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**Executive Board  
Second Regular Session**

**Rome, 14–17 November 2011**

## **COUNTRY PROGRAMMES**

**Agenda item 8**

*For approval on a  
no-objection basis*

**E**

Distribution: GENERAL  
**WFP/EB.2/2011/8/1**  
8 September 2011  
ORIGINAL: ENGLISH

## **COUNTRY PROGRAMME BANGLADESH 200243 (2012–2016)**

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## NOTE TO THE EXECUTIVE BOARD

**This document is submitted to the Executive Board for approval on a no-objection basis**

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

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## EXECUTIVE SUMMARY

Consistent economic growth over the past decade despite frequent shocks has enabled Bangladesh to achieve notable improvements in poverty reduction, education and child mortality. High rates of child undernutrition, food insecurity and extreme poverty continue, however.

Bangladesh is unlikely to achieve its 2015 target of halving the proportion of people suffering from hunger: 60 million of the population of 150 million consume less than the minimum 2,122 kcal/person/day. Alarming levels of undernutrition and micronutrient deficiencies persist, with 14 percent of children under 5 suffering from acute undernutrition and 49 percent of children facing chronic undernutrition.

The goal of country programme 200243, which will assist 4 million people over five years, is to improve the long-term food security and nutrition of ultra-poor households. Its objectives are:

- reduce undernutrition among women and children under 5;
- increase children's access to pre-primary and primary education;
- enhance the resilience of vulnerable communities and households to natural disasters and the effects of climate change; and
- enhance nationally owned safety-net programmes addressing hunger and household food insecurity.

The country programme supports the Government in the areas specified in the National Strategy for Accelerated Poverty Reduction II (2009–2011) and the Sixth Five-Year Plan (2011–2015). It also contributes to Millennium Development Goals 1-5<sup>1</sup> and Strategic Objectives 2, 4 and 5,<sup>2</sup> and is aligned with the United Nations Development Assistance Framework (2012–2016).

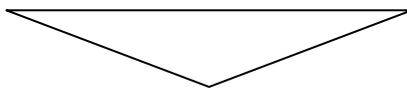
The country programme focuses on WFP's involvement in service delivery and a more systematic contribution to the Government's social safety net systems, with an eventual handing over of activities. Programme components are integrated to increase their impact, and partnerships are emphasized.

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<sup>1</sup> Millennium Development Goals: 1 – Eradicate extreme poverty and hunger; 2 – Achieve universal primary education; 3 – Promote gender equality and empower women; 4 – Reduce child mortality; 5 – Improve maternal health.

<sup>2</sup> Strategic Objective 2 – Prevent acute hunger and invest in disaster preparedness and mitigation measures; Strategic Objective 4 – Reduce chronic hunger and undernutrition; Strategic Objective 5 – Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchase.

## DRAFT DECISION\*



The Board approves on a no-objection basis country programme Bangladesh 200243 (2012–2016) (WFP/EB.2/2011/8/1), for which the food requirement is 403,860 mt at a cost of US\$214.6 million and the cash and voucher requirement is US\$10.1 million, giving a total cost to WFP of US\$338.7 million.

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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.

## SITUATION ANALYSIS

1. Despite economic and social gains over the past decade, Bangladesh faces high rates of undernutrition, food insecurity and extreme poverty. Bangladesh is one of the most densely populated and disaster-prone countries in the world: its population is 150 million and it is classified as a least developed country and a low-income, food-deficit country. It ranks 129<sup>th</sup> of 169 countries on the human development index;<sup>3</sup> in 2010 gross national income per capita was US\$645.<sup>4</sup>
2. Gross domestic product has grown by 6 percent per annum<sup>5</sup> over the past seven years; the economy remains resilient despite natural disasters, food price volatility and the global recession. Nonetheless, Bangladesh is unlikely to achieve its target of halving the proportion of people suffering from hunger by 2015.<sup>6</sup> Seasonal under-employment, limited land for cultivation, high population density and the need for ever-increasing agricultural productivity to support a growing population constitute significant challenges. Rice production has risen by 32 percent since 2000,<sup>7</sup> but Bangladesh continues to import wheat, pulses and oil. Except in disaster years, external food assistance has declined and contributed to only 1.4 percent of food imports in 2009–2010.<sup>8</sup>
3. Sixty million people – 40 percent of the population – survive on less than the minimum 2,122 kcal/person/day;<sup>9</sup> 25 percent of the population consume nutritionally inadequate diets based on starchy foods.<sup>10</sup> Early marriage, adolescent pregnancies and undernutrition among mothers and adolescent girls are widespread.<sup>11</sup> One child in three is born under-weight.<sup>12</sup> Chronic undernutrition in children is prevalent:<sup>13</sup> 7.8 million children under 5 are stunted;<sup>14</sup> an estimated 2 million children – 14 percent – suffer from acute undernutrition,<sup>10</sup> which is close to the World Health Organization’s 15 percent “critical” threshold. Alarming levels of micronutrient deficiencies persist: iron deficiency

<sup>3</sup> United Nations Development Programme (UNDP). 2010. *Human Development Report 2010*. New York.

<sup>4</sup> World Bank. 2010. Available at: [data.worldbank.org](http://data.worldbank.org)

<sup>5</sup> Bangladesh Bank. 2010. *Annual Report 2009–2010*. Dhaka.

<sup>6</sup> Food and Agriculture Organization of the United Nations. 2010. *The State of Food Insecurity in the World*. Rome.

<sup>7</sup> Bangladesh Bureau of Statistics. 2000. *Statistical Year Book of Bangladesh, 2008*. Dhaka. Available at <http://www.bbs.gov.bd/>

<sup>8</sup> Ministry of Finance. 2009. *Bangladesh Economic Review 2008–2009*. Dhaka.

<sup>9</sup> Bangladesh Bureau of Statistics. 2005. Household Income and Expenditure Survey. Dhaka.

<sup>10</sup> WFP, the United Nations Children's Fund (UNICEF) and Institute of Public Health and Nutrition (IPHN). 2009. Household Food Security and Nutrition Assessment. Dhaka.

<sup>11</sup> The median age at first marriage for girls is 15.3 years; a third of mothers and adolescent girls are underweight. Bangladesh Demographic and Health Survey, 2007.

<sup>12</sup> REACH-Bangladesh. 2010. Initial Situation Analysis. Dhaka.

<sup>13</sup> Based on the World Health Organization threshold.

<sup>14</sup> Household Food Security and Nutrition Assessment, 2009; REACH-Bangladesh. 2010. Initial Situation Analysis. Dhaka.

anaemia affects 64 percent of children aged 6–23 months and 46 percent of pregnant women.<sup>15</sup>

4. Limited dietary diversity, poor feeding and caring practices for infants and children, disease and inadequate access to health services are the direct causes of undernutrition and micronutrient deficiencies.<sup>16</sup> Only one third of children receive the minimum dietary diversity; fewer than half of children under 6 months are exclusively breastfed.
5. The most food-insecure regions<sup>17</sup> are in river flood plains in Rangpur and Rajshahi divisions,<sup>18</sup> cyclone-prone areas in the southern coastal belt of Khulna and Barisal divisions, and the southeastern part of Chittagong Division bordering Myanmar. Food security and nutrition are generally worse in rural areas; however, in slums the rate of wasting is 17 percent, with stunting at 56 percent,<sup>19</sup> and there is anaemia in vulnerable groups.<sup>20</sup>
6. Bangladesh has increased net school enrolment and achieved gender parity in primary and secondary education, but dropouts from primary education, particularly among ultra-poor children, are a concern. The United Nations Children's Fund (UNICEF) estimates that 3.3 million children of primary school age – 19 percent – are out of school and that 51 percent of children starting grade 1 do not reach grade 5.<sup>21</sup> In slums, net attendance is only 65 percent, compared with the rural rate of 81 percent.<sup>22</sup>
7. Cyclones, flooding, salt-water intrusions and river erosion are expected to increase as a result of climate change. Floods and cyclones affect 30–50 percent of the country annually.<sup>23</sup> The 2007–2008 food crisis forced an additional 7.5 million people below the poverty line.<sup>24</sup> The ultra-poor are particularly exposed to shocks because of their dependence on agriculture, economic coping mechanisms, chronic undernutrition and lack of alternative livelihood options.
8. The Government has allocated 2.5 percent of GDP for 2010–2011<sup>25</sup> to cover 30 food- or cash-based safety-net programmes. But the programmes face duplication, leakage and targeting problems,<sup>25</sup> and need to be reformed.

<sup>15</sup> Helen Keller International (HKI)/IPHN. 2004. *Nutritional Surveillance Project 2001*; BBS/UNICEF. 2004. National Anaemia Survey. Dhaka.

<sup>16</sup> Household Food Security and Nutrition Assessment. 2009. Bangladesh Demographic and Health Survey 2007. Dhaka. UNICEF. 2008. *National Report Bangladesh*. Dhaka.

<sup>17</sup> BBS. 2009. Household Food Security and Nutrition Assessment, Dhaka. Household Income and Expenditure Survey, 2005.

<sup>18</sup> Administrative units in Bangladesh are divisions, districts, *upazilas* and unions.

<sup>19</sup> UNDP and *Deutsche Gesellschaft für Technische Zusammenarbeit* (GTZ, German Agency for Technical Cooperation). 2010. *Bridging the Urban Divide in Bangladesh*. Dhaka.

<sup>20</sup> Bangladesh Bureau of Statistics and UNICEF. 2003. Anaemia Prevalence Survey of Urban Bangladesh and Rural Chittagong Hill Tracts. Dhaka. Anaemia in children under 5 is 61.5 percent; among pregnant and lactating mothers it is over 40 percent.

<sup>21</sup> UNICEF. 2009. *Quality Primary Education in Bangladesh*. New York.

<sup>22</sup> UNICEF. 2010. *Understanding Urban Inequalities in Bangladesh*. New York.

<sup>23</sup> World Bank. 2010. *Bangladesh Country Assistance Strategy 2011–2014*. Washington DC.

<sup>24</sup> United Nations High-Level Task Force on the Global Food Security Crisis. 2009. Bangladesh Full Country Visit Report. Available at: [http://un-foodsecurity.org/sites/default/files/bangladesh\\_fullreport.pdf](http://un-foodsecurity.org/sites/default/files/bangladesh_fullreport.pdf)

<sup>25</sup> Ministry of Finance. 2010. *Social Safety Net Programmes: Budget Estimate for 2010–11*. Dhaka.

9. The elimination of poverty and inequity is a priority in the Government's development strategy. The National Strategy for Accelerated Poverty Reduction (NSAPR) II (2009–2011) and the Sixth Five-Year Plan (2011–2015) focus on strengthening food security, tackling undernutrition, achieving universal primary education, improving resilience to natural disasters, adapting to climate change and reforming government-run safety nets for the ultra-poor.<sup>26</sup> Hunger reduction is addressed primarily through the 2006 National Food Policy.<sup>27</sup> The Government's forthcoming Health, Population and Nutrition Sector Development Programme (2011–2016) is expected to mainstream nutrition services into regular health services.
10. To support the Government in addressing food insecurity and undernutrition, WFP will focus on: i) implementing food- or cash-based social safety-net models that focus on improving food security and nutrition and that can be scaled up by the Government; ii) strengthening government capacity to design and implement social safety nets addressing hunger and household food insecurity; and iii) engaging in safety net policy reform by providing evidence relating to different support models and modalities.

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## PAST COOPERATION AND LESSONS LEARNED

### Past Cooperation

11. WFP has operated in Bangladesh since the 1970s; it has a strong partnership with the Government and extensive experience with the ultra-poor. The 2007–2011 country programme (CP) reached 3 million beneficiaries each year through:
  - i) vulnerable group development (VGD) to improve food consumption and livelihoods in ultra-poor households; the management, resourcing and implementation of VGD activities were fully handed over to the Government in early 2011;
  - ii) community nutrition to enhance the nutritional well-being of young children, pregnant and lactating women and adolescent girls;
  - iii) food for education (FFE) to enhance learning and nutrition among primary schoolchildren;
  - iv) enhancement of resilience to increase the ability of ultra-poor households in disaster-prone areas to deal with recurrent shocks; and
  - v) capacity development for the Government and partners to enable them to manage food- or cash-based safety-net programmes addressing hunger and household food insecurity.
12. WFP also supports 31,000 refugees from Myanmar through a protracted relief and recovery operation (PRRO).

### Lessons Learned

13. **Targeting and programming.** Targeting beneficiaries by activity led to wide geographical spread of interventions that stretched resources and reduced synergies among components. Greater geographical convergence among programme activities will enable economies of scale and increase the combined impact of multiple approaches to addressing food security and nutrition challenges at the household and community levels.

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<sup>26</sup> NSAPR II, p. xiii; draft Sixth Five-Year Plan 2011–2015.

<sup>27</sup> Ministry of Food and Disaster Management. 2006. National Food Policy. Dhaka.

14. **Cash- and food-based programmes.** Cash has been an effective alternative to food in food security and livelihood activities. Studies<sup>28</sup> show that increasing the size and duration of cash and food transfers and increasing integration with income-generating activities and savings services are essential in achieving sustainable improvements in food security for ultra-poor households.
15. **Hand-over and exit strategies.** Greater emphasis is needed on capacity development and a funding plan to enable the Government to manage food assistance programmes; clearer definition of the roles of government departments and the expected outcomes of capacity development is needed.
16. **Partnerships.** Through partnerships WFP has created opportunities to leverage the resources of the Government and other organizations, improve synergies among components and extend the reach of programmes by integrating them into the Government's safety-net system. Non-governmental organization (NGO) partners have provided a continuum of development services to complement WFP's work, for example by helping beneficiaries to gain access to micro-finance following food-for-assets or cash-for-assets interventions.
17. **Resourcing.** A third of planned beneficiaries were not reached under the 2007–2011 CP because of resource constraints. WFP will need to make greater efforts to ensure that donors are aware of its strengths and comparative advantages. The private sector has significant fundraising potential for WFP through initiatives such as Project Laser Beam.<sup>29</sup>

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## STRATEGIC FOCUS OF THE COUNTRY PROGRAMME

18. The CP is designed to support the Government in improving the long-term food security and nutrition situation of ultra-poor households.<sup>30</sup> It contributes to the achievement of Millennium Development Goals 1–5 and is in line with the United Nations Development Assistance Framework (UNDAF) (2012–2016); it is guided by WFP's country strategy for Bangladesh. Gender will be mainstreamed into all activities in order to reduce gender inequalities and promote women's empowerment, in line with the WFP gender policy.<sup>31</sup>
19. The objectives of CP 200243 are to:
  - reduce undernutrition among women and children under 5 (Strategic Objective 4);
  - increase children's access to pre-primary and primary education (Strategic Objective 4);
  - enhance the resilience of vulnerable communities and households to natural disasters and the effects of climate change (Strategic Objective 2); and
  - enhance nationally owned safety-net programmes addressing hunger and household food insecurity (Strategic Objective 5).

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<sup>28</sup> International Food Policy Research Institute. 2009. Comparing Food and Cash Transfers to the Ultra-Poor in Bangladesh. Washington DC; WFP. 2009. Outcome Report on Vulnerable Group Development in Bangladesh. Dhaka. WFP. 2004. Joint External Evaluation of Effectiveness and Impact of the Enabling Development Policy of the World Food Programme: Bangladesh Country Study. Rome.

<sup>29</sup> Project Laser Beam is a WFP-led initiative to eradicate child undernutrition in partnership with the private sector.

<sup>30</sup> For the purposes of this document, ultra-poor households are those whose members consume less than 1,805 kcal/day on average.

<sup>31</sup> "WFP Gender Policy" (WFP/EB.1/2009/5-A/Rev.1).

20. WFP will seek to leverage the expertise of United Nations agencies, NGOs and research institutions; it is the lead agency for the food security and nutrition pillar of the 2012–2016 UNDAF, which is the basis for partnerships with the Food and Agriculture Organization of the United Nations (FAO) and UNICEF, and is also represented in other pillars. Partnerships with NGOs will be crucial in implementing WFP's activities and achieving the CP outcomes. WFP will also work with research institutions to identify and promote innovative development approaches.
21. WFP will focus CP 200243 activities thematically and geographically in 15 of the 20 priority UNDAF districts (see Annex III). Slums will be considered for WFP activities to address food insecurity associated with growing urbanization. Where possible, components will be synchronized to allow cross-fertilization of outcomes.
22. As part of its nutrition strategy, WFP will provide beneficiaries of its food-based interventions with a nutritious food basket and with life-skills training that includes messages on nutrition, health, hygiene and gender equality. Life-skills training will also complement cash-based activities with a view to enabling households to make positive choices on dietary diversity and infant feeding.

### **Component 1: Improving Maternal and Child Nutrition**

23. A combined preventive and curative approach will be implemented under Component 1 in communities with high rates of acute and chronic undernutrition among children under 5. The expected outcomes are: i) improved nutritional status of children and pregnant and lactating women during the critical 1,000-day window of opportunity and young children; and ii) enhanced nutrition and hygiene practices of caregivers, adolescent girls and other key household members.
24. Curative measures such as targeted supplementary feeding will support children under 5 and pregnant and lactating women recovering from moderate acute undernutrition.
25. As part of its preventive approach, WFP will pilot test blanket supplementary feeding for children aged 6–23 months: this will be implemented during the two lean seasons, for a combined total of six months, to prevent seasonal hunger and undernutrition, and to reduce stunting.
26. Micronutrient-fortified wheat-soya blend plus (WSB+) will be used to address macro-nutrient and micronutrient deficiencies. Behaviour change communication (BCC) will focus on maternal and child nutrition, hygiene and sanitation, food preparation, delaying marriage and pregnancy until after adolescence, and gender patterns of intra-household food allocation. The activities will target pregnant and lactating women, household decision-makers, adolescent girls, community leaders and local health service providers.
27. WFP will partner with nutrition stakeholders through initiatives such as REACH<sup>32</sup> to integrate proven interventions addressing undernutrition and its causes. Particular attention will be paid to integrated management of acute undernutrition in communities: WFP will assist moderately undernourished children while partners treat severely undernourished children.
28. WFP will work with the Ministry of Health and Family Welfare to ensure that operations complement community nutrition and health services, and will engage at the community

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<sup>32</sup> REACH is led by the United Nations to scale up interventions addressing child undernutrition through partnerships with nutrition stakeholders.

level to enhance the technical capacities of public health personnel and local NGOs with regard to mainstreaming nutrition and implementing nutrition activities.

29. WFP is committed to addressing systemic causes of undernutrition. It is a partner in Project Laser Beam, an innovative five-year public-private partnership also involving research that aims to make nutrition solutions available and accessible to those in need. Through Project Laser Beam, WFP will develop and test a locally produced complementary food supplement for children aged 6-23 months. WFP will also explore with the Government the possibility of including ready-to-use food supplements (RUFs) developed and locally produced for children 6–23 months in safety-net and nutrition programmes, or when scaling up nutrition activities after shocks that hinder access to clean water.

## **Component 2: School Feeding**

30. School feeding is intended to contribute to the Government's goal of achieving universal primary education by 2015. It constitutes a safety net to ensure that children receive adequate micronutrients and is an incentive to parents to send children to school. The expected outcome is increased enrolment, attendance and retention.
31. School feeding will be implemented in pre-primary and primary schools in priority areas, starting from age 5. In response to growing urban poverty, support for primary schools and non-formal education centres in urban areas will be expanded. Madrassas and schools run by NGOs that follow the government curriculum will be included because they often have a significant proportion of ultra-poor students and drop-outs from the public system.
32. On school days children will receive micronutrient-fortified biscuits providing 67 percent of the daily vitamin and mineral requirements and a supplementary caloric intake.
33. School feeding is also a platform for delivering nutrition and health interventions and addressing shortfalls in women's leadership in primary education. Children, parents, teachers and community members will receive a learning package addressing health, hygiene, nutrition, deworming, promotion of safe drinking water, women's leadership and participation in school management committees and school vegetable gardening.
34. Measuring, analysing and enhancing the effectiveness of school feeding will be a focus of CP 200243. WFP will research the additional benefits derived from school feeding such as improved learning outcomes through increased attendance and reduced prevalence of anaemia.
35. With WFP's technical assistance, the Government will launch its school feeding in poverty-prone areas in mid-2011 (see Component 4). Gradual hand-over of WFP's school feeding programme to the Government will commence during CP 200243. WFP plans to scale down from 1.2 million children in 2011 to 800,000 in 2012 to 500,000 in 2015, in coordination with the scaling up of the Government's school feeding programme.

## **Component 3: Enhancing Resilience to Disasters and the Effects of Climate Change**

36. Component 3 will focus on vulnerable communities and households in areas prone to recurrent shocks. The expected outcomes are: i) enhanced resilience among vulnerable communities to natural disasters and the effects of climate change through the creation of community assets; and ii) improved food and nutrition security of ultra-poor households in these communities.

37. Community assets – including embankments, coastal tree plantations and drainage canals to protect communities from flooding and tidal surges, roads to improve market access and link communities to essential services, and ponds and irrigation canals to strengthen agricultural production and food security – will be built during the November–June dry season. Training will be provided during the rest of the year over a two-year period. Ultra-poor women and households headed by women will be prioritized because they face additional socio-cultural barriers in accessing income-generating opportunities and are more vulnerable than men to the consequences of natural disasters.<sup>33</sup> Gender-sensitive provisions such as child-care support services will be incorporated to facilitate women's equal access to employment.
38. Local-level planning will be used to determine community-based resilience building for disaster risk reduction and climate change adaptation, including risk assessments. Participants will build the structures identified by the local-level planning to protect communities from natural disasters and mitigate the effects of climate change on agricultural production and other livelihoods. Priority will be given to generating temporary employment for ultra-poor households affected by recent natural disasters or during lean seasons.
39. Participants will be offered a training package addressing disaster risk reduction and preparedness and food and nutrition security. Partnerships will be sought with other development agencies with a view to providing longer-term food security and livelihood opportunities through homestead gardening, animal husbandry and income-generating activities.
40. Under a combined food/cash-for-work and training approach, WFP will provide food and the Government will provide an equivalent amount in cash.<sup>34</sup> The transfer value will be two thirds of the average monthly income of ultra-poor households, which is on par with other employment-generation programmes run by the Government. This food and cash approach will give households greater flexibility in spending and will reduce the impact of food price fluctuations. Dietary diversity will be improved through the provision of a variety of foods. This approach is in line with a 2009 study by the International Food Policy Research Institute (IFPRI), which concluded that a combination of food and cash is better than cash alone in meeting the food security and other needs of vulnerable households.
41. WFP and partners will train local stakeholders in disaster risk reduction and climate change adaptation, particularly local government agencies, community-based organizations, NGOs and *upazila* and union<sup>35</sup> disaster-management committees.
42. WFP will integrate its planning, implementation and reporting work with the Comprehensive Disaster Management Programme (CDMP) and the Ministry of Food and Disaster Management; the Ministry of Local Government, Rural Development and Cooperatives, and associated Local Government Engineering Department; the Ministry of Water Resources, and associated Bangladesh Water Development Board; the Ministry of Environment and Forest, and associated Department of Forests. WFP will also focus on coordinating activities with other development partners to ensure complementarities are achieved and duplication is avoided.

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<sup>33</sup> NSAPR II, ch. 4.

<sup>34</sup> International Food Policy Research Institute. 2009. *Comparing Food and Cash Transfers to the Ultra-Poor in Bangladesh*. Washington DC.

<sup>35</sup> An *upazila* is a sub-district, which is divided into unions.

43. In the event of a small-scale disaster WFP will continue to complement government responses to acute hunger situations.

#### **Component 4: Strengthening Government Safety Nets**

44. This component supports the Government in reforming social safety nets addressing hunger and household food insecurity. Social protection is a pillar of the Government's national poverty reduction strategy, in which safety nets are an important element for supporting the ultra-poor.<sup>36</sup> WFP will complement government work in formulating new integrated safety-net models that focus on food security, redesigning and streamlining existing programmes and enhancing its institutional capacity to manage them.
45. The expected outcomes are: i) increased effectiveness of nationally owned safety nets addressing hunger and household food insecurity; ii) enhanced government policies and programme design for safety-net programmes addressing food insecurity; and iii) enhanced government systems, tools and capacities for running national safety-net programmes, particularly school feeding and VGD programmes.
46. Capacity development for safety net design, targeting and management, will be undertaken at the national, divisional, district and *upazila* levels; capacity development teams will be positioned in ministries. WFP will work with the Ministry of Food and Disaster Management and a government coordination entity on safety net design, targeting and management.
47. With regard to VGD, WFP will assist the Ministry of Women and Children Affairs in enhancing: i) programme design and management; ii) monitoring, evaluation and reporting; iii) information management; iv) NGO coordination and performance management; and v) targeting systems. This will be adapted during CP 200243 to reflect evolving government priorities.
48. With regard to school feeding, WFP will work with the Ministry of Primary and Mass Education as it launches and expands its own school feeding programme. The focus will be on complementing school feeding and enhancing the Government's capacity to plan and implement its operations.
49. Part of WFP's contribution to enhancing government safety nets is its willingness to design and implement innovative food- and cash-based safety-net pilots focusing on food and nutrition security for the ultra-poor. The lessons they generate are shared with the Local Consultative Group which advises the Government on the design of cost-effective safety-net programmes.
50. One pilot that WFP will build on during CP 200243 is a promotional safety-net project targeting ultra-poor rural women, in combination with nutrition interventions. Participants are supported for two years with a monthly stipend and a one-time cash grant to purchase income-generating assets that contribute to their food security, as well as to their economic and social empowerment. A complementary training package covers ways of maximizing income from assets, food and nutritional security, and life skills. WFP implements community-based interventions to prevent and address child undernutrition under Component 1 in the same geographical area.

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<sup>36</sup> NSAPR II (2009).

Component	Men/boys	Women/girls	Total
1 - Improving maternal and child nutrition	751 000	1 109 000	<b>1 860 000</b>
2 - School feeding	509 600	530 400	<b>1 040 000</b>
3 - Enhancing resilience to disasters and the effects of climate change	686 000	714 000	<b>1 400 000</b>
4 - Strengthening government safety nets	110 250	114 750	<b>225 000</b>
<b>TOTAL*</b>	<b>1 830 000</b>	<b>2 195 000</b>	<b>4 025 000</b>

\* Excludes beneficiary overlap among components.

Food/cash	Food (g/person/day)								Cash (US\$)	
	Component 1 Improving maternal and child nutrition			Component 2 <sup>37</sup> School feeding	Component 3 Enhancing resilience to disasters and the effects of climate change				Component 4 Strengthening government safety nets	
	Supplementary feeding		Blanket feeding		Food/cash for work	Food/cash for training	Immediate relief	Relief	Cash grant	Subsistence allowance
	2-5 years and PLW*	Children under 2	Children under 2							
Rice	-	-	-	-	400	150	-	400	-	-
Pulses	-	-	-	-	40	-	-	40	-	-
Vegetable oil	20	-	-	-	20	-	-	20	-	-
WSB+	200	-	-	-	-	-	-	50	-	-
WSB++	-	200	200	-	-	-	-	-	-	-
Sugar	15	-	-	-	-	-	-	-	-	-
Biscuits	-	-	-	75	-	-	500	-	-	-
Cash (US\$/person)	-	-	-	-	-	-	-	-	US\$206 (one-off grant)	US\$7 (monthly)
Kcal	980	800	800	375	1 900	600	2 500	2 100	-	-
Fat (g)	40	22	22	15	20		100	25	-	-
Protein (g)	40	44	44	8	52	15	50	62	-	-
% kcal from fat	50	33	33	67	28		67	29	-	-
% kcal from protein	50	67	67	33	72	100	33	71	-	-

\* Pregnant and lactating women.

<sup>37</sup> Appropriate ration for half-day schooling.

TABLE 3: TOTAL FOOD/CASH REQUIREMENTS BY COMPONENT

Food/ cash	Food (mt)								Cash (US\$)	
	Component 1 Improving maternal and child nutrition			Component 2 School feeding	Component 3 Enhancing resilience to disasters and the effects of climate change				Total food	Component 4 Strengthening government safety nets
	Supplementary feeding		Blanket feeding		Food/ cash for work	Food/ cash for training	Immed. relief	Relief		
	Children above 2– 5 years and PLW	Children under 2	Children under 2							
Rice					80 000	54 000		7 200	141 200	
Pulses					8 000			720	8 720	
Veg. oil	2 640				4 000			360	7 000	
WSB+	26 400							900	27 300	
WSB++		9 600	12 960						22 560	
Sugar	1 980								1 980	
Biscuits				11 400			700		12 100	
Wheat				183 000					183 000	
Cash (US\$)										10 115 000
<b>TOTAL</b>	<b>31 020</b>	<b>9 600</b>	<b>12 960</b>	<b>194 400</b>	<b>92 000</b>	<b>54 000</b>	<b>700</b>	<b>9 180</b>	<b>403 860</b>	<b>10 115 000</b>
% of total rqmt.	7.7	2.4	3.2	48.1	22.8	13.4	0.2	2.3		

## PROGRAMME MANAGEMENT, MONITORING AND EVALUATION

### Programme Management

51. **Coordination mechanisms.** In line with the UNDAF (2012–2016) WFP will develop an action plan with the Government to outline priorities, cooperation and responsibilities in agreement with the Economic Relations Division of the Ministry of Finance, which will continue to be the primary channel of communication between the Government and WFP on policy matters. Ministries and departments will be involved in coordinating and implementing CP components, and will communicate directly with WFP on operational matters. Coordination with United Nations agencies will be guided by the UNDAF and nutrition interventions will be implemented in line with the REACH and Scaling Up Nutrition (SUN) frameworks. Local consultative groups will form a key mechanism through which to engage with the Government, donors and other implementing agencies on thematic issues.
52. **Prioritization of resources.** School feeding will be scaled down during CP 200243 as the Government expands its own programme. Components 1, 3 and 4 will be longer-term activities, accounting for an increasing share of the CP budget over the five years.
53. **Risks and constraints.** Resourcing will be an ongoing challenge. A new advocacy and fundraising plan will be developed to guide liaison with donors. The private sector,

including Project Laser Beam, is seen as a potential source of new funding. WFP will manage the risk of resource constraints using tight targeting and greater complementarity of programme components in areas of operation. This will enable WFP to maintain support in priority areas even if one component cannot be funded, and to scale up if resources do become available.

54. Food and cash interventions involve governance risks that are addressed through the monitoring and control systems already in place. WFP has developed cash-transfer guidelines for its safety-net pilot project Food Security for the Ultra-Poor (2009–2012).
55. The inclusion of slums raises targeting and implementation issues. Interventions will be piloted and assessed before scaling up. Large-scale natural disasters or food price volatility could significantly affect operations and lead to adjustments.
56. The complexity of coordinating with multiple partners could undermine WFP's ability to deliver, particularly for safety-net reforms. WFP will continue to participate in consultative groups across thematic areas and advocate for a central coordinating body.
57. Natural disasters, particularly flooding, could disrupt CP activities. However, Component 3 will build resilience to disasters for individuals, communities, as well as at government level. If necessary, WFP will launch emergency operations to respond to food needs resulting from natural disasters.
58. **Procurement.** WFP will procure food from the most cost-effective market at the time of purchase, whether international, regional or local.
59. **Logistics.** WFP will continue to use the public food distribution system to receive, store and deliver cereals for CP 200243. WFP will cover 50 percent of the expenses incurred by the Government for internal transport, storage and handling from port of entry to storage depots nearest to the distribution points. For other foods, WFP will arrange transport, storage and handling with the facilities of local service providers and NGOs.

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## MONITORING AND EVALUATION

60. The country office will develop a performance review plan to guide monitoring and evaluation. Baseline data will be taken from surveys or collected through sample surveys.
61. At least one follow-up outcome survey is planned and budgeted for each component: these surveys will be carried out after two years of implementation to inform the mid-term evaluation at the end of 2014.
62. Partner NGOs will be responsible for monitoring and reporting to WFP on implementation and outputs. WFP sub-offices will oversee and monitor field implementation of CP activities on a sample basis. A programme performance group of senior representatives of the Government, NGOs and WFP will be formed for each CP component to review performance and take corrective action.
63. The 2014 mid-term evaluation will use the Evaluation Quality Assurance System.



<b>BUDGET SUMMARY (US\$)</b>					
	<b>Component 1 Improving maternal and child nutrition</b>	<b>Component 2 School feeding</b>	<b>Component 3 Enhancing resilience to disasters and the effects of climate change</b>	<b>Component 4 Strengthening government safety nets</b>	<b>Total</b>
Food ( <i>mt</i> ) <sup>1</sup>	53 580	194 400	155 880	-	<b>403 860</b>
Food	62 060 863	67 281 680	85 248 387	-	<b>214 590 930</b>
Cash transfers	-	-	-	10 115 000	<b>10 115 000</b>
<b>Total by component (US\$)</b>	62 060 863	67 281 680	85 248 387	<b>10 115 000</b>	<b>224 705 930</b>
External transport					23 036 700
Landside transport, storage and handling ( <i>total</i> )					9 817 835
Landside transport, storage and handling ( <i>per mt</i> )					24.31
Other direct operational costs					26 108 359
<b>Total direct operational costs</b>					<b>283 668 824</b>
Direct support costs <sup>2</sup>					32 903 337
Indirect support costs <sup>3</sup> (7.0 percent)					22 160 051
<b>TOTAL WFP COSTS</b>					<b>338 732 212</b>

<sup>1</sup> This is a notional food basket for budgeting and approval. The contents may vary.

<sup>2</sup> Indicative figure for information purposes. The direct support costs allotment is reviewed annually.

<sup>3</sup> The indirect support cost rate may be amended by the Board during the project.

**ANNEX I-B**

<b>DIRECT SUPPORT REQUIREMENTS (US\$)</b>	
<b>Staff and staff related costs</b>	
International professional staff	6 187 620
Local staff - national officers	6 144 964
Local staff - general service	6 576 249
Local staff - temporary assistance	2 202 713
International consultants	454 500
Commercial consultancy services	1 853 470
Staff duty travel	2 834 378
<b>Subtotal</b>	<b>26 253 894</b>
<b>Recurring expenses</b>	
Rental of facility	2 493 246
Utilities	557 419
Office supplies and other consumables	260 066
Communications services	616 512
Equipment repair and maintenance	78 020
Vehicle running costs and maintenance	1 067 667
Office set-up and repairs	50 100
United Nations organization services	78 933
<b>Subtotal</b>	<b>5 201 963</b>
<b>Equipment and capital costs</b>	
Vehicle leasing	861 474
Communications equipment	305 000
Local security costs	281 006
<b>Subtotal</b>	<b>1 447 480</b>
<b>TOTAL DIRECT SUPPORT COSTS</b>	<b>32 903 337</b>

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
<p><b>UNDAF OUTCOMES</b></p> <p>Pro-poor growth with equity: By 2016, vulnerable and disadvantaged groups participate equitably in Bangladesh's economy and are protected from external shocks</p>	<ul style="list-style-type: none"> <li>➤ % of poorest quintile in national consumption (2005: 5.3%; 2016: 6.4%)</li> </ul>	<p>Sustained economic growth of 5.5%</p>
<p>Social services for human development: Increased and equitable utilization of quality health and population, education, water, sanitation and HIV services for the deprived population in selected areas with particular attention to women, children and young people</p>	<ul style="list-style-type: none"> <li>➤ % of boys and girls who enrolled in grade 1 reaching last grade of primary education, with reduced disparity between high and low performing <i>upazilas</i> by 2015</li> </ul>	<p>Social services sector remains national priority with adequate national budget allocation New sector strategies for education and health approved</p>
<p>Food security and nutrition: By 2016, urban and rural poor have adequate food security and nutrition throughout the life cycle</p>	<ul style="list-style-type: none"> <li>➤ % of population able to meet minimum daily energy requirements of 2,122 kcal Baseline: 40% Target 2016: 24%</li> <li>➤ % of underweight children under 5, by gender; Baseline: 37.4% Target 2016: 33%</li> <li>➤ % of populations with poor or borderline diet diversity score, by age group, gender of household head and socio-economic status<sup>1</sup> Baseline: 25% Target 2016: 20%</li> <li>➤ Anaemia prevalence of pregnant women<sup>2</sup> Baseline: 46% Target 2016: 25%</li> </ul>	<p>Progress continues in education and other social and economic sectors</p>



<sup>1</sup> By expenditure quintile.

<sup>2</sup> Proxy indicator for micronutrient deficiencies in the population.

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
Climate change, environment, disaster risk reduction and response: By 2016, populations vulnerable to climate change and natural disaster have become more resilient Vulnerable populations benefit from community-based natural resource management and environmental governance based on poverty, environment, climate change linkages	<ul style="list-style-type: none"> <li>➤ Average value of vulnerability index of 2,000 unions</li> <li>➤ Ha under community-based collaborative management of resources in land, aquatic and marine systems</li> </ul>	Adequate funds and government ownership
Pro-poor urban development: By 2016, at least 3 million urban poor have living conditions and livelihoods sufficient to realize their basic rights	<ul style="list-style-type: none"> <li>➤ Urban extreme<sup>3</sup> poverty rate as measured by direct calorie intake method</li> </ul> Baseline 2005: 24.4% Target 2015: 16%	National economic growth and political instability does not decline significantly
<b>Component 1: Improving maternal and child nutrition</b>		
<b>Strategic Objective 4: Reduce chronic hunger and undernutrition</b>		
<b>Outcome 1</b> Improved nutritional status of children aged 6–59 months and pregnant and lactating women	<ul style="list-style-type: none"> <li>➤ Prevalence of stunting (height-for-age) among targeted children under 2 Target: 5% reduction per year</li> <li>➤ Prevalence of undernutrition among targeted children under 5 (weight-for-age and weight-for-height as %) Target: 10% reduction in underweight per year; 1% reduction in wasting per year</li> <li>➤ Prevalence of iron deficiency anaemia in women and children Target: 10% reduction per year</li> <li>➤ Incidence of low birth weight Target: 10% reduction per year</li> </ul>	Complementary safety-net and livelihood development programmes continue

<sup>3</sup> Consumption less than 1,805 kcal/day.

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
<p><b>Output 1.1</b> Pregnant and lactating women and children aged 6–59 months are provided with supplementary feeding as per entitlement</p>	<ul style="list-style-type: none"> <li>➤ No. of pregnant and lactating women and children under 5 receiving food, by gender and beneficiary category; % of planned</li> <li>➤ Tonnage of supplementary foods distributed, by type, as % of planned</li> </ul>	<p>Cost of essential foods does not rise further beyond the purchasing power of the poor</p> <p>Diseases do not result in epidemics; if they do, they are manageable</p>
<p><b>Output 1.2</b> Children aged between 6–23 months are provided with blanket feeding during the lean seasons as per entitlement</p>	<ul style="list-style-type: none"> <li>➤ No. of children aged between 6–23 months receiving food, by gender and as % of planned</li> <li>➤ Quantity of supplementary foods distributed, by type, as % of planned</li> </ul>	
<p><b>Outcome 2</b> Improved nutrition and hygiene behaviours and practices of caregivers, adolescent girls and other key household members in the targeted communities</p>	<ul style="list-style-type: none"> <li>➤ % of mothers exclusively breastfeeding their infants between 0 and 5 months of age Target: 10% increase per year</li> <li>➤ % of caregivers providing minimum acceptable complementary diet to children aged 6–23 months Target: 10% increase per year</li> <li>➤ % of targeted households following basic nutrition, hygiene and sanitation practices, by beneficiary category Target: 10% increase per year</li> <li>➤ % of households accessing public health services when required Target: 10% increase</li> <li>➤ % of children aged 6–23 months receiving foods from four or more food groups Target: 10% increase per year</li> <li>➤ % of breastfed and non-breastfed children aged 6-23 months receiving solid, semi-solid or soft foods – includes milk feeds for non-breastfed children – the minimum number of times or more Target: 10% increase per year</li> </ul>	<p>Environment, public health services and other factors remain favourable for good health and nutrition practices</p>



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
<p><b>Output 2.1</b> Behaviour change communication activities on nutrition and hygiene practices organized and delivered to caregivers, adolescent girls and other key household members in the targeted communities</p>	<ul style="list-style-type: none"> <li>➤ Attendance rate of targeted women or other household members at BCC sessions, by type and gender Target: 80%</li> <li>➤ % of beneficiaries retaining main messages of nutrition education sessions Target: 80%</li> <li>➤ No. of cooking demonstrations carried out for women and caregivers Target: to be determined</li> </ul>	Participants are able put their nutrition knowledge into practice
<b>Component 2: School feeding</b>		
<b>Strategic Objective 4: Reduce chronic hunger and undernutrition</b>		
<p><b>Outcome 3</b> Increased access to primary and pre-primary education for children in areas of high food insecurity</p>	<ul style="list-style-type: none"> <li>➤ Average annual rate of change in number of girls and boys enrolled Target: increase of 6% per year</li> <li>➤ Attendance rate of boys and girls Target: 90%</li> <li>➤ Pass rate for boys and girls Target: 5% increase</li> <li>➤ Primary school completion rate for boys and girls Target: 5% increase</li> </ul>	Political and economic stability Education system functions as at present
<p><b>Output 3.1</b> Fortified biscuits provided to children in WFP-assisted pre-primary and primary schools</p>	<ul style="list-style-type: none"> <li>➤ No. of boys and girls receiving a school snack of 75g of biscuits, by age group and gender</li> <li>➤ Tonnage of biscuits distributed</li> </ul>	Government and education stakeholders continue their efforts to improve quality of education



## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
<p><b>Output 3.2</b> Essential learning activities organized at the school level to reinforce benefits of school feeding programme</p>	<ul style="list-style-type: none"> <li>➤ % of women in school management committees Target: 50%</li> <li>➤ No. of schools with teachers and committee members trained in school vegetable gardening Target: to be determined</li> <li>➤ No. of community mobilization workshops and awareness sessions organized Target: to be determined</li> </ul>	School management cooperates to implement learning activities
<b>Component 3: Enhancing resilience to disasters and the effects of climate change</b>		
<b>Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures</b>		
<p><b>Outcome 4</b> Hazard risk reduced at the community level in targeted communities</p>	<ul style="list-style-type: none"> <li>➤ Community asset score Target: increase by 15% over base value</li> <li>➤ Community disaster preparedness index Target: to be set after baseline</li> </ul>	Supportive government policy for comprehensive disaster risk reduction continues
<p><b>Output 4.1</b> Community assets for disaster risk reduction and climate change adaptation are built/restored and maintained</p>	<ul style="list-style-type: none"> <li>➤ No. of risk reduction and disaster mitigation assets created, restored and maintained in 300 unions, by type and unit of measure<sup>4</sup> Target: to be determined</li> </ul>	No major natural disasters occur



<sup>4</sup> Ha protected/improved, number of trees planted, embankments constructed, canals excavated.

## ANNEX II: LOGICAL FRAMEWORK

Results	Performance indicators	Risks, assumptions
<p><b>Output 4.2</b> Improved preparedness of communities and local institutions, including risk reduction plans, prepositioning of relief items to manage and mitigate risks</p>	<ul style="list-style-type: none"> <li>➤ No. of unions with local disaster risk reduction plan and disaster preparedness systems in place, by type Target: 300</li> <li>➤ No. of local institutions trained in disaster risk reduction planning and climate change Target: 300</li> <li>➤ No. of participants, by gender, trained in disaster risk reduction and climate change Target: 88,000</li> </ul>	<p>Project participants and local institutions put their increased knowledge of disaster preparedness and mitigation into practice</p>
<p><b>Outcome 5</b> Adequate food consumption over assistance period for family members in targeted households</p>	<ul style="list-style-type: none"> <li>➤ % of households with poor/borderline/acceptable food consumption score Target: score exceeds threshold for 80% of targeted households</li> <li>➤ Prevalence of moderate acute undernutrition, by mid-upper arm circumference, among children under 5 (&lt;15%) in targeted households</li> </ul>	<p>Food prices do not increase beyond the means of the poor</p>
<p><b>Output 5.1</b> Food items distributed in sufficient quantity and quality to targeted disaster-affected households</p>	<ul style="list-style-type: none"> <li>➤ No. of participants receiving food items, by gender and as % of planned</li> <li>➤ Tonnage of food distributed, by type, as % of planned</li> <li>➤ Tonnage of food pre-positioned to address immediate food requirements of disaster-affected households</li> </ul>	<p>Local government authorities support food distribution to the most affected households</p>





ANNEX II: LOGICAL FRAMEWORK		
Results	Performance indicators	Risks, assumptions
<b>Component 4: Strengthening government safety nets</b>		
<b>Strategic Objective 5: Strengthen the capacities of countries to reduce hunger, including through hand-over strategies and local purchases</b>		
<p><b>Outcome 6</b> Progress made towards effective, nationally owned safety nets addressing hunger and household food insecurity</p>	<ul style="list-style-type: none"> <li>➤ Targeting error in major safety-net programmes, in particular for VGD Target: reduced by 20%</li> <li>➤ No. of hand-over agreements implemented according to strategy Target: VGD and school feeding</li> <li>➤ No. of safety nets modified on basis of lessons learned and knowledge transferred from WFP pilot projects and monitoring and evaluation systems Target: 3-4 safety-net programmes including VGD and school feeding</li> </ul>	<p>The present status of good governance, political and economic stability does not deteriorate</p>
<p><b>Output 6.1</b> The Government has the required systems, tools and staff capacities to run the national school feeding and VGD programme</p>	<ul style="list-style-type: none"> <li>➤ Degree to which Government complies with programme management guidelines developed for VGD and school feeding Target: acceptable</li> <li>➤ Degree to which Government respects standard procedures for project implementation set out in school feeding guidelines Target: acceptable</li> <li>➤ No. of government, central and district-level officials in Ministry of Women and Children Affairs and Ministry of Primary and Mass Education trained by WFP in programme management Target: to be determined</li> <li>➤ Technical assistance and other support services provided, by number and type, for VGD and school feeding Target: to be determined</li> <li>➤ Number of schools removed from WFP's school</li> </ul>	<p>Required resources and cooperation for system development are made available by the Government</p>

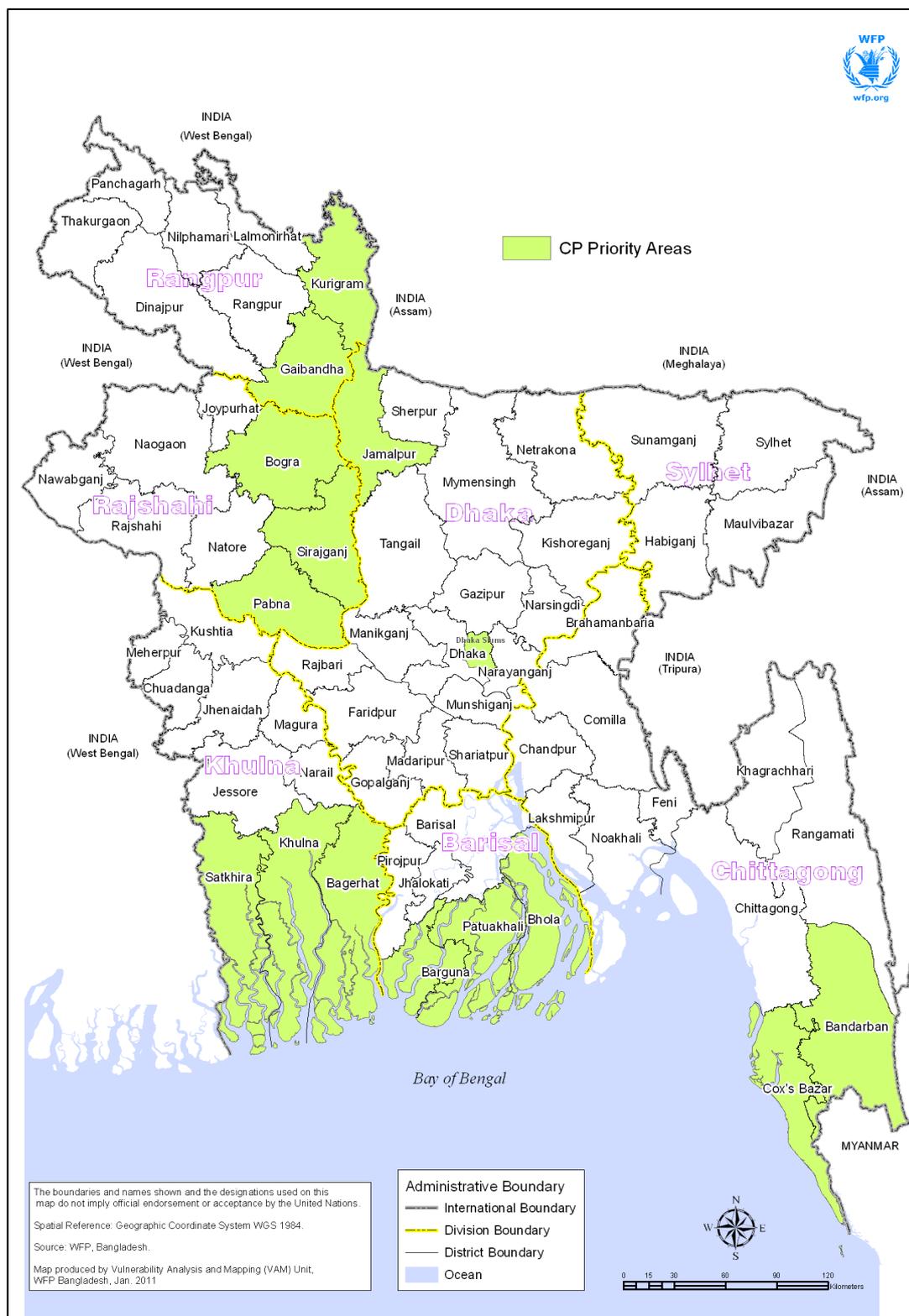
**ANNEX II: LOGICAL FRAMEWORK**

Results	Performance indicators	Risks, assumptions
	feeding programme compared to the number added in the Government's school feeding programme Target: equal number	
<p><b>Output 6.2</b>                      The Government has the required knowledge to adjust relevant policy and design of safety nets addressing food insecurity</p>	<ul style="list-style-type: none"> <li>➤ No. of pilots implemented to support redesign of government safety-net programmes Target: 3 initiatives</li> <li>➤ No of evaluations supported by WFP to improve performance of safety nets Target: 3 evaluations</li> <li>➤ No. of partnerships established to improve government safety nets Target: to be determined</li> </ul>	Existing cooperation among development partners continues



### ANNEX III

## Priority Areas for WFP Country Programme 2012–2016



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

BBS	Bangladesh Bureau of Statistics
BCC	behaviour change communication
CP	country programme
GDP	gross domestic product
GTZ	<i>Deutsche Gesellschaft für Technische Zusammenarbeit</i> (German Agency for Technical Cooperation)
IPHN	Institute of Public Health and Nutrition
NGO	non-governmental organization
NSAPR	National Strategy for Accelerated Poverty Reduction
PLW	pregnant and lactating women
UNDAF	United Nations Development Assistance Framework
UNICEF	United Nations Children's Fund
VGD	vulnerable group development
WSB	wheat-soya blend