015).

4. Analysis of Part 1: Study Background, Analysis of Acts and Regulations and General Impact Assessment of 27 BCCT funded Projects (citation)

4.1 Chapter 1 depicts the background of BCCT, objectives of the study, methodology and evaluation techniques.

Background:

BCCT is the first entity to deal with the finance mechanism on climate issues primarily with the aim to support the country towards better adaptation to the impacts of climate change. Therefore, it appears to be important to assess the effectiveness of the completed projects funded by BCCT. The underlying study was intended to assist BCCT to formulate effective monitoring framework and to diagnose strengths and weaknesses of the projects for effective implementation.

Objectives:

- critical evaluation of the results achieved by selected projects;
- identification of the weaknesses of concerned acts, rules, policies and practices;
- Key learning and formulation of an appropriate strategic work plan for monitoring and evaluation of BCCT projects.

Methodology:

27 projects, randomly selected for evaluation under this study covered all the six thematic areas with a total of 15 activities.

Evaluation Technique:

Both qualitative and quantitative methods were applied using both primary and secondary data. Secondary data emanated from PCRs (Project Completion Report), annual report of BCCT, various journal articles and reports of various international organizations while primary data were collected using mixed methods approach i.e. combining quantitative and qualitative methodologies such as household and community surveys together with institutional analyses and participatory rapid appraisal. Impacts of selected projects were assessed through key informant interviews (KIIs), focus group discussions (FGDs), household surveys and technical analyses (Engineering). Based on these evaluations, the study suggested some monitoring criteria for most common types of projects of BCCT. (General Economics Division: 2015).

Thus Chapter 1 mainly was concerned with the question of what and how BIDS was going to do the assessment. The description of background, objectives, methodology are okay but in case of evaluation technique, the study claimed to have used mixed methods approach i.e. combining quantitative and qualitative methodologies such as household and community surveys together with institutional analyses and participatory rapid appraisal but institutional analysis and participatory rapid appraisal were not found anywhere in the report. Thus, either this should be dropped or revisited with inclusion of the approach (Creswell, 2009, p.4).

4.2

Chapter 2 depicts the basic features of the Bangladesh Climate Change Trust (BCCT) starting from BCCT's history of creation, vision, objectives and functions to the discussion of the Technical Committee formed to verify the viability of the projects and then finally Trustee Board, the custodian and the highest decision making body of BCCT (Ministry of Environment and Forest, October, 2010, *Climate Change Trust Act*. Dhaka: Government of Bangladesh).

The organogram of BCCT along with the Tree diagram, details of project selection procedure with data flow chart, thematic area wise and ministry wise distribution of projects in two tabular

forms give firsthand and basic information about BCCT. From the two tables, the ranking of ministries and thematic areas in terms of fund allocation can be easily ascertained. T

he M&E part mentioned that BCCT's projects are monitored by three different entities such as implementing ministry through PIC and PSC, BCCT itself and Local Administration through District Coordination Meeting. This chapter ended with brief discussion on Accountability Mechanism stating that BCCT is accountable to Comptroller and Auditor General of Bangladesh (CAG), to the Government through reflecting its activities in the Annual Report, to the Hon'ble members of the Parliament and to the Civil Society. (Ministry of Environment and Forests: 2005)

The discussion in this chapter was really important to conceptualize the functionalities of BCCT but exhaustive description along with tables, tree diagram and dataflow diagram seemed to have made the report lengthy and exhaustive rather than concentrating on its main assignment. Moreover, the reference of three monitoring entities are not correct, rather there are 5 monitoring entities with BCCT already mentioned in 2.1 of Literature Review. Therefore, BIDS should revisit this part and omit the ambiguities on this issue.

4.3

Chapter 3 dealt with the 'Foundation Documents' for climate change mitigations and adaptations such as Bangladesh Climate Change Strategy and Action Plan 2009, Climate Change Trust Act 2010, Climate Change Trust Fund Policy 2010, Bangladesh Climate Change Trust Guidelines/Principles (Nitimala) 2012 and the national policy documents related to water, forest and agriculture. It also discussed climate change perspectives in line with Five-Year Plans. Finally, the sector-wise policies and strategies pertaining to environment, water, forest, agriculture, food and coastal management were discussed. (Ministry of Water Resources: 2001)

After reviewing the above documents, the study recommended the following few steps to overcome the challenges of the Act:

- BCCT Act should be amended by incorporating at least one person from BCCT in the Board and more than one person in the Technical Committee to raise the voice of BCCT and address the emergency concerns there.

- An expert committee headed by the MD of BCCT should be formed with members from BUET and other relevant institutions for initial scrutiny of the projects. The reports of the committee can be forwarded to Technical Committee with or without their concerns to the Board of Trustees for the next course of action.
- The 90 days period for review as per Climate Change Nitimala, 2012 should be revisited to expedite and update the overall project implementation procedure.

The introductory part of Chapter 3 claimed to have analyzed the foundation documents along with some other documents as mentioned above is not fully true. There is no analysis rather a brief description of these documents and hence no insights are found in this section. To strengthen the capacity of BCCT, necessary analysis and insights as expected from such erudite papers. (Ministry of Environment and Forest. February, 2005 *Bangladesh National Adaptation Plan*. Dhaka: , 2005).

4.4 Chapter 4 detailed the evaluation of the selected 27 BCCT projects and finally ended up with some general observations and major findings.

Evaluation:

- i. General observations made from the PCRs of the projects;
- ii. KIIs with the PDs and other responsible persons and;
- iii. FGDs with the direct beneficiaries of the project and in addition;
- iv. Technical evaluation performed by an engineer for infrastructure project and;
- v. An extensive household survey conducted to perform impact evaluation.

Approval:

The project proposals come from various sources such as from the community people, from different ministries or departments, through advertisement and directly from MOEFCC.

The study observed that some projects are not relevant with the objectives of BCCT and also cited some direct examples of such mismatches and irrelevancies (Ministry of Environment and Forest. February, 2010. *Climate Change Trust Fund Policy*. Dhaka: 2010).

It also stated that BCCT endowment fund is beyond development and non-development budget and that climate change projects are different from development project but these are often overlapped or mismatched. The study suggested that there should be several standard characteristics such as a clear log frame or theory of change to address the relevance concern properly. The study also found the unnecessary delay for approval of projects due to repeated corrections and ignorance of the steps to be followed which can be solved if BCCT provides a checklist of required supporting documents along with the form (Ministry of Environment and Forest. February, 2010. *Climate Change Trust Fund Policy*. Dhaka: Government of Bangladesh).

Challenges and Difficulties:

- a. Lack of coordination between different authorities;
- b. Low quality materials;
- c. Ignorance to the availability of local level expertise;
- d. Documentation of experience with project implementation;
- e. Lack of training on maintenance;
- f. Shortages of human resources in BCCT to monitor project activities;
- g. Absence of post-project monitoring system;
- h. Delay in project implementation;
- i. Missing Baseline Information; and
- j. Non-maintenance of a central database of projects.

In table 4.1, the challenges and difficulties are shown serially and project wise which depicts a more clear view of evaluation scenario carried out by BIDS.

In evaluation section, it was found that all matrices did not and could not reflect the true picture of the project such as step iii and v seemed to have provided the real picture for evaluation while the others could not. Development, non-development and endowment fund were discussed a lot but nowhere had the study made the concept clear. The main source of having Project Proposals is usually through different ministries and very rarely do they come from other three sources. The study suggested of a checklist to avoid delay in approval process but perhaps the study team did not know that such initiative had already been implemented from the planning wing of BCCT. The challenges and difficulties were mostly representative of the real scenario BCCT.

4.5 Chapter 5 of Part 1 concerned with Diagnostic Evaluation of the Selected BCCT projects was discussed. Here, each project had been diagnosed and elaborated in three steps such as (i) General Information derived from PCRs, (ii) Analysis based on discussion with KIIs and (iii) Analysis of Findings based on field visits either in the form of FGD or household survey.

(i) General Information based on PCRs included the following:

- Some basic data;
- The project objectives;
- Project activities and outputs; and
- Project beneficiaries.

(ii) Analysis based on discussion with KIIs included the following:

- ✓ Evaluation process based on the key Informant Interview.
- ✓ Monitoring mechanism and
- ✓ Suggestions.

(iii) Analysis of Findings based on field visits either in the form of FGD or household survey included the following:

- The Process of Initiation and Implementation;
- Discussion on Project Activities;
- Impact of the Project;
- Opinion about Project Completion Procedure;
- Opinion about the Local Level Implementation Authority/Monitoring;
- Overall Observation (Naswa, P., et. Al. (2018).

In the diagnostic evaluation, the first two steps appeared not to be too much useful as there is hardly any chance to crosscheck the information rather these are held as taken for granted. But the third step is quite representative of the real scenario. Visits and FGDs are done physically not virtually and hence they have greater chances of obtaining accuracy in data collection.

Thus Part 1 with all 5 Chapters were analyzed above with important observations and findings and later the results were discussed with necessary directives and suggestion. This part has a list of references and two Annexure appended at the end.

5. Analysis of Part 2: Guideline for M&E of Climate Change Adaptation Projects.

This part has in total three chapters starting from leading practices of M&E of some countries, to general framework for M&E and finally to way forward. Each part consists of data analysis and findings with live discussion on the result derived thereupon. These are discussed below:

5.1

Chapter 1 dealt with leading practices of different countries and lessons for Bangladesh for M&E. An analysis of project selection, M&E and the good practices of Latin America, monitoring system in Europe, Asia and African countries, M&E system in Asia, good practices in south Asia, good practices in Nepal were discussed in brief and finally the chapter ended with lessons learnt for Bangladesh (Asian Development Bank, 2014, *Nepal: The National Monitoring and Evaluation System and the SREP Investment Plan*. 1550 Metro Manila: ADB).

In conclusion, the study stated that monitoring framework should mix qualitative and quantitative methods, pilot projects and take expert judgments and group assessments and added that the monitoring should include exposure indicators, vulnerability indicators, climate change impact indicators, and response indicators and so on. Bangladesh needs to follow the good practices of South Asia and should use process based evaluation like Europe. Baseline data should be collected side by side the national level data. If these are readily available, then and only then, rigorous impact evaluation can be achieved after completion of the projects (Creswell, 2009, p.4).

The comparative analysis and the practices of some other countries are really worthy to conceptualize the lessons of good practices. The study suggested here a number of monitoring indicators stated above which may be very common in monitoring literature but for generalist it should have a brief definition with examples (Asian Development Bank: 2014). Thus some M&E terminologies should be properly defined for its efficacy and effectiveness of the generalist and practitioners.

5.2

Chapter 2 dealt with general framework for M&E of climate change adaptation projects. It discussed concepts of M&E of climate change projects and presented lessons learned from the experience of the 27 projects evaluated under BIDs. The concepts are sequenced as follows:

Tools of M & E:

Meetings, specific questionnaire, reports, interviews, case studies, audit reports, progress reports, daily logbook, open discussions, field visits, cashbook, observations, checklists etc. (Bours: May,2014)

Purpose and importance of M&E:

- ✦ Monitoring gives quick feedback;
- ✦ Monitoring looks into regular observation;
- ✦ Monitoring assesses the achievement of regular works;
- ✦ Evaluation deals with effectiveness and impact of the project;
- ✦ Evaluation provides feedback to management and policy makers;
- ✦ Evaluation also deals with the achievement of the goal and objective, adequacy of institutional management and appropriateness of the resources allocated to the project (General Economics Division, Planning Commission:2018).

An M&E Framework/plan

The M&E plan is a powerful and useful planning and management tool that helps government and concerned stakeholders learn and adapt to project implementation and achieve high quality results. Therefore, it is a tool that assists in-

1. monitoring the results of activities;
2. collecting and analyzing performance information to track progress;
3. evaluating program performance to understand why and how results have been achieved;
4. using performance information to inform decisions making and resource allocation;
5. communicating results to higher authority, top management (General Economics Division, Planning Commission: 2015).

Monitoring process and practices followed for projects evaluated under current study

Usually, under the existing system of BCCT, a project is monitored most frequently by concerned PD, high official of ministry and BCCT and through local administration such TNO, PIO and sometimes some local representative where very often the original beneficiaries are not informed. The visitors write report on their visit and likewise actions are taken accordingly but their report or observations do not reflect the opinion or participation of the beneficiaries.

Monitoring after completion of a project

There is no monitoring provision after the completion of a project. It seriously hampers the sustainability of a project. Some projects of BCCT lack in any written monitoring indicator as well. Sometimes, local people create a group for monitoring purpose but that does not exist long due to lack of interest or payment provision. Thus lack of provision for post-monitoring or maintenance was found to be a serious drawback and suggestions were crafted with some specific actions in this regard to get the coveted result.

Lessons Learned from the 27 Evaluated Projects under the Current Study

This section is the summary of the recommendations that came from the stakeholders of the projects while evaluating the selected projects under the current study:

- ❖ Fund release to be made easy, less time consuming and less complex;
- ❖ Project budget to be rational;
- ❖ Training of beneficiaries necessary in some cases;
- ❖ Monitoring of infrastructure to be designed in consultation with related professional;
- ❖ Provision for extra budget for project maintenance and local authority to be linked for maintenance after completion;
- ❖ Provision for recruitment of additional human resource for technical activities;
- ❖ PDs should have proper skill and expertise to run the project. There should be provision for reward and punishment for efficient and inefficient PDs and recognition of performance of the PDs should be under active consideration too;
- ❖ Tendering process should be made easy;

- ❖ BCCT should have the provision of technical unit comprising environment specialist, civil and mechanical engineer for better monitoring;
- ❖ Project handover should be made easy;
- ❖ Local people should be involved to develop ownership among them for better maintenance of the project after completion. A maintenance committee can be formed in this regard;
- ❖ LG should be involved with this type of project;
- ❖ Impact assessment to be performed for selected projects and some budget could be kept for third party impact evaluation every year;
- ❖ BCCT should increase fund for implementing long run adaptation projects;
- ❖ Project approved for BCCT's finance should mandatorily address climate vulnerabilities. Verification of local climate vulnerability to be made compulsory before project approval;
- ❖ Capacity of LG institutions to be developed to further enable them to address the challenges of climate change impacts as well as to mainstream the climate vulnerabilities in their regular activities. In addition to that, Union and Upazilla Parishad to be included under climate financing;
- ❖ The government needs to revise the role of BCCT rather than limiting it to fund management and strengthen the capacity of the BCCT through increasing human resource and involving BCCT and other implementing agencies in the monitoring process of projects;
- ❖ **Amend laws, policy and guidelines:** participatory needs assessment, feasibility study, effective involvement of community people; capacity building of implementing agencies, transparency, equity, effective accountability must be incorporated in the concerned laws, policy and guidelines in all steps of BCCT projects;
- ❖ **Enhance information disclosure mechanism:** All information on the projects including plans, activities, budget, M&E report, audit report to be disclosed and made available on the web page. For better access of community people about project information, citizen charter and billboard should be erected in the project areas;
- ❖ **Enhance coordination for strengthening accountability mechanism and monitoring system:** Accountability mechanism and monitoring system as well as the role of relevant

departments and institutions i.e. the IMED, MOEFCC and LGED should be clearly defined in the concerned documents to make accountability mechanism functional in a coordinated manner. It is also crucial to define the role of the citizens in the monitoring process.

This chapter gave an overview of M&E tools, purpose and importance, framework/plan, process practices and post-monitoring arrangements but the study nowhere mentioned about digital monitoring or inclusion of technology in the M&E process or practice. It provided a long list of the recommendations made by the stakeholders of the project but nowhere the study did reflect its own recommendations that could really serve the purpose of BCCT. The study should specifically illustrate its own recommendations including digital M&E mechanism. (Bours: January & May 2014)

5.3

Chapter 3 dealt with way forward for M&E of future and upcoming BCCT projects. It suggested two kinds of framework for the monitoring of BCCT projects such as-

1. Logical Framework (LF)
2. Result Framework (RF).

The study also suggested that any project proposal submitted to BCCT should mention M&E plan to be used for monitoring purpose. Then a generic sample of log-frame was shown in Table 3.1 while the proforma of logical framework shown in Table 3.2.

The following steps are mentioned for the development of an M&E framework:

- Review of the logical framework to be made as specific and objective as possible;
- Identification of indicators- process (activities) and output;
- Selection of relevant data/information based on the type of indicator;
- Selection of tools- not all tools useful for all types of indicator;
- Collection of data on chosen tools;
- Analysis and generation of reports;
- Sharing and circulation of the report. (Bours: January & May: 2014)

The tools that are often used in monitoring were already mentioned in 5.2 and thus it is not mentioned here.

The study then categorized the projects of BCCT in terms of OVI (Objectively Verifiable Indicator) and renamed them as (i) management vulnerability project, (ii) improved agricultural performance projects and (iii) natural resources protection projects. Mitigation and research fell either in (i) or (ii) but it did not mention clearly.

The study then suggested the following measures for developing a good M&E plan:

- To be sure about what is being measured;
- To carefully choose the relevant indicator;
- To carefully tag tool for data collection with specific indicator;
- To properly align monitoring task and schedule for ease of data collection;
- To plan on how to analyze the measured indicators and to understand the project;
- To know the limitation of the chosen indicator (Bours: January & May: 2014).

The study also provided the following guidelines on indicators:

- Indicators may be qualitative or quantitative in nature and monitoring may be for process or activities and one needs to understand the desired level of outputs;
- Process indicator includes specific inputs, their timing, level etc;
- Output indicators may be like physical progress, more like end of project completion report but needs to be periodically looked at;
- Log frame, M&E indicators, various other attributes and benchmark survey should be carefully discussed while setting process, activity or output indicator for inception report or related workshop;
- Transparency to be ensured in case of selection of beneficiary and their area;
- Quantified level inputs have to be clarified so that monitoring actions can judge the progress so far made and financial monitoring of related inputs to expenditures can be ascertained;
- The guidelines of the project proposal needs to be prepared by an expert who would be able to understand the nature and type of project tagging the indicators to process of the

project as well as outputs. This will help the stakeholders prepare project with the right amount of budget leading to a good M&E framework and make the project bankable.

- Technical and financial proposal needs to be scrutinized based on QCBS to evaluate the relevancy of the project. Table 3.3 depicts a sample of such evaluation. The chair of the expert committee should be a member of a member of technical committee so that right decision can be given and amendments can be made and if necessary, projects can be abandoned (Asian Development Bank: 2014).

The study also gave some useful suggestion on Logical Framework and M&E plan/framework to monitor the projects in future. It stated that the relevance of the project in addressing climate change consequences is the most important aspect for efficient and better utilization of CCTF. Then the study provided the following suggestion in this regard:

- ✓ **In case of theme 1**, Food Security, Social Protection and Health, one expert can be added in the technical committee from agriculture, food security and health related sector;
- ✓ **In case of theme 2**, Comprehensive Disaster Management, one expert can be added from BUET or Disaster Management Unit of the government;
- ✓ **In case of theme 3**, Infrastructure, an expert can be added in the committee from BUET or Water Development Board or LGED or R&H of the government to evaluate the engineering design of the infrastructure related project;
- ✓ **In case of theme 4**, Research and Knowledge Management project, one expert can be added in committee from BUET or other universities or think tanks. For such projects, BCCT should form an additional expert committee to evaluate the potentiality and effectiveness of the studies at the time of inception workshop, fieldwork or draft and final report.
- ✓ **In case of theme 5**, Mitigation and Low Carbon Development, expert may be added from BUET or Disaster Management Committee. In this case, one more committee can be formed to look into the efficacy of the highly technical projects such as solar power, weather forecasting technologies etc so that projects can be monitored with requisite level of knowhow in this field.

- ✓ **In case of theme 6**, Capacity Building and Institutional Strengthening, one expert can be added in the technical committee from BUET or other universities or think tanks or from civil society (Ministry of Environment and Forest, 2009, *Bangladesh Climate Change Strategy and Action Plan: 2009*. Dhaka: Government of Bangladesh).

The study suggested that head of BCCT should be a member of TC and BoT and should also be chair of the expert committee so that technical concerns can be easily communicated to the highest tier.

The study then provided a number of checklists for field level monitoring. It stated that it is very difficult to produce a precise monitoring and evaluation checklists for all types of projects however, the study endeavored to develop checklists for more frequently implemented projects by BCCT. Discussion with the concerned officials of BCCT revealed that they have in-house capacity for overall monitoring (administrative and financial) of projects and can also make simple observations on technical aspects of project. However, they need to observe more technical aspects in some projects such as infrastructure projects. The study then suggested that the checklists appended with the report include issues that need to be observed from engineering perspectives with regards to different types of projects. These can be followed by BCCT officials for project monitoring. The checklist should also be used to monitor various administrative and financial aspects of project implementation. There are samples of four checklists relating to:

1. Construction of Protective Works for River Bank Protection;
2. Construction of Road;
3. Installation of Tube-well; and
4. Construction of Drain.

The above four categories of checklists pertained mainly to the infrastructure related projects.

Thus, the present study found Chapter 3 of Part 2 to be the most important and useful section of all the chapters of both Part 1 and 2 and it provided a plethora of suggestions, guidelines and recommendations that appeared to be really useful and helpful in the enhanced and effective monitoring and evaluation of BCCT projects. This chapter discussed chronologically the monitoring framework, the sample of a generic and logical framework, steps to be followed for developing M&E framework and a good M&E plan. Then it provided a guideline on indicator,

suggested about expert committee for each thematic area. Representatives from BUET are suggested for almost all the six committees and hence a pool of experts can be in place from BUET covering the six thematic areas. Discussion with the in house of BCCT about their capacity to handle monitoring efficiently with technical knowhow is partially true and the study should not depend on their vague statement rather it should practically examine the authenticity of the issue. Project monitoring on the basis of OVI indicated three themes but which one is particularly relevant for which theme is mentioned nowhere. The chapter ended with a sample of four checklists such as (i) Construction of Protective Works for River Bank Protection; (ii) Drain and (iii) Road and (iv) Installation of Tube-well but all these related only to the infrastructure alone. The guideline and instructions, designs and checklists of the study were all related to the adaptation issues mainly and even the caption of Part 2 mentions adaptation projects and thus it appears that the study had not taken into cognizance mitigation and crosscutting issues. BIDS's study should make a balance of all the areas of climate projects such as (i) Adaptation, (ii) Mitigation, (iii) Research & (iv) Cross-cutting (Both adaptation and mitigation) (Bours, Dk., McGinn, C. & Pringle, P. : January, 2014).

CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 Conclusion

The specific objectives of the study were to assess the relevance and effectiveness of the impact study and BCCT's Monitoring and evaluation procedure carried out by BIDS, to explore the gaps and lapses and to craft strategies and to recommend action plans for an effective and operational M&E system for BCCT.

The seminar paper has endeavored to explore how far BID's assessment is relevant and effective in terms of impact study and M&E procedure. It has come up with some suggestions and recommendations while it has also found some serious drawbacks, weaknesses, gaps and lapses. Interestingly, the study has come across some very new knowledge i.e. introducing new digital device, that can contribute to annihilate the detected shortcomings and missing links.

In a nutshell, the seminar research paper has verified all possible corners to address the objectives of the study with in-depth analysis, valuable findings and rich insights and useful suggestions and necessary recommendations. It is expected that all these inputs would incite further new research and knowledge for the dynamic and robust operation of BCCT.

5.2 Recommendations

The study after exhaustive and comprehensive analysis of data and relevant documents comes up with the following suggestion, recommendations, executable strategies and action plans:

1. BIDS as a renowned research institute should give some indication and guideline on digital M&E mechanism and technology-driven impact assessment At the forefront of technological explosion and 4th industrial revolution, BIDS should suggest on how to utilize various digital devices such as siri, Google mapping and other related paraphernalia readily available now-a-days as well as artificial intelligence, robotics, IoT, Big data and Block chain, to mention a few, to be applied as much as it fits in the arena of M&E for BCCT in order to conquer

distance, save time and bring about complete ease in doing business from anywhere of the world.

2. BIDS should proportionately prioritize the various actors of climate change such adaptation, mitigation, research and cross-cutting issues. The section on recommendation should be separately organized and it should include BIDS's own recommendations not those prescribed by the stakeholders during visits. The study recommended that there should be a fixed proportion of allocation budgets for various thematic areas which is absent in the existing literature of BCCSAP, 2009.
3. The role of PIC and PSC as active monitors should be properly reflected in the documents and some specific strategies and action plans need to be crafted for an effective M&E.
4. The study should present valuable insights through threadbare analysis of the foundation documents not only the descriptions. Such endeavor can have positive underpinnings for an effective M&E and impact assessment of BCCT. Apart from that, the study should properly define some technical terms with illustrations such as development, non-development and endowment fund and also monitoring indicators such as exposure indicators, vulnerability indicators, climate change impact indicators and response indicators and OVI (Objectively Verifiable Indicator)
5. Baseline information, post-monitoring system, maintenance arrangement and central database system for BCCT should be in place for an effective M&E system and assessing the impact of the climate finance mechanism.
6. The head of BCCT should be head of expert committee and also needs to be co-opted both as member of Technical Committee and Trustee Board to raise voice on any important concern that he/she deems fit and appropriate for BCCT.

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