
REDS end line report

MFS II country evaluations, Civil Society component

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This report describes the findings of the end line assessment of Rural Education for Development Society (REDS) in India that is a partner of ICCO.

The evaluation was commissioned by NWO-WOTRO, the Netherlands Organisation for Scientific Research in the Netherlands and is part of the programmatic evaluation of the Co-Financing System - MFS II financed by the Dutch Government, whose overall aim is to strengthen civil society in the South as a building block for structural poverty reduction. Apart from assessing impact on MDGs, the evaluation also assesses the contribution of the Dutch Co-Funding Agencies to strengthen the capacities of their Southern Partners, as well as the contribution of these partners towards building a vibrant civil society arena.

This report assesses REDS' contribution towards strengthening Civil Society in India for which it used the CIVICUS analytical framework. It is a follow-up of a baseline study conducted in 2012. Key questions that are being answered comprise changes in the five CIVICUS dimensions to which REDS contributed; the nature of its contribution; the relevance of the contribution made and an identification of factors that explain REDS' role in civil society strengthening.

Keywords: Civil Society, CIVICUS, theory based evaluation, process-tracing



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List of abbreviations and acronyms

| | |
|---------------|--|
| ANM | Auxiliary Nurse Midwife |
| AP | Adijan Panchayat |
| APM | Adijan Panchayat Movement |
| CDI | Wageningen UR Centre for Development Innovation |
| CDM | Clean Development Mechanism |
| CERI | Campaign for Electoral Reforms in India |
| CFAs | Co-Financing Agencies |
| CFO | Co-Financing Organisation |
| CS | Civil Society |
| CT&D | Conflict Transformation and Democratization |
| DJS | Dalit Jagruti Samiti |
| DSS | Dalit Sangharsh Samiti |
| FCRA | Foreign Contribution Regulation Act |
| IDF | India Development Foundation |
| IGA | Income Generating Activity |
| KDMV | Karnataka Dalit Mahila Vedike |
| LARR | Land Acquisition Rehabilitation and Resettlement Act |
| MoFa | Ministry of Foreign Affairs |
| MFS | Dutch co-financing system |
| PoA | Prevention of Atrocities |
| PTLC | Prohibition of Transfer of Certain Lands |
| REDS | Rural Education for Development Society |
| SC | Scheduled Caste |
| SPO | Southern Partner Organisation |
| SSI | Semi-structured Interview |
| ST | Scheduled Tribes |
| ToC | Theory of Change |
| Wageningen UR | Wageningen University & Research centre |

1 Introduction

This report presents the civil society end line findings of REDS in India which is a partner of ICCO under the ICCO Alliance. It is a follow-up to the baseline assessment that was carried out in 2012. According to the information provided during the baseline study REDS is working on Governance.

These findings are part of the overall evaluation of the joint MFS II evaluations to account for results of MFS II-funded or –co-funded development interventions implemented by Dutch CFAs and/or their Southern Partner Organisations (SPO) and to contribute to the improvement of future development interventions. The civil society evaluation uses the CIVICUS framework (see appendix 1) and seeks to answer the following questions:

- What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?
- To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?
- What is the relevance of these changes?
- What factors explain the findings drawn from the questions above?

The CIVICUS framework that comprises five dimensions (civic engagement, level of organization, practice of values, perception of impact and contexts influencing agency by civil society in general) has been used to orient the evaluation methodology.

Changes in the civil society arena of the SPO

In the 2012 – 2014 period the most important changes that took place in the civil society arena of REDS are the following:

1. The number of Adijan Panchayats¹, hobli and taluk councils in Tumkur district declined from respectively 1000, 45 and 10 entities in 2010 to 165, 12 and 3 entities in 2014, the most important factor being the end of the support given by ICCO and Cordaid (*level of organisation*). Instead of supporting this Adijan Panchayat Movement (APM), REDS reoriented its interventions towards the implementation of a solar lamp project (also in Tumkur district), a land campaign and one for electoral reforms in India.
2. Yet those Adijan people still member of the APM where capable to claim their economic rights and they made a conscious vote during the 2013 state elections. Co-existence and acceptance of Adijan people by caste people is said to have increased since the baseline (*civic engagement*).
3. Collaboration with public authorities was constructive and intensified after the positive election results at Karnataka state level. Yet efforts to positively influence the land bill and proceed to electoral reforms at national level did not yet materialise. To this end REDS engaged with relevant networks at national level.

These findings were obtained through an analysis of documents, a workshop and follow-up interviews with the SPO, and interviews with external resources persons working in civil society organisations that receive support from the SPO; other civil society organisations with whom the SPO is collaborating; public or private sector agents and; external resource persons capable of overlooking the MDG or theme on which the SPO is concentrating.

Contribution analysis

Based upon an analysis of the projects and programmes financed by the Dutch CFAs a selection was made of SPOs to be included in an in-depth process tracing trajectory and those to be included for a quick contribution assessment. REDS was amongst those SPOs selected for in-depth-process tracing.

¹ In the 2012 – 2014 period, REDS decided to use the term Adijan people instead of Dalit people, the terminology still used in official texts and regulations, including the terminology of untouchables and scheduled castes or tribes

The first outcome achieved to some extent consists of Adijan (Dalit) people being better integrated and socially accepted in Tumkur district. Three rival pathways were identified: 1) During MFS II 76 Adijan youth were trained in install solar lamp systems in not only Adijan houses but also in non-Adijan houses who wanted to pay for these systems (4,163 families); 2) REDS has empowered the Adijan people and helped them to claim their rights and dignity in Tumkur district since 1984 and; 3) other actors and factors explain this outcome. Each of these pathways themselves provides a sufficient but not necessary explanation for the outcome achieved. Although the solar lamp project is part of contractual obligations signed between ICCO and REDS as well as being reported on in progress reports, two German NGOs, Bread for the World and Andheri Hilfe are said to have financially contributed to this project. However more substantial contributions come from interventions supported *before the MFS II* period and financed by ICCO and Cordaid.

The second outcome consists of Adijan Panchayats and their organisations at hobli and taluk level increasingly being capable of claiming their rights, in particular with regards to reclaiming their land. Three pathways were identified, being 1) interventions by REDS to create the Adijan Panchayat movement with structures at village, hobli, taluk, district and state level; 2) lobby and advocacy activities for improved policies and regulations that provide access to land, and; 3) a conducive environment caused by the state. Whereas the second explanation was rejected, the two other pathways provide a sufficient but not necessary explanation of the outcome. REDS has possibly been far more effective *before MFS II* in explaining this outcome than *during MFS II*.

Relevance

Interviews with staff of REDS, with external resource person, with the programme coordinator of REDS, as well as contextual information helped to assess the relevance of REDS changes achieved in terms of; its Theory of Change (ToC) for Civil Society (SC) as designed during the baseline study; the context in which REDS is operating; the CS policies of the ICCO alliance.

With regards to its Theory of Change, REDS' changes achieved are relevant to some extent, although REDS' strategic orientation has negatively impacted upon those changes important in the ToC, in particular relating to the creation of a strong Adijan Panchayat Movement, access to land and to other entitlements.

With regards to the external context in which REDS is operating, changes introduced are relevant. However these changes have not yet helped to create one not fragmented movement at Karnataka state level to further claim political, economic and social rights.

With regards to the policies of the ICCO alliance, the changes achieved by REDS are relevant, but the performance of the APM in Tumkur in terms of Adijan Panchayats operational and acreage of land claimed has declined, whilst women empowerment is still high on the agenda. No traces were found of REDS engaging with other ICCO partners in a programmatic coalition to address land issues.

Explaining factors

The information related to factors that explain the above findings was collected at the same time as the data were gathered for the previous questions. The evaluation team looked at internal factors within REDS, the external context in which it operates and the relations between REDS and ICCO.

The most important internal factors that explain the explanation of the rather diluted outcomes, such as the better integration of Adijan people in society and the acreage of land reclaimed consist of REDS having drastically changed its strategic orientation, its organogram and staff.

External factors that positively influence the outcomes obtained by REDS are the conducive environment provided by the government of Karnataka with regards to land rights and procedures to obtain land rights and an increased attention for the enforcement of the Prevention of Atrocities Act.

The relations between ICCO and REDS have been constructive until 2012, but the end of ICCO's financial support explains the shift in REDS strategic orientation.

The following chapter briefly describes the political context, the civil society context and the relevant background with regards to the MDG/theme REDS is working on. Chapter three provides background information on REDS, the relation of its MFS II interventions with the CIVICUS framework and specific information on the contract with ICCO. An evaluation methodology has been developed for the evaluation of the Civil Society component which can be found in appendix 2; however, deviations from this methodology, the choices made with regards to the selection of the outcomes for contribution

analysis, as well as difficulties encountered during data collection are to be found in chapter 4. The answers to each of the evaluation questions are being presented in chapter 5, followed by a discussion on the general project design in relation to CS development; an assessment of what elements of the project design may possibly work in other contexts or be implemented by other organisations in chapter 6. Conclusions are presented in chapter 7.

2 Context

This paragraph briefly describes the context REDS is working in.

2.1 Political context

The issues facing Karnataka as a state have largely remained the same since the baseline with, Dalit identities continuing to influence politics, scam allegations emerging against the political parties and continued decadence of the political class. The major change in the political context has been the defeat of the right-wing Bharatiya Janata Party (BJP) in the 2013 Assembly Elections. The BJP during its tenure was plagued with issues of scam allegations, corruption, internal bickering, subtle promotion and leeway to communal elements in the state. With voters pushing them out, the Indian National Congress has now come to power by winning 121 seats in a house of 225.²

Dalit identity plays an important role in influencing the vote banks of the political parties in Karnataka. Major political parties like the BJP, Janata Dal - Secular (a regionally strong party), and the Congress have not shied away from using caste as a political plank. The political battle between the Janata Dal (Secular) Party and the BJP has been discernible with them being seen as representatives of and supporting the interests of the two dominant social groups of Karnataka – Vokkaligas³ and Lingayats⁴, respectively.⁵

The dominant position of the above two communities has ensured that they have collectively controlled a high number of seats in the Assembly of the state.⁶ There has been documentation of various instances of violence and injustices committed against Dalits' in the state by the caste Hindus who hold political power. For instance, in August 2014, three Dalit houses in Markumbi village were set on fire, and 27 people were injured in retaliation to the Dalits' filing a complaint against caste discrimination in the village.⁷ According to figures published by the National Crime Records Bureau, 2566 atrocities have been committed against members of the Scheduled Castes (SC), in Karnataka, in 2013. This is an increase from 1643 such cases reported in 2004.

Apart from caste politics, the political context in Karnataka has also been shaped in a large way because of issues like, illegal mining and corruption. The Supreme Court has been scrutinising several government officials and ministers, including former Chief Minister BS Yeddyurappa for their involvement in the racket. According to the report of the Karnataka Lokayukta (an anti-corruption ombudsman organisation), this has resulted in the loss of Rs 12,228 crores to the state where there are other sources claiming that the figure actually stands at Rs 1 lakh crore. Apart from a major loss in revenue this has also caused irreparable damage to the environment.⁸ The industry-political nexus is so strong that during the rule of the BJP, there were four chief ministerial changes in the course of four years due to allegations of corruption.

² <http://www.hindustantimes.com/India-news/KarnatakaElections2013/Karnataka-casts-out-BJP-gives-Congress-absolute-power/Article1-1056593.aspx>

³ Vokkaligas constitute between 15 and 17 percent of the state population and they are concentrated in districts of South Karnataka.

⁴ "Lingayats constitute 17% of the total population in Karnataka and are the largest community followed by the Vokkaligas. They're dominant in close to 100 of the 224 assembly seats, mostly in North Karnataka, and there have been nine chief ministers from the community." <http://timesofindia.indiatimes.com/city/bengaluru/Lingayats-renew-demand-for-separate-religion/articleshow/23846654.cms>

⁵ <http://timesofindia.indiatimes.com/city/mysuru/Lingayats-and-Vokkaligas-rule-the-roost-in-Karnataka-politics/articleshow/14807930.cms>

⁶ <http://www.bangaloremirror.com/bangalore/civic/Vokkaliga-Lingayat-leaders-oppose-states-caste-census/articleshow/44927686.cms>

⁷ <http://www.caravanmagazine.in/lede/fair-cut>

⁸ <http://www.thehindu.com/news/national/karnataka/karnataka-lost-rs-1-lakh-cr-from-20062010/article4820758.ece>

The decadence and corruption of the political class has become obvious in the last few years, with minister after minister being inspected for their involvement in some scandal or a scam. With the issue of gender rights and safety of women in India making news, the ministers in the state have been quite unaffected by the issue. For instance, ministers have been caught on camera watching porn during a session of the Karnataka state assembly.⁹ Also, former Minister Haratalu Halappa was arrested following an allegation of him sexually assaulting the wife of a friend.¹⁰

2.2 Civil Society context

This section describes the civil society context in India which is not SPO specific. The socioeconomic, socio-political, and sociocultural context can have marked consequences for civil society, perhaps more significantly at the lower levels of social development. The information used is in line with the information used by CIVICUS.¹¹

2.2.1 Socioeconomic context (corruption, inequality and macro-economic health)

Social Watch assessed India's progress being made against the Millennium Development Goals (MDG) and concludes that the country fails to meet goals set with regards to; poverty and hunger (MDG 1); gender equality (MDG 3); infant mortality (MDG 4); maternal mortality (MDG 5) and; environmental sustainability MDG 7). Three fundamental factors explain these appalling shortfalls, which are:

- Although social sector expenditures (rural development, education, health, family welfare, women and child development and water and sanitation increased in absolute terms between 1999 – 2000 and 2012-2013, in percentages of total public expenditures there was a general decline.
- The administration costs of centrally sponsored schemes such as the Mahatma Gandhi National Rural Employment (MANREGA) schemes have been increasing between 2006-2007 and 2011-2012 and only 66 % of the budget has been used for wage employment. Apart from this, misappropriation of funds explains the weak impact of such schemes.
- The government is promoting 'non-inclusive growth' and has sought to provide basic social services through subsidized institutions that all have problems of inefficiency, corruption, and so on. The formal, organized sector, which is the main source of quality employment, employs only 12% to 13% of the country's workforce and this is declining. The remaining 87% are relegated to the agriculture and informal sectors with low and uncertain earnings.

As a consequence, in the rural areas more than a quarter million farmers committed suicide in the last several years because they could not earn a living anymore in the agricultural sector¹².

An additional indicator for the social and economic context in India is the Social and Economic Rights Fulfilment Index (SERF Index)¹³. The SERF Index provides a means of determining the extent to which countries are meeting their obligations to fulfil five of the substantive human rights enumerated in The International Covenant of Economic, Social, and Cultural Rights (ICESCR): the right to food, the right to adequate shelter, the right to healthcare, the right to education, and the right to decent work.

⁹ <http://www.ndtv.com/article/karnataka/karnataka-porn-scandal-ruckus-in-assembly-three-ministers-may-be-asked-to-quit-as-mlas-174294>

¹⁰ <http://timesofindia.indiatimes.com/india/Karnataka-rape-case-Ex-minister-Halappa-arrested/articleshow/5910459.cms>

¹¹ Mati J.M., Silva F., Anderson T., April 2010, *Assessing and Strengthening Civil Society Worldwide; An updated programme description of the CIVICUS Civil Society Index: Phase 2008 to 2010.*, CIVICUS

¹² Bhaskara Rao Gorantla, Research Director and Ajay Kumar Ranjan, Research Officer, National Social Watch, India

¹³ http://www.socialwatch.org/sites/default/files/SERF2012_eng.pdf

Table 1

Social and Economic Rights Fulfilment Index (SERF) for India

| India | 2011 | 2012 | 2013 |
|---|--------------|--------------|--------------|
| Core Country Right to Food Index Value | 32.70 | 32.74 | 33.05 |
| Core Country Right to Health Index Value | 74.74 | 74.16 | 74.75 |
| Core Country Right to Education Index Value | 82.64 | 84.23 | 85.57 |
| Core Country Right to Housing Index Value | 62.55 | 62.60 | 66.48 |
| Core Country Right to Work Index Value | 27.57 | 27.69 | 32.71 |
| Core Country SERF Index Value | 56.06 | 56.28 | 58.51 |

Source: Social Watch's SERF index for 2011-2013

In 2011 and 2012 India was achieving a little over 56% of protecting its social and economic rights, feasible given its resources. Whereas relatively no changes occurred between 2011 and 2012, a slight improvement occurred in 2013, except for the right to food index (33.05) and the right to housing (27.57).

The Corruption Perception Index (CPI) ranks people's perception of corruption within the public sector of their respective countries.¹⁴ A low score indicates that a country is perceived as highly corrupt. India's score was 3.6 out of 10 in 2012, which is 0.1 point lower than the average for all countries (3.7) and it occupies the 76th place on the CPI rank list with a total of 174 countries. In India, 24.8% of citizens surveyed believe that the government is effective in the fight against corruption. On the Bribery Perception Index India scores 7.5 out of 10, which is 2.6% lower than the average. Of the people who participated in the survey, 54% reported having paid a bribe in 2011. Since 2002, India's perception index is slightly improving from just below a score of 3 (0 is very corrupt and 10 is not corrupt at all) in 2002 to 3.6 in 2012. Most corrupt institutions in 2012 are political parties, the police, legislature, public officials, public officials in the education sector, NGOs.

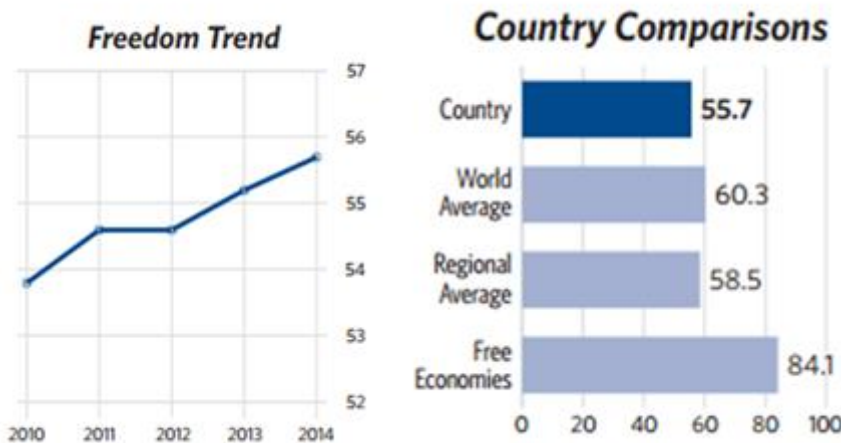


Figure 1: Freedom trend of India over time, and compared to other countries.

The Index of Economic Freedom measures economic freedom of 186 countries based on trade freedom, business freedom, investment freedom and property rights. The score is based on 10 freedoms in 4 pillars: rule of law, limited government, regulatory efficiency, and open markets. India's economic freedom score in 2012 is 55.7, making its economy the 120th freest in the 2014 index¹⁵. India is ranked 25th out of 41 countries in the Asia-Pacific region, and its overall score is below the regional and world averages (see figure 3). In the past 20 years, India has advanced its economic freedom score by nearly 11 points out of 100 points. It has achieved very large improvements in half of the ten economic freedoms, most notably in trade freedom. This has improved by over 65 points. As seen in figure 3, India's score continued to increase steadily over the past four years. However, it is still perceived as a 'mostly unfree' country. The main reason for this, as stated in the Index report, is the institutional shortcomings in the country. The state owned enterprises and wasteful subsidy programs result in chronically high budget deficits. The Fragile States Index of FFP¹⁶ is an index which

¹⁴ <http://country-corruption.findthebest.com/l/98/India>

¹⁵ <http://www.heritage.org/index/pdf/2014/countries/india.pdf>

¹⁶ <http://ffp.statesindex.org/2014-india>

is derived from 12 different indicators. These are social indicators, economic indicators and political and military indicators. From these, we can see trends in the overall development of a country.

Table 2 shows India's five of the twelve most problematic indicators of the past five years, as well as the average score for the twelve indicators: Low scores indicate a good situation and high scores indicate a bad situation.

Table 2

India's Fragile States Index scores of the critical indicators on a scale of 1 (good situation) to 10 (bad situation)

| Year | Demographic Pressure | Group Grievance | Uneven Economic Development | Security Apparatus | Public Services | Average score 12 indicators |
|------|----------------------|-----------------|-----------------------------|--------------------|-----------------|-----------------------------|
| 2014 | 7.7 | 7.8 | 7.8 | 7.0 | 7.9 | 76.9 |
| 2013 | 7.5 | 8.2 | 8.1 | 6.7 | 7.8 | 77.5 |
| 2012 | 7.3 | 7.9 | 8.4 | 6.9 | 7.5 | 78.0 |
| 2011 | 8.0 | 8.2 | 8.5 | 7.2 | 7.8 | 79.3 |
| 2010 | 8.1 | 7.8 | 8.7 | 7.2 | 7.6 | 79.2 |

Source: FFP Fragile States Index for 2010-2014¹⁷

The FSI shows that India is improving its status over the past five years, but is doing so at a very slow pace. Demographic pressure, uneven economic development and the security apparatus have improved slightly since 2010, which can be seen by the decline of the scores. However, group grievance has not improved and public service has even declined (the index got higher). Out of the 178 countries in this index, India does not succeed to become more than mediocre. However, the figure 2 below shows that the development of India did have a steep improvement since 2006, but has been declining since 2011.

2.2.2 Socio-political context

Freedom House evaluates the state of freedom in 195 countries on an annual basis. Each country is assigned two numerical ratings – from 1 to 7 – for political rights and civil liberties. In this rating 1 represents the most freedom and 7 the least freedom. The two ratings are based on 25 more detailed indicators.¹⁸

Table 3

India's Freedom indexes over time

| Year | Freedom status | Political rights score | Civil liberties score |
|------|----------------|------------------------|-----------------------|
| 2011 | Free | 2 | 3 |
| 2012 | Free | 2 | 3 |
| 2013 | Free | 2 | 3 |
| 2014 | Free | 2 | 3 |

Source: Freedom House Freedom indexes for 2011-2014¹⁹

Table 3 shows that scores have not changed over the past four years. India is considered a free country with an overall 'Freedom Status' of 2.5 (out of 7).

2.2.3 Socio – cultural context

The World Values Survey is a global network of social scientists who study changing values and their impact on social and political life²⁰. They survey different values which can give an indication of the social status of a country. People in India indicate that they are generally quite happy. In the wave of 2010-2014 a total of 38.2% of the people questioned stated that they were very happy. In comparison, in the period of 2005-2009 this number was significantly lower with 28.9%. When asked about general satisfaction with their lives respondents give different answers. The respondents were

¹⁷ Idem

¹⁸ <https://freedomhouse.org/report/freedom-world/2014/india-0#.VGCiRvIwtcQ>

¹⁹ Idem

²⁰ <http://www.worldvaluessurvey.org/WVSContents.jsp>

asked to rate their satisfaction from 1 to 10, 1 being completely dissatisfied and 10 being completely satisfied. In 2010-2014 a total of 16.4% indicated that they were quite dissatisfied (rating 2) and 11.9% indicated they were completely dissatisfied (rating 1). Whereas 17.7% stated that they were satisfied (rating 8). This situation is very different from the 2005-2009 results where 41% indicated to be moderately satisfied and 15.8% was satisfied. This indicates that during the past five years people have shifted from being neutral about their life satisfaction, to being either dissatisfied or satisfied.

Another index to look at for social-cultural context is the Global Peace Index. This index attempts to measure the positions of nations' peacefulness, and is developed by the Institute for Economics and Peace. The position of a country is based on 22 indicators which can be divided into three main factors. The main factors on which this index is based are 1) militarisation, 2) society and security, and 3) domestic and international conflict. The maximum score is 5, which indicates that this factor is a problem for the peacefulness of the country. The higher the score, the lower country ranks in the total Index. The current position of India is 143 out of 162 countries²¹. The table below shows the development of India as of 2010.

Table 4
India's Global Peace Index scores over time: scores from 1 (good) to 5 (bad)

| Year | Militarisation | Society & Security | Domestic & International Conflict | Country Rank |
|------|----------------|--------------------|-----------------------------------|--------------|
| 2010 | 2.5 | 2.3 | 3.4 | 132 (of 148) |
| 2011 | 2.4 | 2.4 | 3.4 | 142 (of 153) |
| 2012 | 2.4 | 2.4 | 3.2 | 144 (of 158) |
| 2013 | 2.4 | 2.4 | 3.0 | 141 (of 162) |
| 2014 | 2.4 | 2.4 | 3.0 | 143 (of 162) |

Source: Vision of Humanity Global Peace index from 2010-2014²²

2.2.4 The Foreign Contribution Regulation Act 2010²³

NGOs are perceived as very important in India, as they contribute a lot in the development of the country²⁴. NGOs often work with marginalized groups and try to raise their awareness on their rights vis-à-vis the state. Most local NGOs are funded by international organizations. In order to keep this funding under control, India's government installed the 'Foreign Contribution Regulation Act' in 1976.

In March 2011 an amendment of the original Foreign Contribution Regulation Act passed both Houses of Parliament. Compared to the 1976 Act, major changes comprise a list of persons and organisations that cannot receive foreign contributions anymore. These are; election candidates; correspondents, columnists, journalists; judge, government servant or employee of an entity controlled or owned by the government; members of any legislature; political party or its office bearers; organizations of a political nature as may be specified; associations engaged in the production or broadcast of audio news.

In the first place this Act seems to have no consequences for the Dutch NGOs and their Southern Partners, however a leaked report of India's International Bureau tells a different story, suggesting that protests against development projects had caused a loss of India's GDP with 2-3%. These protests were allegedly fuelled by foreign-funded NGOs, mentioning Greenpeace, Cordaid, Hivos, Oxfam, Amnesty and ActionAid²⁵. The main allegation against these NGOs is that they are funding organizations which are working in politically sensitive sectors such as the mining sector and the agricultural sector with regards to Genetically Modified Food production. Foreign contributions to support SPOs that work on human rights issues, governance and sensitive sectors like mining, forestry and agriculture are increasingly being monitored.

²¹ <http://www.visionofhumanity.org/#page/indexes/global-peace-index/2014/IND/OVER>

²² <http://www.visionofhumanity.org/#page/indexes/global-peace-index/2014/IND/OVER>

²³ <http://www.fcraforngos.org/>

²⁴ Status of grass root level NGOs in Rajasthan

²⁵ <http://indianexpress.com/article/india/india-others/only-11-of-22-ngos-in-ib-report-are-fcra-compliant-none-filed-13-14-statement/>

2.3 Civil Society context issues with regards to the MDG

The civil society in Karnataka, works in an environment that is widely influenced by its politics. There have not been any radical changes in its civil society context since the baseline. As communal violence, land acquisition, Dalit rights and rural-urban imbalance continue to be the main issues of concern.

The right-wing Bharatiya Janata Party's tenure was marked by an increasing and continued persecution of religious minorities. In 2011, the state topped the list of incidences targeting the Christian community. Their persecution has continued over the years, with a slight variation in intensity. As recent as the year 2014, the state still accounted for the highest number of incidences against the community, in the form of, murder, assault, rape, and church attacks.²⁶

The stories around land acquisition and the consequent protests have been rampant all across India. The government in its rush towards "development" and nexus with the corporates, often tries to acquire land which the people are unwilling to part with, or it doesn't offer adequate compensation and rehabilitation, leading to protests. In Karnataka, protests have erupted over the government's move to acquire land in Mysore in 2008. The farmers accused the government of acquiring more land than they paid for including the fertile lands, which are their source of livelihoods.²⁷ The POSCO steel plant in 2011 which failed clearances in Orissa at the time, was also denied entry in Karnataka, as the farmers refused to part with their land.²⁸

The SCs and Scheduled Tribes (STs) in Karnataka make up 23.5 per cent of the total population and have lawful claims over 18 per cent reservation in government and educational sectors.²⁹ Dalit rights are largely influenced by a lack of space for them in the political sphere but also the splintering interests of the various caste groups that come under the umbrella term of "Dalits", preventing the emergence of a unified leadership in the state.

The growing rural-urban imbalance has largely been linked to the growing shift and emphasis towards the development of Bangalore as an Information Technology (IT) hub. The government has been building upon this image of Bangalore as India's IT hub at the cost of development of other parts of the state. In 2013, the Raghuram Rajan panel, categorised Karnataka as a "less developed state" which came as quite a shock to many people, but this was a result of the differences in the human indicators of the urban and rural areas of the state.³⁰

²⁶ <http://www.thehindu.com/news/national/karnataka/43-cases-of-antichristian-violence-in-karnataka-csf/article5631448.ece>

²⁷ <http://www.thehindu.com/todays-paper/tp-national/tp-karnataka/farmers-protest-against-land-acquisition/article1221322.ece>

²⁸ <http://www.newindianexpress.com/states/karnataka/article415048.ece?service=print>

²⁹ <http://timesofindia.indiatimes.com/city/bengaluru/Why-there-is-no-Jupiter-among-dalits-in-Karnataka/articleshow/24149666.cms>

³⁰ <http://timesofindia.indiatimes.com/india/Karnatakas-less-developed-status-comes-as-a-shocker/articleshow/23132443.cms>

3 The SPO and its contribution to civil society/policy changes

3.1 Background of the SPO

REDS was created in 1984 to work on for the empowerment and liberation of Dalits and other marginalised people, by restoring the primacy of women in every field of its engagement with the world. Major highlights of REDS until 2015 are the following:

- The creation of a Dalit Panchayat Movement (DPM) in Karnataka for internal governance, for negotiations with the Indian society and for greater dignity, equality and peace to all human beings through Dalit values.
- The restoration of land rights for Dalits, which amounts up to 10,500 acres of lost land being given back to Dalit people
- REDS's implementation of a Clean Development Mechanism (CDM) project with the UNFCCC, which consists of providing rural communities in Karnataka with solar lamps.
- REDS's campaign for a proportional electoral system to strengthen democracy and inclusive governance in India.
- The creation of Booshakthi Kendra in 2003, for the promotion of Dalit values and the recovery of Dalit spirituality, Dalit history, Dalit culture, Dalit economy, Dalit Psyche and Dalit governance.
- The founders of REDS have written and produced more than 25 books and trained 15,000 leaders

REDS' Vision:

"We, who have been the victims of untouchability and caste inequality established by Brahminism, will establish a new society based on Dalitism. This will bring in Freedom born out of self-respect. From out of this freedom will emerge social equality of all people, especially the Dalit people through which will a holistic development be made possible. The two eyes of this new society will be gender equality and fraternity.

We, who have been the victims of Capitalism, which has established an inhuman society by constantly pushing the disempowered poor out of the development circle, will endeavour selflessly and with commitment to dream and realize a socialistic order in society. We visualize the establishment of a self-sustaining society, which will have human dignity and justice at its foundation".

REDS' 14 objectives are:

1. REDS will strive to enhance the political bargaining power of the Dalits
2. REDS will strive to bring about qualitative changes in the situation of women in an effort to bring about gender equality
3. REDS will grow more and more as a Resource Organisation for the holistic development of Dalits
4. REDS will work towards the realisation and actualisation of the Dalit potential in the community. However, its consistent effort will be directed towards the strengthening of the leadership capacities within the Dalit communities
5. Within its area of operation as well as outside REDS will make a concerted attempt to proclaim the 21st Century as Ambedkar Era (This was done in the year 2000)
6. The Ambedkar Era will aim at bringing about qualitative changes in the socio-economic and cultural situations of the Dalits by focusing on enhanced bargaining power for Dalit in all spheres.
7. REDS will strengthen its capacity to the extent that it will become an effective instrument of internationalizing the Dalit cause.
8. REDS will provide the necessary educational and organisational support to the Dalit movements in Karnataka and enable the movements to actively get involved in the struggles for the human rights of the Dalit people.

9. REDS will enhance the spread of Ambedkar's liberation philosophy and alternative Dalit thinking as brought out in Dalitology in different parts of India and other part of the world, especially Europe, South Africa and Bangladesh through research, training and an Ambedkar Academy.
10. REDS will develop pragmatic alternative models in the areas of agriculture, health, culture and Panchayat Raj, which will be in the course of time spread all over Karnataka to offset the negative influences of Globalisation.
11. REDS will create the necessary economic support services to the Dalit movements in Karnataka so that the educational, organisational and struggle dimensions will be sustained till the final liberation and development of the Dalits are achieved.
12. REDS will internationalise the Dalit cause by active propagation of the Dalit ideology all over the world. REDS will give a concrete shape to the history and culture of the Dalit people and will strive hard to evolve principles of internal governance of the Dalit communities. REDS will establish Dalit Panchayats as the instrument of internal governance and International Dalit Cultural Centre known as Booshakthi Kendra as a springboard of all Dalit liberation endeavours.
13. REDS will get involved in all global efforts at Climate Change issues and global warming mitigation.
14. REDS will work towards the emergence of lasting peace among different caste groups on the basis of negotiations for a dignified life with rights for all caste people.

A major change that took place in the 2012 – 2014 period is that the Dalit Panchayat Movement decided to change all usage of 'Dalit' into the word 'Adijan'.

3.2 MFS II interventions related to Civil Society

REDS is working in 16 states of India, but started its movement in Karnataka state. ICCO has supported REDS' activities in Tumkur district in particular, which is in Karnataka state.

Major outcomes to be achieved in the 2008 – 2012 contract period address improved access to justice and to land, by means of Dalits in Tumkur district claiming their rights, and human rights violations of Dalits being put on the political agenda and local, national and international level.

The 2012-2013 contract was granted in order to empower members of Dalit communities through increased access to basic services such as, access to health insurance schemes, land ownership of at least 5 acres for 80 % of the Dalit population and access to education, loans, solar lamps and the like.

Enhanced quality of life and dignity and making government policies and rules pro-poor are the two outcomes to be achieved in the 2013-2014 contract. Indicators for the first outcome will be measured through research conducted to measure increases in the self-esteem of Dalits and to identify cases of human rights abuses regarding self-esteem; an end to conflicts in villages where Dalit populations live with other casts and; the celebration of Dalit festivals in the 1000 Dalit Panchayats created at village level. Important policies and rules to change are India's electorate bill and a law for the redistribution of land at the rate of 5 acres per family.

These outcomes to be achieved fit well into the CIVICUS framework in the following sense:

- Interventions that aim to enhance the dignity and quality of life of Dalit population are part of the CIVICUS dimension 'civic engagement' and also 'perception of impact'.
- Interventions that aim to support Dalit communities to claim their rights are part of 'level of organisation' if social organisation is part of the intervention; and they are also part of 'perception of impact'.
- Interventions that aim to influence policies and practices or to ensure that Dalit populations have access to public services are part of the CIVICUS dimension 'perception of impact'.

Observations with regards to contracts between ICCO and REDS: Whereas several contracts signed between ICCO and REDS, as well as progress reports mention outcomes related to the solar lamp project, REDS categorically denies contributions made by ICCO in the 2012 -2014 period, and information from ICCO does not provide further clarification. Two German organisations, Bread for the World and Andheri Hilfe, are said to have paid for the solar lamps. This has implications for the contributions made under MFS II.

3.3 Basic information

Table 5

SPO basic information.

| Criteria | | | | |
|---|--|----------|-------------------------------------|-----------------------------------|
| Name of SPO | | | | |
| Consortium and CFA | | | | |
| Project names | REDS programme 10.2008 - 09.2011 Advocacy on Dalit Rights - Part 2, extended until March 2012 | | | |
| MDG/theme on which the CS evaluation focusses | Governance | | | |
| Start date of cooperation between the CFA and the SPO | 28-10-2005 | | | |
| Contracts signed in the MFS II period | Period | # months | Total budget | Estimation of % for Civil Society |
| 71-03-03-010 (partially) | 01/10/2008 – 01/09/2011 | 36 | ICCO € 300,000 Cordaid € 300,000 | 56 % |
| 71-03-03-033 | 01/04/2012 – 31/03/2013 | 12 | € 40,000 € | |
| 71-03-03-040 | 01/04/2013 – 31/03/2014 | 12 | € 40,000 € | |

Sources: project documents

4 Data collection and analytical approach

4.1 Difficulties encountered during data collection

REDS received support from ICCO and Cordaid until September 2011, after which ICCO continued its support for two more years as of April 2012. The end line workshop caused a lot of confusions and misunderstandings about ICCO and Cordaid's support being mixed up.

REDS informed the evaluation team that since the baseline study, the SPO has shifted from expanding and capacitating the Adijan Panchayat Movement (APM) towards implementing two programmes; that related to the Campaign for Electoral Reforms in India (CERI) on which REDS has been working since 2008 and the implementation of the Solar Lamp and Clean Development Mechanism (CDM) for which preparations were started in the 2008-2012 period with ICCO. REDS currently supports 550 Adijan Panchayats in Tumkur district whereas this used to be 1000. REDS supports another 500 Adijan Panchayats in other districts. In consequence, since the baseline, all senior staff has been replaced except for the founder and the executive director of REDS (his wife) and all staff that worked in the ICCO and the project have been given a 'golden handshake' early 2012.

With regards to the two programmes on which REDS is currently working, only German organisations were mentioned as partners, whereas both orientations also are part of the contracts with ICCO in the 2012 – 2014 period.

The consequences for this evaluation were as follows;

- It was difficult to obtain information in particular about the ICCO funded programme, because many of those knowledgeable about this programme and APM in Tumkur district had left REDS, which was felt during the end line workshop.
- At the end of the workshop it proved to be difficult for the evaluators to find outcomes that would have a relation with ICCO's programme, in particular with the APM and that would be appropriate to do an in-depth process tracing.

4.2 Identification of two outcomes for in-depth process tracing

A consultation between IDF and CDI, followed by a consultation with REDS to clarify existing misunderstandings led ultimately to the selection of two outcomes.

1. Adijan Panchayats at Hobli level are capable of claiming the rights of their constituents with regards to land. Adijans claiming their land back has been part of ICCO's programme since 2008 and was continued in the 2012 -2013 contract. This outcome also aims to say something about the capacity of the Adijan Panchayats as CBOs that are capable to file requests to local authorities to claim back their land.
2. Dalit people are better integrated and respected by other communities in the villages. In particular the 2013 – 2014 contract formulates objectives that aim to increase the self-esteem and dignity of life of the Adijan people. Other elements that support this outcome are related to interventions by REDS to end untouchability and atrocities since 2009 but explicitly mentioned in the 2012 -2013 and 2013 – 2014 contract, as well as the solar lamp programme that mentions a better integration of Adijan people in society (2012 -2013 contract).

5 Results

5.1 Results obtained in relation to intervention logic

Despite the change in RED's strategic orientation, the three contracts and progress reports provide information on the same indicators, reason for which we have clubbed together some of the outcomes and outputs against which reports have been made.

Table 6

Overview of major outcomes achieved 2008-2014, in particular in relation to Tumkur district

| Contr act | Outcome/output planned | Objective achieved | | |
|--------------------------------------|--|---|--|--|
| 2008-2011 | Expanding the movement in Tumkur district | <i># of APs</i> | <i>Year from April to March</i> | <i>Objective not continued</i> after Cordaid withdrew in 2012 |
| | | 800 + 1 district AP | 2009 - 2010 | |
| | | 1000 + 1 State AP | 2010 - 2011 | |
| | | 616 | 2013 - 2014 | |
| | | 550 | 2014 October | |
| 2008-2011 | Functioning of the movement; frequency of meetings: norm = 1 per month Tumkur district | 76 hobli, 24 taluk and 8 Tumkur district meetings held in 2012 - 2013 | | <i>Not possible to measure functioning</i> in terms of frequency of meetings, because the # of taluk and hobli APs differs from one year to another and is not systematically reported. |
| | | 128 hobli, 24 taluk meetings held in 2013-2014. | | |
| | | 616 of the 1000 APs are active and 350 are functioning effectively in 2010 -2011 | | |
| | | 800 APs monitor Tumkur district budget in 2010-2011 | | |
| | | Motivation of volunteers (hobli coordinators is an issue 2009-2010) | | |
| 2008-2011, 2012 - 2013 and 2013-2014 | Contributions mobilised by Adijan people such as for transport to attend meetings; No targets set. Tumkur district | <i>Amount in Indian Rupees</i> | <i>Year from April to March</i> | A decline in local contributions in the 2009-2012 period, but an increase in 2013-2014. Figures from 6 of the 10 taluks in Tumkur district |
| | | 3,999,065 | 2009-2010 | |
| | | 1,585,886 | 2010-2011 | |
| | | 882,927 | 2011-2012 | |
| | | xxx | 2012-2013 | |
| | | 2,631,010 | 2013-2014 | |
| 2008-2011 | # of examples where violations of rights have been put on the political and public agenda Tumkur district | In 2011 - 163 cases put on the agenda No other figures available | | <i>Objective not measured</i> |
| 2008 - 2011 and 202 - 2013 | Reclamation of land Target in 2012 -2013 is 450 households @ 5 acres Tumkur district | <i>Acreage reclaimed</i> | <i>Year from April to March</i> | <i>Not achieved:</i> • Target 2012 -2013 = 450 households @ 5 acres = 2,250 acres reclaimed, but in reality this is 16 acres for 7 families • In 2013 -2014 51 acres reclaimed for 145 households. |
| | | 8,341.25 acres | Until September 2011 | |
| | | 10,597.14 acres | Until December 2014 | |
| 2013-2014 | Passing the land redistribution bill in 2014 | REDS has joined Ekta Parishad in 2012 to address the issue at national level. The central government has set up a National Task Force to work on this demand and the Director of REDS was nominated in this task force. With this movement, national campaigns are organised, but until so far without success. In Karnataka state, REDS' centre has become an advisory hub for people who want to reclaim their land. Bi-monthly meetings attract important numbers of people who file requests to reclaim their land. However with the new government in place as of 2014, private companies seem to gain priority in land access | | <i>Partially achieved</i> |
| 2008 - 2011 | # of Dalits who have improved access to 'justice' partly thanks | <i>Amount in Indian Rupees</i> | <i># of families</i> <i>Year from April to March</i> | <i>Partially Achieved:</i> • Figures seem to decline after 2012 |

| | | | | | |
|----------------------|--|--|---|---|--|
| and 2012 - 2013 | to REDS: Access to government schemes and subsidies Tumkur district | 10,611,830 8,227,730 6,562,200 2,320,700 6,274,500 | 628 700 700 579 858 in 338 villages ³¹ | 2009-2010 2010-2011 2011-2012 2012-2013 2013-2014 | • Figures from 6 of the 10 taluks in Tumkur district |
| 2012-2013 | Solar lamps, 500 (???) mentioned in the contract as a target without further specification | | | | • In 2012-2013, 14652 solar lamps were installed for 3663 families in Tumkur district and 76 mechanics trained • In 2013-2014, in total 4163 families have solar lamps in Tumkur district. <i>Achieved, however it is not clear what financial contributions were made by ICCO</i> |
| 2013-2014 | Quality of life and dignity enhanced: end to bonded labour | Year | # villages that Support from police stopped | | <i>Improvement of the enhancement of dignity, though no targets set</i> |
| | | 2010 | 109 | | |
| | | 2011- 2012 | 116 | 529 | |
| | | 2012-2013 | 148 | 649 | |
| | | 2013-2014 | 64 | 182 | |
| | Adijan People have increased self - esteem | | Research not implemented | | <i>Not achieved</i> |
| | In at least 1000 APs no conflicts | | Not measured, and in 2013 only 616 APs received support | | <i>Not measured</i> |
| 2012-2013, 2013-2014 | No cases of atrocities and untouchability practiced: target 2013 | Year | Reduction of untouchability | | <i>Objective achieved already in 2012, but not measured again in 2013.</i> <i>Not clear how 'reduction of untouchability is measured</i> |
| | | 2009 | 80 % | | |
| | | 2011 | 90% | | |
| | | 2012 | 100% | | |
| 2012-2013 | Government passes bill for proportionate electorate | | In 2012, REDS obtains support from major political parties and eminent government authorities. Support obtained from district and state government. CERI faces challenges in terms of dealing with different personalities and insecurities experienced in the party leadership. No information in 2013 report | | <i>Many campaigns but objective not yet achieved</i> |

AP = Adijan Panchayat

5.2 Changes in civil society in the 2012-2014 period

5.2.1 Civic engagement

Civic engagement describes the formal and informal activities and participation undertaken by individuals to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

The most significant changes that took place since the baseline study in 2012 consist of:

1. An increase of non - Adijan but poor people also being reached by the interventions of REDS and the Adijan Panchayat Movement.
2. A decrease in the number of APs and volunteers active in Tumkur district, the intervention zone of ICCO.
3. Contributions made by Adijan people and other backward castes increased nearly nine-fold since 2010, but did not increase with the same rate in Tumkur district.
4. The Adijan Panchayat Movement is increasing its political engagement

Increasingly, non Adijan people but poor or backward casts approach REDS for support: in 2014, REDS estimates that some 80 percent of the people who come for the two-monthly meetings at the centre of REDS are Adjians and the other 20 percent are from other castes. REDS also estimates that

³¹ Figure obtained during field visit in October 2014

80 percent of land reclaimed is being given back to Adijans and the remaining is for other castes. Similar percentages hold for the distribution of the solar lamps under the Clean Development Mechanism.

Since the baseline the number of Adijan Panchayats in Tumkur district actively involved in the APM has declined, as did the number of volunteers involved of which 50 percent is female (ten volunteers per AP). In 2010 some 1000 villages had their own Adijan Panchayat³², but this number declined to 616 APs in 2013³³ and to 550 in 2014. A decrease in the number of APs involved in Tumkur district also had implications for the number of volunteers working at hobli and taluk level, where APs decide upon actions to be taken during monthly meetings. From the 45 hobli leaders operational in 2009, 14 were left in 2014, and from the 10 taluk leaders operational in 2009, 3 were left in 2014^{34,35}. APs are in charge of creating the awareness of their constituents on government schemes and land issues.

Although the total amount of contributions mobilised by Adijan People to pay for their travel and food when attending REDS activities is said to have increased from IDR 715,154 in 2010 to IDR 6,467,878 in 2013-14, contributions in Tumkur district showed a decline in the 2009-2012 period but increased again in 2013 (see paragraph 5.1). These contributions clearly show the involvement of the Adijan People and other backward castes in REDS' programme.

The entire Adijan Panchayat Movement is politically engaged and trying to defend the interests of its constituents. In 2012 an Adijan Panchayat women leader was elected as the speaker for Karnataka Adijan Parliament. After weighing all pros and cons the APM members supported a representative of the Adijan people in the 2013 Karnataka state elections, after which a new party (instead of the congress party) gained power.

Over the years, Adijan people have been elected in the Gram Panchayats in Tumkur district. During the general Gram Panchayat elections in 2010, 296 Adijans of which 126 women were sworn in in Tumkur Gram Panchayats: In all 12 districts in total 1,039 AP leaders contested and 703 of them got elected, of which 10 were subsequently elected as President and 11 Vice-Presidents, amongst which 10 women. People's participation in the Gram Sabhas³⁶ has increased manifold in the last two years with new Gram Panchayat elections being scheduled for 2015.

Score baseline 2013 on an absolute scale from 0-3: 3
Score end line 2014, relative change on a scale of -2 → +2 0

5.2.2 Level of organization

This dimension assesses the organisational development, complexity and sophistication of civil society, by looking at the relationships among the actors within the civil society arena.

According to REDS, the APM in Tumkur district has become rather autonomous from REDS in the 2012-2014 period, but there are no figures to substantiate this. The pace with which land reclamation is currently takes place is slowing down and the extent to which the movement is able to obtain access to government schemes decreased in 2012-2013, but recovered in 2013-2014. As already mentioned the numbers of Adijan Panchayats, hobli and taluk councils still supported by REDS also declined.

REDS uses two arguments for this, in the first place stating that the end of support from Cordaid and ICCO meant a withdrawal of REDS' support to the APM for financial reasons, in the second place REDS advances that the structures created have become self-sustaining.

Unfortunately no recent figures are available to show the current performance of both supported and not supported APs in Tumkur district. In 2010-2011, 616 of the 1000 APs were active and 350

³² Progress report 2010 - 2011

³³ ICCO, March 2014, Feedback on end Report Reds-Tumkur (REDS)

³⁴ REDS, Progress report 2009-2010

³⁵ REDS, Annual Report of Activities from April 2013 to March 2014

³⁶ The Gram Sabha includes all the adult citizens of the village. It is empowered to elect the Gram Panchayat. The Sabha can influence decisions taken by the Panchayat and can modify weak decisions whenever they feel.

functioning effectively³⁷. At that moment 19,606 families were members of Adijan Panchayats whereas the total number of families in these villages was 28,089 families at that moment.

In the meanwhile Adijan people are actively involved in the APM and take part in lobby and advocacy activities organized by REDS to introduce changes in the land bill such as in 2013, when 7000 people of which 5000 from Tumkur district gathered to take part in the state level land convention in the presence of amongst others the Karnataka Revenue Minister and the Law Minister.

In Karnataka State many organisations are defending the interests of Adijan people, but in Tumkur district REDS is the only organization addressing these issues. Relations between REDS and these other organisations are weak or do not exist. The same applies for the collaboration of the Adijan Panchayat Parliament created in 2011 at Karnataka state level. This Parliament has not become visible during the end line evaluation, nor its relations with other Adijan networks existing at state level. REDS is active in 12 districts in Karnataka state where it supports the creation of APs and in 7 of these with the solar lamp initiative. In five of these districts district councils of Adijan people have been established.

Since the baseline REDS has increased its presence at the international and the national level. REDS became part of a solidarity network at international level including other Asian countries, European countries and the USA. Since the baseline REDS engaged in mutual exchange programmes with other indigenous communities. Its experience with the Tumkur based Adijan Panchayat Parliament and that of the SAMI Parliament in Norway became a real inspiration for having a World Parliament of Indigenous People.

At the national level, REDS engaged with Ekta Parishad in 2012 which regroups some 2000 land right organisations in the country to claim at least 5 acres of land for Adijan and poor people. In the same year the director of REDS was nominated in a national task force to work on this demand³⁸. Since then the 2014 change in government has pushed the issue to the back burner.

Since REDS started its Campaign for Electoral Reforms in India (CERI) in 2009³⁹, it became national in 2010 for the first time⁴⁰. As of 2012⁴¹, REDS managed to obtain support from major political parties and government authorities as well as from the district and Karnataka state government. During the field visit REDS reported support from 20 states, from 3 national and 5 regional political parties. This coalition has taken a turn for more intensive confrontation with the government because of the recent amendments to the Land Acquisition Resettlement and Rehabilitation Act by the new government.

Since the baseline REDS has been able to diversify its resource base and it reduced its dependency upon ICCO to a maximum of 10 percent of its budget (2012-2013). In the first place Adijan people in Tumkur district increased their contributions to REDS' interventions from 882,927 Rps in 2012-2013 to 2,631,010 Rps in 2013-2014, but this increase does not equal contributions made in 2009-2010 (4,000,000 RPs). In the second place, REDS developed a business model for the solar lamp project, by creating a company called Cosmic Rumble which already sold 36,000 lamps in Karnataka state: Incomes received from solar lamp users by this company are used to create a revolving fund to be used for maintenance activities and to foresee the purchase of new solar lamps when donor support for the project comes to an end. In the third place REDS has attracted new donors.

Score baseline 2013 on an absolute scale from 0-3: 3

Score end line 2014, relative change on a scale of -2 → +2 0

5.2.3 Practice of Values

Practice of Values refers to the internal practice of values within the civil society arena. Important values that CIVICUS looks at such as transparency, democratic decision making, taking into account

³⁷ ICCO, Feedback on progress report 2010-2011.

³⁸ REDS, Progress report April – December 2012.

³⁹ Feedback on the Report of REDS Our Response, REDS, 2009

⁴⁰ Project / Programmatic Cooperation Update 2011

⁴¹ ICCO feedback on progress report 2012-2013

diversity that are deemed crucial to gauge not only progressiveness but also the extent to which civil society's practices are coherent with their ideals.

Generally speaking no changes occurred with regards to 'practice of values' by REDS since the baseline.

REDS avails of a governing Board of seven members, 5 Adijans and two other castes of which four are female. The composition of the Board did not change in the past years, although this is mandatory according to REDS' bylaws⁴² nor did it improve its effectiveness. REDS' executive director is a women seconded by her husband, the organisation having been managed by this couple for the last 30 years. These are accountable to the Board and at the same time to the Adijan Panchayat Parliament of Karnataka state which was created in 2011. This change in accountability relations has apparently not been documented in organisational reports. Information about REDS is not trickling down through the Parliament to its constituent members (APs) and to the many volunteers that work with the movement.

REDS' financial reports have been audited by the same firm for the last 25 years whereas ICCO suggested changing the auditor every 3-5 years in November 2012⁴³. During the field visit in October 2014, no change was observed with regards to this aspect. Audits give the financial situation per project rather than by REDS as an entity.

The evaluation team did not obtain clarity with regards to the use of funds released by ICCO in the 2012 -2014 period. In the first place REDS states that the relationship came to an end in March 2013 instead of March 2014, and in the second place interventions related to the solar lamp project, CERI and the land bill are said to have been financed by other donors, whilst being explicitly mentions in the contracts between REDS and ICCO.

Score baseline 2013 on an absolute scale from 0-3: 3

Score end line 2014, relative change on a scale of -2 → +2 0

5.2.4 Perception of Impact

Perception of Impact assesses the perceived impact of civil society actors on politics and society as a whole as the consequences of collective action. In this, the perception of both civil society actors (internal) as actors outside civil society (outsiders) is taken into account. Specific sub dimensions for this evaluation are the extent to which the SPO has contributed to engage more people in social or political activities, has contributed to strengthening CSOs and their networks, has influenced public and private sector policies.

There are several indications that Adijan and other backward castes are satisfied with the services delivered by REDS.

1. Financial contributions made by Adijan people to attend meetings by REDS and to seek support to access government schemes and claim back their land has increased in Tumkur district.
2. Less convincing is the acreage of land reclaimed in Tumkur district in the March 2011 – 2014 period: whereas the 2012-2013 contract with ICCO aimed for 450 families having reclaimed at least 5 acres land each (2,250 acres in total), the total acreage successfully reclaimed between April 2012 and March 2014 is 67.23 acres for 152 families. Recently, in December 2014, REDS succeeded in claiming 800 acres of land from the Forestry Department.
3. 700 families on average in Tumkur district access various government schemes each year.
4. Significant advantages in terms of health, education, IGA and social integration of Adijan people have been reported with regards to the solar lamps introduced in 4163 households by March 2014.

⁴² ICCO, (November 2012), Partner Visit Report

⁴³ ICCO, (November 2012), Partner Visit Report

5. The number of villages where bonded labour has stopped has increased. REDS claims that Tumkur district is 'atrocities free' as of 2012 but this could not be sustained by figures presented in the Karnataka status report on the prevention of atrocities for SCSTs.

As mentioned above, the APM on the one side is said to have become self-sustaining, on the other hand it seems to be functioning in a limited number of villages, hobli and taluks as compared to the baseline. There is evidence that land reclamation and obtaining access to government schemes is still happening and that the APM still financially contributes to activities organised by REDs. The APM has helped to raise the political consciousness of its members regarding the value of vote, as has been shown in the last state elections in Karnataka when Adijan People massively voted for an Adijan candidate.

Apart from these contributions towards building a civil society, REDS' work with regards to the national CERI campaign which is currently being joined by many organisations has become visible as well as its collaboration with Ekta Parishad. However, relations with civil society at Karnataka state level seem to be non-existent or weak, as well as the visibility of the Adijan Panchayat Parliament of Karnataka.

Relations between public sector officials, REDS and the APM have become more constructive and have resulted in claims regarding access to land or to government schemes being honoured, support to improve the wellbeing of Adijan girls, police supporting the APM to stop acts of bonded labour and a stronger enforcement of existing rules and regulations.

With regards to policy influencing activities at Karnataka state level, demands formulated by APM with regards to land are in the process of being answered by the new Government in place as of 2013. Apart from this, REDS' director was nominated in the national task force body for land reforms which is however currently defunct given the new regime in New Delhi that was elected in 2014. However the changes introduced in the new land bill are considered to be controversial by both civil society and companies changes. No policy changes have been realised with regards to CERI.

REDS, apart from having created its own company to run the solar lamp project, does not engage with private sector organisations, nor influence their policies.

Score baseline 2013 on an absolute scale from 0-3: 2
Score end line 2014, relative change on a scale of -2 → +2 1

5.2.5 Civil Society Environment

The social, political and economic environment in which civil society operates affects its room for manoeuvre. The civil society context has been described in chapter 3. In this section we describe how REDS is coping with that context.

Since the baseline the socio political environment of Karnataka has changed in favour of supporting marginalised categories in society when the new government came into power in 2013. Many laws which were disregarded by the previous government were re-established and the enforcement of existing policies was strengthened such as is the case with the PoA Act, SC/ST sub plan grants to local bodies, stricter and faster action in controlling crimes etc.

However, the APM movement, without continuing support from REDS (and donor organisations like ICCO and Cordaid who funded the movement in particular) is dwindling. Although the founders of REDS claim that the movement has become self-sustaining, at the same time the level of activities is decreasing.






Score baseline 2013 on an absolute scale from 0-3: 2
Score end line 2014, relative change on a scale of -2 → +2 0

5.3 To what degree are the changes attributable to the Southern partners?

This paragraph assesses the extent to which some outcomes achieved can be “attributed” to REDS. Starting with an outcome, the evaluation team developed a model of change that identifies different pathways that possibly explain the outcome achieved. Data collection was done to obtain evidence that confirms or rejects each of these pathways. Based upon this assessment, the evaluation team concludes about the most plausible explanation of the outcome and the most plausible relation between (parts of) pathways and the outcome. The relations between the pathways and the outcomes can differ in nature as is being explained in table 7.

Table 7

Nature of the relation between parts in the Model of Change

| Nature of the relation between parts and other parts or outcome | |
|--|---|
| The part is the only causal explanation for the outcome. No other interventions or factors explain it. (necessary and sufficient) |  |
| The part does not explain the outcome at all: other subcomponents explain the outcomes. |  |
| The part explains the outcome but other parts explain the outcome as well: there are multiple pathways (sufficient but not necessary) |  |
| The part is a condition for the outcome but won't make it happen without other factors (necessary but not sufficient) |  |
| The part is a contributory cause it is part of a 'package' of causal actors and factors that together are sufficient to produce the intended effect. |  |

Sources: Mayne, 2012; Stern et al, 2012

The following paragraph assesses REDS' contribution to the outcome linked to civic engagement. The paragraph first describes the outcome achieved and the evidence obtained to confirm that the outcome has been achieved. It then presents the pathways identified that possibly explain the outcomes, as well as present information that confirms or refutes these pathways. The last section concludes in the first place about the most plausible explanation of the outcome, followed by a conclusion regarding the role of the SPO in explaining the outcome.

5.3.1 Civic engagement – Adijans are better integration and socially accepted by other communities in Tumkur district

The outcome achieved

One of the outcomes achieved according to REDS consists of Adijan people being better integrated and socially accepted in Tumkur district. Evidence provided for this achievement is very scarce and only confirmed by REDS' reports and oral information provided by REDS. Indications are the following:

- Adijan Panchayat leaders are invited by caste people to settle their disputes already as of 2010⁴⁴. The same observation was made in 2012⁴⁵.
- The trainings given to Adijan people have impacted their psyche and their self-esteem.⁴⁶ Findings of a research planned to assess the self-esteem of Adijan people mentioned in the 2013-2014 contract have not been made available to substantiate this finding.
- In Tumkur district and the 12 other districts where REDS is intervening, the buffalo festival that represents the caste free labour to be provided by Adijan people to caste people was already stopped in 2010. Police were physically present in the villages together with AP leaders⁴⁷. Also in 2012 the buffalo festival was stopped in other villages⁴⁸

⁴⁴ ICCO, (2012), Feedback on the narrative report 2010

⁴⁵ ICCO, (2013), Feedback on the narrative report 2012-2013:

⁴⁶ ICCO, (2012), Feedback on the narrative report 2010

⁴⁷ REDS, (2010), Half Year Report April – September

⁴⁸ REDS, (2013), Narrative Report April – December 2012

- In 2010 one AP member, a woman was unanimously elected as the representative of all people in one Gram Panchayat⁴⁹
- Gram Panchayat representatives and local administration participate in monthly Adijan hobli council meetings in 2010. Also caste people accept invitations of APs to share their views and opinions⁵⁰. In 2012, 76 Hobli level council meetings were organized and 1727 Dalit Panchayat leaders participated in the council meetings. 33 Government officers also participated in these meetings and discussed about government schemes and policies⁵¹. In 2013 only 27 Gram Panchayat representatives and local administration attended Hobli and Taluk Council meetings⁵²
- In 2012 some caste people have started to eat beef with Adijan people, whereas normally they do not eat beef and in particular do not eat together with Adijan people⁵³. In 2012 caste people are serving food to Adijan people inside their homes, whereas previously Adijans were not allowed to enter houses of castes^{54,55}.
- The solar lamp project teaches maintenance skills to Adijan youth who then provide technical support to both Adijan and caste families. This implies that caste households have to grant access to these mechanics in their houses⁵⁶. 76 mechanics were trained in 2012 and until sofar have installed solar lamps in 4163 families in Tumkur districts (caste background of these families unknown)⁵⁷.
- In 2012, REDS declared Tumkur an Adijan atrocity free district although they also mention that SC/ST increasingly make use of the Prevention of Atrocity Act to settle political scores⁵⁸.

The Karnataka status report of 2011 and 2012 contradicts REDS' claim that Tumkur is an atrocity free district⁵⁹. It states that Tumkur district had the highest number of reported cases compared to other

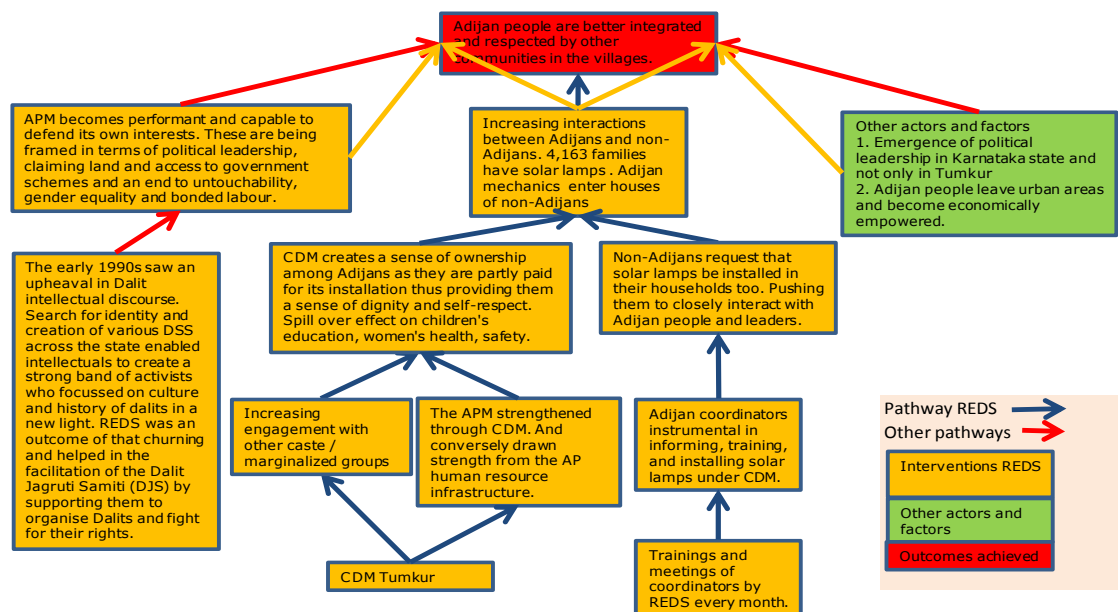


Figure 2: Pathways that possibly explain outcomes and conclusions about the nature of the relations between pathways and the better integration of Adijan people in society

districts in these two years (112 cases in 2011 and 121 cases in 2012). In line with these findings Tumkur was declared a sensitive district by the Government monitoring committee for atrocities

⁴⁹ REDS, (2010), Half Year Report April – September

⁵⁰ REDS, (2010) Half Year Report April – September

⁵¹ REDS, (2013), Narrative Report April – December 2012

⁵² REDS, (2014), Narrative Report April 2013 to March 2014

⁵³ REDS, (2010), Half Year Report April – September

⁵⁴ REDS, (2013), Progress report 2012

⁵⁵ REDS, (2013), Narrative Report April – December 2012

⁵⁶ ICCO, (unknown), Project Plan Considerations 2012-2013

⁵⁷ REDS, (2013), Narrative Report April – December 2012

⁵⁸ REDS, (2013), Narrative Report April – December 2012

⁵⁹ KDMV, SCST (PoA) Implementation in Karnataka status report 2013

against Adijan people. Most of the atrocities are said to be related to land issue where Adijan people are specifically targeted for occupying reclaimed land. REDS has not been a part of any legal proceedings defending Adijan rights over land. According to REDS, the recorded atrocity cases are not of the *untouchable* Adijans, but refer to *touchable* Adijans.

The above information questions the achievement of the outcome as stated above. It also highlights that if social integration is taking place, this already started *before MFS II*: Quantitative data are missing to a great extent. Despite this the evaluation team has made an effort to explain this outcome, taking into account that Tumkur district is *not* an atrocity free district which affects the social integration of Adijan people.

Pathways that explain the outcome and information that confirms or rejects these pathways

1. The first pathway explains the outcome by the Clean Development Mechanism, the solar lamp project that was implemented in Tumkur district between March 2012 and 2014 with support from ICCO according to contractual obligations, although according to REDS also Bread for the World and Andheri Hilfe financed this intervention for the same number of households. In this period 12,489 solar lamps have been installed in 4,163 families and 76 mechanics were trained to ensure the installation and the maintenance of these lamps at household level. The AP coordinators at hobli level and its representatives were the first to be trained and educated about the solar lantern project and its usage and benefits. They were also trained to train others (mostly women) who could repair simple parts or rectify any technical faults. The lantern was not free of charge. One had to pay 100 rupees a month for 23 months to REDS in order to own it. Any technical fault during this period was taken care of by REDS and the initial corpus was deposited by REDS.

Information that *confirms* the contribution of the solar lamp project towards a better integration is in the first place based upon the fact that the lamps are not only made available for Adijan people but also for other caste people who are poor but also can afford to pay 2300 rupees per lamp.⁶⁰

In the second place, only Adijan youth was trained for the installation and maintenance of these lamps, therefore they have to enter houses of Non-Adijan people. Until so far only 76 mechanics are operational in Tumkur district^{61,62,63,64}. This economic power in the hands of Adijans also is said to change social relations between Adijans and non-Adijans, because previously Adijans were the only ones to ask for support from non-Adijans, whereas now non-Adijans also seek support from the Adijans⁶⁵. Adijans are now able to mingle with other castes, including the dominant castes like Gowdas, Kurubas, Lingayats⁶⁶, and Vokkaligas⁶⁷ on an equal footing. These communities are now accepting Adijan leadership for solar lamp related issues⁶⁸.

In the third place due to the solar lamp project, social relationships are said to have changed. From being considered an "untouchable" Adijans are now being welcomed and even served food inside the homes of caste people. Adijan Panchayats have also started experiencing "mutual understanding, respect and harmony in their respective villages especially after the distribution of solar lamps".⁶⁹

Information that *rejects* the contribution of the solar lamp project is the following:

⁶⁰ Interview REDS field staff

⁶¹ Interview REDS field staff

⁶² Interview with REDS programme managers

⁶³ Interview with REDS Executive Leadership

⁶⁴ Interview with REDS staff

⁶⁵ Interview REDS field staff

⁶⁶ "Lingayats constitute 17% of the total population in Karnataka and are the largest community followed by the Vokkaligas. They're dominant in close to 100 of the 224 assembly seats, mostly in North Karnataka, and there have been nine chief ministers from the community." *Refer*, <http://timesofindia.indiatimes.com/city/bengaluru/Lingayats-renew-demand-for-separate-religion/articleshow/23846654.cms>

⁶⁷ Vokkaligas constitute between 15 and 17 percent of the state population and they are concentrated in districts of South Karnataka.

⁶⁸ Interview with REDS Field Staff

⁶⁹ REDS Annual Report 2013-14

When taking into account that until so far only 76 mechanics are operational in Tumkur district, who are reaching 4,163 families of which their origin (Adijan or non-Adijan) is unknown, the contribution of the CDM project towards better integration of Adijan people seems to have a limited outreach. Further it is to be observed from the evidence collected for the *outcome achieved* that many signs of better integration of Adijan people have been reported *before* the solar lamp project.

2. The second explanation for the outcome is that REDS has empowered the Adijan people and helped them to claim their rights and dignity in Tumkur district since 1984. Main interventions consisted of creating the APM, stopping the buffalo sacrifice festivals, ending other atrocities, supporting Adijan people to claim their rights with regards to land and access to government schemes.

Information that *confirms* this pathway has been already described in other sections of the report and mainly consists of the fact that REDS has been building the APM for the past 30 years, starting in Tumkur district. Based upon information only provided by REDS, this movement has shown to be; financially independent from REDS; able to reclaim land and obtain access to government schemes for an average of 700 people per year; able to stop the buffalo festivals that associate Adijan people with providing free of charge labour to caste people; able to end atrocities in Tumkur district, and to build relationships between Adijan Panchayats, Hobli and Taluk councils on the one side and Gram Panchayats and local administrations on the other site. Increasingly and in particular since 2012, non-Adijans have become aware of these results and have started to seek support with regards to land reclamation and other claims for themselves, whilst at the same time REDS has started to support these people. An external resource person also confirms that Adijan leaders know a lot about rights and processes and are able to clearly put forth their demands⁷⁰.

Information that *rejects* this is the following:

One of the respondents attributes the improved relations between castes to the fact that the Adijan people have been organised to address issues collectively, which the Gram Panchayats cannot ignore. Also the fact that Adijans obtain the support of REDS helps them to claim their rights and entitlements vis-à-vis Gram Panchayats⁷¹. This does not automatically mean that Adijan people are being respected and better integrated in society.

Interventions by REDS in Tumkur district became less intensive as of 2012: the number of APs, hobli and taluk councils that are still being supported by REDS were considerably reduced from 1000 APs in 2011 to 550 in 2014; from 45 hobli and 10 taluk councils in 2011 to 14 hobli and 3 taluk councils in 2014. Two reasons mentioned by REDS are that at least 350 APs were capable to function autonomously from REDS as of 2010 and another reason is the withdrawal of Cordaid and ICCO.

3. The third explanation for the outcome achieved relates to other actors and factors not associated with REDS

A first explanation is provided by Prahalladappa (2013)⁷² who states that 'the emergence of political leadership of Adijan and Backward classes is widely spread and equally popular in all districts of Karnataka state' (*and not only in Tumkur*). His conclusions are based upon the movement created in the 1980^{ties}, when REDS came into existence. According to him, this situation in the past explains the recent victories of Adijans and backward classes in assembly and parliamentary elections, where the Adijan Movement (not those associated with REDS) became a platform for other people belonging to deprived castes and sections in society. This statement kind of confirms the experiences witnessed by REDS since 2012, where also non-Adijan people started to engage with the movement and asked support to claim their rights, but it also highlights the fact that similar trends are being observed in other districts where REDS does not intervene.

⁷⁰ Interview with Ekta Parishad

⁷¹ Interview with Indian Social Institute

⁷² M.H.Prahalladappa, Impact of DSS and Dalit Movement in Emerging Karnataka, Research Direction, vol-1, issue-2, August 2013.

A second explanation refers to increasing education levels amongst Adijan people providing them with opportunities to migrate to urban areas. Karnataka state is characterised by a shortage of agricultural labour force, reason for which people from other states migrate seasonally to Karnataka. In consequence, Adijan people have been partly liberated from socially binding activities to be fulfilled for upper castes, and have enhanced their economic position in society. These small changes have effectively brought the caste barrier down and allowed Adijan people to avoid discrimination and raise a voice against it if at all such things occur, with or without REDS' support.⁷³

Conclusion

Assuming that Adijan people are to some extent better integrated into society and socially accepted, although Adijan people in Tumkur district are victims of atrocities committed by caste people, its role in better integration and social acceptance of Adijans by other communities in Tumkur is to be categorized as *not necessary but sufficient*, implying that other actors and factors also explain this outcome. These include changing of the social landscape with increasing importance and evolution of discourse on Dalit rights, and the economic landscape that created a shortage of agricultural labour force in Karnataka state and increased education levels amongst Adijan people who moved to urban areas.

The contribution of the CDM project is the most recent contribution that according to the contracts has been financed under MFS II, but has been contradicted by REDS. This contribution only concerns 76 Adijan mechanics, entering houses of a maximum of 4,163 families in Tumkur district. A more substantial contribution seems to come from interventions that date from before the MFS II period, whereas these interventions did only partially continue during MFS II.

5.3.2 Intermediate Organisations – Adijan Panchayats increasingly are able to claim their rights

The outcome achieved

One other outcome claimed by REDS is that Adijan Panchayats and their organisations at hobli level are increasingly capable of claiming their rights, in particular with regards to reclaiming their land. Between April 2010 and March 2014, 2163.25 acres were reclaimed for 1438 families in Tumkur district, and 1106.10 acres for 489 families in other districts. In the March 2012-2014 (24 months) period a total of 68.29 acres of land was reclaimed and given to 153 families in Tumkur district^{74,75}. This is a considerable *decrease* when compared to the April 2010 – March 2012 period (24 months) when 2084.36 acres of land were reclaimed for 886 families. More recently REDS reports a considerable increase of land reclamation in December 2014, when the Forest Department handed over 800 acres of land to Adijan and other poor people.

Reasons that explain the decline of the acreage of land being successfully claimed during the 2012 – 2014 possibly consist data not systematically being collected, because apart from organising a monthly gathering in the REDSs compound in Tumkur, APs and hobli councils increasingly deal with this issue at their own level as a means to reduce traveling costs and time, and because REDS only supported 550 APs in 2014.

During the same March 2012 – 2014 period, not only Adijan people were supported by REDS and the APs, also non-Adijan people started to seek support from REDS, but no disaggregated figures exist with regards to this variable⁷⁶.

Pathways that explain the outcome and information that confirms or rejects these pathways

Three different pathways have been identified that possibly explain the outcome:

⁷³ M.H.Suryanarayanan, K. Seeta Prabhu, Ankush Agarwal, Inequality Adjusted India Human development Index, 2013

⁷⁴ REDS Annual Report 2012-13

⁷⁵ REDS Annual Report 2013-14

⁷⁶ Interview with REDS Field Staff

1. The first pathway consists of the interventions by REDS to raise the awareness and train the AP leaders and hobli and taluk council coordinators for at least the past 5 years.

Information that *confirms* this pathway is the following:

Hobli coordinators and AP representatives have been trained by REDS since the 2008 – 2012 project. Land related issues focused amongst others on the PTCL Act, different types of land classification and ownership titles and processes to reclaim land, including how to use the Right to Information Act to demand insight into land titles. Coordinators are in charge of making an inventory of landless people⁷⁷. *Common land* resources are then being identified at the taluk office, after which the coordinator ensures that individual claims are filed in an organised manner with the revenue department and any other department that has been occupying that land. Once the applications are filed, REDS provides legal, para legal and interactions with officials to the claimants.

In the March 2012 – 2014 period monthly meetings of hobli and taluk councils continued to take place to discuss land issues and even are said to have intensified at the village level on the issue of land reclamation. The evaluation team did not obtain evidence that these meetings still take place in all 1000 APs, 45 hobli and 10 taluk councils; the most recent figures made available in October 2014 consisted of 550 APs still receiving support from REDS, 14 hobli councils are still meeting and three taluks⁷⁸⁷⁹.

Apart from these, monthly meetings take place at Booshakthi Kendra where land issues are being taken up as well as land reclaiming procedures are being explained⁸⁰. In the March 2013- 2014 period 49 land cases were identified, involving 716 families', resulting in 51 acres being successfully reclaimed for 145 families⁸¹⁸².

The most important information that *rejects* this pathway of capacitating APs and hobli and taluk coordinators consists of the above mentioned fact that hardly any detailed information is available about the functioning of the 1000 APs, 45 hobli and 10 taluk councils that have been created by REDS in Tumkur district and that according to the information available, numbers have been reduced considerably.

An external resource person (who wants to remain anonymous)⁸³ states that many land conflicts in Tumkur target Adijan people for occupying reclaimed land, and that no cases are known where REDS is part of any legal proceedings to defend its constituents in Tumkur Special Court.

⁷⁷ in particular Adijan people in the 2008-2012 period, but opening up to requests from non-Adijan people in the March 2012 – 2014 period

⁷⁸ REDS, (2014), Progress report March 2013 - 2014

⁷⁹ Interview with REDS Field Staff

⁸⁰ Interview with REDS Programme Managers

⁸¹ REDS, (2014), Progress report March 2013 - 2014

⁸² Interview with a resource person associated with Ekta Parishad

⁸³ Contact details available with evaluation team

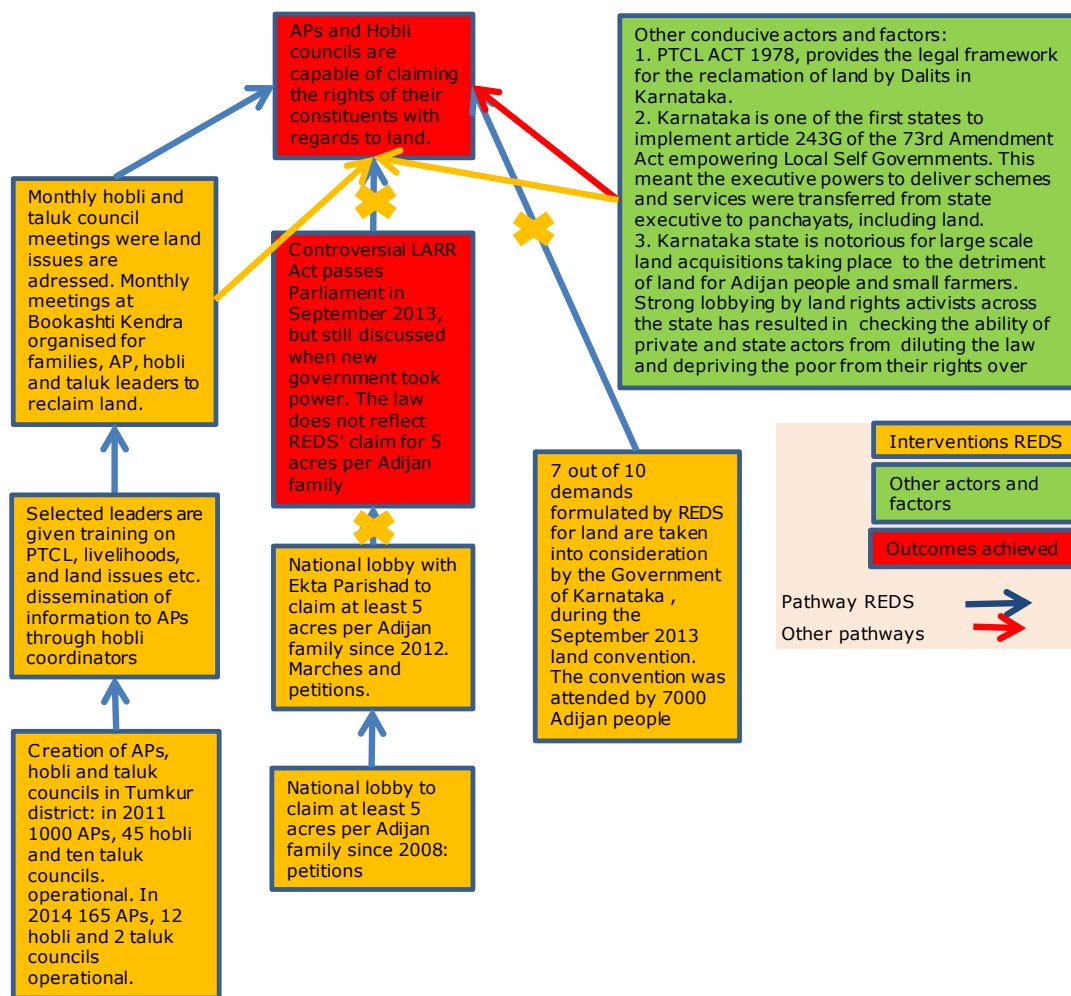


Figure 3: Pathways that possibly explain outcomes and conclusions about the nature of the relations between pathways and successful land reclamation by APs, hobli and taluk leaders

- The second pathway consists of the collaboration of REDS with Ekta Parishad to lobby for a land bill that entitles each Adijan household with at least 5 acres of land at the national level. REDS organised a land convention on 4th September 2013 in Tumkur.

REDS' campaign for 5 acres of land for each Adijan family was already part of the 2008 – 2012 contract with ICCO but was temporarily put on hold because REDS awaited the removal of the BJP government which only happened in May 2013. Despite of this situation, REDS organised a petition in 2009, collecting 170,000 signatures through the APs to be sent to the relevant authorities at state and national level, which according to REDS helped to table the issue⁸⁴ (no evidence found). As of 2012, REDS started its collaboration with Ekta Parishad, which regroups 2000 land rights organisations of the biggest land rights movement in India under the leadership of Ekta Parishad⁸⁶. In the same year the Director of REDS was nominated in the national task force for land reforms. In September 2013, the Government of India passed the Land Acquisition Rehabilitation and Resettlement Act which however raised severe opposition from both farmers and industry side that continue until to date. Until so far this campaign has not helped to realise REDS' ambition to give Adijan people the right to at least 5 acres per family.

In Karnataka state REDS organised a convention in January 2013 to lobby for access to land for women, followed by a convention in September 2013. 7000 people from the 12 districts where REDS intervenes attended this last convention during which a petition with 500,000 signatures

⁸⁴ ICCO, (2010), Feedback on progress report 2009 - 2012

⁸⁵ REDS, (2010), Progress report 2009-2010

⁸⁶ REDS, (2013), Progress report on April – December 2012

was handed over to the Revenue Minister of Karnataka. A memorandum was also submitted to the state government that presented 10 demands formulated by Adijan people with regards to land, of which 7 demands were taken into consideration by the State Government⁸⁷⁸⁸.

An external resource person observes that REDS failed to benefit from this momentum created in September 2014 to ensure appropriate follow up in 2014. REDS reoriented its energy to the CERI campaign and did not follow up on land issues.⁸⁹

3. The third pathway explains the outcome by the fact that Karnataka state has a conducive environment for granting Adijans access to land.

Several factors justify that Karnataka state has a conducive environment with regards to land access for poor people, including Adijan people.

In the first place the Prohibition of Transfer of Certain Lands (PTCL Act) provides the legal framework for land reclamation by Adijan people supported by REDS. Caste people have in consequence started to confirm to rules in the fear of a PTCL case being filed against them.⁹⁰ However processes to effectively reclaim land are delayed because of land becoming scarce for this purpose⁹¹.

Until so far REDS has taken advantage of this conducive environment by reclaiming land that was common property resource and by reclaiming only small plots that did not challenge the power relations between Adijan and caste people⁹².

In the second place, Karnataka is one of the first states to implement article 243G of the 73rd Amendment Act empowering Local Self Governments as of 1992. This meant that executive powers to deliver schemes and services were transferred from state executives to panchayats.⁹³ Implications for REDS and other organisations defending the interests of Adijan people consist of APs, hobli and taluk councils being the appropriate channel to address land and other issues at Panchayat or taluk level. In the meanwhile the revenue department of Karnataka also has started to digitize land ownership titles and their transfers as requested by farmers. Taluks are in charge of keeping these digital records and serve farmers. The land ownership data base will become publicly available and is meant to make land deals more transparent. Until so far REDS has not mentioned this as a positive trend.

This conducive environment is however countered by large scale land acquisitions increasingly taking place by companies in Karnataka, including Tumkur district. Strong lobbying by land rights activists across the state has resulted in checking the ability of private and state actors from diluting the law and depriving the poor from their rights over land.

Conclusion

The outcome is in the first place to be explained by REDS' efforts since the past 30 years to create and train Adijan Panchayats, hobli and taluk leaders about possibilities to reclaim land. This strategy possibly has been more effective *before* 2012 than in the March 2012-2014 period, when REDS reduced its efforts to support the APs and the APM. It is a *sufficient but not necessary cause* that explains the outcome, because also the conducive environment provided by the government explains the outcome and is also a *sufficient but not necessary cause*. REDS' lobby and advocacy efforts until so far do not explain the outcome, since no changes have occurred in land policies and in particular their procedures.

⁸⁷ REDS Annual Report 2013-14

⁸⁸ Interview with REDS Executive Leadership

⁸⁹ Interview with Ekta Parishad

⁹⁰ REDS and Ekta Parishad

⁹¹ Progress report of another organisation, known to the evaluation team

⁹² Indian Social Institute

⁹³ <http://rdpr.kar.nic.in/English/index.asp>

5.4 What is the relevance of these changes?

5.4.1 Relevance of the changes in relation to the Theory of Change of 2012

REDS, in its 2012 Theory of Change aimed to ensure self-respect and dignity for Adijans and women in social, political, economic and cultural spheres'. In order to reach this goal, the most important condition to be fulfilled consists of 'reclaiming Dalit history and culture' which has been operationalised by the Booshakthi Kendra in 2003. This condition was further decomposed in six other conditions of equal importance: Increasing Dalit political participation; eradication of untouchability and reducing atrocities on Dalits by mobilizing them and making them aware of their Rights; strengthening internal governance within Dalit community; strengthening of women leadership in politics; economic development of Dalits and achieving basic (fundamental) rights' of Dalits.

Since the baseline study in 2012, REDS has changed its strategic orientation, intensifying its efforts on mainly two programmes: CERI coalition on electoral reforms on which it is working since 2008 and the Solar Lamp and Clean Development Mechanism (CDM) programme. These two programmes are very indirectly relating to the 2012 Theory of Change.

The changes obtained through the solar lamp project seem relevant in the ToC in terms of contributing to the economic development of the Adijan people. The CERI has not yet resulted in changes. Other changes that are relevant in the light of the ToC is the ongoing reclamation of land and claims to access government schemes , but the considerable dilution of the APM is negatively impacting upon these changes, weakening their relevance .

5.4.2 Relevance of the changes in relation to the context in which the SPO is operating

The changes introduced in Tumkur district are relevant in the context that Adijan people are living. SCST represent 23.5 percent of the total population but they are not sufficiently represented in the political domain, reason that their rights are regularly violated or not respected⁹⁴. Another factor however consists of SCST or Adijan people not being able to become operational as one movement at the state level.

Against this background the movement created by REDS in Tumkur district, for which REDS has been commended by external resource persons is just one relevant step towards the creation of a movement at state level. However, no traces were found that provide evidence of REDS engaging with other Adijan movements operational at Karnataka state level in in other districts, nor evidence about the relation of the Adijan Panchayat Parliament created at state level in 2011 with these networks such as Karnataka Dalit Mahila Vedike and Dalit Sangharsh Samiti.

The increased involvement of non-Adijan people in the movement is also relevant in terms of creating a bigger constituency as a means to enhance political leadership at state level.

5.4.3 Relevance of the changes in relation to the policies of the MFS II alliance and the CFA

REDS' partnership with the ICCO alliance is part of its global Conflict Transformation and Democratization programme. The program distinguishes four thematic areas of work, which are closely linked: Empowerment for conflict transformation; Human rights and rule of law; Gender and United Nations Security Council Resolution 1325 (UNSCR 1325) and; Democratic society.

In a number of countries coalition-forming of organisations working on similar issues is part of the CT&D programme we have stimulated the development of program coalitions in which civil society

⁹⁴ <http://timesofindia.indiatimes.com/city/bengaluru/Why-there-is-no-Jupiter-among-dalits-in-Karnataka/articleshow/24149666.cms>

organizations collaborate. Issues that could be addressed were for instance access to land and natural resources for marginalised groups, human rights or conflict transformation⁹⁵.

In India this programme has been translated into the democratisation and peace building programme, with a particular focus on addressing structural issues like caste, class and land issues.

Apart from this, ICCO supported the creation of an Empowerment & Entitlements Platform in 2008 aiming to take collective action on land issues and untouchability. REDS has been member of the platform and also held administrative functions⁹⁶.

In its 2013 Alliance report, ICCO, the Karnataka State Assembly passed the Scheduled Castes Sub-Plan and Tribal Sub-Plan (SCP/TSP) Act that included a budget allocation to purchase land for an organization of landless Dalits. This enabled 3,086 Dalit families to attain ownership of 2,186 acres of land. Similarly, total 4104 acres of land was allocated as communal land, or forestland. This was the result of extensive lobbying and advocacy work in which several of ICCO's partners were involved.

According to the ICCO CT&D coordinator, REDS' interventions have been relevant in the light of the CT&D programme, because REDS addressed land issues, explicitly worked on women empowerment, was able to create an entire Adijan movement which is capable to engage with Gram Panchayat representatives and local administration and is currently working on CERI. Together with the National Campaign on Dalit Human Rights, land issues have been tabled at the national level.

The evaluation team observes however that since REDS made its strategic change in 2012 and only actively intervened in two programmes; CERI and the CDM; the performance of the APM in Tumkur has declined in terms of number of APs still supported and acreage of land reclaimed, whilst women empowerment still is on the agenda.

The field visitors to REDS did not find traces of REDS having participated in the Empowerment & Entitlements Platform, nor interventions that are associated with the Scheduled Castes Sub-Plan and Tribal Sub-Plan (SCP/TSP) Act of 2013.

The changes to which REDS contributed since the baseline study are still relevant for ICCOs MFS II policies, though were limited in scale.

5.5 Explaining factors

5.5.1 Internal factors

As mentioned in chapter 4, REDS informed the evaluation team that it has changed its strategic orientation since the baseline and concentrated on the the CERI campaign and the CDM by means of the solar lamp project. At the same time it limited its efforts to expand the Adijan Panchayat Movement.

In consequence the organogram has changed; senior and other staff has been replaced or sent away early 2012, whereas according to contractual obligations with ICCO, still interventions were planned in relation to the APM, access to government schemes and to land issues. According to REDS, the CERI and the CDM programmes have been implemented with support of German organisations, although they are also part of the contracts signed with ICCO.

Apart from these strategic and operational changes, the founders of REDS kept their executive leadership positions whilst at the same time creating a company to manage incomes generated through the solar lamp project.

Many people associate REDS with these founders according to the founders themselves and to some outsiders, although some also state that a change of leadership might also be necessary.

⁹⁵ ICCO Alliance Progress report 2011

⁹⁶ Interview with programme coordinator CT&D India

The shift in the strategic orientation of REDS might be one of the explanations of rather diluted outcomes reported like a better integration of Adijan people in society, a decrease in the acreage of land successfully reclaimed by Adijans and lobby activities with regards to land not having been successful.

5.5.2 External factors

No particular external factors have been identified that impacted negatively upon REDS' outcomes achieved.

Some conducive elements were identified, such as the Congress party taking over power in Karnataka state as of 2013, increased attention for land rights in the policies and procedures to be followed in order to obtain land titles, and increased attention for the enforcement of the Prevention of Atrocities Act.

5.5.3 Relations ICCO –REDS

Relations between ICCO and REDS have been constructive and until 2012 the programme was implemented appropriately. The end of financial support from ICCO explains the strategic reorientation of REDS and the non-convincing outcomes reported.

A major reason for ICCO to end the support to REDS is a change in geographic focus in India, in favour of the North East: although ICCO will not provide financial support to REDS, technical support is still possible and they will continue to engage with REDS as a member of the Empowerment and Entitlement coalition as well as on land issues because REDS is a member of the national commission on land reforms.

6 Discussion

6.1 Design of the intervention

The design of the intervention strategy has drastically changed since the baseline, the most important reason being an end to the financial support given to REDS to further support the APM. The introduction of the solar lamp project and the importance it gained in financial terms has resulted in another intervention design.

The change in the strategic orientation has not taken into account existing positive outcomes already achieved upon which to build, nor has foreseen an exit strategy that enabled the APM to continue on its own. For example, the creation of the Adijan Panchayat Parliament at Karnataka state in 2011, did not receive further material and technical support to become a performing apex body of the APM.

Whereas the business model developed for the solar lamp project is possibly replicable in other districts and states; that of creating the APM is not replicable in a time frame neither of five years nor by another organisation.

The APM is the result of a project of the two founders of REDS, who are the very charismatic leaders of REDS. This process started in 2001. It is curious to see how quickly this strategy for movement building came to an end when financial support became difficult.

7 Conclusion

Changes in the civil society arena of the SPO

In the 2012 – 2014 period the most important changes that took place in the civil society arena of REDS are the following:

1. The number of Adijan Panchayats, hobli and taluk councils in Tumkur district declined from respectively 1000, 45 and 10 entities in 2010 to 550, 14 and 3 entities in 2014, the most important factor being the end of the support given by ICCO and Cordaid (*level of organisation*). Instead of supporting this Adijan Panchayat Movement (APM), REDS reoriented its interventions towards the implementation of a solar lamp project (also in Tumkur district), a land campaign and one for electoral reforms in India.
2. Yet those Adijan people still member of the APM where capable to claim their economic rights and they made a conscious vote during the 2013 state elections. Co-existence and acceptance of Adijan people by caste people is said to have increased since the baseline (*civic engagement*).
3. Collaboration with public authorities was constructive and intensified after the positive election results at Karnataka state level. Yet efforts to positively influence the land bill and proceed to electoral reforms at national level did not yet materialise. To this end REDS engaged with relevant networks at national level.

Contribution analysis

Based upon an analysis of the projects and programmes financed by the Dutch CFAs a selection was made of SPOs to be included in an in-depth process tracing trajectory and those to be included for a quick contribution assessment. REDS was amongst those SPOs selected for in-depth-process tracing.

The first outcome achieved to some extent consists of Adijan (Dalit) people being better integrated and socially accepted in Tumkur district. Three rival pathways were identified: 1) During MFS II 76 Adijan youth were trained in install solar lamp systems in not only Adijan houses but also in non-Adijan houses who wanted to pay for these systems (4,163 families); 2) REDS has empowered the Adijan people and helped them to claim their rights and dignity in Tumkur district since 1984 and; 3) other actors and factors explain this outcome. Each of these pathways in themselves provide a sufficient but not necessary explanation for the outcome achieved. Although the solar lamp project is part of contractual obligations signed between ICCO and REDS as well as being reported on in progress reports, two German NGOs, Bread for the World and Andheri Hilfe are said to have financially contributed to this project. However more substantial contributions come from interventions supported *before the MFS II* period and financed by ICCO and Cordaid.

The second outcome consists of Adijan Panchayats and their organisations at hobli and taluk level increasingly being capable of claiming their rights, in particular with regards to reclaiming their land. Three pathways were identified, being 1) interventions by REDS to create the Adijan Panchayat movement with structures at village, hobly, taluk, district and state level; 2) lobby and advocacy activities for improved policies and regulations that provide access to land, and; 3) a conducive environment caused by the state. Whereas the second explanation was rejected, the two other pathways provide a sufficient but not necessary explanation of the outcome. REDS has possibly been far more effective *before MFS II* in explaining this outcome than *during MFS II*.

Relevance

With regards to its Theory of Change, REDS' changes achieved are relevant to some extent, although REDS' strategic orientation has negatively impacted upon those changes important in the ToC, in particular relating to the creation of a strong Adijan Panchayat Movement, access to land and to other entitlements.

With regards to the external context in which REDS is operating, changes introduced are relevant. However these changes have not yet helped to create one not fragmented movement at Karnataka state level to further claim political, economic and social rights.

With regards to the policies of the ICCO alliance, the changes achieved by REDS are relevant, but the performance of the APM in Tumkur in terms of Adijan Panchayats operational and acreage of land claimed has declined, whilst women empowerment is still high on the agenda. No traces were found of REDS engaging with other ICCO partners in a programmatic coalition to address land issues.

Explaining factors

The most important internal factors that explain the explanation of the rather diluted outcomes, such as the better integration of Adijan people in society and the acreage of land reclaimed consist of REDS having drastically changed its strategic orientation, its organogram and staff.

External factors that positively influence the outcomes obtained by REDS are the conducive environment provided by the government of Karnataka with regards to land rights and procedures to obtain land rights and an increased attention for the enforcement of the Prevention of Atrocities Act.

The relations between ICCO and REDS have been constructive until 2012, but the end of ICCO’s financial support explains the shift in REDS strategic orientation.

Design

The business model developed for the solar lamp project is replicable by other organisations and in other contexts. That of the creation of the APM however is not replicable.

Table 8
Summary of findings.

| When looking at the MFS II interventions of this SPO to strengthen civil society and/or policy influencing, how much do you agree with the following statements? | |
|---|---|
| The CS interventions were well designed | 5 |
| The CS interventions were implemented as designed | 5 |
| The CS interventions reached their objectives | 5 |
| The observed outcomes are attributable to the CS interventions | 5 |
| The observed CS outcomes are relevant to the beneficiaries of the SPO | 8 |

Score between 1 to 10, with 1 being “not at all” and 10 being “completely”.

References and resource persons

Documents by SPO

Title

REDS (2010) Half Year Report April – September
REDS, 2013, Progress report 2012
REDS (2013) Narrative Report April – December 2012
REDS (2014) Narrative Report April 2013 to March 2014
13_056891-project plan-01042013-31032014
2009_Clarifications
annual-project-update 02022012
half-year-report2011-2012-REDS71-03-03-033
mail062010
REDS (unknown) Staff policy

Documents by CFA

Title

ICCO (2012). Feedback on the narrative report 2010
ICCO (unknown) project plan REDS (Repaired)
ICCO, (unknown),Project Plan Considerations 2012-2013
ICCO (2013) Feedback on the narrative report 2012-2013:
13_054773-project-plan-consideration--01042013-31032014
feed-back-letter-08012012
13_067582-project-closure-01042012-31032013
feed-back-letter71-03-03-010
feed-back-on-reporting21052012
ICCO (2012) REDS final visit report
ICCO (2013) Alliance Progress Report 2012 – Narrative part
ICCO (2014) beleidsbrochure (proef4)
ICCO (2014) Progress Report 2013 Final 1 May Part 1 Narrative
ICCO (2014) Progress Report 2013 Final 1 May Part 2 Annexes
ICCO (2014) MIC's 2011-2 Prefinal pp Version02-05Final
ICCO (unknown) ReportPoliticalSpace(def)

Resource persons consulted

| Name of Key Informant | Organisation | Function in Organisation | Relation with SPO | Contact Details |
|-----------------------|---|---|--|-----------------------|
| Mrs. Jyothiraj | REDS | Director | | jyothiraj53@yahoo.com |
| Mr. M C Raj | REDS | Chief Functionary | | mcraj.reds@gmail.com |
| Kambanna, 2009 | REDS | Taluk Coordinator | | 7259586245 |
| Narayanappa, 2000 | REDS | Division Coordinator, CDM and Taluk Coordinator, (Adijan Panchayat) | | 7259586238 |
| Gangalakshamma, 2009 | REDS | Hubli Coordinator (Adijan Panchayat and CDM) | | 7259586246 |
| Asha | REDS | Programme Coordinator CDM, January 1 st 2014 | | 9886416901 |
| Rangaiah | REDS | Programme Coordinator, Land Department, Since 2006 | | 9900045875 |
| Hemalatha | REDS | Documentation, 2006 | | 7259999869 |
| Kusuma | REDS | Karnataka solar project, data manager, December 2013 | | 9164428282 |
| | AP (Thippanahalli Village) | Leader | Receives support to work with beneficiaries/households | 9663460073 |
| | AP (Lingikatte Village) | Leader | Receives support to work with beneficiaries/households | 8762470296 |
| | AP (Lakshmisagara Village) | Leader | Receives support to work with beneficiaries/households | N/A |
| | AP (Lakshmisagara Village) | Leader | Receives support to work with beneficiaries/households | N/A |
| | Indian Social Institute | Director | Other | 09481263142 |
| | Ekta Parishad Dalit Mahila Vedike and Sanchaya Nele | Convenor Representative | Collaborating with SPO External resource person | 09993592424 |

Appendix 1 CIVICUS and Civil Society Index Framework

CIVICUS, the World Alliance for Citizen Participation is an international alliance of members and partners which constitutes an influential network of organisations at the local, national, regional and international levels, and spans the spectrum of civil society. It has worked for nearly two decades to strengthen citizen action and civil society throughout the world. CIVICUS has a vision of a global community of active, engaged citizens committed to the creation of a more just and equitable world. This is based on the belief that the health of societies exists in direct proportion to the degree of balance between the state, the private sector and civil society.

One of the areas that CIVICUS works in is the Civil Society Index (CSI). Since 2000, CIVICUS has measured the state of civil society in 76 countries. In 2008, it considerably changed its CSI.

1.1 Guiding principles for measuring civil society

Action orientation: the principal aim of the CSI is to generate information that is of practical use to civil society practitioners and other primary stakeholders. Therefore, its framework had to identify aspects of civil society that can be changed, as well as generate knowledge relevant to action-oriented goals.

CSI implementation must be participatory by design: The CSI does not stop at the generation of knowledge alone. Rather, it also actively seeks to link knowledge-generation on civil society, with reflection and action by civil society stakeholders. The CSI has therefore continued to involve its beneficiaries, as well as various other actors, in this particular case, civil society stakeholders, in all stages of the process, from the design and implementation, through to the deliberation and dissemination stages.

This participatory cycle is relevant in that such a mechanism can foster the self-awareness of civil society actors as being part of something larger, namely, civil society itself. As a purely educational gain, it broadens the horizon of CSO representatives through a process of reflecting upon, and engaging with, civil society issues which may go beyond the more narrow foci of their respective organisations. A strong collective self-awareness among civil society actors can also function as an important catalyst for joint advocacy activities to defend civic space when under threat or to advance the common interests of civil society vis-à-vis external forces. These basic civil society issues, on which there is often more commonality than difference among such actors, are at the core of the CSI assessment.

CSI is change oriented: The participatory nature that lies at the core of the CSI methodology is an important step in the attempt to link research with action, creating a diffused sense of awareness and ownerships. However, the theory of change that the CSI is based on goes one step further, coupling this participatory principle with the creation of evidence in the form of a comparable and contextually valid assessment of the state of civil society. It is this evidence, once shared and disseminated, that ultimately constitutes a resource for action.

CSI is putting local partners in the driver's seat: CSI is to continue being a collaborative effort between a broad range of stakeholders, with most importance placed on the relationship between CIVICUS and its national partners.

1.2 Defining Civil Society

The 2008 CIVICUS redesign team modified the civil society definition as follows:

The arena, outside of the family, the state, and the market – which is created by individual and collective actions, organisations and institutions to advance shared interests.

Arena: In this definition the arena refers to the importance of civil society's role in creating public spaces where diverse societal values and interests interact (Fowler 1996). CSI uses the term 'arena' to describe the particular realm or space in a society where people come together to debate, discuss, associate and seek to influence broader society. CIVICUS strongly believes that this arena is distinct from other arenas in society, such as the market, state or family.

Civil society is hence defined as a political term, rather than in economic terms that resemble more the 'non-profit sector'.

Besides the spaces created by civil society, CIVICUS defines particular spaces for the family, the state and the market.

Individual and collective action, organisations and institutions: Implicit in a political understanding of civil society is the notion of agency; that civil society actors have the ability to influence decisions that affect the lives of ordinary people. The CSI embraces a broad range of actions taken by both individuals and groups. Many of these actions take place within the context of non-coercive organisations or institutions ranging from small informal groups to large professionally run associations.

Advance shared interests: The term 'interests' should be interpreted very broadly, encompassing the promotion of values, needs, identities, norms and other aspirations.

They encompass the personal and public, and can be pursued by small informal groups, large membership organisations or formal associations. The emphasis rests however on the element of 'sharing' that interest within the public sphere.

1.3 Civil Society Index- Analytical Framework

The 2008 Civil Society Index distinguishes 5 dimensions of which 4 (civic engagement, level of organisation, practice of values and perception of impact), can be represented in the form of a diamond and the fifth one (external environment) as a circle that influences upon the shape of the diamond.

Civic Engagement, or 'active citizenship', is a crucial defining factor of civil society. It is the hub of civil society and therefore is one of the core components of the CSI's definition. Civic engagement describes the formal and informal activities and participation undertaken by individuals to advance shared interests at different levels. Participation within civil society is multi-faceted and encompasses socially-based and politically-based forms of engagement.

Level of Organisation. This dimension assesses the organisational development, complexity and sophistication of civil society, by looking at the relationships among the actors within the civil society arena. Key sub dimensions are:

- Internal governance of Civil Society Organisations;
- Support infrastructure, that is about the existence of supporting federations or umbrella bodies;
- Self-regulation, which is about for instance the existence of shared codes of conducts amongst Civil Society Organisations and other existing self-regulatory mechanisms;
- Peer-to-peer communication and cooperation: networking, information sharing and alliance building to assess the extent of linkages and productive relations among civil society actors;
- Human resources, that is about the sustainability and adequacy of human resources available for CSOs in order to achieve their objectives:
 - Financial and technological resources available at CSOs to achieve their objectives;

- International linkages, such as CSO's membership in international networks and participation in global events.

Practice of Values. This dimension assesses the internal practice of values within the civil society arena. CIVICUS identified some key values that are deemed crucial to gauge not only progressiveness but also the extent to which civil society's practices are coherent with their ideals. These are:

- Democratic decision-making governance: how decisions are made within CSOs and by whom;
- Labour regulations: includes the existence of policies regarding equal opportunities, staff membership in labour unions, training in labour rights for new staff and a publicly available statement on labour standards;
- Code of conduct and transparency: measures whether a code of conduct exists and is available publicly. It also measures whether the CSO's financial information is available to the public.
- Environmental standards: examines the extent to which CSOs adopt policies upholding environmental standards of operation;
- Perception of values within civil society: looks at how CSOs perceive the practice of values, such as non-violence. This includes the existence or absence of forces within civil society that use violence, aggression, hostility, brutality and/or fighting, tolerance, democracy, transparency, trustworthiness and tolerance in the civil society within which they operate.

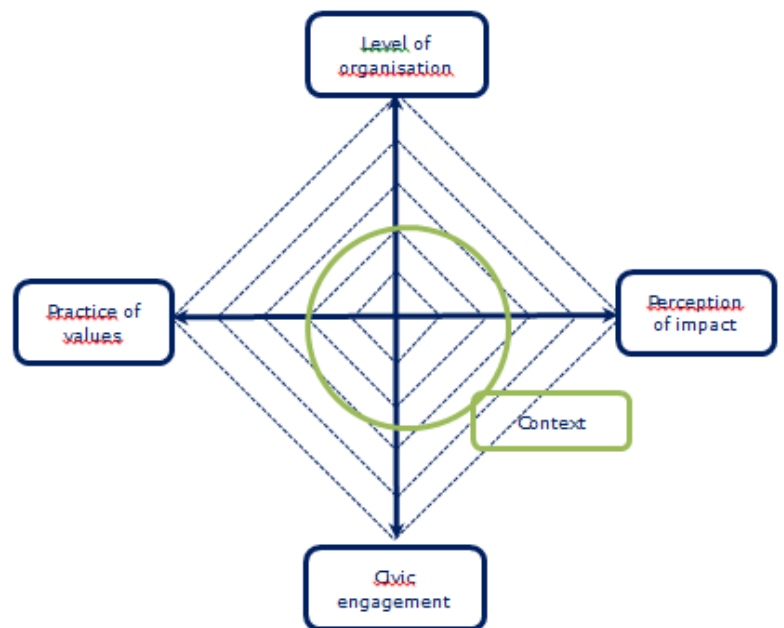
Perception of Impact. This is about the perceived impact of civil society actors on politics and society as a whole as the consequences of collective action. In this, the perception of both civil society actors (internal) as actors outside civil society (outsiders) is taken into account. Specific sub dimensions are

- Responsiveness in terms of civil society's impact on the most important social concerns within the country. "Responsive" types of civil society are effectively taking up and voicing societal concerns.
- Social impact measures civil society's impact on society in general. An essential role of civil society is its contribution to meet pressing societal needs;
- Policy impact: covers civil society's impact on policy in general. It also looks at the impact of CSO activism on selected policy issues;
- Impact on attitudes: includes trust, public spiritedness and tolerance. The sub dimensions reflect a set of universally accepted social and political norms. These are drawn, for example, from sources such as the Universal Declaration of Human Rights, as well as CIVICUS' own core values. This dimension measures the extent to which these values are practised within civil society, compared to the extent to which they are practised in society at large.

Context Dimension: External

Environment. It is crucial to give consideration to the social, political and economic environments in which it exists, as the environment both directly and indirectly affects civil society. Some features of the environment may enable the growth of civil society. Conversely, other features of the environment hamper the development of civil society. Three elements of the external environment are captured by the CSI:

- Socio-economic context: The Social Watch's basic capabilities index and measures of corruption, inequality and macro-economic health are used portray the socioeconomic context that can have marked consequences for civil society, and perhaps most significantly at the lower levels of social development;
- Socio-political context: This is assessed using five indicators. Three of these are adapted from the Freedom House indices of political and civil rights and freedoms, including political rights and



freedoms, personal rights and freedoms within the law and associational and organisational rights and freedoms. Information about CSO experience with the country's legal framework and state effectiveness round out the picture of the socio-political context;

- Socio-cultural context: utilises interpersonal trust, which examines the level of trust that ordinary people feel for other ordinary people, as a broad measure of the social psychological climate for association and cooperation. Even though everyone experiences relationships of varying trust and distrust with different people, this measure provides a simple indication of the prevalence of a world view that can support and strengthen civil society. Similarly, the extent of tolerance and public spiritedness also offers indication of the context in which civil society unfolds.

Appendix 2 Methodology Civil Society

This appendix describes the evaluation methodology that was developed to evaluate the efforts of Dutch NGOs and their Southern Partner Organisations (SPO) to strengthen Civil Society in India, Ethiopia and Indonesia. The first paragraph introduces the terms of reference for the evaluation and the second discusses design issues, including sampling procedures and changes in the terms of reference that occurred between the 2012 and 2014 assessment. The third paragraph presents the methodologies developed to answer each of the evaluation questions.

2.1 Introduction

2.1.1 Terms of reference for the evaluation

The Netherlands has a long tradition of public support for civil bi-lateral development cooperation, going back to the 1960s. The Co-Financing System ('MFS) is its most recent expression. MFS II is the 2011-2015 grant programme which meant to achieve sustainable reduction in poverty. A total of 20 consortia of Dutch Co Financing Agencies have been awarded €1.9 billion in MFS II grants by the Dutch Ministry of Foreign Affairs (MoFA).

One component of the MFS II programme addresses the extent to which the Southern Partners of the Dutch Consortia are contributing towards strengthening civil society and this evaluation assesses this contribution for Southern Partner countries in Indonesia, India and Ethiopia. The evaluation comprised a baseline study, carried out in 2012, followed by an end line study in 2014.

The entire MFS II evaluation comprises assessments in eight countries where apart from a civil society component, also assessments towards achieving MDGs and strengthening the capacity of the southern partner organisations by the CFAs. A synthesis team is in place to aggregate findings of all eight countries. This team convened three synthesis team meetings, one in 2012, one in 2013 and one in 2014. All three meetings aimed at harmonising evaluation methodologies for each component across countries. CDI has been playing a leading role in harmonising its Civil Society and Organisational Capacity assessment with the other organisations in charge for those components in the other countries.

This appendix describes the methodology that has been developed for the evaluation of the efforts to strengthen civil society priority result area. We will first explain the purpose and scope of this evaluation and then present the overall evaluation design. We will conclude with describing methodological adaptations, limitations and implications.

2.1.2 Civil Society assessment – purpose and scope

The overall purpose of the joint MFS II evaluations is to account for results of MFS II-funded or –co-funded development interventions implemented by Dutch CFAs and/or their Southern partners and to contribute to the improvement of future development interventions.

The civil society evaluation is organised around 5 key questions:

- What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?
- To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?
- What is the relevance of these changes?
- Were the development interventions of the MFS II consortia efficient?

- What factors explain the findings drawn from the questions above?

Furthermore, the evaluation methodology for efforts to strengthen civil society should:

- Describe how a representative sample of Southern partner organisations of the Dutch CFAs in the country will be taken
- Focus on five priority result areas that correspond with dimensions of the Civil Society Index (CSI) developed by CIVICUS (see paragraph 6.4 - Call for proposal). For each of those dimensions the call for proposal formulated key evaluation questions.
- Should compare results with available reference data (i.e. a CSI report or other relevant data from the country in question).

The results of this evaluation are to be used by the Dutch Ministry of Foreign Affairs, the Dutch Consortia and their partner organisations. The evaluation methodology has to be participatory in the sense that Dutch Consortia and their partner organisation would be asked to give their own perception on a range of indicators of the adjusted CIVICUS analytical framework in 2012 and in 2014.

2.2 Designing the methodology

2.2.1 Evaluation principles and standards

The overall approach selected is a participatory, theory-based evaluation through a before and after comparison. This paragraph briefly describes these principles and how these have been translated into data collection principles. It also describes how a 'representative sample' of Southern Partner Organisations was selected and how the initial terms of references were adjusted with the consent of the commissioner of the evaluation, given the nature of the evaluation component and the resources available for the evaluation.

Recognition of complexity

The issues at stake and the interventions in civil society and policy influence are complex in nature, meaning that cause and effect relations can sometimes only be understood in retrospect and cannot be repeated. The evaluation methods should therefore focus on recurring patterns of practice, using different perspectives to understand changes and to acknowledge that the evaluation means to draw conclusions about complex adaptive systems (Kurtz and Snowden, 2003)⁹⁷.

Changes in the values of the Civil Society Indicators in the 2012-2014 period are then the result of conflict management processes, interactive learning events, new incentives (carrots and sticks) that mobilise or demobilise civil society, rather than the result of a change process that can be predicted from A to Z (a linear or logical framework approach)⁹⁸.

A theory-based evaluation

Theory-based evaluation has the advantage of situating the evaluation findings in an analysis that includes both what happened over the life of the project as well as the how and why of what happened (Rogers 2004). It demonstrates its capacity to help understand why a program works or fails to work, going further than knowing only outcomes by trying to systematically enter the black box (Weiss 2004).

Theory-based evaluations can provide a framework to judge effectiveness in context of high levels of complexity, uncertainty, and changeability when traditional (impact) evaluation methods are not suitable: the use of control groups for the civil society evaluation is problematic since comparable organizations with comparable networks and operating in a similar external environment would be quite difficult to identify and statistical techniques of matching cannot be used because of a small n.

⁹⁷ C. F. Kurtz, D. J. Snowden, The new dynamics of strategy: Sense-making in a complex and complicated world, in IBM Systems Journal vol 42, no 3, 2003)

⁹⁸ Caluwe de, L & Vermaak H. (2003) "Learning to Change. A Guide for Organization Change Agents" Sage Publications.

Because SPO's theories of change regarding their efforts to build civil society or to influence policies may alter during the 2012-2014 period, it requires us to develop a deep understanding of the change process and the dynamics that affect civil society and policies. It is important to understand what has led to specific (non-) changes and (un)-expected changes. These external factors and actors, as well as the SPO's agency need to be taken into account for the attribution question. Linear input-activities-outputs-outcomes-impact chains do not suffice for complex issues where change is both the result of SPOs' interventions as those by other actors and/or factors.

Therefore, the most reasonable counterfactual that can be used for this evaluation is that of considering alternative causal explanations of change (White and Philips, 2012). Therefore the SPOs' Theory of Change constructed in 2012 is also related to a Model of Change constructed in 2014 that tries to find the ultimate explanations of what happened in reality, including other actors and factors that might possibly explain the outcomes achieved.

Triangulation of methods and sources of information

For purposes of triangulation to improve the robustness, validity or credibility of the findings of the evaluation we used different types of data collection and analysis methods as well as different sources of information. The CIVICUS analytical framework was adjusted for this evaluation in terms of providing standard impact outcome indicators to be taken into account. Data collection methods used consisted of workshops with the SPO, interviews with key resource persons, focus group discussions, social network analysis (during the baseline), consultation of project documents; MFS II consortia documents and other documents relevant to assess general trends in civil society

Participatory evaluation

The evaluation is participatory in that both baseline and end line started with a workshop with SPO staff, decision makers and where possible board members. The baseline workshop helped SPOs to construct their own theory of change with regards to civil society. Detailed guidelines and tools have been developed by CDI for both baseline and follow-up, and these have been piloted in each of the countries CDI is involved in. Country based evaluators have had a critical input in reviewing and adapting these detailed guidelines and tools. This enhanced a rigorous data collection process. Additionally, the process of data analysis has been participatory where both CDI and in-country teams took part in the process and cross-check each other's inputs for improved quality. Rigorous analysis of the qualitative data was done with the assistance of the NVivo software program.

Using the evaluation standards as a starting point

As much as possible within the boundaries of this accountability driven evaluation, the evaluation teams tried to respect the following internationally agreed upon standards for program evaluation (Yarbrough et al, 2011). These are, in order of priority: Utility; Feasibility; Propriety; Accuracy; Accountability. However, given the entire set-up of the evaluation, the evaluation team cannot fully ensure the extent to which the evaluation is utile for the SPO and their CFAs; and cannot ensure that the evaluation findings are used in a proper way and not for political reasons

2.2.2 Sample selection

The terms of reference for this evaluation stipulate that the evaluators draw a sample of southern partner organisations to include in the assessment. Given the fact that the first evaluation questions intends to draw conclusions for the MDGs or the themes (governance or fragile states) for each countries a sample was drawn for the two or three most frequent MDGs or themes that the SPOs are working in.

The Dutch MFS II consortia were asked to provide information for each SPO regarding the MDG/theme it is working on, if it has an explicit agenda in the area of civil society strengthening and/or policy influence. The database then give an insight into the most important MDG/themes covered by the partner organisations, how many of these have an explicit agenda regarding civil society strengthening and/or policy influence. For Indonesia, 5 partner organisations were randomly selected for respectively MDG 7 (natural resources) and 5 for the governance theme. For India 5 SPOs were selected for MDG 1 (economic or agricultural development) and 5 others for the theme governance. The sample in Ethiopia

consists of 3 SPOs working on MDG 4,5 and 6 (Health); 3 SPOs for MDG 2 (education) and 3 SPOs for MDG 1 (economic or agricultural development).

2.2.3 Changes in the original terms of reference

Two major changes have been introduced during this evaluation and accepted by the commissioner of the MFS II evaluation. These changes were agreed upon during the 2013 and the 2014 synthesis team meetings.

The efficiency evaluation question:

During the June 2013 synthesis meeting the following decision was made with regards to measuring how efficient MFS II interventions for organisational capacity and civil society are:

[...] it was stressed that it is difficult to disentangle budgets for capacity development and civil society strengthening. SPOs usually don't keep track of these activities separately; they are included in general project budgets. Therefore, teams agreed to assess efficiency of CD [capacity development] and CS activities in terms of the outcomes and/or outputs of the MDG projects. This implies no efficiency assessment will be held for those SPOs without a sampled MDG project. Moreover, the efficiency assessment of MDG projects needs to take into account CD and CS budgets (in case these are specified separately). Teams will evaluate efficiency in terms of outcomes if possible. If project outcomes are unlikely to be observed already in 2014, efficiency will be judged in terms of outputs or intermediate results (e-mail quotation from Gerton Rongen at February 6, 2014).

Attribution/contribution evaluation question

During the June 2013 NWO-WOTRO workshop strategies were discussed to fit the amount of evaluation work to be done with the available resources. Therefore,

1. The number of SPOs that will undergo a full-fledged analysis to answer the attribution question, were to be reduced to 50 percent of all SPOs. Therefore the evaluation team used the following selection criteria:
 - An estimation of the annual amount of MFS II funding allocated to interventions that have a more or less direct relation with the civil society component. This implies the following steps to be followed for the inventory:
 - Covering all MDGs/themes in the original sample
 - Covering a variety of Dutch alliances and CFAs
2. The focus of the attribution question will be on two impact outcome areas, those most commonly present in the SPO sample for each country. The evaluation team distinguishes four different impact outcome areas:
 - The extent to which the SPO, with MFS II funding, engages more and diverse categories of society in the 2011-2014 period (Civicus dimensions "Civic engagement" and "perception of impact")
 - The extent to which the SPOs supports its intermediate organisations to make a valuable contribution to civil society in the 2011 -2014 period (Civicus dimension "Level of organisation" and "perception of impact")
 - The extent to which the SPO itself engages with other civil society organisations to make a valuable contribution to civil society in the 2011-2014 period (Civicus dimension "level of organisation")
 - The extent to which the SPO contributes to changing public and private sector policies and practices in the 2011-2014 period (Civicus dimension "perception of impact")
3. The CS dimension 'Practice of Values' has been excluded, because this dimension is similar to issues dealt with for the organisational capacity assessment.

The aforementioned analysis drew the following conclusions:

Table 9

SPOs to be included for full-fledged process tracing analysis.

| Country | SPO in the in-depth analysis | Strategic CS orientation to include |
|-----------|---|---|
| Indonesia | Elsam, WARSI, CRI, NTFP-EP, LPPSLH | <ol style="list-style-type: none"> 1. Strengthening intermediate organisations AND influencing policies and practices 2. If only one of the two above mentioned is applicable, then select another appropriate impact outcome area to look at. |
| India | NNET, CWM, CECEOEDCON, Reds Tumkur, CSA | <ol style="list-style-type: none"> 1. Enhancing civic engagement AND strengthening intermediate organisations 2. If only one of the two above mentioned is applicable then select another appropriate impact outcome area to look at. |
| Ethiopia | OSSA, EKHC, CCGG&SO, JeCCDO and ADAA | <ol style="list-style-type: none"> 1. Strengthening the capacities of intermediate organisations AND SPO's engagement in the wider CS arena 2. If only one of the two above mentioned is applicable then select another appropriate impact outcome area to look at. |

Source: Consultation of project documents

2.3 Answering the evaluation questions

2.3.1 Evaluation question 1 - Changes in civil society for the relevant MDGs/topics

Evaluation question 1: *What are the changes in civil society in the 2012-2014 period, with particular focus on the relevant MDGs & themes in the selected country?*

Indicators and tools used

In line with the CIVICUS Civil Society Index, a scoring tool was developed in 2012 which comprises 17 indicators. The selection was inspired by those suggested in the terms of reference of the commissioner. Each indicator was, also in line with the CIVICUS index accompanied by an open evaluation question to be used for data collection in 2012 and 2014. In 2012 the scoring tool contained four statements describing the level of achievements of the indicator and scores ranged from 0 to 3 (low score - high score).

A comparison of the scores obtained in 2012 informed the evaluation team that there was a positive bias towards high scores, mostly between 2 and 3. Therefore during the 2014 assessment, it was decided to measure relative changes for each indicator in the 2012 – 2014 period, as well as the reasons for changes or no changes and assigning a score reflecting the change between -2 (considerable deterioration of the indicator value since 2012) and +2 (considerable improvement).

In 2012 and based upon the Theory of Change constructed with the SPO, a set of *standard indicators* were identified that would ensure a relation between the standard CIVICUS indicators and the interventions of the SPO. However, these indicators were not anymore included in the 2014 assessment because of the resources available and because the methodology fine-tuned for the attribution question in 2013, made measurement of these indicators redundant.

Also in 2012, as a means to measure the 'level of organisation' dimension a *social network analysis tool* was introduced. However this tool received very little response and was discontinued during the end line study.

Key questions to be answered for this evaluation question

In 2012, SPO staff and leaders, as well as outside resource persons were asked to provide answers to 17 questions, one per standard indicator of the scoring tool developed by CDI.

In 2012, the SPO staff and leaders were given the description of each indicator as it was in 2012 and had to answer the following questions:

1. How has the situation of this indicator changed compared to its description of the 2012 situation? Did it deteriorate considerably or did it improve considerably (-2 → +2)

2. What exactly has changed since 2012 for the civil society indicator that you are looking at? Be as specific as possible in your description.
3. What interventions, actors and other factors explain this change compared to the situation in 2012? Please tick and describe what happened and to what change this led. It is possible to tick and describe more than one choice.
 - Intervention by SPO, NOT financed by any of your Dutch partners
 - Intervention SPO, financed by your Dutch partner organisation(In case you receive funding from two Dutch partners, please specify which partner is meant here)
 - Other actor NOT the SPO, please specify.....
 - Other factor, NOT actor related, please specify.....
 - A combination of actors and factors, INCLUDING the SPO, but NOT with Dutch funding, please specify...
 - A combination of actors and factors, INCLUDING the SPO, but WITH Dutch funding, please specify...
 - Don't know
4. Generally speaking, which two of the five CIVICUS dimensions (civic engagement, level of organisation, practice of values, perception of impact, environment) changed considerably between 2012 – 2014? For each of these changes, please describe:
 - Nature of the change
 - Key interventions, actors and factors (MFS II or non-MFS II related) that explain each change (entirely or partially).

Sources for data collection

During the baseline and the end line and for purposes of triangulation, several methods were used to collect data on each (standard) indicator:

- Self-assessment per category of staff within the SPO: where possible, three subgroups were made to assess the scores: field staff/programme staff, executive leadership and representatives of the board,, general assembly, and internal auditing groups if applicable completed with separate interviews;
- Interviews with external resource persons. These consisted of three categories: key actors that are knowledgeable about the MDG/theme the SPO is working on and who know the civil society arena around these topics; civil society organisations that are being affected by the programme through support or CSOs with which the SPO is collaborating on equal footing, and; representatives of public or private sector organisations with which the SPO is interacting
- Consultation and analysis of reports that relate to each of the five CIVICUS dimensions.
- Project documents, financial and narrative progress reports, as well as correspondence between the SPO and the CFA.
- Social network analysis (SNA), which was discontinued in the end line study.

During the follow-up, emphasis was put on interviewing the same staff and external persons who were involved during the baseline for purpose of continuity.

2.3.2 Evaluation question 2 – “Attribution” of changes in civil society to interventions of SPOs.

Evaluation question 2: To what degree are the changes identified attributable to the development interventions of the Southern partners of the MFS II consortia (i.e. measuring effectiveness)?

Adapting the evaluation question and introduction to the methodology chosen

In line with the observation of Stern et al. (2012) that the evaluation question, the programme attributes, and the evaluation approaches all provide important elements to conclude on the evaluation design to select, the teams in charge of evaluating the civil society component concluded that given the attributes of the programmes it was impossible to answer the *attribution* question as formulated in the Terms of References of the evaluation and mentioned above. Therefore, the evaluation teams worked towards answering the extent *to which the programme contributed towards realising the outcomes*.

For this endeavour explaining outcome process-tracing⁹⁹ was used. The objective of the process tracing methodology for MFS II, in particular for the civil society component is to:

- Identify what interventions, actors and factors explain selected impact outcomes for process tracing.
- Assess how the SPO with MFS II funding contributed to the changes in the selected impact outcomes and how important this contribution is given other actors and factors that possibly influence the attainment of the outcome. Ruling out rival explanations, which are other interventions, actors or factors that are not related to MFS II funding.

Methodology – getting prepared

As described before a limited number of SPOs were selected for process tracing and for each country strategic orientations were identified as a means to prevent a bias occurring towards only positive impact outcomes and as a means to support the in-country evaluation teams with the selection of outcomes to focus on as much as was possible, based upon the project documents available at CDI. These documents were used to track realised outputs and outcomes against planned outputs and outcomes. During the workshop (see evaluation question on changes in civil society) and follow-up interviews with the SPO, two impact outcomes were selected for process tracing.

Steps in process tracing

1. Construct the theoretical model of change – by in-country evaluation team

After the two impact outcomes have been selected and information has been obtained about what has actually been achieved, the in-country evaluation team constructs a visual that shows all pathways that might possibly explain the outcomes. The inventory of those possible pathways is done with the SPO, but also with external resource persons and documents consulted. This culminated in a Model of Change. A MoC of good quality includes: The causal pathways that relate interventions/parts by any actor, including the SPO to the realised impact outcome; assumptions that clarify relations between different parts in the pathway, and; case specific and/or context specific factors or risks that might influence the causal pathway, such as for instance specific attributes of the actor or socio-cultural-economic context. The Models of Change were discussed with the SPO and validated.

2. Identify information needs to confirm or reject causal pathways as well as information sources needed.

This step aims to critically reflect upon what information is needed that helps to confirm one of causal pathways and at that at same time helps to reject the other possible explanations. Reality warns that this type of evidence will hardly be available for complex development efforts. The evaluators were asked to behave as detectives of Crime Scene Investigation, ensuring that the focus of the evaluation was not only on checking if parts/interventions had taken place accordingly, but more specifically on identifying information needs that confirm or reject the relations between the parts/interventions. The key question to be answered was: "What information do we need in order to confirm or reject that one part leads to another part or, that X causes Y?". Four types of evidence were used, where appropriate.¹⁰⁰

- *Pattern evidence* relates to predictions of statistical patterns in the evidence. This may consist of trends analysis and correlations.
- *Sequence evidence* deals with the temporal and spatial chronology of events predicted by a hypothesised causal mechanism. For example, a test of the hypothesis could involve expectations of the timing of events where we might predict that if the hypothesis is valid, we should see that the event B took place after event A. However, if we found that event B took place before event A, the test would suggest that our confidence in the validity of this part of the mechanism should be reduced (disconfirmation/ falsification).

⁹⁹ Explaining outcome process tracing attempts to craft a minimally sufficient explanation of a puzzling outcome in a specific historical case. Here the aim is not to build or test more general theories but to craft a (minimally) sufficient explanation of the outcome of the case where the ambitions are more case centric than theory oriented. The aim of process tracing is not to verify if an intended process of interventions took place as planned in a particular situation, but that it aims at increasing our understanding about what works under what conditions and why (Beach & Pedersen, 2013).

¹⁰⁰ Beach and Pederson, 2013

- *Trace evidence* is evidence whose mere existence provides proof that a part of a hypothesised mechanism exists. For example, the existence of meeting minutes, if authentic, provides strong proof that the meeting took place.
- *Account evidence* deals with the content of empirical material, such as meeting minutes that detail what was discussed or an oral account of what took place in the meeting.

3. Collect information necessary to confirm or reject causal pathways

Based upon the inventory of information needs the evaluation teams make their data collection plan after which data collection takes place.

4. Analyse the data collected and assessment of their quality.

This step consists of compiling all information collected in favour or against a causal pathway in a table or in a list per pathway. For all information used, the sources of information are mentioned and an assessment of the strength of the evidence takes place, making a distinction between strong, weak and moderate evidence. For this we use the traffic light system: **green letters mean strong evidence**, **red letters mean weak evidence** and **orange letter mean moderate evidence**: The following table provides the format used to assess these issues.

Table 10

Organisation of information collected per causal pathway and assessing their quality

| Causal pathway | Information that confirms (parts of) this pathway | | Information that rejects (parts of) this pathway | |
|---|---|--|---|--|
| Pathway 1 Part 1.1 Part 1.2 Etc | Information 1 Information 2 Information 3 etc | Source of information Source of information Source of information etc | Information 1 Information 2 Information 3 etc | Source of information Source of information Source of information etc |
| Pathway 2 Part 2.1 Part 2.2 Etc. | Information 1 Information 2 Information 3 etc | Source of information Source of information Source of information etc | Information 1 Information 2 Information 3 etc | Source of information Source of information Source of information etc |
| Pathway 3 | | | | |






Sources: Dieuwke Klaver

5. Assessing the nature of the relations between parts in the model of change

The classification of all information collected is being followed by the identification of the pathways that most likely explain the impact outcome achieved. For this the evaluators assess the nature of the relations between different parts in the MoC. Based upon Mayne (2012) and Stern et al (2012) the following relations between parts in the MoC are mapped and the symbols inserted into the original MoC.

Table 11

Nature of the relation between parts in the Model of Change

| Nature of the relation between parts and other parts or outcome | |
|---|---|
| The part is the only causal explanation for the outcome. No other interventions or factors explain it. (necessary and sufficient) |  |
| The part does not explain the outcome at all: other subcomponents explain the outcomes. |  |
| The part explains the outcome but other parts explain the outcome as well: there are multiple pathways (sufficient but not necessary) |  |
| The part is a condition for the outcome but won't make it happen without other factors (necessary but not sufficient) |  |
| The part explains the outcome, but requires the help of other parts to explain the outcome in a sufficient and necessary way (not a sufficient cause, but necessary) → it is part of a causal package |  |

Sources: Mayne, 2012; Stern et al, 2012

6. Write down the contribution and assess the role of the SPO and MFS II funding

This final step consists of answering the following questions, as a final assessment of the contribution question:

- The first question to be answered is: What explains the impact outcome?
- The second question is: What is the role of the SPO in this explanation?
- The third question, if applicable is: what is the role of MFS II funding in this explanation?

Sources for data collection

Information necessary to answer this evaluation question is to be collected from:

- Interviews with resource persons inside and outside the SPO
- Project documents and documentation made available by other informants
- Websites that possibly confirm that an outcome is achieved and that the SPO is associated with this outcome
- Meeting minutes of meetings between officials
- Time lines to trace the historical relations between events
- Policy documents
- etc

2.3.3 Evaluation question 3 – Relevance of the changes

Evaluation question 3: *What is the relevance of these changes?*

The following questions are to be answered in order to assess the relevance of the changes in Civil Society.

- How do the MFS II interventions and civil society outcomes align with the Theory of Change developed during the baseline in 2012? What were reasons for changing or not changing interventions and strategies?
- What is the civil society policy of the Dutch alliance that collaborates with the SPO? And how do the MFS II interventions and civil society outcomes align with the civil society policy of the Dutch alliance that collaborates with the SPO?
- How relevant are the changes achieved in relation to the context in which the SPO is operating?
- What is the further significance of these changes for building a vibrant civil society for the particular MDG/ theme in the particular context?

Sources for data collection

For this question the following sources are to be consulted:

- Review of the information collected during interviews with the SPO and outside resource persons
- The 2012 Theory of Change
- Interview with the CFA liaison officer of the SPO;
- Review of reports, i.e: the civil society policy document of the Dutch Alliance that was submitted for MFS II funding, relevant documents describing civil society for the MDG/ theme the SPO is working on in a given context.

2.3.4 Evaluation question 4, previously 5 - Factors explaining the findings

Evaluation question 4: *What factors explain the findings drawn from the questions above?*

To answer this question we look into information available that:

- Highlight changes in the organisational capacity of the SPO
- Highlight changes in the relations between the SPO and the CFA
- Highlight changes in the context in which the SPO is operating and how this might affect positively or negatively its organisational capacity.

Sources for data collection

Sources of information to be consulted are:

- Project documents

- Communications between the CFA and the SPO
- Information already collected during the previous evaluation questions.

2.4 Analysis of findings

A qualitative software programme NVivo 10 (2010) was used to assist in organizing and making sense of all data collected. Although the software cannot take over the task of qualitative data analysis, it does 1) improve transparency by creating a record of all steps taken, 2) organize the data and allow the evaluator to conduct a systematic analysis, 3) assist in identifying important themes that might otherwise be missed, and 4) reduce the danger of bias due to human cognitive limitations, compared to "intuitive data processing" (Sadler 1981). The qualitative data in the evaluation consisted of transcripts from semi-structured interviews, focus group discussions workshops, field notes from observation, and a range of documents available at the SPO or secondary information used to collect reference data and to obtain a better understanding of the context in which the CS component evolves.

To analyse this diverse collection of data, several analytical strategies are envisioned, specifically content analysis, discourse analysis, and thematic analysis. Although each of these strategies can be understood as a different lens through which to view the data, all will require a carefully developed and executed coding plan.

Data have been coded according to: standard civil society indicator; outcome included for in-depth contribution analysis; relevance, and; explaining factors.

This qualitative analysis will be supported by a limited amount of quantitative data largely arising from the score assigned by the evaluation team to each performance indicator described in the civil society scoring tool. Other quantitative data in this study are drawn information provided in background literature and organisational documents as well as the Social Network Analysis method.

2.5 Limitations to the methodology

2.5.1 General limitations with regards to the MFS II evaluation

The MFS II programme and CIVICUS

Although the MFS II programme stated that all proposals need to contribute to civil society strengthening in the South¹⁰¹, mention was made of the use of the CIVICUS framework for monitoring purposes. The fact that civil society was to be integrated as one of the priority result areas next to that of organisational capacity and MDGs became only clear when the MoFA communicated its mandatory monitoring protocol. In consequence, civil society strengthening in the MFS II programmes submitted to the ministry is mainstreamed into different sub programmes, but not addressed as a separate entity.

This late introduction of the Civil Society component also implies that project documents and progress reports do not make a distinction in MDG or theme components vs those of civil society strengthening, leaving the interpretation of what is a civil society intervention our outcome and what not to the interpretation of the evaluation team.

At the same time the evaluation team observes that SPOs and CFAs have started to incorporate the organisational capacity tool that is being used in the monitoring protocol in their own organisational assessment procedures. None of the SPOs is familiar with the CIVICUS framework and how it fits into their interventions.

¹⁰¹ Policy Framework Dutch Cofinancing System II 2011 - 2015

Differences between CIVICUS and MFS II evaluation

CIVICUS developed a Civil Society Index that distinguishes 5 dimensions and for each of these a set of indicators has been developed. Based upon a variety of data collection methods, a validation team composed of civil society leaders provides the scores for the civil society index.

Major differences between the way the Civil Society Index is been used by CIVICUS and for this MFS II evaluation is the following:

1. CIVICUS defines its unit of analysis in terms of the civil society arena at national and/or subnational level and does not start from individual NGOs. The MFS II evaluation put the SPO in the middle of the civil society arena and then looked at organisations that receive support; organisations with which the SPO is collaborating. The civil society arena boundaries for the MFS II evaluation are the public or private sector organisations that the SPO relates to or whose policies and practices it aims to influence
2. The CIVICUS assessments are conducted by civil society members itself whereas the MFS II evaluation is by nature an external evaluation conducted by external researchers. CIVICUS assumes that its assessments, by organising them as a joint learning exercise, will introduce change that is however not planned. With the MFS II evaluation the focus was on the extent to which the interventions of the SPO impacted upon the civil society indicators.
3. CIVICUS has never used its civil society index as a tool to measure change over a number of years. Each assessment is a stand-alone exercise and no efforts are being made to compare indicators over time or to attribute changes in indicators to a number of organisations or external trends.

Dimensions and indicator choice

The CIVICUS dimensions in themselves are partially overlapping; the dimension 'perception of impact' for instance contains elements that relate to 'civic engagement' and to 'level of organisation'. Similar overlap is occurring in the civil society scoring tool developed for this evaluation and which was highly oriented by a list of evaluation questions set by the commissioner of the evaluation.

Apart from the overlap, we observe that some of the standard indicators used for the civil society evaluation were not meaningful for the SPOs under evaluation. This applies for instance for the political engagement indicator "How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups?"

Measuring change over a two-year period

The MFS II programme started its implementation in 2011 and it will finish in 2015, whereas its evaluation started mid-2012 and will end in the beginning of 2014. The period between the baseline and the end line measurement hardly covers 2 years in some cases. Civil society building and policy influence are considered the type of interventions that requires up to 10 years to reap significant results, especially when taking into account attitudes and behaviour. Apart from the fact that the baseline was done when MFS II was already operational in the field for some 1,5 years, some SPO interventions were a continuation of programmes designed under the MFS I programme, hence illustrating that the MFS II period is not a clear boundary. Contracts with other SPOs ended already in 2012, and practically coincided with the baseline assessment being conducted at the moment the relationship with the CFA had practically ended.

Aggregation of findings

Although working with standard indicators and assigning them scores creates expectations of findings being compared and aggregated at national and international level, this may lend itself to a quick but inaccurate assessment of change. Crude comparison between programs on the basis of findings is problematic, and risks being politically abused. The evaluation team has to guard against these abuses by ensuring the necessary modesty in extrapolating findings and drawing conclusions.

Linking the civil society component to the other components of the MFS II evaluation

The Theory of Change in the terms of reference assumes that CFAs are strengthening the organisational capacity of their partners, which is evaluated in the organisational capacity components, which then leads to impact upon MDGs or upon civil society. Because the evaluation methodology designed for both the organisational capacity and the civil society evaluation require considerable time investments of the SPOs, a deliberate choice was made not to include SPOs under the organisational capacity component in

that of Civil Society. This may possibly hamper conclusions regarding the assumption of capacitated SPOs being able to impact upon civil society. However, where information is available and where it is relevant, the civil society component will address organisational capacity issues.

No such limitations were made with regards to SPOs in the MDG sample, however, apart from Indonesia; none of the SPOs in the civil society sample is also in that of MDG.

2.5.2 Limitations during baseline with regards to the methodology

A very important principle upon which this evaluation methodology is based is that of triangulation, which implies that different stakeholders and documents are consulted to obtain information about the same indicator from different perspectives. Based upon these multiple perspectives, a final score can be given on the same indicator which is more valid and credible.

For India this has not always been possible:

- For each SPO a Survey Monkey questionnaire was developed to assess the intensity of the interaction between stakeholders in the network. Out of 233 actors that were invited to fill in this 5 minute questionnaire, only 79 actors effectively filled in the questionnaire = 34 %. The online Social Network Analysis aims at having both the opinion of the SPO on the intensity of the interaction with another actor, as well as the opinion of the other for triangulation. Important reasons for not filling in this form are that actors in the network are not technology savvy, or that they have difficulties in accessing internet.
- With regards to filling in offline interview forms or answering questions during interviews a number of civil society actors did not want to score themselves because they do not benefit from the interventions of the MFS II projects. Having the scores of their own organisations will help to assess the wider environment in which the SPO operates and possibly an impact of the SPO on other civil society organisations in 2014.
- With regards to public officials the evaluation team faced difficulties to have their opinions on a certain number of indicators such as perception of impact on policy influencing and relations between public organisations and civil society. Public officials fear that they will be quoted in the assessment, which may have repercussions for their position.

India has many different ethnic groups which speak many different languages. Although the evaluation team speaks the most important languages, sometimes it was really difficult to have a deep insight into all the processes in civil society and in policy influencing. Due to these language barriers it has been difficult to map the processes – the ripple effects of efforts to build civil society and to influence policies.

2.5.3 Limitations during end line with regards to the methodology

Project documentation

The methodology assumed that project documents and progress reports would be helpful in linking project interventions to the CIVICUS framework and obtaining an overview of outputs-outcomes achieved versus planned. These overviews would then be used to orient the in-country evaluation teams for the quick or in-depth contribution analysis.

In practice the most recent progress reports were hardly available with the CFAs or were made available later in the process. These reports often were not helpful in accumulating outputs towards to the planned outputs and even outcomes. Hardly any information is available at outcome or impact level and no monitoring systems are available to do so. Key information missing and relevant for civil society impact (but also to track progress being made on effects of project interventions) is for instance a comprehensive overview of the organisational performance of organisations supported by the SPO. For a number of SPOs the reality was different than the progress reports reflected which meant that constant fine-tuning with the in-country evaluation team was necessary and that CDI could not always provide them with the guidance needed for the selection of impact outcomes for contribution analysis.

Country specific limitations – India

The India team observes that triangulation of data was not always possible, given the resources available for the evaluation team. This was in particular valid for the first evaluation question regarding *changes*. Like during the baseline, government officials were not willing to take part in the evaluation because of the strict protocol they have to follow.

With regards to the first evaluation question on changes:

- During the end line scores (-2 until +2) were assigned to indicate relative changes. The in-country evaluation team observes that SPOs were inclined to interpret a score 0 as the organization not being performant on the issue, whereas in terms of the evaluation methodology it only states that no change took place which can be positive or negative in itself. This could lead to a bias towards having more positive changes.
- As already mentioned, there is overlap in answers being given for different indicators. They are not discriminatory enough, which is partly due to the CIVICUS framework and the indications given in the call for proposals.

With regards to the second evaluation question regarding attribution

- A critical step was the selection of the impact outcomes to look at for contribution analysis. Although strategic orientations for selection were given for each country as a measure to prevent bias taking place at SPO level, the ultimate selection of outcomes after the workshop and with the SPO focussed in most cases on impact outcomes to which the SPO claims to have positively contributed.
- The design of the model of change that visualizes all pathways that possibly explain the outcome achieved has also proven to be a difficult step. In this phase it is critical that the evaluation team works together to brainstorm on alternative pathways. A major challenge is that in-country teams at that moment of the evaluation have obtained a lot of information from the SPO, and not from other NGOs or resource persons, which possibly might strengthen their bias in favour of attributing change to the SPO.
- The focus of the assessment has been on the contribution of the SPO, rather than that of MFS II funding. Not in all cases MFS II contribution has been clearly earmarked for specific interventions or results and some CFAs have preferred to give institutional support to their partners, making it even more difficult to assess contribution/attribution.
- The process tracing methodology was not a simple step to step straight forward methodology and has needed a lot of back and forth between CDI and IDF and even within the CDI team. Points that were challenging: defining the ultimate outcome (SMART enough) to be explained through process tracing, identifying relevant pathways and describing them properly, defining indicators to assess whether the impact outcome has been achieved or not (look for the adequate information when it exists), dare to conclude that some pathways are less relevant than others, not wanting to include all the SPO's interventions to one outcome.
- Defining the strength of evidence came out to be quite subjective, especially when it came to assessing interviewee's inputs. How to carefully assess interview findings of the SPO with those of other actors.
- Process –Tracing requires sufficient documentation/ pieces of evidence and these were often not available at the level of the SPOs and when they were available they were often contradicting each other (different reports including different figures on the same results).
- More time was needed to get the methodology about process tracing well under control. Because of time and budget constraints, learning was made on the job. Moreover because of delayed feed-back from CDI side, errors were repeated since time did not allow for a spreading of SPO workshops.
- Because of resource constraints, coding of data collected was done once and for most but in practice it was not relevant: you first need to have an idea about the changes before you can do a good process tracing and before you can answer evaluation questions regarding relevance and explaining factors.

With regards to the general evaluation procedure

- The workshop methodology was structured for literate English speaking people, which was not always the case. As a consequence, delays and possible misunderstanding happened due to translation and more time was needed to process the data.

- Many forms were filled in after the workshop/interviews and not between the workshop and the interviews as a means to inform the interview questions and the process tracing. The methodology and overall evaluation process would have benefited from allowing more time between the different parts, for example having more time between workshop and implementing process tracing to get properly prepared
- The report format provided by the synthesis team includes lots of repetitions (for example, elements of the context are found back into standard indicators 5.1) and would have gained in being better structured.
- The ToC developed during the baseline took SPO's staff time and dedication. The participants who had been involved during that process regretted that the end line workshop did not utilize the ToC more. In fact the ToC was used as a starting point to assess relevance issues, which was discussed during interviews rather than during the workshop.

With regards to collaboration between CDI and IDF

- The CDI team would have gained in being more consolidated (for example sending one type of feed-back to IDF) and having more dedicated time for the evaluation (feed-back did not arrive on time)

Civil Society Scoring tool - baseline

Civil Society Assessment tool – Standard Indicators

| Dimension | Outcome domains | | Question | Statements | | | | | What are factors (strengths, weaknesses) that explain the current situation? |
|------------------|-----------------|------------------------------|---|--|---|--|--|--------------------------------------|--|
| | | | | 0 | 1 | 2 | 3 | x | |
| | | | | | | | | | |
| Civic engagement | 1 | Needs of marginalised groups | How does your organisation take the needs of your beneficiaries/target groups, in particular marginalised groups into account in your planning, actions, activities, and/or strategies? | Are NOT taken into account | Are POORLY taken into account | Are PARTLY taken into account | Are FULLY taken into account | Question not relevant, because | |
| | 2 | Involvement of target groups | What is the level of participation of your beneficiaries/target groups, in particular marginalised groups in the analysis, planning and evaluation of your activities? | They are INFORMED about on-going and/or new activities that you will implement | They are CONSULTED by your organisation. You define the problems and provide the solutions. | They CARRY OUT activities and/or form groups upon your request. They provide resources (time, land, labour) in return for your assistance (material and/or immaterial) | They ANALYSE PROBLEMS AND FORMULATE IDEAS together with your organisation and/or take action independently from you. | Question not relevant, because | |
| | 3 | Political engagement | How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups? | No participation | You are occasionally CONSULTED by these bodies | You are a member of these bodies. You attend meetings as a participant | You are a member of these bodies. You are chairing these bodies or sub groups | Question not relevant, because | |

| | | | | | | | | | |
|--------------------------|---|---|--|--|---|---|--|--------------------------------------|--|
| level of organisation | 5 | Relations with other organisations | In the past 12 months what has been the most intensive interaction you had with other CSOs? | No interaction at all | Networking - Cooperation: Inform each other; roles somewhat defined; all decisions made independently | Coordination - Coalition: ideas and resources shared; roles defined and divided; all have a vote in decision making | Collaboration: organisations belong to one system; mutual trust; consensus on all decisions. | Question not relevant, because | |
| | 5 | Frequency of dialogue with closest CSO | In the past 12 months how many meetings did you have with the CSO that you have most intensive interaction with? | No interaction at all | Less than 2 times a year | Between 2 and 3 times a year | More than 4 times a year | Question not relevant, because | |
| | 6 | Defending the interests of marginalised groups: | Which CSO are most effective in defending the interests of your target groups? In the past 12 months, how did you relate to those CSOs? | No interaction at all | Networking - Cooperation: Inform each other; roles somewhat defined; all decisions made independently | Coordination - Coalition: ideas and resources shared; roles defined and divided; all have a vote in decision making | Collaboration: organisations belong to one system; mutual trust; consensus on all decisions. | Question not relevant, because | |
| | 7 | Composition current financial resource base | How does your organisation finance institutional costs such as workshops of the General Assembly (if applicable); attendans to workshops of other CSOs; costs for organisational growth and/or networking? | Depends on 1 international donor | Depends on few financial sources: one fund cover(s) more than 75% of all costs. | Depends on a variety of financial sources; one fund cover(s) more than 50% of all costs. | Depends on a variety of sources of equal importance. Wide network of domestic funds | Question not relevant, because | |
| Practice of Values | 8 | Downward accountability | To what extent can mandatory social organs (steering committee, general assembly, internal auditing group) ask your executive leaders to be accountable to them? | (financial) information is made available and decisions are taken openly | They fulfil their formal obligation to explain strategic decisions and actions | They react to requests of social organs to justify/explain actions and decisions made | Social organs use their power to sanction management in case of misconduct or abuse | Question not relevant, because | |
| | 9 | Composition of social organs | What % of members of your mandatory social organs belong to the marginalised target groups you are working | Between 0-10 % of all members of the social organs | Between 11-30 % of all members of the social organs | Between 31-65 % of all members of the social organs | More than 65% of all members of the social organs | Question not relevant, because | |

| | | | | | | | | | |
|----------------------|----|--|--|---|--|---|---|--------------------------------------|--|
| | | | with/for? | | | | | | |
| | 10 | External financial auditing | How regularly is your organisation audited externally? | Never | Occasionally, upon request of funders | Periodically and regularly, because our external funder asks for it | Periodically and regularly, because it is part of our code of conduct | Question not relevant, because | |
| Perception of impact | 11 | Client satisfaction | What are the most important concerns of your target groups? How do your services take into account those important concerns? | Majority of target groups are NOT satisfied | Majority of target groups are POORLY satisfied | Majority of target groups are PARTLY satisfied | Majority of target groups are MOSTLY satisfied | Question not relevant, because | |
| | 12 | Civil society impact. | In the past 12 months, what impact did you have on building a strong civil society? | You have not undertaken any activities of this kind | You have undertaken activities of this kind but there is no discernible impact | You have undertaken activities of this kind but impact is limited | You have undertaken activities and examples of significant success can be detected. | Question not relevant, because | |
| | 13 | Relation with public sector organisations. | In the past 12 months, what interaction did you have with public sector organisations to realise your programme and organisations' objectives? | No direct interaction | You have been invited by public sector organisations for sharing of information | You have been invited by public sector organisations for regular consultations (but public sector decides) | Formal and regular meetings as a multi-stakeholder task force. | Question not relevant, because | |
| | 14 | Relation with private sector organisations | In the past 12 months, what interaction did you have with private sector organisations to realise your programme and organisations' perspective? | No direct interaction | You have been invited by private sector organisations for sharing of information | You have been invited by private sector organisations for regular consultations (but public sector decides) | Formal and regular meetings as a multi-stakeholder task force. | Question not relevant, because | |
| | 15 | Influence upon public policies, rules, regulations | How successful have you been in influencing public policies and practices in the past 2 years? | No activities developed in this area | Some activities developed but without discernible impact | Many activities developed in this area, but impact until so far has been limited | Many activities developed in this area and examples of success can be detected | Question not relevant, because | |

| | | | | | | | | | |
|--------------------------|----|---|---|---|---|--|---|--------------------------------------|--|
| | | Influence upon private sector agencies' policies, rules, regulations. | How successful have you been in influencing private sector policies and practices in the past 2 years? | No activities developed in this area | Some activities developed but without discernible impact | Many activities developed in this area, but impact until so far has been limited | Many activities developed in this area and examples of success can be detected | Question not relevant, because | |
| | 16 | | | | | | | | |
| Context Environmental | | | In the past 2 years, how did your organisation cope with these changes in the context that may have been positive or negative consequences for civil society. | No analysis of the space and role of civil society has been done. | You are collecting information of the space and role of civil society but not regularly analysing it. | You are monitoring the space and role of civil society and analysing the consequences of changes in the context for your own activities. Examples are available. | You are involved in joint action to make context more favourable. Examples are available. | Question not relevant, because | |
| | 17 | Coping strategies | | | | | | | |

Appendix 3 Civil Society Scores

This table presents the appreciation of the evaluation team regarding changes occurred for each indicator between 2012 and 2014 on a scale of -2 to + 2

- 2 = Considerable deterioration

- 1 = A slight deterioration

0 = no change occurred, the situation is the same as in 2012

+1 = slight improvement

+2 = considerable improvement

| Dimension | | Indicators | Question | Change |
|-----------------------|----|--|---|--------|
| Civic engagement | 1 | Needs of marginalised groups | How does your organisation take the needs of your beneficiaries/target groups, in particular marginalised groups into account in your planning, actions, activities, and/or strategies? | -1 |
| | 2 | Involvement of target groups | What is the level of participation of your beneficiaries/target groups, in particular marginalised groups in the analysis, planning and evaluation of your activities? | 0 |
| | 3 | Political engagement | How intense is your (individual staff or organisational) participation in locally-nationally elected bodies and/or sectoral user groups? | +1 |
| Level of organisation | 5 | Relations with other organisations | In the past 12 months what has been the most intensive interaction you had with other CSOs? | +1 |
| | 5 | Frequency of dialogue with closest CSO | In the past 12 months how many meetings did you have with the CSO that you have most intensive interaction with? | 0 |
| | 6 | Defending the interests of marginalised groups | Which CSO are most effective in defending the interests of your target groups? In the past 12 months, how did you relate to those CSOs? | -1 |
| | 7 | Composition current financial resource base | How does your organisation finance institutional costs such as workshops of the General Assembly (if applicable); attendance to workshops of other CSOs; costs for organisational growth and/or networking? | +1 |
| Practice of Values | 8 | Downward accountability | To what extent can mandatory social organs (steering committee, general assembly, internal auditing group) ask your executive leaders to be accountable to them? | 0 |
| | 9 | Composition of social organs | What % of members of your mandatory social organs belong to the marginalised target groups you are working with/for? | 0 |
| | 10 | External financial auditing | How regularly is your organisation audited externally? | 0 |
| Perception of impact | 11 | Client satisfaction | What are the most important concerns of your target groups? How do your services take into account those important concerns? | +1 |
| | 12 | Civil society impact. | In the past 12 months, what impact did you have on building a strong civil society? | 0 |
| | 13 | Relation with public sector organisations. | In the past 12 months, what interaction did you have with public sector organisations to realise your programme and organisations' objectives? | 1 |
| | 14 | Relation with private sector organisations | In the past 12 months, what interaction did you have with private sector organisations to realise your programme and organisations' perspective? | 0 |
| | 15 | Influence upon public policies, rules, regulations | How successful have you been in influencing public policies and practices in the past 2 years? | 0 |

| | | | | |
|-------------------|----|---|---|----|
| | 16 | Influence upon private sector agencies' policies, rules, regulations. | How successful have you been in influencing private sector policies and practices in the past 2 years? | NA |
| CS context | 17 | Coping strategies | In the past 2 years, how did your organisation cope with these changes in the context that may have been positive or negative consequences for civil society. | 0 |

Appendix 4 Changes in civil society indicators between 2012 and 2014

1.1. Needs of marginalised groups SPO

Between the period 2011 and 2014 REDS claims that there has been a dramatic increase in the number of poor, Dalits and other backward class people being attracted by its activities. REDS has adopted three main components which complement and incrementally support their objective of Dalit dignity. The first one is centered on education, the second on livelihood, and the third around clean environment. These three paths have sub paths which are complimentary to achieving its objective. The number of participants in meetings and trainings at Bhooshakthi Kendra, Nalihella village, on every 2nd Monday of the month, in 2013-14 for non Dalits have increased to 859, and in the same period the taluka office visitors' book shows more than 1000 people of all castes approaching for government entitlements and schemes out of which more than 500 were women. In only 2013-14, 12 489 solar lamps have been installed in 4163 households in 3 talukas of Tumkur.

In the case of land reclamation, REDS has made some progress. While in 2011, 2029 petitions for land were filed by APs in District and Taluka courts, by 700 families for 3353 acres. The total amount of land mentioned here are those that were taken up by the land department and not actually reclaimed or distributed. Till date (2011-2014) the total land cases filed by APs stands at 8341.24 acres with a total worth of INR 11,397,090. While at the same time Bhooshakthi Vedike, the wider platform which covers 9 districts, has been able to file cases for 10,38.04 acres worth INR 155,73,90,000 catering to 2786 families. (Source 2012-13 Annual Report; Feed Back Report 2012; the calculation of monetary amount is done through the revenue being received by the land department for these lands).

These numbers have been culled from the cumulative figures in annual reports to donor by REDS for 2012-13 and 2013-14. But overall land allotment by Karnataka Government and especially in the district of Tumkur in the period of 2011 to 2014 does not bear out the fact. Similarly accessing government schemes has also paid great results to REDS' claim to success. By 2013 it had accessed schemes worth INR 11,397,000 for the target groups. The conversion of accessing government schemes in monetary terms is calculated from total entitlements in terms of central, state, and SC/ST sub plan allocations in the district. Whether REDS can claim it as a success of its activities is doubtful, because Sanchaya Nelle's Report for 2013-14 states that for the first time in July 2012 the newly elected Chief Minister declared that the 30 year old central rule of special allocation for SC/STs were to be implemented seriously in the state. This was turned into an ACT and special allocations under SC/ST sub plan were distributed to all districts according to their population.

Here it must be clarified that while earlier REDS focused mainly on Dalits/untouchables only in the last two years other SC (touchable castes) and Other Backward Class and middle castes have received support.

Score: -1

1.2. Involvement of target groups SPO

REDS has created a structure of decision making through their Adijan Parliament and Hobli level Panchayats. There is more than 50 percent of representation of women in such groups. All the decisions regarding entitlement, needs, trainings and addressing specific local issues are taken at this level. REDS' executive leadership does not interfere in such processes according to their interviews to the evaluators. Decentralised decision making has been possible because over the last ten years REDS has created an accountable and equity based structure at all levels and made them self-sufficient. According to the executive leadership's assessment form conclusion of Cordaid funding and constant confusion regarding ICCO funding for 2013-2014 had forced their hands to give a golden handshake to most of the project staff. Their coverage of Talukas has also come down accordingly where ever they could find trained and committed volunteers.

Local contributions to REDS have increased from INR 715,154 in 2010 to INR 6,467,878 in 2013-14. People pay for their travel and food when attending functions and conventions and trainings. The estimated figure of the participants' travel and lodge has been calculated by REDS as contribution in the 2013-14 report. Whereas between 2009-12 the actual contribution through the APs, selling of literature and bearing the cost of REDS staff to Taluk and district offices were taken into account as contribution. (Source Half Yearly Report 2010; Annual Report 2012-13 and 2013-14).

There were taluk and district parliament level meetings held every month and twice in 3 months respectively. Bhooshakthi Vedike holds every second Monday the Adijan Darshan, which resolves concurrent problems faced by people. Celebration of land day in 2013, creating a human chain to state their demands in 2013, and land convention with attendance from all stake holders including government servants and coalition partners like Ekta Parishad has proven that Dalit Panchayat leaders are articulate and well informed about their rights. (Interview with Ekta Parishad).

Monthly meetings in Vedike level, taluka level, and district panchayat level, with training material and coordinators (85 locally recruited out of which only one is not adijan and more than 50 % are women) helped to achieve the decentralised governance and empowerment in decision making process. This is corroborated by the field staff and coordinators and the review report of 2013 by the donor. CMASK and Dalit Mahila Vedike and Sanchaya Nelle annual Report for 2013-14, suggest that these networks were responsible for pressuring the government to implement the decentralisation norms to be followed by government officials.

Score: 0

1.3. Intensity of political engagement SPO

In case of REDS, internal and external governance is most important in making a formal stake for empowerment. According to the Indian FCRA law organisations receiving foreign funding are barred from indulging in political activities. But as is evident every movement and action to reclaim rights and entitlements involves politics. Formally, these activities are undertaken through interventions of the SPO.

People's participation in the Gram Sabhas¹⁰² has increased in the last two years. This is also because of their political strength with which they managed to elect 703 Gram Panchayat members. REDS also conducts voter's education and promotes active participation of Adijans in the electoral processes. REDS claims that mobilising Adijans has resulted in their bargaining power during elections. Of particular achievement are the recently concluded elections to the Karnataka State Assembly. Two main contestants approached the Movement for support several times. One was a very powerful son of a former minister. The other one was from the Adijan community. After weighing all pros and cons it was decided to support the Adijan candidate. The Adijan people also voted as one force and he won against a very powerful candidate and also much against the general trend where people elected Congress party. But this candidate was from the Janata Dal party (Source: Self-Assessment form of REDS executive leadership)

Score: 1

2.1. Relations with other organisations SPO

REDS says it is operational in 12 districts in Karnataka state and for its solar lamp project it intervenes in 7 districts. In Tumkur district it worked with 1000 Adijan Panchayats in 2010 in 6 talukas, but in 2014 it still worked with 550 Adijan Panchayats in three talukas.

At the international level, REDS networks with organisations in the United Kingdom; the Netherlands; Germany; Belgium; Sweden; Norway; Bangladesh; Pakistan; Nepal; Thailand; Sri Lanka; Switzerland; the United States of America and Nepal.

In Karnataka, many organisations are working on dalit issues, such as Alternative Law Forum, Aneka, Environment Support Group, Garment and Textile Workers Union, Hengasara Hakkina Sangha, Jyothi

¹⁰² The Gram Sabha is the lowest level of Panchayati Raj system where every eligible voter in the village is a member. The gram sabha is empowered to put forward demands to the Panchayats. Two gram sabhas, at the least, in a year are mandatory under the law for each panchayat.

Mahila Sangha, Karnataka Dalit Mahila Vedike, Karnataka Komusouhardha Vedike, Karnataka Sexual Minorities Forum, Karnataka Sexworkers Union, LesBiT, Lawyers Collective, Openspace, Pedestrian Pictures, People's Democratic Forum, People's Union for Civil Liberties, Sadhane, Samanatha Mahila Vedike, Sadhana Mahila Gumpu, Samara, Samvada, Sanchaya Nele, Sangama, Suraksha, Vijaya Mahila Sangha, Vimochana and many other individuals and organizations. Although some of these organisations work in several districts, none of them works with REDS in Tumkur district, nor does REDS work with these organisations to join forces at state level.

An Adijan Panchayat State level Parliament was created in 2011, where each hobli elected 10 (5 men and 5 women) members to the taluk and each taluk to the state level parliament. The life of this elected body is 5 years. Dodamma, a REDS activist women was chosen as the speaker of the parliament. The Adijan Panchayat Movement supports the efforts taken up by one of the biggest land rights movement in India under the leadership of Ekta Parishad which has a network capacity of around 2000 land rights organizations in the country. (Source: Annual Report 2012-13, Interview with Executive leadership)

Score: 1

2.2. Frequency of dialogue with closest civil society organisation SPO

Ekta Parishad is the organization that REDS has interacted with most frequently in the last two years. There have been 13 mutual meetings both in Tumkur and in Delhi. It resulted in a meeting with Mr. Jairam Ramesh, then Environment Minister, twice and a policy document was prepared by the National Task Force for ministerial decision in the central government. Since then the change in government has pushed the issue to the back burner. The possible reason could be the fact that Tumkur elected an opposition candidate as MLA against the state trend.

As pointed out earlier, though many organisations work on Dalit issues in Karnataka, Tumkur is somehow left out by most of them and apart from REDS, as corroborated by Prakash Lewis, external interview, Dalit scholar, no other organisation's presence is evident. REDS does not engage with or is a part of CMASK and Dalit Mahila Vedike and Sanchaya Nelle, who work across 25 districts of Karnataka. This is corroborated by Yashoda.P who is the convenor of both the networks and is the founder of the third. (Source: Dalit Mahila Vedike and Sanchaya Nele)

Score: 0

2.3. Defending the interests of marginalised groups SPO

Number of Adijan Panchayats that know how to claim their land rights and acted upon it:

Though the annual reports do not share the exact data on the land claimed by each of the existing Dalit Panchayats, the statistics on land rights indicated petition for reclamation of 3353 (2028 in October 2010 to March 2011 and 1325 in April to September 2011) acres of land for the Dalit community which is a very significant achievement. In fact the grand total of land reclaimed is 10,382.04 acres for 2786 families until December 2014. In Tumkur districts 67.19 acres of land were reclaimed between 2012 and 2014 for 152 families. In addition to filing petitions for land Dalit Panchayat members are now aware of the legal protection to their land, under the PTCL Act which states that buying and selling lands occupied by Dalits is prohibited.

10 major demands related to land reclamation, protection, promotion and development were placed before the Government of Karnataka in September 2013 at a land convention held in collaboration with Ekta Parishad and out of these 10 demands 7 are under consideration by the State Government. Tumkur is also the only district to have laid down the land reclamation process to the minute details with functionaries, functions and financial allocations. www.tumkur.org

Number of Adijan Panchayats that know how to claim access to government schemes and acted upon it

REDS is able to motivate local administrations to ensure that facilities reach people in the villages. Of late REDS is also expanding their inclusive attitude of bringing all the poor together and not just Adijans. Every Gram Panchayats has to execute 22.75 % of its budget for Adijan issues. When the government announces relevant schemes for Adijan people, REDS immediately sends out pamphlets in the villages entitled to the scheme, to inform them about their rights and act on it. Trainings are organised for movement leaders to be able to approach the government accordingly. Until sofar

Government Schemes worth INR 6,274,500 have reached 858 families in 338 villages in Tumkur district in 2012 - 2013. (Source: Annual Reports 2012-13, 2013-14; interview with staff and executive leadership).

Crime against Dalits: a perspective

According to progress reports by REDS, untouchability practices were reduced in Tumkur district by 80 percent in 2009, by 90 percent in 2011 and the district was declared free of atrocities in 2012. Despite this outcome being achieved, the contracts with ICCO in the 2012 – 2014 period still include interventions to stop atrocities. The information provided by REDS is being contradicted by the SCST Prevention of Atrocities Karnataka status report that covers 2011 and 2012; This states that Tumkur district had the highest reported cases of atrocities in 2011 (112 cases) and 2012 (121 cases). This is a significant increase with 73 percent in just one year. In the same period however the district vigilance and monitoring committee meetings met the legal requirements of quarterly meetings for the first time.

There is one crime reported against the Scheduled Castes (SCs) or Scheduled Tribes (STs) every 5 hours. Almost every week sees an SC or ST person murdered (45 in 2012) and an SC or ST woman raped (47 in 2012). Bangalore City (126) and Tumkur (121) had the highest reported cases of atrocities in 2012. Tumkur was the highest (112) in 2011. There is a sharp variation in performance of the police and prosecution. While the police have a charge sheeting rate of over 97%, the prosecution has a conviction rate of just 7%. Though the police rate of charge sheeting is marginally higher in the case of crimes against SCs and STs under the Prevention of Atrocities Act compared to other crimes, the conviction rate of the special public prosecutors (SPP) is drastically lower for crimes against SCs and STs (7%) than for crimes under the Indian Penal Code (31.5%). This report, by CMASK, which is based on public domain data procured through RTI, reviews the performance of the Government of Karnataka in the discharge of its duties under POA for the years 2011 and 2012. The government has not held a single meeting of the State Vigilance and Monitoring Committee (SVMC) for the duration. Indeed, there has not been a single meeting of the SVMC at the designated time in the whole five year period from 2007-2013. This is despite several reminders and petitions to the highest levels of the government by CMASK. The present government has issued the notification constituting the SVMC under Rule 16(1) on 19 July 2013, and therefore could not hold the statutory meeting in July 2013.

Score: -1

2.4. Composition financial resource base SPO

Internal revenue generation model: The pattern of own contribution by the project shows the internal resource generation through members' contribution has been a big step towards sustainability. While REDS has used project support to train community members and to establish Adijan Panchayats, the expenses for the battle of justice fought by members are met from membership fees and internal contributions. Therefore, as REDS steps out, the struggle for demand for justice by the Dalit Panchayat will continue effectively in other districts through the membership fees. (Interview with Executive Leadership)

Linkage with the solar lamps project: As part of its initiative to answer the multiplicity of the problems like caste based discrimination along with enhancing access of Dalit community to basic needs and climate change, REDS started its solar lamp project which is now emerging as a business model. The intensive presence of the business model of the Solar Lamp project in 7 other districts of Karnataka will pave the way for self-sustainability of the Organization. Incomes received from solar lamp users are put in a separate company called Cosmic Rumble. REDS has also undertaken the sustenance of the project for the next 10 years through self-financing once the contract with present donors is over.

Apart from ICCO, REDS is receiving its funding from other donors such as Bread for the world, Misereor, Germany, and Andheri Hilfe, Germany etc. Therefore REDS has a wider donor base, which is good for long term sustainability of the organisation. Percentage of ICCO funds to total donor funds have come down substantially to 10% in 2012 -13, therefore dependency on ICCO funds is very low. In order to achieve self-sustainability in the project, REDS has made the members to pay for their own struggle from the beginning to make them independent from any grants. Therefore the matching grant for this project is high (82%). This increases the chances of sustainability of the project as internal revenue generation will continue even after the grant support ends. During this reporting period 5 taluks have mobilized INR 1,086,370 as local contribution in terms of kind. Leaders from Dalit

Panchayats attend special events, government programmes, visit to various departments to enable them to access support and services from government by contributing towards their travel, food cost etc. (Source: Annual Report 2012-13 and Project plan 2012)

Other interventions

Activities related to Adijan Panchayats in Tumkur district were supported by ICCO funding. Though the contract between REDS and ICCO for 2013-14 clearly mentions that the money will be used for CDM, APM, and Land Rights, repeatedly in interviews and the project plan for 2012, REDS insists that ICCO funding was only used for Land Rights training and conventions. The rest were managed by funding from German donors. CERI has a group of voluntary coordinators in 18 states. No one is paid a salary in CERI except the National Coordinator and M C Raj. The registration of REDS' solar lamp project with UNFCCC was a major milestone for REDS. Seeing the initial success of the project within two years, which was funded by Cordaid and ICCO, the German Government came forward to support another solar lamp project in 11 other districts of Karnataka with 46,000 solar lamps. Already 36,000 lamps have been distributed. None of these lamps is free. People contribute to a revolving fund which goes into training, maintenance and put in the Cosmic Rumble Company for further spread. (REDS Annual Reports 2012-13, 2013-14)

It is to be noted that while according to the contract available with us ICCO funding continued till 2014 March, according to the executive and field staff forms, it ended in 2013 March. This discrepancy of information gives rise to confusions in contributing Dutch funding for CDM, APM, Land activities for the year 2013-14. (ICCO Contract with REDS 2013-14)

Score: 1

3.1. Downward accountability SPO

REDS has a well-defined organizational structure that takes care of downward accountability. There is a Governing Body and its members are responsible for the performance of the Director. The Director is responsible for the overall functioning of the organization; for both external representations; alliance building; coordination and programme design and implementation; fund raising and; networking. The Director has departments headed by senior staff most of whom have come through the ranks and who are responsible for the functioning and performance of their own teams. Apart from this, auditing is the responsibility of the finance department and they engage an external firm to carry out the necessary audits and project specific audits.

The coordinators and staff are invited at annual general meetings with the board. Everything is shared; there is an information system where information on the monthly, weekly, financial meetings, sharing meetings, celebration meetings is made available widely. (Source: Interviews with Executive leadership, field staff and evaluators interviews with the APM leaders)

This above mentioned system was not borne out by the staff in private interviews. Nor were there documents showing clear cut job description and accountability structure. That it is an organisation which is solely run on the intellectual and informal capacity of the executive leadership, which by the way has not changed in the last 30 years, shows that downward accountability is far from achieved despite repeated nudges from the donors. The members of Adijan Panchayats who were interviewed were not aware of the financials or the programmatic outlays. Given the fact that the geographical area of operation for REDS has drastically reduced to 3 talukas now, and financial liability has reduced, and in fact the solar lamp project ensures a steady cash flow, down ward accountability in the structure has gone down.

Score: 0

3.2. Composition of social organs SPO

The Board of REDS comprises eminent people from different walks of life and they meet every quarter. The seven persons of the Board count 5 Adijans and two other castes, amongst which 4 are women.

It was pointed out in the final review report that REDS must make its board more effective and not have permanent members. "In the bye-laws, members of the board have permanent membership and there is no rotation policy for the appointment of members of board. Secondly REDS has not explored the possibility of seeking support from board members in its fund raising efforts to attain sustainability in the long run. It is suggested to REDS to look into these aspects in order to make its board more

effective". (Source: Review Report by ICCO for 2012-13) This has been partially followed by changing some members annually.

All Coordinators are from the Adijan community. The management of REDS consists of only Adijans except one person who is the CDM coordinator. Total staff strength is 50 including auxiliary staff. Most of the positions are occupied by Adijan people. The strength of departments has been reduced since the baseline.

Score: 0

3.3. External financial auditing SPO

As far as financial Management of REDS is concerned, REDS has a policy document but it is not printed. All the affairs of the REDS are conducted according to this policy document. This has been discussed in the board of REDS and approved. It is felt that over the years this document needs revision. With the appointment of new auditor in 2013-14, REDs will revise its policy document in the next year.

M A Braganza & Associates have been the auditors of REDS for the last 25 years. Half yearly and annual reports were prepared separately for all donors and then they were put together as one report for REDS' documentation. REDS is required to change its auditors for the next financial year and thereafter has to change auditor every 3-5 years. REDS has changed its auditors as of 2013.

Overall organizational audits for the last two years i.e. 2010-11 and 2011-12 have been submitted by REDS. REDS has introduced quarterly auditing recently. Thus we have quarterly, half yearly and annual auditing done by external auditors.

Score: 0

4.1. Client satisfaction SPO

There are several indications that Adijan and other backward castes are satisfied with the services delivered by REDS.

In the first place the contributions of these people in Tumkur district to attend meetings organised by REDS at its centre and to seek support in claiming their rights have increased since the baseline.

In the second place, more people have successfully claimed their land back, although by the end of 2014 only 10,597.04 acres had been successfully reclaimed out of 64,309.2 acres claimed. Table 12 shows that the acreage of land reclaimed in Tumkur district did not reach the target of set in the 2012-2013 contract with ICCO; 450 families receive 5 acres land each, which is 2,250 acres.

Table 12

Land reclaimed in Tumkur district and in all Karnataka state in acres Table caption (e.g. title).

| Period | Acreage reclaimed in Tumkur per year | # of families benefitting Tumkur district | Total acreage reclaimed at state level | # of families benefitting at state level |
|-------------------------|--------------------------------------|---|--|--|
| April 2010 – March 2011 | 2028 | 834 | 286.30 | 52 |
| April 2011 – March 2012 | 56.36 | 452 | 300 | 121 |
| April 2012 – March 2013 | 16.04 | 7 | 357 | 150 |
| April 2013 – March 2014 | 51.19 | 145 | 162.20 | 166 |

Sources: progress reports from REDS and feedback reports from ICCO.

In the third place, REDS has supported families to get access to government schemes, as can be seen in the following table which represents figures of only six of the ten taluks in Tumkur district. These figures show a significant decline in 2012-2013, which was recovered in the next year.

Table 13*Access to government schemes in Tumkur district.*

| Year | IDR | # of families |
|-----------|------------|------------------------------------|
| 2009-2010 | 10,611,830 | 628 |
| 2010-2011 | 8,227,730 | 700 |
| 2011-2012 | 6,562,200 | 700 |
| 2012-2013 | 2,320,700 | 579 |
| 2013-2014 | 6,274,500 | 858 in 338 villages ¹⁰³ |

Sources: progress reports from REDS and feedback reports from ICCO.

In the fourth place, the solar lamp project reached 4163 families in Tumkur district by March 2014, who together received 12,489 lamps. Outside Tumkur district 36000 lamps out of 45000 planned have been solved. Advantages mentioned at household level consist of improved health conditions because kerosene lamps have been abandoned; children being able to study more at night and women having more time to prepare IGAs; Adijan people in charge of installing and repairing the lamps in the houses of other castes are better integrated in society and caste people starting to ask them questions instead of vice-versa (caste equation).

In the fifth place REDS claims a reduction in the presence of bonded labour, abusing Adijan people and declared Tumkur district 'atrocities free' as of 2012¹⁰⁴.

The number of villages where bonded labour was stopped increased from 109 to 148 villages in Tumkur districts between 2011 and March 2014. According to REDS this has a rippling effect to the seven to ten neighbouring villages that also decide to stop bonded labour. In the same period police has become more supportive to REDS to stop the practice.

However the SCST (PoA) Karnataka status report for 2011 and 2012 states that Tumkur district had the highest reported cases of atrocities in 2011 (112 cases) and 2012 (121 cases) in Karnataka state. This is a significant increase with 73 percent in just one year.

Score: 1

4.2. Civil society impact SPO

The Adijan Panchayat model has been spread to 12 other districts of Karnataka state.

The Adijan Panchayat Movement, since the creation of the AP Parliament at Karnataka State level in 2011, has become a well-structured movement (having Adijan Panchayats at village level, councils at hobli and taluk level and Parliaments at District and State level) with the following competencies:

- Each level knows how to claim its rights to government schemes and to land
- Each level negotiates with ordinary Panchayats, government departments and commissions.
- The APM is capable to mobilise and manage its own resources to be used for interventions serving the movement and its members.
- Members have become politically conscious and use their vote accordingly, as has been shown in the 2013 Karnataka Assembly elections (see 5.2.1)
- AP leaders and coordinators are capable to organise press conferences on their own.

On 15 April 2011 the Karnataka state Adijan Parliament was established by members of District Council from 12 Districts of Karnataka. The entire event was organized by REDS staff and the APM, coordinators from the Karnataka network and Tumkur.

The Parliament decided that in the year 2011, four important tasks would be taken up. Intensify land reclamation process by expanding the team. Secondly the signature campaign to be completed by September 2011. Thirdly, consolidate and regularize of District Council meetings and the parliament meetings. Fourthly link Coordinators meetings with council meetings to enhance accountability, transparency and collective action to enhance the strength of the movement. (Annual Report 2012-13).

¹⁰³ Figure obtained during field visit in October 2014

¹⁰⁴ REDS, progress report April – December 2012

The basis for human resource in the movement is the Dalit Community in General, the members of Dalit Panchayats, leaders at various levels, starting from village, Hobli, Taluk, District and Karnataka coordinators, REDS staff and with different departments and board of REDS. These resources are channelized into various councils and Parliaments to build the leadership within the Movement. With the help of the newfound leadership the leaders are able to negotiate with various government departments and commissions. As a result the Government Departments respond to the movement through written communication. (Source: Annual Report 2012-13, Interview with executive leadership).

The structured organizations of Dalit people called the Adijan Panchayat is now a popular body which has emerged as a strong and independent organization and can be described as the most prominent achievement of REDS. Through the creation of these APs, REDS has installed a permanent agent of change in the society which will continue the struggle because it is comprised of affected people and hence will always remain close to the ground. As a part of sustainability, Dalit people have also managed to mobilize resources which are raised and controlled by the members themselves. (There was no substantiation of the last fact while interviewing the APM members during evaluation.)

Socially, the Adijan people have started moving away from free caste labour to wage based labour. One positive result achieved in a particular hobli, taluk or district has its own impact on the entire area.

Culturally, the internalization of land as a mother has resulted in the celebration of land based festivals and resurgence. Accepting women leadership as part of a culture is increasing and women are recognized as important decision makers at all levels. This attitude was seen very clearly during the selection of leaders to the councillor and election to the parliament both in Tumkur and in Karnataka.

Economically, the understanding of the value of labour is increasing. No more rendering of free caste labour to the caste people, but demand for rightful wages for the work done. Dalit people are able to stand on their own with the attitude of self-reliance.

Political consciousness related to the value of vote is catching up. The Adijan people are able to discuss and assess the performances of individual candidates, parties and are able to negotiate and bargain on the basis of their strength. The AP leaders and coordinators are able to organize press conferences on their own both at the district and state levels.

With regards to the Campaign for Electoral Reforms in India, many political parties (DMK, CPI, CPI (M), IUML and TMMK) have made official declarations of support and have actually demanded a Proportional Electoral system for India. The All India Milli Council has publicly announced its support for CERI and PR system and invites REDS' founder M C Raj for many of its public debates. The National Alliance of People's Movements led by Medha Patkar has openly pledged its allegiance to Proportional Representation system. It was after many discussions. The All India Progressive Forum has partnered with CERI in the recent past to spearhead the CERI campaign all over India. Some of their members have taken up coordination of some States for CERI work. At least five hundred NGOs have joined hands in the CERI campaign all over the country. This is not substantiated by any research or publication or calculation made of organisations who are part of CERI across the country.

Score: 1

4.3. Relation with public sector organisations SPO

The APM has been the vehicle for building rapport with the government line agencies which are mandated to provide services and government schemes. In this regard, REDS has built over a period good relation with the line department officials and with the change in government in 2013, it has succeeded in getting major benefits for the Adijan people. Leakages are low since REDS trains people in the process of claiming rights. (Source: PDS and MGNAREGA data, Ministry of Panchayati Raj, GOI).

The government officials are increasingly attending the Adijan Panchayat, Hobli and Taluk Council meetings to discuss issues to be solved and to take into consideration the views of the Adijan people. The Police Department has taken a very special effort in stopping the buffalo sacrifice in the district. For example: 40 police personnel's and the Tahasildar took personal interest by visiting Naliganahalli in Pavagada taluk and stopped the sacrifice. This is yet another unprecedented impact in the entire

district as it is for the first time in history that this sacrifice was stopped on a mass scale. REDS took it up as it is in this festival that the free caste labor system gets strengthened year after year. How far this could be attributed to REDS is a matter of debate. According to the 19 July 2013 GO notification, this is mandated in all districts of Karnataka.

People are directly demanding and receiving government facilities to their home and villages. Earlier people would go to government offices, now they invite them to their villages, or Hobli council or district parliaments to address their demands. Because of this the receiving of government facilities has increased. The rapport between the APM and government officials has improved. The political party leaders are in direct contact with Adijan Panchayat leaders. Zilla Panchayat members, Taluk Panchayat members, Gram Panchayat members and presidents are in good rapport with Adijan Panchayats.

Since 2012, with the Social Welfare Dept, regular meetings take place every 3 months. In these meetings, the coordinators attend and raise the issue of girls' education and the need for starting more hostels for them. They also visit these hostels, therefore, the quality of food of these hostels have improved. The basic facilities within these hostels are being regularly upgraded. The Gram Panchayats have started giving extra support to children who are doing well in their studies. These hostels were started by governments, due to the intervention from the Adijan panchayat. Under SC/ST commission, the cases related to atrocities that have not been resolved at the district level have gone to the commission.

Under the SC/ST Atrocity Prevention Act, there is a provision for immediate compensation, the people are availing themselves of this provision. Before 2012 they were given INR 2,000 compensation which has been increased to INR 8,000-15,000. (Source: POA Act 1989, Amendment 2009). This is applicable in all states of India.

Score: 1

4.4. Relation with private sector agencies SPO

There is hardly any interaction with the private sector by REDS in India. They do not wish to take advantage of the CSR law which has recently come into force to promote private sector and NGO partnerships.

But they have had help from foreign private sector companies such as Villageboom, a German Company that supplied them with the 36000 solar lamps for the CDM project. Also a business deal with Grameen Surya Bijlee Foundation has successfully fructified in the implementation of REDS CDM Project.

REDS has become NGO supporter of Gold Standard Foundation. This has led to the successful verification of the CERs (Certified Emission Reduction) of REDS. (Source: Annual Report 2012-13)

Score: 0

4.5. Influence upon public policies, rules, regulations SPO

The director of REDS' nomination in the national task force body for land reforms is also an indication of its successful work on land rights. This task force is currently defunct given the change in the law brought about by the new regime in New Delhi.

Out of 10 demands, steps have been already taken for fulfilling 7 demands by the Government of Karnataka. Amongst these is the reservation of two acres of burial ground for Adijan people in every village in Karnataka.

REDS is a member of the Joint Committee of the Forest and Revenue departments to resolve the long pending problem between these two departments. But very little impact of this has come out. This is substantiated by the high number of cases regarding land still pending and the low amount of land reclaimed in last 2 years by REDS.

Score: 1

4.6. Influence upon private sector agencies' policies, rules, regulations SPO

Not applicable.

Score: NA

5.1 Civil Society Environment: Coping Strategy

There has been a sea of change in the socio political environment of Karnataka since the base line. The State Government then had the dubious reputation of being corrupt, casteist and anti-poor. Three Chief Ministers were changed in 5 years of BJP rule. Two chief Ministers and 8 Ministers were indicted by the Ombudsman (Lokpal) for participating and abetting communal violence and corruption. The then ruling party being a right wing one, gave an immense push to local organisations and fringe Hindutva elements, who committed violations of human rights without any fear of police action. Intolerance in the name of Western civilisation was wide spread. Even in cities like Bengaluru, women were beaten up on camera for being in a pub or being with a boy on Valentine's Day. The most affected part was the prominence the previous government gave to mining in the name of industrial growth. But in reality it ended up allocating mines and minerals to big industry at a throw away price and shipping the oars to countries like China, while India's internal needs were not met by mining. Communal violence in the form of persecution of minorities and Dalits, disregarding rule of law, and encouraging conversion to Hinduism started in the rural areas. After the 2013 elections, the Congress Party came to power. There were major reshuffle in the government and bureaucracy.

Many laws which were disregarded by the BJP government earlier were re-established. Police, judiciary and Civil Society were given better platforms like implementation POA Act, SC/ST sub plan grants to local bodies, stricter and faster action in controlling crimes etc.

REDS believes that the present government in the state is favourable though the central government, which changed in the meanwhile is pro rich and anti-poor. Adijans, women and other marginalised groups are treated with less favourable policies by the centre. Since REDS works with Adijan people and organises them in a way that enhances their dignity, the friction at social level are imminent. The other level of fear is the co-option of Dalit youth into the Hindutva ideology. The withdrawal of funds by Cordaid and ICCO at this juncture, hurts the activities of Reds on the issue of Land Rights and the Adijan Movement. They squarely blame the donors for slowing down the pace of their work. "Dutch funding was involved more for its withdrawal than for its greater involvement with REDS". (Interview with Executive leadership) Their staff strength has reduced drastically.

At the same time REDS has been able to strategically find donors like Andheri Hilfe, Miserior, and Bread for the World to support their activities. It has also opened a company called 'Cosmic Rumble' which works as a revolving fund for the CDM project.

The most fruitful expansion beyond Karnataka for REDS has been through CERI and Land Rights movement allying with Ekta Parishad. While CERI has brought them to the fore of national map by attracting about 20 state organisations, the Land rights movement has found resonance in Ekta Parishad's wide network and reputation. The environment in Karnataka has also become favourable due to a progressive chief minister who happens to be from the OBC.

Score: 0

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