



Department  
for International  
Development

# Operational Plan 2011-2015

## DFID BANGLADESH

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# Introduction

The UK Government is determined to help end extreme poverty around the world. We believe that international development is not just the right thing to do, but the smart thing to do. Britain has never stood on the sidelines, and it is in all our interests for countries around the world to be stable and secure, to have educated and healthy populations and to have growing economies. DFID aims to end aid dependency through jobs – building the economies of developing countries so that they can stand on their own feet.

No country can develop with only half of the population involved, that is why DFID is scaling up its support for women and girls across all of our country programmes, including an increased emphasis on girls education and preventing violence against women and girls.

We are also focussing on what works, investing in research and taking advantage of new technology to ensure that UK development support has the greatest impact.

DFID is committed to being a global leader on transparency, and in 2012 was ranked the top aid organisation in the world for transparency. Transparency is fundamental to improving accountability both to UK citizens and to citizens in the countries where we work. Transparency also helps us achieve greater value for money and improves the effectiveness of aid. As part of our commitment to transparency we publish Operational Plans for each area of our work setting out what we will achieve and how we will achieve it. In June 2013 DFID launched a new online tool, Development Tracker, to provide an easy way to access information and data about DFID programmes.

With less than 1000 days to go, we will continue to focus our efforts on delivering the Millennium Development Goals, creating wealth in poor countries, strengthening their governance and security and tackling climate change. The prize, in doing so, is huge: a better life for millions of people, and a safer, more prosperous world



# 1) Context

## Introduction

- Bangladesh has unquestioned potential. Goldman Sachs listed it in their 'Next 11' economies, with high potential to become one of the world's largest economies in the 21st century. However, the country has been sliding down the World Bank/IFC Ease of Doing Business rankings (currently 129<sup>th</sup> out of 185 countries) and the World Economic Forum Global Competitive Index (118<sup>th</sup> out of 144 countries) in recent years. Foreign investment is relatively low, but exports exceeded \$25.6bn in 2011, 48% up on 2009, largely from the garment, jute, leather, frozen fish and seafood sectors.

## Achievement of the MDGs

- Bangladesh has made some good progress on the MDGs, particularly in terms of reducing income poverty, getting nearly all boys and girls enrolled in primary school, and reducing child and maternal mortality. Bangladesh has strengthened its disaster preparedness and effectively leads the Least Developed Countries caucus in global climate change negotiations. It shows commitment to robust adaptation planning through innovative climate financing mechanisms using its own revenue, which is complemented by donor funds, and through active participation in a South Asia regional initiative on water resource management.

## Key development challenges

- Bangladesh is a poor, populous and rapidly urbanising country which is highly vulnerable to natural disasters and already experiencing the effects of climate change. High levels of poverty and inequality exist, with more than 4 in 10 people living on less than \$1.25 per day and over three quarters of the population on less than \$2.00. Population growth is a continuing challenge with about 150m people living in an area the size of England and Wales. One in nineteen children die before 5 years old, 120,000 babies die every year in their first month of life, and over a third of children are underweight. A quarter of women are undernourished, and thousands die each year due to complications of pregnancy and childbirth.
- Bangladesh is most off track on MDG7 (access to water and sanitation) and was off-track on MDG 5 (improving maternal health), until data from the 2010 maternal mortality survey showed significant progress over the last decade, indicating that strategies are working, but there is much still to do.

## Politics and Economy

- Bangladesh is classified as a fragile state with unstable politics and weak state capacity. Widespread civil unrest and political violence broke out in February 2013 following the first judgements of the War Crimes Tribunal. The political situation is expected to remain volatile with frequent strikes (hartals) as the country moves towards national elections in late 2013 or early 2014.
- The country suffers as a result of endemic corruption, but the economy has nonetheless grown by 5-6% a year since the early 1990s and Bangladesh has weathered recent global turmoil well. But achieving the aspiration of middle income status by 2021 requires sustained annual growth of 7-8%. The prospects of achieving this are constrained by inadequate infrastructure, bureaucratic barriers to investment and political instability.
- Whilst macroeconomic policy has been generally sound, Bangladesh is acutely exposed to rising world food and fuel prices, and inflation remains a risk. A relatively loose monetary policy and poor regulation has resulted in the need for an IMF extended credit facility of \$987m (agreed April 2012). The IMF programme going off track is a risk. A lack of alternative investment opportunities in Bangladesh produced stock market bubble in 2010.

## The UK's influence in Bangladesh

- The UK has a long-standing and positive relationship with Bangladesh, with strong cultural ties. We have a proven development track record and highly regarded technical expertise. But we do not overestimate our ability to shape overall policy, and will focus on areas where we can make the greatest difference.
- As the largest grant donor, the UK plays an influential role among development partners. We will continue to support government efforts to lead donors and improve coherence with national strategies, budgets and planning. Bangladesh is not aid dependent: total aid is about 2% of GDP.
- Our development partnership is central to the UK's objectives of promoting prosperity and security, and works with the grain of Bangladesh's own ambitions. Our programme will help more than 15 million very poor Bangladeshis by getting more children a better quality education; improving family planning and reducing deaths in childbirth, encouraging private investment, helping more people adapt for the future, and strengthening key democratic systems and institutions.



## 2) Vision

### Overview

- Bangladesh faces several challenges: meeting the demands of a large, and increasingly urban population, while absorbing the shocks of natural disasters and climate change. It is one of the poorest states in which we work and amongst the most fragile – both physically and politically. We will transform the lives of millions of poor people by a balanced mix of direct assistance to the poorest, strengthening state capability to finance and deliver social services, support for faster economic growth, and helping more people adapt to extreme climate shocks. We will continue to work in partnership with government, civil society, the private sector and other donors, to maximise the coherence and effectiveness of all external aid to Bangladesh.

### Strategic priorities

- Strengthen state capability and resilience so that Bangladesh can better meet the needs of the poorest and most vulnerable. Support inclusive political settlements and democratic processes by building capacity of elected representatives, supporting elections and strengthening the public's ability to hold government and local officials to account. Continue to strengthen core functions of government including public financial management, civil service administration, and the justice sector.
- Foster an improved economic climate to enhance public service delivery and public safety, and to increase employment and wealth creation opportunities.
- Provide significantly more support for basic social services, in particular to improve maternal health and primary education attainment. This will involve both increased investment in government-led approaches and continued support for civil society provision for the poorest and most marginalised.
- Strengthen people's ability and opportunity to earn, to improve their quality of life, to participate in decision making, and to increase their resilience to natural disaster and climate change. We will target the poorest 10% of the population, those living on less than 30 pence a day, in both urban and rural areas.
- Expand programmes to strengthen the enabling environment for the private sector and economic growth, and support Bangladesh's competitiveness as a destination for international investment. At the household level, expand initiatives to increase access to credit and to markets. Strengthen the labour market through skills development, linked to market demand and private sector provision.

### Key themes running through all of the programme

- We will implement the conclusions of a Strategic Programme Review to ensure our programmes promote long-term climate resilience whilst minimising their own short-term climate impacts.
- We will help improve the economic and social status of women through all our work, especially relating to jobs, reproductive health, and tackling violence against women.
- We will provide targeted support for nutrition activities within wider health, education and livelihoods programmes, to help achieve improved health, education and income indicators, and thereby reduce the cost of under-nourished people currently estimated at 2-3% of GDP (equivalent to total aid to Bangladesh).

### Alignment to wider UK Government priorities

- The development programme contributes directly to the UK's key objectives for Bangladesh of security and prosperity, by addressing governance issues, economic growth and commercial relationships, climate change, disaster preparedness and poverty reduction. DFID will increasingly integrate its work with the Foreign and Commonwealth Office, to achieve seamless stakeholder and relationship management and to project a coherent HMG approach. The DFID office will be co-located with the High Commission in 2013.

### What we will stop doing

- We have moved out of substantial infrastructure programmes (roads, bridges), where multilateral banks are better placed to provide the scale of funding required. We graduated from a stand-alone rural electrification programme as planned in 2012.



## 3) Results

### Headline results

Pillar/ Strategic Priority	Indicator	Baseline (including year)	Expected Results (including year) attributable to DFID funding
<b>Governance and security</b>	Number of registered tax payers	3 million 2010	Assist the government to increase the number of registered tax payers by 1 million by 2015
	Access to community-led legal services increased	15% (2013)	Access to community-led legal services increases by 15% points by 2015
<b>Wealth creation</b>	Increased income for selected groups	0 (varies by project)	\$140m increase in income for 1.15m farmers/businesses by 2013
<b>MDGs: Education</b>	Primary school completion	0 (2010/11)	500,000 boys and girls supported to complete primary education by 2015 (58% girls)
<b>MDGs: Health</b>	Number of births attended by skilled personnel	0 (2010/11)	500,000 births will be assisted by 2015
<b>MDGs: Poverty, Hunger, Vulnerability</b>	Number of people lifted out of extreme poverty	0 (2010/11)	1.5 million lifted out of extreme poverty by 2015 (56% women and girls)
<b>Climate change<sup>1</sup></b>	Number of people with access to early warning systems for floods and cyclones	0 (2010/11)	15 million people by 2015
<b>MDGs: Water and sanitation</b>	Numbers of poor people with access to clean drinking water and adequate sanitation.	0 (2010/11)	1.3 million more, for water. 2.8 million more, for sanitation. (49% women and girls)

<sup>1</sup> DFID climate change programming is subject to the strategy and allocations of the UK's cross-Government International Climate Fund (ICF)



## 3) Results (continued)

### Evidence Supporting Results

The availability of high-quality evidence in Bangladesh is good compared to many Least Developed Countries. Government data collection and analysis are improving, and there are a range of surveys and studies providing good evidence on what works. DFID has funded a wide range of research and evaluation in current and past programmes which will help inform the design and delivery of new programmes based on tried and tested approaches. Our strong record in Bangladesh, allied with a renewed focus on exacting evidence-building research, makes us well placed to fund a range of innovative programmes backed by substantial indirect evidence. Where evidence is weaker, we will improve it through enhanced evaluation and data gathering. Our overall theory of change is underpinned by the state-building framework: the evidence is clear that strong relations between state and broader society are critical to building the effective, legitimate and resilient state we want Bangladesh to become.

**Governance and security** – our core programmes are strongly based on existing evidence: that NGO-provided community legal services are the most effective mechanism for the poor to access justice<sup>1</sup>; that organising people to increase political participation delivers economic benefits and reduces corruption<sup>2</sup>; and that strengthening public financial management requires both short-term technical fixes and long-term institutional transformation<sup>3</sup>. We will improve the evidence where it is not as extensive, for example on working with political parties.

**Wealth creation** - there is strong evidence that economic growth and employment is driven by private investment and greater competitiveness<sup>4</sup>. Evidence from existing programmes demonstrates that our chosen interventions are likely to drive improvements in these areas. There is also extensive evidence that strong and inclusive financial sectors enable businesses to grow, and empower the poor (especially women) with tools to manage their finances<sup>5</sup>.

**MDGs: education, health and water & sanitation** - in health, the planned focus on maternal mortality is backed by evidence from Bangladesh that providing vouchers to poor pregnant women – combined with incentives for doctors and nurses - increases the number of births delivered by skilled personnel<sup>6</sup>; and by international evidence that institutional reform of government health systems is essential to deliver services to scale. In education, the evidence base is a robust mix of global and local lessons and success stories: in particular, improved education quality is critical to Bangladesh<sup>7</sup>. The evidence is weaker on how institutional reform should best be pursued; we will therefore experiment and evaluate a range of options in this area.

**MDGs: poverty, hunger and vulnerability; and climate change** - our approach is backed by a wealth of evidence from existing programmes. Innovations in Bangladesh over the last decade have refined the asset and cash transfer model we use<sup>8</sup>. International evidence on the impact of our direct nutrition interventions and climate change work is also strong: Bangladesh has pioneered important innovations in both areas, including natural disaster early warning systems. We will strengthen evidence around how the poor can most effectively be linked to broader markets and economic opportunities.

### Value for Money (VfM) Rationale

Given the scale of poverty in Bangladesh, and also the strength of our ability to achieve results, value for money is likely to be particularly high for DFID's work in-country. This is underlined by a range of existing Return-on-Investment studies. Our comparative advantages are in strong advisory inputs to sector dialogue at the national level, together with funding innovative programmes which can both reach poor people directly and influence this broader debate. Results identified in this plan have been prioritised as follows:

- on the basis of the huge numbers of poor people in Bangladesh, and the cost-effective way that services can be delivered;
- using a balance of ability to work with and influence large government systems, and the potential for DFID to fund smaller, innovative interventions;
- working with a range of partners where appropriate: to leverage funds; share the benefits of diverse expertise; and drive innovation;
- integrating our work across programmes (for example, water and sanitation approaches will be integrated in programmes targeting the extreme poor); and
- noting evidence that relatively small investments (e.g. in early warning systems for natural disasters) can bring huge savings in lives and property saved.



## 4) Delivery and Resources

### Introduction

- The UK's development programme in Bangladesh will have significantly increased ambition in terms of desired results by 2015. We will deploy our resources to achieve transformational change through strategically targeted programmes. We will apply greater leverage to influence government, steer donor actions, and offer technical expertise in sector specific strategies. We will maximise our impact in key policy areas, using both DFID's global reputation and our high calibre technical staff.

### Key partnerships and the UK's influence

- We have a strong track record of delivering flexibly and effectively in partnership with others. We will continue to work closely with government, multilateral agencies, other bilateral donors, and civil society organisations.
- We will work closely with the Foreign and Commonwealth Office and other UK departments to harness their skills for development objectives, for example in sensitive policy negotiations; and to ensure the development programme properly supports the UK's wider objectives.
- Budget support is not at present a viable mechanism for UK aid given concerns about fiduciary risks. We are supporting, with others, a programme to strengthen public financial management, including through a Public Expenditure and Financial Analysis. In the education and health sectors, we plan to channel funds to government through multi-donor mechanisms which reimburse government expenditure. This will help strengthen the government's public financial management systems, deliver increased quality and volume of public services, and provide fiduciary assurances.

### Aid effectiveness in Bangladesh

- We will continue to invest UK efforts to support implementation of the Bangladesh Joint Cooperation Strategy and Action Plan, which sets out a mutual commitment by Government and Development Partners to improve aid effectiveness. We will also develop a Policy Influencing Strategy and work across the development community to coordinate messaging and harmonise programming.

### Programme delivery mechanisms

- We are scaling up activity in wealth creation, health, education, water and sanitation, poverty, hunger and vulnerability, climate change (including disaster preparedness), and governance and security. Our 2011-2015 portfolio will build on tried and tested approaches and modalities, whilst allowing scope for innovation and learning within evolving programmes.
- We will maintain a diverse spread of delivery mechanisms to mitigate against political, operational and fiduciary risk. This mix also reflects our strategic approach of balancing direct support to poor people in the short term with building state capacity and stimulating economic growth over the medium to long term. We will use four types of mechanism: direct contracting by DFID; channelling funds through multilateral agencies; multi-donor government led mechanisms; and delivery through civil society organisations. Decisions will be based on our experience and the comparative advantage of implementing partners.
- We will continue to try new approaches and manage risks intelligently. For example, we are embarking (with AusAid) on a new strategic partnership agreement with BRAC to support its development programmes as a whole, rather than discrete operations.
- Working through third parties presents challenges, for example on attribution of results to DFID spend and technical input. We will assess carefully the options and trade-offs both for new programmes and in reviewing the existing portfolio, to maximise impact and value for money.
- We will embed the focus on results, use of evidence of impact and value for money in all direct contracts and agreements with third parties. Implementing partners must take responsibility for demonstrating that UK tax payers' money has been effectively used to achieve real change for Bangladesh.



## 4) Delivery and Resources (continued)

### Planned Programme Spend

Pillar/Strategic priority	2010/11		Spending Review Period								TOTAL SR Period	
	Resource £'000	Capital £'000	2011/12		2012/13		2013/14		2014/15		Resource £'000	Capital £'000
Wealth Creation	50,005	5,526	51,265	5,689	59,993	1,301	14,287	750	30,131	1,200	155,676	8,940
Climate Change	11,126	256	2,324	6,435	3,815	4,903	2,613	25,000	14,012	26,230	22,764	62,568
Governance and Security	23,250	2,427	24,963	2,160	24,964	2,134	35,751	1,302	27,366	209	113,044	5,805
Education	20,926	5,595	39,903	4,200	38,510	3,248	27,921	3,100	31,634	3,082	137,968	13,630
Reproductive, Maternal and Newborn Health	11,112	2,553	38,356	2,430	27,885	1,484	26,735	500	37,809	500	130,785	4,914
Water and Sanitation	4,879	1,722	10,544	2,948	12,988	5,011	0	0	0	0	23,532	7,959
Poverty, Hunger and Vulnerability	18,061	212	9,997	1,052	4,610	3,905	92,566	4,614	83,987	1,955	191,160	11,526
Humanitarian	3,469	0	536	0	1,200	0	3,018	0	7,027	0	11,781	0
<b>TOTAL</b>	<b>142,828</b>	<b>18,291</b>	<b>177,888</b>	<b>24,914</b>	<b>173,965</b>	<b>21,986</b>	<b>202,891</b>	<b>35,266</b>	<b>231,966</b>	<b>33,176</b>	<b>786,710</b>	<b>115,342</b>

#### Notes:

1. Spend under the BRAC Strategic Partnership will also contribute to outcomes in health, education, governance and wealth creation, but is included for convenience under Poverty, Hunger and Vulnerability.
2. Water and sanitation outcomes will be achieved in part through programmes directed at extreme poverty and included under Poverty, Vulnerability and Hunger.
3. Support for "skills development" is included under Wealth Creation but will also contribute to education outcomes.
4. Nutrition interventions will be channelled through extreme poverty programmes (under PVH), the BRAC partnership, and support for the health sector.
5. Allocation for 2012/13 resource budget reduced from £184m to £171.226m in April 2012
6. Allocation for 2013/14 programme resource reduced from £290m to £280m in February 2013.
7. Allocation for 2014/15 programme resource reduced from £300m to £195m in February 2013.





## 4) Delivery and Resources (continued)

### Planned Operating Costs

(Figures based on assumption of 5% inflation and frozen HCS staff unit costs)

	2010/11	2011/12	2012/13	2013/14	2014/15	Total
	£'000	£'000	£'000	£'000	£'000	£'000
Frontline staff costs - Pay	1,636	2,036	2,297	2,733	3,052	10,118
Frontline staff costs - Non Pay	681	708	722	597	649	2,676
Administrative Costs - Pay	450	411	426	354	337	1,528
Administrative Costs - Non Pay	777	398	531	406	402	1,737
<b>Total</b>	<b>3,544</b>	<b>3,553</b>	<b>3,976</b>	<b>4,090</b>	<b>4,440</b>	<b>16,059</b>



## 4) Delivery and Resources (continued)

### Planned Efficiency savings

Category	Details	Residual cost in the SR period £'000
Strategic Reprioritisation	Graduate from large-scale infrastructure projects.	182
Further examples of Programme efficiency	Strategic partnership with BRAC, instead of stand alone projects	

Administrative Cost Savings Initiative	2011/12		2012/13		2013/14		2014/15	
	PAY £'000	Pay £'000	PAY £'000	Non Pay £'000	PAY £'000	Pay £'000	PAY £'000	Non Pay £'000
Reduction in Consultancy Payments		3		1		0		0
Reduction in Travel		0		0		0		0
Reduction in Training		0		0		0		0
Reduction in Estates & Property Costs		0		0		500		500
Reduction in costs as a result of Office Restructuring	10	0	64	10	110	10	15	0
Other Reductions								
<b>Total</b>	<b>10</b>	<b>3</b>	<b>64</b>	<b>11</b>	<b>110</b>	<b>510</b>	<b>15</b>	<b>500</b>



## 5) Delivering Value for Money (VfM)

- Challenges to ensuring value for money centre around: (i) the risks presented by high levels of corruption in Bangladesh; (ii) the diversity and capacity of delivery partners; and (iii) the difficulties in identifying value for money 'metrics' which allow us to compare between activities within Bangladesh and globally. We have developed a **Commercial Strategy and Action Plan** (produced September 2011), which drew on a Commercial Capability Review completed in December 2010. Key objectives are:

### Strengthening our own commercial awareness and core skills

- **All new programmes will be assessed** in terms of the value for money they offer. This will include looking at unit costs and international comparisons in order to validate and compare alternative delivery modalities, and inform programme decisions.
- We will **engage with Procurement Group early** in the programme design stage to (i) minimise the time taken to get programmes running, and (ii) fully incorporate commercial considerations into the design process. We will encourage supplier innovation by avoiding over-prescription in bidding documents, and consider early on the ability of the local market to supply cost-effective solutions. Continuing the Crown Agents core country agreement, and broadening the remit beyond project procurement, will help ensure best practice in commercial transactions, value for money in procurement, and reduce fiduciary risk.
- We will **improve our knowledge and information management**, further developing our systems effectively to handle partnerships, including delivery track records, unit costs and running costs, and contractual norms around payment on results. We will build a better knowledge sharing system, sharing information with Procurement Group, other country offices and other partners, to drive down wastage and improve value for money.
- We will **establish greater clarity on roles and responsibilities in the office** in relation to the commercial aspects of our business. To ensure this, and to drive down costs across the portfolio, we appointed a Commercial Adviser in 2011. We will also promote greater staff awareness, build knowledge and skills, and incorporate new practices into staff development plans including a focus on technical procurement regulations and performance based programme management.
- We have already **achieved significant efficiency savings**, for example reducing our admin-funded consultancy from £380k in 2008/09 to £70k in 2010/11, and by doing project reviews largely in-house or with colleagues from other offices. We will focus on using in-house and/or regional training capacity. We will host training and recruitment activities where possible.
- Our **transactional procurement is generally good** but will evolve over the Operational Plan period to be joined up with other parts of **UK Government** to drive greater efficiency. This will include developing more shared services, including travel agents, banking, office supplies and maintenance, transport fleet use, and estates management. We will continue to seek local solutions with the FCO on shared cost structures to guarantee value for money. Co-location on the main British High Commission compound in 2013 is anticipated to generate significant savings on rental, security, maintenance and transport costs.

### Strengthening capacity of delivery partners

- **We will drive forward improved supplier/ partner performance** by (i) strengthening our knowledge and practices so as to be more astute in contract management (including knowledge of the local market); and (ii) increasing staff understanding of costs to ensure more consistent charging structures. This will allow us to be more prescriptive on financial aspects of delivery.
- We will **scrutinise more closely 3rd party procurement practices** to ensure they are robust on value for money issues. This scrutiny will inform decisions about alternative delivery mechanisms. Where we work with government and multilaterals (e.g. the World Bank) **we will assess the value for money provided by the national or international procurement regulations** and ensure additional oversight is provided where required.
- **Project Cycle** – we will set baselines for unit costs where possible, and monitor and evaluate throughout the lifetime of the programme to drive down costs.



## 6) Monitoring and Evaluation

### Monitoring

**How** - We will build on our existing monitoring and evaluation (M & E) activities, which have received acclaim from peer reviewers, to embed best practice across the portfolio and ensure that monitoring takes place at all levels (inputs, outputs, outcome and impact). All projects and programmes will allow sufficient budget and expertise for monitoring. As a guide, we will allocate 5% of new programme budgets to this. The design and inception phases of all programmes will include appropriate monitoring systems, baselines, and plan the impact assessment approaches to be used. Monitoring against logical frameworks for individual programmes will feed in to our portfolio wide Results Framework.

**Who** – Primary responsibility rests with programme partners. Some are already leading the way globally e.g. the BRAC Challenging the Frontiers of Poverty Reduction programme is using a Randomised Control Trial for impact assessment with support from LSE and Oxford University. DFID lead advisers and project managers will ensure adequate attention is given to M&E. We appointed a Results and Evaluation Adviser in 2011 to direct our programme monitoring work, build staff skills within the office and strengthen the capacity of implementing partners where it is needed. We will ensure higher quality, rigour and consistency of reviews, while driving down costs, by ensuring at least 25% involve peer reviewers from other parts of DFID and HMG.

**When** – Monitoring at the project and programme level by implementing partners will be continuous, with 6 monthly or quarterly reporting. We currently undertake up to 25 annual reviews a year. We will align those for multi-donor programmes with the relevant programme calendar, to avoid duplication of effort. Reviews will track progress, and refine monitoring frameworks where needed, to ensure consistency in results tracking over time. We will review the Results Framework every month.

**What** – The Results Adviser will peer review all M&E plans and logical frameworks to drive continuous improvement, and encourage portfolio wide indicators to allow aggregation of impact. We will also ensure monitoring systems provide data to track value for money – economy, efficiency and effectiveness. The Results Adviser will also ensure that recommendations and lessons from programme reviews are systematically captured and taken forward. The communications team will be closely involved in results tracking, to ensure lessons from DFID programmes are shared and disseminated widely within Bangladesh and globally.

### Evaluation

DFID Bangladesh has developed an evaluation strategy and work plan which puts evaluation at the heart of its portfolio development, by: (i) Strengthening programme design to ensure high quality and appropriate monitoring and evaluation is built in and well planned; (ii) Establishing clear criteria to determine which programmes should be evaluated; (iii) Developing systems to embed evaluation across the office; (iv) Building evaluation capacity within the office and with partners and (v) Sharing lessons learnt with key partners. The overall objective of this strategy is to improve the impact of the country office programme by ensuring our investments, decisions and theory of change are based on the best possible evidence.

Evaluation is embedded within projects and programmes, ensuring it is built in from the start to allow impact evaluation, with adequate budget. Evaluations are independently led and we are committed to publishing and widely disseminating the results. We anticipate up to 5 evaluations on-going at any one time. Provision has also been made for strategic cross cutting evaluations and critically important 'ex post' evaluations to be done up to 2 years after programme completion. We estimate that we will evaluate at least 30% of the programmed budget during the period to March 2015.

### Building capacity of partners

- We are committed to building the capacity of partners, particularly government, to carry out effective monitoring and evaluation. M&E capacity is integrated into all operations. Some programmes have a specific focus on M&E, for example the Strengthening Public Expenditure Management Programme. We are supporting PKSF, the national apex body for micro finance, to strengthen its monitoring and supervisory capacity.
- The Bangladesh Bureau of Statistics has a critical role in national monitoring and evaluation, but is already supported by others (World Bank and UNICEF). We are building closer links with the bureau and will consider the need for additional support for the organisation (not necessarily from DFID) in the context of the Joint Development Results process which is a product of joint Government/development partner collaboration.
- We will continue support evaluation work by major non-governmental organisations (NGOs), for example through our planned strategic partnership with BRAC and our on-going support for Transparency International Bangladesh.



## 7) Transparency

Transparency is one of the top priorities for the UK Government. We will ensure that we continue to meet our commitments under the UK Aid Transparency Guarantee including to publish detailed information about DFID projects and all spend over £500. We will continue to ensure that information is accessible, comparable, accurate, timely and in a common standard with other donors and that we provide opportunities for those directly affected by our projects to provide feedback.

### Overview

- The UK Aid Transparency Guarantee sets the framework for our approach to transparency. We will share information on our own programmes with all key stakeholders and beneficiaries, and support our partner organisations to do the same.
- **Publication:** we will use peer reviews systematically to quality assure all information that will be published. We will publish documents in plain English and summaries of key documents in Bangla, including at [www.gov.uk/dfid](http://www.gov.uk/dfid) and <https://www.gov.uk/government/world/bangladesh>. We will ensure our delivery partners adhere to the same standards of transparency in publishing information. Information will be incorporated into our HMG wide communications strategy, using pre-identified channels of communication for target audiences.
- We will be **proactive in our communications** with the government, development partners, multilateral and civil society partners to explain and promote the UK Aid Transparency Guarantee. This will be a role for all staff, particularly senior management and advisers, and sufficient staff time will be dedicated to achieve this objective. Ministers and senior officials will promote these messages at the highest level.
- **We will support the Government of Bangladesh to fulfil its commitments to transparency.** Bangladesh endorsed the International Aid Transparency Initiative (IATI) in December 2010. We will help implement and promote the initiative by supporting:
  - a new Aid Information Management System, which will help development partners provide information on aid plans and disbursements in a common format and help Government to collate, analyse and share that data;
  - public financial management reforms that facilitate transparency on budgetary information across government;
  - strengthening parliamentary scrutiny;
  - Transparency International Bangladesh and other civil society actors to facilitate dialogue between government and citizens on transparency and accountability in service delivering (including health, education, legal services);
  - an e-registry of all the international treaties, laws and regulations affecting businesses in Bangladesh, for example so that businesses know how much they should be paying to register.
- **We will promote government-citizen accountability.** There are good examples where people affected by poverty in Bangladesh can receive information about their entitlements to services and resources, often through billboards in public places. These include information about UK-supported public services (health, education, welfare entitlements) and non-governmental support including livelihoods interventions, or humanitarian response. We will ensure this approach is applied more systematically and consistently, within UK-supported programmes in particular.
- We will **align this work with broader approaches to empowerment**, whereby citizens are not only informed of their rights, but able actively to claim and access those rights. We will advocate the use of new technologies including smart cards as tools to ensure citizens have knowledge of and access to key entitlements.



## 8) Human Rights Assessment

The UK recognises that the realisation of all human rights underpins sustainable development. Through its development programmes, the UK aims to support civil society and governments to build open economies and open societies in which citizens have freedom, dignity, choice and control over their lives, and institutions are accountable, inclusive and responsive.

### Human rights context

- Economic and social rights: Bangladesh is ranked 146<sup>th</sup> of 187 countries in the 2012 UNDP Human Development Index. It has made good progress on the MDGs but remains off-track on indicators for nutrition, water and sanitation. The right to an adequate standard of living is supported by a fall in the national headcount poverty ratio from 59% of the population in 1991 to 32% in 2010. Significant progress has been made on rights to health and education: child mortality fell by half between 1998 and 2011 and primary school enrolment has reached 98%. Challenges remain in relation to the quality of healthcare and education. Bangladesh Demographic and Health Survey (2011) found the rate of contraceptive use remains stagnant at around 58% since 2004.
- Non-discrimination: Ranked 111 of 148 countries in the 2012 UNDP Gender Inequality Index. Maternal mortality declined from 330 to 194 per 100,000 live births between 2005 and 2010. However, levels of violence against women and girls are very high: local rights group Odhikar noted an increase in dowry-related violence against women in 2011. The Acid Survivors Foundation (ASF) recorded 84 acid attacks during 2011; they affected 111 victims, most of them women.
- Civil and political rights: Freedom House rated the status of freedom in Bangladesh as “partly free” in 2013, “freedoms of assembly and association are generally respected in practice.” Protection of basic rights and respect for the rule of law are widely acknowledged as inadequate. Human Rights Watch report (2013) found a decline in overall numbers of civilians killed by security forces in 2012 but impunity of law enforcement forces continues to be a serious problem. The International Crimes Tribunal, a court established to try those accused of war crimes in the 1971 War, delivered its first judgement in January 2013. Political violence often impacts on innocent bystanders, and a long-standing culture of selective impunity favours the politically powerful, whichever party is in power.
- The Universal Periodic Review reported in February 2009. Bangladesh accepted most of the recommendations but declined others, including to abolish the death penalty. Bangladesh’s 2<sup>nd</sup> UPR examination is on 29 April 2013.

### Direction of travel

- Economic and social rights are on a positive trend despite weak governance and confrontational politics. Economic growth must increase from 5-6% to 7-8% per annum if Bangladesh is to reach Middle Income Country status by 2021. Inequalities persist and result in uneven progress across rural-urban, regional and social lines. Despite some progress, improvements in women and girls’ human rights continue to lag. Climate change effects could reverse progress in tackling extreme poverty, including through dislocating over 35 million people across 20 coastal districts by 2050. Civil and political rights are unlikely to improve significantly in the short-term. The cyclical pattern of pre-election violence means Bangladesh faces the prospect of worsening political violence in the lead-up to the next elections, in the absence of a more conciliatory approach between the main political parties. Local media reports increased incidents of attack on ethnic and religious minorities and their properties.

### UK approach and focus

- We will strongly support positive trends on social and economic rights and improve access to basic services through our development programme in partnership with the Government of Bangladesh, NGOs and multilateral organisations.
- We will help build accountability institutions, building greater confidence amongst citizens to express opinions, strengthening organisations such as police, justice institutions, parliament and the auditor general, and supporting peaceful and credible elections through diplomatic activity and development programmes.
- We will increase support to civil society organisations to help marginalised communities demand basic services, land rights, fair wages and accessible education for ethnic minority groups, and empowerment of women and girls.



## ANNEX A: Revisions to Operational Plan 2012/13

1. Context (section 1). The introduction has been updated with more recent export figures and data from the 2013 Doing Business Report and 2012/13 Global Competitiveness Report. Bangladesh slipped down the 2013 Ease of Doing Business rankings from 122 to 129 and the 2012/13 Global Competitive Index from 108 to 118.
2. Context (section 1). The politics and economy section has been updated to reflected increased political violence and instability since February 2013.
3. Results (section 3). The baseline for access to community-led legal services has been updated (15%).
4. Results (section 3). The target is revised down to 500,000 reflecting (i) a decrease in the UN estimate of the population of Bangladesh; (ii) an increase in the duration of midwifery training and; (iii) a change in the design of the new urban health project from a more targeted support for maternal health to one which supports a range of interventions including policy support for issues of sustainability.
5. Delivery and Resources (section 5). Information on programme spend and operating costs has been updated.
6. Delivery and Resources (section 5). The section on aid effectiveness has been updated to reflect work to develop a Policy Influencing Strategy.
7. Monitoring and Evaluation (section 7). The section on evaluation has been updated to reflect the completion of the Evaluation Strategy and work plan, which puts evaluation at the heart of DFID Bangladesh's work.
8. Transparency (section 8). The slide provides links to the new Government websites: [www.gov.uk/dfid](http://www.gov.uk/dfid) and <https://www.gov.uk/government/world/bangladesh>.
9. Human Rights Assessment (section 11). A corporate requirement was introduced for all country Operational Plans to include a human rights assessment. The slide outlines the UK's approach and draws on a range of indicators to summarise the human rights context and direction of travel.



## Annex B: Results Progress

### Progress towards headline results\*

Pillar/ Strategic Priority	Indicator	Baseline (include year)	Progress towards results (include year)	Expected Results (include year)
<b>Governance and security</b>	Number of registered tax payers	3 million 2010	<b>480,000 additional registered tax payers (2012/13).</b>	Assist the government to increase the number of registered tax payers by 1 million by 2015
	Access to community-led legal services increased	15% (2013)	<b>A project that will increase access to community legal services by 15% points by 2015 has begun.</b>	Access to community-led legal services increases by 15% points by 2015
<b>Wealth creation</b>	Increased income for selected groups	0 (varies by project)	<b>Net accumulated increase of \$127.5 million in income for 1.4 million farmers/small businesses. (2012/13).</b>	\$140m increase in income for 1.15m farmers/businesses by 2013
<b>MDGs: Education</b>	Primary school completion	0 (2010/11)	<b>170,000 children supported to complete primary education, of which 90,000 are girls (2011/12).</b>	500,000 boys and girls supported to complete primary education by 2015 (58% girls)
<b>MDGs: Health</b>	Number of births attended by skilled personnel	0 (2010/11)	<b>205,000 births attended by skilled personnel (2012/13).</b>	500,000 births will be assisted by 2015
<b>MDGs: Poverty, Hunger, Vulnerability</b>	Number of people lifted out of extreme poverty	0 (2010/11)	<b>710,000 people lifted out of extreme poverty of which 390,000 were women and girls (2012/13).</b>	1.5 million lifted out of extreme poverty by 2015 (56% women and girls)
<b>Climate change</b>	Number of people with access to early warning systems	0 (2010/11)	<b>Target met. 24.35 million people with access to interactive voice response system for warning and disaster information (2012/13).</b>	15 million people by 2015
<b>MDGs: Water and sanitation</b>	Numbers of poor people with access to clean drinking water and adequate sanitation.	0 (2010/11)	<b>880,000 people for water of which 430,000 women and girls (2012/13).</b>	1.3 million more, for water. (49% women and girls)
			<b>2.4 million people for sanitation of which 1.2 million women and girls (2012/13).</b>	2.8 million more, for sanitation. (49% women and girls)

\* These results may not directly aggregate with other country results due to different measurement methodologies