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Fact Sheet

Operation	CP 10410.0
Title	Country Programme – Bangladesh (2007-2010)
Duration including budget revisions	4 years
Budget including budget revisions	US\$266,866,850
Tonnage (mt)	565,081
Number of beneficiaries	8,910,000
Other ongoing WFP operations (including SOs)	Food Assistance to Cyclone-Affected Populations in Southern Bangladesh (EMOP 10715.0) Assistance to the Refugees from Myanmar (PRRO 10045.3)
Main activities	
Vulnerable Group Development	66 percent
Community Nutrition	2 percent
Food for Education	22 percent
Enhancing Resilience	10 percent
Main partners	Government of Bangladesh

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Executive summary

Overview of operation

1. The goal of this Country Programme (CP) is to support the Government of Bangladesh in achieving the Millennium Development Goals (MDG) by improving the food security of ultra-poor households, their nutritional well-being and their livelihoods (CP Document). The CP consists of five components:

- **Component 1** Enhance food consumption and livelihoods of ultra-poor women – the Vulnerable Group Development (VGD) component.
- **Component 2** Enhance the nutrition and health of vulnerable children, mothers and adolescents – the Community Nutrition (CN) component.
- **Component 3** Enhance learning and nutrition of school-age children – the Food for Education (FFE) component.
- **Component 4** Enhance community resilience to disasters – the Enhancing Resilience (ER) component.
- **Component 5** Strengthening national capacity to manage food assistance and hunger reduction programmes – the Capacity-building component.

2. The 2007-10 CP received approval from the World Food Programme (WFP) Executive Board (EB) for an initial budget of US\$101.6 million for its four years, with a tonnage of 263,650 mt for 2,356,200 intended beneficiaries. The Executive Board gave authorisation to mobilise resources for a further US\$207.6 million over the course of the CP, to reach a further 5.4 million beneficiaries. By March 2009, the budget stood at US\$266.9 million.

Evaluation objective, intended audience and general approach

3. The Bangladesh CP document provides for a Headquarters-led mid-term evaluation to assess the achievement of results using quantitative and qualitative data. The evaluation results are to be available in time to strengthen and improve implementation and to support the preparation of a new country programme.

4. The Evaluation approach relied on qualitative methods supported by evidence from analysis of quantitative data available from secondary sources largely provided by Office of Evaluation (OEDE) and the Country Office (CO). The primary reference point for performance assessment is the completed logical framework.

Findings and conclusions

5. The CP is relevant to address the food security status of the rural poor of Bangladesh. The goal is appropriately framed to support the Government of Bangladesh to achieve the MDGs by addressing multiple causes of poverty and vulnerability which cause family food insecurity. The programme comprises a coherent ‘package’ of interventions (food transfers, livelihoods development, nutritional support and disaster preparedness) which can provide a sustainable solution to household food insecurity. The FFE component does not directly meet the CP goal or directly address household needs. It is directly relevant to the challenge of maintaining progress in school enrolment and addressing drop-out rates, and increasing learning capacity amongst children from poor population groups.

6. The CP design documents lack any rationale for the inclusion of five components and do not explain the balance of the programme in terms of the relative size of components. A

key design principle is to seek integration of the programme components with a view to achieving programme synergy but this is poorly articulated in the CP document.

7. There is a rationale for food-based programmes: as means to address immediate food insecurity, to meet the opportunity cost of training and as a means to start savings. Fortified food distribution directly addresses nutritional objectives, and high-energy biscuits are the incentive for school attendance and the means to enhance learning. Studies of both VGD and FFE programmes conducted by the International Food Policy Research Institute (IFPRI) do recognise a role for food to meet the needs of the most vulnerable segment of the population, especially ultra-poor women and children. Qualitative accounts in the VGD study indicated that women still feel they have greater control over transfer of food and are concerned that cash transfers would be spent by their husbands. Finally, the study also states that, for those who are less socially and economically vulnerable, a transfer of cash or a combination of food and cash has also proven effective.

8. Targeting is appropriate towards areas with high concentrations of extreme poverty. The targeting of the ER component to disaster-prone areas enables the linkage of relief and development operations.

9. The CP has benefited almost 900,000 participants at the mid-point of the programme reaching 50.5 percent of the target for the CP period as a whole. Despite a late start, performance, with the exception of the VGD component which has suffered from a shortage of funds, was uniformly good in 2007. In 2008, the VGD and CN components again performed poorly in terms of meeting beneficiary targets. Overall, in 2008 78.5 percent of the participant target was met, compared with 79.3 percent in 2007.

10. A total of 205,225 mt food commodities has been distributed at the mid-point representing 36.3 percent of the commodity budget. A poor performance of reaching only 46 percent of planned distribution in 2008 affected progress. A primary cause was the lack of donor funds to 'twin' Government contributions for the VGD programme and delays in arrival of donor-contributed commodity.

11. The shortfall in VGD performance significantly affects overall CP performance. Assuming full completion of the CN programme, continued delivery of the FFE component and constant progress of the ER, with the recently-selected cycle of 280,000 VGD participants, the CP will benefit a total of 1.27 million participants by the end of the programme or 71.3 percent of the log-frame target. This equates to 6.35 million beneficiaries against a planned 8.91 million.

12. In terms of programme outcomes, performance against WFP's strategic objectives shows a generally positive trend although the food consumption and school drop-out indicators were less good in 2008 – reflecting the impact of the drastic rise in food prices and the affects of the 2007 floods.

13. The VGD programme is effective in achieving improved food consumption, dietary diversity and increasing the productive assets of the beneficiaries, but challenges remain to significantly increase incomes and sustain livelihoods – most participants remain with incomes of less than US\$0.5/day. Outcomes are very susceptible to wider economic pressures such as high food prices. The size and length of the package are fixed which assumes 'graduation' rather than adjusting the cycle to accord with when desired levels of achievement have been reached.

14. The effectiveness of the CN component is seen in the near complete recovery of adolescent girls and pregnant and lactating mothers, of almost three-quarters of children under two, and target achievement for low-birth weight.

15. The FFE component continues to perform well in increasing enrolment and attendance although reduction in drop-out rates has slowed. The nutritional outcomes of the programme have not been measured consistently. A report in 2007 indicated that the fortified

biscuits help to reduce anaemia. However, the overall effectiveness of the micro-nutrient fortification and the combination with de-worming is not known.

16. CP implementation has only partially met the first guiding principle of the CP design – greater geographical concentration of complementary programmes to maximise the impact in places of highest need. The programme has been effectively clustered into areas of highest need; however, less than a half of VGD participants receive the full programme of development package and fortified atta, and failure to ensure the co-location of other components has meant that potential impact has not been maximised.

17. Conforming to the second principle - integrated packages designed to build synergy and bring complementary interventions to the same locations – has also proven to be difficult given the wide spread of the VGD programme and the much smaller scale of other components. Furthermore, synergy is required at *household* level to have an impact on household food security, nutrition and livelihoods. It is therefore not sufficient merely to locate in the same *areas*.

18. For the third principle - greater engagement in policy dialogues and capacity-building at the national and local levels; the programme has been successful to build capacity in programme implementation. However, withdrawal of the UK Department for International Development (DFID) funds has limited a more strategic approach to capacity-building (with a view to handover).

19. Channels of delivery for the programme are efficient. The CP is implemented through a wide range of effective partnerships primarily with the government and Non-Government Organisation (NGO) partners. However NGO contracting has been delayed and NGOs themselves suggest longer contracts to be able to retain trained staff. Service delivery mechanisms are efficient and few problems with delivery of food rations or support programmes are reported or observed. The FFE component in particular represents a simple and well-developed procedure.

20. Problems that have been reported relate to the late start of the programme in 2007 and the delays associated with contracting of NGOs. These delays have caused shortened cycles of VGD which has reduced effectiveness and impact on participants.

21. In terms of Monitoring and Evaluation (M&E), this evaluation has found reconciling different data from the various reporting of output and outcome data difficult, compounded firstly by the mixed recording in the Standard Project Reports (SPR) of household beneficiaries and direct participants, and secondly by changes in the procedure for recording the Government of Bangladesh food. There is insufficient knowledge concerning the added value of WFP's development package within the national VGD programme, concerning nutritional outcomes of VGD and FFE components, of the possible synergies of combining the different components of the CP; and long term sustainability of benefits at the household level.

22. While there has been a series of upward budget revisions, donor contributions have been declining. Nevertheless, the CP's financial position at mid-point looks healthy with confirmed contributions amounting to almost half the current budget. Cumulative expenditure of US\$91.7 million at 2008 represents only 31 percent of the budget but 79 percent of available resources. The CO reports show that this is due to the actual availability of resources and delays in arrival of the commodity. The CP has become significantly more dependent on in-kind, rather than cash, contributions. This is due to the significantly increased contributions from the Government of Bangladesh. Whilst this contribution is a positive achievement, it also requires additional funds to cover associated costs. At the same time, a major donor is withdrawing globally from food-based development programmes. The fact that almost all contributions are earmarked, is constraining funds available to the VGD programme.

23. The overall scale of the programme is impressive. However, the impact of this impressive programme is offset by the failure to integrate all components of the VGD programme, and to achieve synergy with other CP components.

24. The sustainability of CP operations is largely dependent on the impact of the capacity-building component and the ability of the Government of Bangladesh to receive a handover of operations for some or all of the programme components. The capacity-building component now has limited funds to provide the technical assistance, learning and advocacy necessary. There is scope for WFP to consider handing over the food distribution aspects of the programme possibly releasing resources to allow a greater focus of resources on the livelihoods package and nutrition. Sustainability of the benefits of the programme at household level, particularly in terms of food security, nutrition and livelihoods, are susceptible to the impact of external factors. The rise in food prices in 2007 is thought to have significantly affected the performance of the programme. The rigidity of the programme cycles does not allow adaption to ensure participants reach minimum thresholds of achievement which can ensure sustainability

Main Recommendations

25. To improve the effectiveness of the current programme:

1. The *country office* needs to:

- i) focus more on **integration** of the programme components to improve synergy, household-level impacts and cost-effectiveness; and
- ii) co-locate the following three components: the full VGD – the development package and fortified *atta* – the CN and the FFE.

2. The *country office* should ensure that, in the event of a late start of remaining component cycles, participants receive benefits throughout the full CP period.

3. Through its **monitoring and evaluation** work, the *country office* should ensure that the added-value of WFP inputs is known and disseminated, by:

- i) designing VGD outcome surveys so that they provide evidence of the differential impact of the development package;
- ii) providing better analysis of the nutritional impacts of the programme, specifically fortified wheat and micronutrient-fortified biscuits; and
- iii) analysing the impact of component synergies at the household level.

4. To resolve **funding** constraints on CP delivery, the *country office and WFP Headquarters* should:

- i) make further efforts to attract unearmarked contributions by demonstrating the livelihoods achievements of the WFP-assisted VGD programme; and
- ii) resolve delays in making available committed resources.

To inform future programme design:

5. *WFP Headquarters* should provide consultancy support to:

- i) redesign programme cycles, including through the definition of “graduation” benchmarks, to allow the achievement of beneficiary outcomes sufficient to enable sustained income generation;
- ii) design a programme component to support sustained livelihood enhancement of ultra-poor women, which may include redesigned microfinance mechanisms or productive asset transfer; lessons may be learned from other such programmes in Bangladesh; and
- iii) develop a comprehensive capacity-building strategy and programme

identifying possible areas of hand-over, the thresholds required for hand-over to take place and the capacity-building required.

1. Background

1.A Context

26. Country overview Bangladesh is one of the most low-lying and densely populated countries in the world. With a current population of 142.6 million (Asian Development Bank 2009), almost 20 million of its people are extremely poor and vulnerable to natural disasters. Of the total population, 41.3 percent live on less than US\$1 a day (United Nations Development Agency - UNDP 2007).

27. However, Bangladesh has made significant progress in reducing poverty and is making progress towards the MDGs. Annual per capita Gross Domestic Product (GDP) has almost doubled over the last 20 years, and gender disparity in primary and secondary enrolment has disappeared. According to United Nations Children's Fund (UNICEF), national net primary enrolment rates stood at 82 percent for boys and 86 percent for girls in 2007. Yet, whilst Bangladesh produces all the food it needs, almost half of its children go hungry (DFID 2008). The proportion of the population below the minimum level of dietary energy consumption is estimated at 27 percent Food and Agriculture Organization (FAO 2007). While food availability is improving overall, availability per capita is reducing and access to food remains problematic for a large part of the population. At a household level, the poorest families are particularly vulnerable due to their low purchasing power, fluctuating food prices and severe, frequent natural disasters.

28. The **policy context** for the CP is framed by the Government of Bangladesh, the United Nations (UN) and the WFP policy.

29. As the food assistance arm of the United Nations, all WFP activities in Bangladesh are required to fall in line with the common strategic framework provided by the **United Nations Development Assistance Framework** (UNDAF), 2006-10. This has identified six national priorities: i) democratic governance and human rights; ii) health, nutrition and sustainable population; iii) education and pro-poor growth; iv) social protection and disaster risk reduction; v) gender equity and advancement of women; vi) prevention and protection against Human Immune-deficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS).

30. The Bangladesh CP is further governed by WFP policies on Enabling Development and Enhanced Commitments to Women (EDECW), as well as by its 2004-07 Strategic Plan¹.

31. The Government of Bangladesh priorities are articulated in the Bangladesh **Poverty Reduction Strategy Paper** (PRSP), released in 2005. PRSP prioritises attention in the areas of employment, nutrition, quality education, local governance, maternal health, sanitation and safe water, and criminal justice. The PRSP identifies four 'Strategic Blocks' for poverty reduction: i) the macroeconomic environment; ii) critical sectors; iii) social safety nets and targeted programmes; and iv) human development. Four 'Supporting Strategies' are identified for bringing about poverty reduction: i) ensuring participation, social inclusion and empowerment; ii) promoting good governance; iii) service delivery; and iv) caring for the environment and sustainable development.

32. The manifesto of the Awami League has placed emphasis on a number of issues that align with existing CP interventions, including hunger, poverty alleviation, social safety nets and employment generation, food security, environment and water resources, human

¹ These policy documents are referenced in the Bibliography at Annex 2

resources, health and nutrition, empowerment of women and child welfare and minorities, disadvantaged people and less under-developed areas.

33. Wider actors, policy and guidance documents that shape the policy environment within which the CP is implemented, include the MDGs and the bilateral donors that contribute to the CP budget.

1.B Description of the operation

34. **Summary of previous assistance** The 2007-10 CP is the third in Bangladesh and continues activities started under previous CPs. It carries forward an increasing emphasis on development rather than humanitarian assistance (although it should be noted that the CP's share of overall WFP resources has fallen in 2008 as the share of emergency operations has risen). The first CP, for 1997-2001, pursued two goals: i) to build assets and promote self-reliance among the poor (focus on increasing food security, greater participation of women, focus on the poorest, expanded micro-credit); and ii) to save lives in emergency situations (focus on emergency preparedness). It included three main activities: 1) rural development (public assets creation); 2) vulnerable group development (targeting women improving their income generating skills and their basic knowledge on nutrition, health and social issues); and 3) support to refugees.

35. The goal of the second CP (2001-06) was to bring about sustainable improvements in food and nutrition security for ultra-poor households. It had four components: 1) vulnerable group development 2) rural development were continuations from the previous CP; 3) Integrated Food Security (IFS) and 4) school feeding were two new activities.

36. **Present information on the Operation** The goal of this CP is to support the Government of Bangladesh in achieving the MDGs by improving the food security of ultra-poor households, their nutritional well-being and their livelihoods (CP Document). The CP addresses Strategic Objectives (SO) 2-5, as articulated in its Strategic Plan (2004-07). It also supports four of the six UNDAF Outcomes.

37. The CP works towards these objectives through five Outcomes or Components: i) improved food consumption and enhanced livelihoods among ultra-poor households (SO2); ii) enhanced resilience to disaster of ultra-poor people in areas with numerous recurrent shocks (SO2); iii) improved nutrition of women, children and adolescents (SO3); iv) increased pre-primary and primary school enrolment and attendance, reduced drop-out and enhanced learning at primary schools (SO4); and v) enhanced capacity of the government and partners to manage food-based programmes (SO5).

38. The main Activities or programmes within the five components are as follows:

- **Component 1: Enhance food consumption and livelihoods of ultra-poor women.** The **Vulnerable Group Development (VGD)** (66 percent of budget) component aims to promote self-reliance among the most vulnerable women, by providing them with food assistance and training to build assets and develop sustainable livelihoods.
- **Component 2: Enhance the nutrition and health of vulnerable children, mothers and adolescents.** The **Community Nutrition (CN)** component (2 percent of budget) aims to contribute to an integrated life cycle approach for improving the nutritional well being of young children, pregnant and lactating women and adolescent girls of food insecure households.
- **Component 3: Enhance learning and nutrition of school-age children.** The **Food for Education (FFE)** component (22 percent of budget aims to: i) increase primary school enrolment, attendance and reduce dropout rates; ii) improve the attention span and

learning capacity of students by alleviating short-term hunger; and iii) sensitise and build up capacities of local communities to operate the FFE programme.

- **Component 4: Enhance community resilience to disasters.** The **Enhanced Resilience (ER)** programme (10 percent of budget) aims to increase disaster preparedness of ultra-poor households and local institutions.
- **Component 5: Strengthening national capacity to manage food assistance and hunger reduction programmes.** The Capacity-building (CB) programme aims to improve the Government of Bangladesh targeting, planning and management capacity; engage in national-level knowledge-sharing and policy dialogue.

39. The activities of the new CP are guided by three design principles: 1) greater geographical concentration of complementary programmes to maximise the impact in places of highest need; 2) integrated packages designed to build synergy and build complementary interventions in the same locations; and 3) greater engagement in policy dialogues and capacity-building at the national and local levels.

40. The 2007-10 CP received approval from the WFP Executive Board for an initial budget of US\$101.6 million for its four years, with a tonnage of 263,650 mt for 2,356,200 intended beneficiaries. This budget, based on expected regular pledges and contributions, covered 33 percent of the WFP's operational capacity to contribute to the national framework. The CP could reach a total number of 7.7 million ultra-poor beneficiaries with a programme of US\$309.1 million. The Executive Board therefore also gave authorisation to mobilise resources from other sources for a further US\$207.6 million over the course of the CP, to reach a further 5.4 million beneficiaries.

41. By March 2009, following eight budget revisions and contributions or commitments from the Government of Bangladesh, Australian Government Overseas Aid Agency (AusAID), the United States of America (USA), the UN Central Emergency Response Fund (CERF), the European Commission Humanitarian Aid Office (ECHO), Canada, Germany, Italy, Japan, Netherlands, Spain and multilateral agencies, the budget stood at US\$266.9 million, representing 74 percent of the potential US\$309.1 million programme. US\$125.3 million or 47 percent of the budget, had been received at mid-point in December 2008.

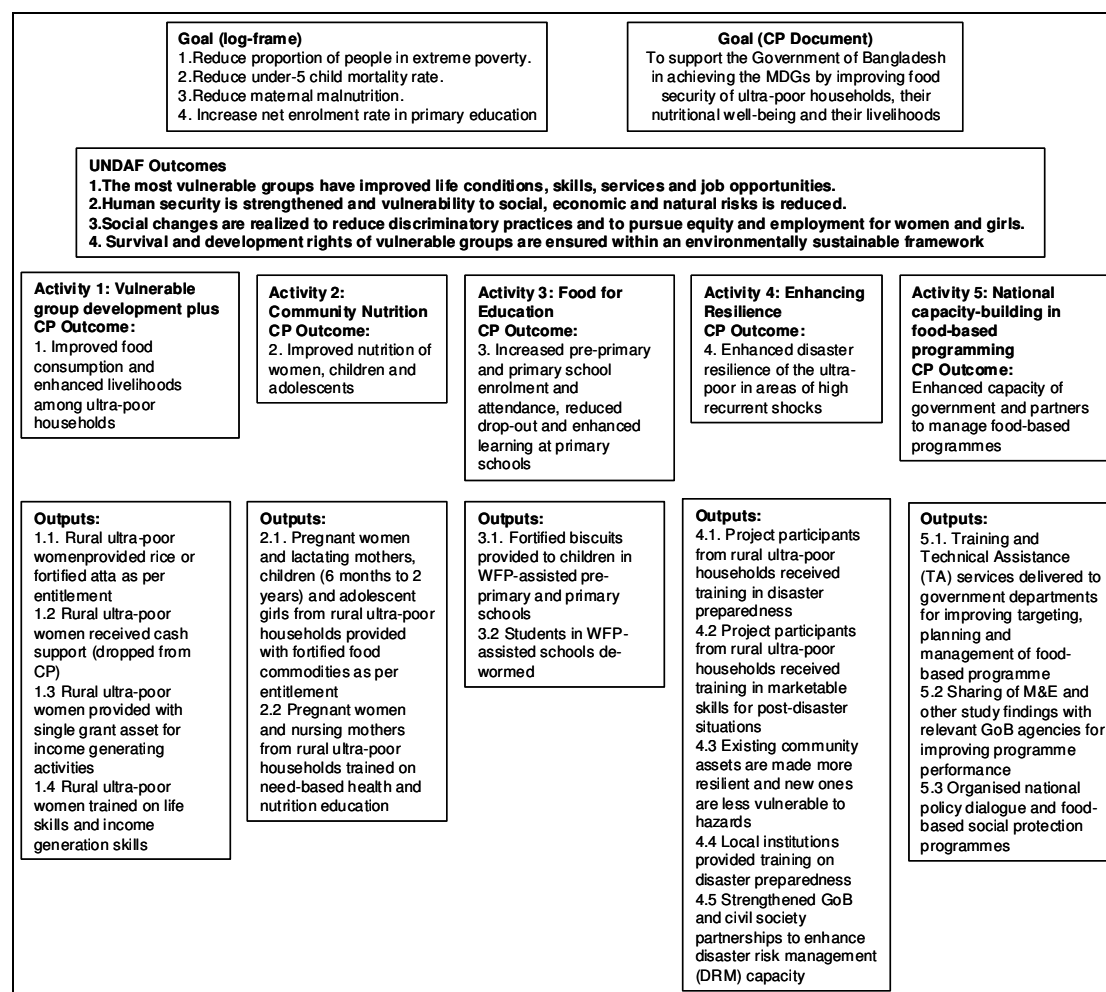
42. Logical framework, assumptions and risks The logical framework is provided in Annex 5. The goal of the CP as stated in the CP Document is 'to support the Government of Bangladesh in achieving the MDGs by improving the food security of ultra-poor households, their nutritional well-being and their livelihoods'.

43. However, the logical framework shows that the CP is also required to respond to goals and objectives defined outside the CP framework – national goals (reflecting MDG priorities), UNDAF outcomes, Strategic Plan Objectives, Enabling Development policies and Enhanced Commitments to Women. This is intended to align the CP national priorities and WFP's strategic development framework. Figure 1 below shows, in diagrammatic form, the hierarchy of objectives and the anticipated logic as set out in the logical framework. CP outputs contribute directly to the achievement of each CP outcome and adequately (with the exception of FFE) to the CP document goal. However, while higher level objectives are not intended to be measured or tracked except as a contribution to UNDAF Outcomes, the multiplicity of higher UNDAF Outcomes and MDGs at goal level reduces the clarity of the overall CP 'mission' and permits a lack of articulation of the interdependence (if any) and contribution to the goal of the CP Outcomes. This may make strategic prioritisation (for example between components or for geographical targeting) within the CP difficult.

44. Risks and assumptions at outcome level appear realistic although again, the specific dependence of each programme with another should be spelled out. It is not apparent if any detailed risk assessment has been carried out, although a discussion of risks was included as part of the CP consultation process.

45. The evaluation team was supplied with a recently completed log-frame results matrix with newly defined performance indicators and achievements as at December 2008. This does not include quantitative details of performance indicators at UNDAF Outcome or Goal level, although the CO indicated to the mission that these are prepared annually by the CO for the UNDAF annual review.

Figure 1: Hierarchy of Objectives



1.C Evaluation features

46. **Rationale and objective** The Bangladesh CP document provides for a Headquarters-led mid-term evaluation to assess the achievement of results using quantitative and qualitative data. The evaluation results are to be available in time to strengthen and improve implementation and to feed into the preparation of a new country programme.

47. **Scope and limitations** The evaluation covers CP 10410.0 from its start in January 2007 until the end of 2008. It includes all components, target groups, and sources of funding. As some of the activities undertaken in the CP under evaluation were already implemented during the previous CP, the evaluation team took a longer time perspective on some issues. Specifically, the Terms of Reference (ToR) refers to the 2004 Food Aid and Development (FAAD) evaluation of the previous CP and asks the current evaluation to assess how the

conclusions and recommendations have been addressed in the 2007-10 CP. These are listed in Annex 4.

48. The evaluation was constrained by time and the inability to visit many of the programme sites. However, the mission team considers that it has been possible to visit a sufficient sample of sites to review examples of CP activities, interview an adequate range of stakeholders and complete the qualitative assessment required.

49. The evaluation exercise was disrupted somewhat by the late withdrawal due to injury of the Nutritionist, Mirella Mokbel Genequand; but she was quickly substituted by Marzella Wüstefeld. The later arrival of Marzella Wüstefeld meant that the Team Leader, Janet Gardener and national consultant, Mr Taher therefore completed the early part of their mission and field visits separately. Ms Genequand provided a 'peer review' role throughout the evaluation period.

50. The recent change in government has meant that many of the senior government officials responsible for various aspects of the programme have been changed. Detailed discussion of the Government of Bangladesh's experience of the programme was somewhat constrained at this time.

51. In terms of quantitative data, the evaluation team was provided with an updated log-frame containing quantitative achievements at December 2008. Of the other documents provided to the evaluation team, just four report on progress under the 2007-10 CP. These are the WFP Bangladesh 2007 Monitoring Report, the 2008 (January-September) Monitoring Report and two 'End-Cycle Reports' for the CN component (January-June 2008 cycles and July-December 2008 cycle). An Outcome Survey of the 2007-08 VGD cycle was not available to the mission team, although a limited set of data from the survey was.

52. Baseline surveys were conducted for the CN, FFE and VDG components (Independent Survey Research Agency - SURCH 2007b; Data Analysis and Technical Assistance -DATA 2007; Bangladesh Institute of Development Studies - BIDS 2007). The figures used as baseline in the log-frame for the VGD Component are taken from the DATA report but are not comparable with baseline figures in other reports. It is understood that targets are set according to past performance, but this has not been documented.

53. The quantitative analysis available to this evaluation is mainly based on outcome reports undertaken in the first year of the current CP, and on preliminary outcome data and end of cycle reports provided by the CO for 2008.

54. Stakeholders The key stakeholders to the evaluation, their potential interest and role in the evaluation are set out in Annex 6 to the TOR. They fall into five groups:

- Participants and beneficiaries (current and previous)
- Government Ministry of Food and Disaster Management, Ministry of Women and Children Affairs, Ministry of Primary and Mass Education (MPME), Ministry of Local Government
- Multilateral and bilateral partners AusAID, United States Agency for International Development (USAID), Canadian International Development Agency - CIDA, Japan, DFID, World Health Organization (WHO), UNICEF
- NGO partners including Jagarani Chakra, Friends in Village Development Bangladesh (FIVDB), Rangpur Dinajpur Rural Service (RDRS) Bangladesh, PROSHIKA, Environment and Social Development Organization (ESDO), Bangladesh Rural Advancement Committee (BRAC)
- WFP Co, Regional Bureau, WFP Headquarters (HQ)

55. Additional stakeholders identified and visited include the WFP sub offices and field level government officials responsible for contributing to monitoring activities. A visit to one sub-office (Rangpur) was made.

56. The evaluation process was as consultative as possible. The briefing mission in Rome enabled some consultation with the WFP HQ and Office of Evaluation (OEDE). Our methodology indicates how we met with stakeholders in-country – particularly within the CO, government, amongst donors and especially beneficiaries. Debriefing and circulation of our report will permit additional contributions from stakeholders in Bangladesh and outside.

57. Methodology In view of the constraints identified above, the evaluation relied on qualitative methods supported by evidence from analysis of quantitative data available from secondary sources, largely provided by OEDE and the CO. The primary reference point for performance assessment is the completed logical framework. The full methodology is provided in Annex 4.

58. Quality assurance WFP has developed an Evaluation Quality Assurance System (EQAS) based on the United Nations Evaluation Group norms and standards and good practice of the international evaluation community Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) and Development Assistance Committee (DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products, including the TOR. EQAS will be systematically applied during the course of this evaluation and relevant documents were provided to the evaluation team.

59. Two members of the evaluation team had previously worked with WFP while another had worked on an evaluation of a part of the WFP Bangladesh programme: it is not considered that there is any conflict of interest involved.

2. Main findings

2.A Operation design: relevance and appropriateness

2.A.1 Objectives of the Operation

60. Sections 1A and 1B above have described the poverty and food insecurity of the rural poor and highlighted in particular the vulnerabilities of the extreme poor. The goal of the CP is ‘to support the Government of Bangladesh in achieving the MDGs by improving the food security of ultra-poor households, their nutritional well-being and their livelihoods’. The goal thus envisages an integrated programme addressing multiple dimensions of extreme poverty at household-level.

61. The anticipated CP outcomes to be achieved through the programme components directly address the goal and are well-framed to address the difficulties of the extreme poor to access food due to low levels of income and vulnerabilities caused by natural disaster and other shocks, such as ill-health and fluctuating food prices. The VGD programme integrates food-based and livelihoods objectives to achieve household food security; the CN programme has a nutrition-specific objective as part of an integrated life cycle approach for improving the nutritional wellbeing of selected target groups; and the ER programme seeks an integration of livelihoods enhancement and physical resilience to natural disaster. The CB component aims to strengthen national capacity to manage food assistance and hunger reduction programmes and is relevant both to extend knowledge and develop policy to promote food security, and to strengthen further the ability of the Government of Bangladesh and partner NGOs to continue food assistance programmes in the absence of WFP.

62. The exception is the FFE component, which addresses education objectives of school age children of enrolment and learning through improved nutrition.

63. The CP is targeted at the extreme poor and the CP document is explicit in seeking to target extremely poor women who do not receive support from mainstream development programmes and enabling them to do so. Targeting is appropriately focused, concentrating the programme by identifying areas with the highest levels of extreme poverty (in terms of calorie intake) combined with specific indicators of nutrition, education and natural disaster incidence. Location of interventions has to balance targeting for component-specific needs and integration of the programme.

2.A.2 Internal Coherence

64. The components of the CP each address one or more of WFP's Strategic Objectives, so that all SOs are covered including SO 1 through use of the ER component. All components also address one or more of the focus areas of the Enabling Development policy.

65. Specific targeting and selection of women participants notably for the VGD and CN programmes directly address WFP's Enhanced Commitments to Women.

66. The geographic targeting of this CP focuses on extremely poor areas and this has not generally coincided with other recent or ongoing WFP interventions which, which are focused on emergency and recovery operations. Nonetheless, the VGD and ER components are similar in design to the recovery operations. Conversely, learning from the VGD programme concerning the crisis caused by the rapid and drastic rise in food prices has enabled the development of a separate Emergency Operation (EMOP) by the CO to address this.

2.A.3 External Coherence

67. The CP directly addresses United Nations Development Assistance Framework (UNDAF) National Priorities 2 – 4. There is less focus on Priorities 1 and 5 although the importance of the CP in promoting good local governance (Priority 1) in both the VGD and ER programmes is somewhat understated in the reporting of the programme. Similarly, the CP supports achievement of MDGs 1 (VGD), 3 (FFE), 4 and 5 (CN) and 7 (CB). As Bangladesh has reached gender parity in primary school enrolment, the national target for MDG 3 is 'to maintain gender parity in primary education' rather than 'to reach gender parity' (UNICEF, 2007).

68. There is close alignment with the Bangladesh Poverty Reduction Strategy (the Government of Bangladesh 2005) notably Strategic Block III: Effective Social Safety Nets and Targeted Programmes and the need for a comprehensive institutional approach to address disaster risks and vulnerability, through local government bodies.

69. Both the CN and FFE support the government's health sector programme and the education sector programme – the Second Primary Education Development Program (PEDP-II) 2005-2010 (the Government of Bangladesh and MPME 2007a) and the Second National Plan of Action (NPA II) for Education for All 2003-2015 (the Government of Bangladesh and MPME 2007b) launched in 2007.

70. The programme is also closely aligned to the new government's manifesto commitments (see country overview in Section 1.A above).

2.A.4 Project Design

71. The design of the CP has benefited from the long-standing presence of WFP in Bangladesh and the operation of similar programme components through previous CPs. There have however been few full programme evaluations as such. The FAAD evaluation of the WFP Enabling Policy in 2004 included Bangladesh as a country case study. This made eight key recommendations (listed at Annex 4). The programme-wide recommendations called for greater integration of activities, development of phased exit strategies, national-level capacity-building, improved targeting, and improved monitoring including impact monitoring.

72. This CP has therefore incorporated key design principles which reflect the FAAD recommendations, notably to improve targeting and integration, and to give more emphasis to engaging in policy dialogue and capacity-building.

73. Thus through targeting using the Vulnerability Analysis and Mapping (VAM), there is a strong geographical relation between the VGD, FFE and CN components, and the CN component is explicitly linked to the VGD component. Integration at the household level is intended for the livelihoods approaches of VGD, CN and ER. However, possible synergies and positive effects have not yet been investigated.

74. The CB component was included in the CP design, although funding was provided exclusively by a partnership with DFID and no budget was included in the CP document. It is understood from the CO that such funding is precluded under WFP's Resourcing and Long-term Financing Policy.

75. In addition to the FAAD evaluation, there have been a series of outcome or thematic studies all of which have focused on one or two components only. This has therefore given a rather limited overview of this and of previous CPs as integrated programmes. Furthermore, there have been few longer-term impact studies either at CP or component level (only the 2007 IFPRI study included a review of VGD participants 18 months after completion). This lack of programme-wide or impact studies has limited the learning available at the time of the design. A key gap in learning seems to be to understand the possible impact of creating synergy by integrating activities.

76. The limited programme-wide (as opposed to component-specific) learning has also meant that there is little justification for the relative balance of the components. It is understood from the CO that the size of the CN and FFE components used the assumptions of 2-3 percent of the VGD beneficiaries needing supplementary feeding (pregnant/lactating) and 5 percent having children under five need supplementary feeding. However this is not stated in the CP document, which states that the strategy of the CP is 'to contribute to sustainable outcomes in health, nutrition, education and sustainable livelihoods through integrated and well-targeted programmes'. However, this is poorly articulated by Figure 1 in the CP document and subsequent paragraphs which indicate how the five components interact to achieve CP objectives. The figure gives equal emphasis to all components, shows some unexplained overlaps and implies an integrating role for the CB component. The only reference to programmatic synergy is for the CN to complement the VGD programme and enhancing the effectiveness of programme components by adopting a life-cycle approach addressing the nutritional needs of specially targeted groups. This lack of learning and articulated rationale is a shortcoming when the CP goal and strategy require integrated impact at a *household* level to achieve health, nutrition, and livelihood outcomes.

77. The overall scale of the programme is not explained except in terms of the limits imposed by WFP's operational capacity but, given the overwhelming scale of the needs identified, this is perhaps a reasonable approach.

78. However, the relative priority for the identified components should be explained both in relation to need and balance within the programme. Whilst the VGD component consumes 66 percent of the current CP budget, the reason for this and the relative weight of the other

components is not articulated. Given the very small relative size, particularly of the CN and ER components, this is important to explain, particularly in view of the integration principle. Clearly, achieving synergy with such a mis-match in scale is problematic. One rationale might be that the CN and ER components are designed as pilot projects with a view to observing the merit of adding community-based nutrition to the VGD component and of a food-based-disaster risk management programme. However this is not articulated in either CP documents or by the CO.

79. The Country Programme Action Plan (CPAP) acknowledges that previous CPs have suffered from an uncertainty of resources and an inability to maintain programme commitments. In view of this, a scaleable budget framework was introduced to guide the allocation of resources amongst the components and for geographical expansion (paras 4.21-27 of the CPAP) depending on the overall resource availability. This allows the balance of components to remain constant in a context of an increasing but uncertain level of resources available to the CP. Figures 4 and 7 in Annex 6 show that despite an increased level of available resources, the share of each component has remained relatively constant. This does not however preclude flexible funding to reflect changing needs – indeed ER resources have been used to respond to the severe floods of 2007.

80. Outcome and thematic studies have assisted the design of individual components.

81. The current VGD component follows long-standing similar VGD programmes within previous CPs. It has evolved from a relief programme in 1975 to two schemes including cash or food transfers and support training. A series of studies² have sought to resolve the key design issues of the VGD programme (elaborated further in Annex 7):

a. whether the food transfer is the correct type of transfer. Previous studies concluded that food rations rather than cash transfers were preferable for extremely poor women.

b. whether the food transfer is adequate to permit a sufficient level of savings to enable entry into microfinance and graduation from extreme poverty. The design incorporates previous study conclusions that an 18-month cycle was too short. The cycle was thus extended to 24 months to permit graduation from savings to income generation. The size of the food ration is explicitly designed to offset the cost of attending training and to provide specific calorific and protein requirements. However, there is no explicit justification for the size of the ration in terms of sustaining income to enable a sufficient level of savings for livelihoods enhancement.

c. whether savings and micro-finance can be an appropriate model to enable the ultra-poor to graduate from poverty. Graduation is an implicit assumption of the programme model and reflects conventional practice mainly of the large NGO programmes in Bangladesh. Studies in 2007 note short-term benefits but question the ability of the model to provide sustained benefit for the extreme poor who are more vulnerable.

82. For the CN programme, one of the lessons learned from previous evaluations is that baseline data on nutrition, healthcare and behaviour should be collected at the beginning of the component as part of the CN baseline (BIDS 2007). However, other relevant recommendations to improve effectiveness (WFP 2004) which were planned under the current CP (i.e. de-worming treatment; causality analysis of the specific determinants of malnutrition in ultra-poor households) have not yet been implemented. (More detailed comment on the CN component design is given in Annex 7)

83. The design of the CB component was closely linked with the DFID Partnership Agreement, the first phase of which was ongoing during the design of the current CP. Policy dialogue, knowledge management and advocacy were the key instruments through which it promoted its objectives and for which DFID provided a particular block of fund assistance

² Listed in the bibliography at Annex 2 - notably IFPRI 2005 and 2007; Tufts 2001; FAAD 2004; BIDS 2007 and WFP 2006, 2007, 2008

until the end of 2007. However, integration was perhaps constrained by a separate log-frame and separate external budget. An independent review of the DFID Partnership Agreement suggested that any future CB exercise should begin with an assessment of existing capacity and any on-going efforts by others to develop it, but there was no evidence made available that such an assessment has taken place. DFID declined to enter a second phase of the Agreement from 2008 onwards, citing a lack of forward-looking strategic work on food security including a research and advocacy programme with strategic impact, which would assist an exit by WFP from key delivery aspects of food-based programmes.

84. The ER component has learnt from the experience of the previous Integrated Food Security programme. It is also the one component which includes seasonality as a feature of the design combining Food and cash For Training (FFT) during the July-December period and Food For Asset (FFA) / Food For Work (FFW) during the dry months of January-June. An innovative design aspect of the ER component is that some of the participants were also beneficiaries of relief operations following the severe floods of 2007 and have retained support from the mainstream ER into 2008.

85. The absence of the articulation of the integration of the CP is also reflected in the log-frame. This does not include CP-specific performance indicators at the CP goal-level and there is thus no measure of the overall performance of the programme as a whole. In addition although definition of outcomes and outputs are clear, the expression of the 'logic' (cause and effect) in order to achieve the CP goal is weak. The FFE component, for example, does not directly contribute to the goal of the programme and there is no indication of any interdependence between the components. This might be expected in the risks and assumptions column which would reflect an analysis of interdependence – for example the impact of CN in the absence of VGD, or the effectiveness of the CP in the absence of the capacity-building component.

86. There appears to have been no risk assessment of the programme and this should be included as a part of the design process particularly where components depend on other programmes or donors e.g. the VGD programme requiring WFP funding for the training package, and the FFE programme requiring convergence with quality education initiatives, and, critically, the CB component requiring DFID funds.

2.A.5 Appropriateness

87. The CP document and CPAP present compelling evidence of food insecurity and the need for integrated food-based programmes combining food security, nutrition and livelihoods objectives. The appropriateness of each component is assessed below, followed by consideration of the overall programme.

88. With 20-25 percent of the population considered ultra-poor and outside the reach of most development programmes, the CP is relevant to needs. The programme appropriately targets the poorest areas and represents a multi-faceted programme addressing food security and nutrition, livelihoods and school attendance. The VGD component itself represents an integrated programme combining a short-term food ration to enable training and savings to develop longer-term sustainable livelihood security. The intention stated in the CP is that the programme should enable ultra-poor women 'to participate in development activities supported by the Government and NGOs'; this is articulated to that at least 60 percent should 'graduate' to be eligible to receive credit from the NGO.

89. The well-established institutional framework of the VGD programme – with distribution through the lowest level of elected local government – has important potential for sustainability and capacity-building for rights-based accountability of local government to poor communities.

90. Malnutrition is the third most important cause of mortality for children aged 1-4 years in Bangladesh after drowning and pneumonia (UNICEF 2006). Bangladesh reports that it produces all the food it needs, yet almost half of its children go hungry. The CN component addresses the high rates of malnutrition. Whilst there has been a remarkable reduction in stunting and underweight in children under five years of age, rates are still very high. The prevalence of underweight is still estimated at 46 percent and is among the highest in the South Asian region. At the same time a level at 16 percent of wasting in children under five years of age exceeds the emergency threshold defined by WHO (>15 percent) and translates into more than 2 million children being acutely malnourished³. Furthermore, one-third of women in reproductive age suffer from chronic energy deficiency which means that they become pregnant while being undernourished and this in turn has an impact on the intrauterine development and pregnancy outcome.

91. Available nation-wide information on the nutritional situation and its trends clearly indicates that the objectives of the CN component are relevant. At national level, the rate of 36 percent of babies born with low birth weight is twice the WHO-defined threshold level, indicating a public health problem.

92. Focusing the intervention on the critical window from conception to 24 months of age is therefore highly appropriate and in line with international recommendations. In view of the multi-factorial causes of malnutrition, the approach – combining a targeted fortified food supplement with health/nutrition behaviour change communication and, where possible, linking to the VGD component which addresses the underlying causes of malnutrition – is pertinent to fighting malnutrition amongst the ultra-poor.

93. National net primary enrolment rates at national level have increased from 69 percent for boys and 61 percent for girls in 1991 to 82 percent for boys and 86 percent for girls in 2007 (UNICEF 2006). While Bangladesh has made significant progress, many challenges remain, particularly in poor population groups, remote areas and ethnic minorities. Drop-out rates remain high, indicating low completion rates (Government of Bangladesh MPME 2007b). Barely 60 percent of children attend school on a regular basis. The FFE project directly addresses these issues.

94. Early childhood development programmes, including pre-school education for 3-5 year old boys and girls, have not been part of the public education services so far. The second NPA (Government of Bangladesh MPME 2007b) focuses on programme strategy development and scaling up of Early Childhood Care and Education (ECCE) and recognises that early childhood programmes should meet not only educational but also other needs, such as health, nutrition, water and sanitation, particularly of the children of ‘hard-core’ poor families. The FFE also directly addresses these issues.

95. The need to enhance household and community resilience through employment, income and infrastructural improvements is undoubtedly very high for the selected disaster-prone upazilas and unions. The ER component is already linking relief and development activities for disaster-affected areas. The institutional link of the programme with the relevant government agency such as the Local Government Engineering Department (LGED) and with the local government body (Union Parishad [UP]) gives this a ‘rights’ dimension as well. The programme does not just empower these institutions by assigning them important responsibilities, but also empowers the poor to ask for their rights in the future to meet physical and social security needs. Some of the ER infrastructures, as planned, will help to link ‘marginal’ communities with the main ‘backbone’ of road infrastructure of the country. The ER initiatives planned and decided by the community and organised by the local government institutions should ensure that they are of genuine benefit to the poor people.

³ Government of Bangladesh: DHS 2007.

96. The intended range of capacity-building activities - including training in technical skills and policy research and advocacy work - are highly appropriate to the CP goal of supporting the Government of Bangladesh to achieve MDGs in respect of food security, nutrition and livelihoods. There is however no detailed discussion of the extent to which capacity-building will lead to a handover of programmes (exit) or how this might be achieved. In the absence of risk assessments during design and a lack of mainstream funding for capacity-building (with a reliance on DFID funds), the programme now suffers from a shortage of funding for capacity-building.

97. There is a rationale for food-based programmes: as a means to address immediate food insecurity, to meet the opportunity cost of training and as a means to start savings. Fortified food distribution directly addresses nutritional objectives, and high-energy biscuits are the incentive for school attendance and the means to enhance learning. Field interviews showed that teachers and parents felt that the biscuits had a more direct impact on children than the cash stipend. Studies of both VGD and FFE programmes conducted by the IFPRI⁴ do recognise a role for food to meet the needs of the most vulnerable segment of the population, especially ultra-poor women and children. According to the VGD study among the different form of transfer, the biggest improvement in food security of the extreme poor and women in particular, is achieved through atta transfer. Qualitative accounts in the study indicated that women still feel they have greater control over transfer of food and are concerned that cash transfers would be spent by their husbands. The study also states that, for those who are less socially and economically vulnerable, a transfer of cash or a combination of food and cash has also proven effective.

2.B Outputs and implementation processes: elements of efficiency

2.B.1 Levels of outputs

98. The approved budget of US\$101.6 million in the CP Document envisages covering the needs of 2,356,200 beneficiaries; with additional resources, the upper limit was envisaged to be 7,756,000 beneficiaries.

99. Figures from the revised log-frame indicate a total number of participants over the CP period of 1,782,000 equating to 8,910,000 beneficiaries (see Table 1 below).

100. The SPRs indicate that there were a total of 6.5 million beneficiaries of the CP in 2007 compared with 1.9 million beneficiaries⁵ in 2008.

101. The major difference was in the substantial reduction in the reported figures for the VGD and ER programmes in 2008. The ER programme shows an inflated number of beneficiaries for 2007. This is due to the agreement to use ER resources for relief operations in response to the severe floods of 2007. The component itself started its resilience activities only in July 2008 and so all 2,169,519 ER beneficiaries for 2007 were in fact part of the relief operation. The CO states that the 2007 SPR report for the VGD programme included beneficiaries of the Government of Bangladesh food which, in 2008, are not registered to WFP. The actual number of beneficiaries in 2008 reflects those who received fortified atta provided by WFP.

⁴ For further details see IFPRI, 2004, "Impact of feeding children in schools. Evidence from Bangladesh" and IFPRI, 2007, 'Relative Efficacy of food and cash transfers in improving food security and livelihoods of the ultra-poor in Bangladesh'

⁵ Note that the SPRs refer to beneficiaries for VGD and ER which includes all household members (size = 5) of programme participants. The log-frame and monitoring reports generally refer to participants. This report uses participants wherever possible.

102. Using the revised log-frame targets and reporting, it can be seen from Table 1 below that the CP has benefited almost 900,000 participants at the mid-point of the programme, reaching 50.5 percent of the log-frame target for the CP period as a whole.

103. The table shows that against log-frame targets, performance - with the exception of VGD - was good in 2007. In 2008, the VGD and CN components performed poorly with only 50.2 percent and 76.7 percent of targets met respectively. The CN SPR planned figures appear to be erroneous and corrected figures (based on two cycles per year of 15,000 participants) - as shown in the CPAP and discussed with the CO - are shown. Planned participant targets for the FFE component have also been adjusted to reflect the CPAP and discussion with the CO. The FFE met its target for both years. The ER component exceeded its reduced target in 2008. Overall, in 2007, 79.3 percent of the participant target was met, compared with 78.5 percent of target met in 2008.

Table 1: Participants / Beneficiaries by component, 2007 and 2008

	Planned		Actual		% Actual v Planned	
	Log-frame	SPR	Log-frame	SPR	Log-frame	SPR
VGD						
2007	461,000	3,750,000	231,538	3,750,000 ⁶	50.2	100
2008	461,000	2,305,000	231,538	1,157,690 ⁷	50.2	50.2
CP period	922,000 ⁸		<i>231,538⁹</i>		25.1	
CN						
2007 ¹⁰	<i>(30,000)</i>	41,809	34,000	34,000	<i>(113.3)</i>	81.3
2008 ¹⁰	<i>(30,000)</i>	83,000	23,004	23,004	<i>(76.7)</i>	27.7
CP period	120,000 ¹¹		57,004		47.5	
FFE						
2007	<i>(600,000)</i>	580,000	600,000	571,325	100.0	98.5
2008	600,000	600,000	600,000	550,000	100.0	91.7
CP period	600,000		600,000		100.0	
ER						
2007	0	2,380,831	0	2,169,519	0	91.1
2008	10,500	175,000	10,500	186,170	100.0	106.4
CP period	140,000 ¹²		10,500		7.5	
Total						
2007 ¹⁰	1,091,000	<i>(6,760,831)</i>	865,538	6,524,844	79.3	<i>(96.5)</i>
2008 ¹⁰	1,101,500	<i>(3,110,000)</i>	865,042	1,916,864	78.5	<i>(61.6)</i>
CP period	1,782,000 ¹³		899,042		50.5	

Source: SPRs 2007 and 2008. Figures in brackets and italics corrected for CN and FFE

⁶ Includes all those receiving ration – includes the Government of Bangladesh food

⁷ Household beneficiaries of 231,538 participants receiving fortified atta – excludes the Government of Bangladesh food. HH size =5. Note that 400,460 participants receive the development package.

⁸ Participants - shown in log-frame and Level 2 of scaleable budget in CPAP

⁹ Log-frame reports 750,000 (including Government of Bangladesh beneficiaries); figures in italics show participants receiving fortified atta

¹⁰ Corrected figures in italics

¹¹ Log-frame indicates 332,000; revised target of 120,000 given during in comments on Aide-Memoire

¹² Log-frame indicates 105,000; revised target of 140,000 given in comments to Evaluation Aide-Memoire

¹³ Totalled participants

104. Commodity distribution is shown in Table 2 below. A total of 205,225 mt (36.3 percent of the approved commodity budget) has been distributed at the mid-point of the programme. In 2007, 126,726 mt of food were distributed compared with 78,499 mt in 2008. Again the reductions were seen in the VGD and ER programmes. In 2007, for VGD it appears that the food from the Government of Bangladesh was reported, whereas it was not in 2008; and for ER, 2007 included food used for emergency relief.

105. In terms of reaching the annual targets, performance was good in 2007 with 98.5 percent of the total distribution target met. The only exception was CN which met only 41 percent of target. (Corrected figures are shown for the CN component, as indicated in the CPAP and by the CO. Planned figures for the CN should show 2 cycles per year of 1,000 mt each).

106. In 2008, only 46 percent of the total distribution target was met due to the VGD programme meeting less than half its target food distribution and the CN programme only 42.5 percent.

Table 2: Commodity distribution (mt) by component, 2007 and 2008

	Log-frame (CP period) Planned	SPR Planned	Actual	% Actual v Planned
VGD				
2007		106,204	105,507	99.3
2008		155,000	64,737	41.8
CP period	636,000		170,244	26.8
CN				
2007 ¹⁴		820 (<i>2000</i>)	820	100 (41.0)
2008		6,000 (<i>2000</i>)	849	14.1 (42.5)
CP period	8,000 ¹⁵		1,669	20.9
FFE				
2007		7,000 (<i>10,750</i>)	6,971	99.6 (<i>64.8</i>)
2008		8,256 (<i>10,750</i>)	7,543	91.4 (<i>70.1</i>)
CP period	44,340 (<i>43,000</i>)		14,514	(<i>33.7</i>)
ER				
2007		13,428	13,428	100
2008		5,373	5,370	99.9
TOTAL				
2007		127,452 (<i>132,382</i>)	126,726	99.4 (98.5)
2008		174,629 (<i>172,853</i>)	78,499	45.0 (<i>46.0</i>)
2007 and 2008 ⁶		305,235	205,225	67.2
CP period	565,081 ¹⁶		205,225	36.3

Source: Log-frame and SPRs 2007 and 2008 corrected for CN as discussed with CO

107. In terms of overall progress against targets for the CP period as a whole, this is summarised in Table 3 below. In terms of participants, 50.5 percent of the CP target has been met at end-2008. However, whilst the FFE and CN are close to targets, it can be seen that the VGD and ER components are well behind expected targets. Commodity distribution is also

¹⁴ Corrected figures in italics

¹⁵ Log-frame indicates 6,000 mt; CPAP indicates 8 cycles of 1,000 mt

¹⁶ Approved commodities (BR 08)

below what might be expected at the mid-point, at 36.3 percent of the current approved commodity budget.

108. The shortfall in VGD performance significantly affects overall CP performance. Assuming full completion of the CN programme, continued delivery of the FFE component and constant progress of the ER, with the recently-selected cycle of 280,000 VGD participants, it can be expected that the CP will benefit a total of 1.27 million participants by the end of the programme or 71.3 percent of the log-frame target. This equates to 6.35 million beneficiaries against an expected 8.91 million.

Table 3: Summary of Progress against targets for CP period 2007-2010¹⁷

	CP period 2007-2010	Actual 2007-2008	% 2010 target	Projected additional to 2010	Total projected	% 2010 target
Participants						
VGD	922,000	231,538	25.1	280,000	511,538	55.5
CN	120,000	57,004	47.5	60,000	117,004	97.5
FFE	600,000	600,000	100.0	-	600,000	100.0
ER	140,000	10,500	7.5	31,500	42,000	30.0
Total	1,782,000	899,042	50.5	371,500	1,270,542	71.3
Commodity Distribution						
Total	565,081	205,225	36.3			

109. More detail of each Component's level of outputs is given at Annex 8. It is summarised as follows:

110. VGD The programme has had to reduce targets in terms of overall participants and from those the numbers and proportion that would receive the development (training) package, fortified atta and ultimately micro-credit.

111. In the first cycle, over 400,000 participants received the development package - just less than half of the log-frame target. Over 230,000 participants received fortified atta and 225,000 are reported to have accessed micro-credit.

112. In cycle 2 - which commenced in 2008 - the number of participants with the development package has reduced to 280,000. A lower proportion will receive the optimum package of development package and fortified atta.

113. CN The programme is largely on target in terms of the number of participants. Despite the late start of the programme, the numbers of participants completing nutrition training stands at almost 29,000, slightly over half of the total.

114. FFE The number of participants is close to the annual target. The amount of food distributed is below the target. The discrepancy is explained by a late start of the FFE programme in some areas. In addition to these indicators, the number of children receiving de-worming tablets in 2008 reached 576,000 – 96 percent of target.

115. ER The component also suffered from a late start and reduced targets. The 10,500 participants have commenced work on household and community assets with a target of 4,000 homestead plinths by June 2009.

¹⁷ Sources of figures indicated in footnotes to Tables 1 and 2 above.

116. CB The reduction of available funds has meant reduced activities including training for WFP staff, the Government of Bangladesh officials and NGO partners. The Programme Support Section continues work with the Government of Bangladesh and others on the VAM and disaster preparedness activities.

2.B.2 Channel of Delivery

117. The CP is implemented through a wide range of effective partnerships primarily with the Government and NGO partners. Delivery of the various component benefits is through the Government of Bangladesh channels (VGD, FFE and ER), and in partnership with NGOs (VGD, CN, FFE, ER). These arrangements are effective for programme delivery and an important means of promoting inclusive and accountable local governance.

118. VGD Food distribution Food distribution is through the Government of Bangladesh Public Food Distribution System and under the management of the Ministry of Food and Disaster Management. In the case of wheat or rice, supplies are released to the lowest level of local government, the Union Parishad. In the case of fortified atta, wheat is released to the NGO (BRAC or ESDO) responsible for each of the 24 Milling Fortification Units (MFUs). The NGO delivers sealed sacks containing the 25g individual rations to the appropriate Union Parishad.

119. The programme is managed by UP, Upazila and District VGD Committees comprising local government officials, NGO and beneficiary representatives. UP Committees appear to be functioning although, whilst allocation of VGD cards has improved, there is a decreased attendance by non-elected members and only 18 percent of UP offices are displaying VGD card-holder lists. Upazila and District Committees do not appear to meet separately as intended, although programme reports are presented at general committee meetings.

120. Development package The VGD development package is provided by 21 NGOs with responsibility for a group of upazilas depending on size and capacity. Training, savings management and micro-credit is provided by the NGOs through group formation and weekly group sessions for 20-25 VGD participants. The total amount of training given is 119 hours in half-day sessions over 34 days and includes refresher courses.

121. Community Nutrition The modalities chosen for the community based CN component are appropriate. The partner NGO facilitates the transportation of Fortified Blended Food (FBF) from the warehouse to respective village nutrition centres according to a Letter of Agreement (LoA). The distribution is organised by the VNP with assistance from the community and the NGO supervisor. Each participant receives food on a fortnightly basis. WFP provided appropriate plastic containers for the individual food rations.

122. During home visits, the village nutrition promoters (VNP) identified on average three children aged 6-24 months old with complicated severe malnutrition who were referred to the nearest health facility during the first cycle in 2008. A total of 132 referral cases are reported for the second cycle in 2008, but without a break down according to target groups. A referral system is in place. Its effectiveness is limited if the facility based treatment protocol for severe malnutrition is not adhered to or the health staff are inadequately trained (as raised during the discussion with UNICEF in Dhaka).

123. Food for Education The modalities chosen for the FFE component are very appropriate. NGO service providers facilitate transportation and distribution of biscuits from the warehouse to respective primary schools and para-centres according to LoAs. The micronutrient fortified High Energy protein Biscuits (HEB) are provided in portion-wise sealed packets of 75g and 50g making them easily manageable without putting great demand on teachers' time. Eating them in the classroom prevents sharing of biscuits with siblings.

124. Enhancing Resilience These are through the NGO implementing partners for participatory planning and beneficiary selection, and through the LGED for delivery of programme resources, including cash and food payments to recipients and materials for asset construction. Management committees of the ER component at the UP level is seen as an important means to promote transparent and accountable local government in the selection of participants and the prioritisation of infrastructure.

2.B.3 Implementation Mechanisms

125. Targeting Geographical targeting of the CP uses VAM, which targets highly food insecure and poverty prone upazilas where extreme poverty rates exceed 34 percent of households. The lower poverty line defined as food calorie consumption of less than 1,805 kcal per person per day is used. The programme is thus targeted at 145 upazilas in six cluster areas in the north, north-west, the Chittagong Hill Tracts (CHT) and a disaster-prone coastal district (CPAP Figure 1). Individual components are then further targeted according to relevant and available indicators. The VAM thus assists two guiding principles of the CP design: to promote concentration through targeting and integration of components.

126. The VAM provides the analysis for the national allocation by the Government of Bangladesh of VGD cards and for targeting the WFP support (development package and fortified atta) within it. For the CN component, the intervention areas are within 4 VGD-targeted upazilas in Gaibandha District, where there is a high prevalence of underweight children aged 6-24 months and a low literacy rate amongst mothers. The FFE targets upazilas with low net enrolment and school attendances, supplying all pupils in all 2,821 primary schools in 17 upazilas in three districts. The pre-primary programme targets 15 upazilas in three districts of CHT including 1,332 centres. The ER component targets upazilas severely or moderately affected by flooding and operates in 15 upazilas of 4 districts.

127. The VAM provides an effective and transparent means of targeting. It is also capable of updating using newly available data. The latest 2008/09 VGD cycle has allocated VGD cards using new data. The challenge for the CO is to balance addressing priority component needs identified by the VAM with achieving integration of programme components, when components vary in size and distribution. In the first cycle of VGD, co-location of the 3 components of VGD, CN and FFE has occurred in only 2 Upazilas; the FFE component is co-located with the VGD development package in only 2 out of 3 Districts; and all 4 components of VGD, CN, FFE and ER in only one.

128. Participant selection Implementation Guidelines for each of the VGD, CN and ER components set out the procedures for the Government of Bangladesh and NGOs to select participants. These have been developed with, and approved by the relevant component Ministry.

129. For the VGD programme, participant selection is based on selection criteria approved by the Ministry of Women and Child Affairs (MWCA) and is completed through a process led by the Union Parishad VGD Committee with support from the Upazila Women's Affairs Officer (UWAO) and NGO (where contracted).

130. The 2007 Monitoring Report reported that 93 percent of VGD participants had been correctly selected for the 2007-08 cycle, which was itself an improvement over 82 percent in 2005-06. With the technical assistance of WFP, the selection process was refined by Government Order (GO) in 2008 to include village/ward open meetings and a verification process by a team of upazila officers, NGO and UP men and women elected members. A new selection exercise has just taken place and, based on our interviews with the Deputy Commissioner (DC), District Women's Affairs Officer (DWAO), Upazila Nirbahi Officers, UP members, NGOs and beneficiaries, was widely considered to be an improvement. The selection process was reported in the 2007 Monitoring Report to have been adhered to by 79

percent of VGD committees. Of those which did not use the correct process almost two-thirds were unclear of the procedure. Our field observations indicated that there is still confusion as to the exact process required. New Implementation Guidelines (the Government of Bangladesh 2009, based on the GO) will be discussed at a workshop in March 2009.

131. The CN component is supposed to be implemented in close coordination with the VGD component (CPAP para 4.10), selecting malnourished household members from VGD households (Implementation Guidelines) or from households with a similar socio-economic background. The mission found that only 7.5 percent of CN participants come from VGD beneficiary households (7.4 percent in Cycle 1, no data for Cycle 2, 7.5 percent in Cycle 3, 7.5 percent in the current, fourth cycle [ESDO 2008]). Besides the fact that the number of possible participants in the CN component exceeds the number of eligible household members in VGD households in the respective communities with a CN centre, there are also practical issues related to the restricted shelf life of FBF and the start of the cycles that constrained a higher participation of VGD household members (with reference to the first and fourth cycle).

132. The CN component targets the three categories of beneficiaries using the following selection criteria: underweight children 6 to 24 months with weight-for age < -2 standard deviations; malnourished pregnant and lactating women with a Body Mass Index (BMI) < 18.5; unmarried malnourished adolescent girls (12 to 17 years) with a BMI < 18.5.

133. Using weight for age as screening indicator for children 6-24 months for a supplementary feeding component is rather discouraged by WFP and the international recommendations. The preferred indicator is weight-for-height measuring wasting. However, if weight-for-age is in line with national nutrition policy guidelines in Bangladesh, the use of this indicator could be justified.

134. The choice of BMI as indicator is in accordance with internationally recommended standards (WHO 2005). The ESDO report (2008) suggests that cut-off points for identifying malnourished children allow the distinction between mild, moderate and severe forms of malnutrition. However, the presentation of BMI of women and adolescent girls does not take into account this distinction between the different degrees of malnutrition.

135. The CN Operational Guidelines suggest the use of Mid-Upper Arm Circumference, which is also an internationally accepted screening method, in villages where the equipment (weighing scales and height measurement tapes) for measuring BMIs is not available.

136. It was noted during the field visit that no data about the malnutrition rate in the total number screened nor other additional information that could be useful for planning purposes and need estimates could be provided by the partner NGO.

137. The process of selecting ER participants includes a participatory rapid assessment exercise involving community members, as well as undertaking consultation with local community leaders, UP members and upazila engineers. The key selection criteria include female headed households with no income or who depend on manual labour, owning less than 0.15 acres of land, and with no productive asset. One participant is chosen from each household, who, as for the VGD programme, has to be physically fit and aged 18-49 years. Given the nature of the programme, the age and physical fitness criteria is not without a reason. The participatory nature of the selection was appreciated by NGOs and communities for its transparency.

138. Service Delivery Component reports and field observations indicate few problems with delivery of food rations or support programmes. Most problems that have been reported relate to the late start of the programme in 2007 and the delays associated with contracting of NGOs. An overview of each component is given below.

139. VGD The mission was also able to observe the first distribution of fortified atta of the 2009-10 cycle to VGD beneficiaries by the Union Parishad. VGD card-holders have a photo

ID which is matched against the register held by the UP. The 25kg sealed sack is handed directly to the card-holder. The list of beneficiaries was on display inside the UP office. As such, the procedure appears relatively transparent. The distribution was also observed by the upazila Government-appointed overseeing officer and the Project Implementation Officer (PIO) from the upazila office of the Ministry of Food and Disaster Management (MFDM).

140. The sample monitoring undertaken by Ministry DWAOs and UWAOs together with the WFP cluster officers report receipt of food entitlement above 97 percent in 2008, slightly down on 2007. A good record of timeliness of delivery of wheat/rice was also reported, although 33 percent of UPV-GD committees reported delays in delivery of atta.

141. From a target to provide 29 MFUs for milling fortified atta during the CP period, 24 have been provided by WFP. Targeted production was 184,600 mt of fortified atta and at the mid-point this is exceeded, as 109,840 mt (59 percent) has been produced. The operation of the MFUs is contracted to the NGOs. There were few reports of any delays in delivery during our field visits, although there was frequent mention by the CO and the NGOs of difficulties due to power cuts at the MFUs.

142. NGO selection and contracting was completed according to clear guidelines and with detailed documented assessment of capacity, including field assessments by WFP and the Department of Women Affairs (DWA). Contracting has been according to the Government of Bangladesh procurement guidelines and contracts are with the MWCA or, in the case of Other Direct Operational Cost (ODOC) funding, with WFP. Delays in selection meant that NGOs were not mobilised until late in Cycle 1 (November 2007); and there is again delay in Cycle 2, reportedly due to delays in obtaining approval from the MWCA. Due to resource constraints, all NGO contracts for the Cycle 2 will be through ODOC funds.

143. The sample monitoring reports showed that the NGOs were slightly below target in their coverage of awareness and Income Generating Activity (IGA) training. The quality of training according to the assessment undertaken during monitoring in 2008 showed an overall improvement over the 2005-06 cycle.

144. For the CN component, the Village Nutrition Provider (VNP) is at the core of the operation. She manages three to four Village Nutrition Centres (VNCs), one central and 2-3 sub-centres with 33-34 participants each. Concern was expressed in the field that the honorarium provided to the VNP is too little, since she also incurs transport costs. In addition, whilst the ratio of one NGO supervisor to thirteen VNPs meets recognised standards Asian (Asian Development Bank - ADB 2001), one VNP to 130 participants is too high.

145. It was also observed that there could be some improvements to methods of and equipment for nutritional screening and record-keeping. The body height and body weight of women and adolescent girls are not recorded. The VNP calculates the BMI directly with a calculator. When re-measuring for bi-monthly monitoring purposes, she has to take all measures again, whereby just the body weight would be sufficient for the women (pregnant/nursing) and has the advantage that weight gain during pregnancy, which is an important monitoring indicator for pregnant women, would be assessed at the same time. The VNPs visited did not know how to use the BMI reference card which was provided to them. It was also observed that no appropriate height measurement equipment was found in the Village Nutrition Centres. Digital scales and calculators were insufficient in number.

146. During discussions with participants, it was also mentioned that household sharing takes place, especially in very food insecure households. The supplementary ration size for moderately malnourished individuals provides 800 kcal per person per day. This is on the low side, if it is assumed that approximately 50 percent of this will be shared (WFP 2000).

147. For FFE, the service delivery is simple and easily operationalised and managed. The micronutrient fortified biscuits are produced by local factories which are selected through a competitive bidding process. WFP manages the procurement and supply of the micronutrient premix in conformity with the national fortification guidelines and monitors the quality of

production and storage in cooperation with a national laboratory and the Bangladesh Standard Testing Institute. There is a steady increase in the percentage of schools distributing biscuits early in the day (93 percent during the morning shifts and 79 percent during the afternoon shifts in 2008) to tackle short-term hunger in the classroom. The biscuits have a low commercial value (low sugar content, whole wheat flour), which prevents them from being sold on; the packaging in individual rations deters leakage.

148. In the case of the **ER** component, the LGED engineers at the District and Upazila levels are largely responsible for the management of the FFW operation. The NGOs work in partnership with them to identify participants and physical schemes. They also deliver the FFA training.

149. Training under the **CB** component is mainly given by WFP staff and trainers. NGO staff are trained in training of trainers. Policy dialogue and advocacy seminars are organised jointly with the Government of Bangladesh Ministries or departments. Similarly, as part of technical backstopping, planning and review meetings are held jointly with the concerned Ministry.

150. Monitoring of the CP is undertaken jointly by the Government of Bangladesh and WFP. A Programme Monitoring Committee, chaired in rotation by Secretaries of the concerned Ministries, reviews programme implementation on a quarterly basis. WFP also maintains its own M&E system. This was re-designed at the end of 2006 for the new CP. The system was managed by a separate M&E Unit (now merged with the Programme Support Section (PSS)). Using the log-frame and annual planning workshops, performance is measured according to an M&E Calendar comprising component cycle baseline and outcome surveys, combined with sample and purposive monitoring visits. Performance monitoring data is maintained within a monitoring database. The M&E Calendar seems to have been largely complied with, although there are a number of outcome and other studies which are delayed.

151. There are four main systems for monitoring and reporting. The first is the Commodity Movement Processing and Analysis System (COMPAS) which is based at each WFP sub-office and tracks all food distribution. For VGD this uses the Allocation Order, Delivery Order and monthly food utilisation reports completed by upazila officers and compiled quarterly at district-level for submission to DWA and the WFP sub-office. It is understood that the Department of Relief and Rehabilitation (DRR) completes its own food utilisation report which is not copied to WFP. For FFE and CN, reports sent to the WFP sub-offices by the NGOs.

152. The second mechanism is a Project Implementation Report by the NGOs reporting directly to the DWA/Directorate of Primary Education (DPE) and copied to the sub-offices.

153. The third is a sample monitoring system by WFP field (cluster) officers carried out jointly with the UWAOs (VGD and CN) and Upazila Education Officer, FFE. This is based on a programme of at least four sample sites per month and monitoring checklists provided by the CO which examine food distribution and training quality. The monitoring reports are compiled quarterly at the upazila level and submitted to the District the Government of Bangladesh office and copied to the WFP sub-office. Data is entered into a WFP database and used for six-monthly monitoring reports. There was only one monitoring report in 2008 for the nine-month period January to September.

154. The M&E task is a complex one, covering five components and including both outputs in terms of food distribution and training, and the range of component outcomes as defined in the log-frame (discussed at Section 1B above). The system of output monitoring and reporting seems comprehensive and effective, sufficiently covering the efficiency and quality of service delivery. During our field visits we were able to track the reporting systems from UP through upazila to district level; and these were further tracked to the Government of Bangladesh and WFP offices in Dhaka. Systems seem clear, although there was evidence in one set of VGD reports reflecting a more general expression of the difficulty or reluctance of

the Government of Bangladesh officers to travel to remote UPs; and this may affect the accuracy of reporting.

155. There are some concerns about the design of outcome studies, timeliness of surveys, and the quality of reporting and the ownership and use of the M&E outputs.

156. In particular, the VGD baseline and outcome studies have not allowed measurement of the effectiveness of WFP support within the national VGD programme. They have not distinguished participants receiving the development package or fortified atta from those who are not receiving them. Similarly, the nutrition outcomes of FFE participants have also not been assessed. Secondly, the sample size of the Nutrition Outcome and Baseline Survey 2007 (BIDS, 2007) is in some cases too small to be significant. Thirdly, an assessment of the impact and sustainability of programme outcomes would benefit from a longer-term, sample longitudinal survey of component participants to assess impact and sustainability. Fourthly, there is no assessment of the possible impact at individual *household* level of combining components as indicated in the CP design principles and goal.

157. Programme learning suffers from inconsistency of data and data definitions. This evaluation has observed differences in data from log-frame to SPRs and component reports. This makes performance analysis more complex both for evaluation exercises but also for day to day management. Complexity is also created by the use of participant and beneficiary data within the same reports. Beneficiary (whole household figures) should perhaps be used at outcome level and all other reporting should use participant numbers.

158. There has been a delay in the reporting of the latest VGD outcome survey and in the conduct of VGD baseline (Cycle 1) and the 2008 Monitoring reports. Regularity and timeliness of monitoring activities is critical for programme learning.

159. Finally, outcome and other studies have produced important lessons for food-based and livelihoods programmes. It will be important to continue to disseminate these.

160. Adapting to changing needs The programme has been able to adapt to changing needs in two respects: firstly, in terms of targeting. The 2009-10 VGD cycle has changed the geographical area in which the VGD allocation and development package is concentrated in response to updated data available for the VAM; and secondly in terms of implementation. Beneficiary selection has been improved for the VGD programme through a new selection process, a Government Order and revised implementation guidelines have been developed. The FFE component has been able to adapt to meet the additional demand created by increased enrolment generated by the programme.

161. In the wake of the accelerated increase in food prices during 2007/08, the CO has been less able to adapt the CP – perhaps due to a rigidity of design (see Effectiveness below). The M&E system has however alerted the CO to the issue and it will be jointly conducting a nutrition survey with UNICEF. The main response, however, is a new EMOP (10788.0).

2.B.4 External Institutional Arrangements

162. Overall management of the CP is coordinated through the Economic Relations Division of the Ministry of Finance. The Planning Commission and Finance Division are responsible for the budgetary allocation of cash and commodities. The Implementation, Monitoring and Evaluation Division receive overall programme accounts and reports. There are long-standing and clear institutional arrangements for the implementation of VGD and FFE programmes with the MWCA and the MPME and the respective Departments within them – the DWA and the DPE. The smaller and newer components of CN and ER have developed arrangements with the DWA and LGED (part of the Ministry of Local Government, Rural Development and Cooperatives) based on WFP's other work on VGD and emergency operations.

163. The VGD programme is perhaps the most institutionalised of the programmes since the WFP resources are distributed within a national Government of Bangladesh programme which has been jointly developed.

164. In terms of capacity building and transfer of skills, the independent food utilisation reporting by the DRR is perhaps evidence of a capacity for independent operation. The manual recording systems observed at the Sirajganj Local Storage Depot (LSD) however indicate an immediate opportunity for WFP to assist in the computerisation of these systems, to increase the efficiency of independent operation. WFP has worked with Government of Bangladesh and WHO on a de-worming programme and Government of Bangladesh has now initiated a national programme. Government of Bangladesh is also planning a national school-feeding programme and is actively considering an up-scaling of the FFE biscuit modality.

165. All components have successfully experienced joint development of Implementation Guidelines, oversight by local government (UP) and/or Departmental officials at upazila, district and national levels and joint monitoring and reporting systems. WFP is thus developing both technical knowledge and capacities for results-based management.

166. At community levels, the CP is also developing improved relationships between communities, NGOs and local governments. The VGD committees, Village Nutrition Committees (VNCs), School Management Committees (SMC) and ER planning exercises all provide opportunity to empower poorer communities within local governance forums. The CP is particularly strong in this regard in its targeting of women for inclusion in decision-making and representative bodies.

167. Working arrangements with NGO partners appear effective although there are continuing problems involving delay in the contracting process with Government of Bangladesh. Otherwise, contracts and LoA, reporting and annual performance evaluations are clear and neither WFP, the Government of Bangladesh nor NGOs mentioned major difficulties in working. Some NGOs suggested that longer contracts e.g. more than one year, would enable them to train and retain staff more effectively. They mentioned that, for smaller NGOs, an inability to provide job security was a problem to retain good staff in remoter areas.

168. Institutional coordination with other programmes, donors and UN agencies is less clear. The CP is programmed within the UNDAF and annual performance is reported within that framework. WFP also has a number of formal relationships notably with UNICEF for nutrition and school-feeding CHT, and with WHO for de-worming (in FFE). WFP is also a member of several national bodies and policy forums, e.g. the Disaster Emergency Response (DER), the Nutrition Working Group. Most donors mentioned co collaboration with WFP on emergency operations but not on CP activities.

2.B.5 Internal Institutional Arrangements

169. WFP has 122 staff positions (based on staff organogram). They are deployed in the CO in Dhaka and 6 sub-offices spread throughout the country. The CO is organised into a Programme Implementation Section (with heads of each of the programmes). The key post of head of the Fortification/Nutrition Unit (nutrition adviser) was vacant at the time of the Mission. This post will be important to fill with a qualified nutritionist. The Programme Support Section includes the VAM Unit and recently the M&E Unit. The CO also contains an Operations Support Unit (Finance, Human Resources (HR) Units and recently, the Capacity-Building Team), and Logistics and Procurement Section.

170. Programme Implementation and sub-office staff comprise half of the total. This seems a low proportion of operational or field-based staff but reflects the positive aspect of the programme – of implementing through NGO and the Government of Bangladesh partners.

171. Some staff mentioned that time for analysis and reflection was limited since '90 percent of programme officers' time is spent on getting food distributed' and that this becomes critical during emergencies when many staff are required at short notice for relief operations.

172. Staff training is undertaken through the Capacity-Building Team, which is also responsible for oversight of the external programme-related training. Staff participants and training person/days has increased in 2008 (1,030 training per day) compared with 2007 (401 training per days). Training in 2007 had a focus in M&E and results-based management; in 2008 activities had a focus on operational and systems training (e.g security, WINGs, first aid), but also nutrition and climate change and disaster risk management. Training is not planned according to staff performance appraisal and/or a training needs assessment.

2.B.6 Cost and funding of the Operation

173. The current approved budget is US\$ 266.9 million (565,081 mt). Across the CP there has been a pattern of upward budget revisions while donor contributions have been declining. Nevertheless, as Table 4 below shows, the CP's financial position at mid-point looks satisfactory, with confirmed contributions totalling US\$127.5 million by the end of 2008, amounting to 48 percent of the current approved budget. Cumulative expenditure at 2008 represents only 31 percent of the budget but 79 percent of available resources. The CO reports that this is due to the actual availability of resources and delays in arrival of the commodity. At December 2008, cumulative availability of food was 237,186 mt out of the total 259,564 mt with confirmed funding. A full CP Cost and Funding overview is presented at Annex 6.

Table 4: Budget, Available Resources and Expenditure

	Budget (after BR08)	Available resources US\$	Cumulative Expenditure 2007	Cumulative Expenditure 2008	Available Resources mt	Actual Distribution mt	% of Available Resources
VGD	177,504,144	n/a	n/a	n/a	130,046	170,244	130.9
CN	5,678,572	n/a	n/a	n/a	1,037	1,669	160.9
FFE	58,075,519	n/a	n/a	n/a	27,626	14,514	52.5
ER	25,608,615	n/a	n/a	n/a	33,393	18,798	56.3
VGD/FFE or not earmarked					67,462	n/a	-
Total	266,866,850	127,541,381	46,044,491	91,662,464	259,564	205,225	79.1

Source: SPRs 2007 and 2008

174. As donor contributions have declined, the CP has become significantly more dependent on in-kind, rather than cash, contributions – significantly due to the high proportion of in-kind contribution from the Government of Bangladesh which represents 51 percent of the 2007 and 2008 CP contributions (Annex 6 Figure 5). Over the two years of the CP, the Government of Bangladesh has contributed 71 percent of VGD actual commodity costs, and will contribute 50 percent of the ER activities in cash. Whilst this contribution is a positive achievement, increased the Government of Bangladesh in-kind contributions also require matching with additional donations to cover up to 50 percent of associated Landslide Transport, Storage and handling (LTSH) costs. Australia remains the highest external donor with 26 percent of contributions but this poses considerable risks for the programme, as the AusAID has stated that globally it is withdrawing from supporting food-based development programmes.

175. In addition to dependence on contributions, 93 percent of contributions are earmarked to specific components. This helps to explain the poor performance of the VGD and CN components in 2008, where it seems that actual commodity distribution exceeded available resources and, due to a shortage of earmarked funds, relied on non-earmarked funds.

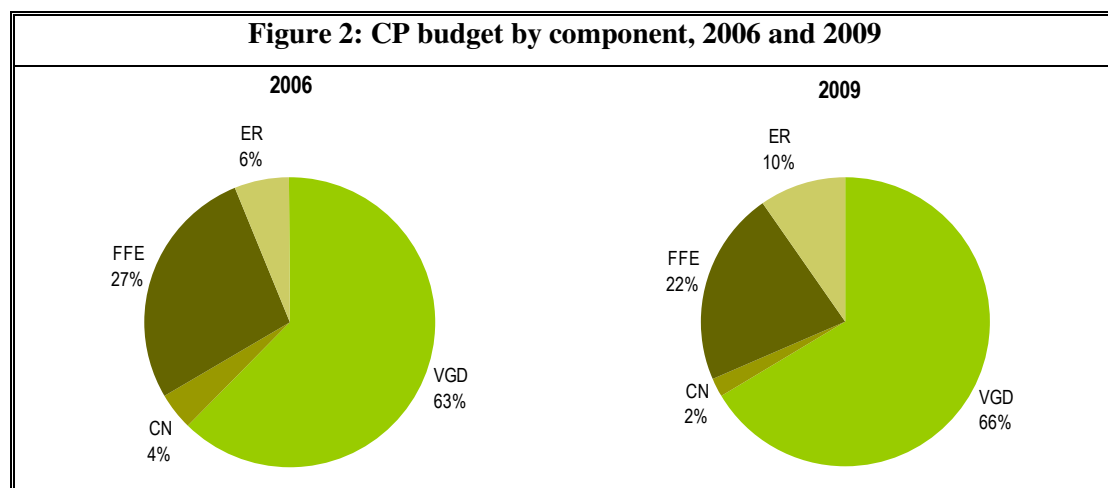
Nonetheless, it may also be seen from Table 4 that over 20 percent of available resources remain available at end-2008.

176. The bulk of the overall budget – 71 percent – is allocated to commodity costs. Of the remaining, operational costs, 14 percent is allocated to transport, 5 percent to direct support costs (DSC), 4 percent to LTSH and 6 percent to ODOC, including in-country costs, training and capacity-building). Confirmed contributions and allocated expenditures are largely in line with this allocation (Annex 6 Figure 9).

177. Figure 2 below shows that, despite budget revisions, the proportions of the total budget planned for each component has remained fairly constant, with the VGD component comprising two-thirds of the programme.

178. Cost efficiency With a cumulative expenditure of US\$91.7 million and total participants of 900,000, the cost per participant over the 2 years of the CP so far is US\$102.

179. Cumulative expenditure by each component was not available to the Evaluation team. For the largest component however, the CO reports that the total cost of the VGD programme (food, associated costs and development package) for the last cycle was US\$141/per capita/per year¹⁸. In a study of March 2008 the total per capita costs of the Income Generation for Vulnerable Group Development (IGVGD) programme were estimated at US\$130 comparing well with BRAC’s Selected Ultra Poor (SUP) programme, the Rural Maintenance Programme (RMP) (Sinha et al 2008). The BRAC SUP was reported to cost US\$434 per capita/cycle (reducing to US\$256 for the subsequent cycle), and RMP US\$357 per capita/cycle.



180. The study showed that the cost of the food and development package within the VGD programme is low at Tk3,929 compared with the SUP programme at Tk11,322, RMP at Tk16,384 and Tk18,400 from DFID’s Chars Livelihoods Programme (CLP).

181. However, in terms of the cost efficiency of delivery of the benefits, the VGD programme is least efficient with the food comprising only 51 percent of the total cost, the SUP asset comprising 75 percent of the total (cheaper) costs, and the RMP cash asset comprising 78 percent of the total costs. (Costs per capita not available for the CLP).

182. Payment to the NGOs for the VGD development package is Tk850 per capita per cycle, increasing for the 2009-10 cycle to BDT900. BRAC, which is widely regarded for its quality training to its group members, required BDT1,360 per capita to provide the development package for VGD, but this has not been approved by the MWCA. There remains

¹⁸ CO records

some concern within the CO and amongst NGOs that quality will suffer due to the low budget, although Monitoring Reports indicate quality has been maintained.

183. The average cost of providing fortified biscuits to primary school children under the FFE programme was estimated at US\$10.86 per child per year in 2006. Gelli et al 2006 concluded that the biscuit modality is highly cost-efficient in terms of delivery of food outputs, compared with other FFE modalities such as school meals. They found that when HEBs are provided in FFE, only 19 percent of total project costs are non-commodity costs compared with school meals for which 41 percent of total costs are non-commodity costs.

184. At the beginning of 2007, the DFID Partnership Agreement funding was still being provided and covered the costs of nearly all of the CB component activities. Since the end of the DFID funding, the costs of the reduced CB activities are largely borne by the respective programme components of the CP and ODOC funding.

2.C Results

2.C.1 Effectiveness

185. The indicators for overall CP effectiveness in the log-frame are expressed in terms of WFP Strategic Objectives (SOs) and UNDAF indicators. The SPRs express overall performance in terms of selected indicators of WFP.

186. For **SO 2: ‘Protect Livelihoods in crisis situations and enhance resilience to shocks’** indicators are taken from the VGD programme and as indicated above progress is generally positive. The two common indicators for 2007 and 2008 show that the percentage of households consuming three full meals a day has increased over the base value of 31 percent although 2008 shows a lower percentage at 37 percent compared with 58 percent in 2007. The percentage of households consuming a balanced diet has maintained an improved level at 84 percent in 2008.

187. This would reflect other evidence (below) that the CP is having success in improving food consumption and productive assets of the extreme poor but that levels of poverty amongst the participants remain high such that vulnerability to shocks remain.

188. For **SO3: ‘Support improved nutrition and health status of children, mothers and vulnerable people’**, the incidence of low birth weight has improved in 2008 from 42 percent to 29 percent; and recovery rate from malnutrition among pregnant or lactating mothers and adolescent girls is reported as 97 percent (there was no report for SO3 in 2007).

189. These are satisfactory outcomes of the CN programme. The nutritional outcomes of the VGD and FFE programmes are less clear. The former will be assessed in a study later in 2009.

190. For **SO4: Support access to education and reduce gender disparity in access to education and skills training’**, there are a range of enrolment and attendance indicators. These show a slight decrease in enrolment performance for both girls and boys (enrolment in Grade 5 expressed as percentage of enrolment in Grade 1), improved attendance of girls in WFP-assisted primary schools (84 percent from 77 percent) and boys’ attendance maintained at 79 percent. The ratio of girls to boys is higher at 51. The female membership of School Management Committees has increased to 16 percent (from 14.5 percent).

191. The FFE component is shown to be highly effective in support of this SO.

192. For **SO5: ‘Strengthen the capacities of countries and regions to establish and manage food-assistance and hunger reduction programmes’**, there is unfortunately no specific report against SO5 in the 2008 SPR. The text reports use of VAM maps, various workshops held and joint monitoring field and exposure visits. In 2007, government capacity

to reduce leakage in food grain distribution under VGD was reported as a reduction in leakage from 3.7 percent to 1.2 percent; government capacity to reduce targeting error in food-based social safety net programmes is reported as a reduction from 18 percent to 7 percent.

193. There is unfortunately no indicator of this SO in WFP’s Strategic Results matrix. Other evidence below shows that the CB and other components have been effective in strengthening the Government of Bangladesh’s capacity in resource allocation and targeting (notably through the VAM) for VGD and other similar programmes and in food distribution. There is increasing independence of the Government of Bangladesh in food assistance programme, both in terms of commodity distribution and management.

194. The following sections review the effectiveness of CP components, including the specific outcomes as reported through log-frame indicators.

2.C.1.1 Vulnerable Group Development

195. Outcome achievement Table 5 below shows results against the log-frame outcome indicators. It should be noted that whilst these are mid-programme indicators, they are in fact end-of-cycle *results* for the 2007-08 cycle VGD beneficiaries and thus should provide a good indication of programme effectiveness.

Table 5: Progress against log-frame outcome indicators

Indicator	Baseline	Target	Achievement (Dec 08)	Progress
Percentage of beneficiary household expenditures on food.	73%	67%	61%	√
Percentage of beneficiary households having at least three full meals per day.	21%	50%	37%	X
Percentage of beneficiary households consuming a balanced diet including carbohydrates, proteins, fat/oil and vitamins.	58%	75%	84%	√
Change in value of beneficiary households’ physical productive assets.	BDT 2,942	50% increase	BDT 4,410	√
User rate of acquired income-generating skills among trained ultra-poor women.		95%	44%	X

Source: WFP Bangladesh Completed log-frame (February 2009)

196. Table 6 shows the results against a slightly different set of indicators as measured in the December 2008 VGD outcome survey (the survey report has not been published and so it has not been possible to review the whole report including its methodology).

Table 6: Outcome survey

Indicator	Baseline	Target	Achievement	Progress
% of food insecure households	18.0		5.4	√
% of beneficiary households with over 70% household expenditure on food	65.4		64.5	X
% of beneficiary households with per capita income less than half a dollar per day	74.8		59.4	X

Source: WFP Bangladesh

197. Results from both sets of indicators show that food consumption in terms of a balanced diet has improved and probably reflects increased nutritional awareness created through the training package.

198. Changes in food security on the other hand are less clear – results are good in terms of reducing the proportion of household expenditure on food (although this may reflect the savings possible due to the food ration) and in increasing the percentage of beneficiary households consuming at least three full meals a day (although this remains low and well below target). But the result is not good in terms of reducing the percentage of households with over 70 percent of household expenditure on food (possibly reflecting the increase in food prices). Conversely, the achievement of only 5.4 percent of food insecure households appears very successful, perhaps reflecting the tendency to select participants who are not the ultra-poor (see discussion on selection below).

199. In terms of enhancing livelihoods, the result does not appear uniformly good. Whilst there is improvement, almost 60 percent of beneficiary households remain with an income of less than US\$0.5 per day. On the other hand the increase in the value of household productive assets is good, with a more than 50 percent increase. This probably reflects access to micro-credit and the take-up of loans to purchase assets. The very low user rate of acquired income generation skills is of concern here.

200. An additional indicator of success is the number of women who complete the two-year cycle with access to microfinance. The completed log-frame for February 2009 indicates in the output indicators that only just over half of the participants (225,000 out of 400,460 women receiving the development package -56 percent) have accessed credit at the end of the first cycle. The Monitoring Report for January to September 2008 3 months before the end of the cycle) reported that the NGOs had provided only one third (32.5 percent) of participants with credit. This is explained by the delay in contracting the NGOs (who-were contracted 5 months into the cycle in May 2007) and the delay in savings mobilisation. Clearly the low proportion of women ‘graduating’ is of concern.

201. Thus, it seems that the programme is now having some success in improving dietary diversity, food consumption and in increasing productive assets. While income remains very low for the majority of participants, the programme is raising a significant percentage of participants above the extreme poverty level of less than US\$0.5 per day. The longer-term impact of increased productive assets and the ability to maintain a sustained increase in household income, allowing savings and access to credit, is unclear and this may be the key to being able to assess the effectiveness of the programme in taking VGD participants out of extreme poverty. There is also concern that micro-credit is not appropriately structured for the poorest women. Effective interest rates are high and the repayment starts one week after the loan has been received, leaving insufficient time for women to produce a profit from the asset they have procured. With these terms, including the risk of penalties for non-payment of the loan, many women choose not to take loans, particularly in the context of high food prices,

202. It will also be important to analyse the nutritional outcome of the 2007-08 cycle and it is understood that there will be a survey in 2009.

203. Further, given that the outcomes of the VGD programme are inconsistent and probably very susceptible to wider economic pressures (such as high food prices affecting participants’ ability to obtain longer-term benefits from the programme) and given that it has been affected in both cycles by a short cycle of food and development package, it is important to be able to measure the relative effectiveness and inter-dependency of each part of the programme, i.e. food ration, fortified atta and development package.

204. Effectiveness of food ration The food ration provides short-term food security and the platform for savings. But there seems to be no rationale for the size of the food ration as a means of sustaining an income large enough to enable savings (the atta ration amounts to 595 Kcals and 3.14 percent Kcals from protein; the rice ration amounts to 612 Kcals and 7.7 percent). The distribution of fortified atta ration is seen to be effective in increasing the share of food which goes to women, since it is less preferred by men. Its distribution in sealed 25kg sacks is also regarded as more efficient in terms of possible leakage (IFPRI 2007). However, the nutritional impact of the fortified atta is not clear. Whilst the 2007 BIDS nutritional

outcome study concluded that the fortified atta has a positive nutritional outcome on VGD households compared with non-VGD households, it did not compare fortified atta with wheat or rice rations.

205. Our own field interviews raised concerns at the levels of savings achieved at the end of the 2007-08 cycle at an average of only BDT150 in one group and BDT440 in another. It seems questionable whether this is a sufficient platform for securing sufficient credit to purchase sufficient productive assets, to generate sufficient income to repay the loan and maintain food security.

206. Development package The package places emphasis on income generation (53 percent of the total hours of training) and this is appropriate given the programme objective. However, the level of payment to NGOs for training each beneficiary (BDT7.5 per hour per beneficiary) was regarded by the NGOs and BRAC (as well as some WFP staff) to be too low. The training modules were assessed and revised in 2006 and effectiveness continues to be monitored in terms of the numbers of sessions delivered, the quality of delivery and ultimately the level of usage of IGA training. Whilst monitoring reports report improved quality, the usage of IGA skills is low (Monitoring report 2008).

207. Critically, however, the effectiveness or additionality of the WFP-funded development package is also not known since baseline and outcome surveys measure only beneficiaries and non-beneficiaries across the whole VGD programme and do not distinguish between those who receive the development package and those who do not.

208. Length of cycle The length of the cycle is perhaps the key to effectiveness in terms of participants 'graduating' and obtaining a sustained livelihood. The cycle was extended from 18 months and the 2007 IFPRI study found that the IGVGD beneficiaries were sustaining incomes 24 months after the end of the cycle. However, the rationale for two years is not explicit. The previous paragraphs have indicated that at the end of the cycle there remains a high proportion of VGD households without three meals a day, on very low incomes and with low levels of savings. Although this may in part be due to high food prices, the programme ends its support to beneficiaries after 24 months regardless of their income and savings status.

209. A different approach might be to measure when graduation in terms of minimum levels of achievement have been reached, so that the programme length can be adjusted and inputs curtailed or extended. Thus, the M&E system would monitor the level of achievement of each part of the programme, measuring effectiveness in terms of the proportion of women within each cycle reaching minimum levels of achievement (or graduation benchmarks). In relation to the specific outcome objective of VGD these might be:

- **Food** Three full meals/day + dietary diversity + nutritional anaemia + savings (to a level and regularity to allow access to credit to purchase productive asset(s) sufficient to maintain increasing income, including loan repayment, and food security).
- **Development package** Proportion of women in each cycle achieving minimum levels of awareness of livelihood objective, entitlement to food, food consumption and nutritional objectives; achievement of savings management, acquisition and use of income generation skills.

210. Failure to meet graduation benchmarks would trigger responses such as one-off 'top-up' cash grants or food rations, or an extension of the cycle.

211. Key to these design issues will be impact analysis from a longitudinal sample survey of VGD beneficiaries to monitor the effectiveness of programme design to achieve the desired outcome.

212. Targeting and beneficiary selection Studies of the VGD programme have consistently questioned whether the programme has either reached or benefited the ultra-poor. The 2001 Tufts/DATA study noted that 'successful' households, i.e. those that graduated to micro-credit, were generally not the ultra-poor, and were likely to hold assets and have

income-earning husbands. The 2006 VGD outcome survey (DATA 2006) reported that the beneficiary profile was generally not ultra-poor. The WFP's 2007 'Making a Difference' report questioned whether the ultra-poor were being reached through the VGD programme. The 2007 VGD baseline survey report (DATA 2007) compared 'eligible' VGD beneficiaries and non-beneficiaries near the start of the cycle and showed that for many indicators VGD beneficiaries were slightly better off than non-beneficiaries. However, the 2007 IFPRI study reported that 67 percent of IGVD beneficiaries would belong to the poorest 30 percent of the population without the programme (this also implies that a third of households did not belong to the poorest third of the population). The study noted that whilst there was no major contravention in the selection of beneficiaries, selection criteria are difficult to verify.

213. Thus, whilst the VGD participant selection process above continues to be improved, there remains some concern that the poorest within the group eligible for this safety net are not being selected. There may be some inherent bias in the relative 'invisibility' of the poorest individuals, as well as a structural problem in a process which is implicitly selecting candidates for microfinance. The programme should consider ways to improve clarity amongst stakeholders on who priority participants should be and work on improving the governance of the programme in terms of transparency (display of VGD list of names) and accountability (e.g. channels for appeal).

2.C.1.2 Community Nutrition

214. Two outcome indicators are assessed regularly via the end-cycle reports of ESDO based on the record keeping in the VNC, which represent the percentage of participants recovered from malnutrition at the end of each six-month cycle. These are:

- reduction in percentage of underweight for children 6-24 months,
- reduction in percentage of undernourished (BMI <18.5) pregnant/lactating women and adolescent girls.

215. Unfortunately, there was no report for 2007; results for 2008 are shown below in Table 7. The other outcome indicators will be assessed via the follow-up study which is planned to be conducted in 2009.

Table 7: Progress against log-frame outcome indicators for CN (end-cycle reports 2008)

Indicator	Baseline	Target	Percent at end cycle	Progress
Percentage of underweight among children under 2 years	100%	10%		
End of Cycle 3 (Jan – June 2008)			28.5%	-
End of Cycle 4 (July – December 2008)			23.6%	-
Percentage of beneficiaries with BMI<18.5	100%	n/a		
End of Cycle 3 (Jan – June 2008)				
Adolescent girls			2.8%	√
Pregnant/ lactating mothers			2.5%	√
End of Cycle 4 (July – December 2008)				
Adolescent girls			4.1%	√
Pregnant/ lactating mothers			3.8%	√
Incidence of low birth weight	42%	30%		
End of Cycle 3 (Jan – June 2008)			29%	√
End of Cycle 4 (July – December 2008)			28%	√

Source: CN end-cycle report 2008

216. The results for 2008 indicate that 28.5 percent of children under 2 years remained underweight at the end of Cycle 3 and 23.6 percent at the end of Cycle 4. Thus over the 2 cycles, covering 12,496 children, an average of almost three-quarters had reached a normal weight for their age. The pattern of recovery is similar for all four upazilas. These results are satisfactory according to international standards (Sphere 2004).

217. For adolescent girls, covering 4,260 girls, the recovery rate was 95 percent. For pregnant and lactating women, covering 6,248 women, the recovery rate was 97 percent.

218. It should be noted that, while 81-82 percent of adolescent girls and pregnant/lactating women recover after four months and only an additional 16 percent recover between the fourth and sixth months, young children only start to recover after two months and most of them recover between the fourth and sixth month of the cycle (according to the 2008 Monitoring Report). These patterns should be monitored further. It raises the questions: why do children start to recover later? Is it feasible to reduce the duration of the cycle, so that more adolescent girls and women could be reached and coverage could be increased?

219. The incidence of low birth weight at the end of Cycles 3 and 4 is near target of 30 percent.

2.C.1.3 Food for Education

220. Outcome level indicators at primary school level are assessed in two baseline surveys conducted in 2007 (SURCH 2007b; BIDS 2007), and the follow-up study planned for March 2009.

221. With regard to the first objective of the FFE component, ‘to increase primary school enrolment, attendance and reduce dropout rates’, some information (shown in Table 8 below) is already available through the monitoring system, indicating that the component is on track to reach its targets. There is an increase in school enrolment (the average increase in WFP assisted-schools was 3.8 percent at primary level and 31.1 percent at pre-primary level in 2008). There is an increase in school attendance (overall attendance rate was 82 percent in 2008). The increase in absolute enrolments in grade 5 expressed as percentage of grade 1 enrolment (reduction in drop-outs) shows a slower increase.

Table 8: Progress against log-frame outcome indicators for FFE

Indicator	Baseline	Target	Achievement (Dec 08)	Progress
Average number of boys and girls enrolled in WFP-assisted primary schools	233	250	242	√
Average number of boys and girls enrolled in WFP-assisted pre-primary schools	16	20	21	√
Absolute enrolment of boys and girls in grade 5 as percentage of absolute enrolment of girls and boys in grade 1	32%	40%	34%	X
Percentage of girl and boys in WFP-assisted schools attending classes during the school year	76%	85%	82%	√
Teachers’ perception of children’s ability to concentrate and learn in school as a result of school feeding	83%	93%	Follow-up survey 2009	n/a
Rates of success in grade 5 achievement test (percentage of boys and girls obtained minimum 50% mark)	18%	35%	Follow-up survey 2009	n/a

Source: Completed log-frame February 2008

222. All teachers in schools visited had observed a positive change in the pupils’ attentiveness in class and pupils’ cognitive and learning abilities. However, this and the success rates in achievement tests cannot be assessed through regular monitoring and will be documented through the follow-up survey, as pointed out in the M&E plan and the log-frame.

223. The third objective (spelled out in the Operational Guidelines), to ‘sensitise and build-up capacities of local communities’, is addressed by the social mobilisation workshops and orientation sessions organised by service providing NGOs for local communities, school officials and local government officials, as indicated in the section ‘levels of outputs’. No indicators are defined for it, although it is a highly relevant aspect of sustainability.

224. Besides short-term hunger, no other nutrition related outcomes are stated in the project design. However, the combination of de-worming and micronutrient fortification can offer important nutritional benefits to school age children, as has been shown by a relevant study under the previous CP (IFPRI 2004) (i.e. calories consumed were almost entirely additional to children’s normal diet, average energy intake of participating students increased).

225. Therefore, indicators analysed in the BIDS study (i.e. serum haemoglobin concentration, prevalence of anaemia), although not included in the log-frame, are relevant for the FFE component. The study showed that the biscuits reduces anaemia amongst primary school children (31.5 percent children not anaemic in FFE schools compared with 6.5 percent in non-FFE schools). In cooperation with UNICEF and the Government of Bangladesh, an outcome study was also conducted in pre-school children in the CHT (SURCH 2006 and 2007a). This study investigated potential nutritional outcomes (haemoglobin concentration, anaemia prevalence and nutritional status) but identified little nutritional benefits among pre-school children.

226. Unintended effect The student/teacher ratio increases through higher number of primary enrolments. This raises concerns about the quality of primary education. Under the PEDP-II, which is mandated to improve the quality of primary education, measures for quality improvement are also ongoing in the areas where the WFP assisted FFE is implemented (MPME 2007a).

227. The simultaneous implementation of the government’s primary education stipend programme seems not to interfere negatively with the FFE program. NGOs and school teachers said that the biscuits benefit the child directly, whereas the stipend money tended instead to be used by parents to also meet other family expenses, so it is not translated directly into improved food intake. The increase in enrolment was also found to be higher under the FFE programme than the Primary School Education programme (IFPRI 2005). However, during the field visit to Kokai Khasdoha in Santiram Union, the mission observed an outflow of students to neighbouring schools where an additional stipend programme (Reaching Out-of-School Children) was implemented.

2.C.1.4 Enhancing Resilience

228. Since the component started only in June/July 2008, the outcome indicators for the ER component have not yet been assessed. These will measure the level of disaster preparedness taken at community and institutional levels, the proportion of households with access to resilience-enhancing physical assets, and the proportion of these which are adequately maintained.

229. The ER component is designed to provide poorer men and women with useful wage-employment during the lean (monga) period of the year. The combination of food and cash helps avert household level hunger and provides some food security. Enthusiasm to work on the first of the homestead assets (plinth-raising) was observed to be high and the quality of work was good.

230. Similarly, during the hard times of monsoon rain and flooding, when there is no employment for poor people, the component also ensures an income through the food for training scheme. The training contributes to an enhanced level of awareness of social and

economic issues, which in turn helps to bring about a higher quality of life and self-confidence.

231. The particular institutional arrangement through which this component is delivered is an effective way of building social and institutional networks for these excluded groups of people, and an effective instrument for addressing social exclusion. It links the most disadvantaged communities with local government institutions, government service organisations and NGOs. They are able to interact with UP members and Chair, the LGED and NGO officials and, of course, with WFP staff. For most women participants of ER whom we met, it is their first window of opportunity to the outside world. For the government service agencies, NGOs and others, the ER component is an important institutional means to serve these excluded groups of people, who would otherwise remain invisible and inaccessible.

232. The innovative aspect of the ER component is its ability to provide a programmatic link between relief and recovery, including resilience. The location of the component operation in flood-prone areas means that this is already operational and continuing to assist some of those affected by the floods of 2007. It is however too early to judge its effectiveness.

2.C.1.5 Capacity Building

233. There is as yet no reporting against log-frame outcome indicators which intend greater dialogue with the Government of Bangladesh to determine areas of technical assistance and increased capacity of the Government of Bangladesh to identify food needs, develop strategies and carry out food-based programmes. This particularly valuable strategic area was affected badly by fund closure and the emergency response during the late 2007 and 2008. Nonetheless, some results of capacity-building can be seen within each component in terms of the efficiency of programme delivery and management by programme partners. The more strategic approaches which might lead to a handover of some parts of the CP to the Government of Bangladesh are however not articulated and performance not measured.

234. It may be seen from the above discussion of component effectiveness that the VGD and CN components are achieving important outcomes in terms of household-level food consumption, nutrition and increasing productive assets. The FFE component is having a positive impact on school enrolment and attendance. It is too early to assess the effectiveness of the ER component and capacity-building has suffered from the withdrawal of funds and a lack of a strategic approach.

235. The absence of outcome indicators at the overall CP level limits performance measurement to the sum of component effectiveness. However some important issues arise – the failure to converge VGD and CN benefits to test and optimise nutritional outcomes at household level, and the lack of a cross-cutting strategy for capacity-building which reviews the potential for handover.

2.C.2 Impact

236. Scale The CP, through the VGD programme in particular, has an impressive scale. However, despite the impressive scale of the programme, its impact is less than the potential, due to the constraint on resources which has limited the full VGD package (food ration plus development package) to only 57.3 percent of the 2007-08 cycle and 37 percent of the 2008-09 cycle; and less than a third receiving fortified atta and the development package.

237. Nutritional Impact The mission noted positively that the CN emphasises the promotion of vegetable gardening among participants which improves dietary diversity and at the same time is a possible income generating activity. The plan to link the CN participants

with the VGD programme or other development programmes in order to address the underlying causes of malnutrition has not yet been accomplished satisfactorily.

238. The nutritional benefit of the CN programme could be increased if de-worming were part of the programme, and the possible impact on birth outcome could be higher by promoting the use of insecticide-treated bed-nets as malaria prophylaxis in cooperation with the local health centres in malaria-prone areas.

239. In addition to the education benefits, FFE also offers direct nutritional benefits to school children, particularly in combination with de-worming as micronutrient deficiencies which are largely independent of age and common in school children are rapidly reversible, unlike stunting and other long-term consequences of earlier malnutrition. As yet, too little is known about these potential impacts of the FFE in Bangladesh. Similarly, the nutritional impact of fortified atta is not well assessed.

240. Social impact The series of outcome reports, confirmed by our interviews with participants, show that the training offered by NGOs in the VGD, CN, FFE and ER components (in disaster risk management, HIV/Aids awareness; personal hygiene and cleanliness; mother and child health, food and nutrition; women's empowerment; and income generation skills) is effective both in transferring skills and knowledge but also in raising social capital through group mutual support and self confidence.

241. The 2007 'Making a Difference Study' showed that VGD participants had improved awareness of hygiene and cleanliness and, although practice levels were still low, this will have a wider family health impact. There were similar findings with regard to health awareness and health-seeking behaviour. Both results imply more intensive efforts and follow-up by the NGOs – through their longer-term programmes.

242. The selection of marginalised extreme poor women, whilst not as efficient as hoped, is having an empowering effect on a group of women who have in the past been socially excluded. The selection procedures for the programme are making this group 'visible' both in the eyes of the community and the local government authorities.

243. Both interviews and studies have shown that the provision of the food transfer and the ability of VGD participants to save and access productive assets is empowering in the sense of raising self-, family- and community-esteem of the woman participant. She is more empowered in decision-making and in mobility. There is also a risk, which we came across at VGD participant interviews, that failure to reap long-term benefit from the programme (through insufficient saving) is perceived as personal failure.

244. Regular training sessions through the FFE component for the SMC and the local elite, provided by the partner NGO, help reinforce the benefits of the programme in students' homes and the wider community. HIV/AIDS awareness and prevention education is addressed at SMC members and local elites. Campaigns on climate change and disaster risk reduction were translated into a tree planting initiative; vegetable school gardens were initiated in cooperation with local government agricultural officers in 60 primary schools as demonstration plots to teach students, which inspired other schools to follow the example.

2.C.3 Sustainability

245. Sustainability of Benefits The sustainability of the impact of the VGD package is of concern as mentioned above, mainly because the size and length of the cycle are inflexible and recent evidence indicates that whilst the average value of productive assets has increased, incomes are still low and little more than half of participants have graduated to microfinance. In addition the unfavourable structuring of the microfinance deters beneficiaries from entering into loans for income generation. The same will apply to the ER participants who are also expected to graduate in to micro-finance.

246. Sustainability of nutritional impacts of the CN, VGD and FFE components will depend largely on enhancing the livelihood status of participants' households so that families can afford sufficient food with adequate diversity. Again, a lack of synergy of programme components diminishes the prospect of achieving this.

247. Sustainability of the physical assets created under the ER programme is at risk since no arrangements for maintenance of the assets, either in terms of institutional arrangements or technical advice, were evident.

248. The social impacts of the CP in terms of increased awareness of socio-economic issues, rights awareness, and women's empowerment should sustain beyond the life of the programme. This is however also partly dependent on individual participants' success within the programme. Failure is likely to lead to disappointment, loss of self- and community-esteem and disempowerment. Thus, the issues of sustainability considered above may also be seen as major risks to be overcome.

249. Sustainability of Operations The sustainability of CP operations is largely dependent on the impact of the capacity-building component and the ability of the Government of Bangladesh to receive a handover of operations, as appropriate, for some or all of the programme components.

250. There is no explicit handover strategy for WFP from the VGD programme. However, given the high proportion of the food commodity contributed by the Government of Bangladesh to the programme, and the distribution through government channels, the design of such a strategy should now be considered. Mention has been made above of the significant achievements of the CO to enable the MFDM and MWCA (and other agencies) to use the VAM for targeting resource allocation. Given its experience and close working relationships with MFDM, the delivery of targeted assistance to the MFDM to modernise the administration and record-keeping of food distribution combined with work at the UP level to improve the governance aspects of the food distribution would assist the handover of WFP from the food distribution aspects of the programme. This would enable a greater focus of resources on the development package and, in particular, a focus on nutrition and livelihoods, where government has far less comparative advantage.

251. Criteria for phasing out of WFP support to the FFE component are spelled out in the CP document. One of the criteria, gender parity, has already been achieved. In fact, girls account for 51 percent of students enrolled in FFE assisted primary schools. The challenge now is rather to maintain the gender parity in primary enrolments. The same applies for the pre-school centres in the CHT. A second indicator, an increase in the net enrolment rate in WFP assisted primary schools to above 85 percent, is likely to be achieved by the end of this CP (in December 2008 it was already 82 percent). Despite these outstanding achievements, these data say little about their sustainability. It is very unlikely that these achievements could be maintained without the provision of school snacks. A government run FFE programme is not yet in place and the government still lacks sufficient technical and financial capacity to effectively implement and manage FFE at scale. In the context of the Government of Bangladesh considering a school feeding programme, there is scope for WFP to influence the discussion towards a biscuit-feeding programme with a transition from external resources to

increased the Government of Bangladesh funding, together with a stronger role of WFP in implementation support and technical assistance.

252. In the short term this implies for WFP ensuring clarity and understanding of institutional arrangements, methodology and procedural systems. It also requires advocacy for the programme itself and a strategy to define capacity benchmarks and thresholds for WFP withdrawal. Specific capacity benchmarks will assist in focusing capacity-building beyond facilitating programme implementation.

2.D Cross cutting issues

2.D.1 Gender

253. The CP is effectively targeting women in all of its components (although FFE is universal in the direct benefit of fortified biscuit, it is an effective contributor to girls' enrolment). Thus in terms of the WFP's Enhanced Commitments to Women, the CP is effective in: i) meeting the specific nutritional requirements of expectant and nursing mothers and – where appropriate – adolescent girls, and raising their health and nutrition awareness (VGD and CN); ii) expanding activities that enable girls to attend school (FFE); iii) ensuring that women benefit at least equally from the assets created through food for training and food for work (VGD, CN and ER).

254. The FFE component is paying specific attention to Commitment v) ensuring that women are equally involved in food distribution committees and other programme-related local bodies. Women's participation in SMCs has increased steadily and reached an average of 20 percent during the 2008 reporting period (2008 Monitoring Report). Up to four out of 11 members are women.

255. The CO has formed an 8-member Gender Team including representatives from the Sub-Offices which meets monthly. The Team contributes to all of the ECW including vi) to viii) (gender mainstreaming, gender awareness-raising and gender-sensitive human resource management). Their main efforts are on International Women's Day and they expect to undertake more training associated with WFP's new Gender policy.

256. In terms of human resource development within the programme, the gender Team reported that whilst there are approximately equal numbers of women and staff within the CO and sub-offices, it remains the case that there are few women in senior positions, the most senior being five Programme Officers, at 4th tier within the organisation.

257. Reports of training activities from the CO's HR Unit for 2007 and 2008 show in Table 9 below that 45 percent of staff receiving training in 2007 were women compared with only 32 percent in 2008. In 2007, 38 percent of programme partners (the Government of Bangladesh, NGOs and others) receiving training were women. Gender-disaggregated figures for each partner training are not available.

Table 9: Training for Women Staff and Partners - 2007 and 2008

	WFP Staff				Partners			
	Total	M	F	%F	Total	M	F	%F
2007	330	180	150	45	678	422	256	38
2008	411	280	131	32	0	0	0	0

Source: HR Unit, CO

2.D.2 Relief, Recovery and Development

258. WFP, Bangladesh is well-known and highly regarded amongst the Government of Bangladesh, NGOs and donors for its emergency work. It has led the disaster preparedness and coordination of relief work during the 2007 and 2008 emergencies and chairs the DER.

259. Through its ER component, the CP has been able to provide resources and a programmatic link between emergency and development work. The experience of emergency work undoubtedly gives staff an insight into the vulnerabilities of extremely poor people in disaster-prone areas. While WFP Bangladesh is well known and highly regarded for its large scale emergency work, the development of an approach to ensure the transition from relief to development requires specific sets of skills and a differentiated approach according to livelihood zones that the CO will have to further develop.

2.D.3 Partnerships

260. The mission noted that there are strong and positive partnerships between WFP and the Government of Bangladesh, in particular the DWA, DPE and LGED. This is true both in Dhaka and at district and upazila levels. The sub-offices clearly work hard to build a working relationship, which was appreciated by the district and upazila administrations.

261. WFP has also developed a strong working relationships with the NGOs, most of which are experienced in rural development work. With some of them, there is no doubt opportunity for mutual learning and exchange.

262. It is important to note that most components have succeeded in achieving a positive working relationship between the Government of Bangladesh and NGOs. This is a new phenomenon and an important recognition by government, mentioned by senior Government of Bangladesh Government officials (in MWCA and DWA), the DC and Upazila Nirbahi Officer that the Government of Bangladesh needs the resources of NGOs to undertake programmes especially in order to reach the extreme poor.

263. The partnerships of WFP with other UN and donor programmes are less obvious. Interviews showed that there is less knowledge of the CP as a development programme. During interviews, most placed emphasis on the successful experience of WFP in distributing food rations in emergencies.

264. WFP also has partnerships with different external social research and technical institutions such as the Bangladesh Institute of Development Studies, the Flood Forecasting and Warning Centre (FFWC) and the Bangladesh Meteorological Department (BMD). The CB component has arrangements to provide or facilitate technical training for both FFWC and BMD staff on the use of Geographic information system (GIS) and remote sensing for more effective disaster management.

3. Conclusions and recommendations

3.A Overall assessment

3.A.1 Relevance and Appropriateness

265. The CP is relevant to address the food security needs of the rural poor of Bangladesh. There is a rationale for food-based programmes, programme objectives are appropriately framed and components internally coherent. All components except FFE directly address household needs as anticipated by the goal of the CP. The design documents lack a rationale for the inclusion and size of all five components.

266. Access to food remains problematic for the poorest families who are vulnerable to shocks caused by shortage of employment, fluctuating food prices, ill-health and natural disaster. Given long-standing operation of WFP food-based programmes in Bangladesh, it is also appropriate that the CP aims to support the Government of Bangladesh to deliver food-based programmes. It aligns closely with the Government of Bangladesh policy, sector programmes and the UNDAF.

267. The goal of the CP is thus appropriately framed to support the Government of Bangladesh to achieve the MDG by addressing multiple causes of poverty and vulnerability which cause family food insecurity. It envisages an integrated programme addressing food security, nutritional well-being and livelihoods.

268. Four of the five programme components directly address the goal and provide the means to address food insecurity, malnutrition and enhanced livelihoods. The VGD programme itself provides an integrated package adding value to the Government of Bangladesh's national programme by combining the food ration with a livelihoods package and food fortification. Since mainstream the Government of Bangladesh and NGO programmes have tended to by-pass the extreme poor, the VGD appropriately aims to 'graduate' participants to a sustained livelihood by enabling them to access mainstream micro-finance programmes.

269. The CN supports the aim of sustained livelihoods with shorter-term nutritional objectives which facilitate achievement of longer-term livelihood and food security objectives and also meets the specific vulnerabilities arising from the under-nourishment suffered by pregnant or lactating women, children and adolescent girls.

270. The ER component also represents an integrated livelihoods programme, including a food and cash ration, but has the additional dimension of supporting linking emergency operations with disaster-preparedness and livelihoods enhancement. It does not have a nutrition support activity.

271. Capacity building is a critical component of the design, providing strategic support to the Government of Bangladesh to promote food security policy and programme development. This is supported by cross-cutting learning through M&E, research activities, training and other capacity development to support programme implementation and to offer the prospect of selected withdrawal of WFP support.

272. Exceptionally, however, the FFE component does not directly meet the CP goal or directly address household needs; its developmental linkage with the other components is to address generational poverty reduction and community-wide development. It is directly relevant to the challenge of maintaining progress in school enrolment and addressing drop-out rates, and increasing learning capacity amongst children from poor population groups.

273. The internal design of programme components has benefited from a series of previous CP outcome and other studies.

274. There is a rationale for VGD and ER food-based programmes: as means to address immediate food insecurity, to meet the opportunity cost of training and as a means to start savings. The ER programme uses food on a seasonal basis. The fortified food blend distribution directly addresses the nutritional objectives of the CN component. The FFE component uses the high-energy biscuits as an incentive for school attendance and the means to enhance learning. Studies of both VGD and FFE programmes conducted by the IFPRI¹⁹ do recognise a role for food to meet the needs of the most vulnerable segment of the population, especially ultra-poor women and children. Qualitative accounts in the VGD study indicate that women still feel they have greater control over transfer of food and are concerned that cash transfers would be spent by their husbands. The study also states that, for those who are less socially and economically vulnerable, a transfer of cash or a combination of food and cash has also proven effective.

275. Targeting is also appropriate towards areas with high concentrations of extreme poverty. The targeting of the ER component to disaster-prone areas enables the linkage of relief and development operations.

276. Thus it is concluded that the programme is relevant to identified needs. Further, with the exception of FFE, it incorporates a coherent ‘package’ of interventions (food transfers, livelihoods development, nutritional support and disaster preparedness) which can provide a sustainable solution to household food insecurity. Programme components are well-designed to meet objectives.

277. However, the overall CP design lacks any rationale for the inclusion of five components and does not explain the balance of the programme in terms of the relative size of the programme components.

278. Whilst a key design principle of the CP is to seek integration of the programme components with a view to achieving programme synergy, programme integration is poorly articulated in the CP document, and there have been few programme-wide studies of previous CPs to help the articulation of potential synergies and the expected impacts of convergence.

279. The apparent absence of programme-wide or component risk assessments has further weakened the articulation of integration and synergy between components. The absence of funding for capacity building within the CP budget is an example of the consequence of an absence of risk assessment and mitigation.

280. The log-frame is also weak in articulating the logic and integration of the programme. The absence of a higher level of programme objective beyond component outcomes also means that there is no overall measure of programme performance. Definition of component-level outputs and outcomes is generally good.

3.A.2 Effectiveness

281. Programme outcomes against indicators of WFP’s strategic objectives show a generally positive performance, although the food consumption and school drop-out indicators were less good in 2008 compared to 2007– reflecting the impact of the drastic rise in food prices and the effects of the 2007 floods. Key design principles have been

¹⁹ For further details see IFPRI, 2004, “Impact of feeding children in schools. Evidence from Bangladesh” and IFPRI, 2007, ‘Relative Efficacy of food and cash transfers in improving food security and livelihoods of the ultra-poor in Bangladesh’

partially achieved: geographic targeting and concentration is effective, but synergy of components at household level is insufficient.

282. The VGD programme is effective in achieving improved food consumption, dietary diversity and increasing the productive assets of the beneficiaries, but challenges remain to significantly increase incomes and sustain livelihoods – most participants remain with incomes of less than US\$0.5/day. Whilst the composition of the full VGD programme (with development package) is appropriate, it seems that outcomes are very susceptible to wider economic pressures such as high food prices. Unfavourable economic circumstances constrain the ability of the poorest beneficiaries to graduate to microfinance and if terms are unfavourable they are unwilling to take out loans to enhance income generation. The 2007/08 cycle also suffered from the late start and a shorter programme. The size and length of the package are fixed which assumes ‘graduation’ rather than adjusting the cycle to accord with when desired levels of achievement have been reached.

283. The effectiveness of the CN component is seen in the near-complete recovery of adolescent girls and pregnant and lactating mothers, of almost three-quarters of children under 2, and target achievement for low-birth weight. A similar issue to the VGD programme arises concerning the fixed length of the cycle and the possibility of either reducing the length or introducing flexibility according to recovery rates. The component is reliant on referral for severe malnutrition.

284. The FFE component continues to perform well in increasing enrolment and attendance although reduction in drop-out rates has slowed. The nutritional outcomes of the programme have not been measured consistently and thus the effectiveness of the micro-nutrient fortification and the combination with de-worming is not known. Understanding this may allow adjustments and possible cost-reductions within the programme.

285. A key issue for the FFE programme is the need for coordination with the quality education initiatives within the Government of Bangladesh’s primary education sector programme (PEDP II), in order to avoid the risk of poor quality education available to newly-enrolled children. Without this, performance of the programme in terms of educational achievement is beyond the control of the programme.

286. It is too early to judge the effectiveness of the ER component but the introduction of more participatory techniques and the possible trade-offs required from this in terms of operating costs and coverage will need to be considered. Similarly, the utility of adjusting the programme benefits to seasonal needs and the impact of linking relief and development interventions at household level will also be important contributors to future programme design.

287. The withdrawal of donor funding from the CB component has severely limited the CP in terms of its ability to adopt a strategic approach to building national capacity to manage food-based programmes. The CP lacks a coherent strategy which indicates where and how capacity is to be built and where and on what basis it may be possible for WFP to hand over operations to the Government of Bangladesh and other implementing partners. With the exception of disaster preparedness and use of the VAM, most other capacity-building activity has been focused on ensuring smooth programme implementation.

288. The overall effectiveness of the programme may also be measured by the ability to meet the recommendations of the previous FAAD evaluation and, in turn, the three guiding principles of the CP document.

289. The CP implementation has only partially met the first principle – greater geographical concentration of complementary programmes to maximise the impact in places of highest need. The programme has been effectively clustered into areas of highest need; and as an integrated programme in itself it may be argued that the targeting of the large-scale WFP support within the VGD programme has met this guiding principle. However, the VGD component itself is poorly integrated, with a lack of resources meaning that less than a half of

VGD participants receive the development package and fortified atta. Furthermore, the failure to ensure the co-location of other components has meant that potential impact has not been maximised. The FFE component is co-located with the VGD development package in only two of three districts and overall co-location of VGD, FFE and CN components has occurred in only 2 Unions.

290. This is reflected further in a similar failure to meet the second principle - integrated packages designed to build synergy and bring complementary interventions to the same locations. Synergy has proven to be difficult given the spread of the VGD programme (over 36 Districts with the development package) and the much smaller scale of other components; and only 7.5 percent of CN participants came from VGD households.

291. Furthermore, synergy is required at *household* level to have an impact on household food security, nutrition and livelihoods. It is therefore not sufficient merely to locate in the same *areas*.

292. Finally, with regard to the third principle - greater engagement in policy dialogues and capacity-building at the national and local levels - the programme has been successful at local levels to build capacity in the tools used for programme implementation. However, withdrawal of donor funds has severely limited a strategic approach to capacity-building (with a view to handover) and WFP's ability to engage substantively in policy dialogue.

3.A.3 Efficiency

293. Efficiency of the programme in terms of number of participants and food delivery targets has been negatively affected by a poor performance of the VGD and CN components in 2008 mainly due to reduced and earmarked funding, which constrained the ability to use the Government of Bangladesh in-kind contributions. Channels of delivery for the programme are efficient.

294. The CP has benefited almost 900,000 participants at the mid-point of the programme reaching 50.5 percent of the log-frame target for the CP period as a whole. With the exception of the VGD component, performance was good in 2007, whilst in 2008, both VGD and the CN components performed poorly against targets. Overall, in 2008, 78.5 percent of the CP participant target was met compared with 79.3 percent of target met in 2007. FFE and CN components are performing well in meeting participant targets, the VGD and ER components are well behind.

295. In terms of commodity distribution, this is also below what might be expected at the mid-point, at 36.3 percent of the current approved commodities budget, although performance was good in 2007 with 98.5 percent of the total distribution target met. In 2008, only 46% of the total distribution target was met due to the VGD programme meeting less than half its target food distribution and the CN programme only 42.5 percent.

296. The shortfall in VGD performance significantly affects overall CP performance. Assuming full completion of the CN programme, continued delivery of the FFE component and constant progress of the ER, with the recently-selected cycle of VGD participants, it can be expected that the CP will benefit a total of 1.27 million participants by the end of the programme or 71.3 percent of the log-frame target. This equates to 6.35 million beneficiaries against an expected 8.91 million.

297. The CP is implemented through a wide range of effective partnerships primarily with the government and NGO partners. Delivery of the various component benefits is through the Government of Bangladesh channels (VGD, FFE and ER) and in partnership with NGOs (VGD, CN, FFE, ER). These arrangements promote efficient programme delivery and provide an important means of promoting inclusive and accountable local governance.

298. The programme is effectively and transparently targeted using the VAM. The use of poverty and component-specific data supports two guiding design principles: to promote concentration of the programme through geographical targeting of the poorest areas and integration of programme components. However the latter is problematic with the varied size and distribution of the components.

299. Comprehensive and practical Implementation Guidelines have been developed for each component and have been approved by the relevant Ministries for all components. Participant selection has proven difficult for the VGD programme with evidence that the poorest are not being selected, but this is being addressed through revised Guidelines, training and monitoring. The CN component, which is in only 4 upazilas, has selected only 7.5 percent of beneficiaries from VGD beneficiary households.

300. Service delivery mechanisms are efficient and few problems with delivery of food rations or support programmes are reported or observed. The FFE component in particular represents a simple and well-developed procedure. Food distribution for the VGD programme is also efficient and transparent with good records of receipt of entitlement and timeliness. Whilst the fortified atta distribution suffers delays due to power supply interruptions, distribution in sealed bags is transparent and minimises leakage. There is some concern with the methodology and resourcing of the CN component: the initial nutrition assessment does not follow a standard methodology and screening does not use the internationally recommended indicators; measurement equipment was inadequate and support to the field-level VNP too little (Annex 7).

301. Other problems that have been reported relate to the late start of the programme in 2007 and the delays associated with contracting of NGOs. These delays have caused shortened cycles of VGD, which has reduced effectiveness and impact on participants.

302. In terms of M&E, whilst systems are satisfactory, this evaluation has found reconciling different data from the various reporting of output and outcome data (e.g. log-frame and SPRs) difficult, compounded firstly by the mixed recording in the SPRs of household beneficiaries and direct participants, and secondly by changes in the procedure for recording the Government of Bangladesh food. Whilst the production of component baseline and outcome surveys is extremely useful, it is noted that there is insufficient knowledge concerning the added value of the development package within the VGD programme; the nutritional outcomes of VGD (with or without fortified atta) and fortified biscuits; of the pre-primary centres in CHT; concerning the possible synergies and positive effects (if any) of combining the different components of the CP; and long term sustainability of benefits at the household level.

303. Efficient service delivery mechanisms reflect positive institutional arrangements with government and NGO implementing partners, although NGO contracting has been delayed and NGOs themselves suggest longer contracts to be able to retain trained staff. Internally, staff expressed a shortage of time for reflection. Staff appraisals should enable the development of a training plan.

Whilst there has been a series of upward budget revisions, donor contributions have been declining. Nevertheless, the CP's financial position at mid-point looks healthy with confirmed contributions amounting to almost half the current budget. Cumulative expenditure of US\$91.7 million at 2008 represents only 31 percent of the budget but 79 percent of available resources. The CO reports that this is due to the actual availability of resources and delays in arrival of the commodity. At December 2008, cumulative availability of food was 237,186 t out of the total 259,564 mt with confirmed funding. The CP has become significantly more dependent on in-kind, rather than cash, contributions – significantly from the Government of Bangladesh, which requires additional funds to cover associated costs. At the same time, a major donor, Australia, is withdrawing from food-based development programmes (Annex 6).

304. This withdrawal and the fact that almost all contributions are earmarked are constraining funds available to the VGD programme and severely reducing its potential impact. The WFP-supported VGD development package was available to just over half of the total number of participants in the national VGD programme in the first cycle of the CP and will be available to fewer in the second cycle. Less than one-third received the optimum support of training and fortified atta. Less than one-third have gained access to micro-credit.

305. Reduced resources from 2008 onwards, together with involvement of staff in emergency operations meant a substantial reduction in capacity-building outputs.

306. The cost per CP participant to end-2008 is US\$102. The total per capita cost of the VGD programme compares well with other transfer programmes at US\$141 per capita per year; although it compares less well in terms of cost efficiency of delivery. The FFE biscuit modality is cost-efficient in terms of delivery of food outputs, compared to other modalities such as school meals.

3.A.4 Impact

307. The overall scale of the programme is impressive but impact is sub-optimal due to an inability to offer the full VGD package to all beneficiaries and a lack of synergy with other components.

308. The programme has a wide social impact, as women participants achieve confidence and mutual support through group meetings and development of income generation activities. In addition, a degree of social empowerment is developed through rights awareness raising and increasing mobility of women participants.

309. The partnerships with government and the fact that much of the programme is delivered through government channels is having some wider impact on processes of local governance, requiring officials to work more transparently and with greater accountability to participants and the public at large.

3.A.5 Sustainability

310. The sustainability of CP operations is largely dependent on the impact of the capacity-building component and the ability of the Government of Bangladesh to receive a handover of operations, as appropriate, for some or all of the programme components. Sustainability of operations is adversely affected by a lack of strategy for handover and a lack of funds for capacity building. Sustainability of benefits is limited by the rigidity of programme cycles and microfinance design which fails to address the vulnerability of the poorest to external factors.

311. The capacity-building component should be the foundation of the sustainability of CP interventions based on the adoption by government or other agencies of programme implementation and replication. Whilst VGD and FFE are of a scale and profile which make this possible, the CN and ER programmes are unlikely to sustain if WFP withdraws support. The capacity-building component now has limited funds to provide the technical assistance, learning and advocacy necessary.

312. Sustainability of the food distribution aspects of the programme is likely, given the high contribution of the Government of Bangladesh in terms of both food commodity and distribution. There is scope for WFP to consider handing over the food distribution aspects of the programme, possibly releasing resources to allow a greater focus of resources on the livelihoods package and nutrition.

313. The sustainability of the nutritional aspects of the programme needs activity at a larger scale – more effectively mainstreamed within the VGD programme and with a more effective impact assessment and advocacy. More CO collaboration with UNICEF and FAO should be envisaged for resource supplementation in order to achieve more credible results.

314. The government still lacks sufficient technical and financial capacity to effectively implement and manage FFE at scale. However a policy commitment to a school-feeding programme offers the opportunity for WFP to advocate for a national school biscuit distribution.

315. Sustainability of the benefits of the programme at household level, particularly in terms of food security, nutrition and livelihoods, are susceptible to the impact of external factors. The rise in food prices in 2007 is thought to have significantly affected the performance of the programme. In addition, the expectation that VGD and ER beneficiaries will enter microfinance and take out loans appears to be unrealistic for the very poor. The rigidity of the programme cycles does not allow adaption to ensure participants reach minimum thresholds of income and savings which can ensure sustainability.

3.B Key issues for the future

316. The key issues for WFP Bangladesh at the mid-point of this CP are how to use the remainder of this programme period to improve efficiency of this CP and enhance knowledge and resources to inform future programmes. There are some strategic issues for the whole programme. These are:

a. The need to emphasise the developmental focus of the programme, specifically on achieving enhanced livelihoods. WFP is well-experienced in food-based assistance founded on emergency work. The programme needs to focus more on outcomes and less on channelling inputs. There are several related issues:

- increasing knowledge concerning the possible synergy between components – what are the development outcomes (if any) at both household and community levels of combining VGD, CN and FFE?
- stating the added value of WFP support – what is the impact and utility of the VGD development package; what is the nutritional impact of fortified atta and biscuits?
- examining the experience of the ER component and the impact of linking emergency and development operations;
- reviewing programme delivery mechanisms - is it possible to be more flexible in the delivery of inputs to achieve outcomes (graduation) rather than through fixed cycles; is there an alternative to conventional microfinance to support income generation for the very poor?

b. To emphasise the developmental role of WFP and the need to work towards handover of programmes. Related issues are:

- developing a strategic approach to handover key aspects of the programme within a clear framework identifying where and when handover may be possible, what are the thresholds determining whether handover is possible, and what are the benchmarks to achieve along the way;
- building a stronger engagement with the Government of Bangladesh's own policy and programme development with a view to influencing improved performance.

c. To attract more resources for CP delivery and up-scaling in the face of declining donor confidence in food-based programmes – how can donors be made more aware of

WFP's developmental approaches/successes; how can WFP engage with other donors' discourse on asset transfer, livelihoods, nutrition and disaster management?

317. For future programme design key issues will be to:

- develop an integrated programme delivery model which provides livelihoods, nutrition and disaster preparedness outcomes at household and community level which also has the prospect of delivery at scale;
- assess the likely trade-offs required between scale and geographical coverage versus integration and synergy.

318. There are also some component-specific issues as follows:

319. Vulnerable Group Development Operational challenges continue for the VGD programme to ensure transparency and accountability of beneficiary selection and food distribution and to ensure inclusion of the poorest. There may be scope to work with local government support programmes to develop the governance aspects of the component by increasing transparency and accountability.

320. The longer term challenge is to support and enhance the important positive characteristics of the VGD programme, particularly its large scale, national coverage and location within government. Enhancing this scale and quality through improving and expanding the combined food and livelihoods package to provide a sustained graduation from extreme poverty are critical challenges for WFP. Key issues are:

a. how to place emphasis on the livelihoods objectives of the programme and increase the understanding of its effectiveness: what is the impact of VGD with and without the development package; how does food assistance compare with productive asset transfer; is there alternative or improved design for microfinance for the very poor?

b. how to scale up the livelihoods (development package) aspect of VGD: how can other donors/NGOs be engaged; can WFP withdraw from aspects of the programme to release more resources to the development package; are there other programmes (e.g. local government) which can assist with governance aspects of VGD distribution?

321. Community Nutrition The key issues for the CN programme are how to give a higher profile to nutritional objectives through the CP and to provide evidence of nutritional impact. A key question is the extent to which the CN component can or should be integrated with the VGD programme.

322. Food for Education Challenges for the future are the scaling-up of the FFE primary school component and ensuring that the programme is coordinated with efforts to improve the quality of primary education, particularly with the primary education stipend programme, and the Government of Bangladesh discussion of a midday school meal. The main question is therefore how can WFP enhance the cooperation with, and influence, the Government of Bangladesh's PEDP-II and the respective donor consortium.

323. The other main challenge is to devise the means by which the programme can run independently under the management of the Government of Bangladesh.

324. Enhancing Resilience A task for the ER component is to review its performance at the end of the first cycle and to determine its success as a developmental component linked with emergency operations.

325. Capacity-building The key issue for this critical component is how to secure funding for the component, for now and for the future CPs. Can a strategy for capacity-building be developed which can attract external resources?

3.C Recommendations

326. Based on the findings of the evaluation, recommendations are made in four key areas:

1. Integration The CO needs to focus still further on integration of the programme to improve synergy, impact and cost-effectiveness. Anticipated synergy is possible mainly at household level through a combination of food, supplementary nutrition and livelihoods support. The recommendations are to:

- a) ensure co-location of the full VGD component (with development package and fortified atta) with the CN component and preferably with the FFE programme;
- b) prioritise where possible selection of participants of the CN programme from the VGD beneficiary households;
- c) consider up-scaling the CN component to supplement the VGD programme
- d) consider additional nutritional input into the ER component.

2. Focus on achieving outcomes Assessment of both the VGD and CN components have raised concerns over the rigidity of the programme cycles. It is recommended that:

- a) consideration is given to revising the length of programme cycles to adapt to achievement of graduation benchmarks; and to improving or finding an alternative to microfinance for the very poor. In the meantime,
- b) extend cycle completion date to ensure that participants receive full period of benefits in the event of a late start (e.g. due to delays in mobilising NGOs).

3. M&E It is essential that overall programme performance can be assessed regularly and that it is possible to determine effectiveness of all parts of the programme.

a) To assist overall programme performance:

- define indicators of programme performance at a higher level than component outcomes and specific to the CP; and
- review SPR reporting indicators and use participant rather than beneficiary numbers

b) To ensure that the performance of each part of the programme is assessed and that added-value and effectiveness of WFP inputs are known:

- design VGD outcome surveys so that they differentiate with/without VGD; with/without development package; and with/without CN;
- analyse, where possible, within component outcome surveys the impact of component synergy;
- provide better analysis of nutritional impacts of programme, specifically fortified atta and micro-nutrient fortified biscuits

4. Handover The 2004 FAAD evaluation recommended further work to develop exit strategies. This evaluation again concludes that the CO should place greater emphasis on the long-term aim of enabling the Government of Bangladesh to manage food-based programmes. It is recommended that the CO should:

- develop for each component a strategy which identifies possible areas of handover, the thresholds required for handover to take place, the benchmarks along the way; and based on this
- develop a comprehensive capacity-building strategy and programme.

5. Funding Funding of the VGD component is constrained notably by earmarking. This impacts significantly on programme performance. It is recommended that:

- further effort is given to seeking funds for the VGD component by giving higher profile to the livelihoods achievements of the development package – differentiating this from the national VGD programme;
- linkage with and upscaling the CN component may also assist in this regard.

The support to the Government of Bangladesh to manage food-based programmes is also constrained by the lack of funds for the capacity-building component. It is therefore recommended that:

- based on the programme developed above, internal resources are reviewed to provide for implementation; and
- a funding proposal for the capacity-building strategy and programme as indicated above is developed.

Annexes

Annex 1: Terms of reference

Evaluation of the Country Programme Bangladesh (2007-2010) CP 10410.0

Terms of reference (TOR)

Note: the TOR are prepared according to the Evaluation Quality Assurance System (EQAS) developed by OEDE. They include 6 sections and annexes as follows:

6. Background
7. Reason for the evaluation
8. Scope of the evaluation
9. Key issues
10. Evaluation approach
11. Organisation of the evaluation
Annexes

1. Background

1. A Context of the evaluation

1. **Brief country profile.** With a total population of 144.4 million people²⁰ whose 75 percent live in rural areas, Bangladesh is the second most densely populated country in the world. 41.3 percent of the population lives with less than 1US\$ a day²¹. However, according to the World Bank²², achievements in economic and social developments have been remarkable. Bangladesh outperformed low-income countries on a certain number of indicators. The annual per capita Gross Domestic Product (GDP) has almost doubled over the last 20 years. Gender disparity in primary and secondary enrolment has disappeared. Gross primary enrolment increased to almost 98 percent in 2001. However, regular attendance and dropout are problematic. Infant mortality decreased from 145 per 1,000 live births in 1970 to 46 in 2003 and child mortality from 239 to 69 per 1,000 live births over the same period.

2. While Bangladesh is making progress towards the MDG related to food security, in 2005, the prevalence of underweight children under five years of age was still 40 percent, the proportion of population below the minimum level of dietary energy consumption was almost 20 percent²³. While food availability is overall improving, the availability per capita is reducing. Access to food remains on the other hand problematic for a large part of the population considering their low purchasing power.

3. Bangladesh is extremely vulnerable to natural disasters such as floods and cyclones (the latest being cyclone Sidr in 2007). It is largely recognised that climate change is affecting further the country, which is trapped between the melting snow caps in the Himalaya and the encroaching Bay of Bengal.

²⁰ World Bank, 2007, 'Bangladesh at a glance'.

²¹ UNDP, 2007, 'Human Development Report 2007/2008'.

²² World Bank, 2006, 'Bangladesh Country Assistance Strategy. 2006-2009'.

²³ People's Republic of Bangladesh, 2007, 'Millennium development goals. Mid-term Bangladesh progress report 2007'.

4. In addition the ongoing high food prices crisis also has dramatic consequences in Bangladesh, as it exposes directly the most food insecure population to further deterioration of their situation.

5. **Government priorities.** The Poverty Reduction Strategy (PRS) released in 2005 builds on the policy triangle of growth, human development and governance and argues for attention in the following areas: employment, nutrition, maternal health, quality of education, sanitation and safe water, etc. The two main pillars of the PRS are the improvement of the investment climate and the empowerment of the poor. In order to decrease the country's vulnerability to disaster, the Government is developing its capacity to address large-scale food shortages thanks to its national food reserve.

6. The country is presently in a transition period. The caretaker Government has scheduled parliamentary elections for the end of 2008. Changes are likely to take place next year and the UNDAF might be extended for another year (until 2011).

7. **International assistance.** The World Bank Country Assistance Strategy (CAS) 2006-2009, with at its core governance has been prepared jointly with the Asian Development Bank, DFID and Japan. According to DFID official development aid to Bangladesh is around US\$ 1,2 billion every year²⁴. For comparison purpose, the WFP CP represents around US\$ 50 million per year. The United Nation Development Assistance Framework (UNDAF) 2006-2010 has identified six national priorities to which WFP is actively contributing. Priority is given to integrated approaches considered essential in regions where needs are greatest, where broad-based development gains are still slow and shocks continue to impair progress. The CP time frame is presently in line with the UNDAF.

8. **WFP ongoing operations.** WFP is presently running three operations: an emergency operation for the victims of the cyclone Sidr, assistance to refugees from Myanmar and a country programme, the subject of this evaluation. In addition, WFP is, at the time of the TOR preparation, developing an EMOP to specifically target the food insecure populations affected by the high food price crisis.

Summary of WFP ongoing operations in Bangladesh

WFP operations	EMOP 10715.0	PRRO 10045.3	CP 10410.0
Title	Food Assistance to Cyclone-Affected Populations in Southern Bangladesh	Assistance to the Refugees from Myanmar	Country Programme – Bangladesh (2007-2010)
Duration	16 Nov 2007 to 31 Dec 2008	1 Jan 2006 to 31 Dec 2008	1 Jan 2007 to: 31 Dec 2010
Total cost	78,836,981 US\$	7,881,688 US\$	221,434,932 US\$

Source: WFP website August 2008

9. For a long time the emphasis of WFP activities in Bangladesh has shifted from emergency and relief to food aid for development. Since 1997 the food aid distributed under the CP represents more than 84percent of the food distributed by WFP in the country all operations together²⁵.

10. **Previous country programmes.** The CP under evaluation is actually the third one in Bangladesh, with activities already undertaken in the previous ones such as the vulnerable group development component. The first (1997-2001) pursued two goals: i) to build assets

²⁴ DFID, Bangladesh Interim Country Assistance Plan 2007 – 2009'.

²⁵ DRN, ADE, Baastel, ECO, NCG, 2004, 'Joint evaluation of effectiveness and impact of the enabling development policy of WFP'. In short for future reference: the Food Aid and Development (FAAD) evaluation. WFP, Standard Project Reports, 2006 and 2007.

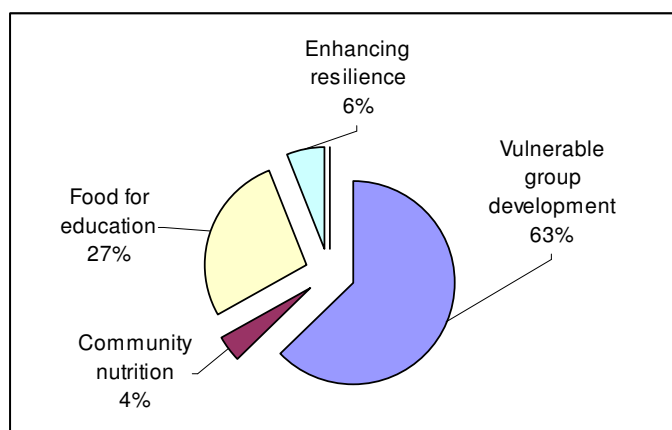
and promote self-reliance among the poor (focus on increasing food security, greater participation of women, focus on the poorest, expanded micro-credit); and ii) to save lives in emergency situations (focus on emergency preparedness). It included three main activities: 1) rural development (public assets creation); 2) vulnerable group development (targeting women improving their income generating skills and their basic knowledge on nutrition, health and social issues); and 3) support to refugees.

11. The goal of the 2001-2006 CP was to bring about sustainable improvements in food and nutrition security for the ultra-poor households. It included four components: vulnerable group development and rural development, both in continuation from the former project; integrated food security and school feeding, two new activities. This CP was evaluated in the context of the external Food Aid and Development (FAAD) evaluation conducted in 2004. The way conclusions and recommendations of this evaluation have been addressed in the CP under evaluation will be assessed by the evaluation team.

12. **Country programme 2007 – 2010**²⁶. The goal of this CP is to support the Government in achieving the MDGs by improving the food security of ultra-poor households, their nutritional well-being and their livelihoods. The CP focuses on 5 activities related to Strategic Objective (SO 2 to 5: 1) enhancing the food consumption and livelihoods of ultra-poor households (vulnerable groups development, or VGD); 2) enhancing the nutrition of women, children and adolescents; 3) enhancing enrolment, attendance and learning, and reducing drop-outs in pre-primary and primary school; 4) enhancing resilience to natural disasters; and 5) strengthening national and local capacity to manage food based programmes.

13. As indicated in the graph below, the CP focus is clearly put on the vulnerable group development, with 63 percent of the budget. It has also to be noted that no budget allocation was made in the project document for capacity development. This component is to be funded separately with cash funding under the second phase of the DFID/WFP partner agreement. While the initial budget amounted to US\$101.6 million for 263,650 mt, after four budget revisions, it has more than doubled and amounts now to US\$221.4 million.

Proportion of budget envisaged for each activity



Source: WFP, CP project document, annex III

14. According to the project document, the activities of the new CP are guided by the following three principles: 1) greater geographical concentration of complementary programmes to maximise the impact in places of highest need; 2) integrated packages designed to build synergy and build complementary interventions to the same locations; and 3) greater engagement in policy dialogues and capacity-building at the national and local levels.

²⁶ Operation fact sheet available in annex 5

1.B Stakeholders²⁷

15. **External stakeholders.** The Government is the main partner of WFP in this operation and also the single most important contributor (200,000 mt and some support in cash) for the implementation of the VGD. Within the Government the main counterparts are the Ministry of Finance coordinating the overall relationship with WFP, the Ministry of Women and Children Affairs for the VGD and CN components, Ministry of Local Government for the ER component and Ministry of Primary and Mass Education for the Food for Education component.

16. Among the bilateral donors, AusAID, Japan, USAID and DFID have provided support targeted on specific areas/issues.. AusAID which was the most important bilateral donor to the programme, has recently pulled out of the capacity development component as well as DFID. The implementation of the programme is supported by NGO cooperating partners such as the Rangpur Dinajpur Rural Service (RDRS) and the Bangladesh Rural Advancement Committee (BRAC).

17. **Internal stakeholders.** The CO is the main stakeholder responsible for the implementation of the CP. The CO will also be the main source of information for the evaluation as well as its primary user. Other stakeholders in WFP are the Regional Bureau and relevant Head Quarter units that provide support to the CO. The evaluation will be presented to the Executive Board (EB) which also approved the operation in 2006.

2. Reason for the evaluation

2.A Rationale

18. The rationale for undertaking the evaluation of the CP is mainly to be found in the project document which foresaw from the start a mid-term evaluation led by OEDE.

19. The operation falls into OEDE's selection criteria as defined in the draft evaluation policy²⁸:

a. Timing of the completion of the operation. The field mission is due to take place half-way through the project's implementation. The evaluation results will be available in time to strengthen and improve implementation and to feed into the preparation of the new country programme.

b. Funding level. The size of the programme and the level of funding 48 percent compared with the duration of implementation 40 percent (in August 2008) makes the evaluation meaningful.

c. Size of operations and categories. This operation falls into the portfolio of size of operations and categories selected for the biennium.

d. Past evaluations. The last OEDE-led evaluation of an operation in Bangladesh took place in 1999.

20. The primary users of the evaluation will be the WFP co; the counterparts in the Government, the international community and the NGOs. The evaluation will be presented to the Executive Board at the EB 2 2009.

²⁷ A stakeholder map is available in annex 6.

²⁸ WFP, 2008, 'Draft evaluation policy'.

2.B Objectives

21. All evaluations pursue the objective of accountability and learning²⁹. While the presentation of the evaluation to the EB will contribute to accountability, the primary objective of this evaluation is learning. Indeed the evaluation aims to provide the CO with an independent assessment of its CP implementation in order to fine-tune the activities and to inform the preparation of a possible extension of the CP in case the UNDAF is extended for one more year, or of a new programme.

3. Scope of the evaluation

3.A Scope

22. The evaluation covers CP 10410.1 from its start until the end of 2008. It includes all components, target groups, sources of funding. As some of the activities undertaken in the CP under evaluation were already implemented during the previous CP, the evaluation team will take a longer time perspective on some issues. Indeed most of the components of the present CP were already ongoing during the previous CP. The previous CP evaluation results will be taken into consideration and changes and evolution since then looked into.

23. Taking into consideration that various activities have different monitoring cycles, the evaluation will use the compiled data up to the latest monitoring cycle available at the CO level.

3.B Evaluability assessment

24. The logic model available in annex of the project document makes a clear difference between the goals at national level and outcomes at WFP level. It provides a range of performance indicators at outcome level for each CP component. A more detailed logic model provides quantified outputs indicators as developed during the planning exercises undertaken by the CO with the main partners³⁰. However, some performance indicators are too vague and the evaluation team will have to identify proxies to assess WFP achievements. It is mainly true when it comes to capacity-building (component 5).

25. The CO has undertaken outcome surveys for the components of the previous CP which will be very useful for the evaluation team. Baselines surveys are also available for each component of the new CP. In addition the CO has developed a comprehensive web-based monitoring system for processes. The monitoring system for outputs is still however under development. A survey on the outcome of the first programming cycle of the VGD component (2007-2008) is due to take place before the end of the year and data should therefore be available to the evaluation team at the time of the mission early next year.

²⁹ According to the draft evaluation policy (op. cit.) learning means that lessons are drawn from experience, accepted and internalised in new practices thereby building on success and avoiding past mistakes. Accountability is the obligation to account for (and report on) work carried out and results achieved, using planned objectives and targets as the benchmark against which to assess performance.

³⁰ To be provided by the CO on the basis of quantified targets developed during planning sessions.

4. Key issues/key evaluation questions

26. The evaluation will proceed to a systematic analysis of the following issues, further developed in evaluation report template available in annex 3:

- **Operation design: relevance and appropriateness.** Here the evaluation will analyse the objectives of the operation, its internal and external coherence, its design as well as the appropriateness of the activities according to needs.
- **Outputs and implementation processes: elements of efficiency.** It includes an analysis of the level of outputs, the channels of delivery, the implementation mechanisms, the external and internal institutional arrangements, the cost and funding of the operation as well as its cost-efficiency.
- **Results.** Here the evaluation will assess to the extent possible the effectiveness, impact and sustainability of the operation.
- **Cross cutting issues.** The main cross-cutting issues to be taken into consideration are gender, partnership, capacity development, advocacy, protection, environmental impact/coping with climate change.

27. Within the above framework, the evaluation will look more specifically in the following issues:

- **VGD.** The evaluation will focus on VGD the most important component of the CP and the most important safety net programme of the Government. All stakeholders met during the preparatory mission recognise the need for the evaluation team to pay particular attention to its design, targeting and implementation mechanisms.
- **Nutrition.** Because malnutrition remains problematic in the country, the evaluation will pay particular attention to how the CP is addressing it. While the community nutrition component of the CP is rather small, nutrition issues cut-across various components. The VGD includes wheat fortification and distribution and fortified biscuits are produced for the food for education component.
- **Recovery and development.** In view of the accent put by WFP on food aid for development while the country is regularly affected by emergencies, the evaluation will look at the link between recovery and development. It should in this regard benefit from the strategic evaluation presently undertaken by OEDE on recovery activities, which includes Bangladesh as a case study.
- **Emergency and development.** The CP includes a component to address emergencies, which is rather exceptional if not unique in a CP. The evaluation will assess the opportunity of having such component in a CP, the value added and potential challenges, and how the emergency component of the CP relates to emergency responses in the recent past.
- **Guiding principles** of geographic concentration, integrated package and policy dialogue were put forward in the project document namely on the basis of the results of previous evaluation exercises. The evaluation will assess how effectively they are implemented.

5. Evaluation approach

5.A Methodology

28. The approach followed from the evaluation onset will be as participative as possible. Stakeholders will participate in the evaluation through discussions, consultations, providing comments on draft documents and as well as replying to the recommendations made the evaluation. In gathering data and views from stakeholders, the evaluation team will ensure that it considers a cross-section of stakeholders with potentially diverse views to ensure the evaluation findings are as impartial as possible.

29. This formative evaluation will use the programme theory in order to assess whether or not results are (likely to be) achieved. *“The programme theory can both contribute to improving the design and implementation of the ongoing program and recommend whether, where, and how the project could be scaled up or applied to other settings”*³¹.

30. The evaluation will assess the logic model. An evaluation matrix will be developed in the pre-mission report. The evaluation matrix intends to link the key issues to relevant sub-issues and indicators. It also identifies sources and methods of data collection and will guide the evaluation throughout the process.

31. The evaluation will be based on analysis of secondary data and on qualitative data collection:

- A review of documents and data. As much as possible secondary data will be assessed during the pre-mission phase to start addressing evaluation issues and identify the information gaps prior to the in country mission. The monitoring data and results of the baseline and outcome surveys will be made available by the CO prior to the mission so that these can be analysed during the pre-mission phase.
- Interviews – focus groups. The evaluation team will have the opportunity to discuss with key informants in WFP (HQ, RB, CO and Sub-Offices) as well as with external stakeholders in Bangladesh.
- Field visits. The evaluation will spend at least half the mission time to Bangladesh in the field in order to meet with past (where possible), present beneficiaries and (if possible) non-beneficiaries and assess the results achieved by WFP. The evaluation team will select sites to visit according to explicit selection criteria to be presented in the pre-mission report. These sites should be as representative as possible of WFP activities. Limitations to sites visits and the consequences on the evaluation results will have to be made explicit.

5.B Evaluation Quality Assurance System

32. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the United Nations Evaluation Group norms and standards and good practice of the international evaluation community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. All these tools are available with OEDE. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

³¹ For further details on programme theory see, Bamberger, Rugh and Mabry, 2006, ‘Real World Evaluation’.

33. Concerning the quality of data and information, the evaluation team will ensure systematic checks on accuracy, consistency and validity of collected data and information.

5.C Phases and deliverables

34. The evaluation process includes six main phases as follows:

35. **Initial phase.** This period is dedicated to consulting stakeholders, identifying the consultants, and preparing the TOR, the evaluation budget and the job descriptions for each evaluation team member. Consultation with stakeholders (mainly the CO) are extensive at this stage in order to ensure that at the end of this phase there is a common understanding of the objective and scope of the evaluation, the approach to be followed, the key issues to be addressed and the operation's logical framework.

36. The draft TOR will be shared for comments. Following EQAS, the quality of the various outputs will be checked by the Director of the Office of evaluation before their approval.

37. During this phase, a preparatory mission took place in consultation between OEDE and the CO according to the issues related to the evaluation which need to be resolved from the TOR onwards. The preparatory mission was undertaken by the evaluation manager and provided an opportunity to meet with stakeholders to discuss the evaluation objective, assess monitoring data quality and availability and identify national consultants to be part of the evaluation team.

38. **Pre-mission phase.** The first step of the evaluation process is a desk review leading to the drafting of a pre-mission report. The purpose of this report is two-fold: (i) review and clarify the TOR and present the methodology to be used to undertake the evaluation; and (ii) present the preliminary findings of the desk review and identify information gaps to be filled with data collected during the evaluation mission.

39. This phase includes a briefing of the evaluation team, the review of documents to be provided by various stakeholders and the evaluation manager and the preparation of the pre-mission report. The quality of the first draft version of the report will be checked by OEDE before being shared with the stakeholders for comments.

40. **Evaluation mission phase.** Field work will be undertaken in-country, both in the capital and the operation areas. It consists of three main steps:

- **Briefing:** the mission will start with a meeting with the CO to discuss the pre-mission report and continue with meetings with key stakeholders in Islamabad, to brief them about the evaluation.
- **Data collection:** as proposed in the methodology section above and refined in the pre-mission report. At least half the mission should be spent in the field.
- **Debriefing:** at the end of the mission the evaluation team will present its findings, conclusions and preliminary recommendations during a stakeholders meeting. These will be summarised in an Aide-memoir. Stakeholders in HQ can participate via a teleconference.

41. **Reporting phase.** The findings are brought together in a succinct evaluation report. All conclusions presented are based on the findings. Linkages between conclusions and recommendations are established. The quality of the evaluation report will be checked by OEDE prior to being shared with stakeholders for comments.

42. Once the evaluation report has been revised, the team leader will prepare the summary report to be presented to the Executive Board. Again the quality of the summary will be checked by OEDE prior to being shared with stakeholders for comments.

43. **Management response phase.** The key stakeholders, under the coordination of the Office of the Executive Director, will have the opportunity to provide a written response to the recommendations made by the evaluation, which will be presented as a separate document to the EB at the same time than the evaluation report.

44. **Presentation/dissemination phase.** The summary report and the management response will be presented at the EB at the same time as the new project (if any). Lessons learnt from the evaluation will be shared with colleagues as appropriate.

45. Templates for the various outputs are available in annex 3.

Summary of phases, activities and timing

	Indicative n° of days																																					
	TL	TM1	TM2	Total	08-Dec	15-Dec	22-Dec	29-Dec	05-Jan	12-Jan	19-Jan	26-Jan	02-Feb	09-Feb	16-Feb	23-Feb	02-Mar	09-Mar	16-Mar	23-Mar	30-Mar	06-Apr	13-Apr	20-Apr	27-Apr	04-May	11-May	18-May	25-May	01-Jun	08-Jun	15-Jun	22-Jun	29-Jun				
Evaluation phase																																						
1 Pre-mission report																																						
Brief team in Rome	4	4	1	9																																		
Prepare draft Pre-mission report	10	7	3	20																																		
Feedback on quality																																						
Revise pre- mission report	1			1																																		
Final feedback on quality																																						
2 Evaluation Mission																																						
Field trip	21	21	19	61																																		
3 Evaluation report																																						
Prepare evaluation report	15	7	5	27																																		
Feedback on quality																																						
revise evaluation report	2	1		3																																		
Final feedback on quality																																						
Share report with stakeholders	1			1																																		
Respond to comments	1			1																																		
Revise evaluation report	2			2																																		
Report approval																																						
4 Evaluation summary report																																						
Prepare evaluation summary report	3			3																																		
Feedback on quality																																						
Share report with stakeholders	1			1																																		
Revise evaluation report																																						
Report approval																																						
TOTAL DAYS	60	40	28	127																																		

6. Organisation of the evaluation

6.A Expertise of the evaluation team

46. The evaluation team will be composed of the team leader and two team members (one international and one national), all externally recruited. The team leader will have an evaluation background. All of them will be independent consultants with no past direct involvement in the CP under evaluation.

47. Considering the activities of the CP and the key issues identified in section 4, the evaluation team members will combine the following expertise: food security/food aid, livelihoods and nutrition. Together they will also have a good knowledge of Bangladesh and of WFP.

The team members report to the team leader during the evaluation process and are responsible for timely submission of individual inputs. The team leader is responsible for consolidating the inputs and for the timely submission to the evaluation manager of the various reports using the relevant EQAS report templates (see annex 3).

6.B WFP stakeholders roles and responsibilities

48. The evaluation is managed by OEDE who appointed Anne-Claire Luzot as evaluation manager. She will be responsible for managing the whole evaluation process which mainly includes the following:

- Regular consultations with stakeholders
- Preparation of terms of reference including preparatory mission
- Selection and recruitment of evaluation team
- Budget preparation and management

- Evaluation team briefing
- Preparation of field mission together with the CO focal point
- Quality assurance
- Reports dissemination
- Main interlocutor between the evaluation team and WFP

49. The CO, a key stakeholder to this evaluation, is responsible for :

- Providing, to the evaluation manager and to the evaluation team, of access to all information necessary to undertake the evaluation;
- Making time to the evaluation manager and to the evaluation team to discuss the programme, its performance and results;
- Logistic support in the organisation of the mission in Bangladesh: set up meetings in the Dhaka; organise the field trips; and provide transport.

50. Other WFP stakeholders in the RB and HQ will be kept regularly informed on the evaluation process and consulted as appropriate. They will also be key informants to the evaluation according to their respective field of expertise and/or role in the CP.

6.C Communication

51. All evaluation documents will be drafted in English. The CO will provide support in case interpretation is needed during field visits. As mentioned earlier regular consultations will take place and the evaluation team will share its findings as soon as they are available. Once the evaluation is completed, lessons learnt will be drawn and shared by OEDE as appropriate. The evaluation will be presented to the Executive Board.

6.D Budget

52. The budget follows the EQAS requirements. The planned total cost for this evaluation will not exceed US\$100,000. The evaluation will be financed from DSC.

Annexes

1. Background documents on evaluation concepts

The evaluation will abide by the following standards and code on the United Nation Evaluation Group:

<ul style="list-style-type: none"> • Norms for Evaluation in the UN System • Standards for Evaluation in the UN System
1. Code of Conduct for Evaluation in the UN System

2. Bibliography

WFP documents

Briefs: food for education programme, VGD, enhancing resilience, food security, etc.
 Checklists: Community nutrition, enhancing resilience activities, food for education, VGD, etc.

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External documents: background

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 World Bank, 2005, 'Bangladesh country assistance strategy. 2006 – 2009'.
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External documents: evaluations, baseline and outcome surveys

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 ESDO, 2008, "End-Cycle Nutrition Outcome Report on WFP-Assisted Community Nutrition (CN) Activity> Duration: January – June 2008".
 SURCH, 2007, "baseline survey report on food for education activity".
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3. Reports templates

2. Pre-mission report
3. Evaluation report
4. Summary Report

4. Job Description (JD) evaluation team

5. Team leader
6. Team member 1
7. Team member 2

5. Operation fact sheet

Operation	CP 10410.0
Title	Country Programme – Bangladesh (2007-2010)
Initial budget	US\$ 101,580,060
Initial tonnage (mt)	263,650
Initial number of beneficiaries	2,356,200
Initial duration	4 years
Budget revision 1 June 2007	In-kind contribution from the Government and in cash contribution from Australia
Budget revision 2 September 2007	Address floods victims under activity 4 enhancing resilience
Budget revision 3 May 2008	In-kind contribution from the Government and in cash contribution from Australia
Budget revision 4 June 2008	Address floods victims under activity 4 enhancing resilience
Budget as at August 2008	US\$ 221,434,932
Level of funding according to implementation as at August 2008	The project is implementation time is at 40% and level of funding at 48%.

6. Stakeholders map

Stakeholder groups	Role in the operation	Interest in the evaluation	Implication for the evaluation
Beneficiaries			
Vulnerable food insecure households, ultra-poor rural women, children (6 to 24 months), pregnant and lactating mothers and adolescent girls, school-aged children, etc.	Direct recipients of WFP assistance provided through the CP	The evaluation findings are likely to affect the beneficiaries	Some beneficiaries will be key informants during the evaluation process
Government			
Ministry of Food and Disaster Management (MFDM)	Releases contribution in kind from local depots nearest to WFP distribution sites.	Evaluation findings will impact on the implementation of the second part of the CP and thus on the interaction between various Ministries and WFP.	Government partners will be actively involved during all the evaluation process. They will be key informants during the evaluation mission and will be invited to provide comments on all evaluation documents.
Ministry of Women and Children Affairs	Partner responsible for the implementation of the Vulnerable Group Development and community nutrition components of the CP		
Ministry of Primary and Mass Education	Partner responsible for the implementation of the Food for Education component of the CP		
Ministry of Local Government	Partner responsible for the implementation of the enhancing resilience component of the CP		

Multilateral and bilateral Partners			
Australia	Contributed to the CP in 2007 and ended their contribution afterwards	The evaluation meets the purpose of accountability. In addition some donors have locally particular interest in CP implementation according to their own priorities in the country.	To be regularly consulted through various steps of the evaluation process.
US - USDA	Contributes to the CP – food for education component		
Japan	Contributes to the CP – Enhancing resilience component		
DFID	To contribute to the CP – capacity-building component		
NGOs			
Jagarani Chakra (JC) FIVDB, RDRS, etc.	Main cooperation partners in charge of the training activities of the VGD component of the CP	Evaluation findings will impact the implementation of the CP and therefore possibly their partnerships with WFP	Key NGO partners will be actively involved during all the evaluation process. They will be key informants during the evaluation mission and will be invited to provide comments on all evaluation documents.
ESDO, etc.	Main cooperation partner in charge of the training activities of the FFE, enhancing resilience and CN components of the CP		
WFP			
Co	Responsible for CP implementation	Direct interest in the evaluation as primary user of the evaluation findings to: i) reinforce and possibly reorient implementation and ii) develop the next project.	Main stakeholder and user, the CO will be actively involved at all steps of the evaluation process. It will also be responsible to organise meetings and provide logistic support during the mission.
Regional Bureau	Provides support to the CO	Evaluation findings to guide further support	Relevant RB staff to be regularly consulted during the evaluation process
WFP corporately	Provides technical support to the CO Provides quality assurance through the Programme Review Committee process	Evaluation findings might inform lessons learnt at corporate level	No direct implication
Executive Board	Approved the operation No direct role in its implementation	Accountability	The summary evaluation report will be presented to the EB 2 2009.

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Annex 3: List of persons met and places visited

Person met	Title	Institution/ organisation
Ms Anne-Claire Luzot	Evaluation Manager	WFP OEDE Rome
Ms Caroline Heider	Director, OEDE	WFP, Rome
Mrs. Edith Heines	MCH Division, Program Design Division, Rome	MCH Division, Program Design Division, Rome
Martin Ohlsen	Chief OMLT, Logistics	WFP, Rome
Gaston Sebuogori	COMPAS Unit	WFP, Rome
François Buratto	Head field procurement	WFP, Rome
Ms Christine Grignon	Donor relations	WFP, Rome
Ms Emily Sidaner	School Feeding	WFP, Rome
Mr. John Aylieff	Country director WFP Bangladesh	WFP Co
Mr Michael Dunford	Deputy Country director	WFP Co
Mr Rezaul Karim	Head of Programme Implementation Section	WFP Co
Mr John Mcharris	Head of Programme Support Section	WFP Co
Mr. Ezaz Nabi	Monitoring and Evaluation	WFP Co
Ms Kaniz Fatima	Head of VGD Unit	WFP Co
Mr. M Abdul Quddus	Nutrition Adviser, UN WFP (retired)	WFP Co
Mr. M. Zahirul Islam	Head Food for Education Unit, Programme Implementation Section	WFP Co
Ms. Syeda Nazneen Akther	COMPAS Data Analyst, Logistic Unit	WFP Co
Mr. S.M. Abdur Rahman	Procurement Assistant Logistic Unit	WFP Co
Mr Momtaz Uddin Ahmed	General Manager	Masafi Bread and Biscuit Industry LTD,
Mr. Saiful Huda Chowdhury	Technical Director	Goral; Mirzapur, Tangail
Mrs. Sneha Lata	Assistant Field Officer	WFP Sub-office Dhaka-Sylhet
Mr. Murshed Ali	Head teacher	Primary School 'Saitdhar the Government of Bangladesh', Nikli Union, Nikli Upazila, Kishoreganj District
Mr. M. Jama Uddin	Chairman SMC	School Management Committee (SMC)
Mrs. Faujia Akter	Member SMC	
Mr. Roushan Aktrer	Member SMC	
Mr. Saiful Islam	Member SMC	
Mrs. Shahana Begum	Member SMC	
Mr. Adbul	Upazila Education Officer	Upazila Education Office
Mr. Mahmudul Kashem	Field supervisor	PROSHIKA Service providing NGO
Mr. Mahbubul Alam Khan	Programme Manager	
Mr. ASM Mahbubul Alam	Deputy Commissioner, Kishoreganj	District
Mr. Madasser Hossain	District Primary Education Officer	
Mr. Rashedur Rahman Sardar	Assistant Commissioner and staff officer DC	

Person met	Title	Institution/ organisation
	MFU Manager	WFP / BRAC Milling Fortification Unit (MFU), Sirajgonj district
Mr. Shantosh	MFU Manager	WFP / BRAC MFU, Gaibandha district
Mr. Harun Rashid	Head teacher, FFE focal point	Primary School 'Kokai Kashdoa', Santiram Union, Sundarganj Upazila in Gaibandha district
Mr. Abdul Kashem	Chairman SMC, and FFE Focal point from community	School Management Committee (SMC)
Mrs. Sultana Razia	Member SMC, female member	
Mr. Khaliur Rahman	Member SMC, parent of student	
Mr. Anondo	Field Monitor FFE	RDRS Service providing NGO
	Warehouse Manager	WFP / RDRS FFE warehouse at Gaibandha
Mrs. Baby Begum	Village Nutrition Promotor (VNP), Saghata Upazila, Ward 3	CN centre Saghata Upazila, Gaibandha district
Mrs. Asma Akter	VNP, Udakhali Union, Fulchhari Upazila, Ward 3	CN centre Fulchhari Upazila, Gaibandha district
Mr. Paban Kumar Sharkar	Upazila Women Aiffaires Officer (UWAO), Upazila Saghata, Gaibandha	Upazila Women Affairs Office
Mrs. Rekha Rani	UWAO, Upazila Fulchhari, Gaibandha	
Mr. Atal Kumar Majumder	Deputy Program Co-ordinator, Dhaka Office	Eco-Social Development Organization (ESDO), Service providing NGO
Mr. Atiqur Rahman Dulal	Assistant Programme Co-ordinator Sub-office Gaibandha	
Mr. Reswanur	District Coordinator, Gaibandha	
Mr. Shahidul Islam	Trainer Cum Supervisor, Gaibandha	
Mr. Shahajahan Mia	Upazila Manager (Monitor), Upazila Saghata, Gaibandha	
Mr. Anwarul Kabir	Programme Coordinator-North, Coordination and Head	WFP Sub-office Rangpur
Mr. Rashidul Hasan	Field Officer, Focal Point FFE	
Mr. Md. Sumon Al Mamun	Assistant Field Officer	
Mrs. Suman Kishmat	Assistant Field Officer	
Mr Carel de Rooy	Country Representative, UNICEF	UNICEF, Dhaka
Ms. Josephine Iziku Ippe	Nutrition Manager Health and Nutrition Section	UNICEF, Dhaka
Mr David Hill	Head of Office, EU ECHO	EU, Delegation Dhaka
Ms Laila Jasmin Banu	Programme Officer Food Security	EU, Delegation Dhaka
Mr Robert Beadle	Country director	CIDA, Dhaka
Mr Mr. Walter Shepherd	Country director	USAID, Dhaka
Ms Penny Davies	Snr Natural Resources Adviser	DFID, Dhaka
Ms Leda Tyrrel	Second Secretary	AusAIDid Dhaka

Annex 4: Methodology/evaluation matrix

Methodology

The Evaluation approach relies on qualitative methods supported by evidence from analysis of quantitative data available from secondary sources largely provided by OEDE and the CO. The primary reference point for performance assessment is the completed logical framework.

The three-day briefing mission for the Team Leader was followed by a review of the documents provided and preliminary analysis and findings outlined in Section 5 of the Pre-Mission Report.

The Mission to Bangladesh took place from 9 February to 3 March 2009. A total of six FFE, three VGD, four CN and three ER sites were visited in four districts of Kurigram, Gaibandha, Sirajganj and Kishoreganj. The remaining time was spent in Dhaka.

In Dhaka, the team was briefed by the WFP CO including from the CD, Heads of Components/Activities and the head of M&E. This included feedback and discussion of the Pre-Mission Report. Interviews were held with key donors notably AusAID, USAID, CIDA and DFID; UN partners including UNICEF; programme partners from government including representatives of Ministry of Food and Disaster Management, Ministry of Women and Children Affairs, Ministry of Health and Family Welfare, Ministry of Primary and Mass Education, Ministry of Local Government; other partners such as BRAC (Evaluation Unit and Ultra-Poor programme Unit); and other resource people, e.g. from similar programmes (such as the Chars Livelihood Programme). A list of people met and sites visited is at Annex 3.

Given the limitations of time available for the Evaluation compared with the scale of WFP's operations in Bangladesh, the methods adopted for the field mission were:

- qualitative;
- aimed at triangulating reports and data provided by the OEDE and CO (including progress reported in the log-frame); and
- intended to cross-check with data and analysis available in other reports or intimated by stakeholder interviews.

The principal tools used were interviews and focus group discussions. Prior to field visits, the team drafted key stakeholder and field checklists elaborated from the Evaluation Matrix.

The documentary evidence included global WFP policy frameworks, country-level policy and programme documentation and activity-level studies and reports. A bibliography is at Annex 2.

The selection of Upazilas (and project sites within them) was made with a view to broadly comparing the following:

- High performing/low performing programme areas;
- Areas with all WFP activities/with one component only.

Based on the data provided by the CO indicating the distribution of activities in 2007 and 2008, the Map in Annex 7 of the Pre-Mission Report and low/high performing activities, Annex 8 of the Pre-Mission Report summarises the situation in the five Districts where there are more than two CP activities. From this, a long-list of upazilas (and Unions) was proposed in Table 1 below. Field visits were undertaken as proposed to Kurigram, Gaibandha and Sirajganj Districts.

Table 1: Selection of Field Visit Sites

District	Upazila	VGD	CN	FFE	ER	Union	Priority
Kurigram	Nageshwari	x		x		Nageshwari Ramkhana	
	Bhurungamari	x		x		Bhurungamari	
	Ulipur	x		x	x	Ulipur Tabokpur	1
	Char Rajibur	x		x		Rajibur	
Gaibandha	Fulchari	x	x		x	Any including Udakhali or Uria	1
	Sundarganj	x		x	x	Belka	
	Saghatta	x	x	x		Saghatta and Padumshar 2 or Muktinagar 1 or Jummerbari 2	1
	Gobindaganj	x	x	x		Darbasta 1 Kamdia (Brinithi) and any of: Gumaniganj 3 Mahimaganj 3 Rakhalburuz 3 Salmara 3	
Sirajganj	Shahjadpur	x			x	Shahjadpur	
	Tarash	x			x	Tarash	
Rangpur	Any 1	x				Any 2	

The CO finalised the programme with regard to logistics and with the objective of selecting project sites which are remote from main roads.

The Team requested that locally-known senior WFP or NGO staff should not accompany the mission at field sites so that beneficiary responses are not influenced in any way.

A debriefing session with the CO was held on 2nd March 2009 and an aide-memoire was presented by the Evaluation Team.

Evaluation matrix

	Issue/Question	Indicators	Main sources of information
	OPERATIONAL DESIGN		
	Relevance and appropriateness		
	Is the CP in line with the priority needs of the country and beneficiaries? sector needs location	Depth, distribution, gender impact of: ❖ Poverty incidence/Below poverty line population ❖ Food insecurity ❖ Health and Nutrition indicators ❖ Education outcomes ❖ Vulnerability to natural disaster	Review of Documents ❖ CP Document and Action Plan ❖ Bangladesh Poverty Reduction Strategy ❖ Vulnerability Analysis Mapping ❖ Baseline surveys
	To what extent is the CP coherent with: WFP policies; Other WFP interventions in the country; WFP vulnerability analysis?	❖ Consistency between policy statements and CP planning ❖ Extent to which CP Document reflects relevant WFP policies ❖ Degree of linkages/complementarity between different CP Components ❖ VGD, CN, FFE, ER consistency with policy statements ❖ Joint programming meetings CP, PRRP, EMOP	Review of Documents ❖ CP Document and Action Plan ❖ Enabling Development policy ❖ Enhanced Commitments to Women ❖ Strategic Plan 2004-2007 and 2008-11 ❖ PRRO and EMOP ❖ Vulnerability Analysis Mapping ❖ Food for Nutrition : Mainstreaming Nutrition in WFP ❖ WFP Basic Guide: School Feeding Interviews with: ❖ CD
	To what extent do the objectives of the CP contribute to the MDGs?	❖ Achievement of log-frame indicators at Goal level	Review of Documents ❖ CP Document, Action Plan and Monitoring reports ❖ CP Outcome reports ❖ The World Food Programme and the MDGs 2008 ❖ MDG Progress Report: Bangladesh ❖ To the MDGs and Beyond : Accountability and Institutional Innovation in Bangladesh

Issue/Question	Indicators	Main sources of information
<p>To what extent is the CP coherent with policies of: Government; UN Partners; Other donors' policies and interventions?</p>	<ul style="list-style-type: none"> ❖ Consistency between policy statements and CP planning ❖ VGD, CN, FFE, ER consistency with policy statements 	<p>Review of Documents</p> <ul style="list-style-type: none"> ❖ CP Document and Action Plan ❖ Bangladesh Poverty Reduction Strategy ❖ MDG Progress Report ❖ National Sector Programme policies (health, nutrition, education) ❖ Bangladesh UNDAF Framework 2006-10 ❖ Review of main donor priorities and interventions in Bangladesh <p>Interviews with:</p> <ul style="list-style-type: none"> ❖ The Government of Bangladesh representatives ❖ Donors (AusAID, USAid, DFID, BRAC) ❖ UNICEF, WHO, FAO, UNDP
<p>Integration</p> <p>How is the size and number of beneficiaries for each component justified?</p> <p>What is the degree, desirability and effectiveness of integration of programme activities, and what are the trade-offs?</p> <p>What are the programmatic linkages between the components?</p> <p>What is the rationale for, and programmatic linkages (if any) of the CP with PRRO and EMOP activities ?</p> <p>How does the ER operate in this context – does it provide a bridge between programmes?</p>	<ul style="list-style-type: none"> ❖ Documented justification ❖ Joint programming and reporting ❖ Co-location of components ❖ Beneficiary satisfaction 	<p>Review of Documents</p> <ul style="list-style-type: none"> ❖ CP Document and Action Plan ❖ Monitoring reports, Outcome Studies ❖ Budgets, workplans ❖ CO meeting minutes <p>Interviews with:</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ Beneficiaries ❖ Donors and NGOs

Issue/Question	Indicators	Main sources of information
Does each Component contain the right balance of inputs and activities to address the anticipated Outcomes?	❖ Timely achievement of log-frame indicators	Review of Documents <ul style="list-style-type: none"> ❖ Monitoring reports, Outcome Studies ❖ Budgets, Financial reports workplans ❖ NGO reports Interviews with: <ul style="list-style-type: none"> ❖ CD and CO staff ❖ Beneficiaries ❖ Donors and NGOs ❖ Bangladesh Government representatives
What is the 'added-value' of the WFP operation and the extent to which the CP places emphasis on this? Is food-aid an appropriate instrument?	<ul style="list-style-type: none"> ❖ % of WFP CP resources in the Government of Bangladesh programmes ❖ Evidence of 'criticality' of WFP support (substitute resources available) ❖ the Government of Bangladesh requests for specific WFP resources/support ❖ WFP reporting and programming 	Review of Documents <ul style="list-style-type: none"> ❖ CP Document and Action Plan ❖ CP reporting ❖ Budgets, workplans ❖ the Government of Bangladesh reports, correspondence Interviews with: <ul style="list-style-type: none"> ❖ CD and CO staff ❖ the Government of Bangladesh representatives ❖ Donors and NGOs
Evidence of programmatic exit mechanisms including capacity-building	<ul style="list-style-type: none"> ❖ Component-wise targets to complete activities and withdraw WFP resources ❖ CP Exit Strategy ❖ Capacity-building programme 	Review of Documents <ul style="list-style-type: none"> ❖ CP Document and Action Plan ❖ CP reporting Interviews with: <ul style="list-style-type: none"> ❖ CD and CO staff ❖ the Government of Bangladesh representatives ❖ Donors and NGOs
To what extent were/are implementing partners and beneficiaries involved in planning, decision-making and implementation?	❖ Participation in planning meetings	Review of Documents <ul style="list-style-type: none"> ❖ CP Document and Action Plan ❖ CP reporting ❖ Meeting minutes/attendance reports Interviews with: <ul style="list-style-type: none"> ❖ CD and CO staff ❖ the Government of Bangladesh representatives ❖ Donors and NGOs

Issue/Question	Indicators	Main sources of information
What have been the causes and implications of the lack of funding for the Capacity-Building component?	<ul style="list-style-type: none"> ❖ Non-achievement of log-frame targets in other components ❖ Delayed exit of WFP support 	Review of Documents <ul style="list-style-type: none"> ❖ DFID Review Interviews with: <ul style="list-style-type: none"> ❖ CD and CO staff ❖ the Government of Bangladesh representatives ❖ Donors and NGOs
OUTPUT AND IMPLEMENTATION PROCESSES		
Efficiency		
What is the level of resourcing of the CP? How does this match approved budget? How flexible are contributions? What is the balance of cash and in-kind? How does this affect expenditure?	<ul style="list-style-type: none"> ❖ Contributions v budget ❖ Type of contribution and links to activities 	Review of Documents <ul style="list-style-type: none"> ❖ Financial reports – budget and resourcing update ❖ Workplans Interviews with: <ul style="list-style-type: none"> ❖ CD
What have been the CP inputs for each component to date? How do these compare to planned inputs? Why have VGD cash/asset grants been dropped? What are the implications of this?	<ul style="list-style-type: none"> ❖ Expenditure (mt and US\$) by activity ❖ Expertise provided ❖ Time inputs 	Review of Reports <ul style="list-style-type: none"> ❖ Latest budget revision & resourcing update ❖ Expenditure and activity reports ❖ Implementation/activity plans Interviews with: <ul style="list-style-type: none"> ❖ CD and CO staff
What are the qualitative and quantitative outputs of each of the components? Are these on track to meet targets?	See Component-wise below	Review of Reports <ul style="list-style-type: none"> ❖ Review of progress/utilization reports ❖ Results and Resources Matrix ❖ Beneficiary/partner interviews ❖ Monitoring Reports ❖ Standard Project Reports 2007 and 2008 (?) Interviews with: <ul style="list-style-type: none"> ❖ CO staff
1. VGD 1.1 Was the target number of beneficiaries reached? 1.2 Were other log-frame targets reached? 1.3 What is the overlap of benefits received by	<ul style="list-style-type: none"> ❖ Nos. of rural ultra-poor women provided rice or fortified atta as per entitlement ❖ Nos. of rural ultra-poor women received cash support (dropped from CP) ❖ Nos. of rural ultra-poor women provided 	Review of Reports <ul style="list-style-type: none"> ❖ VGD Monthly and Annual Monitoring Reports Interviews of key informants <ul style="list-style-type: none"> ❖ CO staff ❖ VGD Committees

Issue/Question	Indicators	Main sources of information
beneficiaries? 1.4 What are the criteria used? 1.5 Why are more women trained than receive either food rations or cash/asset support? 1.6 If targets have not been reached, why not?	with single grant asset for income generating activities ❖ Nos. of rural ultra-poor women trained on life skills and income generation skills	❖ Beneficiaries
2. Community Nutrition 2.1 Was the target number of beneficiaries reached? 2.2 Were nutrition education sessions organised? 2.3 Were women given kitchen gardening training? 2.4 Were women referred to VGD? and in the affirmative, what proportion of beneficiary women were referred to VDD? 2.5 Was de-worming implemented? 2.6 If targets have not been reached, why not?	❖ % of planned beneficiaries provided with fortified blended food: Children (6 months to 2 years) Adolescent girls Pregnant women Lactating mothers ❖ % of beneficiary pregnant women and lactating mothers from rural ultra-poor households who received health and nutrition education ❖ % of beneficiary pregnant women and lactating mothers from rural ultra-poor households who received training in kitchen gardening ❖ % of beneficiary pregnant women and nursing mothers referred to VGD ❖ % of beneficiaries who received de-worming tablets	Review of Reports ❖ End-cycle nutrition outcome reports by implementing NGO partners for: 1st Cycle starting: May 2007 (?) 2nd Cycle: January 2008- June 2008 (available) 3rd Cycle: July 2008-December 2008 (?) Interviews of key informants during field visits ❖ Village Nutrition Promoters (VNP) ❖ Beneficiaries Focus group discussion with Community Nutrition Teams (CNT)
3. FFE 3.1 Was the target number of beneficiaries reached? 3.1.1 Pre-primary 3.1.2 Primary 3.2 Were de-worming tablets provided twice a year as planned? 3.3 If targets have not been reached, why not?	❖ Numbers of boys and girls receiving a snack of 75 gram of fortified high-energy biscuits food aid in WFP-assisted pre-primary schools ❖ Numbers of boys and girls receiving a snack of 75 gram of fortified high-energy biscuits food aid in WFP-assisted primary school (mt) of biscuits distributed ❖ Number of students received de-worming tablets twice a year	Review of Reports ❖ WFP Bangladesh 2007 Monitoring Report (Jan-Dec) ❖ Quarterly utilization reports and narrative reports submitted by NGO partners ❖ WFP and NGOs monitoring visits' reports Interviews of key informants during field visits ❖ District Primary Education Officers (DPEO) ❖ Headmasters ❖ Implementing NGOs Focus group discussions

Issue/Question	Indicators	Main sources of information
<p>4. ER 4.1 Have log-frame targets been reached? 4.2 If targets have not been reached, why not?</p>	<ul style="list-style-type: none"> ❖ Project participants from rural ultra-poor households received training in disaster preparedness ❖ Project participants from rural ultra-poor households received training in marketable skills for post-disaster situations ❖ Existing community assets are made more resilient and new ones are less vulnerable to hazards ❖ Local institutions provided training on disaster preparedness ❖ Strengthened the Government of Bangladesh and civil society partnerships to enhance disaster risk management (DRM) capacity 	<ul style="list-style-type: none"> ❖ School management committees <p>Review of Reports</p> <ul style="list-style-type: none"> ❖ ER Monthly and Annual Monitoring Reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CO staff ❖ ERA Committees ❖ Beneficiaries
<p>5. Capacity-Building 5.1 Have log-frame targets been reached? 5.2 If targets have not been reached, why not?</p>	<ul style="list-style-type: none"> ❖ Training and Technical Assistance (TA) services delivered to government departments for improving targeting, planning and management of food based programme ❖ Sharing of M&E and other study findings with relevant the Government of Bangladesh agencies for improving programme performance ❖ Organised national policy dialogue and food-based social-protection programmes 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Capacity-building Update <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ The Government of Bangladesh
<p>How are implementation mechanisms (targeting, logistics and procurement, M&E) performing in terms of Timeliness; Costing; Coordination; Resource adequacy?</p>	<ul style="list-style-type: none"> ❖ No of selected beneficiaries meeting criteria ❖ No and duration of delays in activities ❖ No and duration of delays in food/supplies distribution ❖ Joint programming meetings ❖ M&E activities carried out 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Monitoring Report ❖ M&E reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ The Government of Bangladesh ❖ Committees

Issue/Question	Indicators	Main sources of information
What are the reasons for poor performance?		❖ Beneficiaries
How are channels of delivery (schools, health centres, etc) performing in terms of: Timeliness; Costing; Coordination; Resource adequacy? What are the reasons for poor performance?	<ul style="list-style-type: none"> ❖ No and duration of delays ❖ Leakage of funds/stock ❖ % of planned mt of food distributed for each category of beneficiaries VGD beneficiaries Pregnant women and lactating mothers, Children (6 months to 2 years) Adolescent girls ❖ % of planned training delivered for each category of beneficiaries 	Review of Monitoring Reports and Records <ul style="list-style-type: none"> ❖ Progress Reports ❖ Monthly Reports ❖ Random sample of records during field visits Interviews/ FGDs with key informants during field visits <ul style="list-style-type: none"> ❖ VGD Committees ❖ Village Nutrition Promoters (VNP) ❖ School Management Committees ❖ ERAC Committees ❖ Beneficiaries
How are institutional arrangements performing in terms of Timeliness; Participation Representation Sustainability Gender balance What are the reasons for poor performance?	<ul style="list-style-type: none"> ❖ Meetings being held as scheduled, and attended ❖ Level of participation of members ❖ Method of selection of members ❖ Level of support/motivation required from WFP and extent of independent activity by relevant the Government of Bangladesh, partners and beneficiaries ❖ Representation and participation of women 	Review of Monitoring Reports and Records <ul style="list-style-type: none"> ❖ Monitoring Reports ❖ Minutes of meetings ❖ Random sample of records during field visits Interviews/FGDs with key informants during field visits <ul style="list-style-type: none"> ❖ VGD Committees ❖ Village Nutrition Promoters (VNP) ❖ School Management Committees ❖ Assistance Committees ❖ Beneficiaries
Implementation mechanisms <ul style="list-style-type: none"> ❖ Beneficiary selection: What is the process by which beneficiaries are being selected? Is the selection process identifying the right (ultra-poor) candidates? Is there any evidence of the selection process being misused or misunderstood? ❖ Logistics/procurement What are the logistics and procurement 	<ul style="list-style-type: none"> ❖ Beneficiary selection criteria ❖ Evidence of procedural guidelines for beneficiary selection ❖ Knowledge of criteria and procedure by local partners, committees and beneficiaries ❖ Degree of exclusion of ultra-poor ❖ Delay in deliveries to LSD; delays in distribution to beneficiaries 	Review of Documents/Reports <ul style="list-style-type: none"> ❖ CP Document and Action plan ❖ Component Guidelines ❖ VAM ❖ Annual / Monitoring reports Interview/FGDs with: <ul style="list-style-type: none"> ❖ CD, CO staff, M&E staff ❖ Bangladesh Government officials ❖ Committees ❖ Beneficiaries

Issue/Question	Indicators	Main sources of information
<p>problems? (Delay, quality of food, storage)</p> <ul style="list-style-type: none"> ❖ M&E, Learning, Programme Change <p>Is the M&E plan being implemented? If not, why not? If it is, where is the data?</p> <p>What is the process for adapting the CP to changing needs? Has this been implemented yet? With what degree of success?</p>	<ul style="list-style-type: none"> ❖ Poor quality wheat/rice ❖ Monitoring data and reports ❖ M&E workplans ❖ Lesson-learning documentation / discussion ❖ Programme revisions 	
<p>External institutional arrangements</p> <p>How efficient are the external institutional arrangements with: i) government, centrally and at field level; ii) contributing donors; iii) other donors; iv) partner NGOs?</p> <p>Are selection processes for local NGOs suitably rigorous?</p> <p>Is the capacity of local partners (Government of Bangladesh and NGO) adequate?</p> <p>If not, does the CP provide adequate training/orientation?</p> <p>What is the quality of training provided in all Components</p>	<ul style="list-style-type: none"> ❖ Good working relationships evidenced by: <ul style="list-style-type: none"> Regular meetings and minutes Informal discussion Programme cooperation Donor contributions ❖ NGO selection criteria and procedural guidelines ❖ Monitoring and reporting of NGO operations ❖ Capacity assessments reports ❖ Orientation materials and programmes ❖ Monitoring of training ❖ Training evaluations 	<p>Review of Documents/Reports</p> <ul style="list-style-type: none"> ❖ CP Document and Action plan ❖ Annual / Monitoring reports ❖ Meeting minutes <p>Interview/FGDs with:</p> <ul style="list-style-type: none"> ❖ CD, CO staff, ❖ Bangladesh Government officials ❖ Committees ❖ NGOs ❖ Beneficiaries
<p>Internal institutional arrangements</p> <p>Are the CO and sub-offices adequately staffed (numbers, skills/expertise, gender balance, mix of local and international staff, turnover)?</p> <p>Is there a need for internal training? Is there a training plan?</p>	<ul style="list-style-type: none"> ❖ Gender balance ❖ Women in senior positions ❖ Vacant posts ❖ Length of employment ❖ Shortage of critical expertise 	<p>Review of Documents/Reports</p> <ul style="list-style-type: none"> ❖ WFP Bangladesh Organogram ❖ Staffing details ❖ Staff handbook <p>Interview/FGDs with:</p> <ul style="list-style-type: none"> ❖ CD, CO staff, ❖ Bangladesh Government officials

Issue/Question	Indicators	Main sources of information
<p>What arrangements are there for technical backstopping? Are the internal management arrangements – CO, regional bureau, headquarters, and down to field level?</p>	<ul style="list-style-type: none"> ❖ Staff appraisals ❖ Training / professional development programmes ❖ Reporting lines and regularity ❖ Staff meetings ❖ Grievance procedures 	<ul style="list-style-type: none"> ❖ NGOs
<p>How efficient is the CP? Could the same results be achieved through more cost-effective means?</p>	<ul style="list-style-type: none"> ❖ Evidence of cost-benefit analysis in CP planning ❖ CP cost comparisons with similar programmes 	<p>Review of Documents/Reports</p> <ul style="list-style-type: none"> ❖ CP Document and Action plan ❖ SPR 2007 and 2008 ❖ Updated budget ❖ Expenditure reports <p>Interview/FGDs with:</p> <ul style="list-style-type: none"> ❖ CD ❖ relevant the Government of Bangladesh officials ❖ Donors ❖ NGOs (BRAC, Care?)
<p>What are the major factors influencing achievement or non-achievement?</p>		<p>Interview/FGDs with:</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ Bangladesh Government officials ❖ Donors ❖ NGO partners
<p>Effectiveness</p>		
<p>What are the outcomes of each of the components? How do these compare with expected outcomes at mid-cycle and at end of project? How do these compare with expected outcomes at mid-cycle and at end of project? Is progress on outcomes likely to lead to achievement of CP objectives? What are the constraints to achievement?</p>	<p>See for each component below</p>	

Issue/Question	Indicators	Main sources of information
<p>1. VGD 1.1 Improved food consumption and enhanced livelihoods among ultra-poor households</p>	<ul style="list-style-type: none"> ❖ Change in proportion of beneficiary household expenditures on food. (Baseline – 73%; Target – 67%; Achievement Dec. 08 -61%) ❖ Change in percentage of beneficiary households having at least three full meals per day. (Baseline – 21%; Target – 50%; Achievement Dec. 08 – 37%) ❖ Change in percentage of beneficiary households consuming a balanced diet including carbohydrates, proteins, fat/oil and vitamins. (Baseline – 58%; Target – 75%; Achievement Dec. 08 -84%) ❖ Percentage change in value of beneficiary households’ physical productive assets. (Targeted increase by 50%; Baseline value – Tk 2942; Follow up value Dec. 08 – Tk 4410; Increased by 50%) ❖ Percentage of nutritional anaemia among ultra-poor women receiving fortified wheat flour. (Baseline – 88%; Target – 87%; Follow up survey to be conducted in 2009) ❖ User rate of acquired income-generating skills among trained ultra-poor women. (Targeted user rate – 95%; Achievement Dec. 08 -44%) 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Baseline and follow-up reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CO staff ❖ VGD Committees ❖ NGO ❖ Beneficiaries ❖ Donors
<p>2. Community Nutrition 2.1 Improved nutrition of women, children and adolescents 2.2 Is there an increase in the level of participation of pregnant and lactating women, adolescent girls and children in preventive health programmes</p>	<ul style="list-style-type: none"> ❖ % of beneficiary children (6-24 months) whose nutritional status improved to normal at the end of each 6 months-cycle ❖ % of beneficiary adolescent girls whose nutritional status improved to normal at the end of each 6 months-cycle ❖ % of beneficiary pregnant women whose nutritional status improved to normal at the 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ End-cycle nutrition outcome reports by implementing NGO partners for: 1st Cycle starting: May 2007 (?) 2nd Cycle: January 2008- June 2008 (available) 3rd Cycle: July 2008-December 2008 (?) <p>Interviews of key informants during field visits</p> <ul style="list-style-type: none"> ❖ Village Nutrition Promoters (VNP)

Issue/Question	Indicators	Main sources of information
	<ul style="list-style-type: none"> ❖ end of each 6 months-cycle ❖ % of beneficiary lactating mothers whose nutritional status improved to normal at the end of each 6 months-cycle ❖ Incidence of low birth weight 	<ul style="list-style-type: none"> ❖ Beneficiaries ❖ Focus group discussion with Community Nutrition Teams (CNT)
<p>3. FFE 3.1 Increased pre-primary and primary school enrolment and attendance, reduced drop-out and enhanced learning at primary schools.</p>	<ul style="list-style-type: none"> ❖ Numbers (average) of boys and girls enrolled in WFP-assisted primary schools. (Baseline – 233; Target – 250; Achievement Dec. 08 - 242) ❖ Numbers (average) of boys and girls attending WFP-assisted pre-primary schools. (Baseline – 16; Target – 20; Achievement Dec. 08 – 21) ❖ Absolute enrolment of boys and girls in grade 5 expressed as percentage of absolute enrolment of girls in grade 1 (Baseline – 32%; Target – 40%; Achievement Dec. 08 – 34%). ❖ Percentages of girls and boys in WFP-assisted schools attending classes during the school year. (Baseline – 76%; Target – 85%; Achievement Dec. 08 -82%) ❖ Teachers’ perception of children’s ability to concentrate and learn in school as a result of school feeding. (Baseline – 83%; Target – 93%) ❖ Rates of success in grade 5 achievement test (boys and girls obtained minimum 50% mark). (Baseline – 18%; Target – 35%) 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Baseline and follow-up reports <p>Interviews of key informants during field visits</p> <ul style="list-style-type: none"> ❖ District Primary Education Officers (DPEO) ❖ Headmasters ❖ Implementing NGOs <p>Focus group discussions</p> <ul style="list-style-type: none"> ❖ School management committees

Issue/Question	Indicators	Main sources of information
<p>4. ER 4.1 Enhanced disaster resilience of the ultra-poor in areas of high recurrent shocks.</p>	<ul style="list-style-type: none"> ❖ Preparedness measures taken at the community and institutional levels. (Target for community level – All working Unions) ❖ Percentage change in beneficiary community/households resilience-enhancing physical assets. (Target – 25% of the programme participants) ❖ Percentage of properly maintained resilience-enhancing physical assets created/rehabilitated under the programme. (Target – 50%) 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ ER Monthly and Annual Monitoring Reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CO staff ❖ ERA Committees ❖ Beneficiaries
<p>5. Capacity-Building 5.1 Enhanced capacity of government and partners to manage food-based programmes.</p>	<ul style="list-style-type: none"> ❖ Increased dialogue with the Government to identify potential areas for technical assistance and cooperation. ❖ Increased capacity of national government to identify food needs, develop strategies and carry out food-based programmes. 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Capacity-building update <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ relevant the Government of Bangladesh officials
RESULTS		
Impact		
<p>What have been the wider social, economic, technical and environmental impacts on individuals, gender and age groups, communities and institutions?</p>	<ul style="list-style-type: none"> ❖ Likely contribution to: MDGs relevant the Government of Bangladesh capacity to deliver MDGs SOs UNDAF Outcomes 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ MDG reports ❖ CP/Component Outcome reports ❖ FAAD and other evaluation reports ❖ PRSP Monitoring reports <p>Interviews with</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ relevant the Government of Bangladesh officials ❖ Donors
<p>What are the intended and unintended, positive and negative long-term effects?</p>		

	Issue/Question	Indicators	Main sources of information
	Sustainability		
	<p>What is the likelihood that CP benefits will be sustained after the end of the programme?</p> <p>Will local partners (Bangladesh Government and NGO) be able to continue operations at the end of this CP?</p> <p>Will VGD beneficiaries be able to maintain enhanced and secure livelihoods</p>	<ul style="list-style-type: none"> ❖ Evidence of increasingly independent action / financing ❖ Replication of WFP methods / systems ❖ Independent activity of Upazila/UP/village committees ❖ VGD beneficiaries have enhanced incomes and increasing productive assets ❖ VGD beneficiaries have own plans for securing livelihoods and potential to achieve them 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ CP/Component Outcome reports ❖ FAAD and other evaluation reports <p>Interviews with</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ Bangladesh Government officials ❖ Committees ❖ NGOs
	<p>To what extent is an exit strategy evident and is it realistic?</p>	<ul style="list-style-type: none"> ❖ Exit strategy ❖ Capacity-building programme 	<ul style="list-style-type: none"> ❖ CO interviews ❖ Government interviews
	Cross-cutting issues		
	<p>How are the Enhanced Commitments to Women being reflected in implementation of the CP?</p>	<ol style="list-style-type: none"> 1. Meet the specific nutritional requirements of expectant and nursing mothers and - where appropriate - adolescent girls, and raise their health and nutrition awareness. 2. Expand activities that enable girls to attend school. 3. Ensure that women benefit at least equally from the assets created through food for training (FFT) and food for work (FFW). 4. Contribute to women's control of food in relief food distributions of household rations. 5. Ensure that women are equally involved in food distribution committees and other programme-related local bodies. 6. Ensure that gender is mainstreamed in programming activities. 7. Contribute to an environment that acknowledges the important role women play in ensuring household food security and that encourages both men and 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Annual / Monitoring reports ❖ Gender Team reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ Gender Team

Issue/Question	Indicators	Main sources of information
	<p>women to participate in closing the gender gap.</p> <p>8. Make progress towards gender equality in staffing, opportunities and duties, and ensure that human resources policies are gender sensitive and provide possibilities for staff members to combine their personal and professional priorities.</p>	
<p>What is the rationale for, and programmatic linkages (if any) of the CP with PRRO and EMOP activities</p> <p>How does the ER operate in this context – does it provide a bridge between programmes?</p>	<ul style="list-style-type: none"> ❖ Joint programming and reporting ❖ Co-location of components 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Annual / Monitoring reports ❖ PRRO, EMOP, ER reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CD and CO staff
<p>How effectively does or should the CP contribute to coping with climate change?</p>	<ul style="list-style-type: none"> ❖ Use of VAM indicators to target programme ❖ Effectiveness of ER component 	<p>Review of Reports</p> <ul style="list-style-type: none"> ❖ Annual / Monitoring reports ❖ ER reports ❖ Specific reports <p>Interviews of key informants</p> <ul style="list-style-type: none"> ❖ CD and CO staff ❖ The Government of Bangladesh and donors
<p>Checklist of Previous Recommendations</p>		
<p>FAAD Evaluation</p> <ol style="list-style-type: none"> 1. Promote integration of WFP activities through inter-institutional networks and institutionalised CO collaboration routines 2. Develop phased exit-strategies through multi-stakeholder consultations, and define timelines and benchmarks for their implementation 3. Devise capacity-building strategies which target national sector administrations as well as para-statal and non-governmental service providers 4. Systematically review practical implementation of the VAM approach, and consider adoption of more flexible and situation-specific procedures (with a view to including moderate/low insecurity areas, as appropriate) 5. Assess appropriateness of VGD (particularly the selection criteria) in a similar manner, so as to better accommodate the needs of the most vulnerable social strata, including young children and expecting/nursing mothers 6. Enhance the participants' prospects of graduating into regular NGO activities 		

Issue/Question	Indicators	Main sources of information
	<p>7. Enhance depth and accuracy of impact monitoring mechanisms and instruments</p> <p>8. Investigate options for improving accuracy and timeliness of qualitative as well as quantitative data; consider integration of WFP data into existing database formats at national level (e.g. GIS based systems provided by other donors).</p> <p>2007 Monitoring Report</p> <p>15. Re-conceptualise VGD to provide cash support for the extreme poor</p> <p>16. Activate VGD committees at Upazila level to organise regular meeting and restructuring the IGVDG Sub Committee to give more responsibility to UWAO</p> <p>17. Review of the VGD selection criteria and process for new cycle</p> <p>18. Field level initiatives to stop holding ration card by UPVGD committee and display at UP notice board</p> <p>19. Ensure regular follow up on timely reporting and field monitoring by field level implementing partners</p> <p>20. Ensure regular meeting between NGO partners and the Bangladesh Government district/Uz officials to discuss about the programme update and follow up actions</p> <p>21. Initiatives to ensure the presence of respective food management committee and the of Bangladesh Government officials during lifting of cereal from LSD</p> <p>22. Regular meeting with Uz authorities to ensure fixed lifting and distribution date by field level food management committee</p> <p>23. Necessary action is required to ensure timely supply of wheat to mills and production</p> <p>24. Increase the coverage of training and development package monitoring by WFP and the Bangladesh Government.</p> <p>25. Systematic monitoring of schools by NGO and Bangladesh Government officials and monthly meeting for necessary actions</p> <p>26. Initiate regular monitoring of warehouse for NFE</p> <p>27. Joint initiatives with the line ministry and NGOs for more follow-up actions to ensure timely distribution of biscuits by the schools and increase women participation in SMC</p> <p>28. Ensure appropriate record keeping in TFP and the school feeding programme through monitoring visit</p>	

Annex 5: Logical model

Annex II: Results and Resources Matrix – Draft Country Programme: Bangladesh 10410.0 (2007–2010)			
Results hierarchy	Performance indicators ³²	Risks, assumptions	Resources required
<p>Goal at national level:</p> <ol style="list-style-type: none"> 1. Reduce proportion of people in extreme poverty. 2. Reduce under-5 child mortality rate. 3. Reduce maternal malnutrition. 4. Increase net enrolment rate in primary education. 	<p>National-level impact indicators:</p> <ul style="list-style-type: none"> ➤ Share of poorest quintile in national consumption. ➤ Under-5 mortality rate. ➤ Infant mortality rate. ➤ Proportion of mothers who are malnourished. ➤ Net enrolment rate in primary education. 		

³² Baseline and targets to be established; budget provisions are kept in DSC.

Annex II: Results and Resources Matrix – Draft Country Programme: Bangladesh 10410.0 (2007–2010)

Results hierarchy	Performance indicators³²	Risks, assumptions	Resources required
<p>UNDAF outcomes</p> <ol style="list-style-type: none"> 1. The most vulnerable groups have improved life conditions, skills, services and job opportunities. 2. Human security is strengthened and vulnerability to social, economic and natural risks is reduced. 3. Social changes are realised to reduce discriminatory practices and to pursue equity and employment for women and girls. 4. Survival and development rights of vulnerable groups are ensured within an environmentally sustainable framework. 	<p>UNDAF outcome indicators</p> <ul style="list-style-type: none"> ➤ Percentage of ultra-poor with access to life skills training, income earning, micro-credit services. ➤ Proportion of ultra-poor households with access to emergency food assistance. ➤ Percentage of ultra-poor households with access to nutritional food support. ➤ Net enrolment ratio in primary education. ➤ Percentage of ultra-poor women beneficiaries. ➤ Literacy rate differential. ➤ Infant and maternal mortality rates. 		

Annex II: Results and Resources Matrix – Draft Country Programme: Bangladesh 10410.0 (2007–2010)

Results hierarchy	Performance indicators ³²	Risks, assumptions	Resources required
WFP CP outcome(s):	WFP CP outcome indicators		
<p>Activity 1: Vulnerable group development plus</p> <p>1. Improved food consumption and enhanced livelihoods among ultra-poor households.</p>	<p>1.1 Change in proportion of beneficiary household expenditures on food. (Baseline – 73%; Target – 67%; Achievement Dec. 08 -61%)</p> <p>1.2 Change in percentage of beneficiary households having at least three full meals per day. (Baseline – 21%; Target – 50%; Achievement Dec. 08 – 37%)</p> <p>1.3 Change in percentage of beneficiary households consuming a balanced diet including carbohydrates, proteins, fat/oil and vitamins. (Baseline – 58%; Target – 75%; Achievement Dec. 08 -84%)</p> <p>1.4 Percentage change in value of beneficiary households’ physical productive assets. (Targeted increase by 50%; Baseline value – Tk 2942; Follow up value Dec. 08 – Tk 4410; Increased by 50%)</p> <p>1.5 Percentage of nutritional anaemia among ultra-poor women receiving fortified wheat flour. (Baseline – 88%; Target – 87%; Follow up survey to be conducted in 2009)</p> <p>1.6 User rate of acquired income-generating skills among trained ultra-poor women. (Targeted user rate – 95%; Achievement Dec. 08 -44%)</p>	<ul style="list-style-type: none"> ➤ Complementary development programmes continue. ➤ Political and economic stability. ➤ Major natural disasters well managed. ➤ Required resources made available by donors and Government. 	<p>Activity 1: US\$243,651,699</p>

Annex II: Results and Resources Matrix – Draft Country Programme: Bangladesh 10410.0 (2007–2010)

Results hierarchy	Performance indicators ³²	Risks, assumptions	Resources required
<p>Activity 2: Community nutrition</p> <p>2. Improved nutrition of women, children and adolescents.</p>	<p>2.1 Percentage of wasting (weight/height) among children under 2. (Baseline –17% applicable for extreme poor hhs) Follow up survey to be conducted in 2009</p> <p>2.2 Percentage of stunting (height/age) among children under 2. (Baseline – 42% applicable for extreme poor hhs) Follow up survey to be conducted in 2009</p> <p>2.3 Percentage of underweight among children under two. (Baseline – 100%; Target – 10% for beneficiaries; Achievement Dec. 08 -10%; Recovery rate – 90%)</p> <p>2.4 Percentage of nutritional anaemia among ultra-poor pregnant and lactating women (Baseline-92%), adolescent girls (Baseline-90%) and children under two. Follow up survey to be conducted in 2009</p> <p>2.5 Incidence of low birth weight. (Baseline – 42%; Target – 30% for beneficiaries; Achievement Dec. 08 - 29%)</p> <p>2.6 BMI (<18.5) of the beneficiaries (Adolescent girl; Baseline – 100%, Exit – 3%) (Pregnant women; Baseline – 100%, Exit – 3%) (Lactating women; Baseline – 100%, Exit – 2.5%)</p>	<ul style="list-style-type: none"> ➤ Other causes of malnutrition do not result in epidemic; they are manageable if they do. ➤ Partnership with UNICEF and the Government to promote basic health activities is in place. ➤ Required resources made available by donors and the Government. 	<p>Activity 2: US\$12,354,604</p>

Annex II: Results and Resources Matrix – Draft Country Programme: Bangladesh 10410.0 (2007–2010)

Results hierarchy	Performance indicators ³²	Risks, assumptions	Resources required
<p>Activity 3: Food for education</p> <p>3. Increased pre-primary and primary school enrolment and attendance, reduced drop-out and enhanced learning at primary schools.</p>	<p>3.1 Numbers (average) of boys and girls enrolled in WFP-assisted primary schools. (Baseline – 233; Target – 250; Achievement Dec. 08 - 242)</p> <p>3.2 Numbers (average) of boys and girls attending WFP-assisted pre-primary schools. (Baseline – 16; Target – 20; Achievement Dec. 08 – 21)</p> <p>3.3 Absolute enrolment of boys and girls in grade 5 expressed as percentage of absolute enrolment of girls in grade 1 (Baseline – 32%; Target – 40%; Achievement Dec. 08 – 34%).</p> <p>3.4 Percentages of girls and boys in WFP-assisted schools attending classes during the school year. (Baseline – 76%; Target – 85%; Achievement Dec. 08 -82%)</p> <p>3.5 Teachers’ perception of children’s ability to concentrate and learn in school as a result of school feeding. (Baseline – 83%; Target – 93%) Follow up survey to be conducted in 2009</p> <p>3.6 Rates of success in grade 5 achievement test (boys and girls obtained minimum 50% mark). (Baseline – 18%; Target – 35%) Follow up survey to be conducted in 2009</p>	<ul style="list-style-type: none"> ➤ Political and economic stability. ➤ Education system functions as at present. ➤ Required resources made available by donors and the Government. 	<p>Activity 3: US\$32,263,774</p>

Annex II: Results and Resources Matrix – Draft Country Programme: Bangladesh 10410.0 (2007–2010)

Results hierarchy	Performance indicators ³²	Risks, assumptions	Resources required
<p>Activity 4: Enhancing resilience</p> <p>4. Enhanced disaster resilience of the ultra-poor in areas of high recurrent shocks.</p>	<p>4.1 Preparedness measures taken at the community and institutional levels. (Target for community level – All working Unions)</p> <p>4.2 Percentage change in beneficiary community/households resilience-enhancing physical assets. (Target – 25% of the programme participants)</p> <p>4.3 Percentage of properly maintained resilience-enhancing physical assets created/rehabilitated under the programme. (Target – 50%)</p> <p>(The ER activity started in June/July 2008 and the outcome data would be available after one year of the programme cycle)</p>	<ul style="list-style-type: none"> ➤ Supportive government policy for comprehensive risk reduction strategy continues. ➤ Project participants put their increased knowledge on disaster preparedness and mitigation into practice. 	<p>Activity 4: US\$19,319,812</p>
<p>Activity 5: National capacity-building in food-based programming</p> <p>5. Enhanced capacity of government and partners to manage food-based programmes.</p>	<p>5.1 Increased dialogue with the Government to identify potential areas for technical assistance and cooperation.</p> <p>5.2 Increased capacity of national government to identify food needs, develop strategies and carry out food-based programmes.</p> <p>(The updates on CP capacity-building initiatives have elaborated the achievements on the above indicators)</p>	<ul style="list-style-type: none"> ➤ Supportive government commitment and policy environment for food security continues. 	

Results-Hierarchy		Performance Indicators	Risks, Assumptions	Resources required
Key Outputs:				
<i>Activity 1: Vulnerable Group Development Plus</i>				
1.1	Rural ultra-poor women provided rice or fortified atta as per entitlement	1.1.1 922,000 VGD women receiving fortified atta or rice per month (750,000 women – achievement as of December 08) 1.1.2 29 MFUs functioning (24 MFU as of Dec2008). 1.1.3 184,600 mt of atta produced by mills (109,840 mt) 1.1.4 636,000 mt of cereals/atta distributed (101,633 mt atta and 68,612 mt wheat as of December 2008)		
1.2	Rural ultra-poor women received cash support (dropped from CP)	1.2.1 Number of women 1.3.1 Number of women		
1.3	Rural ultra-poor women provided with single grant asset for income generating activities	1.4.1 829,800 VGD women completing life skills and income generating skills training (400,460 women – achievement as of Dec 08)		
1.4	Rural ultra-poor women trained on life skills and income generation skills	1.4.2 Number and types of income generating activities undertaken – cow and goat rearing, poultry rearing, home gardening, entrepreneurship development (Four- cow and goat rearing, poultry rearing, home gardening, entrepreneurship development) 1.4.3 553,200 women accessing credit facilities (225,000 women)		

Results-Hierarchy	Performance Indicators	Risks, Assumptions	Resources required
<p><i>Activity 2: Community Nutrition</i></p> <p>2.1 Pregnant women and lactating mothers, children (6 months to 2 years) and adolescent girl from rural ultra-poor households provided with fortified food commodities as per entitlement</p> <p>2.2 Pregnant women and nursing mothers from rural ultra-poor households trained on need-based health and nutrition education</p>	<p>2.1.1 332,000 Number of pregnant women and lactating mothers, children (6 months to 2 years) and adolescent girl receiving fortified food (57,004 programme participants: 11,570 Adol. girls, 17,344 Preg. Women, 28,090 children – achievement as of Dec 2008)</p> <p>2.1.2 6,000 mt of food distributed (1669 mt Wheat Soya Blended food as of December 2008).</p> <p>2.2.1 186,680 pregnant women and lactating mothers and adolescent girls completing nutrition training (28,914 programme participants: 11,570 Adol. girls, 17,344 Preg. Women as of Dec2008)</p>		

Results-Hierarchy	Performance Indicators	Risks, Assumptions	Resources required
<p><i>Activity 3: Food for Education</i></p> <p>3.1 Fortified biscuits provided to children in WFP-assisted pre-primary and primary schools.</p> <p>3.2 Students in WFP-assisted schools de-wormed.</p>	<p>3.1.1 25,000 boys and girls receiving a snack of 75 gram of fortified high-energy biscuits food aid in WFP-assisted pre-primary schools (22,232 pre primary school children as of Dec 2008)</p> <p>3.1.2 575,000 Numbers of boys and girls receiving a snack of 75 gram of fortified high-energy biscuits food aid in WFP-assisted primary school (527,768 primary school children - achievement as of December 2008)</p> <p>3.1.3 43,340 mt of biscuits distributed (14,514 mt High Energy Biscuits – achievement as of Dec 2008)</p> <p>3.2.1 600,000 Number of students received de-worming tablets twice a year (576,000 students as of Dec 2008)</p>		

Activity 4: Enhancing Resilience			
4.1	Project participants from rural ultra-poor households received training in disaster preparedness	4.1.1	42,000 men and 63,000 women received training on disaster preparedness (129 Male and 10,371 Female as of Dec 2008)
4.2	Project participants from rural ultra-poor households received training in marketable skills for post-disaster situations	4.2.1	42,000 men and 63,000 women received training in marketable skills (129 Male and 10,371 Female as of 2008)
4.3	Existing community assets are made more resilient and new ones are less vulnerable to hazards	4.3.1	300 disaster resistant community assets developed and maintained (no FFW activities were implemented in 2008)
		4.3.2	63,000 women and 42,000 men participated in FFW for developing disaster resistant community assets (no FFW activities were implemented in 2008)
4.4	Local institutions provided training on disaster preparedness	4.4.1	Number of local institutions participated in disaster preparedness activities
4.5	Strengthened relevant the Government of Bangladesh and civil society partnerships to enhance disaster risk management (DRM) capacity	4.5.1	DER Group maintains its activity level w/ active participation from stakeholders
(The ER component started in June/July 2008 and many of activities have not been implemented as of Dec 08)			

<p>Activity5: National Capacity-building on Food-based Programming</p> <p>5.1 Training and Technical Assistance (TA) services delivered to government departments for improving targeting, planning and management of food based programme</p> <p>5.2 Sharing of M&E and other study findings with relevant relevant the Government of Bangladesh agencies for improving programme performance</p> <p>5.3 Organised national policy dialogue and food- based social-protection programmes</p>	<p>5.1.1 64 training services provided to Government Officials.</p> <p>5.1.2 37 Number technical assistance provided to the Government of Bangladesh</p> <p>5.2.1 Number of sharing</p> <p>5.3.1 6 Number of policy dialogues and advocacy actions organised to improve national food policy.</p> <p>5.3.2 6 Number and type of studies/research conducted to inform policy dialogue on food based programmes.</p> <p>(The updates on CP capacity-building initiatives have elaborated the achievements on the above indicators)</p>		
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Annex 6: Elements of efficiency – CP Cost and Funding Overview

Cost and funding of the Operation With a budget of US\$266.9 million (including an eighth budget revision), the CP has comprised some 68 percent of WFP’s resources over the 2007-08 period. In 2007, it accounted for 88 percent of total resources with the EMOP and the PRRO taking much smaller shares. In 2008, however, due to severe floods and Cyclone Sidr, the EMOP has grown to nearly half WFP’s resources in Bangladesh and the CP has come down to around half. The CP budget has grown substantially, from US\$101.6 in the original CP Document (Figure 2).

Figure 1: CP budget growth, CPE start to March 2009

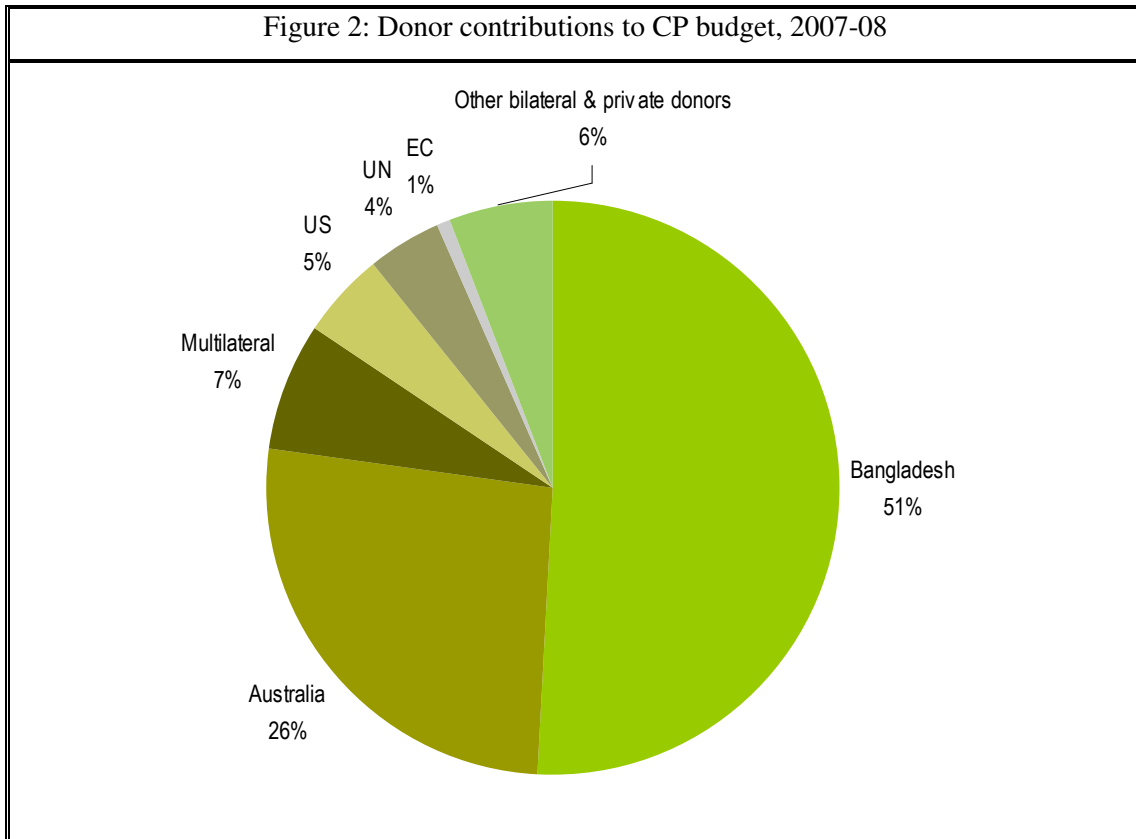


The current budget comprises 74.1 percent of the potential operational capacity of US\$309.1 million estimated in the CP Document. At the same time, however, the Donor Relations section has noted the historic trend of reduced donor contributions and specifically the decline in (pooled) multilateral funding. In total, donor contributions in 2008 were 27 percent lower than in 2007. New contributions from the EC, Italy and the US were offset by the ending of contributions by Canada, Germany and the Netherlands and substantial declines in contributions from Australia and Spain. (Just 4 percent of multilateral contributions were actually shipped (received) in 2007, but this was rectified in 2008 and by the end of the two-year period 98 percent of contributions had been shipped, compared with 91 percent across all donors). Declines were seen across the board with the exception of multilateral contributions and Japan. While Japan committed to an increased contribution in 2008, nothing was shipped.

While this pattern of continued upward budget revision in the face of declining donor contributions is worrying, the CP’s financial position at mid-point looks very respectable. By the end of 2008, confirmed contributions to the CP totalled US\$127.5 million, amounting to 48 percent of the current approved budget by value and 42 percent by volume.

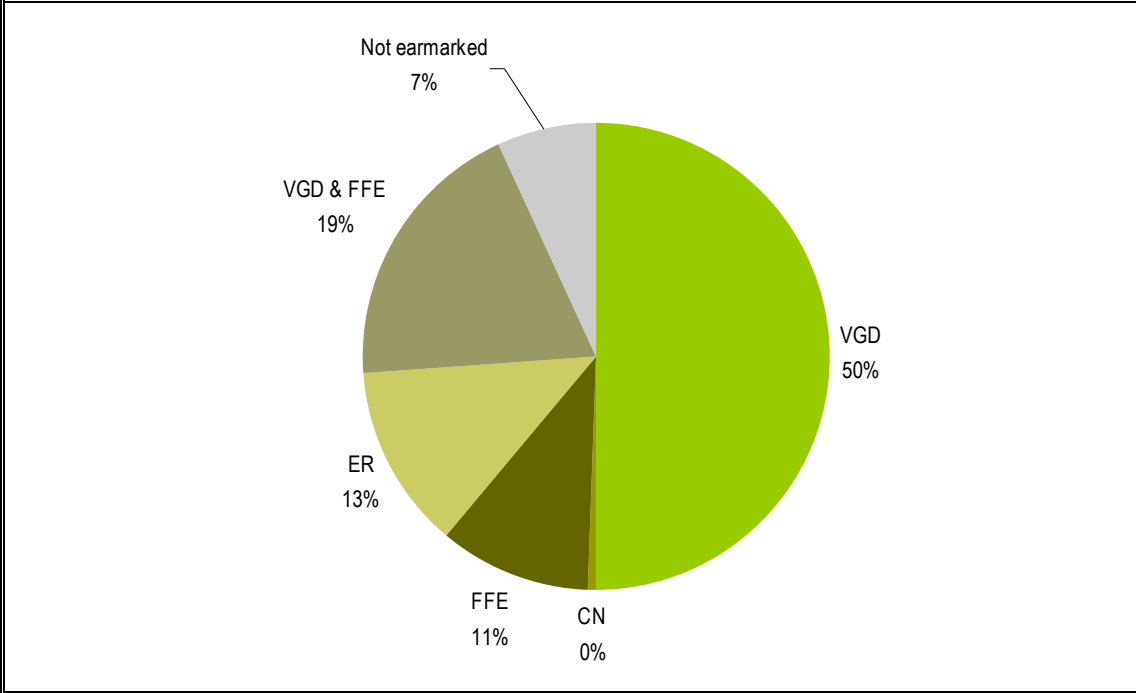
Of the 237,186mt in commodities contributed over 2007 and 2008, the Government of Bangladesh provided 51 percent. This was all in-kind, as were contributions from the only other in-kind donor, the US, also the second highest bilateral donor (4.8 percent). While Australia remains the highest donor with 26 percent of contributions to date, its committed contribution has fallen substantially by 77 percent between 2007 and 2008. Interviews in Dhaka confirm that AusAID (as well as Canada) is withdrawing from the provision of food

aid to the CP. Given that Australia has been the most important donor, this poses considerable risks for the continued funding of the CP. Other bilateral and private donors provided 6 percent of commodities (Figure 2).



Some 93 percent of contributions are earmarked by component. The bulk – 69 percent of all contributions – is earmarked to VGD and a combination of VGD and FFE. To the extent that earmarking reflects donor priorities which diverge from those of WFP and/or the Government of Bangladesh this constitutes a possible constraint to CP implementation and operational adaptability. Current earmarked contributions align reasonably well with the budgeted allocation across components, although there is some overemphasis on the ER component and very little attention to the CN component. It may be possible for the unearmarked contributions to adjust for this (Figure 3).

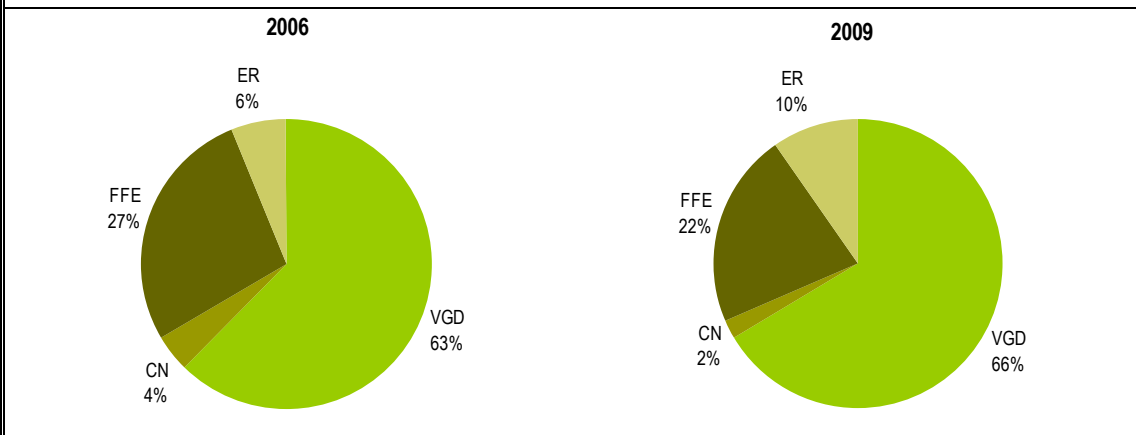
Figure 3: Distribution of earmarked contributions, 2007-08



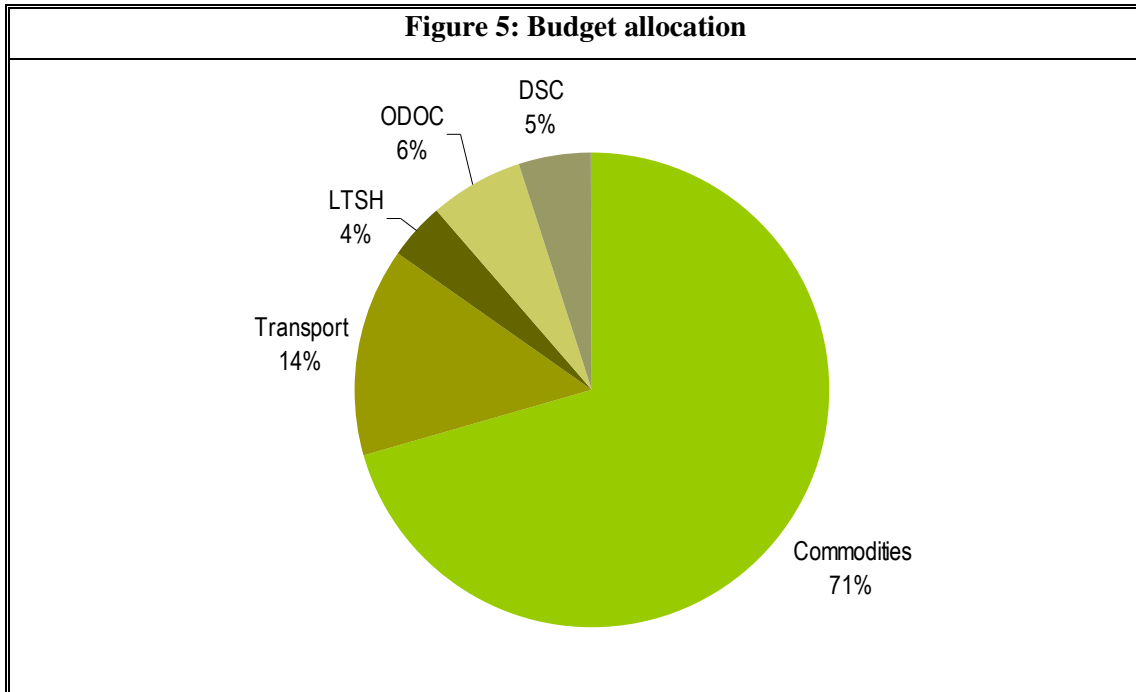
The CP has become significantly more dependent on in-kind, rather than cash, contributions – significantly due to the high proportion of in-kind contribution from the Government of Bangladesh. In-kind donations amount to 57 percent of the total, rising from 47 percent in 2007 to 69 percent in 2008. This reflects a small increase in in-kind contributions (new US contributions have offset an absolute decline in contributions from the Government of Bangladesh) together with a 57 percent decline in cash contributions. This also constitutes a constraint on the CP and the trend is concerning, especially as the Government of Bangladesh in-kind contribution requires matching with additional donations to cover up to 50 percent of associated LTSH costs.

By value, the VGD component comprised 62 percent of the originally approved budget; CN 4 percent; FFE 27 percent and ER 6 percent. Over subsequent budget revisions, the VGD and ER components have grown relative to the overall budget, while the CN and FFE components have shrunk (Figure 4).

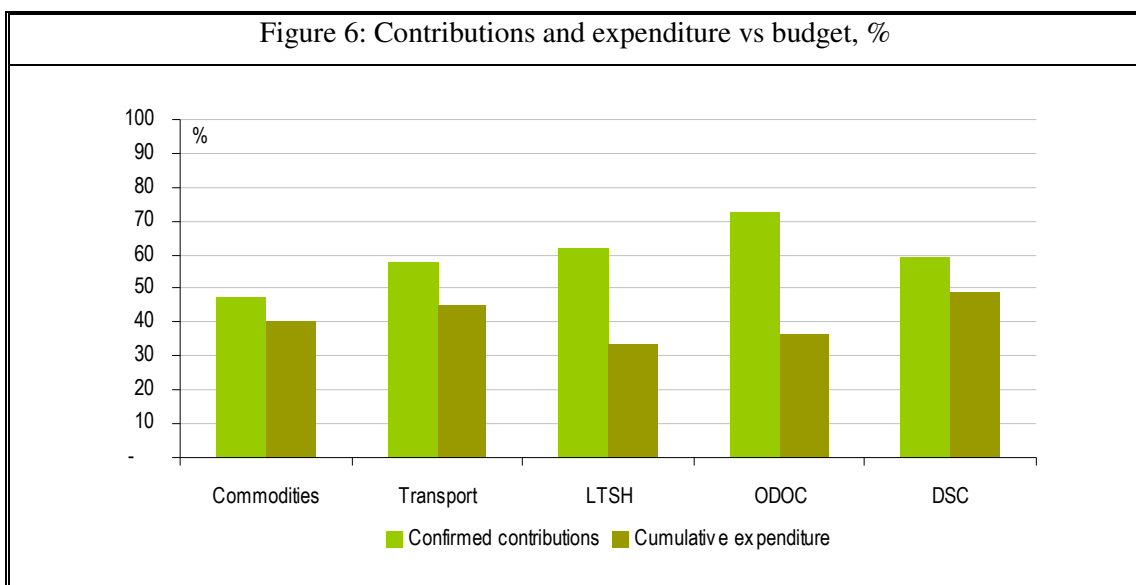
Figure 4: CP budget by component, 2006 and 2009



The bulk of the overall budget – 71 percent – is allocated to commodity costs. Of the remaining, operational costs, 14 percent is allocated to transport, 5 percent to direct support costs (DSC – overhead costs to Rome), 4 percent to landside transport, storage and handling (LTSH) and 6 percent to other direct operational costs (ODOC, including in-country costs, training and capacity-building).



Confirmed contributions are largely in line with this allocation, with 64 percent of contributions allocated to commodities and 9 percent to ODOC. The allocation of expenditures is very closely in line with the budget split.



The pattern of expenditure appears reasonable at this stage, with relatively faster operational spending and slower commodity spending (Figure 6). It would provide a degree of comfort to see a larger share of contributions for commodity expenditure secured in advance, especially given the extent to which commodity prices can be expected to fluctuate.

Cost efficiency A total of 1.92 million beneficiaries were reported as having been assisted under the CP in 2008. 2008 expenditures were in the region of US\$45.6 million. 6.5 million beneficiaries were reported to have been assisted in 2007, for an overall cost of US\$40.2 million.

The large swing is due to a discrepancy of reporting, with the Government of Bangladesh's contribution to the VGD component not captured in the 2008 figure. Adjusting for the Government of Bangladesh's contribution gives a total number of 4.5 beneficiaries in 2008. The likelihood of double counting (participants may benefit from more than one component) means it is not possible to calculate a cost per beneficiary.

Annex 7: Operation design: relevance and appropriateness

Vulnerable Group Development

Project design A series of studies and Outcome Reports (Tufts and DATA 2001; DATA 2006; WFP 2007; IFPRI 2007) have sought to identify the balance of support required. All reports show that the programmes have had a positive impact on food security, income and productive assets. The key design issues are four-fold:

a. whether the food transfer is the correct type of transfer. It seems that during the design of this CP there was an option to include a cash and an asset transfer as part of the package. This was not approved in the final CP Document. The IFPRI Study of 2007 compared four programmes of cash and food transfers including the 2006 cycles of IGVGD and FSVGD. It looked at the relative efficacy of cash and food transfers and concluded that food security objectives were better served by atta transfers (because atta is less preferred by men) but that women's empowerment would be better served through cash transfers, although this would be less effective for ultra-poor women (IFPRI 2007). Although the Study post-dates the design of the CP, it does appear to vindicate food transfers rather than cash. For future programme design it may be helpful to look at the efficacy of non-food productive asset transfers, a number of which now operate in Bangladesh.

b. whether the food transfer is adequate to permit a sufficient level of savings to enable entry into microfinance and exit from extreme poverty. The design issue is whether the transfer is of sufficient size and length to enable savings and loans to allow asset development, increased income and a sustainable livelihood.

The size of the package (in terms of a food ration of 25kg of fortified atta or 30kg rice or wheat) is designed to offset the opportunity cost of participating in training programmes and to improve nutrition (CP Document). Furthermore, the additional cost of the fortified atta is not justified with an explanation of the expected nutritional or other impact.

The length of the VGD cycle was adjusted from 18 months to 24 months after the 2001 study by Tufts University and DATA. This sought to address concerns by the study team to allow time to permit graduation from savings to income generation and for women to engage with the process.

The NGOs appear to have accepted that the package is sufficient to enable a micro-finance operation by accepting contracts which require 60 percent of beneficiaries to qualify for micro-credit and longer-term NGO membership. However, this financial imperative for the micro-finance NGOs may also bring an additional risk to the objective of selecting the extreme poor.

With the extreme rise in food prices over the last two years, an additional question has arisen as to whether the food package is also sufficiently flexible in size and length to enable extreme poor beneficiaries to reach a sustainable level of savings by the end of the VGD cycle.

c. whether savings and micro-finance can be an appropriate model to enable the ultra-poor to graduate from poverty. The 2007 'Making a Difference' report (WFP 2007) found that the majority of beneficiaries remained with an income of less than US\$1 a day, although there was an increase of from 3 percent to 33 percent with more than US\$0.5 a day, and a big increase in the value of productive assets. The 2001 Tufts/DATA study reported that only a minority of beneficiaries used every component of the programme and that ultra-poor women were averse to the risk associated with loan taking. However the 2007 IFPRI Study found that 'access to credit and savings offered by NGOs to programme beneficiaries plays a helpful role in sustaining food security and livelihood

improvements of programme participants'. Further, it found that 'IGVGD showed reasonably long-term sustainable improvements in income through programme design that consciously incorporates graduation steps – particularly the built-in provision of microcredit'. Critically, however, the 2007 IFPRI study also showed that whilst IGVGD was able to reduce extreme poverty by 20 percentage points and FSVGD by 30 percentage points, 60 percent of IGVGD and 51 percent of FSVGD households remained in extreme poverty. Whilst these were more effective than other transfer programmes at the time, the study concludes that 'the size of transfers and their multiplier effects on income are not enough for most beneficiaries to move out of extreme poverty. Although most programme participants were extreme poor before they joined the programmes, the range of their income varied considerably. Therefore, those who were extreme poor but lived close to the poverty line were able to escape extreme poverty, but those further away from the line remain in poverty';

d. whether the scale of the programme is sufficient and affordable to make an impact at a national scale. The VGD programme is designed as a national social protection programme in partnership with the Government of Bangladesh's MWCA and MFDM. The scale of the programme has increased from 450,000 beneficiaries in 2001 to 750,000 in 2007. This, and the coverage of the WFP-supported development package of NGO support, has been determined largely by available resources.

Community Nutrition

Project design One of the lessons learned from previous evaluations is that baseline data evaluating the impact on nutrition, healthcare and behaviour change should be collected at the beginning of the component as part of the CN baseline (BIDS 2007). However, other relevant recommendations to improve effectiveness (WFP 2004) which were planned for under the current CP (ie de-worming treatment; causality analysis of the specific determinants of malnutrition in ultra-poor households) have not yet been implemented.

The mission noted that the formulation of the general objective and the first immediate objective of the CN component does not mention the fact that the persons targeted (young children, adolescent girls, pregnant/lactating women) are **malnourished** when entering the CN cycle: it just mentions 'food insecure'. Being 'food insecure' does not automatically imply being malnourished and vice versa, especially with regard to malnutrition in young children.

With regard to the logical framework, the contribution to the achievement of MDG 4 is reflected in the goal at national level to 'reduce under-5 mortality rate'; and MDG 5 in the goal 'reduce maternal malnutrition'. No national goal is formulated that relates to the nutritional support given to adolescent girls.

Under the UNDAF Outcome indicators related to national priority 2, the indicator 'proportion of ultra-poor households with access to emergency food assistance' does not relate to the WFP CP, but rather to emergency operations.

For the CN component, no indicator is proposed for the second specific objective 'increased level of participation in preventive health programmes of pregnant and lactating women, adolescent girls and children'. For example indicators related to the appropriate medical protocol such as i.e. the provision of antihelminths, vitamin A supplementation and immunizations etc. which should take account of the capacity of existing health services.

Indicators listed in the log-frame that relate to the first objective, 'improved dietary intake of food insecure children, pregnant/lactating women and adolescent girls through supplementary micronutrient fortified blended food', are a mixture of effectiveness and impact, the latter ones requiring a follow-up survey which is planned for 2009. The following two indicators

show the recovery rate of participants who all have been malnourished at the start of each cycle:

- percentage of underweight among children 6-24 months old;
- percentage of low body mass index (BMI)(<18.5) in adolescent girls, pregnant/lactating women.

The nutritional status indicators which will be assessed through the follow-up of the baseline survey from 2007 are impact indicators, and it is not clear whether these will be measured within the group of former participants or within the general population of the ultra-poor in the targeted communities:

- percentage of wasting, stunting in children 6-24 months old;
- percentage of nutritional anaemia among the different target groups.

As a development oriented community based activity, which targets children 6-24 months, the emphasis for impact measurement should be put on a reduction of the stunting rate in this age group rather than wasting, which would be more appropriate for an emergency context. Nevertheless, it is advised that the survey measures all anthropometric indicators.

The 'incidence of low birth weight' is an impact indicator of the first objective that relates particularly to the group of pregnant women. The reference of the baseline value of 42 percent is not indicated in the log-frame. If it refers to the national rate, this rate may mask regional and social differences, so that a regional rate would be more appropriate as baseline for comparison.

Furthermore, the possible impact of supplementary food ration during pregnancy on pregnancy outcome depends among others on how long a pregnant woman has received the food supplement and was enrolled in the programme. There is no indication in the project design that relates to a specific trimester of pregnancy for the start of enrolment. Impact is highest when supplementary food is provided during the second and third trimester of pregnancy (ACC/SCN 2000). The current monitoring system does not report on the average duration of benefit (in months) per pregnant woman.

The third objective relating to the increased nutritional awareness of participants is measured in the output indicator 'number of participants completing the nutrition training'. Although there is no outcome indicator defined, this objective was measured in the CN baseline survey and is planned to be re-measured in the follow-up. Important aspects of breastfeeding, improved complementary feeding and hygiene behaviour were not assessed, although there is robust evidence of their effectiveness on child under nutrition (Bhutta et al 2008).

Annex 8: Component Levels of Outputs

1. VGD Programme

The expected outputs for the VGD programme are defined in the CP log-frame in terms of numbers of women receiving food rations, atta production and food distribution; and numbers of women completing training, taking up income generating activities and receiving credit.

Numbers of participants The original target of the national VGD programme was 922,000 participants per month across all 64 districts (stated in the log-frame) of which 50% would receive fortified atta (CPAP). It was anticipated that 829,800 (90 percent) would be trained each month; and micro-credit would be accessed by 553,200 (60 percent) women. Since these are monthly figures,, the total number of end-of-programme participants for the CP will be double this to reflect two cycles.

Given available resources, the annual planning for Cycle 1 (2007-08) envisaged a reduction to 750,000 participant card holders in all 64 districts. This would include:

- 429,773 card-holders in all 260 upazilas in 36 districts to receive the development package (386,796 to receive training and 257,864 to receive credit), via 21 NGOs;
- 214,425 card-holders in 112 upazilas in 23 districts to receive fortified atta³³.

Figure 7: Planned allocation of support to VGD participants, Cycle 1

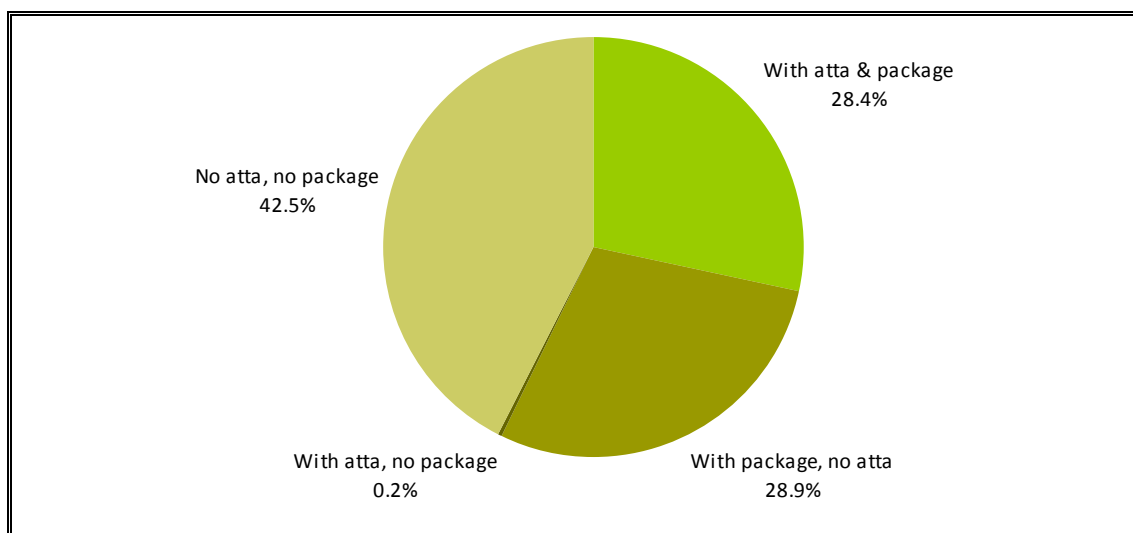


Table 1 below shows that 750,000 participants comprises 81.3 percent of the original CPAP target for total participants. 51.8 percent of the target for participants were to receive the development package. Less than half (46.6 percent) of the original target were to receive micro-credit.

Column D and Fig 3 show that, of the revised total 750,000 card-holders, 57.3 percent were to have access to the development package. 28.6 percent of card-holders were to receive fortified atta. Less than one third (28.4 percent) were to receive the optimum support combining the development package and fortified atta; and conversely almost half (42.5 percent) of VGD participants would receive neither development package nor fortified atta but simply a wheat or rice ration. 257,864 participants or 34.4 percent of the total were to receive micro-credit facilities.

Table 1: Planned and actual VGD participants, Cycle 1 2007-08

	Planned				Actual			
	A	B	C	D	E	F	G	H
	CPAP target	Cycle 1 target	% CPAP target	% of total Cycle 1 participants (750,000)	Actual	% CPAP target	% Cycle 1 target	% of total Cycle 1 participants
Districts	64	64	100.0	-	64	100.0	100.0	-
Participants	922,000	750,000	81.3	100.0	750,000	81.3	100.0	100.0
With Development Package	829,800	429,773	51.8	57.3	400,460	48.3	93.2	53.4
With fortified atta	50%	214,425	n/a	28.6	232,538	50%	108.4	31.0

³³ WFP CO records provided December 2008

	Planned				Actual			
	A	B	C	D	E	F	G	H
	CPAP target	Cycle 1 target	% CPAP target	% of total Cycle 1 participants (750,000)	Actual	% CPAP target	% Cycle 1 target	% of total Cycle 1 participants
With development package and fortified atta	n/a	212,844	n/a	28.4	n/a	n/a	n/a	n/a
With micro-credit	553,200	257,864	46.6	34.4	225,000	40.7	87.3	30.0
Without development package or atta	n/a	318,646	n/a	42.5	n/a	n/a	n/a	n/a

Table 1 also shows the actual achievement for the Cycle 1 participants according to the report against the log-frame provided by the CO. This shows that all 750,000 participants received a food ration. Of these, 232,538 (31 percent) received fortified atta which exceeded the target; and 400,460 (53 percent) received the development package – a 93 percent achievement of target. 225,000 participants (30 percent) of the total are accessing credit – this is 41 percent of the log-frame CPAP target and 87 percent of the Cycle 1 target.

For Cycle 2 (2009-10), which has recently started, the planned total of 750,000 card holders has been maintained across all 64 districts. However, this will now include a 35 percent reduction of participants with the development package – down to 280,000 participants (or 37 percent of the total). This will be available in 21 districts (110 upazilas) compared with 36 districts in the previous cycle. As before, fortified atta distribution will take place in 23 districts; however this will overlap with only 11 districts with the development package³⁴, meaning that a lower proportion of VGD card holders will receive the optimum support of development package and fortified atta.

Food distribution Resource constraints in 2008 meant that although planned distribution was increased by almost 47 percent (from 106,204 mt to 155,000 mt) over 2007 actual distribution, the actual 2008 distribution was reduced by over 38 percent to 64.7 mt – only 41.8 percent of target in 2008, resulting in delivery of 65.2 percent of target over the two years (Table 2). (SPR 2007, 2008)

Table 2: VGD commodity distribution 2007-08

Commodity	Planned distribution (mt)	Actual distribution (mt)	% Actual v planned
2007			
Rice	68,000	67,422	99.2
Wheat	204	204	100.0
Wheat flour	38,000	37,882	99.7
Total for 2007	106,204	105,507	99.3
2008			
Wheat	986	986	100.0
Wheat flour	154,014	63,751	41.4
Total for 2008	155,000	64,737	41.8
Total 2007-08	261,204	170,244	65.2

³⁴ Verbal report from WFP CO

The log-frame has a slightly different set of figures targeting 636,000 mt to be distributed by the end of the programme and reporting 170,245 mt actually distributed as of December 2008 (including 101,633 mt atta and 68,612 mt wheat/rice). At the mid-point of the programme, this represents only 27 percent of targeted distribution.

2. Community Nutrition

For the CN component three main output indicators have been defined.

e. Number of children 6-24 months, pregnant and nursing mothers and adolescent girls receiving fortified blended food:

The total number of participants planned is 120,000 over four years, in eight cycles of six months, with 15,000 participants per cycle. Table 3 below shows that in 2007, 34,000 participants (113 percent of the target) received FBF during only one cycle, compared with 23,004 (77 percent of target) during two cycles in 2008. The implementation of the CN component started late. The missing cycle in the first half of 2007 seems to have been compensated by more than double the targeted intake in the second half of the year.

Table 3: Planned and actual CN participants 2007-08

Year / Cycle	Planned participants (number)	Actual participants (number)	Actual vs planned (%)
2007			
Cycle 1	15,000	0	-
Cycle 2	15,000	34,000	226
Total 2007	30,000*	34,000	113
2008			
Cycle 3	15,000	9,384	63
Cycle 4	15,000	13,620	91
Total 2008	30,000*	23,004	77
TOTAL 2007-08	60,000	57,004	95

Source CO records and * CP Action Plan page16

f. Amount of fortified blended food distributed

Table 4 below shows that for the period 2007-08, 42 percent of the planned target of FBF was distributed (1,669 mt of a target of 4,000 mt³⁵, at December 2008). This represents 20.9 percent of the original target of 8,000 mt for the whole CP period.

Table 4: Planned and actual CN commodity distribution 2007-08

Commodity	Planned distribution (mt FBF)	Actual distribution (mt FBF)	Actual vs planned (%)
Year / Cycle			
2007			
Cycle 1	1,000	0	-
Cycle 2	1,000	820	82
Total 2007	2,000*	820	41
2008			
Cycle 3	1,000	367	37
Cycle 4	1,000	482	48
Total 2008	2,000*	849	42
TOTAL 2007-08	4,000	1,669	42

Source: CO records; * CP Action Plan page 19

The discrepancy between a higher number of participants and a relatively low amount of FBF distributed was explained by the late start of the CN component and the fact that the food for the Cycle 2 in 2007 was carried forward as a residue near to its expiry date from the previous CP. Food under this CP was delivered in the second and third cycles. Two cycles should have distributed 2,000 mt, so these two cycles distributed 84 percent of planned resources.

g. Number of women and adolescent girls completing nutrition training

During the period under review 51 percent of total participants (28,914 participants, made up of 11,570 adolescent girls and 17,344 pregnant and nursing women and mothers of malnourished children) completed the training sessions. However, in 2008 this percentage was close to 90 percent. The training quality is being monitored by District Officials and WFP sub-offices.

Other outputs during the period under review, not accounted for in the log-frame but important for impact and sustainability, are the training sessions in vegetable gardening and the provision of a seed package to adolescent girls, pregnant/lactating women and mothers of malnourished children who have access to land and were interested in starting vegetable gardening (49.7 percent of participants).

3. Food for Education

For the FFE component three main output indicators have been defined in the log-frame. It should be noted that target figures in the log-frame are below those in the CP document, which sets targets of 734,000 for the planned number of participants per year (instead of 600,000) and 51,050 mt (instead of 43,000 mt).

³⁵ The CP Action Plan indicates a target of 2,000 mt blended food per year = 8,000 mt for four years. The reduction by one cycle gives an adjusted planning figure of 6,000 mt for four years.

h. Number of students receiving fortified biscuits:

Table 5: Planned and actual FFE participants 2007-08

Year	Planned participants (number)	Actual participants (number)	Actual vs planned (%)
2007			
Pre-primary	25,000	17,448 (51.0% girls)	69.8
Primary	575,000	553,877 (51.8% girls)	96.3
Total 2007	600,000*	571,325	95.2
2008			
Pre-primary	25,000	22,232 (51.0% girls)	88.9
Primary	575,000	527,768 (51.0% girls)	91.7
Total 2008	600,000*	550,000	91.6

Source: SPRs and *) CP Action Plan page 16

Table 5 above reflects the SPR for 2007 which reports that 95.2 percent of the planned number of students (571,325 of 600,000 in December 2007) received biscuits. 51.8 percent of primary and 51.0 percent of pre-primary participants were girls.

For 2008, the SPR reports that 91.6 percent of the planned number of students (550,000 of 600,000) received biscuits. 51.0 percent of primary and pre-primary participants were girls.

While the number of pre-primary children participants increased in 2008 (by 19 percent), the number of primary students decreased (by 4.6 percent) compared with 2007, both for boys and girls. This is despite the fact that the number of total enrolments in WFP assisted primary schools has increased in 2008 compared with 2007 (database of WFP FFE outcome monitoring).

A discrepancy in the data was noted for both years: the number of total enrolments recorded in the WFP outcome monitoring system is lower than the recorded number of primary school participants in the SPRs. This could indicate that the M&E database is incomplete or reports arrive too late to be included.

i. Amount of fortified high energy biscuits distributed

Table 6 below shows that for the period 2007/08, 67.5 percent of the planned target of fortified biscuits was distributed. This represents 33.8 percent of the planned target of 43,000 mt³⁶ for the CP period as a whole.

Table 6: Planned and actual FFE commodity distribution 2007-08

Year	Planned distribution (mt HEBs)	Actual distribution (mt HEBs)	Actual v planned (%)
2007 total	10,750	6,971	64.8
2008 total	10,750	7,543	70.1
TOTAL 2007-08	21,500	14,514	67.5

Source: SPRs

³⁶ WFP: CP result and resource matrix, 2009 update provided by the CO.

The number of participants is close to the annual target. The amount of food distributed is below the target. The discrepancy is explained by a late start of the FFE programme in some areas (i.e. in Nikli – May 2007) and interruptions in distribution in other areas (i.e. floods in 2007).

j. Number of students receiving de-worming tablets twice a year

The SPRs report that the number of children under the FFE component who received de-worming tablets at least once a day was 85 percent of target in 2007 and 96 percent in 2008 (Table 7 below).

Table7: Number of children receiving de-worming in 2007-08

Year	Planned (number children)	Actual (number children)	Actual v planned (%)
2007 total	600,000	510,000	85.0
2008 total	600,000	576,000	96.0

Source: SPRs

The Directorate of General Health Services (DGHS) conducted an impact survey in 2007 which showed considerable success in reducing infestation by intestinal parasites, from 80 percent to 24 percent³⁷.

Other outputs during the period under review, not accounted for in the log-frame but important for sustainability, are the 151 community mobilisation workshops, with representatives from schools, school management committees (SMC), parents and local elites; and the 815 mothers’ meetings held to build FFE capacities at community level. The SPRs report that government and partner NGO officials and SMCs (a total of 1,039 participants) were oriented on the modalities of FFE and the development of women’s active participation and leadership in the SMCs. It seems that the quality of training is being monitored by district officials and WFP sub-offices, but no checklist was provided to the mission.

4. Enhancing Resilience

The outputs are defined in the CP log-frame as the number of participants receiving training on disaster preparedness and marketable skills, the number of assets developed and maintained, the numbers of participants in FFW, the number of local institutions participating and the continuing activity of the DER. The delayed start of the component caused it to revise the estimates more than once. However, the component document has guidance for resource distribution for the major activities in percentage terms. Accordingly, it has been planned to allocate up to 40 percent of infrastructure building costs to individual homestead assets and the rest to building community assets. The revised target participants for FFA and FFT now stand at 28,000 men and 112,000, women reduced from previously decided 60,000 and 180,000 respectively for four years³⁸. As of end December 2008, there were 129 men and 10,371 women trained in ‘marketable skills’, and the same number participated in food for work for developing disaster-resistant community assets. An estimated 4,000 units of homestead plinths are planned to be raised by the end of June 2009. Work has now started as observed in the field and it should now be possible to firm up the quantitative targets based on the available budget and data on cost of operations.

³⁷ WFP briefing paper on the de-worming activity provided to the CP evaluation mission.

³⁸ The latest log-frame given to the Mission had a slightly different target of 42,000 men and 63,000 women but we have quoted here the figures given by the CO in commenting on the Aide-Memoire.

5. Capacity-Building

The reported activities (Annual Planning Workshop Report, log-frame and CO discussions) indicate that most were directly to assist the implementation of the CP, although most of these have wider application e.g. selection and prioritisation tools, results-based monitoring, community mobilisation methods, and women and child health. In addition, the VAM unit supported the government in targeting its 100 days employment generation programme and the VGD programme with poverty maps and estimates. The PSS worked closely with the relevant the Government of Bangladesh on flood monitoring, early warning, and other preparedness issues, as well as on disaster management.

Detailed activities were as follows:

- 11,271 Government of Bangladesh officials orientated on the VGD selection process;
- 37 district level and 28 upazila level officials from the Department of Women's Affairs were oriented on VGD programme monitoring and reporting to improve result based monitoring;
- 65 NGO officials from nine partner NGOs were oriented on VGD development package services;
- 43 community mobilisation workshops were facilitated to increase awareness of FFE;
- 42
- Government of Bangladesh and NGO officials were oriented on review of the FFE programme in Kurigram and Gaibandha districts.

During January-December 2008, a total of 371 government officials and 129 NGO staff were trained on different subjects including: VGD programme monitoring, training of trainers in life skills, the VGD beneficiary selection process, female leadership development, mother and child health.

During 2008, WFP's VAM unit supported the government in targeting its 100 days employment generation programme and the VGD programme with poverty maps and estimates.

During the monsoon flooding season (June-October 2007) the PSS team worked closely with the Government of Bangladesh on flood monitoring, early warning, and other preparedness issues. In addition to the Disaster Management Bureau the Government of Bangladesh' Flood Forecasting and Warning Centre (FFWC) and the Bangladesh Meteorological Department (BMD) are important PSS partners. The PSS has provided or facilitated technical training for both FFWC and BMD staff on the use of GIS and remote sensing for more effective disaster management.

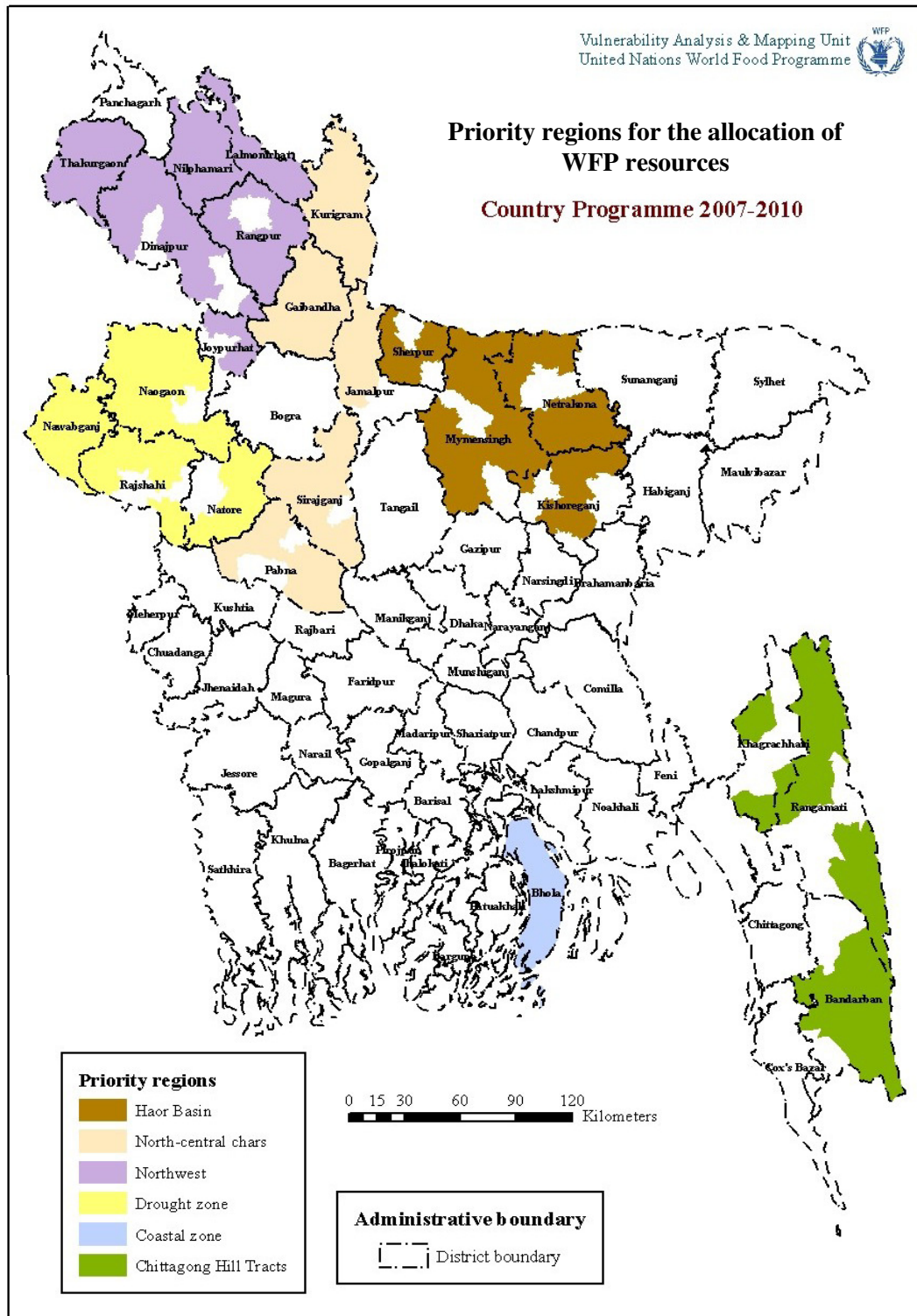
Acronyms

ADB	Asian Development Bank
ADP	Annual Development Plan
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
AusAID	Australian Government Overseas Aid Agency
BIDS	Bangladesh Institute of Development Studies
BMD	Bangladesh Meteorological Department
BMI	Body Mass Index
BRAC	Bangladesh Rural Advancement Committee
CB	Capacity-building
CERF	UN Central Emergency Response Fund
CIDA	Canadian International Development Agency
CHT	Chittagong Hill Tracts
CN	Community Nutrition
CNT	Community Nutrition Team
CO	Country Office
COMPAS	Commodity Movement Processing and Analysis System
CP	Country Programme
CPAP	Country Programme Action Plan
DAC	Development Assistance Committee
DATA	Data Analysis and Technical Assistance Ltd
DC	Deputy Commissioner
DER	Disaster Emergency Response
DFID	UK Department for International Development
DPE	Directorate of Primary Education
DRR	Department of Relief and Rehabilitation
DSC	Direct Support Cost
DWA	Department of Womens' Affairs
DWAO	District Women's Affairs Officer
EB	Executive Board
ECCE	Early Childhood Care and Education
ECHO	European Commission Humanitarian Aid Office
EQAS	Evaluation Quality Assurance System
EMOP	Emergency Operation
ER	Enhancing Resilience
ESDO	Environment and Social Development Organization
FAAD	Food Aid and Development
FAO	Food and Agriculture Organization of the United Nations
FBF	Fortified Blended Food
FFA	Food-for-Asset
FFE	Food-for-Education
FFT	Food-for-Training

FFW	Food-for-Work
FFWC	Flood Forecasting and Warning Centre
FIVDB	Friends in Village Development Bangladesh
GDP	Gross Domestic Product
GIS	Geographic information system
GO	Government Order
HEB	High-Energy Protein Biscuit
HIV/AIDS	Human Immune-deficiency Virus/Acquired Immune Deficiency Syndrome
HQ	Headquarters
HR	Human Resources
IFPRI	International Food Policy Research Institute
IFS	Integrated food security
IGA	Income Generating Activity
IGUGD	Income Generation for Vulnerable Group Development
LGED	Local Government Engineering Department
LoA	Letter of Agreement
LSD	Local storage depot
LTSH	Landside transport, storage and handling
M&E	Monitoring and evaluation
MDG	Millennium Development Goal
MFDM	Ministry of Food and Disaster Management
MFU	Milling and Fortification Unit
MPME	Ministry of Primary and Mass Education
mt	Metric Tons
MWCA	Ministry of Women and Children Affairs
NGO	Non-government organisation
NPA	National Plan of Action
ODOC	Other Direct Operational Cost
OEDE	Office of Evaluation
PEDP	Second Primary Education Development Program
PRSP	Poverty Reduction Strategy Paper
PSS	Programme Support Section
RDRS	Rangpur Dinajpur Rural Service
RMP	Rural Maintenance Programme
SMC	School Management Committee
SO	Strategic Objective
SUP	Selected Ultra Poor
SURCH	Independent Survey Research Agency
SPR	Standard Project Report
TOR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UP	Union Parishad

USAID	United States Agency for International Development
UWAO	Upazila Women's Affairs Officer
VAM	Vulnerability Analysis and Mapping
VGD	Vulnerable Group Development
VNC	Village Nutrition Centre
VNP	Village Nutrition Promoter
WFP	World Food Programme
WHO	World Health Organization

Map





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