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COUNTRY PROGRAMMES

Agenda item 7

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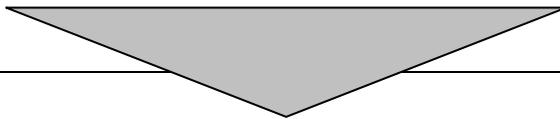
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COUNTRY PROGRAMME— BANGLADESH (2001–2005)

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Note to the Executive Board



This document is submitted for approval by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

Densely populated and disaster-prone, Bangladesh is a least developed and low-income, food-deficit country (LDC/LIFDC). It ranks 146th out of 174 countries on UNDP's Human Development Index (HDI) (Human Development Report, 2000), with a yearly per capita gross national product (GNP) of US\$350. Approximately 50 percent of the population (60 million people) fall below the food poverty line. Their diets are insufficient both in quantity and quality, though their households spend more than 70 percent of income on food. About half of them—30 million people, or six million households—are considered “ultra poor”. They typically have no assets and suffer from chronic food insecurity and severe malnutrition. On the average, they can afford to consume only around 1,800 Kcal daily, compared with the recommended average intake of around 2,300 Kcal.

This Country Programme (CP) is based on the Country Strategy Outline (CSO) endorsed by the Executive Board in May 2000; the results of a consultative process with beneficiaries and representatives of local and central government agencies, donors and NGOs on government strategies; and the lessons learned from previous activities. The CP cycle and orientation are harmonized with those of the United Nations Development Assistance Framework (UNDAF).

The CP aims at sustainable improvements in household food security and nutrition for more than 2 million ultra-poor households through a combination of interventions. The following strategies will be pursued: i) improve the human capital of ultra-poor households, especially of their female members and children, through the provision of food supplementation, combined with education and training; ii) enable ultra-poor households, particularly their female members, to build a sustainable asset base through income-earning activities, training and awareness-raising; and iii) strengthen the disaster-preparedness of the most vulnerable communities through education and awareness-raising, and through the creation of community infrastructures for income-generation and disaster protection.

In accordance with decision 1999/EB.A/2, WFP focuses its development activities on five objectives. This programme addresses objectives 1, 2, 3 and 4 by implementing three activities:

1. The existing Vulnerable Group Development (VGD) activity will focus on income-earning activities for vulnerable women and on nutrition interventions implemented within the framework of the National Nutrition Programme (NNP).
2. The new Integrated Food Security (IFS) activity will target vulnerable communities and individuals in the most food-insecure areas. It will focus on community-based interventions that will enhance income-earning capacities; disaster preparedness; and on nutrition interventions.
3. The existing Rural Development (RD) activity will support disaster preparedness through food for work for improvement and maintenance of

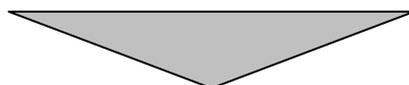


embankments in highly food-insecure regions with a large number of vulnerable households. These activities will be progressively integrated into IFS.

Strong emphasis will be placed on nutrition education, the provision of nutrition supplements, the fortification of foods and the local production of blended food. The role of women in ensuring food security and nutrition will receive particular attention in order to meet WFP's Commitments to Women; 80 percent of the resources will be received directly by women, adolescent girls and female children. Community participation and the increased involvement of local governments and NGOs will be emphasized throughout. Of crucial importance will be the targeting of the most vulnerable through vulnerability analysis and mapping (VAM) and the further strengthening of partnerships with United Nations and bilateral agencies. The CP strategy also foresees improvements in the knowledge base on food insecurity, VAM-based policy analysis and advocacy for the ultra poor.

The Executive Director of WFP recommends that the Executive Board approve the five-year Country Programme (2001-2005) for a total of US\$169,051,000, covering all direct operational costs, provided that the necessary resources are available. The Board is also requested to take note of an additional amount of US\$21,858,000 needed for supplementary activities.

Draft Decision



The Board approves the Country Programme for Bangladesh (2001-2005) (WFP/E.3/2000/7).



STRATEGIC FOCUS: FOOD INSECURITY AND THE HUNGRY POOR

The Hungry Poor: Priorities in Addressing Their Needs

➤ *Food Insecurity, Poverty and Vulnerability at the National and Household Levels*

1. Despite significant progress on several socio-economic fronts, Bangladesh remains one of the most vulnerable least developed countries. Over the past decades it has achieved a decrease in the yearly population growth rate from 1.98 in 1991 to 1.5 percent in 1998. Other achievements include improved infant mortality rates from 94 to 66 per 1,000, a decrease in maternal mortality rates from 470 to 440 per 100,000 live births, and longer life spans for both men and women, from 56 to 58 (Common Country Assessment, 2000).
2. Several constraints tend to limit the effect of these achievements, however, including severe and frequent natural disasters, scarcity of land and productive resources for rural populations, poor nutritional practices and institutional limitations among government line agencies. The net result is that approximately 50 percent of the population fall below the absolute poverty line, calculated on the basis of a per capita minimum diet of 2,122 Kcal daily (as calculated by the World Health Organization). These rates place approximately 60 million people in a marginal situation with regard to food security.
3. It is estimated that some 30 million Bangladeshis belong to the “ultra poor” and eat fewer than 1,805 Kcal per day,¹ while WHO recommends average daily intakes of around 2,300 Kcal. Factors such as natural disasters, low wage rate structures, loss of productive family members and household composition place these households and their communities at unacceptable risk and result in chronic malnutrition.
4. While external events are one face of vulnerability, gender is another. Women's positions and entitlements are especially precarious in Bangladesh. Women have lower nutritional intakes, life expectancies and wage rates. Most female-headed households, accounting for approximately 8 percent of all rural families, fall within the poorest sectors of society. Malnutrition is a serious problem: 52 percent of women have a body mass index (BMI) of less than 18.5; about 50 percent of children and pregnant women suffer from iron deficiency, and 30 percent of newborn babies are of low birth weight.² It is this passing-on of chronic malnutrition from one generation to the next that is Bangladesh's “silent emergency”. A principal focus of the planned Country Programme is to break this vicious circle with a more comprehensive set of interventions than have been carried out thus far.
5. Prior to the green revolution, marginal farming practices, combined with frequent floods and poor transport networks, created severe problems for food availability. In the past 15 years, however, the problem of availability as a component of food insecurity in

¹ Using data sources such as the 1995/96 Household Expenditure Survey and the regular Helen Keller Nutritional Surveillance Survey, among others, increasing attention is being focused on the “ultra poor”, or those who occupy the lowest percentage of poverty scales. The term “hard-core poor” or more recently the term “ultra poor” is used in Bangladesh to describe those who do not have an income sufficient to meet even the daily energy requirement of 1,805 Kcal. These energy indicators have been advocated by the Bangladesh Institute of Development Studies and accepted by the Bangladesh Bureau of Statistics as appropriate proxies for an understanding of poverty in Bangladesh.

² H. B. Perry 2000, MWCA 1997.



Bangladesh has steadily improved. A large public food distribution system (PFDS), private imports, improved transport linkages, a dynamic and sustained expansion of food grain production and eased restrictions on cross-border trade with India have all contributed to stable supplies of basic foods in Bangladesh.

6. Access and utilization are therefore the main problems associated with food insecurity in Bangladesh. The interplay of these two aspects is the subject of most of the recent food security research and resulting policy planning in the country. Major problems of access include seasonal shortfalls of income, sudden losses of capital or employment as a result of flood or erosion and chronic deprivation of socially vulnerable people. Utilization problems include dietary and, in particular, maternal dietary practices, overreliance on grains at the expense of other foods and the pressure to use any additional income for building assets.

GOVERNMENT STRATEGIES ON FOOD SECURITY, POVERTY ALLEVIATION AND DISASTER MITIGATION

7. The Government's poverty alleviation policy and its Fifth Five-Year Plan (1997-2002) recognize the need for a pro-poor development approach as a precondition for economic growth. The draft National Comprehensive Food Security Policy comprises a set of strategies that address all aspects of food security: availability, access and utilization. But even though poverty alleviation ranks high in government policy, poverty alleviation programmes have failed to reduce significantly the absolute number of ultra poor or the number of severely and moderately undernourished people.
8. Recognizing this, government policies have given nutrition more prominence in the recent past, as manifested in the National Food and Nutrition Policy and the National Plan of Action for Nutrition. The National Nutrition Project (NNP), supported by the World Bank, UNICEF and WFP, has been developed to reduce malnutrition and strengthen nutrition-based interventions for poor and food-insecure families. The ongoing Health and Population Sector Project supports nutrition-related goals.
9. The Government pursues a range of disaster mitigation and preparedness activities, including maintenance of early warning systems for floods, cyclones, tidal bore and droughts; construction of cyclone and flood shelters, embankments; and afforestation along coastal embankments. The maintenance of a three-month food grain reserve and a functioning distribution system for food, water, medicine and other emergency needs have proven to be successful.
10. The Government of Bangladesh Donors' Development Forum held in Paris in March 2000 recommended increased efficiency and cost-effectiveness, improved regional targeting of the poorest areas and better monitoring systems for all poverty eradication programmes.



Government Policy on Food Aid

11. The Government emphasizes a continuous need for food aid for relief, rehabilitation and development, while recognizing the need for diversified and people-centred uses of food aid. It supports food-assisted development programmes such as Food For Work, Food For Education and Vulnerable Group Development, as well as relief and rehabilitation programmes such as Vulnerable Group Feeding and Gratuitous Relief.

EVALUATION OF WFP PAST AND ONGOING ACTIVITIES

12. In addition to its multilateral resources, WFP Bangladesh is coordinating the use of equal contributions from the Government and bilateral donors. It also manages increasing amounts of non-food resources that complement food-assisted activities, thereby increasing their effectiveness. WFP has played a significant advocacy role for the ultra poor and has contributed to an increased attention by the development community to the poorest of the poor.
13. Targeting in the VGD programme activity was directed at a specific category of people, namely vulnerable women, through the involvement of local Union Parishad (UP)³ committees. The selection of participants followed a list of set socio-economic criteria. Independent and WFP studies have shown that this targeting mechanism has been effective.
14. The allocation of VGD cards, which entitle women to the monthly food ration, has so far been carried out using a resource allocation map, which was developed by WFP and the Government in 1997. Following this map, 85 percent of the VGD resources are currently allocated to “very highly” and “highly” food-insecure areas. Since the map is based mainly on 1991 data, a review of the resource allocation in the VGD activity needs to be undertaken following VAM results.
15. External studies on VGD and WFP-initiated longitudinal impact studies up to two years after termination of the VGD food support cycle have shown positive development results. These are reflected in indicators such as cash income, energy intake from food grains, children’s schooling and women’s mobility. The integration of VGD women into NGO mainstream development programmes has contributed to sustainable impacts of the programme on the beneficiaries. With a cash input of US\$165⁴ per woman, the VGD activity can be considered cost-effective. However, as this was not part of the original project design, no statistically significant effects have been noted with regard to women’s nutritional status.
16. The targeting in the RD programme activity was based on the Government’s national development plan and on the strategic need for public infrastructure improvements, primarily roads and flood protection embankments. It also included smaller components for fishery and forestry development. Infrastructure created has contributed to the food security of rural communities and households through protection of agricultural land against floods and through improvement of the network of rural roads. Individual

³ The administrative structure in Bangladesh covers divisions, districts, UZs (subdistricts), unions and villages. Elected government bodies exist at the union and UZ levels, and the establishment of *gram* parishads (village councils) and *zilla* parishads (district councils) is planned. Union parishads consist of 12 elected members, of whom 3 are female, and 1 is chairperson. UZ parishads consist of all union parishad chairpersons and an UZ chairperson.

⁴ US\$50 for food and US\$115 for the cost of the development package and management services.



households benefited from food transfers and employment, and from smaller infrastructure, such as rehabilitated fish-ponds and roadside tree plantations. Obviously, large infrastructure did not serve only the needs of the poor, but also to a great extent the needs of the non-poor. A wage comprising mostly food (70 percent) led to the sale of commodities by some food-for-work participants. Furthermore, food-for-work activities did not focus strongly enough on people or human development, although NGOs have increasingly become involved in the provision of human development services to beneficiaries. All these factors have led to a new strategy for a gradual reduction of WFP's assistance to the RD activity and the establishment of a new (IFS) programme activity that would capitalize on the merits of the RD approach.

17. Even though the current WFP programme has a clear development orientation, it can be observed that to some extent central and local government partners still consider food aid as charity. WFP and its partners need to continue to advocate against this misconception and for the idea of food aid being an enabler for development.
18. Seventy-three percent of the entire resources of the previous CP were targeted to women. VGD participants were all female; the assets created benefited and were entirely controlled by women. Women's participation in RD activities has been increased significantly during past years, to reach 46 percent in 1999. Approximately 40 percent of the RD assets created have benefited women. However, the impact on women's workload, child care, etc. in food-for-work activities has received little attention so far. In addition, insufficient emphasis has been placed on strengthening women's participation in programme management and decision-making. Only recently have female-elected Union Parishad members been given the right to select 50 percent of the VGD beneficiaries.
19. WFP collaborates intensively with other multilateral and bilateral donors and NGOs as implementing agencies through joint activities and the exchange of information. Bilateral donors have funded about one third of the WFP-assisted programme so far. Development partners have realized that the poorest of the poor in Bangladesh are mostly left out of mainstream development programmes. WFP's collaborative activities with other partners use food aid as a tool to reach these poorest people and as an enabler for them to join the mainstream of development.
20. In 1998 and 1999, WFP played a key role in the coordination of a large flood relief programme. It mobilized 360,000 tons of food grains as emergency assistance to about 4 million families. The quick response and effective targeting prevented mass starvation and social unrest.

STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME AND TARGETING

Country Programme Goal, Objectives and Key Areas of Assistance

21. The goal of the CP is to bring about sustainable improvements in food security and nutrition for about 2.15 million households through a combination of interventions. In accordance with decision 1999/EB.A/2, focuses its development activities on five objectives. The Bangladesh CP addresses objectives 1, 2, 3 and 4 by implementing three programme activities. The following objectives will be pursued:

- 1) Enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs.



- 2) Enable poor households, especially their female members, to invest in human capital through education and training.
 - 3) Make it possible for poor families, especially female-headed ones, to gain and preserve assets.
 - 4) Mitigate the effects of natural disasters and strengthen disaster preparedness in areas vulnerable to recurring severe floods and cyclones.
22. The CP will be implemented through three programme activities:
- 1) The existing VGD programme activity, which already addresses objectives 1 and 3 of the Enabling Development policy, will be further expanded. It will focus on income-earning activities for vulnerable women and on nutrition interventions implemented within the framework of the National Nutrition Programme (Enabling Development objectives 1, 2 and 3).
 - 2) A new programme activity, IFS, will target vulnerable communities and individuals in the most food-insecure areas. It will focus on community-based interventions that will enhance income-earning capacities; on disaster preparedness; and nutrition interventions (Enabling Development objectives 1, 3 and 4).
 - 3) The existing RD programme activity will support disaster preparedness through food for work for the improvement and maintenance of embankments in highly food-insecure regions with a large number of vulnerable households. These activities will be progressively integrated into IFS (Enabling Development objectives 1, 2 and 3).

An important integrating element among these three activities is the focus on human development. For the first time, nutritional criteria will be used to identify specific target groups and corresponding interventions. Synergies among the three activities will be further enhanced through the introduction of an area-based approach to programming and monitoring.

23. The initial phase of the programme cycle will involve a process of change, characterized by the establishment of IFS and a phasing-out of RD. Decentralizing the WFP country office and institutionalizing VAM will support this process. Partnerships with other donors will mobilize the complementary technical and financial support required to achieve the expected development results.
24. Food rations will have an increasingly high nutritional value. Fortified wheat flour, blended food, pulses and other commodities will be provided as appropriate and when feasible. Nutrition education will be strengthened in all programme activities, while food support will be combined with human development support to address food insecurity and malnutrition in a comprehensive manner.
25. Communities will be involved in the planning, implementation, monitoring and evaluation of programme activities. Resources of the IFS activity will be allocated to local (union and UZ) rather than central government bodies. NGOs and other local organizations will play key facilitating and supporting roles.

Target Groups and Regions

26. Food assistance will be provided to those who need it most and can utilize it best. Women and children are the principal target group of the CP. More than 80 percent of programme participants will be female.



27. VAM-supported targeting has helped to identify the regions where WFP intends to allocate most of its available food resources during the CP period (see map in Annex V). Further refinements in regional targeting will depend on the results of the next Household Expenditure Survey (HES, 2000). Existing and new vulnerability analysis will determine the intervention areas within the identified regions. VAM- and community-based targeting will be used to identify the most vulnerable groups and individuals at the local level and to target the interventions most appropriate to them.
28. Over the CP period, WFP resources will increasingly concentrate on VAM-identified areas of highest food insecurity and vulnerability.

Cooperation with the United Nations Organizations, Other Donors and NGOs

29. Collaboration with the World Bank, UNICEF, UNDP, IFAD, the European Commission (EC), the United States Agency for International Development (USAID), the Australian Agency for International Development (AusAID), the German Agency for Technical Cooperation (GTZ), and French Bilateral Assistance, large national and smaller local NGOs is ongoing or has been already agreed upon for the future, while the collaboration with other bilateral agencies (e.g. the Department for International Development (DFID), the Canadian International Development Agency (CIDA), the Japan International Cooperation Agency (JICA), the Swiss Development Cooperation (SDC)) and international NGOs (e.g. CARE, Save the Children Fund (SCF)) are under-way. Details are described below.
30. The cycle of the CP is harmonized with that of the UNDAF.

Overview of Programme Activities

31. The planned activities, their resource level and respective number of programme participants and total food aid beneficiaries throughout the CP cycle are as follows:

Programme Activity	Quantity of commodities in wheat value equivalents (tons)	Distribution by activity (%)	Female programme participants (% of total participants)	Beneficiary households	Estimated beneficiaries per household ¹	Total no. of food aid beneficiaries ²
Activity 1: VGD	462 000	57	1 054 500 (100%)	1 054 500	4.5	4 745 250
Activity 2: IFS	225 000	28	520 700 (66.6%)	781 800 ²		2 501 760
Activity 3: RD	113 000	15	155 500 (50%)	311 000	4.5	1 399 500
Total	800 000	100	1 730 700 (80.6%)	2 147 300		8 646 510

¹ Calculated by the country office on the basis of beneficiary household profiles.

² Under IFS, this number concerns the persons who are the direct food recipients. Paragraph 73 describes the various categories of recipients. Some of them receive food as an individual ration (for instance the children and expectant and nursing mothers) while others receive family rations (women in training and people in food-for-asset activities).



COUNTRY PROGRAMME ACTIVITIES

Resources and Country Programme Preparation Process

32. The three programme activities are supported jointly by the Government, multilateral and bilateral resources. WFP's multilateral contribution to the programme is estimated at 800,000 tons of wheat value equivalents, of which 710,000 tons are budgeted as basic programme and 90,000 tons as supplementary programme, provided that these supplementary resources become available. The WFP budget for basic programme activities consists of direct operational costs of US\$142,572,000, direct support costs of US\$14,247,000 and indirect support costs of US\$12,232,000. The WFP budget for supplementary programme activities consists of direct operational costs of US\$18,436,000, direct support costs of US\$1,840,000 and indirect support costs of US\$1,582,000. The WFP costs for both basic and supplementary programme activities amount to US\$190,909,000. The number of participant households is estimated at about 2.15 million over the period of five years (with total beneficiaries numbering about 8.6 million).⁵
33. Government resources to the programme are estimated at approximately 650,000 tons of wheat value equivalents, out of which 300,000 tons is wheat in kind for VGD and 350,000 tons is in cash (i.e. US\$50 million over five years) for RD and IFS. Potential additional bilateral donor contributions to the three programme activities are estimated to be around 500,000 tons of wheat value equivalents. WFP is prepared to handle some or all of the additional contributions to the three programme activities on behalf of bilateral donors.
34. The allocation of resources to activities has been adjusted following the recommendations of the Executive Board on the CSO. The phasing out of RD and phasing in of the IFS activities will be undertaken at a slow pace so as not to jeopardize the efficiency of programme activities. Furthermore, the allocation of resources to the VGD activity has been increased to strengthen the nutrition focus of the CP and meet the demands of the NNP-VGD collaboration, for which the World Bank/Government contract was signed in June 2000. Resources will be allocated to the programme activities as follows:
- 2001: VGD, 50 percent, IFS 10 percent, RD 40 percent;
 - 2002: VGD, 60 percent, IFS 20 percent, RD 20 percent;
 - 2003: VGD, 60 percent, IFS 30 percent, RD 10 percent;
 - 2004: VGD, 60 percent, IFS 40 percent;
 - 2005: VGD, 60 percent, IFS 40 percent.

Programme Activity 1: Vulnerable Group Development (VGD)

📌 *Problem Analysis, Strategic Focus and Objectives*

35. Poverty and malnutrition affect women and girls to a much greater extent than they do men and boys. Female-headed households are among the most vulnerable groups in society. The VGD activity addresses this problem. Initiated by WFP and its partner

⁵ In addition—but outside the planning of the CP—WFP will handle bilateral resources and provide food to the ongoing protracted relief and recovery operation (PRRO) and possible future relief and rehabilitation operations.



organizations, it has evolved into a major success story by enabling ultra-poor women to take the first steps out of abject poverty. Its strategy is based on the combination of food aid over a period of 18 months (referred to as “VGD cycle”), combined with:

- development support in the form of skills training, awareness-raising (on social, legal, health and nutrition issues), basic literacy and numeracy training and small compulsory monthly savings and credit support; and
 - mainstreaming (“graduation”) of VGD women into regular NGO development programmes to ensure the sustainability of development results and to provide women with opportunities to further improve their livelihoods after termination of the food assistance.
36. The VGD activity will strengthen its focus on nutrition to ensure that socio-economic achievements are translated into improved nutritional status for women and their children.
37. The objectives of VGD are to:
- a) enhance the income-earning capacity and self-reliance of ultra-poor and food-insecure women in order to ensure their graduation into mainstream development programmes; and
 - b) improve the nutritional status of malnourished women and children.

📌 **Implementation Strategy**

38. VGD is a national programme, funded in roughly equal terms by WFP, bilateral donors and the Government. All WFP and bilateral donor resources are targeted to “very highly” and “highly” food-insecure areas, while the Government uses part of its resources in less food-insecure areas but for equally food-insecure women. Future allocation of the overall resources will be further focused on the most food-insecure areas based on VAM results.
39. WFP food will be allocated only to areas where food given to VGD women is combined with development support. Female UP members, who currently have the right to select 50 percent of the VGD women, will play a key role in the selection of programme participants.
40. The VGD activity has three components: Union Parishad VGD (UPVGD), which is by far the largest; Women Training Centres (WTCs); and Group Leader Extension Workers (GLEWs). WFP support to the last component will be phased out. Support to the WTCs will be focused increasingly on the specific needs of adolescent girls.
41. WFP support to the GLEW component also will be gradually phased out. GLEW was established in 1994 in areas where there was only a limited provision of development services and where GLEWs would promote linkages between VGD women and regular development agencies. Internal assessments have indicated that GLEWs may have become less effective over time than the expanding number of NGOs in the UPVGD component, since NGOs offer a much wider range of services (including microcredit) and can provide assistance to VGD women beyond the food support period.
42. To ensure that improvements in women's socio-economic status are translated into improvements in the nutritional status of women and their children, the VGD activity will undertake collaboration with the joint World Bank/UNICEF/WFP-supported National Nutrition Project. The collaboration will address food insecurity in a comprehensive way and ensure that NNP nutrition services lead to sustainable effects among food-insecure women. NNP area-based community nutrition services comprise:



- supplementary feeding of severely malnourished and growth-faltering children under 2, and malnourished expectant and nursing mothers;
 - nutrition counselling and education on caring practices for women who receive supplementary food at community nutrition centres;
 - growth-monitoring;
 - community nutrition education;
 - adolescent and newly-wed couples forum; and
 - referral services for the sick.
43. In addition, NNP will provide nationwide nutrition services, such as promotion of breast-feeding, micronutrient supplementation and fortification and behavioural change communication activities.
44. Phase 1 of the programme will cover five years and 139 out of a total of 460 UZs. NNP-1 preparatory activities started in July 2000. To provide all food-insecure, malnourished women in highly food-insecure areas with VGD development and NNP nutrition services during a given period, the number of VGD cards allocated to certain areas will be increased. Additional cash required for NGO development services will be provided by NNP. However, increases in the number of VGD cards in VGD-NNP collaborative areas will be carried out carefully to avoid the cards' hampering the effective delivery of services.
45. Union Parishad committees will select VGD participants on the basis of set criteria. The role of elected female UP members in this process will be strengthened. A new criterion (women of childbearing age (15-49)) will be added to the existing socio-economic criteria (land ownership; level, regularity and source of income; productive household assets; trainability based on physical fitness, potential to develop economically and socially and willingness to work in a group; NGO membership; female heads of households). NNP will identify beneficiaries through village household profiles. These profiles will also be used in the selection of VGD beneficiaries. Female UP members will facilitate this process.
46. The cost for VGD development package services will be borne entirely by other donors: the World Bank, EC and bilateral donors. In addition to the cost for development services in the NNP-VGD collaborative intervention, the World Bank provides substantive credit support to VGD women through NGOs and national credit institutions. The EC will fund NGO development services and combined food-plus-cash subsidies to approximately 260,000 VGD women.
47. At least 90 percent of the VGD women will participate in development activities and about 70 percent will have access to credit. Mainstreaming of women into NGO programmes after the food support cycle will be emphasized. While the partnership with smaller NGOs will be intensified, the partnership with the Bangladesh Rural Advancement Committee (BRAC), which covers about 75 percent of the women in each VGD cycle, will be continued at the same level.
48. To improve the nutritional value of the food ration, coarse wheat will be gradually replaced by fortified wheat flour. USAID is pursuing the same idea for the national food-for-education programme. USAID-Dhaka and WFP are cooperating with each other, and WFP will set up a pilot project in 2000. It is envisaged that all VGD women will receive fortified wheat flour by 2005. The cost for the milling will be compensated in kind.
49. The Ministry of Women and Children Affairs and its department will continue to be responsible for the overall management and coordination of development activities. The



Department of Relief and Rehabilitation will continue to be responsible for the management of wheat. Collaboration with the Ministry of Health and Family Welfare in the VGD-NNP collaborative activities will be undertaken through an NNP-VGD management unit in the Department of Women's Affairs (DWA).

✧ *Role and Modalities of Food Aid*

50. Women who enrol in this programme activity are those who are effectively beyond the reach of regular development programmes because of their food insecurity (i.e. they need food to enable them to join development activities). Women will be entitled to 30 kg of wheat per month over a period of 18 months in the UPVGD, and 12 months in the WTC component. The amount of the fortified wheat flour ration will be approximately 25 kg per month, allowing for milling losses. Fortification and packaging costs will be covered through direct support costs (DSC). Logistics for the management of wheat flour will be worked out at the beginning of the CP period.
51. WFP is currently reassessing the effectiveness of the duration of the wheat support cycle of 18 months and the ration size in the UPVGD component. The findings of this review may lead to adjustments in the duration and ration size within the agreed-upon budgetary limits.

✧ *Participants and Intended Benefits*

52. About 1.05 million women will receive VGD development services during the programme period. All severely malnourished women and growth-faltering children under 2, and malnourished expectant and nursing mothers will receive supplementary food in NNP areas. Five hundred GLEWs will receive food-plus-cash wages.
53. The intended benefits include: women's enhanced income-earning skills reflected in income, number and type of income-generating activities; women's enhanced self-reliance, reflected, for example, in their mobility; women becoming members of NGO development programmes after termination of the VGD cycle; and women's knowledge on dietary practices. An expected benefit in VGD-NNP collaborative areas is reduced malnutrition among women and children reflected in their body mass index (BMI).

Programme Activity 2: Integrated Food Security (IFS)

✧ *Problem Analysis, Strategic Focus and Objectives*

54. The IFS activity is an area-based approach to improving household food security and nutrition. It is based on the lessons learned from food for work and other development activities within and outside Bangladesh. In the past, food-for-work programmes have focused on physical public infrastructure with little or no emphasis on human capacity-building. Programmes were planned centrally and designed on a sectoral basis. In the IFS activity, communities will focus on the needs and opportunities of the hungry poor and decide on the activities to be supported, leading to community ownership and increased sustainability of development results. Involvement of local governments will ensure that activities meet the demands of local areas and form part of or complement local development plans. Channelling of resources to local (union and UZ) government bodies will both foster and depend on the implementation of the Government's decentralization plans.
55. Though poverty is widespread in Bangladesh, areas identified by a recent VAM analysis will have priority in targeting for IFS. At the community level, the IFS approach of



participatory planning will seek to target the ultra poor, especially women, and mainstream them into development. Food-assisted development will include activities to increase the income-earning, asset-creating and organizational capacity of the the ultra poor.

56. Disaster preparedness and disaster mitigation for and by the most food-insecure are integral parts of the IFS strategy. IFS will promote the development of gender-conscious immediate and long-term strategic plans for disaster preparedness and disaster mitigation for communities and households. It will aim to prevent the loss of assets among the ultra poor in the aftermath of disasters.
57. Micro-planning for increased food security will address some of the underlying factors leading to the high levels of malnutrition prevailing in Bangladesh and will contribute to sustainable improvement in the longer term. The immediate problem of malnutrition will be addressed in the short term through community-managed supplementary feeding interventions (in non-NNP areas) for nutritionally vulnerable groups at critical periods of development—young children, adolescent girls, and expectant and nursing mothers.
58. The objectives of the IFS activity are to:
 - a) enable ultra-poor and food-insecure households and communities to enhance their income-earning capacity and disaster preparedness by creating human and physical assets; and
 - b) assist vulnerable groups in meeting their nutritional needs.

Implementation Strategy

59. Under a first-tier targeting process based on the 1995 Household Expenditure Survey (HES), VAM has identified district clusters (see map in Annex V) for locating IFS intervention areas during the first phase of the CP. The HES-2000 will lead to further refinements. UZs and unions will be selected through rapid appraisal techniques, taking account of the complex interaction of socio-political, economic, physical, gender and seasonal issues. VAM will be used as a flexible tool throughout the programme period to assess the food insecurity situation in the country as a whole and in the intervention areas. The allocation of resources will be adjusted on the basis of VAM results. However, given the participatory approach of IFS, selected IFS areas will be supported for a minimum of five years to ensure achievement of objectives.
60. The key focus of IFS will be the village. Local institutions/NGOs that are committed and have the potential to work with the ultra poor, especially women, will facilitate community mobilization and participatory planning for improved food security. Micro-planning will result in a list of food-assisted activities identified by the communities. These lists will be compiled and reviewed by union-level Food Security Assistance Committees (FSACs). Union, and thereafter UZ FSACs will approve the lists, and the WFP regional offices will monitor this process and its results. Union FSACs will coordinate the planning process, request resources after the approval of union development plans and supervise the implementation processes. At least in the initial stage of the IFS activity, facilitation teams from the UZ will assist the union FSACs in their tasks. WFP staff from regional offices will provide overall assistance, identify potential local IFS partners and monitor the overall implementation.
61. Communities will form user groups for the implementation of IFS activities. Community contributions to the planned activities will include labour, local materials, supervision and management. Government officers and extension workers from line ministries will provide technical advice and backstopping services where required. Suitable service providers at the UZ or district level will be selected to provide quality control and supervise the



community mobilization and participatory planning work of institutions/NGOs operating at the community level.

62. Given the experience that nutrition is not demand-driven in most participatory planning processes, primarily because of inadequate awareness, 30 percent of IFS resources will be allocated specifically to nutrition activities in union development plans. "Issue-focused" participatory planning, in addition to the participatory planning for IFS food security activities, will ensure the inclusion of nutrition and related issues. The percentage may be adjusted during implementation. Community development and disaster management funds will be established at the village level with part of the IFS resources for unforeseen, post-disaster and innovative activities. People's ability to evolve organizational tools for early planning and diversified coping strategies for disasters will be developed.
63. Guidelines on the types of activities that can be supported will be elaborated. Activities need to comply with local development plans. Activities will cover different combinations of food-aided interventions, including, as appropriate and feasible:
- supplementary feeding of malnourished children 6 to 24 months of age, and of malnourished expectant and nursing mothers, linked to nutrition education for behaviour change;
 - child development facilities, including supplementary feeding and early childhood development for children 6 months to 6 years of age;
 - marketable skills and life-improvement training, with supplementary feeding, for adolescent girls;
 - school feeding for non-formal primary education in areas with low enrolment of children from ultra-poor households;
 - food for creating household and community assets that serve income-generation and disaster-preparedness purposes (e.g. fish-ponds, tree plantations, raised homesteads, small drainage canals and irrigation systems, community shelters, raised central community areas, village connecting rural roads, river embankments and dykes); and
 - awareness-raising on nutrition, health, social and disaster-preparedness issues, and skills training for the ultra poor who participate in food-for-asset creation activities.
64. Strong partnerships with other donors and government programmes will be established to ensure the necessary complementary technical and financial support. Pilot activities are being undertaken to test the feasibility and efficiency of new approaches.
65. Activities for household and community asset-creation and training will be scheduled as often as possible during lean seasons. Beneficiaries will receive an increasingly comprehensive food basket corresponding to their nutritional needs. Micronutrient-fortified blended food will be used in supplementary feeding. Given the close link between nutrition and health, collaboration with government and non-governmental agencies involved in health and sanitation programmes will be sought.
66. Supplementary feeding under IFS will be undertaken only in non-NNP areas. Organization and management will be the responsibility of the community. The food supplement will be provided to malnourished children aged 6-24 months, and to expectant and nursing mothers as take-home rations. Regular attendance at nutrition education classes will be a condition for receiving the supplement. Village Nutrition Promoters (VNP), chosen by the community, will be trained in the selection of beneficiaries and in participatory learning approaches. User Committees and local institutions/NGOs will supervise the VNPs.



67. Community-based Training and Nutrition Centres (TNCs) will be another entry point for nutrition activities. Pre-school children of mothers attending TNCs will receive fortified blended food through on-site feeding, together with early childhood Development care. Adolescent girls selected through set criteria and mechanisms will receive training and on-site supplementary feeding. WFP will work in close collaboration with UNICEF and other partners in developing and implementing these activities. An existing DWA-managed project that currently assists community-based skills training centres for poor women will be used as a managing body for this component. In IFS areas where DWA-assisted TNCs do not exist, other centres (e.g. NGO-run centres) will be used.
68. The Local Government Division (LGD) of the Ministry for Local Government, Rural Development and Cooperatives (LGRDC) will have responsibility for the overall management and coordination of IFS at the national level. The LGD will chair a steering committee comprising representatives from all the line ministries involved. Food Security Assistance Committees, to be chaired by the respective local government representative, will be established at the district, UZ and union levels to coordinate the programme activity and to ensure that IFS plans are consistent with UZ and district development plans. The IFS management structure will be adjusted in line with changes in government structures resulting from decentralization plans. Women's participation in committees at all levels and during all phases of the programme activity will be emphasized.

Roles and Modalities of Food Aid

69. The poorest in the IFS areas need direct access to food in order to participate in any form of development. Food aid will be used as a nutritional supplement (for malnourished women, children and adolescent girls), as an enabler to participate in training and education activities and as an incentive for communities to mobilize their own resources for the creation of small infrastructures.
70. Wheat will be used as an incentive for participation in food-for-asset creation activities. In addition, the Government will provide matching cash incentives. The current government contribution of US\$10 million annually to WFP-supported food-for-work activities will most likely be sufficient for this purpose.
71. WFP is exploring possibilities of local production of blended food. Until production can start and meet the entire demand of IFS, such food will be imported. While wheat will continue to be channelled through the government public food distribution system (PFDS), as currently practised, new modalities will be worked out for the channelling of new commodities such as blended food, pulses and others. Other commodities will be given to participants where feasible and appropriate.
72. Communities will select the activities to be supported. Details of the allocation of resources to types of activities cannot be given at this stage; IFS resources are therefore calculated in wheat value equivalents.

Participants and Intended Benefits

73. During the CP period, 781,800 people will be direct food recipients under the IFS activity; out of these:
- 175,200 children will receive supplementary food and participate in early childhood development activities;
 - 30,000 adolescent girls and 60,000 women will receive supplementary food and training;



- 83,600 expectant and nursing mothers will receive supplementary food and nutrition education; and
 - 433,000 people will participate in food-for-asset creation activities.
74. The intended benefits include improved income-earning and disaster-preparedness capacities of households and communities; improved knowledge on nutrition issues and good dietary practices; improved nutritional status of beneficiaries; and creation of household and community infrastructure. Beyond these direct programme-related outcomes, IFS is expected to contribute to enhanced capabilities and organizational capacity of communities; enhanced transparency and accountability of local (union and UZ) governments and NGOs; improved coordination between poverty-alleviation programmes at local levels; greater Government/NGO collaboration and the strengthening of the Government's decentralization efforts.

Programme Activity 3: Rural Development (RD)

📌 *Strategic Focus and Objectives*

75. The RD programme activity with its traditional sectoral infrastructure-based and centrally planned food-for-work activities, will be gradually phased out and concentrated into IFS areas where it will support infrastructures that are needed for the sustained success of development activities of the ultra poor. Food-for-work activities that support household and community assets will be strengthened through participatory planning and implementation approaches. Human capacity-building components will also be strengthened.
76. The objectives of the RD activity are to:
- a) provide food and employment to the ultra poor and food insecure in highly food-insecure areas at times of critical need and to enhance their human development potential;
 - b) create rural infrastructures and community assets for disaster mitigation in order to sustain development gains for the hungry poor.

📌 *Implementation Strategy*

77. During the first three years of this Country Programme implementation, RD participants, especially women, will benefit from increasing levels of training and education activities provided by NGOs. The graduation of participants in food-for-work interventions, such as road and embankment maintenance, into mainstream programmes of service-providing NGOs will be emphasized. Activities will be supported only if they have a clear development orientation and where participants clearly benefit from the provision of food rations.
78. Activities will focus on the water and roads sectors. In the roads sector, only those construction schemes that are needed to complete the network of rural growth centre connecting roads will be assisted. In the water sector, schemes with high potential to protect households and communities from disasters such as floods and cyclones will receive priority attention. The road and embankment maintenance component, which has proved to target extremely poor women successfully, will be expanded. Further emphasis will be given to supporting schemes in highly food-insecure areas based on VAM results.
79. Joint activities with IFAD and GTZ will be continued and integrated into IFS if possible and in line with the IFS strategy beyond 2003.



80. The food-for-work activities under RD also envisage the inclusion of “backbone” infrastructure (e.g. embankments and roads), which are crucial for the protection of communities from disasters and which enhance economic development. WFP will collaborate with the Government and donors to secure non-food resources for these activities. Community involvement will be ensured through user groups’ participation in the planning and implementation of such food-for-work activities.
81. The planning and implementation of activities in the water and roads sectors will continue to be undertaken by the respective line ministries, the Local Government Engineering Department (LGED) for the roads sector and the Bangladesh Water Development Board (BWDB) for the water sector.

📌 *Roles and Modalities of Food Aid*

82. Food serves as an income transfer and as an enabling instrument for the development of participants. The wheat provided has a self-targeting role, as only the poorest of the poor will work for food. Wage rates will be set considering local market conditions. Minimum agricultural wage rates and appropriate timing will prevent competition with agricultural activities.

📌 *Participants and Intended Benefits*

83. Approximately 311,000 people will participate in food for work, generating roughly 20 million workdays. Women and men numbering 191,000 will participate in short-term food-for-work activities, and 30,000 women will participate in year-round routine maintenance works, receiving NGO development package services, including credit.
84. The intended benefits at the individual and household levels include the generation of employment, particularly during the critical lean season, asset-creation, enhanced self-awareness and improved income-earning capacities. The intended benefits at the community level include disaster protection and preparedness, better communication facilities and improved access to basic social services. RD activities will contribute to intensified economic activities in the rural areas, better employment opportunities and protection against natural disasters.

Supplementary Programme Activities

85. In addition to basic programme activities, the CP envisages implementing a Supplementary Programme that would enlarge the coverage of the basic programme. The initiation of such activities will be contingent upon additional resources from donors. Specific consideration for allocating resources will be given to the areas identified through VAM. Furthermore, depending on the availability of resources, the country office will explore programmatic possibilities for school feeding in support of pre- and primary school education, especially for girls.

COUNTRY PROGRAMME MANAGEMENT

Programme Organization

86. A national-level Joint Food Security Assistance Review Committee, co-chaired by the Programming Division of the Planning Commission and WFP, with members from concerned ministries, will regularly review the WFP-assisted programmes. At the district



and UZ levels, corresponding committees will review the regional- and local-level planning and implementation.

87. The planning and implementation of the new area-based IFS programme and intensive monitoring of programme activities will be facilitated by a decentralized WFP office structure with four regional offices.
88. The strengthening of the existing VAM unit will enable WFP to target effectively the most vulnerable areas and groups and to play a key role in food security issues in Bangladesh.

Programme Implementation

89. A timeline of programme activities showing the number of beneficiaries is provided in Annex IV (IV-A is based on multilateral resources, and IV-B on government, bilateral and multilateral resources).

Capacity-building and Support

90. WFP will provide advisory and training support to implementing partners. Female UP members will be paid special attention in capacity-building activities to make them “advocates” of ultra-poor women. In collaboration with the Government and other donors, a project for capacity-building of local government and NGOs will be developed in IFS areas.
91. A well-managed and well-maintained government public food distribution system is crucial for ensuring the timely distributions of quality food to beneficiaries. The need for improved PFDS operations is currently being assessed, and a management support project might be developed during the CP period.
92. WFP will continue to bear 50 percent of the landside transport, storage and handling (LTSH) costs. The current LTSH rate of US\$40 per ton will be reviewed once the contents of the new food basket are known. WFP may supply vegetable oil in lieu of cash for LTSH if this is cost effective for WFP, as has been the practice so far.

Programme Monitoring and Evaluation

93. Monitoring and evaluation will be undertaken in a participatory manner, involving beneficiaries, Government and NGO partners at the national, district and local levels. WFP will facilitate periodic monitoring surveys with implementing partners to determine the success of programme activities and identify areas requiring strengthening or adjustments. Communities will identify a range of simple self-monitoring indicators to assess the extent to which household and community food security targets are being met, and the extent to which communities and the ultra poor are effectively participating in the development process.
94. Two types of monitoring will be undertaken: programme and food security monitoring. Programme monitoring will cover food and logistics, the process, the effectiveness and the effects of development activities. Implementing partners will have the key programme monitoring responsibility. WFP will advise on monitoring procedures and assist in training. Issue-based monitoring and VAM techniques will be applied periodically to assess the countrywide and area-specific food security situation.
95. A Country Programme evaluation framework will be developed, including longitudinal and issue-based studies. A baseline study will be undertaken during the initial stages of the



CP, and a mid-term review in 2003. A terminal evaluation may be conducted in 2005 in partnership with research organizations.

96. Monitoring and evaluation will be based on a results-oriented logical framework. Reports will focus on results and provide gender-disaggregated information.

Disaster and Emergency Preparedness

97. Disaster-preparedness activities form an integral part of the programme. They aim at strengthening people's awareness and ability to develop organizational tools for early planning and diversified coping strategies, and at creating disaster-mitigating rural infrastructures. Communities will be assisted in setting up disaster management funds and in developing disaster preparedness and mitigation plans.
98. A separate emergency preparedness unit has been established in the WFP office, which prepares WFP contingency plans and coordinates with Government and multilateral and bilateral donor agencies.

Gender

99. The CP foresees that about 80.6 percent of the programme participants will be women, children and adolescent girls (WFP Commitment to Women I). The implementation plan will ensure women's equal access to and full participation in power structures and decision-making (Commitment II). Related activities include: increasing the responsibilities of female-elected UP members, the provision of training in leadership and management skills to female programme managers and the selection of NGOs with strong gender policies. The partnership with the Ministry of Women's Affairs in VGD and continued efforts to strengthen the capacity of this Ministry and its department contribute to the achievement of WFP's Commitment II.
100. The Country Programme will address women's basic needs through facilitating equal access to resources (food for nutrition, education and training), employment (food for asset creation), markets and trade (Commitment III). It will also generate and disseminate gender-disaggregated data and information for planning and evaluation (Commitment IV).

Advocacy and Knowledge Base

101. WFP will continue to co-chair the Local Consultative Sub-group on Food Security and Nutrition, together with FAO, in an effort to bring food security and the concerns of the ultra poor to the centre of discussions among development partners. The institutionalization of VAM will enable WFP to play a key role in food security issues in Bangladesh and to target effectively and design its activities.
102. Supported by a special unit within the office, WFP will advocate for the ultra poor, food aid and WFP's work as a whole. A strong presence in the national and local media, and regular discussion of research results on the ultra poor and food assistance within the Bangladesh development community will support this task.

KEY ISSUES AND RISKS

103. The success of the CP, and the new IFS programme activity in particular, depends on the following factors:



- establishment of effective and strong partnerships with other donors for complementary technical and financial resources;
 - the Government's commitment to provide adequate complementary food and non-food resources;
 - efficient management and coordination of programme activities by government counterpart agencies;
 - capacities of NGO partners to manage and co-fund programme activities, and to take over ex-WFP beneficiaries in their ongoing programmes; and
 - capacities of local governments to coordinate development interventions.
104. Severe natural disasters and political disruptions are further risks to the achievement of expected results. The success of IFS depends to a considerable extent on the realization of the Government's decentralization plans.
105. The achievement of nutrition results depends on a number of factors, including sanitation, health, and safe, arsenic-free drinking-water and the extent to which other agencies will be able to work in liaison with WFP to create the necessary conditions for nutrition improvements among its target group.
106. The provision of fortified wheat flour and blended food depends on the Government's agreement to the fortification of the respective commodities.

RECOMMENDATION

107. The Executive Director recommends that the Executive Board approve the proposed Country Programme for the period 2001-2005.



ANNEX I

TABLE 1: CP 2001-2005 CONSOLIDATED BUDGET OVERVIEW
(figures in US dollars)

Budget Item/ Programme Activity	VGD	IFS	RD	Total	WFP (Suppl.)	Grand Total
Food Commodities	53 300 000	26 035 000	13 000 000	92 335 000	11 700 000	104 035 000
External Transport	17 425 000	6 673 000	4 250 000	28 348 000	3 824 000	32 172 000
LTSH	8 508 000	3 258 000	2 075 000	13 841 000	1 868 000	15 709 000
ODOC	4 743 000	2 155 000	1 150 000	8 048 000	1 044 000	9 092 000
Total Direct Operational Costs	83 976 000	38 121 000	20 475 000	142 572 000	18 436 000	161 008 000
DSC	8 094 000	4 056 000	2 097 000	14 247 000	1 840 000	16 087 000
ISC (7.8%)	7 181 000	3 290 000	1 760 000	12 232 000	1 582 000	13 814 000
Total WFP Costs	99 251 000	45 467 000	24 332 000	169 051 000	21 858 000	190 909 000

TABLE 2: COUNTRY PROGRAMME DIRECT COSTS BUDGET (2001-2005)

Totals by Category	Food Volume (MT)	Direct Operational Costs			Direct Support Costs	
		Food Cost	Transport, LTSH	Other DOC ¹	Total DOC	Total DSC
(US dollars)						
Basic	710 000	92 335 000	42 189 000	8 048 000	142 572 000	14 247 000
Government	650 000	84 500 000	81 716 000		166 216 000	
Other-Bilateral	499 000	64 870 000			64 870 000	
WFP (Supplementary)	90 000	11 700 000	5 692 000	1 044 000	18 436 000	1 840 000
GRAND TOTAL	1 949 000	253 405 000	129 597 000	9 092 000	392 094 000	16 087 000

¹ Staff resources, non-food items and services exclusively for use by beneficiaries, Government or implementing partners and/or all costs related to food transformation, such as milling.



ANNEX II**BUDGET (BASIC)**

	Quantity (tons)	Average cost (dollars)	Total Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity			
– Wheat	642 000	130	83 460 000
– Blended Food	25 000	355	8 875 000
Total commodities	667 000		92 335 000
External transport		42.5	28 348 000
Landside transport (LT)		0.75	
ITSH		20	
Total LTSH (LT+ITSH)		20.75	13 841 000
Other direct operational costs			8 048 000
Subtotal direct operational costs			142 572 000
B. Direct support costs			
Subtotal direct support costs			14 247 000
Total direct costs			
C. Indirect support costs (7.8 percent of total direct costs)			
Subtotal indirect support costs			12 232 000
TOTAL WFP COSTS			169 051 000



ANNEX III

BUDGET (SUPPLEMENTARY)

	Quantity (tons)	Cost per ton (dollars)	Total Value (dollars)
WFP COSTS			
A. Direct operational costs			
Commodity			
– Wheat	90 000	130	11 700 000
Total commodities	90 000		11 700 000
External transport		42.5	3 825 000
Landside transport		0.75	
ITSH		20	
Total ITSH (LT+ITSH)		20.75	1 867 000
Other Direct Operational Costs			1 044 000
Subtotal direct operational costs			18 436 000
B. Direct support costs			1 840 000
C. Indirect support costs (7.8 percent of total direct costs)			1 582 000
TOTAL WFP COSTS			
TOTAL WFP COSTS			21 858 000



ANNEX IV-A

TIMELINE FOR WFP-SUPPORTED PARTICIPANTS DURING BANGLADESH COUNTRY PROGRAMME 2001-2005 based on WFP resources for Basic and Supplementary programmes						
Sub-programme	Sub-programme component	Year				
		2001	2002	2003	2004	2005
VGD	UPVGD	1 st VGD cycle 202 300 women		2 nd VGD cycle 211 500 women		3 rd VGD cycle 211 500 women
	VGD-NNP	Collaboration in 4 sub-districts 9 400 women		Collaboration in 130 sub-districts 38 800 women		Collaboration in 160 sub-districts 50 800 women
	WTC	18 800 women	9 400 women	4 700 women		4 700 women
	GLEW	500				
IFS	TNC: Women Adolescents Children	5 000 women 2 500 adolescents 2 500 children	10 000 women 5 000 adolescents 5 000 children	15 000 women 7 500 adolescents 7 500 children	15 000 women 7 500 adolescents 7 500 children	15 000 women 7 500 adolescents 7 500 children
	Community nutrition initiatives	6 600 children under 2 3 800 pregnant and nursing mothers	19 800 children under 2 11 400 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers
	Food for asset creation-cum-human capacity-building	Male: 12 400 Female: 18 550	Male: 24 750 Female: 37 150	Male: 37 150 Female: 55 700	Male: 49 500 Female: 74 300	Male: 49 500 Female: 74 300
RD	Road sector	Male: 35 500 Female: 35 500	Male: 17 800 Female: 17 800	Male: 7 450 Female: 7 450		
	Water sector	Male: 53 300 Female: 53 300	Male: 26 700 Female: 26 700	Male: 13 300 Female: 13 300		



ANNEX IV-B

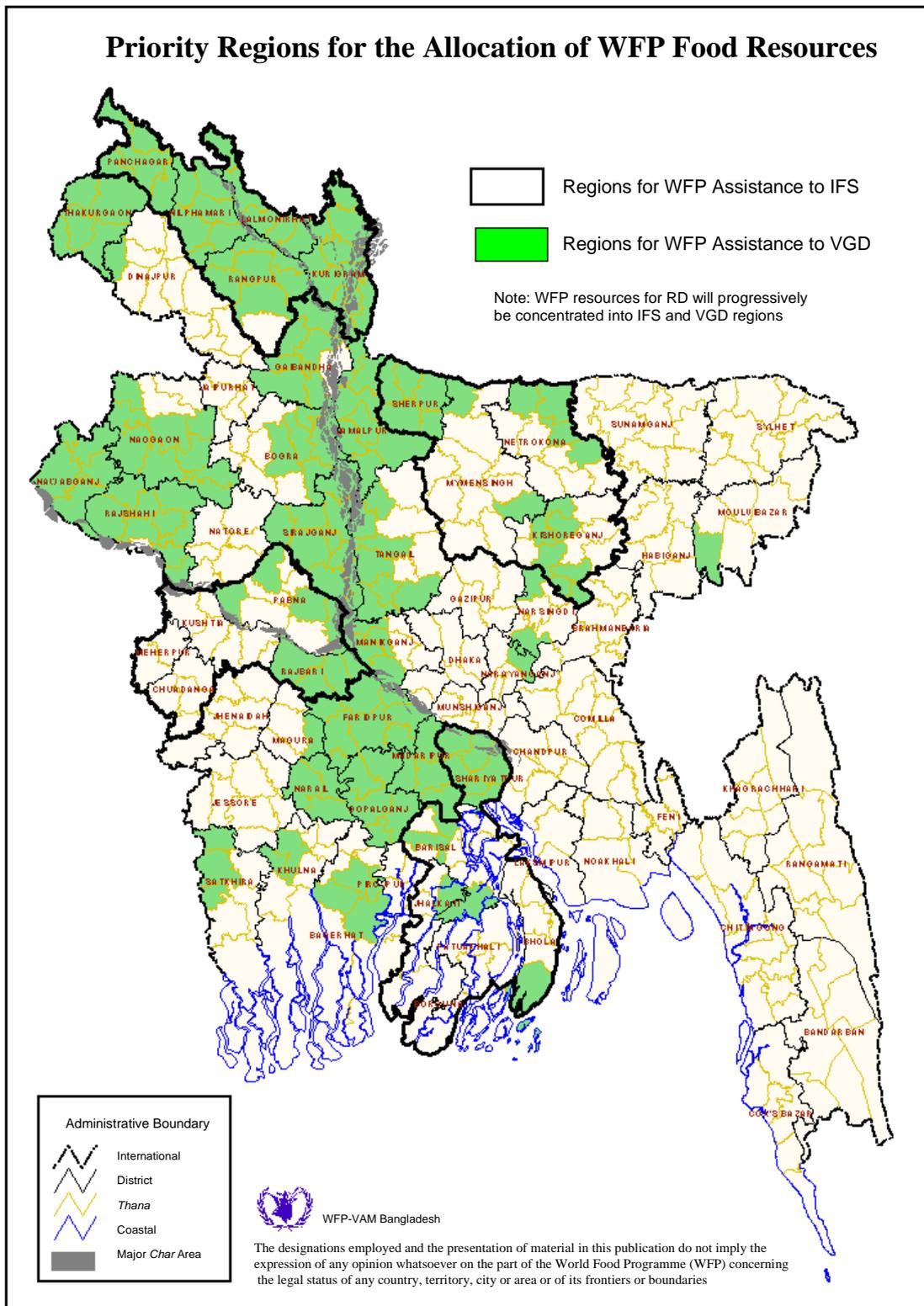
TIMELINE FOR ALL PARTICIPANTS DURING BANGLADESH COUNTRY PROGRAMME 2001-2005
based on WFP, government and bilateral resources

Sub-programme	Sub-programme component	Year					
		2001	2002	2003	2004	2005	
VGD	UPVGD	1 st VGD cycle 430 000 women		2 nd VGD cycle 450 000 women		3 rd VGD cycle 450 000 women	450 000 women
	VGD-NNP	Collaboration in 4 sub-districts 20 000 women		Collaboration in 130 sub-districts 82 500 women		Collaboration in 160 sub-districts 108 000 women	190 sub-districts 162 000 women
	WTC	40 000 women	20 000 women	10 000 women		10 000 women	10 000 women
	GLEW	500					
IFS	TNC: Women Adolescents Children	5 000 women 2 500 adolescents 2 500 children	10 000 women 5 000 adolescents 5 000 children	15 000 women 7 500 adolescents 7 500 children			
	CNI: Children under 2 Mothers	6 600 children under 2 3 800 pregnant and nursing mothers	19 800 children under 2 11 400 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers	39 600 children under 2 22 800 pregnant and nursing mothers
	Food for asset, skills training and awareness	Male: 24 800 Female: 37 100	Male: 49 500 Female: 74 300	Male: 37 150 Female: 111 400	Male: 99 100 Female: 148 600	Male: 99 100 Female: 148 000	Male: 99 100 Female: 148 000
RD	Road sector	Male: 71 100 Female: 71 100	Male: 35 600 Female: 35 600	Male: 17 800 Female: 17 800			
	Water sector	Male: 106 700 Female: 106 700	Male: 53 300 Female: 53 300	Male: 26 700 Female: 26 700			



ANNEX V

Priority Regions for the Allocation of WFP Food Resources



ANNEX VI

COUNTRY STRATEGY OUTLINE—BANGLADESH

ABSTRACT

WFP's strategy for the period 2001-2005 is built on past experience and on the principles of "Enabling Development". It was developed over a six-month consultative process involving a large number of representatives from the Government, NGOs and beneficiaries. The process of developing this Country Strategy Outline (CSO) has been synchronized and harmonized with that of the forthcoming United Nations Development Assistance Framework (UNDAF) for Bangladesh and with the plans of other development partners.

The proposed strategy is aimed at the country's 30 million "ultra-poor" (around 6 million households), especially at their chronic food insecurity and malnutrition. Annually, food-based interventions supported by WFP will target more than half a million of the poorest households, particularly their most vulnerable members who can benefit most from direct food transfers. The strategy also foresees an impact on Bangladesh's overall food assistance system through vulnerability analysis and mapping (VAM)-based policy analysis and advocacy for the Enabling Development focus of food interventions.

The strategy envisages that WFP food resources combined with non-food resources will go to the following programme activities:

- a) **Vulnerable Group Development (VGD):** This nation-wide approach, with emphasis on the most vulnerable areas, will focus exclusively on destitute women and address mainly Enabling Development priorities 1, 2 and 3. In addition to the successful partnership with NGOs on asset-creating and income-generating activities, this sub-programme will form a partnership with the National Nutrition Programme (NNP) in some of the selected areas and will increasingly rely on micronutrient-fortified wheat flour to enhance the nutritional impact of food transfers.
- b) **Integrated Food Security (IFS):** This will target vulnerable communities and individuals in the most food-insecure and disaster-prone areas. Activities will be based on the needs and capacities of very poor and hungry people, especially women. Communities and beneficiary groups will be involved in the planning and implementation of these activities. Household food security and nutritional needs will be the key determinants for the selection of activities supported in a given locality. Nutrition-related activities focus on Enabling Development priority 1, whereas the other activities of this sub-programme focus on priorities 3 and 4.
- c) **Rural Development (RD):** It is envisaged that WFP support to food-for-work activities of the Government's current RD Programme will undergo a reduced food wage and an increased cash wage component. Activities—involving both female and male beneficiaries—will be planned and implemented through stronger cooperation with NGOs, which will also establish the link between the workers and their food-insecure families. Beneficiaries will receive basic nutrition training in addition to technical training, and will be enabled to "graduate" into other development activities. Activities of this sub-programme will focus on Enabling Development priorities 2 and 3. It is expected that some RD activities will be gradually transformed into the IFS sub-programme, and that support to RD will be phased out in 2003.

The implementation of this strategy will be supported by:

- Partnerships with other United Nations agencies and bilateral donors;
- Introduction of a wheat flour fortification and blended food production programme;
- Joint programming with decentralized government and NGO partners; and
- An area-based organization of the country office.



LIST OF ACRONYMS USED IN THE DOCUMENT

AusAID	Australian Agency for International Development
BMI	Body Mass Index
BRAC	Bangladesh Rural Advancement Committee
BWDB	Bangladesh Water Development Board
CARE	Cooperative for Assistance and Relief Everywhere
CIDA	Canadian International Development Agency
DFID	Department for International Development (United Kingdom)
DSC	Direct Support Cost
DWA	Department of Women's Affairs
EC	European Commission
FSAC	Food Security Assistance Committee
GLEW	Group Leader Extension Workers
GNP	Gross National Product
GTZ	German Agency for Technical Cooperation
HDI	Human Development Index
HES	Household Expenditure Survey
IFS	Integrated Food Security
JICA	Japan International Cooperation Agency
LDC	Least-developed Country
LGD	Local Government Division
LGED	Local Government Engineering Department
LGRDC	Local Government, Rural Development and Cooperatives
LIFDC	Low-income, Food-deficit Country
LTSH	Landside Transport, Storage and Handling
NNP	National Nutrition Project
PFDS	Public Food Distribution System
RD	Rural Development
SCF	Save the Children Fund
SDC	Swiss Development Cooperation
TNC	Training and Nutrition Centre
UNDAF	United Nations Development Assistance Framework
UP	Union Parishad



UPVGD	Union Parishad Vulnerable Group Development
USAID	United States Agency for International Development
UZ	Upazilla (sub-district)
VAM	Vulnerability Analysis and Mapping
VGD	Vulnerable Group Development
VNP	Village Nutrition Promoters
WTC	Women Training Centre

