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**Executive Board  
Second Regular Session**

**Rome, 9–13 November 2009**

## **EVALUATION REPORTS**

**Agenda item 6**

*For consideration*



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## **SUMMARY EVALUATION REPORT BANGLADESH COUNTRY PROGRAMME 104100 (2007–2010)**

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## EXECUTIVE SUMMARY

The purpose of this evaluation is to provide an independent mid-term assessment of Bangladesh Country Programme 104100 in order to fine-tune ongoing activities and inform the preparation of a new intervention. The evaluation was carried out by a team of external consultants who conducted field work in February 2009.

The evaluation found the country programme to be relevant to population needs and appropriately framed to support the Government of Bangladesh in achieving the Millennium Development Goals, although the design lacks a rationale for the inclusion of five components or justification for their relative size. Targeting towards areas with high concentrations of extreme poverty is appropriate.

Achievements show generally positive trends. However, these have been affected by the drastic rise in food prices in 2008 and the impact of the 2007 floods. The vulnerable group development programme is effective in achieving improved food consumption and dietary diversity and in increasing the productive assets of beneficiaries, but there are still challenges to increasing incomes significantly and sustaining livelihoods for the poorest beneficiaries. The food-for-education component is effective in maintaining school attendance and gender parity. Capacity-building for programme implementation has been effective. Nutritional outcomes have been good through the small community nutrition programme. The nutritional benefits of the vulnerable group development and food-for-education components are less clear.

A shortage of funds has significantly reduced the coverage of the vulnerable group development and community nutrition components. Less than half of targeted vulnerable group development beneficiaries received the full designed benefits of food plus a supporting training package.

Channels of delivery are efficient, and implemented through effective partnerships with the Government and non-governmental organizations; targeting is effective and beneficiary selection procedures have improved. Overall service delivery mechanisms are efficient and few problems with delivery of food rations or support programmes were reported or observed.

While the financial position at mid-term is satisfactory, resources have not always been available in time for distribution. Donor contributions have been declining, and earmarking constrains implementation. The Government contributes more than half of total contributions, reflecting positively on the country programme, but requiring additional funds to cover associated costs.

The country programme has an impressive scale. However, its impact is less than the potential owing to the impossibility of delivering the full vulnerable group development package. On the other hand, the social impact for beneficiaries is high.

The sustainability of the country programme is affected by a lack of strategy for hand-over and a lack of funds for capacity-building. The sustainability of benefits of the vulnerable group development programme is limited by the rigidity of programme cycles and design of

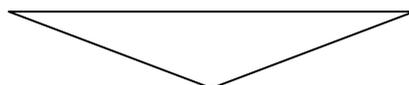


the microfinance mechanism.

The country office needs to focus more on the integration of programme components to improve household-level impacts. To resolve funding constraints on country programme delivery, WFP should make further efforts to attract unearmarked contributions, particularly by demonstrating the livelihoods achievements of the vulnerable group development programme.

A future programme will require more flexible delivery of programme inputs, alternative microfinance mechanism or different livelihood approaches for the poorest people, improved programme integration for effective impacts at the household level, and a comprehensive capacity-building strategy and programme.

## DRAFT DECISION\*



The Board takes note of “Summary Evaluation Report Bangladesh Country Programme 104100 (2007–2010)” (WFP/EB.2/2009/6-B) and the management response in WFP/EB.2/2009/6-B/Add.1 and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



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## BACKGROUND

### Context

1. Bangladesh has a population of 142.6 million people,<sup>1</sup> of whom almost 20 million are extremely poor and particularly vulnerable to natural disasters. Of the total population, 41.3 percent live on less than US\$1 per person per day.<sup>2</sup> Bangladesh has made significant advances in reducing poverty and is making progress towards the Millennium Development Goals (MDGs). However, while food availability is improving overall, availability per capita is reducing, and access to food remains problematic for a large part of the population. The proportion of the population consuming below the minimum daily kilocalorie requirement in 2007 was 27 percent, according to estimates by the Food and Agriculture Organization of the United Nations (FAO). The United Nations Children's Fund (UNICEF) reported that in 2007 net primary school enrolment rates at the national level stood at 82 percent for boys and 86 percent for girls.

### Description of the Operation

2. The 2007–2010 country programme (CP) is the third in Bangladesh, continuing activities started under two previous CPs. The first of these (1997–2001) included vulnerable group development (VGD). The second (2001–2006) continued VGD, adding integrated food security and school feeding as new activities.
3. The goal of this CP is to support the Government in achieving the MDGs by improving the food security, nutritional well-being and livelihoods of “ultra-poor” households.
4. The CP comprises five components: i) improved food consumption and enhanced livelihoods among ultra-poor households, with 66 percent of the budget; ii) improved nutrition of women, children and adolescents – community nutrition (CN) – with 2 percent; iii) enhanced learning and nutrition of school-age children – food for education (FFE) – with 22 percent; iv) enhancing resilience (ER) to disaster for ultra-poor people in areas suffering numerous recurrent shocks, with 10 percent; and v) enhanced capacity of the Government and partners to manage food-based programmes – capacity-building (CB) – initially supported by the United Kingdom Department for International Development (DFID).
5. The 2007–2010 CP received approval from the WFP Executive Board for an initial budget of US\$101.6 million for its four years, providing 263,650 mt of food for almost 2.4 million beneficiaries. The Board also authorized mobilization of resources from other sources to arrive at a total of US\$309.1 million and 7.7 million beneficiaries. By March 2009, following eight budget revisions and contributions from the Government and donors, the budget stood at US\$266.9 million, with 48 percent confirmed at mid-term in December 2008.

### Evaluation Features

6. The purpose of this evaluation is to provide an independent mid-term assessment of the Bangladesh CP in order to fine-tune ongoing activities and inform the preparation of a new

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<sup>1</sup> Asian Development Bank website, 2009.

<sup>2</sup> United Nation Development Programme (UNDP), Human Development Report 2007/08.



intervention. The methodology comprised qualitative methods supported by quantitative data largely provided by the country office. The principal tools were focus group discussions and interviews. Field work was undertaken in Dhaka and operational areas in three districts. The primary reference point for performance assessment is the completed project logical framework (logframe).

## PERFORMANCE HIGHLIGHTS

### Operation Design: Relevance and Appropriateness

7. **Objectives of the operation.** Access to food remains problematic for the poorest families, who are vulnerable to shocks caused by shortage of employment, rising food prices, ill-health and natural disasters. With 20 to 25 percent of the population considered ultra-poor, many of them rural women, and outside the reach of most development programmes, the CP is relevant to needs. The goal of the CP is appropriately framed to support the Government in achieving the MDGs by addressing the multiple causes of poverty and vulnerability that cause family food insecurity. The programme appropriately targets the poorest areas and most vulnerable groups, and represents a multi-faceted response to address food security, nutrition and livelihoods. Targeting of the ER component to disaster-prone areas enables the linkage of relief and development operations.
8. **Internal coherence.** The components of the CP together ensure that all of WFP's Strategic Objectives are addressed; and each component also addresses one or more of the focus areas of the Enabling Development Policy. Targeting and selecting women participants, notably for the VGD and CN programmes, directly addresses WFP's Enhanced Commitments to Women.
9. **External coherence.** The CP is directly in line with the United Nations Development Assistance Framework (UNDAF) and national priorities, and supports achievement of the MDGs. There is close alignment with the Bangladesh Poverty Reduction Strategy. Both the CN and the FFE components support the Government's health and education sector programmes.
10. **Project design.** The design of the CP has benefited from the long-standing presence of WFP in Bangladesh, including the implementation and evaluation of similar programme components within previous CPs. Four of the five CP components directly address the goal. They are well-framed to address the vulnerabilities of the poor regarding access to food: 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 well-being of selected target groups; the ER programme seeks the integration of livelihoods enhancement and physical resilience to natural disaster; and the CB component aims to strengthen national capacity to manage food assistance and hunger reduction programmes. The exception is the FFE component, which addresses longer-term poverty reduction through enhanced learning and nutrition of school-age children.
11. However, the CP design documents lack a rationale for the inclusion of five components and do not explain the balance of the programme in terms of the relative sizes of components.
12. The current CP incorporates recommendations regarding the previous CP made by the food aid and development evaluation of the WFP Enabling Policy in 2004, thus improving



targeting and integration, policy dialogue and capacity-building. Through the use of vulnerability analysis and mapping (VAM), there is a strong geographical relation among the VGD, FFE and CN components. Household-level integration is intended for the livelihoods approaches of VGD, CN and ER and for nutritional objectives, including FFE, but this is poorly articulated in the CP document. The programme has been successful in building capacity in programme implementation. However, withdrawal of the DFID funds has limited a more strategic approach to capacity-building.

13. **Appropriateness.** There is a rationale for food-based programmes as a means of addressing immediate food insecurity, offsetting the opportunity cost of training and helping beneficiaries set aside money. Fortified food distribution directly addresses nutritional objectives, and high-energy biscuits are the incentive for school attendance and the means of enhancing learning. Studies of both VGD and FFE programmes conducted by the International Food Policy Research Institute (IFPRI)<sup>3</sup> recognize a role for food in meeting the needs of the most vulnerable segments of the population, especially ultra-poor women and children. Qualitative accounts in the VGD study indicate that women feel they have greater control over transfers 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, transfers of cash or a combination of food and cash have also proven effective.

### Outputs and Implementation Processes: Elements of Efficiency

14. **Levels of outputs.** The CP had benefited almost 900,000 participants at mid-term, reaching 50.5 percent of the logframe target for the 2007–2010 period covered by the CP. A total of 205,225 mt – 36.3 percent of the approved food budget – had been distributed at mid-term.
15. While the FFE and ER components are close to target, the VGD and CN components are well behind. Owing to a shortage of resources, less than half of the VGD beneficiary target for 2007–2008 received food plus the supporting training package, and only half of these participants received nutrient-fortified wheat. This shortfall in the output performance of the relatively large VGD component has negatively affected overall CP performance.
16. **Channels of delivery** for the programme are efficient through a wide range of effective partnerships, primarily with the Government and non-governmental organizations (NGOs). However, a delayed start for the CP meant that NGO contracting was delayed. Service delivery mechanisms are efficient and few problems with delivery of food rations or support programmes have been reported. The FFE component in particular represents a simple and well-developed procedure.
17. **Implementation mechanisms.** Geographical targeting uses WFP's VAM methodology. This provides an effective and transparent means of targeting; the challenge for the country office is to target priority component needs and, at the same time, achieve the integration of components of varying sizes.
18. Implementation guidelines for the VGD, CN and ER components effectively set out procedures for the selection of participants. For the VGD component, 93 percent of VGD participants were correctly selected for the 2007–2008 cycle, with the process adhered to by 79 percent of VGD committees. For the CN component, only 7.5 percent of participants

<sup>3</sup> For further details see IFPRI. 2004. Impact of Feeding Children in Schools. Evidence from Bangladesh. Washington, DC; and IFPRI. 2007. Relative Efficacy of Food and Cash Transfers in Improving Food Security and Livelihoods of the Ultra-Poor in Bangladesh. Washington, DC.



come from VGD beneficiary households, contrary to the intention of the CP design and owing to varied component distributions. Stakeholders appreciated the participatory nature of the selection process for the ER component for its transparency.

19. **Monitoring** is undertaken jointly by the Government and WFP. Output monitoring and reporting is comprehensive, but the evaluation team found it difficult to reconcile data from the various reporting sources. Some inconsistencies in the design and conduct of outcome studies, the timeliness of surveys and the quality of reporting were noted. There is insufficient knowledge concerning the added value of WFP's development package within the VGD programme, the nutritional outcomes of VGD and FFE components, the possible synergies from combining the different components of the CP, and the long-term sustainability of benefits at the household level.
20. **Cost and funding of operations.** The current approved budget is US\$266.9 million for 565,081 mt. There has been a pattern of upward budget revisions, but donor contributions have been declining. Nevertheless, the CP's financial position at mid-term looks satisfactory, with confirmed contributions totalling US\$127.5 million by the end of 2008, amounting to 48 percent of the current approved budget – although these resources have not always been available in time for distribution. Cumulative expenditure represents 31 percent of the budget, but 79 percent of available resources. The CP has become significantly more dependent on in-kind rather than cash contributions. This is owing to the significant contributions from the Government, accounting for 51 percent of total contributions. While this reflects positively on the CP, it also requires additional funds to cover associated costs. Simultaneously, another major donor is withdrawing globally from food-based development programmes. These factors and the fact that almost all contributions are earmarked, which has constrained the funds available to the VGD programme, is reducing the potential results of the CP.
21. **Cost efficiency.** The cost per participant for the two years of the CP so far is US\$102. Studies have shown the FFE component – at US\$10.86 per child per year – to be efficient compared with other school feeding programmes. The per capita cost of the VGD programme is US\$141 per capita per year. This compares well with similar programmes, although the proportional costs of delivery have been higher.

## Results

22. **Effectiveness.** The logframe indicators for overall effectiveness of the CP are expressed in terms of WFP Strategic Objectives<sup>4</sup> and UNDAF indicators:
  - **Strategic Objective 2: Protect livelihoods in crisis situations and enhance resilience to shocks:** Results are mixed for the VGD programme. The proportion of households consuming three full meals a day increased from 31 to 37 percent in 2008. The percentage of households consuming a balanced diet has risen to 84 percent. However, specific outcome surveys showed that 60 percent of beneficiaries still have incomes of less than US\$0.5 per day, and only 56 percent have “graduated” to microfinance.

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<sup>4</sup> The effectiveness of the ER component in contributing to Strategic Objective 1 has not been assessed, as this component was activated only a few months prior to the evaluation.



<b>TABLE 1: PROGRESS AGAINST LOGFRAME OUTCOME INDICATORS FOR VULNERABLE GROUP DEVELOPMENT</b>				
<b>Indicator</b>	<b>Baseline</b>	<b>Target</b>	<b>Achievement (Dec. 2008)</b>	<b>Progress</b>
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

\*Bangladesh taka

n/a = not available

Source: WFP Bangladesh.

- **Strategic Objective 3: Support improved nutrition and health status of children, mothers and vulnerable people:** The effectiveness of the CN component is seen in the near complete recovery of adolescent girls and pregnant and lactating women and of almost three-quarters of children under 2, and in achievement of the low-birth-weight target. The component is reliant on referral for severe malnutrition. The nutritional outcomes of the VGD's fortified wheat ration will be studied in 2009. The FFE biscuits reduce anaemia among primary schoolchildren; another study showed no nutritional benefit for pre-primary schoolchildren.

<b>TABLE 2: PROGRESS AGAINST LOGFRAME OUTCOME INDICATORS FOR COMMUNITY NUTRITION (End-of-cycle reports 2008)</b>				
<b>Indicator</b>	<b>Baseline</b>	<b>Target</b>	<b>% at end of cycle</b>	<b>Progress</b>
Percentage of underweight among children under 2 years	100%	10%		
End of cycle 3 (January–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 (January–June 2008)				
Adolescent girls			2.8%	√
Pregnant/lactating women			2.5%	√
End of cycle 4 (July–December 2008)				
Adolescent girls			4.1%	√
Pregnant/lactating women			3.8%	√
Incidence of low birthweight	42%	30%		
End of cycle 3 (January–June 2008)			29%	√
End of cycle 4 (July–December 2008)			28%	√

\* BMI = body mass index

n/a = not available

Source: WFP Bangladesh



- **Strategic Objective 4: Support access to education and reduce gender disparity in access to education and skills training:** In a context of nationally high enrolment levels and gender parity, there has been a slight increase in enrolment performance for both girls and boys in WFP-assisted primary schools; attendance of girls has improved, while that of boys has been maintained. The ratio of girls to boys is higher, at 51 percent. The FFE component is shown to be highly effective in supporting this Strategic Objective.

Indicator	Baseline	Target	Achievement (Dec. 2008)	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: WFP Bangladesh

- **Strategic Objective 5: Strengthen the capacities of countries and regions to establish and manage food assistance and hunger reduction programmes:** The CP has been effective in strengthening the Government's capacity in resource allocation and targeting and in food distribution. The Government is increasingly independent in food assistance programmes, in terms of both commodity distribution and management. However, there is no strategy in place for hand-over of any part of the CP. The country office's capacity to deliver has been constrained by a lack of funds for the CB component.
23. In addition to the impact of high food prices and the effects of floods, the performances of the VGD and CN programmes in meeting targets have been negatively affected by reduced and earmarked funding. Assuming full completion of the CN programme, continued delivery of the FFE component, constant progress in ER and the final cycle of VGD participants, the CP will benefit a total of 1.27 million participants by its end, or 71.3 percent of the logframe target. This equates to 6.35 million beneficiaries against a planned 8.91 million.
24. The design principle of geographical concentration and improved targeting has been met, although integration to provide synergy at the household level is lacking.



25. **Impact.** The CP has an impressive scale, particularly through the VGD programme. Despite this impressive scale, the impact is less than the potential owing to a lack of resources to provide the full VGD package to targeted beneficiaries.
26. There has been a discernible social impact for women beneficiaries through enhanced skills, knowledge and mobility. Greater social capital has been created through group support and confidence. There is improved awareness of hygiene, health awareness and health seeking behaviour, although practice levels are still low. The selection of marginalized extremely poor women, although not as efficient as hoped, is having an empowering effect on a group of women who have in the past been socially excluded.
27. **Sustainability.** Sustainability is largely dependent on the impact of the CB component and the ability of the Government to receive a hand-over of operations. The CB component has limited funds to provide the necessary technical assistance, learning and advocacy. There is no explicit hand-over strategy, despite the significant proportions of food contributed by the Government. There is scope for considering the hand-over of food distribution aspects of the programme, possibly releasing resources to allow a greater flow of resources to the livelihoods package and nutrition. One of the criteria for phasing out support to the FFE component has been achieved; the second is likely to have been achieved by the end of this CP.
28. Sustainability of the VGD impact is of concern, mainly because the fixed size and length of the cycle focus on input delivery rather than beneficiary outcome achievement, and the design of the microfinance mechanism is unattractive to the poorest women. As a result, women complete the programme with low levels of savings and little prospect of increasing income. Sustainability of nutritional impacts of the CN, VGD and FFE components will depend on livelihood status – a lack of synergy among programme components diminishes the prospects of achieving this.
29. Sustainability of impacts at the household level, particularly in terms of food security, nutrition and livelihoods, is susceptible to the effects of external factors. The rise in food prices in 2008 is thought to have significantly affected the performance of the CP. The rigidity of the programme cycles does not allow adaptation to ensure that participants reach minimum thresholds of achievement, which can ensure sustainability.

### Cross-Cutting Issues

30. **Gender.** The CP is effectively targeting women in the selection of women for the VGD component, in meeting the specific nutritional requirements of pregnant and lactating women, in expanding activities that enable girls to attend school, and in ensuring that women benefit at least equally with men from the assets created. The FFE component specifically ensures that women are equally involved in food distribution and other committees.
31. The country office has formed an eight-member Gender Team, which contributes to all of the Enhanced Commitments to Women. The Gender Team reported that although there are approximately equal numbers of women and men on the staff of the country office and sub-offices, there are still few women in senior management positions.
32. **Relief, recovery and development.** The ER component provides resources and a programme link between emergency and development work. Although WFP Bangladesh is well-known and highly regarded for its large-scale emergency work, the development of an approach that ensures the transition from relief to development requires specific sets of skills and a differentiated approach according to livelihood zones, which the country office will have to develop further.



33. **Partnerships.** The programme benefits from the longstanding and clear partnerships that have been operational since previous CPs. The evaluation observed positive working relationships with the Government and NGOs in Dhaka and at field levels. This indicates an important recognition by the Government of the role of NGOs. WFP has few partnerships with other United Nations and donor programmes.

## CONCLUSIONS AND RECOMMENDATIONS

### Overall Assessment

34. **Relevance and appropriateness.** The CP is relevant to addressing the food security of the rural poor. Targeting of areas with high concentrations of extreme poverty is appropriate. Apart from the FFE component, which does not directly meet the CP goal, the programme comprises a coherent package of interventions – food transfers, livelihoods development, nutritional support and disaster preparedness – that can provide a sustainable solution to household food insecurity. However, the evaluation found that the design documents lack a rationale for the inclusion and size of all five components. In addition, the integration of various components to improve synergy at the household level is poorly articulated in the project documents. There is a rationale for food-based programmes to meet the needs of the most vulnerable, especially ultra-poor women and children.
35. **Effectiveness.** Achievements show generally positive trends. However, these have been negatively affected by the impact of the drastic rise in food prices in 2008 and the effects of the 2007 floods. The VGD programme is effective in achieving improved food consumption and dietary diversity and increasing the productive assets of beneficiaries, but there are still challenges to increasing incomes substantially and sustaining livelihoods. The size and length of the package are fixed, which assumes “graduation” rather than adjustment of the cycle to the desired levels of participant achievement. A shortage of funds has significantly reduced the coverage of the full development package and the fortified wheat ration. The CN component is effective in the near complete recovery from malnutrition of adolescent girls and pregnant and lactating women and of almost three-quarters of children under 2, and in achievement of the low-birth-weight target. However, the scale of this success is small and it is not well integrated with the VGD beneficiaries. The FFE component continues to perform well in maintaining enrolment and attendance, although reduction in drop-out rates has slowed.
36. **Efficiency.** The efficiency of the programme in terms of number of participants and food delivery targets has been negatively affected by the poor performance of the VGD and CN components in 2008, mainly due to reduced and earmarked funding, which constrained the ability to use Government in-kind contributions. Overall implementation mechanisms are efficient. The CP is implemented through a wide range of effective partnerships with the Government and NGO partners. The joint monitoring between WFP and the government is comprehensive. Outcome studies are undertaken regularly. However, the evaluation found that programme learning suffered from inconsistencies in the design and timeliness of surveys. Although there has been a series of upward budget revisions, donor contributions have been declining. This, combined with earmarking of funds, has negatively affected the performance of operations. Nevertheless, the CP’s financial position at mid-term looks healthy, with confirmed contributions amounting to almost half the current budget.
37. **Impact.** The scale of the programme is impressive. However, the potential impact is offset by failure to provide the full VGD package to almost half the planned beneficiaries,



and failure to maximize synergy with other components. The social impact for beneficiaries is high, but the livelihoods and food security impacts for the poorest beneficiaries are less assured.

38. **Sustainability.** Sustainability is largely dependent on the impact of the CB component and the ability of the Government to receive a hand-over of operations, as appropriate, for some or all programme components. Sustainability of operations is adversely affected by a lack of strategy for hand-over and a lack of funds for capacity-building. Sustainability of benefits of the vulnerable group development programme is limited by the rigidity of programme cycles and design of the microfinance mechanism, which fail to address the vulnerability of the poorest to external factors.

## Issues for the Future

39. Important issues affecting the effectiveness of the current programme are the:
- shortage of funds for some components;
  - lack of a strategic approach to the hand-over of key aspects of the programme;
  - inability to ensure sustainable enhanced incomes for the poorest beneficiaries;
  - need to improve understanding regarding the possible outcomes at the household level achieved by integrating VGD, CN and FFE components;
  - need to demonstrate the added value of WFP support – i.e. the specific impact of the VGD development package and the nutritional impact of fortified wheat and biscuits.
40. For the design of future operations, it is important to:
- review the current VGD/CN/ER programme cycle design to achieve beneficiary outcomes rather than completion of inputs;
  - review the design of microfinance as a means of enhancing livelihoods of the very poor;
  - make donors more aware of WFP's development approaches, rather than only its emergency interventions.

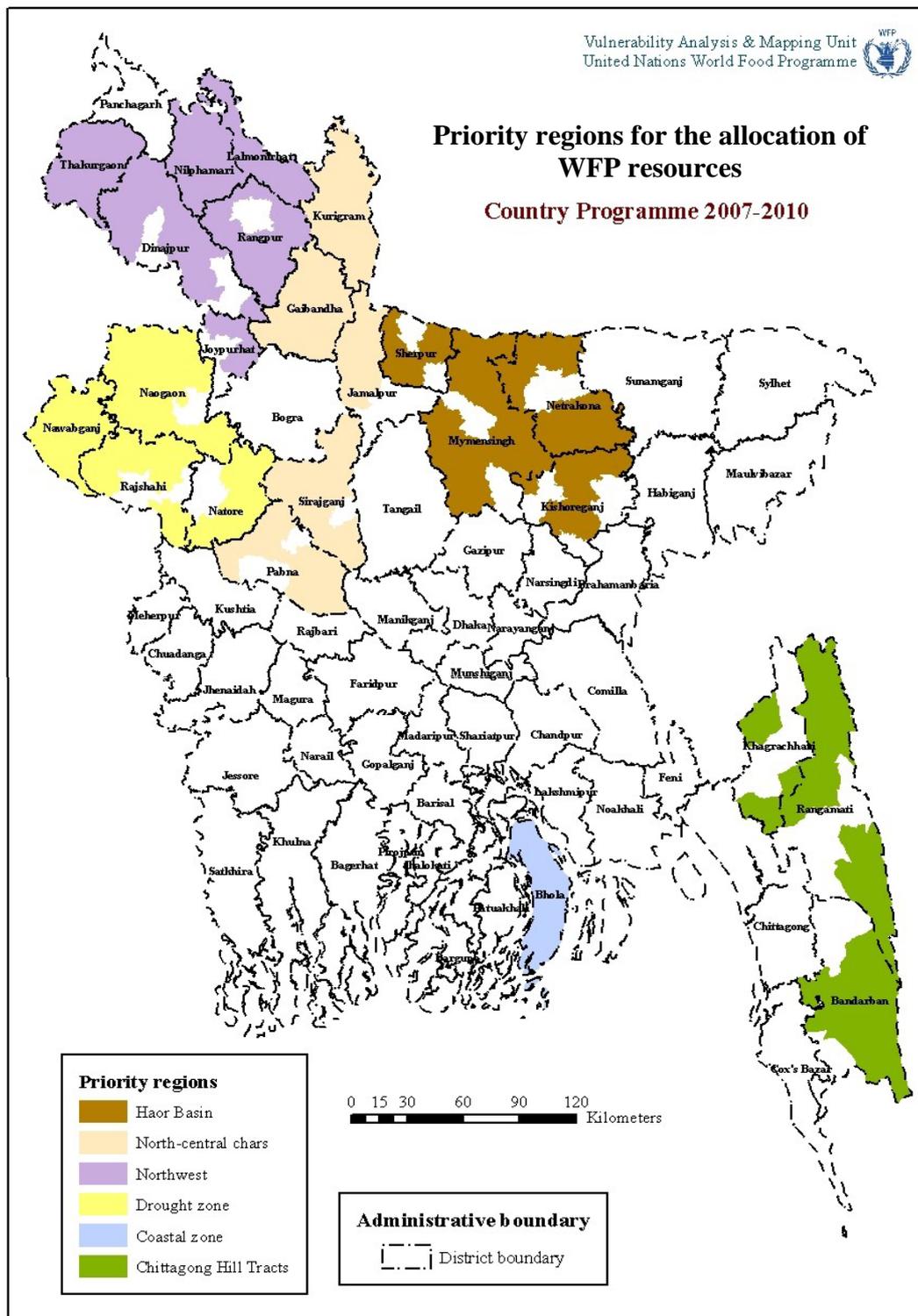
## Recommendations

41. 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.
42. 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.

### Bangladesh Country Programme 104100 (2007–2010): Areas of Intervention



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

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## ACRONYMS USED IN THE DOCUMENT

BMI	body mass index
CB	capacity-building
CN	community nutrition
CP	country programme
DFID	Department for International Development [United Kingdom]
ER	enhancing resilience
FAO	Food and Agriculture Organization of the United Nations
FFE	food for education
IFPRI	International Food Policy Research Institute
MDG	Millennium Development Goal
NGO	non-governmental organization
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
VGD	vulnerable group development