



## EVALUATION OF CIDA'S PROGRAM IN BANGLADESH 2003–2008:

### ADMINISTRATIVE REPORT



Evaluation Division  
Strategic Policy and Performance Branch  
Canadian International Development Agency

JANUARY 2009

Canadian International Development Agency

200 Promenade du Portage

Gatineau, Quebec

K1A 0G4

Tel: (819) 997-5006

Toll free: 1-800-230-6349

Fax: (819) 953-6088

(For the hearing and speech impaired only (TDD/TTY): (819) 953-5023

Toll free for the hearing and speech impaired only: 1-800-331-5018)

E-mail: [info@acdi-cida.gc.ca](mailto:info@acdi-cida.gc.ca)

### **Acknowledgements by the Evaluation Manager**

I would like to thank the evaluation team composed of Amhadul Hassan, Robert Enns, Muhammad Akber Hussain, Paul Krukowski, Isla Paterson, and Linda Pennells for their contributions and high level of professionalism. I would also like to thank the Bangladesh Country Program team including John Sinclair (who initiated this process but retired since), Elaine Nickerson, and Janet Durno at headquarters as well as Rajani Alexander at the Canadian High Commission and Nazreen Islam at the Program Support Unit in Dhaka for their support and assistance. I would also like to thank all the project officers, analysts and sector specialists /advisers who contributed their time and expertise to this exercise. Without their full and frank support, this review would not have been possible.

**Dr Rémy Beaulieu**  
**Sr. Program Evaluation Manager**

### **Acknowledgements by the Head of the Evaluation Division**

This Evaluation is part of a larger process whereby the Evaluation Division assesses the performance of the Agency's programs in its efforts to evaluate 100% of all programs over a period of five years as required by the Federal Accountability Act. It is an important one given that Bangladesh has been the third largest beneficiary of CIDA's contribution over the past five years and one of the largest beneficiaries since the creation of the country in 1971.

It is also an important evaluation because it is the first evaluation of the Bangladesh Program to address a number of issues related to the performance of the various delivery mechanisms including the Sector Wide Approaches (SWAps) as well as the application of the Paris Declaration principles.

It is hoped that the findings will help the Agency to become a more effective, efficient and leading organization in contributing to improve Canadian International Cooperation in general and in Bangladesh in particular.

I would like to take this opportunity to congratulate Dr. Rémy Beaulieu for leading this process very efficiently without compromising the quality of the end product. May I also congratulate the Evaluation Team Members for their contributions and the Management Team of the Bangladesh Program for their frank and open collaboration.

**Goberdhan Singh**  
**Director**  
**Evaluation Division**

Covering page: Thanks are due to Ahmadul Hassan and Muhammad Hussain for providing the photos on the cover page.



## TABLE OF CONTENTS

<b>Abbreviations and Acronyms</b> .....	<b>iii</b>
Executive Summary .....	v
<b>1.0 Introduction</b> .....	<b>1</b>
1.1 Background .....	1
1.2 The Bangladesh Context.....	1
<b>2.0 CIDA Program in Bangladesh 2003 - 2008</b> .....	<b>3</b>
2.1 Investment Profile.....	3
2.2 The Development Assistance Context in Bangladesh .....	5
2.3 The CIDA-Bangladesh Bilateral Program 2002/03-2007/08 .....	5
2.4 Development Assistance Contextual Changes.....	6
<b>3.0 Evaluation Approach and Methodology</b> .....	<b>6</b>
3.1 Evaluation questions and issues .....	6
3.2 Evaluation Data Gathering Methods.....	7
3.3 Challenges and Limitations .....	8
<b>4.0 Major Results by Sector</b> .....	<b>8</b>
4.1 Private sector (Poverty reduction related activities).....	8
4.2 Health .....	9
4.3 Education .....	10
4.4 Governance.....	10
<b>5.0 Major Findings per Key Evaluation Questions</b> .....	<b>11</b>
5.1 Relevance .....	12
5.2 Effectiveness .....	13
5.3 Sustainability and Risk Mitigation .....	15
5.4 Coherence.....	17
5.5 Efficiency .....	19
5.6 Adherence to the Paris Declaration Principles .....	22
5.7 Cross-cutting issues .....	26
5.8 Monitoring & Evaluation (M&E) .....	27
<b>6.0 Conclusions, Lessons, and Recommendations</b> .....	<b>29</b>
6.1 Overall Conclusions.....	29
6.2 Program Lessons .....	31
6.3 Recommendations .....	34
<b>Appendix I: Management Response</b> .....	<b>36</b>
<b>Appendix II: Summary Terms of Reference</b> .....	<b>40</b>

<b>Appendix III: Evaluation Issues and Questions.....</b>	<b>42</b>
<b>Appendix IV: List of Selected Documents .....</b>	<b>43</b>
<b>Appendix V: CIDA and Other DCD-DAC Members' Disbursements in Bangladesh.....</b>	<b>45</b>
<b>Appendix VI: Strengths and Weaknesses of the Different Program Mechanisms.....</b>	<b>46</b>
<b>Appendix VII: Summary Performance Assessment by Sectors/Themes and Delivery Mechanisms.....</b>	<b>47</b>

## LIST OF TABLES AND DIAGRAMS

Table 1: Canadian Development Assistance to Bangladesh.....	ix
Table 2: One Example of Historical Contributions of CIDA in Bangladesh .....	1
Table 3: Percentage of people living in Poverty and Extreme Poverty in Bangladesh.....	2
Table 4: Profile of CIDA Programming in Bangladesh by Branch, 2002/03-2007/08 .....	4
Table 5: Profile of CIDA Programming in Bangladesh by Sectors/Themes, 2002/03-2007/08 .....	4
Table 6: Disbursement per year 1998-99 to 2006-07.....	5
Table 7: Major Partners in Bangladesh: Net Disbursements in Million US Dollars 1997-2006 .....	5
Table 8: Comparison Between Disbursements, Evaluation Universe and Sample Size .....	7
Table 9: The Experience of the Rural Maintenance Project - RMP .....	11
Table 10: Average Performance Assessments in each Sector/Area by Key Questions .....	11
Table 11: Key Results Related to the Private Sector Development.....	14
Table 12: Average Performance Assessment by Delivery Mechanisms* .....	19
Table 13: SWAps in Bangladesh .....	20
Table 14: G&C and O&M budget in Asia for 2007-08 In Million Dollars and %.....	21
Table 15: Management Considerations- CIDA 2008.....	22
Table 16: Paris Declaration: Harmonization.....	25

## Abbreviations and Acronyms

ADB	Asian Development Bank	GTZ	Gesellschaft fur Technische Zusammenarbeit (Germany)
APPR	Annual Project/Program Performance Report - CIDA	HIV	Human Immune-deficiency Virus
APR	Annual Program Review	HNP	Health, Nutrition and Population
ASF	Acid Survivors' Foundation	HNPSP	Health, Nutrition and Population Sector Program
BBS	Bangladesh Bureau of Statistics	HPSP	Health and Population Sector Program
BEISP	Bangladesh Environmental Institutional Strengthening Project	ICDDR-B	International Centre for Diarrhoea Development Research-Bangladesh
BEMP	Bangladesh Environmental Management Project	IDA	International Development Association
BHC	Bangladesh Health Commodities – CIDA Project	IFRC	International Federation of Red Cross and Red Crescent Societies
BIDS	Bangladesh Institute of Development Studies	INGO	International NGO
BWDB	Bangladesh Water Development Board	IUCN	International Union for Conservation of Nature
CARE	CARE International	JICA	Japan International Cooperation Agency
CBO	Community Based Organization	LAMB	Lutheran Aid Medicine Bangladesh
CDMP	Comprehensive Disaster Management Programme	LCG	Local Coordination Group
CDPF	Country Development Programming Framework	LFA	Logical Framework Analysis
CEA	Canadian Executing Agencies	M&E	Monitoring and Evaluation
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women	MCC	Mennonite Central Committee
CERF	Central Emergency Relief Funds	MCH	Maternal Child Health
CFIS	Community Flood Information System	MDGs	Millennium Development Goals
CIDA	Canadian International Development Agency	MoFDM	Ministry of Food and Disaster Management
CRAFT	Corporate Reporting Access Facility Technology	MoHFW	Ministry of Health and Family Welfare
CMHC	Community Managed Health Care Project	MoP	Ministry of Planning
CRWRC	Christian Reformed World Relief Committee	MoWCA	Ministry of Women and Children Affairs
DAC	Development Assistance Committee now Development Cooperation Directorate	MTR	Mid-Term Review
DBRH	Demand Based Reproductive Health Project	NGO	Non-Governmental Organization
DCD	Development Cooperation Directorate (formerly the DAC)	NNP	National Nutrition Project
DER	Disaster Emergency Response	NORAD	Norwegian Agency for Development Cooperation
DFID	UK Department for International Development	PAD	Project Appraisal Document
DMB	Disaster Management Bureau	PDBF	Palli Daridro Bimochon Foundation
DMIC	Disaster Management Information Centre	PEDP	Primary Education Development Program
DoE	Department of Environment	PLAGE	Policy Leadership and Advocacy for Gender Equality – CIDA project
DP	Development Partner	POP	POP 1, POP II and POP III are multi-donor population projects
EC	European Commission	PRSP	Poverty Reduction Strategy Paper
ECC	Environment and Climate Change	PSU	Program Support Unit
EIA	Environmental Impact Assessment	SIDA	Swedish International Development Cooperation Agency
EPI	Expanded Program of Immunization	SME	Small- medium-sized enterprises
ETV-AM	Environmental Technology Verification-Arsenic Mitigation	SRF	Strategic Result Framework
EWS	Early Warning System	SWAp	Sector Wide Approach
FAO	Food and Agriculture Organization	UN	United Nations
FP	Family Planning	UNDP	United Nations Development Programme
FPHP	Fourth Population and Health Project	UNFPA	United Nations Fund for Population Activities
GE	Gender Equality	UNICEF	United Nations Children Fund
GF	Gender Fund	USAID	U.S. Agency for International Development
GoB	Government of Bangladesh	WB	World Bank
		WFP	World Food Programme
		WHO	World Health Organization
		WID	Women in Development





## **Executive Summary**

### **Context**

Bangladesh is a development paradox. While facing tremendous challenges in social, economic, political and environmental terms, it has been able to realize important economic and social achievements.

Almost since the independence of Bangladesh in 1971, the Canadian International Development Agency (CIDA) has been an active player in contributing to the development of Bangladesh and its people. Over this period, the nature of CIDA's cooperation has adjusted to the development needs of the country, the evolution of its institutions and the international actors present in the country.

The program changed from one mainly involved in infrastructure and agriculture in the 1980s to one addressing basic human needs and food aid in the 1990s. In that context, CIDA can take pride in having contributed, especially in the area of maternal and reproductive health care, to helping the country control its population growth rate. Since the turn of the century, CIDA's program of cooperation in Bangladesh has evolved towards a rich and diversified portfolio addressing a number of interrelated issues having to do with poverty reduction: governance, health, education, private sector development, gender equality, and the environment.

The Agency has also played a role in the groundbreaking area of providing resources to and helping build the capacity of non-governmental organizations in areas such as micro-credit, education, health, and services for the poor. These organizations contribute to what many recognize as one of the most active civil societies in the developing world. CIDA continues to show leadership in numerous areas including gender equality, reproductive health, basic education, the promotion of a sound and transparent public service, local environmental management, and finding new ways to reach the ultra poor.

During these years, CIDA adjusted its programs to reflect changes in the context of international cooperation, including the adoption of the Millennium Development Goals (MDGs) in September 2000 and the signing of the Paris Declaration (PDn) in 2005 promoting the principles of local ownership, alignment, harmonization, results-based management, and joint accountability. Meanwhile, the Government of Bangladesh (GoB) issued a Poverty Reduction Strategy Paper (PRSP) entitled

“Unbundling Development” for the period 2005–2008, which also contributed to more precision on the GoB development views and approaches and helped orient development cooperation by the international community. These elements resulted in a reshaping of the program toward a diversified portfolio of delivery mechanisms, giving more importance to Program Based Approaches (PBAs) and hybrid donors partnership initiatives, while maintaining the delivery of traditional bilateral projects through Canadian Executing Agencies (CEAs) and responsive support through Canadian, local and international organizations.

The 2003–2008 Country Development Programming Framework (CDPF) of the CIDA-Bangladesh program proposed the following goal and objectives:

**Goal:** “To contribute to poverty reduction and sustainable development through support for social development, governance, and the private sector.”

Objectives: i) Social Development (including health and education) ii) Governance and iii) Private Sector Development.

The CDPF has three crosscutting themes: governance, gender equality, and environment.

### **Evaluation Objectives and Methodology**

The evaluation's main objectives were to i) assess the effectiveness and efficiency of the program covering the period of the current CDPF (2003–2008), ii) provide some guidance for the upcoming programming, and iii) identify some lessons the Agency can learn from its experience in Bangladesh.

This is the first independent evaluation of CIDA's Bangladesh Cooperation Program over the past twenty-five years. The evaluation covers disbursements of Cdn \$318.5 million over the period 2003–2008. The bilateral program corresponds to 83.3% of disbursements. The sample of projects reviewed represented close to 100% of the portfolio of active bilateral projects and of the total disbursement for the period 2003–2008. The evaluation took place between October 2007 and May 2008 with a preliminary field visit in October 2007 and a second field visit of the evaluation team in February 2008 for data collection. The overall budget of this program evaluation (\$250,000) corresponds to 0.088% (less than one-tenth of one percent) of the total disbursements for the period 2003–2008 under review.

Forty projects were reviewed concerning their performance in relation to eight key questions: I) Relevance, ii) Effectiveness, iii) sustainability and risk management, iv) Coherence, v) Efficiency, vi) Adherence to the Paris Declaration, vii) Cross-cutting issues, viii) Monitoring & Evaluation.

Investments were rated on a five point scale: 4.1 to 5) Highly satisfactory, 3.1 to 4) Satisfactory, 2.1 to 3) Moderately satisfactory, 1.1 to 2) Unsatisfactory, 0 to 1) Very unsatisfactory.

The evaluation team benefited from the full support of management and staff during the entire process, both at headquarters and in the field. Overall, the evaluation team had limited information concerning the impact of CIDA's interventions.

### **Findings, Conclusions & Recommendations**

Overall, the evaluation team found that the Canadian cooperation program in Bangladesh is a good example of an efficient and well performing program that contributed significantly to the development of Bangladesh and its population.

Overall, 35 of the 40 projects examined were judged to be either satisfactory or highly satisfactory, while only five were considered unsatisfactory or very unsatisfactory. Also, all delivery mechanisms (SWAPs, joint-donor partnerships, directive projects, responsive interventions) have been found to produce good results, although each mechanism has strengths and weaknesses. In all the sectors and areas reviewed, the evaluation team found substantive results. The chapter concerning development effectiveness documents these impressive results.

However, these results remain thinly spread over several areas and the program may need more focus at the sector and sub-sector levels to be able to have a more substantive effect at the country level over time.

Bangladesh, despite some economic successes (particularly in the garment industry) and improvements in some social areas, remains a vulnerable country facing numerous challenges in economic, social, institutional, political, and especially in environmental terms. Climate change is expected to have a significant impact on Bangladesh environmentally, economically, and socially.

When needs are so great and resources vis-à-vis the challenges are relatively scarce, more rigour and imagination will be needed to devise strategies and programs that will result in a

better, more prosperous, more equitable and secure life for Bangladeshis. This is what Canadians want their international cooperation programs to achieve. And this is what this program evaluation has tried to assess from the perspective of improving the performance of the Agency and potentially that of other international partners.

The evaluation provides a more detailed assessment of the program's performance, and offers some suggestions for potential improvements, along the following elements:

**1. Relevance:** The overall relevance has been assessed as highly satisfactory. Most interventions were in line with the PRSP and many, especially those in health, education, and sustainable livelihood are in line with the Millennium Development Goals (MDGs). The overall objective of poverty reduction remains valid, especially in the context of a country that is among those with the largest absolute number of poor and extremely poor residents.

**Recommendation:** The upcoming country strategy should keep the overall focus on poverty reduction by providing support to government, non-governmental institutions, and the private sector that can best provide direct services to the poor on a sustainable basis.

**2. Effectiveness:** The overall effectiveness of the program has also been judged to be highly satisfactory. This applies to all sectors and areas of interventions, including poverty reduction, health, education, gender, employment creation, environment, and governance. This report documents these results at the policy, institutional, community, and individual levels. CIDA can be proud of this achievement. However, in many areas these results were too scattered to create cumulative effects.

**Focus:** Considering that both the relevance and effectiveness of the program have been ranked as highly satisfactory in all sectors and areas of interventions, the evaluation team is not in a position to recommend removing any sector from the program. This would require further research, sector analysis and dialogue with other actors.

**Recommendation:** The evaluation recommends that the program continue its efforts to achieve greater coherence and focus at the sector, subsector and theme levels, which will imply some research activities, more sector analysis, and more policy dialogue with government officials, national actors, and development partners to position CIDA in strategic niches where it can make a more

substantive difference and assume a certain level of leadership.

**3. Sustainability and risk management:** The issues of sustainability and risk management have been assessed as being satisfactory, albeit with mixed results. This is due to the fact that Bangladesh remains a complex and risky environment in which to work: political confrontations, weak administrative capacity, regional competition for share of the world market, natural disasters and climate change, high turnover of government officers, posting hardship, etc. In that context, the program managers have made sound decisions to work with various actors by balancing these interventions with the public sector, non-governmental organizations, and the private sector.

**Recommendation:** In order to achieve long-term sustainability, future programming should, whenever possible, build on its access and capacity of influence to support the collaboration among government institutions, civil society and the private sector to help face the development challenges in a coordinated fashion.

**4. Coherence:** The overall coherence of the program has been rated as satisfactory. Two issues have been analyzed: i) Internal coherence and ii) External coherence.

In relation to internal coherence, it was found that the program remains very dispersed and could become more focussed to gain synergy among various sectors and interventions.

On the issue of external coherence, donor coordination dominated the agenda. Especially in the field, a lot of effort is invested to enhance donor coordination. The Local Coordination Group (LCG) with its website and a number of subgroups can be considered as an international flagship. However, the lack of local ownership over the process as well as large and small donor syndrome may affect the quality of the process.

**Recommendation:** The Bangladesh Program team should develop a “coordination strategy” and make the difficult choices about where it will or will not participate in subgroups and task forces, based on the principle of division of labour, where fewer development partners work together toward common goals in a given area. The new Poverty Reduction Strategy Paper and the Joint Cooperation Strategy being prepared could provide golden opportunities to develop such an approach.

**5. Efficiency:** The issue of efficiency has been rated as satisfactory. Three areas were looked at in the evaluation: i) the overall cost of delivery, ii) the choice of delivery mechanisms, and iii) the decentralization of program management. In relation to the delivery costs, compared with other programs in CIDA Asia Branch and with DFID (the UK Department for International Development), the program costs have been judged appropriate and moderate.

**Decentralization:** CIDA decided to decentralize its program in Bangladesh a little before the launch of the evaluation process. The evaluation strongly supports this decision; however, having the Director based in the field will have limited impact if this is not accompanied by other changes such as the appropriate level of authority in the field, the right balance of specialists and development officers in the field and at headquarters. Other agencies such as DFID have taken such decisions and the weight of their presence, influence, and leverage can be seen in Bangladesh.

**Recommendation:** In the context of decentralization, the Program should take measures to ensure it has the appropriate technical and sectoral Canadian presence in the field in order to be able to play an active and effective role.

**Delivery Mechanisms:** All delivery mechanisms: (SWAps, joint-donor partnerships, directive projects, responsive interventions) have been found to have strengths and weaknesses. The program could work to improve the weaknesses of the various delivery mechanisms. It is often challenging to ensure that all these mechanisms and approaches work in tandem and in synergy. The assessment of the efficiency and effectiveness of these mechanisms suggests that well-targeted initiatives with fewer players work better.

**Recommendation:** The program management team should continue using different delivery mechanisms in a strategic and coordinated way based on an assessment of the situation and past performance. The Program should dedicate its effort to reduce the weaknesses while keeping the strengths of the various delivery mechanisms.

**6. Adherence to the Paris Declaration Principles:** The overall assessment of this aspect has been rated satisfactory. In the context of an international assessment of the Paris Declaration principles, CIDA's Bangladesh Program has been ranked third among other donors present in Dhaka. CIDA's program in Bangladesh can be considered as having a

“strong adherence” in relation to the principles of ownership and harmonization, while alignment and result-based management can be rated as moderate. The monitoring part of the result-based management component and mutual accountability were weaker areas.

**Local Ownership:** Local ownership can be defined as being purely a matter of relations with the government, while others argue that civil society organizations and the private sector also have a role in addressing development challenges. In the context of Bangladesh this issue has specific importance given the existence of strong and vibrant civil society organizations that CIDA and others have helped to strengthen in the past.

**Recommendation:** In accordance with the role played by CIDA at the international level, the Program should consider ways to support the participation of civil society organizations within the donor coordination mechanism. Also, at the corporate level, opportunities should be taken within the context of the DCD-DAC to discuss the modalities and innovative ways to implement the Paris Declaration in the context of weak local administrative capacity and systems as well as the need for deeper integration of gender equality and civil society participation in new aid modalities.

**7. Crosscutting issues:** This aspect has been rated as satisfactory. Three areas were considered under this umbrella: i) gender equality, ii) environment, and iii) governance. CIDA should build on its experience in the area of gender equality where a number of projects have achieved great successes both as gender-specific investments and as investments where gender is mainstreamed as a crosscutting theme.

**Recommendation:** CIDA has acquired substantive experience in making gender equality a consideration that cuts across all program interventions. The feminization of Bangladesh’s poverty, CIDA’s GE leadership, and the substantive gender equality results flowing in this CDPF create a strong justification for CIDA to continue to build and apply its GE experience in its upcoming Strategy.

However, given the “weak administrative environment,” especially regarding public institutions that remain a challenge affecting all development projects, governance could remain a crosscutting theme. Also, given the high level of vulnerability of Bangladesh in relation to the issue of climate change and its impact on all development activities, more attention could be given to strengthening this area as a crosscutting theme. The Program should find

ways to address the long-term environmental challenges while taking into consideration the needs of the poor.

**8. Monitoring and Evaluation (M&E):** The monitoring and evaluation issues have been assessed as satisfactory with a mixed picture. Despite the fact that much has been accomplished, this is an area where the program could redouble its efforts, especially at the sector and thematic levels.

**Recommendation:** The Program should consider developing a monitoring and evaluation plan as an appendix to the next Strategy. It should continue its efforts to actively contribute to joint initiatives and strengthen the capacity of local partners. A building block approach is needed where more project evaluations, including impact evaluations, and more sectoral and thematic monitoring and evaluation are required. The Program should consider the possibility of investing more resources to document its successes.

Finally, we may say that assuming **leadership** means more than contributing money. It implies choosing one’s niche strategically, given that no one donor can afford to be everything to everyone. It also implies being recognized as having a valuable strategic contribution to make, which can often be assessed on past experience, and on the capacity to provide valuable technical contributions. This requires having the right persons (including professionals) in the right place. It also encompasses having adequate time and ensuring a high level of effort through the contribution of technical staff and upfront planning resources. In short, if CIDA’s Bangladesh Program wants to assume leadership, it will need to **clarify its niche(s)** by looking at what it has done successfully and by determining where it wants to play a significant role based on its comparative advantage(s).

As pointed out, this is the first independent evaluation of the Bangladesh Program undertaken by CIDA over the past 25 years (see below the summary of an independent study undertaken in 1983 by the North-South Institute). Generally speaking, we found that the program has good stories to tell that the Canadian public would be happy to hear. Given the scope of this evaluation, time and resources did not allow the evaluation team to fully document specific initiatives that could eventually be publicized. This is something the program could consider doing. Some of these success stories are highlighted in this document and the technical reports issued by the evaluation team.

**Table 1: Canadian Development Assistance to Bangladesh  
An Independent Study by the North-South Institute**

The study looked at Canadian Cooperation in Bangladesh in a broad context. It first presented the social, economic and political context of the country highlighting the colonial legacy, the difficult path to the independence, and the development challenges it faces at the time. Among those it stresses the overpopulation, the challenge to feed 90 million people on a territory twice the size of New-Brunswick, the fundamental limitations of a highly stratified society and an administration “rife” with corruption. It concluded, “Bangladesh is now no longer perceived as a basket case. Instead a guarded optimism prevails (1983)”.

Among the criticisms of the “Canadian Aid Machinery”, the author mentioned the “money-moving syndrome”, the tendency to follow well-trodden development path, the highly centralized nature of the program in terms of both human resources and decision-making authority, the lack of analytical skills in the field, the problem of finding Canadian who were both qualified and willing to serve in Bangladesh, especially rural areas. In looking at the future, the author was afraid that CIDA would confine its role to one of a “banker” and, as an alternative suggested that CIDA increase its intervention in support to agriculture and rural development.

Reference: Roger Ehrhardt, Canadian Development Assistance to Bangladesh:  
An Independent Study, The North-South Institute, 1983

Comments regarding the North South Institute study:

We considered it interesting to summarize this study to show how the context and some of the issues have changed while others have not. As example, we may mention, the use of “project aid” which was emerging as a delivery mechanism at the time by comparison to “food aid” and “commodities”, while there is a tendency now to move away from the “traditional project approach” to favour sector-wide and program based approaches. While Bangladesh was considered at the time an “aid-dependent country”, it is now being seen as a “trade dependent” country.

Also, it may be worth mentioning the giant step made by the international community whose coordination was taking place at the time through annual meetings in Paris. It is now taking place in Dhaka within the Local Coordination Group and its numerous sub-groups, which implies meetings of different nature almost every week.



## 1.0 Introduction

### 1.1 Background

This evaluation of CIDA's Program in Bangladesh was undertaken in 2007-2008 by CIDA's Evaluation Division (ED) to assess the performance of the program over the period 2003-2008 and to provide support for the Agency's new programming strategy in Bangladesh. In order to carry out the evaluation, ED commissioned a team of consultants (Canadian and Bangladeshi) to undertake an assessment of CIDA's programming in Bangladesh delivered through various CIDA channels, focussing on the 2003-2008 CDPF. This Evaluation Report is based on four methodological documents (Terms of Reference, Evaluation Work Plan, Programme Profile, and E-Lessons) and seven technical reports for each of the evaluation components: i) Education ii) Environment, iii) Gender Equality, iv) Health, Humanitarian Assistance, vi) Governance and vii) Private Sector Development (see the list in the Appendix III).

This evaluation has taken place at the time when Bangladesh is going through a period of transition and uncertainties. A "Care-taker Government" (an expression used in the Bangladesh constitution to refer to a "government of transition") has been in control of the country since January 2007 and the promised elections since 2007, may take place in the coming year. Whatever the result of this process may be, this present time is a period of uncertainty affecting international cooperation and the government's ability to commit to initiatives.

#### **Table 2: One Example of Historical Contributions of CIDA in Bangladesh**

Historically, CIDA provided funding for the First, Second and Third Population Projects (POP I, POP II and POP III) and the Fourth Population and Health Project (FPHP). Canada's investment totalled \$60.7 million during the 1975 to 1998 lifespan of these interventions. All featured a World Bank-led consortium of donors supporting the GoB's health ministry. In POP I, CIDA supported the creation of thana-level women's cooperatives. This support continued in POP II and was expanded to include three statistical and evaluation cells. By POP II, the women's cooperatives involved mothers' centres, clubs and vocational training. There was collaboration with four ministries and a large Bangladeshi NGO, Swanirvar. A small innovation and research fund was included and the project also paid 40% of the salaries of 15,000 Female Welfare Assistants to do community outreach work and door-to-door distribution of contraceptives. By POP III, Canada was one of the three largest bilateral donors at \$28.1 million, up from being sixth in POP I and fifth in POP II.

Results of POP I-II-III include a remarkable increase in contraceptive use. The contraceptive prevalence rate stood at 3% in 1971. By 1986, at the start of POP III, it was 18% and the goal of 35% by 1990 was surpassed: by 1990, it had reached 39.9%. Between 1980 and 1990, the median age of women at first birth rose by more than one year and the average number of children born to women before age 20 fell by 30%. Key contributing factors included: improving credit facilities for women, emphasizing non-traditional trades; encouraging women's entrepreneurship; exposing more women to primary health care; and establishing effective links with the Family Planning Directorate.

Source: Linda Pennells, Technical Report Health Component, May 2008

### 1.2 The Bangladesh Context

At the time of the CDPF approval in 2003, CIDA was drawing a balanced portrait of the country with important economic and social achievements, while numerous global and institutional challenges were remaining. Generally speaking we can say that the context of the country has not changed drastically. We can say that the appreciation of the context was neither optimistic nor pessimistic and in our view represented a fair assessment of the situation. Also, the reference to the "vulnerability" of the country remains as a good qualifier of the current situation.

- **Situation in relation to poverty**

Bangladesh now has a population of over 150 million but has been able to get the population growth rate under control, with a rate lower than any neighbouring countries. Over the last twelve years, Bangladesh has improved its macro-economic stability with a GDP growth rate averaging 5%. Considerable progress has been made in health, education and social welfare. The evaluation found varying estimates of the incidence of poverty:

- Depending on the source, the level of poverty may vary from 40 to 50 % of the population meaning that 60 to 75 million people are living under the poverty line;
- Approximately 37.5 million people are living in extreme poverty using the UN definition from the MDG Goal #1, under a dollar a day per person;
- However, estimates from BRAC indicate that approximately 35 million live below 50 cents/day. Of these, approximately 25 million have income under 30 cents per day and spend more than 80% on food with a nutritional intake of less than 1805 calories per day. These are called the ultra-poor;
- In 2005, 3,420,521 persons or 37.4% of the population of Dhaka were living in slums.

Poverty level	1991-92	2000	2005	2015- Expected
Poverty	58.8	48.9	40.	29.4%
Extreme Poverty	43	34.3	25.1	14%

Poverty is measured based on two dollars a day on PPP (purchasing power parity) while extreme poverty is measured based on one dollar a day on PPP. Source; BBS-HIES, WB and MDG Progress Report

The feminization of poverty is acute in Bangladesh.

- **Political and Administrative Context**

When Bangladesh became an independent country in 1971, it began its journey with a very low literacy rate. During the war of independence, many intellectuals and potential leaders of the country were killed and considerable infrastructure was destroyed, so the nation began with a difficult task ahead of it.

Bangladesh has been a parliamentary democracy since 1991; however, confrontational politics in Parliament has delayed economic and social reforms in key areas, thereby hampering the country's sustainable development. While Bangladesh has a vibrant civil society with renowned NGOs, a free and outspoken press, esteemed intellectuals, and a dynamic private sector, it also suffers from ineffective public services, poor governance, deteriorating law and order, high levels of gender-based violence, widespread corruption and lack of physical and institutional infrastructures. While there has been some progress, poor governance remains a major challenge.

- **Social Achievements and Challenges**

The primary school enrolment rate has exceeded 80% while the drop-out rate remains high at 38.8% based on the MDGs Bangladesh Progress Report. However, Bangladesh is quite proud of having achieved parity between boys and girls in terms of access to basic education. Bangladesh has achieved impressive success in reducing population growth and in reducing child mortality. Between 1993 and 2007, the total fertility rate dropped from 3.4 to 2.7 births per woman aged 15 to 49 years; the contraceptive prevalence rate of married women aged 15 to 49 years old increased from 44.6% to 55.8%, although the rate has been declining in the last two years; and the under-five mortality rate dropped from 133 to 65 per 1,000 children.



Bangladesh's progress in reducing fertility and in increasing contraceptive use outstrips progress in India, Pakistan and Nepal. Bangladesh currently has the lowest under-five mortality rate among the poorest 20% of these four countries<sup>1</sup>. However, 90% of births are still at home and only 18% of births are attended by medically trained personnel with an additional 11% assisted by skilled birth attendants<sup>2</sup>. Access to health services for the poor is especially limited in rural areas and within communities in the urban slums.

- **Environmental Challenges**

Bangladesh is the world's largest delta, with an area of 147,570 sq. kms, about two times the size of the province of New Brunswick in Canada. The topography of Bangladesh is an extremely flat, almost entirely fertile alluvial plain, which make it prone to frequent floods. In 2004 two thirds of the country were flooded which caused massive population displacement and distress.

Climate change poses significant risks for Bangladesh, especially in agriculture due to the reduction in arable land. The projected impacts of climate change show that there will be an increase in natural disasters such as floods, droughts, sea level rise, and salinity intrusion that will lead to displacement of human settlements and disruption of the ecosystem. The estimated economic losses associated with the sources of environmental degradation and climate change amount to more than 4% of the GDP (World Bank, 2006). Recently, Cyclone Sidr struck the coastal and central areas of Bangladesh. The accompanying storm surge reached the maximum height of about 10 metres in certain areas with winds up to 220 kms per hour, which had never been seen before. Cyclone Sidr was the third natural disaster to affect Bangladesh this past year. A comprehensive assessment was conducted by a team of GoB and international experts who estimated the total damage and losses caused by the cyclone to be BDT 113 billion (US\$ 1.6 billion), which is equivalent to 2.8% of Bangladesh's GDP.

Finally, recent uncontrolled industrial and manufacturing production growth have created important and challenging impacts on the environment that the country will have to face despite weak capacity and limited resources.

## **2.0 CIDA Program in Bangladesh 2003 - 2008**

### **2.1 Investment Profile**

Bangladesh has been one of the largest recipients of Canadian Official Development Assistance (ODA). The total ODA expenditures of the Bangladesh program from its inception (based on information available) are Cdn \$2.3 billion (all channels included). The average of CIDA's contribution has been decreasing from Cdn \$108 million between 1983 to 1992 to an average of Cdn \$81 million from 1993 to 2002 and \$Cdn 77 for the period 2003 to 2007. From fiscal year 1991/92 to 2007/08 expenditures were Cdn \$1.07 billion of which approximately \$843 million (78%) of funds were channelled through the Asia Branch.

This evaluation covers the CDPF for the five-year period 2002/03-2007/08. Overall, most investments come from the Asia Branch with 83% of the total value, while Multilateral Branch investments are second with 12 % of the funding and Partnership Branch with 5%. Over the period, the average value of bilateral projects was Cdn \$1.381 million and Cdn \$578K for the Multilateral programs, compared with the average value for Canadian Partnership programs of only Cdn \$50.44K as shown in the following table.

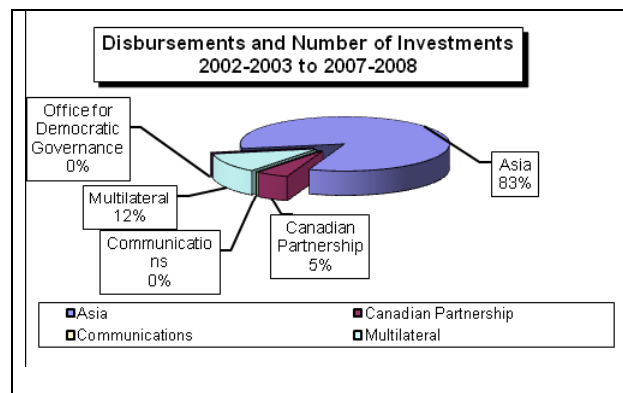
---

<sup>1</sup> UN Human Development Report 2007. CPR: Bangladesh 58%; Pakistan 28%; India 47% and Nepal 38%. TFR charted at 1970-75 and 2000-05: Bangladesh 6.2 to 3.2; Pakistan 6.6 to 4.0; India 5.3 to 3.1; and Nepal 5.8 to 3.7. U5 mortality: Bangladesh 121; Pakistan 125; India 141 and Nepal 130.

<sup>2</sup> Bangladesh Demographic and Health Survey 2007 p 24.

**Table 4: Profile of CIDA Programming in Bangladesh by Branch, 2002/03-2007/08**

Disbursements by Branch and Number of Investments 2002-2003 to 2007-2008			
Branch	Value	Number of Investments	\$Average per Investment
Asia Branch	\$265,326,058.20	192*	\$1,381,906.55
Canadian Partnership	\$15,689,761.02	311	\$50,449.39
Communication	\$224,227.66	17	\$13,189.86
Multilateral	\$36,639,258.36	54	\$678,504.78
Office for Democratic Governance	\$637,338.80	5	\$127,467.76
<b>Total</b>	<b>\$318,516,644.04</b>	<b>579</b>	<b>\$550,115.10</b>

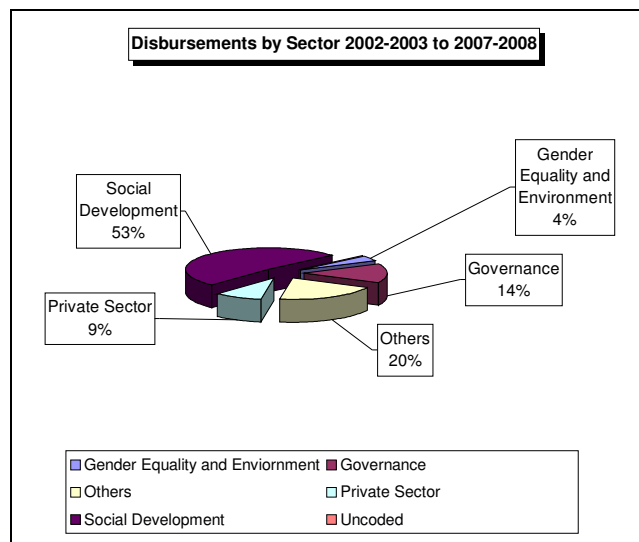


\*Note: Please note that the number of investment relates to entry in the SAP and CRAFT systems and includes expenditures as limited as the hiring of a consultant for monitoring activities and as a large multi-million contribution to major projects or multi-partner initiatives.

In terms of sectoral breakdown during the 2003-2008 period, the social development area (including both education and health) represents more than half of the investments at 53%, with governance, the second priority, at 14% followed by private sector development with 9% and gender equality and environment together coming fourth with 4%. Due to coding difficulties, there are a large amount of investments coded as “others” – 20% as shown in the following Table.

**Table 5: Profile of CIDA Programming in Bangladesh by Sectors/Themes, 2002/03-2007/08**

Disbursements by Sector 2002-2003 to 2007-2008			
Sector Groups	Total	Number of Investments	\$Average per Investment
Gender Equality and Environment	\$12,363,058.46	39	\$317,001.50
Governance	\$45,721,461.69	165	\$277,099.77
Others	\$65,139,759.90	191	\$341,045.86
Private Sector	\$30,121,528.15	68	\$442,963.65
Social Development	\$165,170,835.84	116	\$1,423,886.52
<b>Total</b>	<b>\$318,516,644.04</b>	<b>579*</b>	<b>\$550,115.10</b>

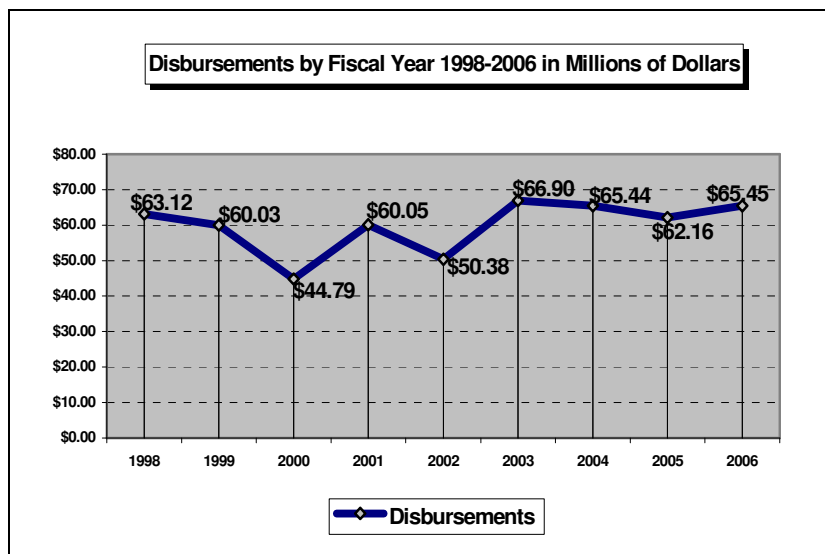


\*Note: This Table includes all channels, therefore this reflects the numerous Partnership Branch projects that have very limited value per project. Also note that “Social Development” is includes Health and Education while Environment and Gender Equality are considered as themes or areas of interventions not as sectors.

Considering the Agency’s disbursements per fiscal year, the portfolio is stable varying between \$63 million in 1998/99 and \$65.45 million in 2006/07. The lowest level was in 2000/01 with \$44.7 million and the highest in 2003/04 with \$66.89 million.

**Table 6: Disbursement per year 1998-99 to 2006-07**

Disbursements by Fiscal Year 1998-1999 to 2006-2007	
Year	Disbursements
1998-1999	\$63,121,682.70
1999-2000	\$60,031,175.09
2000-2001	\$44,794,565.63
2001-2002	\$60,049,923.05
2002-2003	\$50,382,471.34
2003-2004	\$66,899,531.58
2004-2005	\$65,442,229.83
2005-2006	\$62,160,463.46
2006-2007	\$65,446,864.15
<b>Total</b>	<b>\$538,328,906.83</b>



## 2.2 The Development Assistance Context in Bangladesh

According to the OECD/DAC statistical data, Canada was the fifth largest bilateral donor in 2004-05, excluding the multilateral Institutions (WB, AsDB, IMF and EC) after Japan, DFID, US, and Netherlands.

Table 7: Major Partners in Bangladesh: Net Disbursements in Million US Dollars 1997-2006											
Channels	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	Total
DAC Countries, Total	\$560	\$624	\$607	\$617	\$578	\$521	\$695	\$633	\$562	\$456	\$5,853
Multilateral, Total	\$452	\$525	\$588	\$516	\$432	\$376	\$687	\$754	\$740	\$743	\$5,813
United Kingdom	\$70	\$99	\$115	\$103	\$124	\$102	\$260	\$253	\$203	\$139	\$1,469
Japan	\$130	\$189	\$124	\$202	\$126	\$123	\$115	\$38	-\$1	-\$7	\$1,038
United States	\$30	\$4	\$114	\$63	\$87	\$72	\$57	\$63	\$49	\$42	\$580
Netherlands	\$64	\$58	\$36	\$33	\$43	\$44	\$57	\$65	\$61	\$67	\$529
Canada	\$73	\$53	\$29	\$38	\$30	\$31	\$38	\$49	\$51	\$57	\$450
Denmark	\$39	\$46	\$42	\$34	\$42	\$37	\$45	\$46	\$50	\$44	\$425
Germany	\$47	\$65	\$47	\$37	\$30	\$30	\$32	\$25	\$46	\$29	\$389

However, the above table shows net disbursements (Gross disbursements less loans and debt reimbursements) for the period 1997 to 2006. Based on this table we can conclude that CIDA ranks fifth among the bilateral contributors for the period 1997-2006, while it ranks third after DFID and Netherlands for 2005 and 2006.

## 2.3 The CIDA-Bangladesh Bilateral Program 2002/03-2007/08

The 2002/03-2007/08 CDPF of the CIDA Bangladesh program proposed the following goal and objectives:

**Goal:** "To contribute to poverty reduction and sustainable development through support for social development, governance, and the private sector."

## Objectives:

- 1) **Social Development:** To improve the quality and delivery of services in health and education appropriate to the needs of the poor, in particular women and children, and to increase their access to those services;
- 2) **Governance:** To improve policy development and regulatory reform of selected public and private institutions and link governance more directly to poverty reduction;
- 3) **Private Sector:** In the medium-term, to address constraints in the development of small and medium enterprises by increasing their access to finance and capacity building services, and improving their regulatory environment initiatives.

The CDPF has three cross cutting issues: **Governance** is a priority that was to be integrated in each of the CIDA-funded projects, as well as in dedicated initiatives. **Gender equality** is considered to be a cross-cutting theme, reflected in each of the three objectives and integrated in all programs and projects. **Environment** also is to be integrated into programming as applicable.

## 2.4 Development Assistance Contextual Changes

Prior and during the period of the current program (2002/03-2007/08), a number of national and international events took place influencing CIDA's decision-making and behaviour. Among these were the Millennium Declaration of 2000 establishing the millennium development goals (MDGs), CIDA's 2002 Strengthening Aid Effectiveness Policy, and the 2005 Paris Declaration<sup>3</sup>.

Also in Bangladesh, the government adopted an Interim Poverty Reduction Strategy Paper in March 2003, followed by the full PRSP in October 2005 "Unlocking the Potential National Strategy for Accelerated Poverty Reduction", and published by the General Economics Division of the Planning Commission.

All these initiatives had a major impact on the evolution of CIDA's program and on its choice of delivery mechanisms as it reduced the number of isolated projects, to experiment with program-based or sector-wide approaches, hybrid donors partnership projects, pool and parallel funding in addition to the more traditional projects implemented by Canadian Executing Agencies. This shift was essentially intended to promote more effective aid delivery through harmonization and alignment with Bangladesh national priorities, management frameworks, systems, and procedures—all within the perspective of enhanced ownership at national level. As part of this harmonization process, a Local Coordination Group (LCG) was formed that offered the organizational structure for the collaboration of the international community including both bilateral and multilateral institutions and the Government of Bangladesh.

## 3.0 Evaluation Approach and Methodology

### 3.1 Evaluation questions and issues

The methodology adopted for this evaluation was designed to meet the key standards recommended by the Development Cooperation Directorate (DCD) of the OECD for program evaluation, the requirements of the Treasury Board Evaluation Policy and CIDA's Evaluation Policy and Standards. The Terms of Reference (TORs) took into consideration the CDPF and the Strategic Results Framework (SRF). The core of the evaluation was to respond to eight key questions: i) relevance, ii) effectiveness, iii) sustainability and risk management, iv) coherence, v) efficiency vi) adherence to the Paris Declaration principles vii) cross-cutting issues, and viii) monitoring and evaluation systems (See Summary TORs and Key Questions in the Appendix)

---

<sup>3</sup> Paris Declaration on Aid Effectiveness. 2005.

### 3.2 Evaluation Data Gathering Methods

Five main data gathering methods were utilized to collect multiple lines of evidence:

- **Document review:** including CIDA documents at the project and program levels, documents from bilateral and multilateral donors, and major relevant studies related to the themes and sectors of the evaluation (Note that the list in Appendix III identifies only a few key documents, while hundreds of projects documents have been reviewed);
- **Interviews:** in each sector, evaluators selected key actors including CIDA project managers; Bangladesh government officials related to the implementation of CIDA's development program; Canadian Executing Agencies (CEAs) and persons involved in the management of projects. Efforts were made to facilitate meetings of the evaluation team members with the most relevant persons and contacts in Canada and in the field. The availability of program management and staff has been exemplary. Overall 285 persons have been met or interviewed among whom were 64 Bangladesh public officials;
- **Project visits:** In the sector of health, education, governance and humanitarian assistance a few projects were subject to site visits; in the private sector development, the evaluation specialist had already visited a number of the projects of the portfolio in the context of earlier mandates as project monitor and evaluator;
- **Roundtables:** Different roundtables or debriefing sessions took place over the evaluation period, including at the beginning and at the end of the process to stimulate open discussions with CIDA's program management team; a few round tables took place with representatives of international and national organizations in the area of health, governance and humanitarian assistance;
- **Project samples:** Projects were selected in each sector based on the following criteria: i) Representativeness of sectors, subsectors and themes, ii) development approaches at community, institutional or policy levels, iii) implementation delivery mechanisms including SWAp, donors partnerships, directive, and responsive, iv) implementing agencies through the GoB, Bangladesh and Canadian NGOs, multi-lateral organizations and Canadian Executing Agencies, and V) evaluability: that the projects had to be significant, with available source of information accessible cost-effectively. The following table compares the disbursements, evaluation universe and sample size.

Sectors	# of Projects	Disbursements (2002-03 to 2006-07)	Evaluation Universe	Sample Size	Coverage
Education	6	\$ 19,271,640	\$ 129,710,000	\$ 129,710,000	100%
Environment and Disaster Relief	9	\$ 25,468,356	\$ 54,673,201	\$ 54,673,200	100%
Governance	10	\$ 22,650,345	\$ 50,623,845	\$ 54,631,845	108%
Health	8	\$ 77,297,962	\$ 104,360,000	\$ 104,360,000	100%
Private Sector	15	\$ 52,320,968	\$ 91,100,000	\$ 126,108,044	138%
<b>Total</b>	<b>48</b>	<b>\$ 197,009,271</b>	<b>\$ 430,467,046</b>	<b>\$ 469,483,089</b>	<b>109%</b>

The total value of projects that comprise this evaluation exceeds the total value of disbursements during the 2002/03-2007/08 period given that the project sample calculation is based on the total value of projects some of which may have been initiated before or that will be terminated after the period.

**Data analysis:** The performance of the 48 projects reviewed has rated on a five point scale: 4.1 to 5) Highly satisfactory, 3.1 to 4) Satisfactory, 2.1 to 3) Moderately satisfactory, 1.1 to 2) Unsatisfactory, 0 to 1) Very unsatisfactory. Calculations have been made by sectors and delivery mechanisms. Cumulative rating can be found in Appendix V.

### **3.3 Challenges and Limitations**

Generally the evaluation process was implemented according to the schedule. However, it was not without a few challenges. The first had to do with the quality of data from the Agency's central information system. Duplication of some projects; missing information on others regarding budgets, start and end dates; improper sectoral and thematic coding of the information; and the presence of a large proportion of the information as "uncoded" or "other" categories meant that much more effort had to be devoted at the front end to establish an accurate profile of the investments in Bangladesh.

A second challenge related to the measurement of results. Although the evaluation covered the 2003-2008 period, the results are for periods greater than these five years in some instances, as these initiatives commenced before the 2003-2008 period. Obtaining the breakdown of results per year was not always possible.

Third, the issue of impact was only covered to a limited extent, given the costly nature of impact studies and the fact that the project evaluations reviewed for this Program Evaluation did not really address the issue. There were very few impact studies on the ground. Also, in the case of multi-donor initiatives where the attribution of results to any particular donor is problematic, an imprecise but reasonable approach is to assume a proportion commensurate with the proportion of CIDA's contribution to the overall investment.

Another evaluation challenge, particularly in the case of the governance sector, was the difficulty of quantifying results related to institutional or capacity development activities. This was also the case in measuring the program's performance taking into consideration the long- and medium-term time frame for the SWAp initiatives.

Finally, given that the base of information is mostly at the project level, it was difficult in some instances to extrapolate the conclusions and findings to the program level. However, we have been able to gather some program level information regarding the context, coherence and efficiency of the program. Some questions, such as the leverage and policy influence that CIDA can have at the policy level, were difficult to assess given the absence of clear target and monitoring systems.

## **4.0 Major Results by Sector**

In broad terms, this evaluation finds that CIDA's Bangladesh Program over the period 2002/03 to 2007/08 has been a sound and diversified program that achieved important and in some cases impressive results. This section provides some examples of results based on a sample of projects representing various sectors.

### **4.1 Private sector (Poverty reduction related activities)**

**Challenging Frontiers of Poverty Reduction Phase I**, with a contribution of \$ 15 million to BRAC for the period 2002–2007, contributed with other donors to improve the living conditions of 100,000 ultra poor women and 1.275 million poor women. BRAC's studies show that 85–90% of beneficiaries raised their income to at least the poverty line after two years. Approximately 10–15% remained at the same level at which they entered the program after two years. Given that each woman comes from a household of five persons, the total number of persons affected is estimated to be 6.4 million people.

**The Rural Maintenance Program Phase III** (1995–2006/ \$13.8 million CIDA plus \$40 million Food Aid). CIDA has funded Care Canada and Care Bangladesh since 1985 to run this program over a number of project phases. From 2003–2006, 150,000 women were employed as road crews (40,000 per year) with 10,000 graduating every year with savings to start income-generating activities; secondary roads were maintained nationwide in 4,000 village levels. An impact study in 2003 showed that 98% of residents had improved their lifestyle since employment. Eighty percent who were now self-employed reported the same or slightly higher annual income but 20% had fallen back into destitution.

**Palli Daridro Bimochon Foundation (PDBF):** Phase II: CIDA has funded this micro-credit institution since 1988 for a total of \$70 million. As of September 2007, 537,434 members received microfinance services, skills training, social empowerment, and health services. PDBF also provides loans to 5,871 small- to medium-sized enterprise owners.

**Support to Prokritee:** The Canadian Mennonite Central Committee (MCC), with Canadian Partnership Branch Status, has supported this project since 1975. With funding from 2004–2007 of \$250,000 from CIDA and \$63,000 from MCC Canada, nine NGO projects were successfully transformed into a company with a national board of directors. Sales reached US\$1.3 million in 2006. Prokritee is said to be the largest handicraft exporter in Bangladesh. It employs a total of 869 poor producers, mainly female heads of household who are landless and are employed primarily on a full-time basis.

## **4.2 Health**

**Various health commodities projects:** From 2004 to 2011 for CIDA contribution of \$85 Million: provided 80% of all vaccines needed in the 2005 immunization program, increasing substantially the percentage of immunization of children and prevented 200,000 infant deaths according to UNICEF estimates. In 2006, CIDA funded the purchase of the total of oral polio vaccine (OPV) immunizing approximately 3 million children below twelve months and the tetanus toxoid (TT) vaccine needs of an estimated 6.5 million women of childbearing age (15 to 49 yr). The Acid Survivor Foundation helped reduce the incidence of acid attacks, while providing hospital treatment, nutritional support, counselling and legal assistance to hundreds of victims.

**Acid Survivors' Foundation (ASF):** From 2004–2009, CIDA's contribution was \$1.5 million. In 2006–2007, 822 victims of acid violence received hospital treatment including nutritional support, counselling and follow-up assistance; 13 received psychiatric treatments; 734 received physiotherapy; and 381 were provided legal support. ASF, a national leader in advocacy, education, and community engagement on acid violence, is respected as one of the major catalysts for the incidence of attack declining between 12 and 20% yearly since 2002. The Social Welfare Ministry has established a rehabilitation fund, the police have established monitoring cells, and the Foundation was awarded a Human Rights Award from Amnesty International in 2006.

**International Centre for Diarrhoea Research – Bangladesh (ICDDR-B):** CIDA contributed \$8 million from 2003 to 2008, which today corresponds to approximately 10% of the Institution's budget. In the last two years, ICDDR-B's key achievements include i) the successful treatment of 35,000 persons affected by diarrhoea, 70% of whom had cholera, during the four-month aftermath of the 2007 monsoon floods; ii) annual treatment of 100,000 persons in Dhaka hospital and 10,000 in Matlab hospital; iii) new management approaches for home-based treatment of pneumonia and acute respiratory infection; iv) surveillance system for HIV and tuberculosis (TB) patients; and v) anchor surveillance for 12 hospitals of flu and bird-flu.

### 4.3 Education

**BRAC Education Program (BEP):** from January 2005 to 2008, CIDA contributed \$20 million of a total budget of \$168 million. By late 2007 more than 3.1 million students have graduated from BRAC primary schools and close to 2.9 million have made the transition to the formal system. The program has also provided training to parents and community members, training to adolescents for income-generating activities, and training to teachers about gender sensitivity and inclusiveness.

**Basic Education for Urban Working Children:** CIDA's contribution 2005–2009 is \$14 million of a total budget of \$45 million. To date the project has reached 70% of 200,000 children and 6,000 Learning Centres. In it, children receive conflict resolution training and discuss gender issues. It also provides livelihood skills to 20,000 learners and aims to change teachers' attitudes to slums.

### 4.4 Governance

(Including Gender Equality and Environment)

**Gender Fund III (GF):** CIDA contributed \$2.5 million 2003–2010 (note that this project intervenes at the individual enterprise, community, and institutional levels). There have been a number of key achievements:

- Women gained voting rights in the nine unions of the jute mills. CDMS was also able to secure agreement to fix the toilets for women's privacy;
- Two hundred female entrepreneurs secured 40 spaces on 8 management-marketing committees;
- Provided input into and monitors gender implementation of the PRSP;
- Provided pre-departure training for female migrant workers;
- Obtained reduced interest rates for female entrepreneurs;
- Increased the capacity of female farmers to negotiate with local authorities;
- Successfully advocated for the inclusion of women with disabilities in the National Advancement Policy for Women;
- Succeeded in getting rural females to register to vote, cast ballots, and overcome male opposition to exercising the vote in rural communities where women have never voted before.

**Policy Leadership and Gender Equality (PLAGE-II),** 2004–2010, is a directive project with a contribution of \$12.5 million. PLAGE II had a slow and difficult start but activities underway include the following:

- Training of key officers at the Ministry of Finance and Ministry of Women and Children Affairs (MoWCA) in gender budgeting;
- Facilitating the Ministry of Health and Family Welfare (MoHFW)'s Monitoring and Evaluation (M&E) unit in developing gender indicators for two operational plans: essential service delivery and family planning field service delivery;
- Supporting MoWCA and oversight ministries to integrate gender considerations into GoB policy instruments;
- Producing a compendium of Bangladeshi laws and related regulatory instruments that specifically impact women entitled *Compilation of Laws and Issues Relating to Women's Affairs in Bangladesh*.

**Reducing Vulnerability to Climate Change (RVCC):** CIDA's contribution of \$3.1 million 2001–2006 reached a total of 7,500 households that adopted measures promoted by the project:

- 52% of households were able to find new income sources; food security increased in over 30% of households;
- 4,000 people received support from GoB service providers;



- 5 marketing groups with 59 projects improved their market access;
- 14 Union Parishads developed plans to address climate change;
- one central information centre was established;
- 58 % of participants were female.

**Table 9: The Experience of the Rural Maintenance Project - RMP**

(Multiple results and lessons)

RMP Phase III (1995-2006/\$13.8M plus \$40M Multilateral Food Aid) achieved outstanding results. Between 2003-2006, a total of 150,000 women were employed as road crews (40,000 per year) to maintain secondary roads in 4,182 upazillas – virtually national coverage except the inland islands that are only accessible by boat. Each year, 10,000 women “graduated” from RMP after 4 years of steady employment with savings to start an IGA (income generating activity). Over the 11 years of Phase III, a total of 134,000 women started IGAs. A 2003 Impact Study showed that 98% had improved their lifestyle from before employment, and 80% who were now self-employed reported the same or slightly higher income. The greatest poverty reduction impact came from having a steady job even though the wage rate was barely more than a daily agriculture labourer. Through employment, the women – mainly single female head of households and widows - gained social respect, increased mobility and in their self managed crews of 10, learned management, group decision making and negotiating with Union Parishads.

The project had multiple level impacts that are currently looked at by a study of the Bangladesh Institute of Development Study (BIDS) on behalf of the European Commission (EC) Preliminary findings indicated that added to the fact that women could get a wage through the project or income through income-generating activities, the project allowed these women to regroup themselves, discuss and negotiate their work plan with local authorities. Also, the impact of improved family income on the health and education of children could be looked at. Moreover, the existence of improved roads in rural areas also has a potential impact on the capacity for rural community to access public services and more easily market their agricultural production. Finally, in areas prone to natural disasters, improved rural communications can potentially save thousands of lives.

CARE also gave a high profile to women’s work, as it was the first NGO in Bangladesh to have female field workers and then to have these women ride motorcycles.

## 5.0 Major Findings per Key Evaluation Questions

Forty-two (42) projects were reviewed and assessed based on a rating scale from one to five in relation to eight evaluation issues and questions found in the following Table and in Annex II. These scores shown in Table 9 are averages, and do not allow to indicate differences between one project and another and between one sub-sector and another. In addition, the rating scale is based on the evaluator’s review of documentation, interviews and other data gathering means. The rating scale provided a means to conduct a standardized assessment of the key evaluation issues and questions.

**Table 10: Average Performance Assessments in each Sector/Area by Key Questions**

Key questions-Sectors	Education	Environment	Health	Governance	Private sector	Average
Relevance	4.3	5.0	4.7	4.7	3.8	4.5
Effectiveness / Results	3.2	4.3	4.3	3.9	3.5	3.8
Sustainability and Risks	3.2	3.0	3.0	2.9	2.7	3.0
Coherence	4.0	4.3	3.7	3.6	3.0	3.7
Efficiency	2.8	3.7	3.8	2.9	3.0	3.2
Adherence to the Paris Declaration Principles	3.7	4.0	3.0	3.6	3.1	3.5
Cross-cutting Issues	3.3	3.7	4.0	3.7	3.1	3.5
Monitoring and Evaluation	2.8	3.7	3.8	3.7	3.6	3.5
<b>Overall Total/Average</b>	<b>3.4</b>	<b>4.0</b>	<b>3.8</b>	<b>3.6</b>	<b>3.2</b>	<b>3.6</b>

Rating Scale: 4.1-5 – Highly satisfactory; 4-3.1 – Satisfactory; 2.1-3 – Moderately Satisfactory; 1.1-2 – Unsatisfactory; 0-1 – Very Unsatisfactory.

Note: environment projects undertaken as separate investments not part of given sector were analyzed separately.

## 5.1 Relevance

Overall, the Evaluation Team found that the interventions of the Bangladesh program were sound and relevant. The issue of relevance received the highest ranking strongly indicating that CIDA is doing the right things. Four parameters were used to assess the relevance of the interventions:

- Their relation to the Millennium Development Goals (MDGs) and their 48 targets;
- Their relation to the 2005 Bangladesh Poverty Reduction Strategy (PRSP) and its predecessor, the 2003 Interim PRSP;
- Their relation to the sector objectives and the overall country goal from the CIDA Bangladesh Country Development Programming Framework: 2003-2008;
- Their relation to CIDA's 1999 Gender Equality Policy.

The ultimate goal of the PRSP and of CIDA's CDPF is to contribute to poverty reduction and sustainable development. The Governments of Canada and Bangladesh as signatories to the MDGs in 2000 have agreed to combine their efforts to reach MDG Goal # 1: Eradicate extreme hunger and poverty.

In March 2003, the Bangladesh government released its Interim Poverty Reduction Strategy paper (I-PRS) entitled: "*A National Strategy for Economic Growth, Poverty Reduction and Social Development*" which was followed by the release in October 2005 of its full PRS titled: "*Unlocking the Potential: National Strategy for Accelerated Poverty Reduction*." The three pillars of this strategy are built on pro-poor economic growth, human development and governance. The PRSP suggests an "Eight Points Strategic Agenda" the list having to be looked at as a whole rather than as a sequence: 1) Employment; 2) Nutrition; 3) Quality Education (particularly primary, secondary and vocational education with strong emphasis on girl's education) 4) Local Governance; 5) Maternal Health; 6) Sanitation and Safe Water; 7) Criminal Justice; 8) Monitoring.

It is worth noting that, to ensure that government spending is aligned to poverty reduction, the GoB adopted the classification system used by the PRSP and by the GoB's Medium Term Expenditure Budgetary Framework, which separates poverty reduction expenditures from other costs across the 51 government departments of the national budget.

If poverty is to be reduced and eventually eliminated, there must be sustainable economic growth. According to World Bank sponsored research, a 1% increase in per capita GDP generates a 1% rise in the incomes of the poor<sup>4</sup>. According to the World Bank, and also noted in CIDA's 2003 CDPF<sup>5</sup>, for Bangladesh to achieve MDG goal #1, it will require a sustained real GDP growth rate of 6-7% over the 12 year period from 2003-2015. Given this, it is vitally important that CIDA's investments be well targeted to poverty reduction.

The goal set by CIDA as its overall impact target in the Strategic Performance Framework was really ambitious: "Reduce the number of people living below the poverty line by 15 % by 2008 (50 % by 2015). Based on estimates provided by the GoB in the PRSP, Bangladesh had witnessed a modest poverty reduction rate of around one point a year over the period of 1991 to 2000, going from approximately from 58.8 to 49.8 based on estimates of the Bangladesh Bureau of Statistic Household Income and Expenditure Surveys and the World Bank). Therefore, to expect to triple this momentum by reducing poverty at a rate of 3% a year (15 percent over five years) was probably not only too ambitious but also unrealistic.

During the course of the evaluation, discussions have taken place regarding the upcoming program CDPF. Various options were considered including the possibility for the program to put

---

<sup>4</sup> David Dollar and Aart Kraal, *Growth is Good for the Poor*, March 2002. World Bank,

<sup>5</sup> CDPF *October 2003*, page 17.

more focus on “governance” and to consider it a central priority for the program. However, the recently adopted Bill C-293, the Official Development Assistance Accountability Act (ODAAA), states that the purpose of Canadian ODA should be provided “with a central focus on poverty reduction and in a manner that is consistent with Canadian Values, Canadian Foreign Policy and the principles of the Paris Declaration on Aid effectiveness, sustainable development and democracy promotion and that promotes international human rights standards” (House of Commons of Canada, Bill-C-293, article 2).

Given these elements we consider it important to restate that the current objective of the program is relevant and consistent with the new legislation. For these reasons and considering the fact that Bangladesh is a country among those with the highest level and number of persons living in poverty and extreme poverty, and given the past success of the program in addressing such issue, we recommend that poverty reduction remain as overarching goal of the program.

## **5.2 Effectiveness**

The question of the program’s effectiveness was the most important one of the entire exercise. The evaluation was asked to assess to what extent the program reached its overall objective of poverty reduction and sustainable development and to determine whether the program met the goals set and pursued in the different sectors. Despite their differences as delivery mechanisms, all CIDA’s interventions should aim for development results in an effective and efficient way. Therefore, the evaluation was to determine which mechanism helped to deliver better results.

Generally speaking, CIDA’s Bangladesh Program can claim substantial results in all sectors of interventions. In that context, we would like to underscore the following elements:

- We have indicated CIDA’s contribution, but in many cases these are multi-donor initiatives of which CIDA is only one partner; however results are reported for the total project, which tends to overstate CIDA’s contributions;
- We have evaluated the 2003-2008 period, however in many instances the results are for periods greater than these five years, especially concerning projects initiated before the 2003-2008 period. Unfortunately obtaining the breakdown of results per year was not possible;
- Only for the poverty related activities of the Private Sector Development was it possible to obtain cumulative results for different projects, while for the other sectors, results were too different in nature to be merged;
- We have given priority to results that could be presented quantitatively. However, many projects and components, especially those related to capacity development and policy changes could only be presented qualitatively, which makes it difficult to summarize and compile results.

## **Cumulative Results**

Chapter IV presents results at the project level. This is due to the fact that in most cases it is almost impossible due to the nature and specificity of the projects to roll-up the results and come-up with figures related to a sector or a theme. Only for activities of the Private Sector Development were we able to cumulate some results related to livelihood interventions. These can be found in the following table.

Table 11: Key Results Related to the Private Sector Development		
Projects by sub sectors	CIDA Contribution	Key Results
3 Projects to alleviate poverty of the ultra-poor	\$ 40 M	Total ultra poor beneficiaries = 383,000 (2002-2011) In addition, poor beneficiaries = 1,775,000 (2002-2011) Total indirect poor beneficiaries = 10.3 million @ 5 per household
4 Projects to alleviate poverty of the poor	\$39.45 M	Total poor beneficiaries = 1,388,303 plus 5,871 SME owners Total indirect poor beneficiaries = 6.9 million @ 5 per household
2 Projects related to the support to SME	\$ 20.9 M	Total SMEs supported = 140 New Jobs created = 16,639 Estimated sales increase = US\$115.52M (2003-2005)

These results are impressive and it would be very interesting to be able to determine similar calculations for other type of interventions. Given the time limitation of this evaluation it was not possible to do any further work related to this issue. However, the difficulties encountered have to do with the nature of the program itself and the diversity of the interventions. If the program were in a position to create more synergies and relations between different interventions aiming at improving key results indicators, this exercise would be much facilitated.

### Results by delivery mechanisms

It is also difficult to compare the quality and quantity of results achieved through various delivery mechanisms. Here are a few examples of results achieved by PBAs:

- **Education:** The PEDP II (\$64 million) initiated in 2005 permitted recruitment of 25,000 new teachers, while 45,000 teachers gained one year Certificate-in-Education training. In infrastructure 15,472 new classrooms were built and US\$316 worth of contracts were awarded for construction of facilities. It is difficult to assess the importance of such results in comparisons with other projects in the education sector given the different nature of the projects and results. A much more detailed assessment – at a later period in the program process and probably after the completion of the program - would be required in order to pronounce on the cost-effectiveness of the SWAp. It is premature to do so at this time.
- **Health:** CIDA funded two projects (classified as SWAps in the program documentation but are in fact parallel-funding mechanisms) in the area of health (BHC-\$45 million and DBHC - \$20.46 million) mainly provide commodities in important quantities that appear to be very useful; while the other interventions (NNP, ICDDR-B, ASF, CMHC) seem to be oriented toward the delivery of health services. In that context it is very difficult to compare the level of effectiveness of one versus the others.

Concerning the results related to the SWAps, the evaluation team often heard people say that, “We must be patient,” as time is needed to obtain the results in large multi-donor and sector reforms. We cannot expect very many short-term results in the education and health SWAps. It is true that SWAps are not just about capacity and institution building – although these are essential in order to institutionalize sustainable systems and processes at the national level. The SWAps are also directly supporting the delivery of health and education services and commodities to millions of Bangladeshis. However, that raises the question of how long the waiting period should be. The trade off should be carefully considered.

The ultimate goal of the program is “poverty reduction.” However, policy interventions and institutional strengthening activities are also needed to ensure the sustainability of results at the individual and community levels. The question is one of balance. In the view of the evaluation team, most resources should be dedicated to making a difference in people’s lives. The challenge is to find the right balance between one and the other level. Taking into consideration the country context, CIDA could dedicate most of its resources to the direct delivery of services that can impact positively on the living conditions of the poor, while also investing in institutional and policy reforms to support these interventions to ensure the sustainability of its interventions. The exact proportion of resources dedicated to one or the other is something that the program managers should decide. It is not the role of a foreign donor to directly deliver services to the

citizens of another country. CIDA's support to a range of projects could help to build the capacity of the Government and civil society to deliver services, reduce poverty and help institutionalize more effective and efficient systems and processes.

### **Quantitative versus qualitative results**

Finally, we may be accused of having put too much emphasis on quantitative versus qualitative results. This is also underscored in the area of "governance" where it is often said that results in policy and institutional changes are difficult to measure. The CIDA Results Based Management Policy argues in favour of documenting both. While qualitative results can sometimes have ground breaking outcomes, this can only be ultimately measured if they have quantitative impacts on people's lives. We may reiterate the importance of establishing sound, reasonable, quantifiable targets at the inception of the program or the launching of any intervention to be able to properly monitor CIDA's intervention at the project, sector and program levels. A program evaluation only can build on such sound management approaches.

### **5.3 Sustainability and Risk Mitigation**

The evaluation team decided to address the issues of sustainability and risk together to focus on the possibility that the results achieved may not be sustained over time because of different categories of risk having to do with the institutional and administrative environment as well as the social, economic and political contexts.

Delivering development assistance in Bangladesh implies considering a number of risks and uncertainties. Among those we can mention: political uncertainties, a high degree of corruption among public officials and a low level of government efficiency, resulting in a poor quality of public service delivery especially for the poor. The poor service delivery capacity cannot be quickly improved as it is a systemic deficiency due to a combination of factors such as: politicization of services, inadequate national coverage of services (limited access), poor quality of services delivered, lack of timely delivery, inadequacy of gender and social analysis, and unreliable information systems to manage operations and provide accountability. The Bangladesh NGO sector also experiences systemic problems due to its weak institutional regulatory framework and inadequate institutional governance, management and accountability systems although there are notable exceptions such as BRAC.

Given this low capacity environment, CIDA like other international donors has used a variety of delivery channels to spread its program delivery risk including the use of parallel funding through international organizations to support government programs, and the direct delivery of services to the poor through Canadian and Bangladesh executing agencies (firms and NGOs), and multilateral channels. The evaluation finds that, given the institutional context, the use of various delivery channels is appropriate as a risk mitigation strategy, even though several of these channels may not be as sustainable as is optimal.

In key social sectors such as health and education, to maximize the possibility of sustainability, the ideal situation would be to support the government in its delivery of public services to the poor through government institutions and public financial management systems. However, in the case of Bangladesh the history has demonstrated that for different reasons ranging from the absence of political will, absence of sufficient financial resources and-or lack of institutional capacity, the government has not been able to provide social services to a great proportion of the poor, especially the ultra-poor. In that context, numerous non-governmental organizations have occupied the field to complement the government interventions with the support of the international community.

We have to say that in considering its options, CIDA has to apply Treasury Board regulations that require a risk assessment. Two were undertaken in 2001 and in 2006. In both cases the reviews concluded that given the administrative environment at the time, CIDA should not

channel resources through budgetary support or pooled funding managed by the GoB authorities and should instead adopt parallel funding programs. Consequently, most of CIDA's programs in the 2003-2008 period are funded through international organizations such as the World Bank, UNICEF and UNFPA in the health area and through the Asian Development Bank and BRAC in education. While not ideal, parallel funding initiatives do ensure delivery of services and benefits to the poor and accountability of funding but are not sustainable in the long term without continuing donor support.

Sustainability: For this review, the definition of sustainability is the continuation of project outcomes after CIDA funding ends. Upon examining each sector, CIDA's interventions could be divided into two groups: interventions where sustainability was intended at the beneficiary level, with the institutional delivery mechanism designed for the project's time frame only and not expected to be continuing after CIDA's funding ends; and those interventions where the outcomes were to be sustainable at both the beneficiary level and the institutional level after CIDA's funding support ends.

Instances where CIDA's intention was sustainability at the institutional level, varied depending on whether the institution was the government or a Bangladesh NGO. The major challenge to the use of non-government service providers is the sustainability of the services and their lack of formal collaboration with the government at the policy and program delivery levels. Several of CIDA's interventions supporting non government service providers had no plans for the government to assume ownership (and funding) for service delivery after donor funding ends, suggesting a high degree of donor dependency and future liability of donor funding commitments (BRAC's education program and programs for the ultra poor). There is also the added risk with non government service providers of the inability to successfully make the intended program transfer to government (Rural Maintenance Program is now considered to be established as a government program with the support of the European Commission), or of failing to build self sustaining institutions after years of investment (PDBF).

The evaluation found a major change over the five years from the start of the program in 2003 to its ending in 2008. In 2003, there was little political commitment to services to the poor, necessitating CIDA and the other donors to seek partners running programs in parallel to the government or totally apart from the government, often filling gaps that the government was unable (or unwilling) to address. By 2008 however, there appears to be greater political will and budgetary support for pro-poor spending as fully 58% of the current budget is classified as pro-poor spending based on data provided by government authorities. This suggests greater collaboration with the government on pro-poor initiatives will be possible in the future.

The current GoB has taken stock of the complementary and useful role of civil society and the private sector and favours the collaboration with different actors to face the numerous challenges that the country is facing. In the current PRSP, the government stated that: "Finding the right balance between public action, private initiatives and community mobilization will be a key to success" (GoB, PRSP, p.xxi) The government should lead this dynamic, and CIDA's role would be to act as a facilitator to this change.

In governance programming, the greatest risk to sustainability is corruption that pervades and undercuts all efforts to improve public management and public service delivery combined with political uncertainty. In this context, interventions related to governance are highly risky. However, corruption is a risk for development, particularly when there is a high level of procurement. In environment programming, the lack of sustainability is due more to the absence of political will, coupled with inadequate policies, a weak institutional capacity, unavailability of basic data and inadequate monitoring systems, absence of local awareness, unavailability of proper technology, and lack of financial resources. This multiplicity of factors affecting outcome results makes it difficult for CIDA, or CIDA in conjunction with other donors, to focus on only one area as it may not yield the expected results. On the other hand,

attempting to change the whole system is a daunting task that will require a long term perspective and considerable funding support.

In a country like Bangladesh with millions affected by the severity of poverty, CIDA's development investments need to be balanced between those seeking systemic change and those providing actual benefits to the poor. As a lesson we may conclude that CIDA should not set impossible tasks for itself. When intervening in an area where systemic change is needed, CIDA needs to be highly selective about what it can do and choose areas that can be defined and managed for results.

#### **5.4 Coherence**

Under coherence, the evaluation examined how well CIDA managed the internal coherence of its Bangladesh program: the complementarity of delivery channels (multilateral, bilateral and partnership) and the complementarity with other donors, including donor coordination factors. Overall, the coherence was rated satisfactory in the projects performance.

##### **Complementarity of Delivery Channels:**

The Canadian NGO community does not have a large presence in Bangladesh. With 300 projects for a total value of Cdn \$15.68 million it represents only 5% of CIDA's entire contribution to Bangladesh over the period 2003-2008. Few Canadian NGOs or institutions have a physical presence in Bangladesh other than CARE and the Mennonite Central Committee. The Canadian NGO community still suffers the "small is beautiful" syndrome with an average project size of \$50,000. The limited Canadian NGO presence is due to the existence of a large, active Bangladesh NGO community.

In this context, the evaluation's findings of the limited relations between CIDA's Bilateral and its Partnership program should not be seen as a weakness. However, several experiences indicate that lessons could be learned from closer collaboration in successful initiatives (MCC-Prokritee) and less successful ones (the Local Enterprise Investment Centre – LEIC). The evaluation found a successful case of collaboration between CIDA's three program branches in the case of the Rural Maintenance Project that lasted for 21 years between 1984 and 2005, implemented by CARE Canada and CARE Bangladesh, and financially supported by bilateral and multilateral funding.

##### **A Holistic Government of Canada Approach:**

The issue of an all-government of Canada approach was not raised at the beginning of the evaluation process; however during the field visit, following meetings with the Head of Mission, and the Trade, Political and Immigration Officers, the wisdom of this approach became apparent. Although Bangladesh is a priority country for CIDA, it is not for the Department of Foreign Affairs and International Trade (DFAIT) in terms of diplomatic and trade relations. CIDA can count on 14 professionals, Canada-based and locally-engaged, while DFAIT has far fewer human resources. Therefore, temptation is great for the DFAIT to rely on CIDA for a number of representation activities, understanding the local context and other potential common interventions such as in the case of natural disasters.

In the context of a holistic government approach, the Canadian Market Access Initiative, which came into effect in January 2003 resulted in an increase in Canadian garment imports from Bangladesh by 282 % from Cdn \$191 million in the year 2000 to Cdn \$540 in 2006. Bangladeshi government officials interviewed during this evaluation valued this initiative highly.

Also, a number of projects are delivered through Canadian Executing Agencies as "directive projects." The issue of coherence may also be raised to respond to the question of whether or not Canada wants to offer only one face in Bangladesh. Periodic meetings among actors

contributing to Canadian interventions in the country in relation to a specific theme or sector may help build the “strategic perspective” within the program that seems to be missing.

### **Support to Bangladesh NGOs:**

A 2006 World Bank report (Economics and Governance of Non Governmental Organizations in Bangladesh) estimated that Bangladesh has about 2000 development NGOs. A small group of them (BRAC, ASA, Proshika) are among the largest NGOs in the world, and have nationwide programs with tens of thousands of employees and multi-million dollar budgets. While, the Bank recognized their important role in the delivery of economic and social services to the poor such as micro-credit, health and education, it also stressed the need to establish a stronger less fragmentary regulatory framework.

CIDA has played a leading role in supporting Bangladesh NGOs including helping two of the largest ones (BRAC and Proshika) grow their institutions and geographic service delivery reach. Among the Bangladesh NGO projects sampled, which included small, medium and large NGOs in several sectors, the service delivery quality was mixed. Several were found to be among the most efficient and effective service providers whereas others had poorer service delivery/beneficiary results. The evaluation found that the main issue around CIDA’s support to Bangladesh NGOs was whether CIDA should play a broker role between NGOs and public institutions, and advocate in favour of greater collaboration between civil society and the government as it does at the international level in the context of the Paris Declaration in Accra Ghana. Likely, both roles are useful to the challenges the country is facing.

### **Complementarity with Other Donors:**

The evaluation found CIDA staff to be keenly interested in adhering to the Paris Declaration principle of donor coordination. Bangladesh is an international flagship country as far as donor coordination goes. It has several sophisticated mechanisms notably the Local Coordination Group and its related thematic/sectoral subgroups with its web site that was comprehensive in many areas, although weak in gender equality resources. However, a system with 36 external members representing 17 countries and 10 multilateral organizations, plus 21 subgroups may not be the most efficient way to coordinate international aid delivery. As of April 2008, the World Bank, the AsDB and DFID were leading three subgroups each, Netherlands was leading two, and others were led by UN organizations. CIDA was not leading any subgroup.

CIDA, with partners of the international community (potentially like-minded Nordic +), could promote a more efficient system based on the concept of “division of labour” as included in the Paris Declaration. In practice, this implies that CIDA as well as other members of the international community may have to choose to “remain silent” at certain tables while playing a more active role at others. This choice is in line with CIDA’s niche approach to programming, where CIDA selects sectors (even sub sectors) where it can play a more significant role and maximize its leverage. This could involve investing more human and financial resources. This niche approach is already evolving in aid coordination: for example, GoB and Development Partners have agreed that no more than four DPs representatives would participate in any specific health task group. Recently, the Government of Bangladesh and 17 major donors, including CIDA, are developing a Statement of Intent to develop a Joint Cooperation Strategy (JCS), which could include a consideration of division of labour.

### **Coherence within sectors:**

The evaluation found that in most sectors, CIDA’s interventions were spread over a number of subsectors sometimes very distinct from one another. In the governance area for example, there seems to be a lack of a coherent strategy and focus: interventions are dispersed in various subsectors including gender equality, environment, legal reform, democratic development, public sector reform, and pro-poor activities, with governance defined loosely as



a sector, a specific area of investment and as a cross-cutting theme. We have to mention that this is not a situation specific to the Bangladesh program. A recent study undertaken by the Evaluation Division at CIDA came to the same conclusion concerning governance interventions by CIDA worldwide.

At the time of the evaluation, efforts were being made by the program to limit the number of sectors, sub-sectors, areas and themes. The Evaluation strongly supports this process to make the program more cohesive and coherent. However, we must say that CIDA is not the only one struggling to focus its program on a number of sectors. Other international organizations (such as the WB, DFID, the AsDB) have broad encompassing programs. In our view, CIDA's intervention in Bangladesh while relevant could gain in coherence by identifying key strategic targets and/or groups, even across sectors. The program could decide to withdraw from areas where there are numerous international actors to dedicate its resources to complementary areas. As in the case of interventions to improve gender equality, focusing on a specific group such as adolescents could lead to targeted interventions in various sectors such as reproductive health, skills training, legal services, etc. The program is encouraged to undertake the analysis and strategic thinking that will lead to a better integration of interventions among sectors and within sectors.

## 5.5 Efficiency

Under efficiency, the evaluation was asked to examine whether the delivery mechanisms chosen were the most appropriate and cost effective and whether program based approaches were more effective than standard project approaches. In this section, the evaluation was also to look at how projects were delivered through various delivery mechanisms. As well, the evaluation was to assess whether there were any benchmarking with other donors especially in the context of program based approaches and sector wide approaches and consider whether the level of decentralization of the program was appropriate.

### Efficiency of Delivery Mechanisms:

The Bangladesh Program has four different mechanisms: i) SWAP, ii) Donors partnerships, iii) Directive bilateral projects and iv) Responsive projects. The following table shows ratings by evaluation criteria of the different delivery mechanisms.

Key Questions	SWAp	Donor Partnerships	Directive	Responsive	Overall Total/Average
<b>Relevance</b>	4.8	4.3	4.4	4.3	<b>4.4</b>
<b>Effectiveness / Results</b>	3.0	3.6	3.2	4.4	<b>3.6</b>
<b>Sustainability and Risks</b>	2.6	2.8	2.5	3.4	<b>2.8</b>
<b>Coherence</b>	3.8	3.5	3.5	3.5	<b>3.6</b>
<b>Efficiency</b>	3.0	3.1	2.5	3.7	<b>3.1</b>
<b>Adherence to the Paris Declaration Principles</b>	3.5	3.4	2.8	3.6	<b>3.3</b>
<b>Cross-cutting Issues</b>	3.0	3.1	3.6	4.0	<b>3.4</b>
<b>Monitoring and Evaluation</b>	2.8	3.5	3.6	3.8	<b>3.4</b>
<b>Overall Total/Average</b>	<b>3.3</b>	<b>3.4</b>	<b>3.3</b>	<b>3.8</b>	<b>3.5</b>

Note: you will find in Appendix a full table including the number of incidences

Based on this information, the Responsive mechanism received the best scores in relation to the evaluation criteria. Under this category we can find projects delivered through Canadian as well as national NGOs, regional and international organizations.

At the other end of the spectrum, the Directive projects get a lower performance rating in terms of efficiency due to a number of factors: i) absence of transparency and ownership on the side of the GoB officials ii) delays in the signature of agreements with the GoB, iii) delays in getting the contract with CEAs in place, iv) difficulty of getting the proper professional services in the

field, v) rapid turnover of appointees by the GoB, vi) communication problems, etc. However, the Directive mechanism is a necessary mechanism if Canada wants to contribute more than financial resources and bring Canadian technical expertise onside. Note should be taken that there are different ways for CIDA to make “intellectual contributions through officials (as well as LES and PSU advisors), consultants and responsive projects – especially those managed by Canadian NGOs.

The Education and Health SWAp are different in many ways. The SWAp aim to effect sustainable change in national programs, systems and processes; while it can take longer to achieve results at this level, the results are national in scope and are more likely to be sustainable as they are country-owned and integrated into government policy and systems which are, ultimately, the mechanisms for universal public service delivery. Thirdly, SWAp have already achieved important results.

<b>Table 13: SWAp in Bangladesh</b>	
<p>Bangladesh has been one of the first developing countries experiencing the implementation of major Sector-Wide Approaches. Even before the current SWAp described below, consortia initiatives in the education and health sectors had taken place in the nineties.</p>	
<p style="text-align: center;"><b>PEDP II</b></p> <p><b>Title:</b> Primary Education Development Programme  <b>Budget:</b> \$1.815 billion  <b>GoB's contribution:</b> \$1.161 billion (64%)  <b>External contributions:</b> \$654 million (36%)  <b>CIDA's contribution:</b> \$67.41 million  <b>Date of initiation:</b> July 2004 (completion 2009-10)  <b>Lead Department:</b> Ministry of Primary and Mass Education (MoPME).  <b>Lead Agency:</b> Asian Development Bank (AsDB)  <b>Other important partners:</b> 11 partners incl. WB, DFID, EC, Netherlands, Norway, SIDA, CIDA, JICA, Unicef, AusAid  <b>Objective:</b> Improve access and quality of primary education  <b>Historical perspective:</b> the precursor PEDP from 1996 to 2004 was a collection of 27 separate projects. Discussion of the PEDP II started in 1998-2000 within the Education Local Consultative Sub-Group. The formal planning process went from June 2001 to July 2004.  <b>Characteristics:</b> PEDP II is a Sub-sector (Primary Education) reform program.  <b>Key Results:</b> as indicated in the Mid-term Review has benefited to 16 million pupils in 65,000 primary schools, textbooks are provided to all students in grades 1-5 in the beginning of a school year, contributed to recruit 25,000 teachers, trained 45,000 teachers, build 15,000 classrooms, and \$ 315 million value of contracts in infrastructure. These are considered to be satisfactory by the MTR.  <b>Sources:</b> Planning of PEDP II in Bangladesh, James Jennings, UNICEF, 2007 and Rob Enns, Bangladesh Program Evaluation: Technical Report of the Education Component, May 2008</p>	<p style="text-align: center;"><b>HNPSP</b></p> <p><b>Title:</b> Health, Nutrition &amp; Population Sector Program  <b>Total Budget:</b> \$3.6917 billion  <b>GoB's Contribution:</b> \$2.365 billion  <b>External contributions:</b> \$1.3267 billion  <b>CIDA's Contribution:</b> \$12.7 million (pool funding) + \$50.8 million (mostly for commodities under arrangements with UNICEF and UNFPA)  <b>Date of initiation:</b> 2005 (termination 2010)  <b>Lead Department:</b> Ministry of Health and Family Welfare (MoH&amp;FW)  <b>Lead Agency:</b> World Bank (IDA) plus HNP consortium and Project Support Office (PSO)  <b>Other important partners:</b> 18 international partners  <b>Objective:</b> Reduce malnutrition, mortality and fertility rate, promote healthy life styles especially for the poor.  <b>Historical perspective:</b> Population I, II &amp; III as well as FPHP (1992 to 1998 was a collection of 66 projects) were precursor of HPSP (1998-2003) which precede HNPSP.  <b>Characteristics:</b> Include various areas related to health (nutrition, health services, population-family planning, etc.);  <b>Key Results:</b> over US \$75 million in vaccines for the Expanded Program of Immunization (EPI) and over US \$9 million in Oral Polio Vaccines (OPV) and Vitamin A capsules.                      both Mid Term Reviews have been very critical of low performance. Weak institutional capacity of the MoHFW is said to be the major cause of low performance and limited results.  <b>Source:</b> Linda Pennells, Bangladesh Program Evaluation: Technical Report of the Health Component, May 2008</p>

Also, the SWAp initiatives in the area of education and health have been assessed at the “satisfactory level.” The SWAp initiatives are relevant and respect the principles of the Paris Declaration.

A table in Appendix V presents some of the strengths and weaknesses for each delivery mechanism. While there may be other characteristics, the table deliberately focuses mainly on administrative aspects of aid delivery.

The challenge that the program faces is to make judicious choices of when and how to favour one mechanism over the others based on specific circumstances, and to take the necessary steps and decisions to improve or alleviate the weaknesses while keeping or increasing the advantage of the strengths of each mechanism.

### Overall Program Efficiency:

Assessing the overall efficiency of the program as a whole is not an easy task. The simplest method is to compare the annual cost to deliver the program compared to the annual value of grants and contributions disbursed. Based on Agency data from FY 2007-08, the Bangladesh Program has been managed at a rather low cost compared with other country programs in the Asia Branch as shown in Table # 14 below. For that year the Operations and Maintenance costs of Cdn \$3.46 million corresponded to 5.75% of the grants and contributions development budget of Cdn \$60.23 million while the average for Asia Branch was 6.4%. Please note that there are important differences in terms of conditions in all these countries. Purposefully we have not included program from other Branches, which could be subject to a much larger study including all programs and Branches.

Countries	G&C budget	O&M budget	%
<b>Partner countries</b>			
1. Bangladesh	60.23	3.46	5,75
2. Cambodia	11.12	.81	7,3
3. Indonesia (including 51.2 M for tsunami)	77.39	3.59	4,6
4. Pakistan (including \$13,28M for earthquake)	43.65	2.63	6,03
5. Sri Lanka (including \$40.2M for Tsunami)	46.42	2.18	4,56
6. Vietnam	27.21	1.98	7,28
7. Total partner countries in Asia	266.03	14.61	5,49
<b>Non Partner countries</b>			
8. China	29.45	3.59	12,21
9. Philippines	13,37	1.46	8,5
10. Others (including 10 countries)	26.34	2.20	8,07
11. Total Asia	335.19	21.51	6,4

Source: 2007-08 Planned Disbursements by Program Activities (Main Estimates) prepared by CPAD, December 2007

### Management Structure:

Over the 2003-2008 period, the Bangladesh program was managed centrally. Recently, CIDA decided to decentralize the program and the Country Program Director will be located in Dhaka. The evaluation team fully supports this decision, as it will help CIDA representatives to be more active in donor coordination and to have a quicker reaction time to debates and discussions that arise in the field. However, the evaluation is concerned about the very limited authority level that the CIDA Head of AID has in the field – only Cdn \$100,000, which ultimately limits his/her margin of manoeuvrability. The issue of decentralization also has to be looked at in terms of human resources. The evaluation considers that unless CIDA has the persons with the right types of expertise in place, it may not be able to play the leadership role it intends to play. See below the table presenting the resources available for the program.

Table 15: Management Considerations- CIDA 2008	
Financial and Human Resources	CIDA
1.1 Development Assistance budget for 2007-08 for Bilateral Program (for CIDA, CPAD data)	Cdn\$60.23 million
1.2 Administrative budget for 2007-08	Cdn\$3.46 million
2. Total Staff: Field and headquarters (full time equivalent)	53 P/Y (HQ-CHC& PSU)
2.1 Full time dedicated staff at headquarters	14 P/Y
2.2 Professional staff from headquarters (Canadian or British) in the field	6 P/Y
2.2 Locally Engaged Professional (LEP) (excluding LES: Assistants, Accountants, Drivers, etc.) (Note that LEP and LES are employed under the DFAIT terms different from PSU staff and advisers)	8 P/Y (3 at CHC& 5 at PSU)
2.3 Total locally-engaged staff	33 P/Y (including CHC & PSU)
2.4 Total Canadian or British and Locally-engaged Staff in Dhaka	39 P/Y ( 6Cdn + 33 LEP-LES)
3. Financial decision-making limit in the field for projects or consultant contracts	\$100,000 Cdn dollars (HoA)
3.1 Financial decision- making limit at headquarters by first level	Cdn\$500,000 (Director)
3.2 Financial decision- making limit at headquarters by second level	\$5 M Cdn dollars (Vice-President) Under revision
3.3 Financial decision making limit at headquarters by third level	Cdn\$20 Million (Minister)

## 5.6 Adherence to the Paris Declaration Principles

Although the Paris Declaration of March 2005 came into effect after the current CDPF was approved in 2003, the evaluation also assessed how the principles of aid effectiveness were taken into consideration; specifically the issues related to ownership, partnership, harmonization and management for results were to be examined.

### International comparison:

At the time of the Bangladesh Program evaluation, CIDA's Evaluation Division in collaboration with its Policy Branch was undertaking a monitoring process based on an internationally agreed upon methodology to assess the application of the Paris Declaration principles by CIDA and other members of the international community. The results are quite encouraging for the Bangladesh Management team given that available data for the survey covering the 2006-2008 period show that in 2006, CIDA's Bangladesh Program ranked third after Asian Development Bank and UNDP in a list of 17 countries and agencies. IFAD, Norway, Netherlands were ranked 4<sup>th</sup>, while DFID was ranked seventh in relation to the application of the Paris Declaration principles.

The CIDA Program in Bangladesh was ranked particularly high on providing capacity development support provided through coordinated programmes consistent with partners national development strategies, the use of program based approaches and shared analysis including joint diagnostic reviews. However CIDA was ranked low: for the use of country public financial and procurement systems, for the number of parallel implementation units still in use rather than national structures, and for the unpredictability of our assistance in annual or multi-year frameworks, as well as the number of parallel field missions.

## Overall Program Rating- Adherence to the Paris Declaration Principles:

Overall, the CIDA Bangladesh program adheres reasonably well to the principles of ownership, harmonization and alignment. However the principles of result-based management and common-accountability were less satisfactory as discussed below.

- **Assessment of Local Ownership**

Paris Principle: Partner countries will exercise effective leadership over their development policies and strategies<sup>6</sup> and coordinate development actions.

Donor Commitments: Donors commit to respect country leadership and help to strengthen their capacity to exercise it.

At the Country Level: Bangladesh issued its first Interim-PRS in March 2003. Twenty-one consultative meetings were held involving over 1000 group leaders and representatives of poor people, civil society groups, local government and the donor community. CIDA along with other donors participated actively in the policy dialogue with the government in the development of the I-PRS. To prepare the full PRS, various actions were undertaken to favour full participation of the various stakeholders including civil society organizations. The full PRS was issued in October 2005. Bangladesh has a high degree of ownership of its PRS plan. It is also well integrated into its Medium Term Expenditure Plan and its annual budgeting and institutional reporting process.

An integral facet of this ownership is the GoB's commitment to advancing gender equality. The GoB created space for the Gender & PRSP Group (GPG), whose work was financed and technically supported by the Netherlands and CIDA, to substantively strengthen the gender sensitivity of the initial PRS. In support of MoWCA, the recommendation was made that a GPG member assist each thematic group contributing to the new PRSP to prioritize gender equality issues and action. The GoB has also introduced gender budgeting as an integrated element of the Medium Term Budget Framework process intended to support PRSP implementation. MoWCA, through its CIDA-funded PLAGI II Project, has provided technical assistance in gender budgeting. During FY07 preparation for the FY08 budget, GoB integrated poverty and gender concerns relevant to the PRSP into the strategic phase of the budget cycle.

CIDA has played an important role by being part of the LCG "Task force" that led the contribution of the international actors into the PRSP document and process. At the project level the assessment is rather mixed with some projects with a high degree of ownership while others have a lower rating. Generally speaking, the traditional bilateral projects are raising some concern on the part of the Bangladesh officials, as they do not have access to financial information and management of resources managed under contract with CIDA by CEAs.

There are numerous examples of good "ownership" and coordination between civil society organizations and the government regarding development activity. An example is the Acid Survivor Foundation (ASF), which is an initiative that CIDA supported under the Gender Fund and which eventually became a full bilateral project. The ASF has signed a number of memoranda with legal services organizations and development partners. The GoB via the Ministry of Health and Family Welfare supported the creation of National Acid Control Council and local entities at the District level. Another example is the post-primary education where 80 to 90 % of the schools are managed by NGOs, Foundations or the private sector while the MoE assumes the salary payments of most teachers and provides them with technical training.

---

<sup>6</sup> According to the Declaration, the term "national development strategies" includes poverty reduction and similar overarching strategies as well as sector and thematic strategies.

Finally, the evaluation found that the SWAp initiatives do not favour the coordination with Civil Society Organizations (CSO). In the context of the role played by CIDA internationally in the context of the September Accra Conference in Ghana, CIDA could favour a similar dialogue in Dhaka with Government Officials and other members of the international community.

- **Assessment of the Alignment**

Paris Principle: Donors base their overall support on partner countries' national development strategies, institutions and procedures.

Given that our interventions in Bangladesh have been rated as very relevant in relation to the PRSP and MDGs, we must conclude that our level of adherence to the principle of "alignment" is high. While CIDA has a very good record on the alignment to the Bangladesh strategy, providing assistance to reinforce national systems, it has a weaker record concerning the use of country systems and the strengthening of the national procurement system. Some may argue that CIDA is even weakening the national procurement systems in the health sector by using international organizations such as UNICEF and UNFPA to provide basic and essential medicine and drugs. However, on the issue of the use of "strengthened country systems," this evaluation does not recommend that CIDA "use country system and procedures to the maximum extent possible" without an assessment of their capacity to deliver services, to ensure that resources are being used appropriately (monitoring) and to report adequately and in a timely fashion.

- **Assessment of the Harmonization Process**

The issue of "harmonization" mostly has to do with the coordination among the donor community to alleviate the potential level of effort of the partner country in relation to international cooperation by reducing transaction costs.

Paris Principle: Donors actions are more harmonized, transparent and collectively effective.

Overall, the harmonization efforts were very good. CIDA staff in the field has dedicated a lot of time and energy to be a recognized member of the international community in Dhaka. However, the "big and small donor syndrome" has very much affected the dynamic in Dhaka. The World Bank, the AsDB, DFID and JICA are called the Group of Four and have developed a "Joint Strategy" (Our Strategy in Support of the Bangladesh PRSP issued in 2005). However, as mentioned earlier, there seems to be a reinforced collaborative process involving all actors of the international community in designing a Joint Cooperation Strategy in collaboration with the GoB.

CIDA has been an active player in donor coordination in Dhaka, even though in many instances, CIDA's investment has been modest in the pooled funds (eg. the SWAp in education and health), or within the min-partnerships (like ICDDR-B, BRAC and many others). The following instruments could facilitate better coordination and reduce transaction costs: a common monitoring and evaluation framework, a partnership agreement, collaborative annual reviews involving the participation of key donors. The tenets of aid effectiveness clearly are not the sole prerogative of the SWAp mechanism. As mentioned in the previous section on "Coherence," CIDA might consider an approach based on a "Division of Labour" as suggested in the Paris Declaration principles on Harmonization section cited below. However, this not something the CIDA program can do on its own.

**Table 16: Paris Declaration: Harmonization**

**Complementarity: more effective division of labour**

33. Excessive fragmentation of aid global country or sector level impairs aid effectiveness. A pragmatic approach to the division of labour and burden sharing increases complementarity and can reduce transaction costs.

34. Partner countries commit to:

- Provide clear views on donors' comparative advantage and on how to achieve donor complementarity at country or sector level.

35. Donors commit to:

- Make full use of their respective comparative advantage at sector or country level by delegating, where appropriate, authority to lead donors for the execution of programmes, activities and tasks.
- Work together to harmonize separate procedures

Paris Declaration, Paris, March 2005, p. 6

- **Assessment of the Use of the Results Based Management Approach**

Paris Principle: Managing resources and improving decision making for results.

CIDA's contribution has led to the achievement of important and in some cases impressive results, and therefore its work is highly rated at that level. However the record is mixed when different sectors are compared. Some argue that application of a result-based management approach in the area of Governance seems to be more difficult, given that "socio-political and institutional changes are long term, multidimensional and uneven processes, making it difficult to define clear and quantifiable outcome results that can be achieved within a five year term." However it should be noted that strategically targeted interventions such as the Acid Survivors' Foundation or the Gender Fund show otherwise. The evaluation found that virtually all project managers, including within CIDA, were diligently trying to use RBM as a management approach. There are challenges when results are slow and not so tangible, but RBM can still be a helpful tool for planning, monitoring and evaluation.

Overall, the use of the results based management approach is satisfactory, but there is also room for improvement. As mentioned RBM is a process that goes from the step of establishing reasonable objectives and targets, to reporting, to proper monitoring and evaluation procedures. Much has been done at the front end of the process, to ensure that RBM be taken into consideration. However, much remains to be done at the other end: in monitoring and evaluation (discussed later). The weakness of the local monitoring and evaluation systems put CIDA in the dilemma of establishing monitoring and evaluation systems for its own interventions or strengthening local systems. The two approaches maybe complementary (see the last section on Monitoring and Evaluation).

- **Assessment of Mutual Accountability**

Paris Principle: Donors and partners are accountable for development results. A major priority for partner countries and donors is to enhance mutual accountability and transparency in the use of development resources, to strengthen public support for national policies and for development assistance.

There were a number of initiatives undertaken in relation to this principle. An evaluation of the implementation of the Paris Declaration in Bangladesh was recently conducted. Annual reviews of the SWAPs have been conducted in addition to three mid-term reviews. Other initiatives (such as the multi-donor support to BRAC mentioned below) are regularly reviewed by participating donors. CIDA has been involved in these reviews. CIDA's efforts to get a Gender Equality Adviser in the Health SWAP MTR did not get implemented. CIDA contributed to an initiative to assess the role of CSOs by the Nordic+ group and has been active in the joint initiatives of the monitoring of BRAC's projects.

The evaluation team found a renewed interest in accountability. The Monitoring Unit of the Planning Commission indicated that Japan was planning to invest significantly in this area. UNDP, the World Bank, DFID and JICA working together or individually have projects to strengthen the Government's monitoring and evaluation capacity. If the Development Plan is approved, the budget of the unit would triple, while human resources would be positioned in all districts. The current Care-taker Government seems to be willing to invest time and resources in this area and new policies are in preparation. CIDA should support these efforts.

### **5.7 Cross-cutting issues**

Within the crosscutting issues, three areas were considered: Gender, Environment and Governance. The overall rating is high as far as gender equality is considered. The evaluation found that the capacity to address the environment and governance as cross-cutting themes was more limited.

CIDA's Bangladesh Program has good GE results flowing from many but not all investments. Many of CIDA's education, health and livelihoods projects have been structured specifically to target women and girls. Within this structure gender results can flow naturally or through serendipity with varying degrees of facilitation by project implementation teams. The evaluation found that CIDA officers' pro-activity and gender advocacy has successfully engaged many project teams to achieve more, often substantive, GE results. In other areas, notably the SWAPs and some of the multi-donor PSD trade and investment projects, CIDA and other like-minded donors are frustrated with the difficulty to negotiate serious focus on GE.

Gender equality warrants being a CDPF programming area in addition to a crosscutting theme. One potential process for identifying gender portfolio content could involve a think tank of leading Bangladeshi public-civil-private sector gender specialists assisting to identify pivotal gender research and programming that is needed to help meet PRSP and MDG goals. Creating a think tank could help identify priority unmet needs, funding and leadership gaps, and synergies for effective partnerships.

Two fundamental gaps that are retarding gender progress in Bangladesh are the lack of a comprehensive diagnostic analysis of the nature and causes of the feminization of poverty and inadequate national sex-disaggregated data. Bangladeshi senior government officials who participated in PLAGE II's 2007 study tour to Canada proposed support to the Bangladesh Bureau of Statistics in developing stronger gender data collection within the census and other survey processes.

The impressive gender results CIDA obtained is anchored in the CDPF which states that 80% of beneficiaries of CIDA's poverty reduction programs will be women. The acute feminization of poverty and the strong PRSP focus on the need for more equality confirm that gender equality was, and remains, a relevant priority for CIDA programming. CIDA's gender technical expertise, solid gender partnerships in civil society and government, plus a toolkit of useful agency gender tools make CIDA well equipped to exert GE leadership. This CIDA leadership potential is currently resurging and has significant opportunity to grow. To do so will require renewed energy and more funding. The evaluation identifies three next steps to consider: inserting explicit GE requirements in each CIDA employee's performance evaluation; increasing human and financial resources for gender equality; and better integrating GE into this monitoring and evaluating processes.

There is an opportunity for CIDA's gender equality focus to establish a dynamic balance between government and non-government interventions maximizing public-private collaboration. Bangladesh NGOs are building substantive gender expertise. As donors move to SWAP and multi-donor alliances, several are reducing their support to NGOs. As an example, a



DFID country program evaluation<sup>7</sup> states, “Historically effective NGO partnerships have been abandoned” for a greater concentration on government reform. There is already pressure for CIDA to focus on manageability and keep overhead costs often defined as having a smaller number of larger projects. Although few NGOs will have a financial track record in successfully managing \$20m investments within three to five year periods, some do. These should be researched. So, should the opportunities to fund competent intermediary NGOs that could build capacity, including gender capacity, of smaller emerging NGOs.

In Governance, CIDA has made an important contribution as a sector of intervention. As mentioned earlier one of the main problems remain the dispersion of intervention in this “sector”. Improvements of health and primary education systems and structures (ie, governance) of the SWAps constitute examples of attention being paid to governance as a crosscutting theme.

At the risk of repeating ourselves, we would like to stress the fact that Bangladesh will increasingly suffer the effects of floods, cyclones and climate change given its vulnerable position as a delta and the low level of a large part of its territory in relation to sea level. Some are saying that it is among the most vulnerable countries in the world, if not the most, in relation to climate changes. CIDA supported the RVCC initiative (Reducing Vulnerability to Climate Change), which was rated as very satisfactory by the evaluator. Also, during the course of this evaluation we have heard of many initiatives being taken to respond to this challenge within projects in education, health and local funds. CIDA should be ready to contribute to the international efforts to help the country face these challenges. However, given the scope of the challenges in that area, it is worth raising the question if looking at it as a crosscutting theme will be sufficient to play a significant role. Further discussions with local authorities and other international community actors will be necessary to answer that question. The Program should find ways to address the long-term environmental problems while addressing the needs of the poor.

The evaluation team recommends that the three crosscutting themes be retained. The example of gender equality can serve as a model for mainstreaming environment and governance issues.

## **5.8 Monitoring & Evaluation (M&E)**

Monitoring and evaluation is a one of the keys to improving CIDA’s performance in general as it is for the Bangladesh Program. It is one of the cornerstones of the Paris Declaration aiming at “mutual accountability.”

- **The Strategic Results Framework (SRF)**

The Strategic Results Framework (SRF) was approved as a component of the CDPF. As an overall impact statement it reiterated the program objective: “To contribute to poverty reduction and sustainable development of Bangladesh through support to social development, governance and private sector.” Three critical assumptions were mentioned: i) Natural disaster does not cause major-reinvestments in infrastructure and agriculture; ii) Political unrest from slow social and economic reform does not defer foreign investment; iii) Growth of GDP must average 7% per annum to 2015 to reduce poverty by 50%.

The target set was really ambitious: “Reduce the number of people living below the poverty line by 15 % by 2008 (50 % by 2015). Based on estimates provided by the GoB in the PRSP, Bangladesh had witnessed a modest poverty reduction rate of around one point a year over the period of 1991 to 2000, going from approximately from 58.8 to 49.8 based on estimates of the Bangladesh Bureau of Statistics Household Income and Expenditure Surveys and the World

---

<sup>7</sup> *Evaluation – DFID Country Program (Bangladesh) 2000-05.*

Bank surveys. To expect to triple this momentum by reducing poverty at a rate of 3% a year (15 percent over five years) was overly ambitious and unrealistic.

The evaluation team was unable to find any attempt to monitor these results and targets at the sectoral level as defined in the Strategic Results Framework. The only reviews appear to be have been project evaluations and Annual Project Performance Reports (APPR). The APPR offers no sector or subsector roll-up.

At the beginning of the Program evaluation process, the evaluation team could count on 28 different project evaluations. However, the number of project evaluations does not correspond very well to the importance of the portfolio. The education sector, one of the largest portfolio was under-evaluated, as it had only two evaluations completed. Other areas seem to be better covered such as the Private Sector Development portfolio. Some projects have been subject to two evaluations over the period while others have not been evaluated at all. The gender-specific projects (i.e. PLAGE and the Gender Fund) have had a relatively stronger and more regular monitoring and evaluation regime than most projects where GE is to be mainstreamed.

Also, only 13 evaluations covered the period of the current CDPF under study while 14 were related to projects undertaken in the period before 2003-04. As well, many of the evaluations covered projects that had earlier implementation phases previous to the current CDPF such as; Reproductive health initiatives, Bangladesh Health and Population Reform, Bangladesh Gender Fund, Performance, Review of the Rural Maintenance Project, Assessment of the WTO project, Mid-term evaluation of the Proshika Kendra project.

Note should be taken that these include only the evaluation planned and budgeted by CIDA and do not include evaluations which may have been undertaken in collaboration with other Development Partners during the period. A full list of these documents was not available at the time of the evaluation. The performance of the CDPF would benefit from having an overall evaluation plan.

### **The M&E of the PRSP:**

When approving the PRSP, the GoB made the Monitoring and Evaluation function one the eight strategic agenda items “because of its multiple relevance pertaining to implementation, accountability, results orientation and progress assessment” (p.195) It is also stated that “an effective monitoring strategy focusing both on the process and outcomes will be central to the success of the PRSP. Both intermediate indicators, i.e. inputs, outputs, and final indicators i.e. outcomes and impact will be monitored to track the progress of the PRSP and MDG attainments.” Data on inputs and outputs will come primarily from concerned Ministries while some data on outcomes and impact indicators will come from different ministries including the Bangladesh Bureau of Statistics.” (196). The National Poverty Focal Point of the General Economic Division of the Planning Commission (GED-PC) was to play a central role as a coordinator of the M&E process of the PRSP.

The evaluation team met with GED-PC officials to take stock of the progress to date and were told that it could not offer an assessment of the achievements of the PRSP. GED-PC reported that some data was available in Distinct Departments but no accumulation of data countrywide had been done. A Progress Report regarding the MDGs had been published but brought no data further than 2005.

- **A Comprehensive Approach to M&E**

Monitoring and evaluation implies various actors and contributions. Here are a few considerations resulting from the review undertaken during the Bangladesh Program Evaluation:

**i) Annual reporting:** The APPRs (Annual Project Performance Reports) have been consulted. On a positive note, the APPR process is credited with bringing forward GE results. No sectoral or thematic information are being reported in the end of year reports. However, the use of the APPRs as a decision-making tool and to lead into follow-up activities needs to be demonstrated.

**ii) Joint Mid-Term Reviews:** In the case of the SWAps, joint mid-term reviews were undertaken, yet the dynamic and methodologies to undertake these exercises could be standardized. The quality of the Mid Term Reviews (MTR) was judged as being good, although deficient in gender analysis and gender reviews. CIDA recommended that a "gender specialist" be included in the HNPSF team but such action was not implemented.

**iii) Project versus sector/thematic monitoring:** The evaluation team's work was somewhat limited due to the lack of program and sector levels monitoring and evaluation. Most available analysis was at the project level. The team considers that more emphasis needs to be placed on the sector program conceptualization, planning and performance assessment. The monitoring undertaken in relation to gender equality is positive and is considered useful by the officers and advisers involved in this area.

**vi) Tools and Capacity Development:** There is a need to assist GoB to develop a culture of monitoring and evaluation. This may require the provision of technical support and tool development, including on gender equality and gender indicators as well as monitoring and evaluation processes that capture sex-disaggregated and gender qualitative data. CIDA has provided training in results-based management to some partners. This may need to be undertaken on a wider scale using participatory approaches, involving both civil society organizations and government authorities.

**vii) Activities versus Results:** As in many other programs, most evaluations reviewed by the program evaluation tend to focus on activities and outputs rather than outcomes and results. Often the results cannot be assessed because of missing baseline information. In certain cases, the results are considered much too ambitious and unachievable. This is often due to the absence of information that allows for determining the appropriateness of the target set in concept or project approval documents.

**ix) A Political Issue:** The Government of Bangladesh sometimes considers the monitoring and evaluation by the international community as an intrusion into its internal affairs, making this activity something that must be done carefully. In the case of civil society organizations, there is also a reluctance to allow government officials to scrutinize their activities even though regulation is a State function.

**x) Leadership?** By launching an initiative to strengthen the capacity of the Auditor and Comptroller General (Strengthening Comptrollership and Oversight of Public Expenditure, 2007-2011, 15 million dollars), CIDA may be in a position to play a leadership role in this area.

## **6.0 Conclusions, Lessons, and Recommendations**

### **6.1 Overall Conclusions**

Historically, the Agency has played a role in groundbreaking areas, providing resources to and helping build capacity of NGOs and private enterprises in areas such as microcredit, education, and health services for the ultra poor. These organizations contribute to what many recognize as one of the most active civil societies in the developing world. CIDA also continues to show leadership in numerous areas including gender equality, the promotion of a sound and transparent public service, local environmental management, and finding new ways to reach the ultra poor.

Overall, the evaluation team finds that the CIDA Bangladesh Program constitutes a good example of a large, efficient and well performing program that contributed significantly to the development of Bangladesh and its people over a long period of time.

Overall, 35 of the 40 projects examined were judged to be either satisfactory or highly satisfactory, while only five were considered unsatisfactory or very unsatisfactory. Also, all delivery mechanisms (SWAps, joint-donor partnerships, directive projects, responsive interventions) have been found to produce good results, although each mechanism has strengths and weaknesses. In all the sectors reviewed (Governance, Health, Education, Private Sector Development, Gender Equality, and Environment and Humanitarian Assistance) the evaluation team found substantive results and success stories that the technical reports fully document.

However, these results remain thinly spread over several areas and the program may need more focus at the sector and sub-sector levels to be able to have a more substantive effect at the country level over time.

There is still much to be done. Bangladesh, despite some economic successes (particularly in the garment industry), remains a vulnerable country facing numerous challenges in economic, social, institutional, political, and environmental terms. Climate change is expected to have a significant impact on Bangladesh environmentally, economically, and socially.

When needs are so great and resources vis-à-vis the challenges relatively scarce, it calls for even more rigour and imagination to devise strategies and programs that will result in a better, more prosperous, more equitable, and secure life for Bangladeshis. This is what Canadians want their international cooperation programs to achieve. This is what this program evaluation has assessed from the perspective of improving the performance of the Agency and potentially that of other international partners.

Therefore, this evaluation reaches the following conclusions:

- 1) **Relevance:** The overall relevance has been assessed as highly satisfactory. Most interventions were in line with the PRSP and many, especially those in health, education, and sustainable livelihood, are in line with the MDGs. The overall objective of poverty reduction remains valid, especially in the context of a country that is among those having the largest absolute number of poor and extremely poor people, with women and children disproportionately suffering the burden of the deepest human and income poverty.
- 2) **Effectiveness:** The overall effectiveness has also been judged as being highly satisfactory. In all sectors and areas of interventions, there are demonstrated results. This report documents these results at the policy, institutional, community, and individual levels. These are achievements that CIDA can be proud of.
- 3) **Sustainability and risk management:** The issues of sustainability and risk have been judged satisfactory. Bangladesh remains a complex and risky environment to work in: challenges include political confrontations, weak administrative capacity, regional competition for share in the world market, natural disasters, climate change, and the frequent turnover of ministers and senior government officers. In this context, CIDA's management has taken sound program decisions to invest in a number of delivery mechanisms that offer an optimal tool kit to deliver a development cooperation program aiming for results. Balancing different delivery mechanisms among country-led SWAps, and implementing Canadian CEAs and international and regional institutions and NGOs, some Canadian but mostly national. Has been an efficient way of delivering the program.

- 4) **Coherence:** The overall coherence of the program has been rated as satisfactory. The issue of donor coordination dominated the agenda. Canada, as a signatory of the Paris Declaration, favours donor coordination. In the case of Bangladesh, mechanisms such as the Local Coordination Group (LCG) with its website and a number of subgroups can be considered as one of the most sophisticated internationally.
- 5) **Efficiency:** The issue of efficiency has been rated as satisfactory. Three areas were looked at by the evaluation: i) the overall cost of delivery, ii) the choice of delivery mechanisms, and iii) decentralization. Compared with other CIDA programs in Asia and with DFID, the cost of managing the CIDA Bangladesh Program has been found to be reasonable. A variety of delivery mechanisms were used. The evaluation findings suggest that the program's management used the different delivery mechanisms available: i) SWAps, ii) Donor partnerships, iii) Responsive programming and iv) Directive programming have helped to balance delivery risk. The evaluation findings suggest that the responsive mechanism achieved the best overall performance. The evaluation team supports the decision taken to decentralize the program.
- 6) **Adherence to the Paris Declaration Principles:** Overall, the evaluation team found that the Bangladesh management team exercised a good degree of adherence to the Paris Declaration principles. This was supported by an international assessment in which CIDA's Bangladesh team was ranked third. CIDA's program in Bangladesh can be ranked as having a "strong adherence" in relation to the principles of ownership and harmonization, while alignment and results-based management can be rated as moderate. The program is weaker regarding the monitoring part of the results-based management component and mutual accountability. This is not only a characteristic of CIDA but of the international community.
- 7) **Crosscutting issues:** The cross-cutting issues including mainstreaming gender equality, the environment, and governance have been rated as satisfactory. While the performance on gender equality can be rated as very high, much remains to be done on the environment and governance agendas.
- 8) **Monitoring and Evaluation (M&E):** The monitoring and evaluation issue has been assessed as between marginally satisfactory and satisfactory. Some projects scored well, while others scored poorly. Despite the fact that a moderate level of effort has been dedicated to project evaluation and monitoring, this is an area for major improvement.

## 6.2 Program Lessons

### What to do?

**"Doing good":** In the past CIDA, has been very efficient at "doing good," i.e. in helping the most disadvantaged. For example, the Agency supported programs that improved the well being of the poor, especially in the areas of health, education, and sustainable livelihoods, with a strong emphasis on supporting women to achieve gender equality. It did so by working with the most efficient organizations, especially the large NGOs and key public sector departments. CIDA should build on its experience by continuing to support government, non governmental and private sector institutions that can best deliver direct services to the poor as their main line of business.

**CIDA's trademark?** At the beginning and throughout the evaluation process, program managers have asked the evaluation team to look at options that would lead to a greater impact and leverage. Also, while undertaking this evaluation we have been asked, "What is CIDA's trade-mark in Bangladesh?" The response is not easy given that the program is spread over a number of areas, sectors, sub-sectors and themes. This evaluation came to the conclusion that focusing on fewer sectors would not make much difference if within these sectors the Agency's

resources were spread over a number of issues or subsectors. The Agency could gain leverage and impact by being more strategic in choosing these subsector areas. Creating synergies among sectors and themes could also provide greater coherence and cohesion to the program. Finding its niche and identifying its “trademark”, remain a challenge that the program team has to face.

**Leadership:** Assuming leadership means more than contributing money. CIDA needs to choose its niche strategically to maximize Canada’s contribution. What these niches are can be determined based on past experience and on making valuable technical contributions, which in turn implies having the right professionals at the right place. It also means having adequate time, high-performing support staff, and other resources to ensure a well-coordinated effort.

#### **How to do it?**

**Targeted approach:** CIDA wisely used targeted approaches to address specific problems that were neglected or underserved, such as violence against women, youth unemployment, maternal health care, urban working children and the ultra poor. Impressive results in the gender equality area demonstrate that competent, emerging social justice NGOs/CBOs (community-based organizations) can advance women’s rights and gender equality in policy circles, regulatory environments, and workplaces as well as within households and communities. Others initiatives involving adolescents in the education, health and legal areas constitute good examples of targeted approaches. Generally speaking, success was greater when priority was given to supporting the delivery of quality basic services to a large number of poor people at the grass roots level.

**Local Ownership:** In the context of Bangladesh, this issue has specific importance given the existence of strong and vibrant civil society organizations that CIDA and others have helped to strengthen. In addition, Bangladesh has a private sector that provides nine out of the ten jobs generated in the country. No single solution for service delivery and institutional reform fits all services and institutions in the country. CIDA should pursue its role as it does internationally, in favouring development strategies where the public, civil society, and private sectors can join forces to address the most urgent needs that the country faces. CIDA could play a role by supporting the ownership of local initiatives and building strategic alliances that demonstrate clear and credible evidence of improved outcomes for the country’s poor.

**Long-term involvement:** One of the key lessons from CIDA’s experience in Bangladesh is that long-term interventions with key strategic partners able to work at the individual, household and local community level yield substantial results. Several of the most successful projects analyzed have a continuing CIDA presence over a period of 15 to 20 years or more in health, education and service for the poor. By doing so, CIDA has gained the label of a long-term, trusted partner by many private, civil society and governmental organizations.

**Sectoral and Institutional Reform:** Government thinking has evolved and the Government now has a much greater ownership of the SWAs. It seems that the capacity of the GoB to undertake successful reforms has been exaggerated by international actors. Some argue that patience is needed because reform takes time. Given the realities of Bangladesh, a vulnerable country with a large number of poor people, the fundamental question begs a critical analysis: What is the best way to deliver development results on a sustainable basis? Given that “institutional capacity development” is a long term challenge in the context of Bangladesh’s weak administrative environment, CIDA should balance its program with investments that continue to address the immediate needs of the poor (including targeted programs) with investments that attempt to solve functional deficiencies in the public system, hopefully yielding results in the medium term.

**Key Health and Education Services:** There are no “quick fixes” in areas as complex and extensive as public responsibility for schooling and health as set out in the MDGs. However, government responsibility does not necessarily call for public provision of services: it could well be that the government’s proper role is financing, regulation or information dissemination with service provision by others. Incremental activities – pragmatic actions to make services work for the poor even in a weak institutional environment – should be used to create favourable conditions for reform in the long run. Engaging poor clients in an active role (as purchasers, as monitors and as co-producers) can also improve performance tremendously.

**Sustainable Livelihoods:** In this area, the most widely and effectively used model by CIDA was the hiring of NGOs to provide a defined benefit package to the poor with adjustments made to improve the delivery methods based on beneficiary feedback and individual impact assessments. This method was more successful than attempting to build governmental institutions serving the poor. Livelihood programs are now considered in line with GoB’s social safety net programs. Also, in the private sector area, the experience shows that the mainstream micro finance sector in Bangladesh is mature and competitive. No further core support for standard micro finance institutions should be contemplated by CIDA in the future.

### **How to Manage Performance?**

**Setting reasonable achievable targets:** Some projects have been rated highly because they achieved their modest targets. Others have been rated poorly because they did not achieve their planned targets, which were overly ambitious, yet they had impressive results. The lesson learned is that CIDA should be realistic in setting its objectives and targets at the program and project levels.

**A Comprehensive Approach to Performance Planning and Assessment:** Our assessment found that CIDA’s Strategy in Bangladesh could benefit from a greater emphasis being placed on sector program conceptualization, planning and performance assessment with attention to results based monitoring, evaluation and client impact surveys. Systematic program evaluations can be a powerful tool for showing what works and what does not in terms of service delivery and reform achievements. CIDA’s presence in Bangladesh could be strengthened through a closer integration of two critical strategic elements: i) investments in targeted service delivery for the poor, ii) investments in tracking and assessing program outcome results.

**Better Understanding of the Institutional and Governance Context:** Especially before investing in sector-wide approaches, an institutional analysis of the sector is recommended before hand, including the sector’s relationship to the rest of the public sector. Generally speaking, investment decisions require a profound understanding of how the sector operates, and how the public, civil and private institutions work, how the client beneficiaries are served (or not), and what national statistical monitoring and information systems are used.

**Strengthen Local Accountability for Service Delivery and Reform:** The experience shows that initiatives that encourage credible local research institutions to conduct factual monitoring of service providers through the use of report cards, client surveys, expenditure tracking surveys, or value for money assessments, may create the needed power balance. This research should also include dissemination of findings on service standards that make benchmarking – systematic comparisons across time, space, and different service providers and among various classes of citizens – understandable and publicly available.

**Gender Mainstreaming:** Setting realistic timeframes, results, and activities to support institutionalizing gender mainstreaming was shown to be a success area for CIDA. Capacity development for gender mainstreaming is a long-term complex undertaking requiring attitudinal change and the development of new skills and perspectives. Progress is usually slow and requires a critical mass of senior officials to ensure gender equality becomes an integral

development goal in the policy and planning processes. The Ministry of Women and Children's Affairs (MOWCA) as the lead agency accords the official GOB gender equality policy a priority that may not be equally shared by other ministries. Interest and commitment to gender equality needs to be created in demand-responsive ways using the WID focal point system as an entry point.

**Local Systems and Results:** The Paris Declaration recommended that donors make increasing use of local government systems. However, this poses a problem in countries like Bangladesh, where public systems are not up to the standards that the international community requires specifically in the areas of procurement, financial management, and monitoring and evaluation. Bangladesh is far from ideal in terms of its budgeting transparency and for this very reason should benefit from some aspects of institutional reform. The dilemma that CIDA and other donors are facing has to do with either "waiting" until local systems are able to respond to international standards; strengthening local systems to these standards; or putting external systems temporarily in place. The management challenge is to determine the most efficient and effective investment among these options. This decision cannot be pre-determined as it is highly contextual, depending on many factors often beyond CIDA's control such as the political capital of reformers, the technical capacity of government administration, and the degree to which change is dependent on reform in the rest of the public sector.

### **6.3 Recommendations**

Recommendations regarding the key evaluation questions:

- 1) **Relevance:** Given the level of poverty and suffering in the country and success related to poverty reduction in the past, it is recommended that the upcoming country strategy keep the overall objective of poverty reduction by providing support to government, non-governmental institutions, and the private sector that can best provide direct services to the poor on a sustainable basis.
- 2) **Effectiveness:** Given that the CIDA Bangladesh Program has achieved important and in some case impressive results in all the sectors and areas of intervention, the evaluation team cannot recommend a simplification of the program to make it fit into fewer sector/areas of interventions. However, given that results were too scattered to produce cumulative effects, the evaluation recommends that the program continue its efforts to achieve greater coherence and focus at the subsector and theme levels, which will imply some research activities, more sector analysis, and more policy dialogue with government officials, national actors, and development partners to position CIDA in strategic niches where it can make a difference and assume a certain level of leadership.
- 3) **Sustainability and risk management:** Historically, CIDA has played a leading role in providing support to non-governmental organizations in Bangladesh. It has also provided important support to governmental and private entities. In order to achieve long-term sustainability, the future programming should, whenever possible, build on its access and capacity of influence to foster the collaboration among government institutions, civil society and the private sector to help face the development challenges in a coordinated fashion.
- 4) **Coherence:** The CIDA management team has worked collaboratively with a number of actors including Canadian organizations, governmental and non-governmental institutions, the private sector, and the international community. The Bangladesh Program team should develop a "coordination strategy" and make the difficult choices about where it will or will not participate in subgroups and task forces, based on the principle of division of labour, where fewer development partners work together toward common goals in a given area. The new Poverty Reduction Strategy Paper and the Joint Cooperation Strategy being prepared could provide golden opportunities to develop such an approach.



**5) Efficiency:**

**A. Efficiency (decentralization):** The costs of the program delivery were judged to be reasonable. In the context of decentralization, the Program should take measures to ensure it has the appropriate technical and sectoral Canadian presence in the field, in order to be able to play an active and effective role.

**B. Efficiency (delivery mechanisms):** A quantitative assessment of CIDA's interventions in Bangladesh found that there is no statistical strong evidence of a mechanism performing better than other. In the case of responsive programming there has been a marginally higher performance rate. However, we found that each mechanism has some strengths and weaknesses. The program management team should continue using different delivery mechanisms in a strategic and coordinated way based on an assessment of the situation and past performance. The Program should dedicate its effort to reduce the weaknesses while keeping the strengths of the various delivery mechanisms.

**6) Adherence to the Paris Declaration Principles:** In accordance with discussions taking place at the international level, the Program should consider ways to support the participation of civil society organizations within the donor coordination mechanisms. Also, at the corporate level, opportunities should be taken within the context of the DCD-DAC to discuss the modalities and innovative ways to implement the Paris Declaration in the context of weak local administrative capacity and systems as well as the need for deeper integration of gender equality and civil society participation in new aid modalities.

**7) Crosscutting issues:** CIDA has acquired substantive experience in making gender equality a consideration that cuts across all program interventions. The feminization of Bangladesh's poverty, CIDA's GE leadership, and the substantive gender equality results flowing in this CDPF create a strong justification for CIDA to continue to build and apply its GE experience in its upcoming Strategy.

However, given the "weak administrative environment," especially regarding public institutions that remain a challenge affecting all development projects, governance could remain a crosscutting theme. Also, given the high level of vulnerability of Bangladesh in relation to the issue of climate change and its impact on all development activities, more dedication could be given to strengthening this area as a crosscutting theme. The Program should find ways to address the long-term environmental challenges while taking in consideration the needs of the poor.

**8) Monitoring and evaluation of the program (M&E):** The Program should consider developing a monitoring and evaluation plan as an appendix to the next Strategy. It should continue to make efforts to actively contribute to joint efforts and strengthen the capacity of local partners. A building block approach is needed where more project impact evaluations; more sectoral and thematic monitoring and evaluation are required. The Program should consider the possibility of investing more resources to document its successes.

## Appendix I: Management Response

### Overall management response to the evaluation report (in a corporate context):

- The report is appreciated by the Bangladesh program for its useful summary of the program during the time frame (2003-2008) and for most of the conclusions and recommendations. The program notes particularly the advice on the importance of nurturing longer-term, trusted partnerships, improving monitoring at program level and reporting on impact level results, as well as maintaining a mix of programming mechanisms for good risk management and appropriate response to both shorter and longer term needs within the country. The program continues to believe that sector-wide approaches are important delivery mechanisms for building greater local ownership and longer-term sustainability. In comparing the different CIDA mechanisms (SWAp, Donor partnership, Directive, Responsive), the Program believes that the methodology used did not bring out statistically significant differences, and was not consistent with relative values of these mechanisms as observed by the Program team on the ground.
- The table below outlines work to be undertaken (guidelines, training sessions, tracking measures to implement the recommendations).

Recommendations	Commitments / Actions	Responsibility Centre	Target Completion Date
<p><b>1. Relevance:</b> The upcoming country strategy should keep the overall focus on poverty reduction by providing support to government, non-governmental institutions, and the private sector that can best provide direct services to the poor on a sustainable basis.</p>	<p>We agree. The Program now contributes to poverty reduction and sustainable development primarily through support for democratic governance, health and education. In addition to improving the quality and availability of health and education services for the poor, future programming will also focus on making government more effective, transparent and accountable in the implementation of its poverty reduction policies and commitments.</p> <p><b>Actions.</b> i) The Program is supporting the development of a Joint Cooperation Strategy in Bangladesh between donors and the Government, which is based on the principle of support to the government's plan for poverty reduction in Bangladesh. ii) CIDA's 2009-2014 Bangladesh CDPF will necessarily take into account this Joint Strategy as well as CIDA's poverty reduction priorities.</p>	<p>Bangladesh Program Director</p> <p>Deputy Directors, Planning &amp; Operations</p> <p>Project Officers</p>	<p>New CDPF will be developed in early 2009 for 2009-2014 as part of Agency-wide CDPF exercise.</p>

Recommendations	Commitments / Actions	Responsibility Centre	Target Completion Date
<p><b>2. Effectiveness:</b> In all sectors and areas of activities the Program has been able to produce significant results. However, given that these results were too scattered to produce cumulative effects, the evaluation recommends that the program continue its efforts to achieve greater coherence and focus at the sector, subsector and theme levels, which will imply some research activities, more sector analysis, and more policy dialogue with government officials, national actors, and development partners to position CIDA in strategic niches where it can make a difference and assume a certain level of leadership.</p>	<p>We agree that greater coherence and focus at the sector, sub-sector and thematic levels will contribute to more concentrated and effective results. Coordination with other donors is also necessary to achieve optimum results. Focus, coherence and coordination issues will be addressed in the Joint Cooperation Strategy and also in the CDPF.</p> <p><b>Actions.</b> i) The Program will undertake sector analyses, research activities and policy dialogue with the Government and other donors in the context of developing the Joint Cooperation Strategy and the 2009-2011 CDPF. ii) Necessary analyses, research and policy dialogue to define CIDA's strategic niches will also be undertaken as part of the Joint Cooperation Strategy and the CDPF process.</p>	<p>Bangladesh Program Director</p> <p>Assistant Directors Planning &amp; Operations</p> <p>Project Officers, Project Team planning members</p>	<p>Ongoing</p>
<p><b>3. Sustainability and Risk Management:</b> Historically CIDA has played a leading role in providing support to non-governmental organizations in Bangladesh. It has also provided important support to governmental and private entities. In order to achieve long-term sustainability, future programming should, whenever possible, build on its access and capacity of influence to support the collaboration among government institutions, civil society and the private sector to help face the development challenges in a coordinated fashion.</p>	<p>We agree. However, sustainability is not only a function of collaboration between government, civil society and private sector. It depends on the partners' financial ability and willingness to pay, as well as, on their institutional and organizational capacity. Furthermore, donor initiated/ influenced collaborations tend to lose momentum or cease operating if not sustained by continued financing. While CIDA can play an important coordination or linking role, this role should not be construed as an end in itself.</p> <p><b>Actions.</b> The Program will encourage government-civil society collaboration: i) within the context of the Joint Cooperation Strategy; and ii) where consistent with the 2009-2011 CDPF.</p>	<p>Project Officers, Project Team planning members</p>	<p>Ongoing</p>
<p><b>4. Coherence:</b> The Bangladesh Program team should develop a "coordination strategy" and make the difficult choices about where it will or will not participate in subgroups and task forces, based on the principle of division of labour, where fewer development partners work together toward common goals in a given area. The new Poverty Reduction Strategy Paper and the Joint Cooperation Strategy being prepared could provide golden opportunities to</p>	<p>We agree. The Bangladesh Program's current efforts in coordination are concentrated in areas where it has a programming focus. Given the size of Bangladesh, the degree of poverty, the lack of local capacity and the large number of donors and areas of work, coordination is necessarily a complex and evolving issue.</p> <p>In the Program's view the most important aspect of coordination is its relevance to the implementation of the Bangladeshi PRSP, and</p>	<p>Bangladesh Program Director</p> <p>Joint Cooperation Strategy, CDPF: Assistant Director, Planning/</p>	<p>Joint Cooperation Strategy to be completed by December 2009 (estimate)</p> <p>New CDPF will be developed in early 2009 for 2009-2014 as</p>

Recommendations	Commitments / Actions	Responsibility Centre	Target Completion Date
develop such an approach.	<p>the gradual increase in ownership on the part of the government and other local actors. More fruitful and effective dialogue with the Government is needed to achieve better alignment with national development plans and strategies, including the Poverty Reduction Strategy. The Joint Cooperation Strategy will provide the forum to address these issues.</p> <p><b>Actions.</b> The Program will develop a “coordination strategy” within the context of the development of the 2009-2014 CDPF. The coordination strategy will be focussed on the sectors and sub-sectors of concentration as articulated in the CDPF.</p>		part of Agency-wide CDPF exercise.
<p><b>5A. Efficiency (decentralization):</b> In the context of decentralization, the Program should take measures to ensure it has the appropriate technical and sectoral Canadian presence in the field in order to be able to play an active and effective role.</p>	<p>We agree.</p> <p><b>Actions.</b> The Program and Branch are looking at various models/ scenarios for ensuring it has the appropriate technical and sectoral presence both in headquarters and in the field as part of the decentralization process. This will include local as well as Canadian technical and sectoral expertise as appropriate.</p>	<p>Asia Regional Director General</p> <p>Bangladesh Program Director</p>	Discussions ongoing in November, December 2008.
<p><b>5B. Efficiency (delivery mechanisms):</b> Given that all delivery mechanisms (SWAps, multi-donor partnerships, Directive &amp; Responsive programming) have demonstrated strengths and weaknesses, the Program Team should continue using the various delivery mechanisms in a strategic and coordinated way based on an assessment of the situation and past performance. Also, the Program management team should dedicate its effort to reduce the weaknesses while keeping the strengths of the various delivery mechanisms.</p>	<p>We agree.</p> <p><b>Actions.</b> Appropriate delivery mechanisms will be identified for all initiatives.</p>	<p>Bangladesh Program Director</p> <p>Assistant Directors, Planning &amp; Operations</p> <p>Project Officers, Project Team planning members</p>	Ongoing
<p><b>6. Adherence to the Paris Declaration Principles:</b> In accordance with discussions taking place at the international level, the Program should consider ways to support the participation of civil society organization within the donor coordination</p>	<p>We agree. The Program will explore opportunities as relevant. However, civil society participation within the donor coordination mechanisms is not solely a CIDA decision. Other donors and ultimately the Government of Bangladesh have to agree.</p>	<p>Bangladesh Program Director</p> <p>Assistant Directors, Planning &amp; Operations</p>	Ongoing

Recommendations	Commitments / Actions	Responsibility Centre	Target Completion Date
mechanisms.	<b>Actions.</b> The Program's participation in the Joint Cooperation Strategy will be a key initiative in this regard.	Project Officers, Project Team planning members	
<p><b>7. Crosscutting Issues.</b> CIDA has acquired substantive experience in making gender equality a consideration that cuts across all program interventions. The feminization of Bangladesh's poverty, CIDA's GE leadership, and the substantive gender equality results flowing in this current program create a strong justification for CIDA to continue to build and apply its GE experience in its upcoming Strategy.</p> <p>The weak administrative environment (especially regarding public institutions) remains a challenge affecting all development projects. On the environment side, the country's high degree of vulnerability to climate change could affect all development activities. More dedication could be given to strengthening governance and environment as crosscutting themes.</p>	<p>We agree. The Program will continue to provide close attention to crosscutting themes.</p> <p><b>Actions.</b> The Program will:                      i) advocate for the inclusion of gender equality as a crosscutting theme in the Joint Cooperation Strategy;                      ii) develop specific gender equality analyses and strategies related to CIDA's 2009-2014 CDPF; and                      iii) develop strategies required for compliance with the CEAA</p>	<p>Bangladesh Program Director</p> <p>Assistant Directors, Planning &amp; Operations</p> <p>Project Officers, Project Team planning members</p>	Ongoing
<p><b>8. Monitoring and Evaluation (M&amp;E):</b> The Program should consider developing a monitoring and evaluation plan as an appendix to the next Strategy. It should continue its efforts to actively contribute to joint efforts and strengthen the capacity of local partners. A building block approach is needed including more project impact evaluations; more sectoral and thematic monitoring and evaluations are required. The Program should consider the possibility of investing more resources to document its successes.</p>	<p>We agree. However, at present all CIDA initiatives, including the SWAps have monitoring and evaluation plans.</p> <p><b>Actions.</b> The Program will:                      i) continue to encourage the development of joint monitoring/assessment of multi-donor initiatives;                      ii) continue to use the practice of hiring monitors and evaluators in directive and responsive projects; and                      iii) develop a monitoring and evaluation plan to assess country level results articulated in the forthcoming CDPF.</p>	<p>Bangladesh Program Director</p> <p>Assistant Directors, Planning &amp; Operations</p> <p>Project Officers, Project Team planning members</p>	Early 2009 (CDPF process) and ongoing follow-up.

## Appendix II: Summary Terms of Reference

### 1. Context

The CIDA-Bangladesh Cooperation Program has been one of the largest historically. During the period 1991 to 2007, CIDA invested 1,075 billion Canadian dollars in Bangladesh, making it one of the largest cooperation programs in the world.

In 2003, CIDA adopted a new Country Development Programming Framework (CDPF) for Bangladesh covering the period 2003–2008. The objectives of this Strategy are “To contribute to poverty reduction and sustainable development in Bangladesh through support for social development, governance, and the private sector.” Also environment & gender equality are considered as crosscutting themes within the CIDA-Bangladesh Program.

### 2. Objectives and Scope of the evaluation

The current evaluation will pursue three major objectives:

- To analyze the relevance, effectiveness, coherence, efficiency, sustainability and risks associated with the delivery of development results in relation to the objectives of poverty reduction and sustainable development;
- To document and disseminate lessons learned for the program team, the Agency and other interested parties in relation to key principles of development effectiveness;
- To contribute to the discussion on issues that could help in drafting the new CDPF.

This evaluation will review the current CDPF but will also consider some projects of the previous program period, especially those that have had follow-up phases in this CDPF or have significantly influenced current programming.

### 3. Channels of Cooperation, Partners, and Canadian Executing Agencies (CEAs)

This program evaluation will mainly focus on the Bilateral Program while Multilateral Humanitarian Assistance programs will be reviewed and some large NGOs projects will also be analyzed.

During the period 2003–2008, CIDA invested \$318,5 million Canadian dollars in Bangladesh of which the Bilateral Program allocated, 83.3%, while the Canadian Partnership Branch contributed to 4.7%, while the Multilateral Branch corresponded to 11.3% of the total. Annual budget of the last five years has been approximately \$65 million Canadian dollars.

The evaluation will compare the effectiveness and efficiency of projects delivered through various mechanisms including PBAs, bilateral specific projects & delivery through Multilateral and Non-governmental organizations.

### 4. Evaluation Issues and Key Questions

The evaluation will respond to three key questions and various sub-questions:

#### 4.1 What has been achieved?

- **Relevance:** is the Program relevant in relation to the Millennium Development Goals, CIDA's objectives, and the Government of Bangladesh Development Strategy (PRSP).
- **Effectiveness/Results:** To what extent the program reached its overall objective of poverty reduction and sustainable development? Did the program reach the goals set and pursued in the different sectors & crosscutting issues?
- **Sustainability & Risks:** Were the actions undertaken sustainable? Were there major risks, were they managed adequately?

#### 4.2 Why were the intended results achieved or not?

- **Coherence:** How did CIDA manage the internal coherence of the program in relation to the complementarity of delivery channels (multilateral, bilateral, partnership), and the complementarity with other donors?
- **Efficiency:** Were the delivery mechanisms chosen the most appropriate and cost-effective? Where sector and program-based approaches more effective & efficient than standard projects? Is the program level of decentralization adequate?

#### 4.3 What were the management results and principles?

- **Development Effectiveness Principles:** Issues related to the principles of ownership, partnership, harmonization and management for results will be examined.

### 5. Evaluation Methods

#### 5.1 Data Gathering and Analysis:

Four main data gathering methods will be utilized in the context of the current evaluation to ensure getting multiple lines of evidence:

- **Document review:** including mainly CIDA program & projects, International institutions documents and other related documents;
- **Interviews:** including, CIDA, Government of Bangladesh, international community, and CEAs officials & representatives;
- **Projects visits:** of selected number of projects in various sectors and areas;
- **Roundtables:** at different occasions during the evaluation process;

Tools such as interview guides and grids will be prepared and included in the work plan to ensure the comparability of the data between projects and sectors.

## 5.2 Sampling:

The evaluation cannot review hundred percent of the projects supported by the Canadian cooperation during the period 2003 to 2008 and related projects in the period covered by the previous CDPF. The sampling methodology will be based on the following criteria:

- **Representativeness:** projects selected should represent a substantive proportion of the total, sectoral or thematic value of all the projects;
- **Development approaches:** project and activities related to policy dialogue, institutional capacity development and/or community level interventions;
- **Implementation mechanisms:** PBAs and direct bilateral interventions and responsive initiatives;
- **Implementing agencies:** Bangladesh government, non-governmental organizations, multilateral institutions & CEAs;
- **Evaluability:** that the projects are significant enough and sources of information are available and accessible cost-effectively.

## 6. Evaluation Team

The CIDA Senior Evaluation Manager, Dr. Rémy Beaulieu will lead the process. The Desk and Field will be fully involved. A team of professionals has been hired and will assume the following responsibilities:

- **Governance Specialist: Paul Krukowski** will assess projects and program issues related to public sector reforms including legal, electoral, parliamentary, financial management and public expenditure;
- **Private Sector Development Specialist: Isla Paterson** will assess projects and program issues related to poverty reduction, sustainable livelihood, support to micro-small & medium enterprises and trade related policies;
- **Social Development Specialist: Robert Enns** will assess projects and program issues related to social development especially the education sector in areas related to formal & non-formal education, life skills education for adolescent;
- **Gender/Health Specialist: Linda Pennells** will assess projects and program issues related to health as well as gender as cross-cutting issues in the area education, private sector development and governance;
- **Environmental specialist: Amhadul Hassan** will assess projects and program issues related to environment as well as issues related global warming, water flooding, disaster preparedness and emergency response.
- **Muhammad Hussain**, Evaluation Officer at CIDA will provide support to the team.

## 7. Calendar of activities

A tentative calendar of activities follows. It can be affected and modified according to administrative, political or environmental considerations:

- October 2007: Draft TORs and scoping/preliminary visit in Dhaka;
- November 2007: Selection & Contractual processes;
- December 2007: Work Plan preparation;
- January 2008: Document review & data collection in Canada;
- January/February 2008: Field visit in Bangladesh;
- March 2008: Preparation of Technical Reports;
- April 2008: Preparation of Draft Executive Report;
- May 2008: Management Response;
- June 2008: Presentation of results to the Evaluation Committee;
- July/August 2008: Publication of the evaluation on CIDA Web site.

## Appendix III: Evaluation Issues and Questions

### What has been achieved?

- 1) **Relevance:** Primarily, the evaluation will assess if the Program is relevant in relation to the Millennium Development Goals, CIDA's objectives including the 2003-2008 CDPF and the CIDA policy on Gender Equality, and the Government of Bangladesh Poverty Reduction Strategy (PRSP).
- 2) **Effectiveness/Results:** To what extent the program reached its overall objective of poverty reduction and sustainable development? Did the program reach the goals set and pursued in the different sectors? What success stories can we tell the Canadian public about the results the program achieved? Did the program-based approaches help deliver better results than the standard approaches? Would the issue of attribution cause any difficulty in linking Canadian contribution to the project results?
- 3) **Sustainability and Risks:** Were the actions undertaken sustainable? Is the issue of corruption a major obstacle to the delivery of the program? Are the risks manageable? What strategies are in place to minimize and potentially neutralize the negative impact of such administrative challenges? Are natural disasters (flood, monsoon, others) negatively affecting the sustainability of the results? What mitigating measures were or could be taken? Note: Given that the 2005–2006 Audit has already addressed the "management risks," this evaluation will mainly address the issue of risk and sustainability in a development perspective, meaning the risk of achieving the development results or not.

### Why were the intended results achieved or not?

- 4) **Coherence:** How did CIDA manage the internal coherence of the program: the complementarity of delivery channels (multilateral, bilateral, partnership), and the complementarity with other donors? Were these activities undertaken within the perspective of the Paris Declaration and CIDA principles of development effectiveness? What are the coordination mechanisms in place, do these mechanisms allow the Canadian cooperation to play an effective role and be influential? In that context we will examine the positioning of the Canadian cooperation program compared to other DAC members and its relative importance.
- 5) **Efficiency:** Were the delivery mechanisms chosen the most appropriate and cost-effective? Where program-based approaches more effective than standard project approaches? How did projects delivered through government compare with projects delivered through national NGOs? Were the results significant in relation to the resources invested? Were there any mechanisms put in place to monitor and assess impact, effects, results of the program, and were corrective measures put in place? Can there be any benchmarking with other donors especially in the context of program-based approaches and sector-wide approaches? Is the level of decentralization of our program appropriate?

### What were the management results and principles?

- 6) **Lessons learned concerning the Paris Declaration Principles:** Each of the specialists will look in his or her sector/area and analyze how the principles of aid effectiveness were taken into consideration. Issues related to the principles of ownership, partnership, harmonization and management for results will be examined. The initiative taken in the context of such a complex program should be the base for learning opportunities within the Agency and with our partners in the international community.
- 7) **Cross-cutting issues:** all team members will analyze whether the projects promoted strategy: i) Gender: that favour women participation in decision-making, better respect of their rights, better access to development resources & services; ii) consideration given to environment protection & promotion and mitigation strategy related to climate change; iii) contributed to better governance.
- 8) **Monitoring and Evaluation mechanisms:** the evaluation team will also analyse what considerations has been given to M&E issues and what mechanisms have been put in place at the Program, sector/themes or project level. This will have to be looked at in the context of the Paris Declaration principle of mutual accountability.



## Appendix IV: List of Selected Documents

### Key CIDA Documents:

- Bangladesh Country Development Programming Framework 2003-2004, October 2003
- Bangladesh Country Program Audit Report, Internal Audit Division (PKMB), December 20, 2006
- Bangladesh Foot Print (Draft), Canadian Partnership Branch, July, 2007

### Documents produced in the context of the Bangladesh Program Evaluation:

- Evaluation Background Profile Bangladesh Program (FY 1991-2007), Muhammad Akber Hussain, September 2007
- Technical Report: Education Component, Robert Enns, May, 2008
- Technical Report: Environment and Climate Change, Ahmadul Hassan, Muhammad Akber Hussain, May, 2008
- Technical Report: Gender Component, Linda Pennells, May, 2008
- Technical Report: Governance Component, Paul Krukowski, May, 2008
- Technical Report: Health Component, Linda Pennells, May, 2008
- Technical Report: Humanitarian Assistance Component, Ahmadul Hassan, Muhammad Akber Hussain, May, 2008
- Technical Report: Private Sector Development Component, Isla Paterson, May, 2008

### Other CIDA and Canadian Study:

- Executive Report: Baseline Analysis of CIDA's 2005 Country Level Profile in Implementing the Paris Declaration, Evaluation Division, Result-Based Management Group, May 2008
- Canadian Development Assistance to Bangladesh: An Independent Study, Roger Ehrhardt, North-South Institute, 1983

### Government of Bangladesh:

- Unlocking the Potential National Strategy for Accelerated Poverty Reduction (PRSP), General Economics Division Planning Commission Government of People's Republic of Bangladesh, October 16, 2005

### DCD-DAC & DCD-DAC Member's Documents:

- DCD-DAC, Paris Declaration on Aid Effectiveness: Ownership, Alignment, Results and Mutual Accountability, High Level Forum, Paris February 2005
- DCD-DAC, 2006 Survey on Monitoring the Paris Declaration - Country Chapters, DCD-DAC Development Co-operation Directorate
- BMZ, Country Programme Evaluation Bangladesh, 2006,
- DANIDA, Joint Evaluation of Effectiveness and Impact of the Enabling Development Policy of the WFP, 2004,
- DANIDA, Addressing the reproductive health needs and rights of young people since ICPD - The contribution of UNFPA and IPPF - Synthesis Report, 2004
- DFID, Evaluation of DFID Country Programmes Country Study Bangladesh, 2006
- DFID, WP5: Evaluation of DFID Development Assistance: Gender Equality and Women's Empowerment - DFID's Experience of Gender Mainstreaming: 1995 to 2004, 2004
- DFID, From Projects to SWAPs: An Evaluation of British Aid to Primary Schooling 1988-2001, 2002
- DFID, The Impact of Big NGOs on Poverty and Democratic Governance in Bangladesh, 2005

- IOB, Addressing the reproductive health needs and rights of young people since ICPD - The contribution of UNFPA and IPPF - Synthesis Report, 2004 (Netherlands Ministry of Foreign Affairs)
- JICA, Country Assistance Evaluation of Bangladesh – Summary, 2005, Japan Ministry of Foreign Affairs
- NORAD, Evaluation of the “Strategy for Women and Gender Equality in Development Cooperation (1997-2005)”, 2005
- NORAD, Evaluation of Development Co-operation between Bangladesh and Norway, 1995–2000, 2001
- SIDA, Department for Evaluation and Internal Audit Swedish International Development Cooperation Agency
- SIDA, Mainstreaming Gender Equality, Sida’s support for the promotion of gender equality in partner countries, Country Report Bangladesh, 2002
- USAID, USAID -CONCERN Worldwide Municipality Bangladesh Child Survival Partnership Program; Final Evaluation Report, 2004, Center for Development Information and Evaluation (CDIE)

**World Bank:**

- Bangladesh Country Assistance Strategy 2006 - 2009, The World Bank
- Bangladesh Public Sector Accounting and Auditing: A Comparison to International Standards Country Report, The World Bank, May 2007
- Bangladesh: Strategy for Sustained Growth, Bangladesh Development Series Paper number 18, The World Bank, July 2007
- Dhaka: Improving Living Conditions for the Urban Poor, Bangladesh Development Series Paper number 17, The World Bank, June 2007
- Economics and Governance of Nongovernmental Organizations in Bangladesh, Bangladesh Development Series Paper number 11, The World Bank, April 2006
- To the MDGs and Beyond: Accountability and Institutional Innovation in Bangladesh, Bangladesh Development Series Paper number 14, The World Bank, January 2007

**ADB Asian Development Bank:**

- Country Assistance Program Evaluation Bangladesh, 2003
- Special Evaluation Study on the Impact on Poverty Reduction of Selected Projects: Perceptions of the Beneficiaries, 2002
- Project Performance Audit Report on the Primary Education Sector Project (Loan 1026-BAN[SF]) in Bangladesh, 2000

**Other International Organizations:**

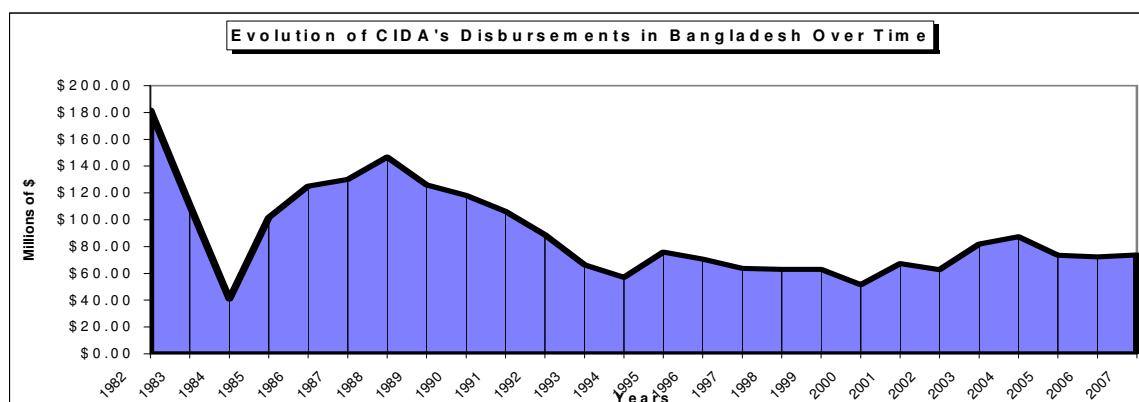
- IFAD, Country Program Evaluation Bangladesh, 2006
- UNDP, Assessment of Micro-Macro Linkages in Poverty Alleviation: South Asia, 2003
- UNFPA, Addressing the Reproductive Health Needs and Rights of Young People since ICPD: The contribution of UNFPA and IPPF Bangladesh Country Evaluation Report, 2003

Please note that over and above these key documents, approximately three hundreds project and program related documents have been reviewed. See the Technical Reports for full listing.

## Appendix V: CIDA and Other DCD-DAC Members' Disbursements in Bangladesh

Evolution of CIDA's Disbursements in Bangladesh from 1982* to 2007 In Million Canadian dollars			
Fiscal Year	Disbursements	Fiscal Year	Disbursements
1982*	\$181.66	1995	\$75.90
1983	\$111.04	1996	\$70.54
1984	\$40.87	1997	\$63.78
1985	\$101.54	1998	\$63.12
1986	\$124.89	1999	\$62.90
1987	\$129.92	2000	\$51.52
1988	\$146.64	2001	\$67.29
1989	\$126.05	2002	\$62.77
1990	\$118.18	2003	\$81.81
1991	\$106.22	2004	\$87.21
1992	\$88.73	2005	\$73.43
1993	\$66.39	2006	\$72.31
1994	\$56.97	2007	\$73.62
Sub-Total:	\$1399.10	Sub-total:	\$906.20
		<b>Total:</b>	<b>\$2,305.3</b>

Source: CIDA, IMTB, May 2008  
\* Note that the disbursements for 1982 correspond to the accumulation of previous years.



### Contribution of Other Members of the International Community

Major Partners in Bangladesh: Net Disbursements in US Dollars 1997-2006											
Channels	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	Total
DAC Countries, Total	\$560	\$624	\$607	\$617	\$578	\$521	\$695	\$633	\$562	\$456	\$5,853
Multilateral, Total	\$452	\$525	\$588	\$516	\$432	\$376	\$687	\$754	\$740	\$743	\$5,813
G7, Total	\$368	\$428	\$444	\$464	\$411	\$367	\$510	\$430	\$362	\$257	\$4,042
DAC EU Membres, Total	\$272	\$308	\$282	\$261	\$286	\$241	\$449	\$421	\$404	\$321	\$3,245
United Kingdom	\$70	\$99	\$115	\$103	\$124	\$102	\$260	\$253	\$203	\$139	\$1,469
Japan	\$130	\$189	\$124	\$202	\$126	\$123	\$115	\$38	-\$1	-\$7	\$1,038
EC	\$81	\$87	\$64	\$68	\$74	\$25	\$52	\$58	\$78	\$100	\$688
United States	\$30	\$4	\$114	\$63	\$87	\$72	\$57	\$63	\$49	\$42	\$580
Netherlands	\$64	\$58	\$36	\$33	\$43	\$44	\$57	\$65	\$61	\$67	\$529
Canada	\$73	\$53	\$29	\$38	\$30	\$31	\$38	\$49	\$51	\$57	\$450
Denmark	\$39	\$46	\$42	\$34	\$42	\$37	\$45	\$46	\$50	\$44	\$425
Germany	\$47	\$65	\$47	\$37	\$30	\$30	\$32	\$25	\$46	\$29	\$389
Non-DAC Countries, Total	-\$2	\$9	\$20	\$35	\$14	\$12	\$12	\$31	\$34	\$23	\$189
WFP	\$40	\$16	\$23	\$9	\$24	\$25	\$16	\$10	\$18	\$5	\$186
UNDP	\$9	\$21	\$14	\$19	\$12	\$14	\$16	\$20	\$16	\$12	\$153
Arab Countries	-\$3	-\$3	\$8	\$29	\$13	\$10	\$2	\$6	\$2	-\$1	\$64
Arab Agencies	\$5	-\$3	-\$4	-\$1	\$14	\$5	-\$7	\$3	\$9	\$0	\$20

Source: OECD-DAC-DCD, Statistical information, Web-site, 2008

## Appendix VI: Strengths and Weaknesses of the Different Program Mechanisms

SWAps	
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Economies of scale because of large size;</li> <li>- May reduced overlaps and duplication because of joint planning among Development partners (DPs)</li> <li>- Help coordinate DPs interventions,</li> <li>- Facilitate the exchange and access to information between DP and with government officials.</li> <li>- May help the government to clarify its own policies.</li> <li>- Allows the government to access predictable resources.</li> <li>- Allows the DPs to put in pace joint-mutual monitoring systems</li> </ul>	<ul style="list-style-type: none"> <li>- Very broad development objectives are often the results of negotiation with numerous stakeholders;</li> <li>- Sectoral reforms correspond to important undertaking that a weak institutional environment may have difficulty to cope with.</li> <li>- Tension / competition among DPs and between the donors &amp; the GoB can cause serious delays.</li> <li>- Gender equality issues tend to get subsumed by other issues.</li> <li>- Considerable time is needed up front to reach agreement on policies, methodologies, performance indicators, and roles so service delivery/expenditures/results may be delayed</li> <li>- The delay between commitments in the field &amp; the decision in headquarters can cause major damage to CIDA's credibility as happened in the case of a health project where CIDA's approval was delayed by 18 months.</li> </ul>
Donor partnerships	
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Allow the participation and collaboration of various international institutions</li> <li>- Benefit from distinct resources and competencies of various Development Partners</li> <li>- Minimize the transaction costs for the national local partners</li> <li>- Good opportunity for CIDA to successfully facilitate GE results</li> </ul>	<ul style="list-style-type: none"> <li>- Maybe subject to limited ownership on the part of the Government;</li> <li>- Use of parallel funding mechanisms;</li> <li>- Use of parallel delivery mechanisms can affect local national systems</li> </ul>
Responsive Bilateral Projects	
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- More flexibility and quicker decision-making on the part of CIDA;</li> <li>- More likely to employ local people &amp; use local resources;</li> <li>- Less bound by bureaucratic policies;</li> <li>- Significant opportunity for CIDA to nurture and influence results in both sectoral and crosscutting areas.</li> </ul>	<ul style="list-style-type: none"> <li>- CIDA may not be able to insist on high governance and institutional standards when funding is directly to a Bangladesh NGO partner who operates under an inadequate institutional regulatory framework.</li> <li>- Lesser involvement of GoB</li> </ul>
Directive Bilateral Projects	
Strengths	Weaknesses
<ul style="list-style-type: none"> <li>- Canada's contribution and Canadian expertise are visible</li> <li>- CIDA responsibility and accountability is clearer &amp; is something that CIDA can take action on.</li> <li>- Build on Canadian expertise and Canadian models which Bangladesh finds suitable for their purposes.</li> <li>- Good opportunity to pilot successful service delivery and community models that can later be replicated more widely by GoB and others.</li> <li>- Best opportunity for CIDA to ensure mechanisms are in place actively advancing GE results.</li> <li>- Easier to ensure proper monitoring &amp; reporting;</li> </ul>	<ul style="list-style-type: none"> <li>- Possible budget limitations; off national budget</li> <li>- If managed by a CEA, lack of transparency of costs due to Canadian privacy laws, which could create difficult relations between Canadian and Bangladeshis in the field.</li> <li>- Expertise is often located at CIDA headquarters or at the CEA headquarters in Canada and is not readily accessible to the field.</li> <li>- Requires most effort to avoid overlap and duplication with other projects and development partners.</li> <li>- Possible weak links with GOB.</li> <li>- Difficulties to recruit experienced professionals</li> </ul>

## Appendix VII: Summary Performance Assessment by Sectors/Themes and Delivery Mechanisms

Average Performance Assessments in each Sector by Delivery Mechanism												
Delivery Mechanism*	Education		Environment and Climate Change		Health		Governance		Private Sector		Overall Total/Average	
	Count	Average	Count	Average	Count	Average	Count	Average	Count	Average	Count	Average
A SWAP	2	3.2	0		2	3.4	0		0		4	3.3
B Donor partnership	3	3.5	1	3.6	3	3.6	2	3.1	5	3.43	14	3.4
C Directive	0		1	3.9	2	4.4	4	3.6	3	2.47	10	3.6
D Responsive	1	3.7	1	4.4	2	4.4	4	3.9	5	3.45	13	4.0
<b>Overall Total/Average</b>	<b>6</b>	<b>3.5</b>	<b>3</b>	<b>4.0</b>	<b>9</b>	<b>4.0</b>	<b>10</b>	<b>3.5</b>	<b>13</b>	<b>3.1</b>	<b>41</b>	<b>3.6</b>

**Scale:** "4.1 to 5" Highly Satisfactory, "3.1 to 4" Satisfactory, "2.1 to 3" Moderately Satisfactory, "1.1 to 2" Unsatisfactory, "0 to 1" Very Unsatisfactory

Average Performance Assessments in each Sector by Key Questions													
Key Questions		Education		Environment and Climate Change		Health		Governance		Private Sector		Overall Total/Average	
		Count	Average	Count	Average	Count	Average	Count	Average	Count	Average	Count	Average
1	Relevance	6	4.3	3	5.0	9	4.7	10	4.7	12	3.8	40	4.5
2	Effectiveness / Results	6	3.2	3	4.3	8	4.3	8	3.9	11	3.5	36	3.8
3	Sustainability and Risks	6	3.2	3	3.0	8	3.0	10	2.9	11	2.7	38	3.0
4	Coherence	6	4.0	3	4.3	9	3.7	10	3.6	13	3.0	41	3.7
5	Efficiency	5	2.8	3	3.7	8	3.8	9	2.9	13	3.0	38	3.2
6	Adherence to the Paris Declaration Principles	6	3.7	1	4.0	4	3.0	8	3.6	13	3.1	32	3.5
7	Cross-cutting Issues	6	3.3	3	3.7	9	4.0	10	3.7	13	3.1	41	3.6
8	Monitoring and Evaluation	6	2.8	3	3.7	8	3.8	10	3.7	12	3.6	39	3.5
<b>Overall Total/Average</b>		<b>47</b>	<b>3.4</b>	<b>22</b>	<b>4.0</b>	<b>63</b>	<b>3.8</b>	<b>75</b>	<b>3.6</b>	<b>98</b>	<b>3.2</b>	<b>305</b>	<b>3.6</b>

**Scale:** "4.1 to 5" Highly Satisfactory, "3.1 to 4" Satisfactory, "2.1 to 3" Moderately Satisfactory, "1.1 to 2" Unsatisfactory, "0 to 1" Very Unsatisfactory

Average Performance Assessments by Delivery Mechanisms and by Key Questions											
Key Questions		A SWAP		B Donor partnership		C Directive		D Responsive		Overall Total/Average	
		Count	Average	Count	Average	Count	Average	Count	Average	Count	Average
1	Relevance	4	4.8	14	4.3	9	4.4	13	4.3	40	4.4
2	Effectiveness / Results	4	3.0	13	3.6	8	3.5	10	4.4	35	3.6
3	Sustainability and Risks	4	2.5	13	2.8	8	2.5	13	3.4	38	2.8
4	Coherence	4	3.8	14	3.5	10	3.5	13	3.5	41	3.6
5	Efficiency	4	3.0	14	3.1	8	2.5	12	3.7	38	3.1
6	Adherence to the Paris Declaration Principles	4	3.5	13	3.4	6	2.8	9	3.6	32	3.3
7	Cross-cutting Issues	4	3.0	14	3.1	10	3.6	13	4.0	41	3.4
8	Monitoring and Evaluation	4	2.8	14	3.5	9	3.6	12	3.8	39	3.4
<b>Overall Total/Average</b>		<b>32</b>	<b>3.3</b>	<b>109</b>	<b>3.4</b>	<b>68</b>	<b>3.3</b>	<b>95</b>	<b>3.8</b>	<b>304</b>	<b>3.5</b>

**Scale:** "4.1 to 5" Highly Satisfactory, "3.1 to 4" Satisfactory, "2.1 to 3" Moderately Satisfactory, "1.1 to 2" Unsatisfactory, "0 to 1" Very Unsatisfactory