



Country Evaluation

Cooperation Strategy Bangladesh 2008 – 2012

Corporate Controlling Section





Country Evaluation

Cooperation Strategy Bangladesh 2008 – 2012

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Bern, November 2012

Evaluation Process

Evaluations commissioned by the Swiss Agency for Development and Cooperation (SDC) Senior Management were introduced in SDC in 2002 with the aim of providing a more critical and independent assessment of SDC activities. These Evaluations are conducted according to the OECD DAC Evaluation Standards and are part of SDC's concept for implementing **Article 170 of the Swiss Constitution** which requires Swiss Federal Offices to analyse the effectiveness of their activities. Joint SDC/SECO programs are evaluated jointly.

SDC's Senior Management (consisting of the Director General and the heads of SDC's departments) approves the Evaluation Program. The Corporate Controlling Section, which is outside of line management and **directly reporting to the Director General**, commissions the evaluations, taking care to recruit evaluators with a critical distance from SDC.

Country strategy evaluations

The Corporate Controlling Section of the SDC has evaluated a range of Cooperation Strategies in the past. In view of the decentralization of program steering responsibilities to Swiss cooperation offices, a new **“peer” concept of country programme evaluation is currently being piloted**. These evaluations are realized by a team consisting of an external consultant as well as SDC internal peer persons.

The goal of the country strategy evaluations is to **enhance the coherence of Swiss development cooperation in regard to national development priorities**.

The main purposes of such evaluations are: **learning** (evaluation concept based on peer exchange represents an added value for learning), **steering and strategic management** (Swiss cooperation offices and operational divisions benefit from their contribution especially to the definition of a new cooperation strategy), **accountability** (results of these evaluations are synthesized to report on the Federal Council Dispatch on international development cooperation).

The evaluation results are based on the **analysis of existing documents and are augmented by a field visit** which includes peer exchanges and semi-structured interviews along the four **Evaluation Areas**: EA1 Context analysis, EA2 Relevance and appropriateness of projects/programmes with regard to the current strategy, EA 3 Implementation of the strategy and its portfolio and EA 4 Results achieved in relation to the results at country level. The **Final Evaluators' Report is published together with the management response** of the head of the responsible operational unit.

Timetable

Step	When
Approach Paper of the evaluation	October 2011
Desk study and inception report	November 2011 – January 2012
Peer review on-site and final report	February 2012
Final evaluation report	May 2012
Management Response in SDC	October 2012

I Long Evaluation Abstract

Donor	SDC – Swiss Agency for Development and Cooperation
Report title	Country Evaluation. Cooperation Strategy Bangladesh 2008 – 2012
Geographic area	Bangladesh
Sector	Country programme
Language	English
Date	November 2012
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Subject Description

In correspondence to SDC's new concept (SDC 2012a) and content and question guide (SDC 2012b), this country evaluation aims to assess the Swiss contribution of the Cooperation Strategy (CS) 2008-2012 to the national development results of Bangladesh as well as the strategic and operational steering mechanism of the Swiss Cooperation Office (SCO), and to identify good practices and innovative approaches.

The programme under review consists of the two domains "Employment and Income" (E&I) and "Local Governance" (LGov). The evaluation also covers the special theme "Disaster Risk Reduction (DRR) and Humanitarian Aid" and the transversal theme "Gender". Due to the Federal Dispatch to increase the Confederation's Official Development Assistance (ODA) budget (0.5% ODA Bill) in 2010, additional funds were made available for development interventions in water/sanitation and climate change. The total CS budget for Bangladesh from 2008-12 amounts to around 120 million Swiss Francs.

Evaluation Methodology

Fact-finding, analysis and reporting are guided by the above-mentioned guidelines that define key questions and methods for the four Evaluations Areas (EA): EA1 Context analysis, EA2 Relevance and appropriateness of projects with regard to CS, EA3 Implementation of the CS, and their portfolio, and EA4 Results of the CS in relation to the results at country level.

The Inception Report, which summarises the findings of an extensive document review of key documents such as the annual reports and evaluation reports, was a basis for the field mission in Dhaka, held from 12-20 February 2012, and carried out by a team of one independent consultant and three peers from SDC. It consisted of interviews and two one-day workshops with SCO staff, representatives of national partners and other donor agencies.

Major Findings and Conclusions

The cooperation programme is coherent with Bangladesh's development priorities, the latest national policy reforms, and Switzerland's policies and aid strategies. SCO proactively responds to emerging changes in the context and demonstrates high awareness for continuous context analysis to adapt and steer the CS. Because of Bangladesh's political and security risks it would be appropriate to develop and periodically review development scenarios (EA1).

The split of funds between the two main domains E&I and LGov is adequate and the size of projects has increased as required by SDC. Both domains show a high level of coherence between the project outcomes and the domain objectives. However, the potential synergies between and within the domains could be improved. SCO recognises the strategic importance of the complementary use of different aid modalities at different levels (micro, meso and macro): the execution mandates for developing approaches at local level, the contributions to local NGOs for validating the developed approaches and the co-financial arrangements of multi-donor projects for up-scaling. As (at SDC level) the different aid modalities are not well defined, it is impossible to make a clear breakdown of the modalities, their monitoring and strategic planning nor of their evolution over time. Making good use of SDC's expertise and developed innovative approaches associated with a relevant policy dialogue reinforces leverage despite a limited budget compared to other donors. DRR mainstreaming is integrated in E&I and LGov domains where relevant. Projects in the climate change sector are non-core interventions and need special attention in order to assess their contributions to the objectives of the CS (EA2).

SCO is well positioned in the domains. SDC's outcome orientation is appreciated by the national implementing agencies. Gender mainstreaming management in the programme could be mentioned as a model and builds a good basis for the upcoming CS 2013-2016. Although in general the SCO has suitably absorbed the important budget increase for the CS (55%), the evaluation team identifies several challenges. The quality of reviews and evaluation is uneven. They need to be improved regarding design, implementation and reporting. Although the relationship between the SCO and Swiss implementing agencies is very good, the bidding process has changed former partners to customer and contractor. Staffing is critical. The number of national staff is small and it seems SCO BD is not a desirable duty station (EA3).

As the CS has neither a results framework nor a well-defined CS monitoring system, it was difficult to get a valid and reliable picture of the results achievement at CS and domain levels and the contribution made to country development results. However, after two one-day workshops with the relevant project partners and SCO staff, the resulting overall assessment of the results and the identification of key success and hindering factors provided a good basis for defining the results framework for the new CS 2013-2016 (EA4).

Recommendations and Lessons Learned

Recommendations to SCO-Bangladesh

- Whenever possible and appropriate, synergies in view of the result framework between and within the domains E&I and LGov should be fostered. The sub-domains Market Development and Skills Development should be kept in the same domain (E&I) following the logic of SDC's E&I Mid-term orientation (2009-2012).
- Conduct political economy analysis and develop and review periodically risk development scenarios (EA1).
- The projects implemented in the climate change sector should be assessed by external evaluation to estimate their contribution to the CS objectives (EA2).
- Build up an adequate and functional Monitoring and Evaluation system at CS level with a appropriate mix of diverse instruments (key indicators, project monitoring, evaluations and reviews, impact studies for innovative interventions) (EA3).
- The new CS 2013-2016 should build on achievements in terms of SCO's role as a niche player in emerging topics within domains and themes for which SCO is well positioned.
- Sustainability issues should be addressed not only in planning, but also during the whole PCM Cycle and by means of ex-post evaluations (EA4).

Recommendations and lessons learned at institutional level of SDC

- Define a consistent categorisation system of aid modalities (type of support, main form of cooperation) in CS/MTP. Conduct case studies on the different aid modalities regarding flow of funds to beneficiaries and analysis of overhead costs (EA2).
- Unpredictable budget increases, time constraints and limited human resources can unintentionally influence the mix of modalities and the expected high quality of “Swiss” interventions. Tendering processes may lead to favouring budget contribution supports instead of execution by mandates. Scaling up successful innovations might therefore in some cases be more beneficial than the constant search for new innovations (EA2).
- Guarantee a balanced involvement of Swiss implementing agencies so that they have the critical number of projects and financial volumes needed to be well positioned in SDC's priority themes and puts them in the position to invest in innovation and up-to-date practices. At the same time this may offer job opportunities for young Swiss professionals (EA3).
- Human resources management is critical to SCOs for handling new themes (e.g. climate change) and increasing budgets. Capacity development of SCO staff should remain a priority in the human resource policy (EA3).
- To enhance the assessment of results achievements and to promote institutional learning, SDC/SCOs small action credit lines should also be considered as a strategic instrument for conducting baseline studies, quality monitoring systems, impact assessment and/or ex-post evaluation. This would contribute to strengthening evidence-based decision-making and the appraisal of sustainability aspects (EA4).

II Management Response

Management Response to the Country Evaluation Cooperation Strategy Bangladesh 2008-2012

By Regional Cooperation: South Asia Division
Regional Cooperation: Quality Assurance
Humanitarian Aid Department: Asia and America Division
SDC Dhaka Office

General

We wish to thank the Evaluation Team for a thorough analysis of the Cooperation Strategy Bangladesh 2008-2012, and their valuable input and recommendations for the forthcoming Strategy 2013-2017. We generally agree with the findings, and provide our detailed observations in the table below.

Overall, the issues raised in the recommendations will be addressed in the Cooperation Strategy Bangladesh 2013-2017.

This evaluation was the first one done with a new concept of CS Evaluations developed by SDC head office. Due to its pilot character, the evaluation of the CS Bangladesh will also provide elements needed to adjust and further develop the 'CS evaluation concept and processes'. These elements will be discussed separately and are not tackled in the present Management Response.

Evaluation Abstract

The statement that the CS has no "well-defined monitoring system" is factually wrong and contradicts the much more balanced description of the monitoring system in chapter 2, point 3.3 (pg. 26-27). In the forthcoming CS, the Monitoring System will be based on the integrated Results Framework.

For the statement regarding the involvement of Swiss Implementing Agencies, we refer to the respective point in the table below.

Note:

The management response reflects the position of SDC's South Asia Division unless otherwise indicated by:

SCO: Swiss Cooperation Office Dhaka

QA – Quality Assurance & Aid Effectiveness Section of SDC

HA – Humanitarian Aid Department of SDC

Evaluation Area 1: Context analysis

Purpose: Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch (FCD).

General response regarding evaluation area 1:

The Cooperation Office in Dhaka (SCO) agrees in principle with the findings and conclusions of Evaluation Area 1.

Recommendations to SCO – Bangladesh:	Management Response
As SCO is well positioned, the two present thematic domains (E&I, LGov) should remain the base for consolidating and further developing the portfolio. The domain E&I should keep its poverty focus at the individual and community levels, While the governance domain should increasingly and complementarily address issues at the national level.	This is foreseen in the new CS
Even though the two E&I sub-domains Market Development and SD are following partly different implementation logic, they should be kept in the same domain (E&I) following the impact logic of SDC's E&I Mid-term orientation (2009-2012) (SDC 2009b, p. 2/11).	The new CS will address the 2 fields of intervention as distinct domains. The main rationale for this decision is the expected increase in monitoring and reporting quality
Conduct selective research such as Political Economy Analysis, especially in the area of governance at the local and the national level. It should include aspects like social and economic inequality, property rights, power relations, regional disparities, system of exchange and markets, the state apparatus, the political parties, institutions and powers (see PED Network: Political Economy and Development). It is recommended that such research is conducted at the early stage of the new CS formulation process. Whenever possible the study should be conducted with other donors and in partnership with national partner organisation.	Good recommendation, we will be addressing this in the new CS

Develop different scenarios (at domain and CS levels) taking into account Bangladesh's major risks and conduct periodic scenario reviews accordingly.	This is foreseen in the new CS
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Evaluation Area 2: Relevance and appropriateness of projects with regard to CS

Purpose: Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives.

General response regarding Evaluation Area 2: The SCO agrees in principle with the conclusions and many of the recommendations directed to SCO. Some observations concerning skills development suggest that the review team has not fully appreciated the history and rationale of the shift from non-formal education to skills development.

Recommendations to SCO – Bangladesh:	Management Response
The future CS needs to be clear about the integration of the DRR programme into the new CS in accordance with the propositions made in the MTR of the DRR programme (SCO-BD 2011): a) DRR as a transversal theme (DRR mainstreaming), b) DRR / climate change as a new domain, c) DRR as part of a new transversal theme “climate change”. The role of DRR will depend as well on the availability of funds (decision of respective allocations by Humanitarian Aid, Regional Cooperation and Global Cooperation).	The new CS will be based on option a), i.e. DRR will be mainstreamed wherever sensible and feasible. Climate change adaptation will continue to be addressed as an important non-core part of the programme. <u>HA:</u> For this, the adequate human resources will be made available by HA (also to ensure a follow-up of limited humanitarian DRR activities beyond 2012).
Whenever possible and appropriate, synergies between and within the domains E&I and LGov should be fostered.	In a programme with distinct fields of intervention – with different target groups and approaches – and without consistent geographic cluster regions, the scope for substantial synergies on domain level is limited. The programme exploits synergies where possible between projects (same geographic area, same target group, same implementing partner). The new CS foresees more systematic exchange between Swiss-funded projects in the field of monitoring for results and gender mainstreaming.

<p>It seems obvious, that interventions in core domains should become more „disaster-proof” and that the resilience of communities and beneficiaries needs to be addressed in the new CS 2013-2016. A clear position on how to go about it has to be carefully analysed (e.g. mainstreaming, targeting, contributing) and take place in dialogue with the Global Programme Climate Change and the DRR focal point at the Humanitarian Aid Department.</p>	<p>Resilience issues are (and will continue to be) addressed in the realm of DRR mainstreaming mostly in the Markets for the poor portfolio and the WatSan sub-portfolio. <u>HA:</u> we are fully in line with this recommendation and expresses its readiness to offer support in terms of DRR mainstreaming expertise through its thematic network and in coordination with the CCA network.</p>
<p>Due to the non-core character of the projects implemented in the climate change sector (framework of the 0.5% bill to parliament), external evaluations should assess to what extent they are effective and efficient and how they relate to corresponding to SDC’s Global Programme Climate Change.</p>	<p><u>QA:</u> External evaluations are, by SDC’s definition, not carried out by the operational line. Hence, the recommendations should mention ‘reviews’ only.</p>
<p>The exploration of public-private partnerships and the base of the pyramid approach need continued attention, especially in the E&I domain. The “small action” credit line should not be used to pilot and test innovative interventions lasting more than a year. It means that SCO shouldn’t use this credit line, if an entry proposal cum opening credit would be more appropriate.</p>	<p>We agree with the observation re. PPDPs, but cannot really follow the argument re. “small actions” vs. entry proposal <u>QA:</u> Opening credits should not primarily be used to finance small pilots and testing, but rather for the preparation of a main credit phase.</p>
<p>Due to the strategic orientation of SCO to generate innovations, which can be upscaled in the future, it is crucial that a good pro-active knowledge management is practiced (e.g. updated information in ARs, website, facebook, specific notes).</p>	<p>We fully agree, this is already an SCO priority</p>
<p>Key approaches applied in SCO’s programme are strategic elements for upscaling initiatives. It is therefore recommended that for these strategic approaches the intervention logics are tested with more rigorous evaluation methods (e.g. with control / comparison groups). This conclusion is especially valid for the interventions in the VSD area, in which increased employability and income needs to be proved (e.g. with tracer studies).</p>	<p>We agree in principle. The recommendation will be kept in mind when developing the M+E system in parallel to the results framework under the new CS</p>

<p>In the light of the new CS 2013-2017, there is a need to better specify key terms to facilitate project management and communication with partners i) Poverty: Poor and poorest, working poorest; ii) Market: labour market, product market, export market; Skills acquisition: formal, no formal, and informal.</p>	<p>This is foreseen in the new CS</p>
<p>M4P's strategic directions should be enhanced through involved projects of the MD-sub-domain (mainly Katalyst, Samriddhi): i) integrating more poor women into the market systems; ii) facilitating systemic policy and regulatory change; iii) learning from the experience with new kinds of market actors/scale agents; iv) embedding the M4P approach in the development process in BD.</p>	<p>We agree in principle – with a caveat re. point IV), where SDC's leverage is limited</p>
<p>Recommendations to SDC - E&I network:</p>	<p>Management Response</p>
<p>Addressing gender equality as a transversal theme in M4P interventions is a high priority but remains a challenge. It is strongly recommended that this issue be addressed in the E+I network (according to Mueller 2011).</p>	<p><u>SCO</u>: we agree, this is already an SCO priority</p>
<p>Recommendations to SDC – at institutional level:</p>	<p>Management Response</p>
<p>Agree a clear characterisation system of aid modalities (type of support, main form of cooperation) in CS. Apply the system in strategic planning, monitoring and reporting of the system in CS.</p>	<p>We, for our internal monitoring, have prepared a characterisation of Aid Modalities that is very useful (and may be used as an inspiration for meaningful characterisation of SAP Characteristics):  Annex to Controlling Matrix GSA Aid Modalities - Annex F of GSA 2009-2012 <u>QA</u>: we agree with the recommendation. An update is appropriate also in the context of the SAP project and international standards (DAC, IATI).</p>
<p>Conduct case studies on strengths and weaknesses of the different aid modalities in terms of flow of funds to beneficiaries and analysis of overhead costs.</p>	<p><u>QA</u>: we suggest the following: This issue should be followed in the context of post Busan monitoring, evaluations and discussions. It can be a topic in certain thematic networks of SDC (e.g. health) and might include case studies by SDC.</p>

Evaluation Area 3: Implementation of the CS, and their portfolio

Purpose: Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results.

General response regarding evaluation area 3: SCO agrees in principle with the conclusions and most recommendations. The observation re. a changed nature of relations with Swiss implementing partners as a result of Reo 2 is not entirely clear

Recommendations to SCO – Bangladesh:	Management Response
<p>The CS programme is diversified in terms of number of projects, aid modalities and implementing agencies. In order to build an adequate and functional Monitoring and Evaluation system at CS level, it is appropriate to set up a structure which builds on the current one and is composed of diverse instruments and methods such as:</p> <ul style="list-style-type: none"> - the formulation of a selected number of key indicators at outcome and impact level per CS domain - adequate monitoring systems of individual projects (with baseline data, targets, reliable sources of information) - quality end-of-phase reports (EPR) - quality evaluations and reviews, complemented by ex-post evaluations for strategic interventions and information on sustainability - focused evaluations or thematic studies on what SCO doesn't know and not on what is already covered by monitoring. - impact study to test intervention logics for innovative approaches, using rigorous methods to separate, in quantitative terms, the effects of intervention from other influences ("counterfactual"). 	<p>We agree, this is foreseen in the new CS. Details will be clarified when developing the M+E system in parallel to the results framework under the new CS</p> <p><u>QA:</u> we agree in principle with this recommendation. Regarding impact studies: those should best be undertaken jointly (other donors) or – even better – should be country led. Beneficiary assessments are also foreseen to play an increasing role in M+E systems of SCO at project and domain level.</p>
<p>This CS Monitoring system needs to be set up for the new CS 2013-2017 by <i>the end of 2012</i>. It should also include elements that monitor influences on policies (see Jones 2011). At the same time, it should serve learning at the CS level, strategic steering and accountability purposes.</p>	<p>We agree, the process is already launched</p>

<p>SCO should consider implementing a pilot Cost-Benefit Analyses (CBAs), especially in suitable interventions of the E&I portfolio and other interventions where appropriate (e.g. multi-purpose shelters in DRR¹).</p>	<p>While we are not entirely convinced about the CBA method we fully agree (and already largely address) considerations of effectiveness and value-for-money throughout all portfolios.</p> <p><u>HA:</u> In the framework of the MTR of the DRR programme in spring 2011, it was decided that a CBA related to the multipurpose cyclone shelters would be conducted in 2012. The planning has already started and the results of the CBA will be shared with relevant stakeholders in Bangladesh as well as SDC internally.</p>
<p>The quality of evaluations and review reports needs to be improved. SCO might make a contribution, together with other like-minded donors, to building up national evaluation capacities in partnership with a national training institute.</p>	<p>We agree with the observation re. the quality of reviews. The issue is addressed by applying more rigorous results orientation criteria in the TORs for reviews and the profile of reviewers.</p>
<p>The new CS 2013-2017 should build on achievements in terms of SCO's role as a clever niche player, current domains and (current) themes for which SCO is well positioned, and of an adequate mix of aid modalities, corresponding to the political and ODA context and the management capacities.</p>	<p>This is foreseen in the new CS</p>
<p>Staffing needs to be carefully revised to face the new challenges in the framework of the new CS 2013-2017 Adjustments are required in the number of Swiss and national experts, additional competencies (climatechange, water), and better gender balance (including Swiss staff, relevant for SDC HQ recruitment process).</p>	<p>We agree – this has been achieved thanks to the recent recruitment of two new programme staff members and the replacement of another programme staff member and one financial.</p> <p><u>HA:</u> we agree that specific competences are required to effectively implement the programmes within the new CS and assure quality as well as added value. HA intends to provide resources regarding DRR mainstreaming (NPO; min. for one year).</p>
<p>Regarding gender mainstreaming: efforts should be made on the monitoring of results in terms of reducing gender inequalities in the two domains.</p>	<p>We agree, this is already an SCO priority</p>

¹ The related CBA was decided in 2011.

<i>Recommendations to SDC – at institutional level:</i>	<i>Management Response</i>
<p>The performance of Swiss implementing agencies should be increasingly assessed in regard to their capacities to enhance local organisations and institutions (producer associations, local NGOs, local governance institutions, private sector organisations) and their interaction.</p>	
<p>Guarantee a balanced involvement of Swiss implementing agencies so that they have the critical number of projects and financial volumes needed to be well positioned in SDC's priority themes - able to invest in innovation and up-to-date practices. At the same time this may offer job opportunities for young Swiss professionals.</p>	<p>Whereas we wonder whether this issue really relates to the purpose of the evaluation, we would like to stress that SDC is bound to respect the Procurement Rules and Regulations of the Swiss Federal Administration. The selection of Contractors must occur according to a clear set of criteria which are designed to serve the purpose of the project. Strengthening Swiss Competency may well be one of the criteria. Likewise, the performance of the contractor regarding the capacity development of local partner institutions may be one of the selection criteria (see above recommendation)</p>
<p>For cases of mismanagement of funds, corruption and other governance problems, transparent communication should be made with other implementing agencies of the concerned SCO in order to prevent such occurrences.</p>	<p>We agree – this is done on the level of the Country, and, if need is and in the case of international / multilateral organizations, on the level of the partner organization.</p>

Evaluation area 4: Results of the CS – in relation to the results at country level

Purpose: Appraise and compare the contribution of the Swiss Cooperation portfolio, at the output and outcome level, to the achievement of development results of the partner country

General response regarding Evaluation Area 4: SCO agrees in principle with the conclusions and recommendations

Recommendations to SCO – Bangladesh:	Management Response
Formulate the results framework for the new CS 2013-2017 with results statements at output and outcome level covering all important aspects of the CS: main domains, special themes, gender, climate change and water/sanitation interventions.	This is foreseen in the new CS. <u>HA:</u> we agree with this recommendation and wishes to additionally recall that climate change and DRR are closely related, with particular overlapping concerns, and should therefore be conceptually linked in the strategy.
Sustainability issues need to be addressed systematically during the whole PCM Cycle and not only in planning (so too with ex-post evaluations). Regardless of the aid modality, the standards for assessing sustainability should be the same for all interventions.	We agree, this is already an SCO priority
Recommendations to SDC – at institutional level:	Management Response
To enhance the assessment of results achievements and promote institutional learning, SDC/SCOs should conduct and promote more baseline studies, quality monitoring systems and impact assessments with before-after and/or with-without comparison study designs.	<u>QA:</u> we agree in principle with the recommendation. Specific activities (like baseline studies, impact assessments) need to be planned and resourced. They should be either part of the monitoring concept of the respective Cooperation Office or decided in the context of the annual reporting exercise. Impact assessments can also be based on beneficiary assessments and should be done jointly or with country lead as a first option.

SDC/SCOs should use more impact assessment and/or ex-post evaluation to appraise sustainability aspects. The small action credit line may be used for this purpose.

QA: we suggest to take up this point (at the institutional level) in the context of the current study on sustainability run by the federal finance administration.

16th October 2012

Elisabeth von Capeller

Head of South Asia Division



III Evaluators' Final Report

The Evaluation report for the country evaluation of the Cooperation Strategy Bangladesh 2008 – 2012 has been elaborated in collaboration with Corporate Controlling Section and a consultancy team constituted by ETH-NADEL and Peers from SDC.

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We would also like to thank the representatives of SDC's partner organisations, national and international implementing agencies for their participation and kind collaboration during the interviews, and for sharing their insights at the domain result workshops.

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Abbreviations (see also Project List in Annex 1)

ADB	Asian Development Bank
AusAid	Australian Agency for International Development
AR	Annual Report
ASHRAI	NGO for the strengthening of Adivasis' development
BCCRF	Bangladesh Climate Change Resilience Fund
BCCSAP	Climate Change Strategy and Action Plan
BD	Bangladesh
BMET	Bureau of Manpower, Employment & Training
BMZ	Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (Federal Ministry for Economic Cooperation and Development)
CBO	Community Based Organisations
CHF	Swiss franc
CS	Cooperation Strategy
CVA	Citizens' Voice and Accountability
DAC	Development <i>Assistance</i> Committee
DFID	Department For International Development
DCED	Donor Committee for Enterprise Development
DP	Donor Partner
DRR	Disaster Risk Reduction
EA	Evaluation Area
EDA	Eidgenössisches Departement für auswärtige Angelegenheiten (Federal Department of Foreign Affairs)
E&I	Employment and Income
EPR	End-of-Phase Report
EU	European Union
FM	Female community mentor
FCD	Federal Council Dispatch (Südbotschaft)
GNI	Gross National Income
GoB	Government of Bangladesh
HA	Humanitarian Aid
HQ	Headquarter
ICS	Internal Control System
INGO	International Non Governmental Organisation
IR	Inception report
IDA	International Development Association
ILO	International Labour Organisation
JCS	Bangladesh Joint Cooperation Strategy
JPO	Junior Professional Officer
LCG	Local Consultative Group
LED	Local Economic Development

LGov, LG	Local Governance
LGI	Local Governance institution
LSP	Local Service Providers
M4C	Making Markets Work for the Chars
M4P	Making Markets Work for the Poor
MERV	Monitoring entwicklungsrelevanter Veränderungen
MD	Market Development
MTP	Medium-Term Programmes
MTR	Mid-Term Review
NFE	Non-Formal education
NGO	Non Governmental Organisation
NPO	National Project Officer
OC	Outcome
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OMR	Office Management Report
OP	Output
PBA	Political Economy and Development
PED	Programme Based Approach
PLCE	Post Literacy and Continuing Education
RBA	Rights Based Approach
RC	Regional Cooperation
Reo	Reorganisation
RF	Results Framework
SD	Skills Development
SCO	Swiss Cooperation Office
SDC	Swiss Agency for Development and Cooperation
SD	Skills Development
SECO	Staatssekretariat für Wirtschaft (State Secretariat for Economic Affairs)
SFYP	Sixth Five-Year-Plan
SHA	Swiss Humanitarian Aid Unit
UNDP	United Nations Development Programme
UP	Union Parishad
ToR	Terms of Reference
TVET	Vocational Education and Training
SWAp	Sector-Wide Approach
SEY-WO-SE	Self Employed Youth and Women's Social Enterprise“
VSD	Vocational skills development
VSD-E	Vocational skills development Evaluation
WB	World Bank

Glossary

UP	Union Parishad (council) (lowest tier of rural elected local government) A union comprises nine wards and approximately 30 villages. There are approximately 4466 UPs with an average population of 27'000.
Upazila	Upazila is the administrative unit of local government (in rural areas) between Union and District (Zila) level). It is administered by civil servants. There are about 508 Upazilas in Bangladesh

Evaluation Abstract

Subject Description

In correspondence to SDC's new concept (SDC 2012a) and content and question guide (SDC 2012b), this country evaluation aims to assess the Swiss contribution of the Cooperation Strategy (CS) 2008-2012 to the national development results of Bangladesh as well as the strategic and operational steering mechanism of the Swiss Cooperation Office (SCO), and to identify good practices and innovative approaches.

The programme under review consists of the two domains "Employment and Income" (E&I) and "Local Governance" (LGOV). The evaluation also covers the special theme "Disaster Risk Reduction (DRR) and Humanitarian Aid" and the transversal theme "Gender". Due to the Federal Dispatch to increase the Confederation's Official Development Assistance (ODA) budget (0.5% ODA Bill) in 2010, additional funds were made available for development interventions in water/sanitation and climate change. The total CS budget for Bangladesh from 2008-12 amounts to around 120 million Swiss Francs.

Evaluation Methodology

Fact-finding, analysis and reporting are guided by the above-mentioned guidelines that define key questions and methods for the four Evaluations Areas (EA): EA1 Context analysis, EA2 Relevance and appropriateness of projects with regard to CS, EA3 Implementation of the CS, and their portfolio, and EA4 Results of the CS in relation to the results at country level.

The Inception Report, which summarises the findings of an extensive document review of key documents such as the annual reports and evaluation reports, was a basis for the field mission in Dhaka, held from 12-20 February 2012, and carried out by a team of one independent consultant and three peers from SDC. It consisted of interviews and two one-day workshops with SCO staff, representatives of national partners and other donor agencies.

Major Findings and Conclusions

The cooperation programme is coherent with Bangladesh's development priorities, the latest national policy reforms, and Switzerland's policies and aid strategies. SCO proactively responds to emerging changes in the context and demonstrates high awareness for continuous context analysis to adapt and steer the CS. Because of Bangladesh's political and security risks it would be appropriate to develop and periodically review development scenarios (EA1).

The split of funds between the two main domains E&I and LGOV is adequate and the size of projects has increased as required by SDC. Both domains show a high level of coherence between the project outcomes and the domain objectives. However, the potential synergies between and within the domains could be improved. SCO recognises the strategic importance of the complementary use of different aid modalities at different levels (micro, meso and macro): the execution mandates for developing approaches at local level, the contributions to local NGOs for validating the developed approaches and the co-financial arrangements of multi-donor projects for up-scaling. As (at SDC level) the different aid modalities are not well defined, it is impossible to make a clear breakdown of the modalities, their monitoring and strategic planning nor of their evolution over time. Making good use of SDC's expertise and developed innovative approaches associated with a relevant policy dialogue reinforces leverage despite a limited budget compared to other donors. DRR mainstreaming is integrated in E&I and LGOV domains where relevant. Projects in the climate change sector are non-core interventions and need special attention in order to assess their contributions to the objectives of the CS (EA2).

SCO is well positioned in the domains. SDC's outcome orientation is appreciated by the national implementing agencies. Gender mainstreaming management in the programme could be mentioned as a model and builds a good basis for the upcoming CS 2013-2016. Although in general the SCO has suitably absorbed the important budget increase for the CS (55%), the evaluation team identifies several challenges. The quality of reviews and evaluation is uneven. They need to be improved regarding design, implementation and reporting. Although the relationship between the SCO and Swiss implementing agencies is very good, the bidding process has changed former partners to customer and contractor. Staffing is critical. The number of national staff is small and it seems SCO BD is not a desirable duty station (EA3).

As the CS has neither a results framework nor a well-defined CS monitoring system, it was difficult to get a valid and reliable picture of the results achievement at CS and domain levels and the contribution made to country development results. However, after two one-day workshops with the relevant project partners and SCO staff, the resulting overall assessment of the results and the identification of key success and hindering factors provided a good basis for defining the results framework for the new CS 2013-2016 (EA4).

Recommendations and Lessons Learned

Recommendations to SCO-Bangladesh

- Whenever possible and appropriate, synergies in view of the result framework between and within the domains E&I and LGov should be fostered. The sub-domains Market Development and Skills Development should be kept in the same domain (E&I) following the logic of SDC's E&I Mid-term orientation (2009-2012).
- Conduct political economy analysis and develop and review periodically risk development scenarios (EA1).
- The projects implemented in the climate change sector should be assessed by external evaluation to estimate their contribution to the CS objectives (EA2).
- Build up an adequate and functional Monitoring and Evaluation system at CS level with a appropriate mix of diverse instruments (key indicators, project monitoring, evaluations and reviews, impact studies for innovative interventions) (EA3).
- The new CS 2013-2016 should build on achievements in terms of SCO's role as a niche player in emerging topics within domains and themes for which SCO is well positioned.
- Sustainability issues should be addressed not only in planning, but also during the whole PCM Cycle and by means of ex-post evaluations (EA4).

Recommendations and lessons learned at institutional level of SDC

- Define a consistent categorisation system of aid modalities (type of support, main form of cooperation) in CS/MTP. Conduct case studies on the different aid modalities regarding flow of funds to beneficiaries and analysis of overhead costs (EA2).
- Unpredictable budget increases, time constraints and limited human resources can unintentionally influence the mix of modalities and the expected high quality of "Swiss" interventions. Tendering processes may lead to favouring budget contribution supports instead of execution by mandates. Scaling up successful innovations might therefore in some cases be more beneficial than the constant search for new innovations (EA2).
- Guarantee a balanced involvement of Swiss implementing agencies so that they have the critical number of projects and financial volumes needed to be well positioned in SDC's priority themes and puts them in the position to invest in innovation and up-to-date practices. At the same time this may offer job opportunities for young Swiss professionals (EA3).

- Human resources management is critical to SCOs for handling new themes (e.g. climate change) and increasing budgets. Capacity development of SCO staff should remain a priority in the human resource policy (EA3).
- To enhance the assessment of results achievements and to promote institutional learning, SDC/SCOs small action credit lines should also be considered as a strategic instrument for conducting baseline studies, quality monitoring systems, impact assessment and/or ex-post evaluation. This would contribute to strengthening evidence-based decision-making and the appraisal of sustainability aspects (EA4).

1. Introduction

1.1 Objectives of the CS Evaluation

The objectives of the evaluation of the Cooperation Strategy Bangladesh (CS BD) 2008 – 2012 correspond to SDC's new guidelines on country evaluations (SDC 2012a, 2012b):

- To assess through a mutual learning process whether SDC, together with its partners, is reaching the strategic objectives, as defined in the CS, and how efficient the strategic and operational steering mechanisms of the Swiss Cooperation Office (SCO) are put in place.
- To assess to what extent the Swiss contribution makes a significant contribution to the national development results and to identify the key factors which foster or hinder aid performance and results achievements.
- To identify good practices and innovative approaches and to share experiences made in managing the CS.

Due to its pilot character, the evaluation should also provide the elements needed to adjust and further develop the “CS evaluation concept” (SDC 2012a) and the “Content and question guide” (SDC 2012b).

The country strategy evaluation has three purposes: i) to promote institutional learning, ii) to provide inputs for the definition of the new CS 2013 – 2016, and iii) to provide information – together with other country evaluations - for reporting on the Federal Council Dispatch (FCD).

1.2 Methods and structure of the report

Fact-finding, analysis and report writing are guided by the above mentioned “Content and question guide” (SDC 2012b) which defines key questions and related methods/tools for the four Evaluations Areas (EA), which are as follows: EA 1 Context analysis, EA 2 Relevance and appropriateness of projects with regard to CS, EA 3 Implementation of the CS, and their portfolio, and EA 4 Results of the CS – in relation to the results at country level.

Care was taken that the methods chosen effectively capture all the interrelations between the socio-political context and the SCO performance.

To focus the evaluation process on important issues to be addressed, SCO-BD selected five priority issues, which are as follows:

1. Quality of context analysis and to what extent it corresponds to good practice of SDC (121²)
2. Appropriateness of main approaches applied in the domains, correspondence to current practices (214)
3. Quality of the CS monitoring system, relevance of the domain indicators and the reliability of monitoring data (331 – 334)
4. Role of SDC within the donor community (341)
5. Scaling up of innovations generated by field experience through policy dialogue, alliances, networking and dissemination (431).

Preparation Phase

The Inception report (IR; SDC 2012c), compiled by the international consultant in cooperation with involved SDC resource persons, summarises the findings of the document analysis of annual reports (AR) of the SCO; of project evaluations and reviews (Annex 1: List and code of projects with evaluation/reviews references); as well as other documents such as end-of-phase reports (EPR), studies and joint evaluations. Another important source of information was the Mid-term Review report of the CS (SCO-BD 2010). During the

² Code of the related Evaluation question (see SDC 2012b)

preparation phase, a national consultant established a donor matrix with information on the financial commitments for different sectors.

In preparation for the two workshops on results achievements in the two areas of intervention: “Income and Employment (E&I)” and “Local Governance (LGOV)”, notes were prepared which included logic models for these two domains.

Field mission in Bangladesh (12 – 20 February 2012)

The evaluation team, consisting of an international consultant and three SDC cadres, held a 10-day field mission in Dhaka, Bangladesh in February 2012. During the field mission a series of semi-structured interviews and two workshops were conducted. The analytical frameworks and the questionnaires were assigned to the different evaluation team members depending on their areas of competence. The detailed working schedule and the people met are summarised in Annex 2. Unfortunately, due to a sabbatical leave that had been decided long in advance, the regional DRR coordinator was not present in the SCO at the time of the evaluation field mission and the DRR issues could not be assessed to their full extent.

At the end of the field mission the preliminary findings or “key impressions” were presented to the SCO in a debriefing session, providing an opportunity for discussion and feedback.

Reporting

Report writing was coordinated by the international consultant. The structure of the report³ is as follows: Evaluation abstract, 1. Introduction, 2. Findings, conclusions and recommendations regarding the four Evaluation Areas, 5. Lessons learnt. The latter provides the elements needed for the formulation of the upcoming CS 2013 – 2016.

1.3 Overview of the Cooperation Strategy Bangladesh 2008 - 2012

Elaborated in 2007, the CS 2008-2012 does not include a Results Framework (RF) following the SDC’s guidelines (SDC 2010). However, a Synopsis Results Framework was added in the annual report (AR) for 2009 (Annex 3). This simplified RF provides an overview of strategic objectives and priorities of the CS.

The CS 2008-2012 focuses on two domains:

- Domain A: Employment and Income (E&I)
- Domain B: Local Governance (LGOV)

The main focus of SDC in the E&I area is on the creation and the stabilisation of employment and self-employment opportunities for poor and disadvantaged adults, in particular women, as well as on enabling their access to profitable and decent labour perspectives (SCO-BD 2009a). After the mid-term review in October 2010, two sub-domains were defined: market development and skills development.

The LGOV domain aims to reinforce governance particularly at a local level through the participation of citizens in political decision making processes and improved service performance of local government structures. Promoting policy reforms which address pro-poor issues and creates favourable conditions for broad participation of different actors is also a priority of this domain.

Given the high incidence of natural disasters and the threats posed by climate change, SDC included in the CS a disaster preparedness and prevention measures in its programme. A “specific” DRR programme 2010-2012 was established (Bangladesh is one of the 8 countries for piloting SDC’s DRR tools). Since 2007 SDC has been maintaining a standby response capacity for Humanitarian Aid (HA) within SCO in Dhaka.

Gender Equality and HIV/AIDS were initially set as cross-cutting themes.

³ The document (SDC 2012d) presents additional information on analyses undertaken.

The total amount of the overall disbursement for 2008 – 2011 plus the budget for 2012 comes to CHF121,89 million, which is substantially higher than the indicative budget of the CS (CHF 77,5 million).

2. Findings, Conclusions and Recommendations

Evaluation Area 1: Context analysis

Purpose: Appraise how well the CS reflects the development priorities of the partner country and the policies of the Federal Council Dispatch (FCD).

Conclusions

- The CS is relevant. The two domains (E&I, LGov), the special theme DRR and Gender as a transversal theme are coherent with Bangladesh's development priorities, the latest national policy reforms, and Switzerland's policies and aid strategies. (1.14)
- SCO pro-actively responds to new and emerging changes in the context in regard to national policy and ODA environment and is very well aware of donor context. (1.1)
- The dynamic policy reform processes have provided a positive environment for further developing the CS domains, their project portfolio and other CS themes. (1.1)
- There is an increased need for harmonising the donor interventions in order to avoid uncoordinated aid supports, especially in the area of Skills Development (SD), which has become a priority for many donors (ADB, WB, EC, SDC, DFID). (1.1)
- The additional funds available through the 0.5% Bill to Parliament for increased disbursement was seen as an opportunity for developing SDC's BD programme (1.1)
- HIV/AIDS as a transversal theme was dropped partly as a result of a low prevalence rate but mainly due to this theme being widely covered by other specialised organisations and integrated in appropriate programmes of partners (AR 2010, p.18; SDC South Asia Division Guidelines 2009). (1.1)
- In regard to the quality of context analysis, the following conclusions can be taken:
 - o High awareness of SCO management and domain teams for continuous context analysis in order to make adequate adaptation of the CS and domains.
 - o Good context analysis during CS mid-term review in October 2010 (SCO-BD 2010) and in the Annual Reports (ARs). However, the assessments of the political and security risks; influences of regional and international trends on the poverty situation/development; and scenarios in the event of major risks haven't been systematically done.
 - o Continuous exchange with a broad range of stakeholders and use of different methods to closely follow context changes.
 - o Project implementing agencies are delivering updated contextual information from the local level. So far little information on real power relation at UP and district levels is available, especially in regard to decision-making processes relating to effectiveness and pro-poor decentralisation. (1.2)

Recommendations

To SCO – Bangladesh:

- As SCO is well positioned, the two present thematic domains (E&I, LGov) should remain the base for consolidating and further developing the portfolio. The domain E&I should keep its poverty focus at the individual and community levels, While the governance domain should increasingly and complementarily address issues at the national level.
- Even though the two E&I sub-domains Market Development and SD are following partly different implementation logic, they should be kept in the same domain (E&I) following the impact logic of SDC's E&I Mid-term orientation (2009-2012) (SDC 2009b, p. 2/11).
- Conduct selective research such as Political Economy Analysis, especially in the area of governance at the local and the national level. It should include aspects like social and economic inequality, property rights, power relations, regional disparities, system of exchange and markets, the state apparatus, the political parties, institutions and powers

⁴ corresponds to the chapters

(see PED Network: Political Economy and Development). It is recommended to conduct such research at the early stage of the new CS formulation process. Whenever possible the study should be conducted with other donors and in partnership with national partner organisation.

- Develop different scenarios (at domain and CS levels) taking into account Bangladesh's major risks and conduct periodic scenario reviews accordingly.

1.1 Positioning and adaptation of CS with respect to country context and Swiss policies

111. Coherence of the CS, its domains and transversal themes with the development priorities set by the partner country

The mid-term review of the CS (SCO-BD 2010) explains the evolution of the domains and special / transversal themes of the cooperation programme in Bangladesh well (BD).

Domain Employment and Income (E&I)

In regard to the sub-domain **Market Development** (MD), the Poverty Reduction Strategy Paper II with its subsequent Sixth Five-Year-Plan 2011-2015 (SFYP) aim to strengthen market oriented production, promoting solutions for a sustainable use of land resources (including the issues of rights on equitable access to land), fostering agriculture, and setting rural development into the frame of good local governance structures.

Concerning the sub-domain **Skills Development** (SD), the reformed Skills Development Policy 2010-2015 is recognised and supported by government, industry and other stakeholders. It aims at empowering all individuals to access decent employment and to ensure Bangladesh's competitiveness in the global market through improved skills, knowledge and qualifications.

Even though E&I's project portfolio included several projects in the education sector (Basic life skills for youth and adults, Non-formal education (NFE), including education for all, and vocational training), the specific domain objectives did not clearly include this focus in the original CS (p.13).

Domain Local Governance (LGov)

By 2008 the transitional government had managed to establish a legal framework in favour of the local governance structures (Union Parishad UP) that had existed for 200 years. SDC has chosen to support the implementation of this framework, and has taken water as one entry point. According to the SFYP and other policy and strategy papers (see Chap. 412.), the GoB is committed to improved **Local Governance** with better performing LGov institutions (LGI). In regards to decentralisation, the national policy papers are less clear and the term is politically sensitive to some extent.

In addition the GoB opened up opportunities for more transparency and responsiveness of LGIs to the citizens by approving a right to information act and by setting up a National Human Rights Commission.

Special theme: Disaster Risk Reduction and Humanitarian Aid (DRR / HA)

BD's National Plan for Disaster Management 2010-2015⁵ is an outcome of the national and international commitments made by the Government of Bangladesh (GoB) for addressing the **Disaster Risks** comprehensively. DRR is a key issue for the GoB at all levels. The emphasis is on (i) bringing a paradigm shift in disaster management from the conventional response and relief practice to a more comprehensive risk reduction culture and (ii) strengthening the capacity of the BD disaster management system by improving the response and recovery management at all levels.

⁵ <http://www.dmb.gov.bd>

Due to BD's situation as one of the world's most vulnerable countries to natural hazards and disasters, SDC has maintained a standby response capacity for **Humanitarian Aid** in the SCO in Dhaka (HA) since 2007.

Transversal theme Gender

Women in particular face social, economic and institutional barriers to decision making; this includes dependency on male patronage, vote hijacking, voter harassment, poor political education, subordination in elected bodies, and unsatisfactory quota arrangements at local and central government levels (CVA 2008, p.14).

The SFYP and the recently approved Gender Policy of Bangladesh name **Gender** equality as requiring highest priority and it stipulates gender equality mainstreaming in all sectoral interventions, as well as the need to remove policy and social biases against women in all spheres (AR 2011, p.5).

112. Coherence of Switzerland's foreign-policy objectives for Bangladesh

"From the mid-1990s, economic contacts with BD have been intensified. There was an upswing in the jute, textile and chemicals sectors and several Swiss companies began to invest in BD. Bilateral trade has been expanding steadily for several years now. This trend is supported by a number of economic agreements. Switzerland remains very active in the development sector"⁶.

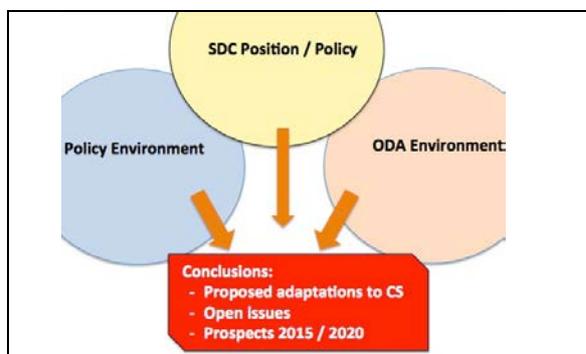
113. Coherence of the CS with the principles of the Federal Council Dispatch and SDC policies

The CS BD is coherent with the Federal Council Dispatch (FCD) regarding BD as a priority country, with the recommendations concerning the thematic focus (Employment and Income, Promotion of Democracy and Rule of Law), and the focus on poverty reduction.

In regard to SDC's policies the CS programme matches well with the later formulated SDC's South Asia Division's Guidelines South Asia 2009-2012 (SCO-BD 2009, p.1).

114. The most important changes in the context, their effects on the CS and adaptations undertaken

The ToR of this CS evaluation do not require an in-depth analysis of context changes. These changes and their effect on the CS were examined during the CS mid-term review (SCO-BD 2010) and related conclusions were drawn. However, together with the SCO management and staff in charge of the domains, the evaluation team identified some key context changes, which have had strong effects on the CS.



The context changes have been analysed in terms of the policy environment in BD, the Official Development Assistance (ODA) environment and SDC's position in order to make decisions for CS adaptations.

Figure 1: Framework for assessing context changes, used by SCO BD

For complimentary information see also basic information with relevant macro data at country level (Annex 4).

⁶ EDA website bilateral relations between CH and BD

Context changes in Policy environment (SCO-BD 2010)

Following the period under a Caretaker Government (2006-2008), which was characterised by high levels of political uncertainty, malpractice and inefficiencies, a quite dynamic policy reform process was undertaken by the current Awami League Government.

The GoB has formulated pro-poor policies and declared its awareness of the specific needs of marginalised groups (women, ethnic minorities, landless). However, the GoB is acting according to the classical “trickle-down-from-growth” approach. The political elites still keep control of power and politics; often empowerment of all Bangladeshis seems to be a mere a lip service. Nevertheless, it is fair to mention that elections for district governments (Upazila) took place, and democratisation process are on going through the support to local governance.

Even though the Corruption Perception Index has been improving over the last years (2005: 1.7; 2011: 2.7), corruption is still on a critical high level. The relation between the government and the big NGO community is critical; power control and corruption dominate the scene instead of the needed partnership approach.

GoB and many governmental projects use NGOs as implementing agencies. Development has been successful in BD not least because the GoB was and is open to partnerships with NGOs. NGOs themselves are also certainly not free of problems. Some are involved in political activism and corruption. Many NGOs have problems of internal governance and accountability.

Context changes in ODA environment

Due to a deficit in implementation capacities, net ODA flow decreased from about USD 2.07 billion in 2008 to 1.4 billion in 2010, with IDA, ADB, United Kingdom, EU, Japan and United States as the largest donors. However, the country is by no means aid dependent, with net ODA accounting for only 1.3% of GNI⁷. By comparison, annual remittances and foreign direct investment are both well above ODA.

The Joint Cooperation Strategy 2010-2015 (JCS), approved by the GoB and the donors in 2010, should allow a better coordination (division of labour) and will open opportunities for more alignment. A jointly agreed “Development Results Framework” is now part of the 6th Five-Year Plan, which constitutes an improved basis for mutual accountability on ODA outcomes” (AR 2011, p.1-2).

However, the evaluation of the implementation of the Paris Declaration (OECD-DAC 2010) states that the choice of sectors, programmes and modalities of delivery is often determined by the Donor Partners (DPs) rather than by the GoB. There has not been any joint systematic assessment of the management and absorptive capacity of a different mix of modalities or of their relevance and effectiveness.

In the framework of the multi-donor initiative “Strengthening Public Expenditure Management Program”, a de facto joint assessment of the feasibility of budget aid was made. The assessment concludes, with the acceptance of all donors, that the conditions for budget support were generally not in place in Bangladesh.

The OECD-DAC (2010) states that stakeholder participation, at the formulation and implementation stages of individual development projects, is virtually non-existent. The preparation and design of aid-financed projects also remain largely donor dependent and often donor driven.

⁷ <http://www.oecd.org>

Context changes in Switzerland

With a stronger focus of the aid to a fewer number of priority countries, the budget allotted to the Bangladesh programme increased to about CHF 20 Million/year. In 2008 development cooperation became an integrated part of Swiss foreign policy. This trend is also confirmed by the new Federal Council Dispatch (FCD) 2013-2016, which moves in the direction of a stronger “whole of department/government approach”.

The Federal Council submitted a message in 2010 to increase the Confederation's ODA budget, which was approved by the Parliament. In compliance with the message, these additional funds were allocated to the topics of Water/Sanitation and Climate Change in BD, even though they were not covered in the initial CS 2008-2012.

At SCO level, the predictability of precise funding can be limited due to changes by end of the year for the final budget allocation by the Parliament, and due to short-term budget allocations by SDC HQ because of unforeseen implementation constraints.

The following points resume the most important changes in regard to the two domains and other intervention areas (DRR, gender, water and climate change):

Domain E&I – Market development

- The private sector is recognised by the GoB as a key development driver. Nevertheless, the GoB officials often see themselves as controllers of the private sector, and bureaucracy and corruption are still hindering factors. Experience shows that reform processes undertaken to create a better business environment will be seen through even in the case of a government change (e.g. Bangladesh Better Business Forum).
- SCO has been continuously analysing opportunities for introducing and up-scaling the *Making markets work for the poor* (M4P) approach.

Domain E&I – Skills development (SD)

- The projects' portfolio has been adapted to the new thematic priorities defined in the CS 2008-2012. The first important changes were done in 2010, keeping a normal process of phasing out former interventions (primary education, incl. Education for All), and developing a project pipeline towards the newly prioritised sub-domains in E&I) (see chap. 2.1 Relevance of projects and Annex 5 Duration of projects).
- Over the last few years, important policy changes have been approved by GoB: High priority was assigned to Vocational Education and Training (TVET) in the new national education policy (2009); Non-Formal Education (2007); and Skills Development (2010).
- Mainstreaming of skills development by GoB and donor communities: e.g. set up of the National council on skills development and launch of the National Technical and Vocational Qualification Framework.
- SCO has been actively responsive to the high priority allocated to SD and took advantage of SDC's experiences by increasing its engagement, active coordination of the SD working group in the frame of Local Consultative Group (LCG), and responsive development of the project portfolio (shift from Non Formal Education NFE to SD by maintaining projects which bridge the two dimensions).
- Linked to SD and Market development: Decision to engage in policy development and implementation of better rules and regulations with regards to migration.

Domain Local Governance

- The new reform initiatives have led to an increasing recognition of the importance of strengthening local government. The UP have become key units. The election at the district level (Upazillas) made significant changes to the governance system.
- Since the elections in 2009 the GoB has shown political willingness to strengthen local governments as a key factor for poverty reduction, focusing on its role in service delivery at local level. It has started implementing the different acts (already initiated by the caretaker government) in favour of local government.

- Few donors are involved in local governance. Thanks to its strategic positioning and its capacity (expertise, Swiss approach and principles), SCO has been able to convince big donors (bilateral or multilateral) to invest in the scaling up of grassroots projects or in adopting best practices. The systematic exchange of knowledge and good practices among all stakeholders (from communities to state bodies) played a great role in the diffusion of Swiss experiences. Furthermore, the strategy of better connecting to the GoB and investing in donor coordination has been honoured with the Co-chair of the LGov donor coordination with the Ministry.

Special theme DRR / HA

- Even though the cyclones in 2007 and 2009 didn't have major impacts on the population of the two main geographical intervention areas of Rajshahi and Sunamganj, the awareness on the impacts of natural disasters related to various hazards has significantly increased at the level of national and international stakeholders.
- For this reason Disaster Risk Reduction (DRR) became a theme which has been prominently developed in the aftermath of the natural disasters of 2007 and 2009. After the elaboration of the CS Bangladesh became one of the 8 countries chosen for piloting SDC's DRR tools. Therefore a specific DRR programme 2010-2012 has been established.

Water and Climate Change (0.5% contribution)

- The topics of Water/Sanitation and Climate Change are not part of the CS 2008-2012, but additional funds have become available in response to the 0.5% Bill to Parliament approved in 2010. In water and sanitation SCO could build on existing local governance initiatives focusing on service delivery. For climate change (CC), the approach has been to contribute to financing the implementation of the country's own Climate Change Strategy and Action Plan (BCCSAP) and to identify innovative and promising interventions already in place (AR 2011, p.15).

1.2 Quality of context analysis⁸

General context monitoring

The general context analysis complies with SDC's guidelines for elaborating CS. The ARs do include important facts and changes regarding the general context in the country and in relation to the domains of interventions E&I and LGov, DRR/HA and Gender. The context analysis covers relevant information about the challenges of country, political/institutional aspects, economic/social development, ODA environment and the Swiss context.

The analysis of aspects relating to political economy and development are not yet addressed in the context analysis. Information about social and economic inequality, property rights, power relations, regional disparities (see PED Network) would be relevant for the thematic interventions of the CS, especially in the area of local governance.

Context monitoring uses diverse means and instruments: information from NPOs, weekly staff meetings, annual report meetings with partners, synthesised media information from the appointed communication officer of the embassy and specific studies done by different partners. Important information sources are the updates received from the LCG groups. Thanks to the fact that SCO is integrated into the Embassy, Switzerland has access to additional information sources. Context information is completed through diverse sources.

The reliability of data of the national statistics is a concern – also for assessing the Swiss contribution in regard to country development results (see chap. EA 4).

MERV is conducted as an internal tool that gives an overview of specific context issues and contributes to risk awareness. Based on MERV, the SCO management is adapting the programme.

⁸ Assessment with the Tool 121 (SDC 2012b)

Context analysis at domain level

Both domain teams consider context analysis as a daily business and it is systematically done through the following key mediums: annual report meetings with partners, participation in project steering committees and participation donor coordination groups in the frame of LCG. When developing credit proposals, updates on context information are done systematically.

At a local level context information is shared through face-to-face meeting, regular contacts, field visits and bilateral exchanges between the domain team, implementing agencies and national partners.

Little information is available about the real power relation at UP and district level (Who are the real decision makers? What they think about LGov programme? What are the different stakeholder's interests at local level? To what extent is there a chance that decentralisation becomes effective and pro-poor oriented?).

In the context analyses we rarely find lessons learnt when Swiss funded interventions made mistakes in implementation; neither in ARs, End of Phase reports (EPR), nor in reviews and evaluations.

Evaluation Area 2: Relevance and appropriateness of projects with regard to CS

Purpose: Appraise the coherence of the project portfolio with the CS and its relevance for achieving the country/domain objectives.

Conclusions

- The sharing of funds between the two main domains is adequate and the size of projects has increased as required by SDC. (2.1)
- SDC’s guidelines for elaborating CS/MTP (Chap. 6, p.9) suggest the description of the aid modalities and their implementation modalities. As far as the different aid modalities are not well defined and not properly used do describe the project/programme portfolio, a clear breakdown of the modalities, the monitoring and strategic planning of its evolution is not possible. (2.1)
- However, SCO recognises the strategic importance of the complimentary use of different aid modalities at different levels (micro, meso and macro), the use of small actions and execution mandates for developing approaches at local level, contributions to local NGOs for validating the developed approaches and the co-financial arrangements of multi-donor projects for up-scaling. Besides the multi-level approach, making good use of its expertise reinforced leverage, even though the Swiss budget is limited compared to other donors. (2.1)
- A clear thematic focus in the E&I domain is pursued in developing a diverse portfolio in MD and SD. Therefore former interventions in basic education were phased out and over the CS period a more focused programme has been developed. (2.1)
- The projects implemented in the framework of the 0.5% bill to parliament in the climate change sector are non-core interventions and need special attention in order to assess their contributions to the objectives of the CS (outcome-oriented monitoring system, external evaluation). In contrast, the “0.5%” water projects have been well integrated into the LGov project portfolio. (2.1)
- Several projects have developed innovative approaches adapted to local conditions and knowledge sharing is very much active in BD among the different partners. Efforts could be made to promote promising approaches to a wider public as few of these are publically accessible (e.g. on SDC’s websites; all others are described in internal papers only – in ARs, EPRs, reviews and evaluations). (2.1)
- Both main domains E&I and LGov excel in their high level of coherence between the project outcomes and the respective domain objectives. However, the synergetic potentials between and within the domains are not yet fully developed. (2.2)
- The SCO has undertaken an interesting experience in assessing and steering the project portfolio in piloting a Geographical Information System tool (see Annex 10). This tool has helped to identify potential synergy effects.
- DRR mainstreaming is integrated into E&I and LGov domains where relevant. The implementation of the DRR portfolio is to a large extent independent from the main portfolio with little synergy taking place. (2.2)
- ARs and recent reviews at SCO level focused attention on gender equity. The Annual Progress Report III on Gender Mainstreaming (SDC-SDC Gender Equality Network 2011) found that the CS had a good understanding of gender issues, and concluded that SCO-BD has managed to consistently mainstream gender not only on the ground, but also in its documentation. (2.3)

Recommendations

To SCO Bangladesh:

- The future CS needs to be clear about the integration of the DRR programme into the new CS in accordance with the propositions made in the MTR of the DRR programme (SCO-BD 2011): a) DRR as a transversal theme (DRR mainstreaming), b) DRR / climate change as a new domain, c) DRR as part of a new transversal theme “climate change”.

The role of DRR will depend as well on the availability of funds (decision of respective allocations by Humanitarian Aid, Regional Cooperation and Global Cooperation).

- Whenever possible and appropriate, synergies between and within the domains E&I and LGov should be fostered.
- It seems obvious that interventions in core domains should become more „disaster-proof“ and that the resilience of communities and beneficiaries needs to be addressed in the new CS 2013-2016. A clear position on how to go about it has to be carefully analysed (e.g. mainstreaming, targeting, contributing) and take place in dialogue with the Global Programme Climate Change and the DRR focal point at the Humanitarian Aid Department.
- Due to the non-core character of the projects implemented in the climate change sector (framework of the 0.5% bill to parliament), external evaluations should assess to what extent they are effective and efficient and how they relate to corresponding to SDC’s Global Programme Climate Change.
- The exploration of public-private partnership and the base of the pyramid approach need continued attention, especially in the E&I domain. The “small action” credit line should not be used to pilot and test innovative interventions lasting more than a year. It means that SCO shouldn’t use this credit line, if an entry proposal cum opening credit would be more appropriate.
- Due to the strategic orientation of SCO to generate innovations, which can be upscaled in the future, it is crucial that a good pro-active knowledge management is practiced (e.g. updated information in ARs, website, facebook, specific notes).
- Key approaches applied in SCO’s programme are strategic elements for upscaling initiatives. It is therefore recommended that for these strategic approaches the intervention logics are tested with more rigorous evaluation methods (e.g. with control / comparison groups). This conclusion is especially valid for the interventions in the VSD area, in which increased employability and income needs to be proved (e.g. with tracer studies).
- In the light of the new CS 2013-2016, there is a need to better specify key terms to facilitate project management and communication with partners i) Poverty: Poor and poorest, working poorest; ii) Market: labour market, product market, export market; Skills acquisition: formal, no formal, and informal.
- M4P’s strategic directions should be enhanced through involved projects of the MD-sub-domain (mainly Katalyst, Samriddhi): i) integrating more poor women into the market systems; ii) facilitating systemic policy and regulatory change; iii) learning from the experience with new kinds of market actors/scale agents; iv) embedding the M4P approach in the development process in BD.

To SDC – E&I network:

- Addressing gender equality as a transversal theme in M4P interventions is a high priority but remains a challenge. It is strongly recommended that this issue be addressed in the E+I network (according to Mueller 2011).

To SDC – at institutional level:

- Agree a clear characterization system of aid modalities (type of support, main form of cooperation) in CS/MTP. Apply the system in strategic planning, monitoring and reporting of the system in CS/MTP.
- Conduct case studies on strengths and weaknesses of the different aid modalities in terms of flow of funds to beneficiaries and analysis of overhead costs.

2.1 Relevance of projects

211. Structure of the project portfolio

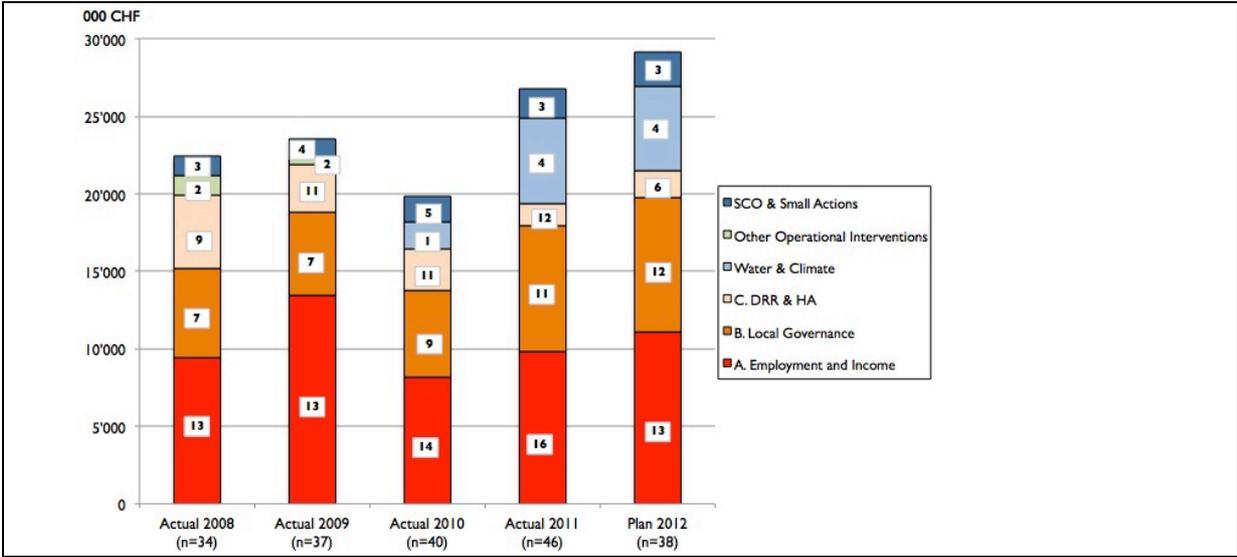
The SAP database is the main source for the analysis of the project portfolio of the CS 2008-2012. The detailed list of projects per domain/theme is in Annex 1 (see also SDC 2012d).

Since 2011 the number of projects and the overall budget amount of the LGov domain have been similar to the E&I domain. Before 2011 the number of projects in the special theme DRR/HA was comparable to the project number of the two main domains E&I and LGov, but the average budget per project was much lower. Although in 2012 the overall budget increases, the total number of projects will not increase proportionally. This indicates that there is a trend towards bigger projects, following SDC’s Reorganisation (Reo) II recommendations. However, the total number of projects in the E&I and LGov domain (in 2012: 25) is still at the upper limit.

In regard to the special theme DRR/HA, the CS Mid-term review (SCO-BD 2010) recommended the reduction in the number of projects. The drastic reduction from 12 to 6 projects was possible as most of the small actions are being phased out in 2011/12.

In response to the 0.5% bill approved by the Swiss Parliament in February 2011, there have been four “Water and Climate Change” projects since 2010. The highest budget was allocated to the Climate Change Resilience Fund (BCCRF) for the period 01.12.2010 until 31.12.2012. Besides a coastal afforestation project, two water sector projects are being developed as contributions to the LGov programme. An additional financial contribution was allocated to the on-going SDS D Watsan partnership project (7F-03287).

Figure 2: Financial characteristics by domain/theme (with number of projects)

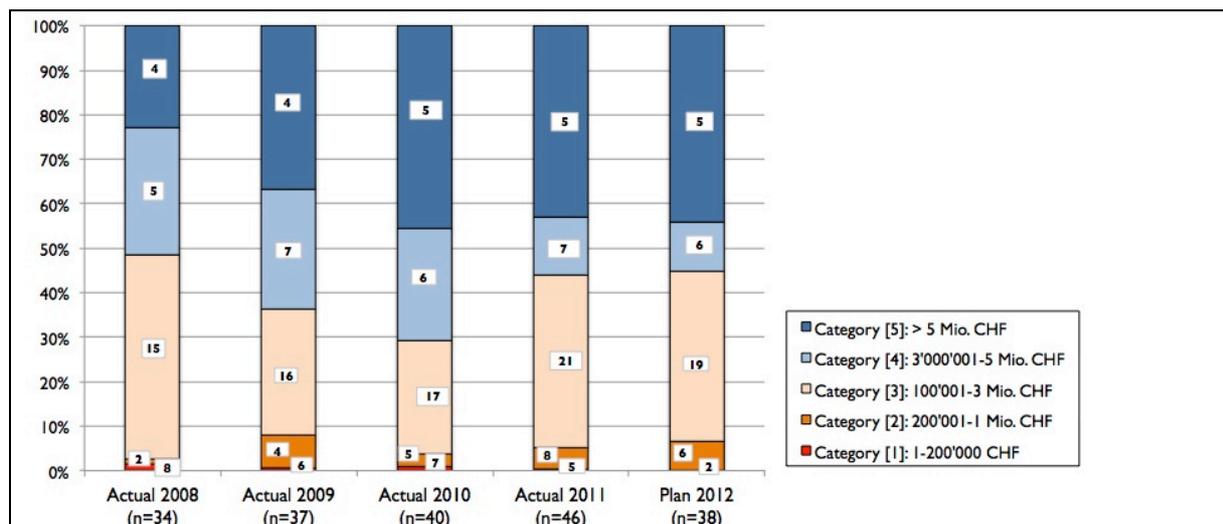


For the following analysis the projects were distributed over 5 financial categories. The amounts correspond to the sums disbursed or planned over the period of the CS.

Figure 3 confirms the trend towards bigger projects, which is in line with SDC Reo II targets to improve aid effectiveness. Since 2010 around 55% of the overall budget has been spent for projects of the category 5. But there is still a quite high number of projects in the category CHF 1 – 3 million

The evaluation team agrees with the comments of the South Asia Division that it is well understood that smaller projects are necessary in SD and LGov as pilot activities are requiring smaller funding. However, in response to the Frame Credit 2012 and given human resource constraints, the project portfolio has to be adjusted to a well manageable number (Management response to OMR 2011).

Figure 3: Number of projects according to amounts disbursed/planned over the CS period⁹



212. Complementary use of different types of support and main forms of cooperation

The following analysis of the types of support (aid modalities) and the main forms of cooperation was done using the SAP database.

This assessment was for the evaluation team (esp. international consultant) a time consuming exercise due to following three difficulties: i) the classification system is not yet clearly defined and need to be better specified at SDC level, ii) the information is not accurate in the SAP system for the “type of support, and ”iii) the different modalities are not consistently applied by staff and organisational units.

Types of support (aid modalities)

The CS presents the following budget distribution regarding aid modalities¹⁰. At the time the CS was formulated, harmonized approaches consistent with the Paris Agenda were of high priority. SDC management quite explicitly reversed this later on. In line with other donor’s joint assessment on the feasibility in BD to use budget aid (see Chap. 114.), the portfolio is primarily steered by opportunities and choices to achieve targeted CS outcomes. Moreover, the portfolio target was very general, didn’t provide clear guidance and allowed for almost any arrangement of aid modalities.

Table 1: Budget distribution according to aid modalities (source: CS Bangladesh)

Assistance modalities	Portfolio Target 2010
Aligned Programmes - Governmental Support (budget support / sector support: SWAps) - Multilateral co-financing arrangements (multi/-bi-joint contribution); trust funds in IFIs/UN	10 – 30%
Programme contributions to organisations (local/regional/international) - Individual and Multi-donor contributions	30 – 50%
Bilateral Swiss project - Mandates with visible Swiss identity (local; governments; NGOs)	20 – 40%
Total Portfolio	100%

⁹ SDC (2012d) summarises the details in regard to the distribution of the projects per financial categories.

¹⁰ Observe, that the classification system used is different to the SAP system

Annex 6 presents the figures with the results of the use of the type of support over the duration of the CS¹¹. For both domains E&I and LGov the distribution is quite similar with around 60% of budget spent with the type Project Assistance. The type “Basket funds/pooled funding” is the 2nd most important type.

Main forms of cooperation

The information in regard to the distribution of the main form of cooperation per domain and special theme are summarised in Annex 7 (figure) and SDC (2012d). The advantage of this characterization is the possibility to provide information on the organisations which carry out a mandate or benefit from the contribution.

The domain teams described the characteristics of the different forms of cooperation during the field mission and the related results are presented in Annex 8.

The small action budget line (budget < 200'000 CHF), directly managed by SCO, complement the above-mentioned forms of cooperation. This budget line helps to test out things that work and support the development of the portfolio. Small actions are also used for mandates in capacity building (results-based management) and in research and studies to support innovation (e.g. gender studies).

The SCO management has targeted a balanced use of execution mandates and contribution with national and international organisations. This is reflected in the achieved results presented in Annex 6 and 7.

E&I and LGov opt in general for a mix of different cooperation tools and search their complementary use. The intervention modalities in the E&I's sub-domain MD are less diverse. The use of execution mandates is adequate as there is still a need to well conceive the M4P approach and to test intervention logics at the local level (Katalyst, Samridhi, M4C) in. These projects are implemented by Swiss Organisations (Swisscontact, Helvetas Swiss Intercooperation), which work at a local level together with local organisations. For these MD projects, there is considerable potential for upscaling (funding of M4P initiatives by donors like DFID and EU).

The public-private-partnerships (PPP) are recognised by the GoB as “an accessible, relevant, viable and beneficial service delivery option” for the public service delivery and will be further promoted (SFYP, p. 137). This instrument is a promising aid modality for the E&I programme (SCO-BD 2009a, SCO-BD 2010).

SCO has tried to involve important Swiss based multinational companies from the private sector (Nestle, Holcim), without much success so far. But the Market Development sub-domain will further explore the bottom of the pyramid approach.

The SD projects work on various levels and therefore use various types of support and cooperation. In the search for innovative solutions to the skills gap and to enhance the relationship between training institutes and the private sector/industry complementary projects have been set up. These projects include capacity development efforts for national and governmental organisations and institutions and contributions to multi-donor initiatives. The SD portfolio focuses on short-term, quality and needs-based training which is accessible for poor primary school graduates. It aims at providing them access to better paid jobs or more stable employment and self-employment.

¹¹ Analysis done on the basis of SDC's manual on the SAP characteristics (Version 30.09.2011 – Chapter 12.3).

In LGov the multi-level approach has been explored by the appropriate use of the different forms of cooperation:

- At grassroots level: Execution mandates and contributions to local NGOs working at community and UP level.
-
- At meso level: Support to training institutes, research, horizontal learning programmes and TV/Radio projects on good practices; support to sub-district bodies (Upazilas)
- At macro level: Active participation in the policy dialogue and coordination initiatives of donors. Even though the harmonisation environment is generally weak as donors work quite independently, strong relationships with big donors have been built up to scale up innovative approaches.

DRR focuses on niches where the SCO can add value and have a discernable impact. Mainstreaming DRR into projects of the two main domains was initiated in 2008. In the mid-term review of DRR the danger was voiced of it being overburdened by too many too small activities (SCO-BD 2011). A detailed and informative analysis of the division of labour for the case of emergency relief and early recovery response in BD was made by Herrmann et al. (2010, p. 20-21)¹².

Synergies within the CS programme

BD was chosen as one of the 8 countries for piloting SDC's DRR mainstreaming. Subsequently DRR has been integrated into E&I and LGov-domains where relevant. Apart from this, the implementation of the DRR portfolio is to a large extent independent of the core domains thus creating little synergy.

In addition to the mainstreaming of gender (see Chap. 231.) and DRR in the main domains, the synergetic potential between the E&I and LGov portfolio should be further strengthened where appropriate as required by the steering proposals of the ARs (2008, 2009, 2010). SCO-BD states that the two areas (E&I and LGov) are complementary in matters of enhancing and consolidating local development processes (e.g. in possible new endeavours in Local Economic Development), which generate sustainable E&I (AR 2009).

The evaluation team is convinced that the synergy potential between the two E&I sub-domains should be further developed following the SDC's E&I overall "impact logic of the Mid-Term Orientation 2009-2012 in Employment and Income.

213. Role of none-core interventions in the country programme

It is difficult to state objectively, which interventions were/are non-core: The CS has no results framework which could be used as a reference point. A simplified synopsis results framework was only added in the annual reporting from 2009 onwards.

The original CS did not clearly mention the role and future of the NFE projects, even though several projects were originally listed in the (basic) education sector (AR 2008). The AR 2009 clarified later that the SD portfolio (from 2010 onward an E&I sub-domain) "is progressively to be oriented towards Technical and Vocational Education and Training (TVET).

An additional to the original CS programme, was the substantial funding that SCO received for four new projects¹³ in the water and climate change sectors in the framework of the 0.5% bill to parliament.

Meanwhile the "water" projects (WSP Horizontal Learning, WASH) have been well integrated in the LGov domain by enhancing the focus of such projects as entry points, the contribution to the Bangladesh Climate Change Resilience Fund (BCCRF) is considered as a stand-alone, non-core intervention (communication Herren 2012).

¹² Herrmann et al. (2010): SDC's Emergency Relief and Early Recovery Response to 2007 Floods and Cyclone SIDR. External Review Report based on a review mission in Bangladesh from 12.07. – 25.07.2010

¹³ An additional fund was allocated to the on-going Watsan partnership program (SDSC-DASCOH)

The contribution to the BCCRF is critical. Six Development Partners, incl. Switzerland, have so far pledged USD 125 million, of which about 35 million has actually been disbursed to the fund. However, the identification and approval of projects has been slow, with only USD 0.5 million disbursed so far) (AR 2011, p.16). The Coastal Adaptation Afforestation Project (UNDP) is considered to be an innovative initiative for disaster- and climate-proof livelihoods of exposed coastal communities. Due to its weaker integration into the current project portfolio and its geographical situation, the evaluation team thinks that this project – together with BCCRF - needs particular attention to appraise its contribution to the CS objectives.

214. Appropriateness of the main approaches applied in the domains

In this chapter select approaches applied in the domains and themes are briefly presented. More detailed information on these approaches, which were identified in reviews, evaluations, and EPR and ARs, is presented in Annex 9.

- *Rights Based Approach*

The Rights Based Approach (RBA) is the basis of SDC's intervention in BD. RBA has helped to address the mechanisms of discrimination and exclusion as well as the existing rigid power relations.

Domain Employment and Income

- *Making Markets Work for the Poor*

The M4P is developed and tested mainly by selected E&I projects (Katalyst, Samriddhi). The central premise of M4P is that the poor depend on market systems for their livelihoods. M4P aims at facilitating sustainable change in market systems that will result in improved competitiveness and eventually higher incomes for poor farmers and small businesses (Katalyst 2010, p.8).

- *Combined approaches between market development and local governance – Local Economic Development*

First experiences of combined approaches between MD and the promotion of political participation of communities and of the poor prove that market development activities need to be supplemented with more specific types of support (e.g. cash transfers, asset creation, safety nets, literacy) to reach the extremely poor as well (L&S 2009, p.6). This is a good basis for defining the concept of Local Economic Development (LED).

- *Link between school-based VSD and the skill needs of factories in the same area*

The SD programme aims to increase employability and income of trainees through closer links between the world of training and the world of work. Particularly CMES has created a close link between school-based VSD and the skills needed by factories in the same area. The new projects "SkillFul" and the "Industry-led Apprenticeship" use state-of-the-art approaches. They enhance links between industry and training institutions and contribute to improved framework conditions.

- *Migration: controlled labour migration brings added value for all concerned*

The new project "Improved Migration Policy-ILO" is helping BD with guidelines for migration policy, and offers training for officials in rural communities, so that they can provide useful advice to would-be migrants.

Domain Local Governance

- *Participatory planning at UP level*

A range of highly effective new tools has been developed through a rigorous interactive and field-based action-learning approach. They are the basis for a process of participatory planning. There is widespread appreciation both within the UPs and in the CBOs for the assessment of the performance of local governance as an important tool for building

awareness and understanding at the UP and CBO level of roles and responsibilities of the UPs and also of citizens (Sharique 2008, p.4).

Special theme DRR / HA, transversal theme

- *From disaster response to disaster prevention and preparedness*

DRR measures are integrated into development activities. Mainstreaming the DRR approach is considered as an important dimension of sustainable development. SCO has felt a strong need to move the focus away from disaster response to disaster prevention and preparedness activities. Integrated disaster risk management is now using a multi-risk approach, and includes all relevant stakeholders (Pozzi 2010).

- *Gender platform*

There are three factors leading to an efficient gender mainstreaming: the requirement that each programme or partner has to have a gender focal point represented in the SDC gender platform, the systematic technical and methodological support through this platform, and SCO's close gender monitoring in projects

215. Comparative advantages of SDC and state-of-the-art practices

This question was not systematically addressed in Bangladesh's CS evaluation.

216. SDC's position in the country compared to other donors (refer also to 351)

The JCS only includes a general donor mapping without financial information, and the compilation of this information is quite complex as the time frames, engagements and expenses differ. A tentative analysis with a local consultant was not successful. UNDP's „Aid Management Project“ is currently doing an extensive donor mapping, including off-budget ODA. The study should be finalised by April 2012 and will be used in the formulation process of the new CS 2013-2016.

For assessing SCO's geographical intervention compared to the poverty distribution of BD, the Portfolio Map (AR 2011, see Annex 10) was used. This is a very illustrative tool for assessing the CS portfolio. Though SCO's programme focuses on the three districts of Rajshahi, Rangpur and Sunamganj, the map may give the impression that SCO's intervention area is very scattered as the contribution projects to national multi-donor initiatives are included. For further analysis, the assessment criteria need to be more detailed.

2.2 Consistency of projects objectives with Results Framework of the domain

221. Coherence of the project portfolio with the results framework of the domains of the CS

The coherence between projects and the domains was assessed by comparing the outcomes of the on-going projects – found in the logframes - with the outcomes of the correspondent domains. A difficulty in this methodological approach was the missing results framework of the initial CS. Hence it was necessary to formulate the domain outcomes in chapter 3, Strategic orientation 2008-2012 of the CS. The tables of Annex 11 show the result of this analysis.

The project impacts/outcomes of the domain LGov are very coherent with the domain objectives. In the E&I domain this relation is less evident. Several projects of the E&I domain focus on bridging NFE with SD. This approach was considered necessary to overcome the limited access to SD training programmes for students with lower levels of basic education, especially for marginalised and working youths.

For several projects of the E&I domain, the logframe doesn't yet reflect the real objectives (see symbol "0" in the table of Annex 11). The quality of these logframes needs to be improved.

It is rare that evaluation and review reports make explicit reference to the domain objectives. The evaluation of SDC's Vocational Skills Development Activities (VSD-E 2011) analysed the PLCE-2 as a case study, regrets that the CS does not indicate with adequate importance that the strategic orientation of skills development - in particular for the young people - is relevant for improving their livelihoods.

Future directions in regard to the new CS 2013-2016:

- A clear strategic positioning of DRR within the Swiss Cooperation in BD is required. To date, there is a preference to opt for DRR as a mainstreaming component (including micro insurance schemes) and to abandon the specific DRR programme, implemented through SDC HA.
- To face the challenges of BD in regard to climate change, it seems obvious that interventions in core domains become more „climate and disaster-proof“ and that the resilience of communities and beneficiaries be addressed.
- Gender as a transversal issue should be translated into an outcomes and results framework.

2.3 Transversal themes at the level of CS/MTP and the domains

231. How relevant are the selected transversal themes and how are they integrated in the CS and the domains?

In the CS, no objectives for reducing inequalities between men & women have been defined. However, there is a gender strategy for the programme and the field mission members did witness evidence for its implementation.

Gender equality in E+I domain

The evaluation and review reports show that most E&I projects do promote gender equality and integrate gender mainstreaming into the project design and put it into practice.

The Leaf and Saakti evaluation (L&S 2009) especially mentions the strong emphasis on gender mainstreaming, both at the level of implementing organisations and at the level of supported communities and organisations. In line with its gender policy and guidelines, a series of instruments and tools such as gender analysis and gender audit were applied. A "Participatory Gender Analysis Tool" was introduced to develop joint community action plans for reducing gender discrimination.

SDC's evaluation on VSD Activities (SDC 2011) points out that CMES has very profound effects on young women and the communities they live in. Most of the interviewed women became self-confident.

In the SD and NFE programme, gender equality is well integrated and women are considered as a specific group that require a particular approach and type of support.

However, BD's M4P projects focus on value chains with a particularly promising growth potential. They argue that selecting sub-sectors with a high level of female representation will jeopardise the objective to increase income. This argument was also used by the "Katalyst" project to explain its minimal attention to gender issues. Mueller (2011) rightly argues that addressing gender equality as a crosscutting theme is the minimum requirement and most obvious approach to gender mainstreaming in an M4P intervention. It is based on a "do no harm" approach and requires a minimum level of sensitisation and technical skills within the implementing organisation and the supervising SCO. In the opinions of the evaluation team,

the two approaches can be complementary; on the one hand “do no harm” on a programme-wide scale and parallel to this, value chain development with limited market objectives and gender objectives.

Gender equality in LGov domain

SCO's programme has a long history of experience in addressing gender in its programme. The “Rupantar - Grassroots women leadership” has supported gender equality at a grassroots level since 1998.

At Union Parishad and Upazila levels, gender equality is integrated through an “inclusive” approach and all partners are very aware of the matter. Some specific actions for women's promotion are taken up either within projects such as Sharique or as specific interventions (Rupantar).

The reserved seats for female Council members often turn out to be ‘alibi seats’, as women have never learnt to express themselves, and men are not used to respecting their voices. One of the new SCO-BD projects, Aparajita (Women leader networks), tackles this issue.

Gender equality in DRR

Gender equality in DRR programmes is discussed in two evaluation reports. Both reports illustrate the importance given to gender issues by SCO-BD's programme:

- The Grassroots Women's Leadership project – with support by SCO - has been working on ensuring gender friendly shelter centres. In their programme, female headed families are enlisted, ensuring a female bathing corner, female participation in local DRR committee, cash grants for women, etc. (Gender 2011, p.49).
- Sidr (2010, p.11) confirms that gender and community involvement are considered as a means to build people's capacities, and is a major crosscutting issue in the implementation of post-SIDR's interventions [...]. The evaluation believes that the women's role in these projects cannot be separated from the SDC's partner's extensive work in community empowerment, as gender equality was framed into a broader attempt to maximise community involvement by setting up committees and initiating community led assessments.

Evaluation Area 3: Implementation of the CS, and their portfolio

Purpose: Appraise the efficiency of the portfolio management by the SCO and its contribution to an optimal achievement of results.

Conclusions

- SCO is well positioned in the domains and themes of the current CS. To build up similar expertise and reputation in other domains requires a huge investment. This is an important argument that the new CS 2013-2016 sticks to the current thematic areas. (3.1)
- The CS 2008-12 was planned with an indicative overall budget of CHF 77 million (not including the DRR programme and the projects of the 0.5% bill to parliament). Actual spending per end of the CS (2012) will amount to around CHF 120 million, which corresponds to a budget increase of 55%. The evaluation team acknowledges, that the SCO has suitably absorbed these increased funds along the strategic domains, even without adjusting the staffing situation accordingly (except for DRR). However, due to tight SCO staffing, several risks and challenges have been identified (turnover of staff, capacity to follow up new projects, coordination of the LCG working groups, quality of evaluations and reviews, identification of pipeline projects, field presence). (3.1, 3.6)
- In several projects the SCO faced governance problems, mismanagement and corruption. SCO took the correct action in closing these projects. The system adopted by the SCO - including partner assessment - should allow for more control in such situations. (3.2)
- Over the past years outcome orientation has improved thanks to the development of the CS and individual project monitoring systems. This new orientation is appreciated by national partners. However, efforts need to be pursued to further develop monitoring capacity. (3.3)
- The quality of evaluations and reviews is inconsistent, and local companies or private consultants are not always methodologically well equipped. The monitoring of policy dialogue is not yet optimal. Cost-benefit analyses have not been rigorously conducted but other tools or methods to assess efficiency are progressively being introduced. (3.1, 3.4)
- Interviewed national partners, other donors and national and international implementing agencies perceive SCO as a clever niche player with an interesting and balanced project portfolio. (3.5)
- SCO is well positioned in the LCG coordination platforms and networks; and it is widely recognised as an opinion leader in selected working groups (e.g. SD). (3.5)
- The relationship between SCO and implementing agencies is in general very good, especially at the bilateral level. Due to the bidding processes (following the rules of REO II), the relation between SCO and Swiss implementing agencies has changed from partnership to a more business-oriented relationship as contractual stakeholders. However, it is in the interest of aid effectiveness and visibility of the Swiss programme to enhance exchange and cooperation among (Swiss) agencies. (3.5)
- SCO gained particular recognition for its systematic practice in capacity development thanks to its work with a diverse range of stakeholders. Good approaches build on trust relationship with governmental institutions and their staff. The changing role of Swiss implementing agencies from direct project implementers to a supportive role of local organisation in this regard is important. (3.6)
- SCO has a very competent, relatively small team compared to other SCOs. Following the choice of the SCO management the number of staff will remain on the low side even after the planned opening of an additional NPO position. Staffing in BD is at high risk of quality decrease due to limited interest within the SDC rotation process and a rather low SDC salary scale for national staff in Bangladesh. (3.6)
- Gender mainstreaming management in the programme could be mentioned as a model and builds a good basis for the upcoming CS 2013-2016. (3.6)

Recommendations

To SCO-Bangladesh:

- The CS programme is diversified in terms of number of projects, aid modalities and implementing agencies. In order to build an adequate and functional Monitoring and Evaluation system at CS level, it is appropriate to set up a structure which builds on the current one and is composed of diverse instruments and methods such as:
 - o the formulation of a selected number of key indicators at outcome and impact level per CS domain
 - o adequate monitoring systems of individual projects (with baseline data, targets, reliable sources of information)
 - o quality end-of-phase reports (EPR)
 - o quality evaluations and reviews, complemented by ex-post evaluations for strategic interventions and information on sustainability
 - o focused evaluations or thematic studies on what SCO doesn't know and not on what is already covered by monitoring.
 - o impact study to test intervention logics for innovative approaches, using rigorous methods to separate, in quantitative terms, the effects of intervention from other influences ("counterfactual").
- This CS Monitoring system needs to be set up for the new CS 2013-2016 by *the end of 2012*. It should also include elements that monitor influences on policies (see Jones 2011). At the same time, it should serve learning at the CS level, strategic steering and accountability purposes.
- SCO should consider implementing a pilot Cost-Benefit Analyses (CBAs), especially in suitable interventions of the E&I portfolio and other interventions where appropriate (e.g. multi-purpose shelters in DRR¹⁴).
- The quality of evaluations and review reports needs to be improved. SCO might make a contribution, together with other like-minded donors, to building up national evaluation capacities in partnership with a national training institute.
- The new CS 2013-2016 should build on achievements in terms of SCO's role as a clever niche player, current domains and (current) themes for which SCO is well positioned, and of an adequate mix of aid modalities, corresponding to the political and ODA context and the management capacities.
- Staffing needs to be carefully revised to face the new challenges in the framework of the new CS 2013-2016. Adjustments are required in the number of Swiss and national experts, additional competencies (climate change, water), and better gender balance (including Swiss staff, relevant for SDC HQ recruitment process).
- Regarding gender mainstreaming: efforts should be made on the monitoring of results in terms of reducing gender inequalities in the two domains.

To SDC at institutional level:

- The performance of Swiss implementing agencies should be increasingly assessed in regard to their capacities to enhance local organisations and institutions (producer associations, local NGOs, local governance institutions, private sector organisations) and their interaction.
- Guarantee a balanced involvement of Swiss implementing agencies so that they have the critical number of projects and financial volumes needed to be well positioned in SDC's priority themes - able to invest in innovation and up-to-date practices. At the same time this may offer job opportunities for young Swiss professionals.
- For cases of mismanagement of funds, corruption and other governance problems, transparent communication should be made with other implementing agencies of the concerned SCO in order to prevent such occurrences.

¹⁴ The related CBA was decided in 2011.

3.1 Allocation and management of financial resources

311. Correspondence of the actual financial volumes of the projects and of the domains with the amounts defined in the CS

The indicative budget of the CS foresaw a total budget of about CHF 80 million, which corresponds to an annual budget of around CHF 14 million for operational costs plus CHF 1 million for SCO expenditures.

A major part of the budget was allocated to the domains E&I and LGov. Throughout the CS period the pursued operational target has been 2/3 : 1/3, which was repeatedly confirmed by the HQ. The Humanitarian Aid Department planned to contribute to eventual relief activities.

Table 2: Disbursement 2008-2011 and budget 2012 in '000 CHF (Source: SAP)

	Actual 2008 %	Actual 2009 %	Actual 2010 %	Actual 2011 %	Plan 2012 %	TOTAL %
A. Employment and Income	9'467 42.2	13'493 57.2	8'160 41.1	9'828 36.3	11'072 37.9	52'020 42.5
B. Local Governance	5'764 25.7	5'307 22.5	5'647 28.5	8'154 30.1	8'704 29.8	33'577 27.5
C. DRR & HA	4'670 20.8	3'067 13.0	2'672 13.5	1'674 6.2	1'699 5.8	13'782 11.3
Water & Climate	0 0.0	0 0.0	1'700 8.6	5'500 20.3	5'456 18.7	12'656 10.4
Other operat. Interventions	1'260 5.6	518 2.2	0 0.0	0 0.0	0 0.0	1'777 1.5
SCO & Small Actions	1'270 5.7	1'215 5.1	1'659 8.4	1'935 7.1	2'270 7.8	8'349 6.8
TOTAL	22'432 100	23'600 100	19'838 100	27'091 100	29'200 100	122'161 100

The financial volumes substantially increased in comparison to the initial indicative budget for following reasons:

- As a priority country, the annual budget had to be increased from the planned CHF15 million to a minimum CHF 20 million
- In 2008/2009 DRR/HA started with a share of 20.8% due to the cyclone Sidr and the tropical depression Aila. In 2009 BD became one of the 8 countries chosen to pilot SDC's DRR tools and DRR built up quite a substantial programme. Some recovery/DRR actions were partly financed by Regional Cooperation (RC).
- A consequence of the 0.5% bill was a budget increase of CHF 12.7 million for the period 2010-2012 for four new projects and one project extension. The two water projects are managed by the LGov team, the two climate change projects by the E&I domain.

The annual amount for E&I is around CHF 10 million (with the exception of 2009 at CHF 13.5 million). Meanwhile, this amount has increased for LGov from CHF 5.7 million in 2008 to CHF 8.7 million in 2012, corresponding to 30% of the overall budget. The target ratio E&I: LGov was achieved in 2008 and 2009, later it shifted in favour of LGov to 55 : 45%. The deviation is explained by the higher programming efforts for LGov pipeline projects.

For 2012 SCO was instructed by HQ (December 2011) to plan with a budget increase of about CHF 4 million at short notice. In such cases, it is a real challenge for SCO management to keep the high implementation quality with the same human resources. A balanced portfolio between mandates with national organisations, mandates with international organisations, and co-financed contributions of multi-donor initiatives can be considered, to some extent, as a positive sign of quality. The informal target ratio is a third for each of the three modalities. Execution mandates allow SDC to take the role of a niche player, but due to tender procedures this form of cooperation takes much more time before an intervention becomes operational, it has to be planned much further in advance.

312. Balance of SCO between efficiency and delivering quality aid

The indicative annual budget for SCO administrative costs during the CS period was planned for CHF 1 million corresponding to around 6% of the overall budget.

In absolute numbers the disbursement was higher, but in relative numbers it was lower at an average of 5.39%. The reasons for this were the low number of national project officers (NPO), comparatively low salary levels, and low no office rent. With the planned move of the office to another quarter of Dhaka and the hiring of new national staff, the administrative costs will certainly increase.

Table 3: Actual expenses for SCO office in million CHF (Source: SAP)

Disbursement and updated budget (SAP)	2008	2009	2010	2011	Plan 2012	Total
Total Budget (with actual expenses)	22.43	23.60	19.83*	26.82	29.20	121.89
Actual SCO Bangladesh - in % of total budget	1.12 5.00%	0.96 4.08%	1.24 6.23%	1.59 5.94%	1.65 5.66%	6.56 5.39%

* from 2010 onwards, a new formula splits a range of costs within the "integrated embassy" using a 50:50 key (e.g. the costs for the Ambassador-Country Director).

313. Cost-benefit analyses or other tools used for assessing efficiency

A Specific Cost-Benefit-Analysis (CBA) has not been conducted as yet with the SCO waiting for clear methodological guidelines. Nevertheless, in some thematic areas, preparation tools have been applied which have yielded more information on costs. The SCO mentioned that it is especially difficult to evaluate quantifiable benefits in areas such as governance or gender.

SCO is therefore using benchmarks to compare unit costs of services and deliveries when comparing tender offers with the new service-oriented-remuneration (SOR) contract type.

It would be beneficial to compare administrative costs for different aid modalities. Such comparisons need clear instructions on what costs to be considered: e.g. "When are costs for technical assistance accounted as administrative and when as operational costs?"

Box 1: Findings from the meta-evaluations in regard to efficiency

The method suggested by the projects Leaf and Saakti takes into account both the costs of interventions and benefits accrued. A case study revealed that overall benefits of the interventions are higher than the costs, i.e. net revenues are exactly half of the estimated gross revenues and the discounted benefits are 7.5 times higher than the costs. This is taken as an indication for the economic viability of the interventions (L&S 2009, p.16). Katalyst undertakes similar economic analyses.

In the years to come the quantification of risk and risk reduction (cost-effectiveness, cost-benefit) will become more important for SDC in general and in Bangladesh in particular (DRR 2010, p.10-12). The same mid-term review recommended that external CBA is needed for Community-Based Cyclone Shelters in order to get information on the up scaling of the approach with other donors.

Budgeting and financial reporting could be improved considerably by setting up, and consequently claiming, correspondent standards when working with implementing partners. A targeted capacity building with SDC's main national partner NGOs would also directly benefit SDC in strengthening its own monitoring skills and capacities (SIDR 2010, p.vi).

Without reliable project monitoring data, it is unrealistic to require cost-benefit analysis from evaluators – as it is often practiced in current Terms of References (ToR). Cost-benefit analysis should be planned from the beginning of the project.

3.2 Management performance

321. Steering decisions of the country programme when results differ considerably from planning

Over the CS period several annual reports explain that the management faced disbursement problems (partly with quite substantial amounts) due to reasons such as (AR 2010, AR 2011, OMR 2010, OMR 2011):

- delays and slow project implementation, incl. pipeline projects.
- planning delays by the partner organisations (mainly for the case of contribution projects).
- closure of projects due to corruption, mismanagement and other governance issues (PLEASE).
- sharp depreciation of the Bangladesh Taka against the Swiss Franc (rate March 2012: 1 CHF = 89 BDT; in March 2010: 63 BDT).

Such issues are analysed in monthly portfolio team meetings where management, together with the operational teams, takes the required steering decisions and takes on new commitments.

Another one of the important moment for taking critical steering decisions is the elaboration of annual reports in the presence of the responsible desk officer from HQ. Evaluations are also important steering instruments.

Financial monitoring and evaluation of projects and partners is at a high level. The EDA internal audit 2011 qualifies the SCO system as a best practice one: i) at least one internal audit by SCO for each project per phase; ii) contractual annual audit mandate by SCO and at its cost; iii) risk analysis for each new partner iv) common template for financial and operational reporting.

322. Contribution of Swiss expertise to the quality of the implementation of the CS

The quality of Swiss expertise was neither assessed in evaluation and review reports nor discussed during the field mission. For future CS evaluations the term of Swiss expertise needs to be clarified (= SCO, Swiss expats, Swiss implementing agencies, local NPOs).

3.3 Quality of the CS/MTP monitoring system and evaluations and reviews

331. Relevance and efficiency of the CS monitoring system process. Relevance of the domain indicators

A first CS Monitoring tool was elaborated in 2008/2009 in a participatory process with partners. After an SDC training workshop in May 2011, SCO revised its CS Monitoring tool. The general structure of the system corresponds to the new SDC guidelines including the three levels of observation (SDC 2009). As the CS did not include a Results Framework, a simplified “results logic” was prepared for each domain and for DRR as the basis for selecting outcome and output indicators.

In the first workshop with representatives of so-called ‘feeder projects’, projects which are responsible for providing monitoring data, SCO’s domain teams gave detailed instructions on the data to be collected and the common reporting framework for partners (finances & operations). Once the data was collected, the same group of people met again for a second workshop to analyse the data and to elaborate on the inputs for the annual reports. At the same time efforts were made to improve the project monitoring systems of the partners by focusing more on outcomes. The improved outcome orientation is well appreciated by the national partners. However, capacity development in monitoring needs to be pursued by SCO.

The monitoring system was assessed during the field mission with SCO management and domain teams by using tool 331 (see SDC 2012b).

- *Process of formulation and implementation of the CS Monitoring System*

The revised system is a compromise between the SDC guidelines and the existing practice which is currently based on project-level data systems. The database was not set up in a unified way and covers slightly different time frames. Based on selected project monitoring systems, the workload has been limited for the individual projects (see AR 2011). The system was set up in a participatory way and the process is well synchronised with the annual report writing. Selected implementing agencies and national partners were associated throughout the whole process.

Identified issues with the current system:

- Missing country development outcome statements and lack of information about national progress make it difficult to assess to what level Swiss contributions relate to country results. It is also difficult to appraise the significance of the Swiss contribution when considering its volume in regard to the overall ODA. Furthermore national statistics are deficient in sectors relevant to the CS.
- The CS monitoring system does not yet include the elements for the “Portfolio management by SCO and Performance” as suggested by SDC’s CS monitoring concept (SDC 2009a).
- Indicators without baseline data, detailed information on the means of verification and target values do not allow for a comprehensive result statement on changes. It is therefore not possible to assess whether the Swiss programme portfolio is on track in regard to effectiveness.
- The monitoring of outcomes of the policy dialogue is weak.
- The current system is used mainly for annual reporting and secondarily for steering. HQ does appreciate the quality of the annual reporting, but the implementing agencies and national partners need to be involved to allow for more transparency concerning results achievement at the CS domain level.

The following questions were discussed during the assessment of the CS monitoring system:

- To what extent is it meaningful to set up a performance monitoring system for steering purpose at SCO level, if HQ makes the decisions regarding individual projects on the basis of planning documents (e.g. approval process of credit proposals by Operation Project Committees)? Alternatively, a steering system which focused on strategic monitoring at the level of the domain development might be more efficient.
- Is it meaningful to aggregate indicator data from individual projects which have different objectives, scope and intervention strategies? Certain multi-donor projects, which are supported with minor financial contributions, are not able to provide accurate information.

332. Monitoring and progress reporting on Gender

It was difficult to get information on progress in regard to reducing gender inequality due to the following reasons:

- So far no results framework with outcome statements has been developed, and outcomes are not engendered. Hence it remains difficult to assess behavioural changes and progress in gender mainstreaming and gender equity.
- With the current CS monitoring system it is only possible to obtain results on trends such as “more women participated, more women elected, more women’s proposals taken into account”.
- The specific study on Gender, Power and Politics in Bangladesh (Hosain 2011) is useful and could be used as a baseline for the new CS 2013-2016 in the LGov domain.

3.4 Quality of evaluations and reviews

Mid-term reviews, reviews, and external evaluations are systematically conducted for all projects. They are considered to be key steering instruments for the domain development and at the CS level.

The meta-evaluation examined 18 reports (see Annex 1) and assessed their quality following the method applied by the internal SDC report "Interne Revision EDA: Report on SDC's evaluation praxis 2005-2008". The following table and Annex 12 present the results of our assessment.

Table 4: General assessment of evaluations and reviews, used for the CS

General Quality Assessment	E & I	LGov	DRR / HA	Total
--		1	1	2
-	3			3
+	3	3	2	8
++	3	1	1	5
				18

In general, evaluations and reviews don't correspond to current international practice (e.g. respect of DAC evaluation criteria) and the professionalism of evaluators (national and from the region) is a major concern. With the exception of the Katalyst and the VSD evaluations, there are no evaluations which apply rigorous, quantitative methods to separate aid effects from other influences on target variables.

Similar concerns were addressed for evaluations and audits mandated by international organisations, such as ADB and WB, on governmental projects. Often they don't address the real and crucial problems (staff capacity, procurement procedures, approval and staff recruitment processes, corruption, and mismanagement), and are more an additional stage in the project than a real steering tool.

In contrast, Katalyst has substantially invested in monitoring and results measurement systems (8 – 10% of project budget, plus additional monitoring costs of local organisations called "co-facilitators"), in order to meet the DCED standards. This is paying off, as evidence of a high level of reliability and validity has been generated proving that the M4P approaches are effective. However, the costs in terms of initial investment and staff are high, and the project management and donors would do well to compare the costs with the benefits (Katalyst 2010, p.7).

Besides performance CS and individual project monitoring systems, quality reviews, evaluation and impact assessments are key instruments for strategic steering of the CS within their domains and themes. "As cooperation strategies inevitably (must) make use of existing evaluation results we recommend to consequently carry out meta-evaluations of existing evaluation results on project and programme aid interventions in a given country portfolio. The more interventions of a portfolio are covered by existing evaluation reports, and the higher the quality of these evaluations is, the higher is the quality of the meta-evaluation" (Kappel et al. 2009).

3.5 Relationship management

351. Role of SCO within the donor community

In terms of government-donor coordination, SCO plays an active role as member of the LCG Executive Committee (7 members) and of the EU+ group, together with Norway. SCO further supports initiatives to improve mutual accountability and broader participation in the frame of the JCS 2010-2015, which is based on the strategic priorities of the SFYP 2011-2015. SCO

actively takes part in the LCG thematic sub-groups of education/skills development, local governance, gender and DRR (AR 2011, p.18).

The assignment of the Swiss Ambassador to take over the second EU+ seat in the LCG Executive Committee (7 members) in 2010 can be considered as an acknowledgement of the quality of the SCO's programme and the constructive role played in specific LCG working groups.

SDC is involved in several national (governmental) programmes which involve co-financing arrangements through multilateral agencies, mainly with UNDP, WB, ADB and ILO (SCO-BD 2010).

SCO as a smaller donor has a recognised knowledge background, due to its networks (E&I/SD networking capacity) and its specific expertise (e.g. Swiss TVET system, apprenticeship system). Therefore it can play the role of an opinion leader in the policy dialogue and initiate relevant conceptual developments, especially in SD and local governance.

Furthermore, the multi-level intervention approach in local governance (from grass roots to national level) and the strategic involvement of implementing and partner organisations contribute to the credibility and visibility of Switzerland.

The interviews with national partners, and local and international (incl. Swiss) implementing agencies, describe the role of SCO as follows:

- SCO is a niche player. It seeks scaling up of good practices and innovative approaches.
- SCO applies fundamental cooperation principles such as flexibility, innovation, openness, partnership, and transparency.
- SCO management and domain teams support policy formulation processes. Compared to other donors, SDC has a good connection with governmental institutions.
- SDC has a "bigger say" – than the proportional of its resources¹⁵.

The PLCE-2 evaluation positions SCO as a mediator between donors, government and NGOs with substantial influence when it comes to education concerns and vocational skills development (PLCE-2 2008, p.15). The interviews confirm this statement. SCO has also been recognised as partner of GoB due to its expertise and significant contribution to national policies such as the NFE policy.

The Sidr evaluation concludes that SCO possesses a widespread networking framework that helps considerably in addressing effectively and efficiently the needs of GoB and its population. This also turned out to be effective in emergency situations (Sidr 2010, p.vi).

In the interviews, some recommendations were addressed, such as that SCO should think more about scale and leverage, and include other donors from the beginning. Donors such as DFID and EU have an interest in building on SDC achievements, as they can allocate substantial finances to scaling up projects. These donors wish to continue their participation in developing the innovations from the start.

352. Information sharing on the achievement of results with the governments of the partner countries, the Swiss community, and other relevant stakeholders

SCO takes great effort in making its work available to the public. A special folder contains project information and fact sheets on thematic priorities of SDC's CS. The information on SDC-BD website and the facebook page of the Embassy of Switzerland is updated regularly and includes relevant links to projects, partner organisations and updates on events. The "Asia Briefs" contain information on current interventions in Asia.

A regional media workshop, conducted by SDC HQ, strengthened the communication capacities of local media staff (SCO and partners). According to the AR 2010 (p. 18), SCO events are receiving good coverage in local media.

¹⁵ Note: the Swiss contribution to ODA is 1 %, and ODA in Bangladesh is 1 % of GDP

SCO regularly organises workshops with partner organisations and implementing agencies. The domain workshops organised for analysing the monitoring data and elaborating the annual reports are very productive and well appreciated by the participants. These common exchanges are mainly organised with technical staff and less with their managers. As of yet, there is no formal system in place for sharing information with partners and other stakeholders.

Field visits by the Ambassador, the Head of Cooperation and other SCO staff are much appreciated by national partners as they help to promote the achievements and contribute to increased recognition by local stakeholders (e.g. local governance).

However, most information sharing between stakeholders engaged in the same domains happens at the LCG working group level, and on the basis of bilateral exchange between SCO and project representatives. Thematic workshops involving all project partners (with representatives of Swiss organisations, local NGOs and multi-donor initiatives) in a domain are rarely organised. National partners and representatives of implementing agencies have suggested that they would like to be better informed about the evolution of the portfolio and the progress of results achievements. The interviews with other donors revealed that they are only superficially or very selectively informed about the Swiss portfolio in BD. With good reason the SCO management has argued that information from the partners should be shared as well.

353. Cooperation between SCO and implementing agencies (contracting)

A substantial portion of donors' assistance is channelled through national NGOs in BD. They operate completely outside of the GoB-DP official collective dialogue structure and the JCS framework, leaving scope for potential overlap and duplication of the development programmes (OECD 2011).

The SCO management agrees with this appraisal, but argues that this statement reflects a truncated view of the Paris Agenda common to many governments, i.e. that the only legitimate channel of aid is through the government. The real problem is rather the non-inclusion of civil society in the "dialogue structure". There is indeed an overlap in roles, as foreign funded NGOs deliver basic services, which should be delivered by the GoB. They do that with the (sometimes grudging) consent of the government, which absolves itself of government tasks. The problem with many of the NGOs is that they are operators/implementers driven by elite members who are mainly accountable to their funding agencies, and whose governance structures are more than weak (communication U. Herren).

Thus it is important to carefully select potential local and national NGOs. Most of them need support to improve their governance structures and need-based capacity building in order to strengthen their capability to offer professional, outcome-oriented services. This is an important task of Swiss NGOs in charge of executive mandates and sub-contracting local organisations.

Another challenge is the absorption capacity of the small NGOs. Large funding can lead to inefficiency, over extending already weak management and information systems. It can also prompt the recruitment of numerous field staff and the expansion to new geographic areas, which brings huge practical, management, training and supervisory challenges (CVA, p.43). Over the CS period, SCO was confronted with several cases of mismanagement and corruption of national implementing organisations. These problems led to the termination of a project.

SCO is aware of these risks and tries to counteract them with detailed risk assessments and audits (Internal Control System ICS) of (new) partner organisations. The organisational setup and the beneficiaries of potential partner organisations are carefully analysed in order to exclude opportunistic NGOs. This was the reason that the SCO expanded its controlling team. The finance team conducts a complete risk assessment, following the SDC guidelines. The results of the assessment is discussed with the operational team concerned.

Another issue SCO is aware of is the situation where the same Swiss agency implements several projects in the same domain. Two Swiss organisations alone implemented around 30% of the overall budget of the CS in the period 2008-2012.

Table 5: Project volume implemented by Swiss implementing agencies.

Domain	Projects	Swiss Implementing agencies	Budget 2008-12	% of domain
E&I	Katalyst, M4C Samriddhi (former LEAF & SAAKT), AFIP	Swisscontact Helvetas Swiss Intercooperation	25'432'000 CHF	48.9
LGov	Sharique	Helvetas Swiss Intercooperation	11'300'000 CHF	30.1

SCO follows the very clear corporate instruction to go for open tenders as per Swiss regulations. SCO manages bidding processes locally as per REO II but according to the applicable rules and in close cooperation with the "*Fachstelle Verträge und Beschaffung*". On the other hand, the representatives of the Swiss implementing agencies argue that SDC as a donor contracts much less project funds to Swiss organisations than others (USAID, AusAid, DFID, BMZ). Furthermore, Swiss NGOs need a critical minimal project volume on an international basis to continue as recognised players in selected themes.

Because of the competitive bidding processes, the evaluation team is questioning if this change in the relationship could hamper the participation of the implementers in the thematic development of the CS programme. Moreover it elicits a competitive relationship among the implementers, which makes proactive and voluntary exchange difficult. In general there is a good and direct relationship between SCO and Swiss implementing agencies.

Something similar could potentially happen in the relationship with local NGOs. National NGOs have been informed that in the near future they will have to participate in biddings. It is a huge challenge, especially for smaller organisations, to compete with international organisations. They are concerned that they could lose their long-term trust relationships with SDC.

An area of potential improvement is in the relationship between SCO and Swiss organisations which get SDC programme support but are not directly involved in the CS programme. These Swiss NGOs are contractually obliged to exchange with the SCO but some of them don't do it systematically.

The selection of implementing agencies remains a challenge. Diversifying the implementing agencies through tender processes might add value. However, bidding processes are lengthy and costly, and do not always guarantee the selection of the best organisations.

354. Cooperation of the Swiss Governmental Agencies in the country

SDC is the only Swiss governmental agency active in BD, with the exception of a small SECO project on Intellectual Property Rights, which was approved at the end of 2011 and has not yet started. The role of the Embassy in supervision is being clarified at the moment with SECO.

3.6 Human resources management

361. Appropriateness of the team composition and competences of SCO staff

The CS 2008-2012 provides the details on SCO staffing. It was initially planned that the SCO staff would comprise of a Country Director and three international and four national professional staff (for the two domains), who are in charge of programme management. This estimation was done for an indicative overall budget of CHF 77 million for the CS programme (not including the DRR programme and the projects of the 0.5% bill to parliament).

As explained in Chap. 3.1 the actual amount spent will be around CHF 120 million for the period 2008-2012, which corresponds to a budget increase of 55%. The operational SCO staff was not adjusted accordingly. The current operational staff is composed of 4.5 international members and only 4 national project officers (NPO) (see Annex 13). The opening of two new NPO position is planned for the year 2012.

SCO management rates the delivery quality as high and is convinced that with the additional personnel to be recruited in April 2012, staffing is adequate for accomplishing all tasks and responsibilities. The fact that staff do not work overtime and take vacations reaffirm their appraisal. The SCO management believes that it is more efficient working with a few well trained and coached staff than it is employing more.

However, the evaluation team thinks that SDC / SCO faces important challenges regarding human resources:

- Very few SDC Swiss candidates apply for SCO positions (e.g. only one candidate for the case of Head of cooperation in 2011), in spite of the excellent working conditions and attractive living conditions (schooling, security, expat community). In 2013 it may be difficult to replace the two competent assistant coordinators (ex JPOs), who are in charge of the two main domains.
- Regarding the national staff, the SCO management has had difficulties recruiting competent staff at the SDC salary rates (WB and DFID are offering salaries up to 3 times higher). That's why the salary scale is currently being revised in order to keep or attract well-qualified local staff (AR 2010, AR 2011).
- Fortunately both domains are equipped with very competent and motivated NPOs. Both supervise projects and actively contribute to coordination efforts in the framework of the LCG and maintain good relationships with governmental institutions. One of them is in charge of coordination of the Gender platform. In an interview a WB representative describes them as follows: "*One wonders how 2 people only can have at the same time conceptual capacity, refined contribution, commitment, ideas and handle 17 projects?*"¹⁶

The evaluation team agrees that the current team works very well thanks to clear roles and responsibilities. But they also believe that the staffing is not optimal and that the following challenges should be taken into account:

- The operational budget for E&I, LGov, Water and Climate change interventions has increased from an indicative budget of CHF 67 million to CHF 96 million
- The diversity of the portfolio in the main domains and themes has substantially increased (M4P, SD, water, climate change, and afforestation).
- The synergetic potential of the current portfolio is not yet fully exploited (e.g. in Local Economic Development, integration of climate change concerns into the portfolio).
- The Swiss assistant coordinator for the sub-domain Market Development works alone, without the NPO. This may explain its still limited development.
- Building up high quality project monitoring systems needs continuous support by SCO staff. Furthermore SCO staff's more intensive involvement can make a contribution to raising the quality of reviews and evaluations.
- It is a good investment to ensure and intensify the coordination support for strategic themes with SCO leadership (e.g. make regular updates of LCG websites for SD).
- To make good use of increased budget, SCO is obliged to have in stock innovative pipeline projects.
- The four new projects starting in 2012 require a high level of coaching support.
- The turnover risk of national staff is high and staff rotation of SDC staff has to be compensated by sharing responsibility to ensure high quality support.
- The time needed for sharing recognised experiences (e.g. M4P, SD, local governance) and for feeding them into the thematic networks of SDC, at local but also at international level

¹⁶ Comment on the LGov team of 1 Swiss Program Officer and 1 NPO

- Projects implemented by national organisations would like more SCO staff presence on site.
- SCO's continued capacity building support is highly appreciated by national staff and contributes to staff's continuity. It is therefore important that NPOs continue to have time for training opportunities in country and abroad.

362. Capacity development for selected local partner organisations and its contribution to result achievement of the CS

There has been quite a lot of capacity development offered to national partners on financial matters, on project management, and specifically on outcome orientation in planning and monitoring.

SCO gained particular recognition for the capacity development in local governance and rural development topics through its cooperation with national key institutes (AR 2011, p.25).

However, several evaluations and reviews identified deficiencies in capacity development at the level of national organisations, mainly in the areas of human resource management and project management. In contrast, evaluations have identified good practice on capacity development done by Swiss implementing agencies (see box).

A huge challenge is the continuous high rotation of civil servants at all levels. This results in a high loss of competencies, which hinders the development of the projects.

Box 2: Capacity building of Leaf and Saakti (L&S 2009, p.14)

When collaborating with the public sector (i.e. national institutes, line agencies, networks of national institutions), support to institutional reform and capacity building has been replaced by an approach of acquiring services on a contractual basis, which proved to be more effective and efficient.

This is a new approach which does not start from a deficit perspective (poor government not capable of doing its job) followed by the 'Pavlov-effect' of aid: "they need help, before they can do their job, so let us first build their capacity.

The approach goes on the assumption that governmental staff is capable and willing to do a good job. So the project treats them as mature partners, gives them a chance to be part of the project and if in the course of cooperation real deficits show, then they can be filled with capacity development.

One of the new projects (BARD/RDA/NILG) utilises this exact strategy for the training institutions of civil servants.

363. Appropriateness and allocation of resources for transversal themes

Integrating the gender focal points (GFP) from all partner organisations, SCO developed a platform named "SDC Partners Gender Platform¹⁷" in May 2008. The gender platform is a network of the gender focal points of all projects that have been trained by SDC, and that are now brought together regularly for refreshers and/or for specific issues. It has held a number of meetings for sharing experiences, best practices and lessons learnt (e.g. GEM monitoring).

The evaluation and review reports do not provide information about the allocation of financial resources to gender concerns.

There are considerable disparities regarding gender concerns and mainstreaming among the projects. For Rupantar, womens' equality concerns are at the centre of the project, meanwhile Katalyst's gender strategy is too generic and does not effectively capture the complex socio-cultural realities of Bangladesh, and it is not grounded in the realities of the sectors and market systems Katalyst is working in (Katalyst 2010, p.31).

In the case of Rupantar, poor and marginalised citizens, including women, are now more visible and active in government administrations, justice mechanisms and so on. Given this

¹⁷ http://www.swiss-cooperation.admin.ch/bangladesh/en/Home/Principles_and_Cross_cutting_themes/SCO_B_Gender_Platform

type of external support it has been shown that not only can women become more active members of UP but have been invited to participate in other forums and have successfully contested general UP seats (competing against men) (CVA 2008, p.23).

Evaluation Area 4: Results of the CS – in relation to the results at country level

Purpose: Appraise and compare the contribution of the Swiss Cooperation portfolio, at the output and outcome level, to the achievement of development results of the partner country

Conclusions
<ul style="list-style-type: none"> - Without a results framework and clearly formulated domain outcomes, it is difficult to get a coherent picture of the results achievement at CS / domain level and the contribution made to country development results. (4.1, 4.2) - Another difficulty for SCO in making plausible Swiss contribution statements in regard to the Country’s development results is the scope of Swiss development aid, as SDC is a relatively small donor in the 160 million people - country with its enormous development needs. (4.1, 4.2) - However, it was possible to identify important results in ARs, recent evaluation and review reports, as well as in the information provided by the participants of two results workshops organised during the field mission. The workshop process, which followed the steps described in the country evaluation content and question guide (SDC 2011b), was efficient and relevant enough to estimate important results per domain. The development of domain logic models helped to formulate the domain objectives and was an excellent tool for verifying the coherence of the domain project portfolio. It also proved to be highly effective at identifying success factors and obstacles for achieving the domain outcomes. (4.1, 4.2) - Furthermore, the logic models helped to identify related country development results. They could be a useful and valid reference for defining the results framework for the new CS 2013-2016. (4.1, 4.2) - The participatory graphical assessment of the individual projects of the domains E&I and LGov illustrates that both project portfolios are generally coherent in regard to the strategic relevance for Bangladesh’s development. (4.1, 4.2) - - Sustainability issues are considered crucial for SCO. But in the current practice they are more systematically addressed at the planning stage (e.g. with credit proposals), whereas little evidence-based information about sustainability of the interventions is available in reporting, evaluation and impact assessment. (4.3)
Recommendations
<p><i>To SCO Bangladesh</i></p> <ul style="list-style-type: none"> - Formulate the results framework for the new CS 2013-2016 with results statements at output and outcome level covering all important aspects of the CS: main domains, special themes, gender and climate change and water/sanitation interventions. - Sustainability issues need to be addressed systematically during the whole PCM Cycle and not only in planning (so too with ex-post evaluations). Regardless of the aid modality, the standards for assessing sustainability should be the same for all interventions. <p><i>To SDC at an institutional level</i></p> <ul style="list-style-type: none"> - To enhance the assessment of results achievements and promote institutional learning, SDC/SCOs should conduct and promote more baseline studies, quality monitoring systems and impact assessments with before-after and/or with-without comparison study designs. - SDC/SCOs should use more impact assessment and/or ex-post evaluation to appraise sustainability aspects. The small action credit line may be used for this purpose.

4.1 Domain Results, Effectiveness, and Swiss contribution to Country Results

The structure of the current CS Bangladesh of 2007 of course only partly corresponds to the SDC's CS guidelines of 2010 (SDC 2010). This means that Results Frameworks (RF) per domain are missing.

Instead, the SCO has based its results assessment on a *Result Logics per Domain", included in the revised CS monitoring system (p.4), on selected indicators of key feeder projects, and on annual results workshops with partners and project teams.

The Synopsis RF does not clearly identify objectives at an outcome level, which makes results reporting and assessment difficult. The relationship between Country development results and the Swiss contribution results was not stated clearly enough, neither in the current CS nor in the ARs.

However, it was possible to identify the Swiss outcomes for both domains E&I and LGov on the basis of a logic model and by establishing a comparative matrix between these Swiss contributions and the country development results (see also workshop preparation notes SDC 2012e, SDC 2012f). The logic model was elaborated on the basis of the description found in the CS.

The workshop participants - representatives of national partners and project implementing agencies - then validated this logic model.

411. Employment and Income

Logic Model

Annex 14 shows the underlying logic model reflecting the current situation of the E&I domain. The three thematic foci i) Skills Development, ii) Market development and iii) Framework conditions and pro-poor policies were confirmed and it is suggested that they be kept in the new CS 2013-2016.

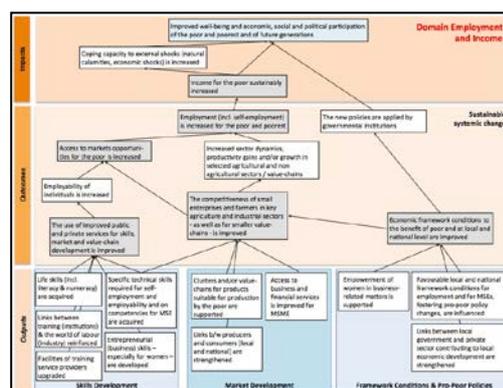


Figure 4: Logic model of E&I domain

The RF of the new CS should more explicitly include gender and DRR mainstreaming, as well as migration aspects. The question of to what extent the extreme poor – in addition to the poor - are affected by the Swiss portfolio interventions in E&I needs to be addressed during the formulation process of the new CS.

Swiss contribution and related Country Development Results

The following table reflects the current objective formulation of the strategic CS objective, the E&I outcomes of the Swiss contribution and the related country development results.

Table 6: Simplified RF of the E&I Domain 2008-2012

<p>Strategic Objectives of the Swiss contribution CS 2008-2012 Improved well-being and economic, social as well as political participation of the poor and poorest</p>	<p>Strategic Objectives of Bangladesh Pro-poor growth; enabling environment for private sector (energy, communication, finances) (Synopsis RF) Poverty reduction. Pro-poor growth (inclusive, equity access) Decrease differences between regions (local economic development) Employment creation / increased income The SFYP stresses the importance of employment creation and estimates that an additional 9 million jobs are needed by the end of 2015. It is also aware that a higher female labour market participation is crucial for further economic development (AR 2011)</p>
<p>E&I Domain Swiss contribution (Source: CS, adapted)</p>	<p>Country Development Results (Source: Synopsis RF, workshop participants)</p>
<p>Impact: Income for the poor sustainably increased</p>	<p>Agricultural and non-agricultural income in rural areas</p>
<p>OC 1: Employment (incl. self-employment) is increased for the poor</p>	<p>Employment generation; with a special focus on the extreme poor (Synopsis RF). Decent work (protection and rights)</p>
<p>OC 2: The competitiveness of small enterprises and farmers in key agriculture and industrial sectors - as well as for smaller value-chains - is improved <i>(sector dynamics and growth)</i></p>	<p>SME development; with special focus on rural economy systems (agriculture, fishery, food processing and marketing) (Synopsis RF). MSME development (farming and off-farming) Agriculture growth and diversification</p>
<p>OC 3: Access to market opportunities for the poor and poorest is increased</p>	<p>Agricultural product (export) promotion</p>
<p>OC 4: The use of improved public and private services for skills, market and value-chain (VC) development is increased</p>	<p>Quality education and TVET for higher employability, including the NFE sector (Synopsis RF). Public Private Partnerships are developed Quality improvement of extension services "Digital" Bangladesh</p>
<p>OC 5: Economic framework conditions at local and national level for the benefit of the poor are improved</p>	<p>Improved enabling environment Policy development and reforms: Capacity building, DRR, Governance, investment climate Incentives (taxes) for agricultural production</p>

At the same time relevant national policies and strategies were listed, attesting to the positive policy environment of the current GoB over the last years:

- SFYP 2010-2015, Skills Development Policy, Education Policy including Non Formal Education Policy (2006), Migration Policy (2006) & Act (2011, draft), Industry Policy (2010), Ramsar Convention.

The JCS results framework will provide a clearer reference basis in SCO's own annual reporting for country development outcomes (communication U. Herren). Together with the above presented RF, the JCS RF will be a good basis for formulating the objectives of the new CS 2013-2016.

Assessment of significant changes

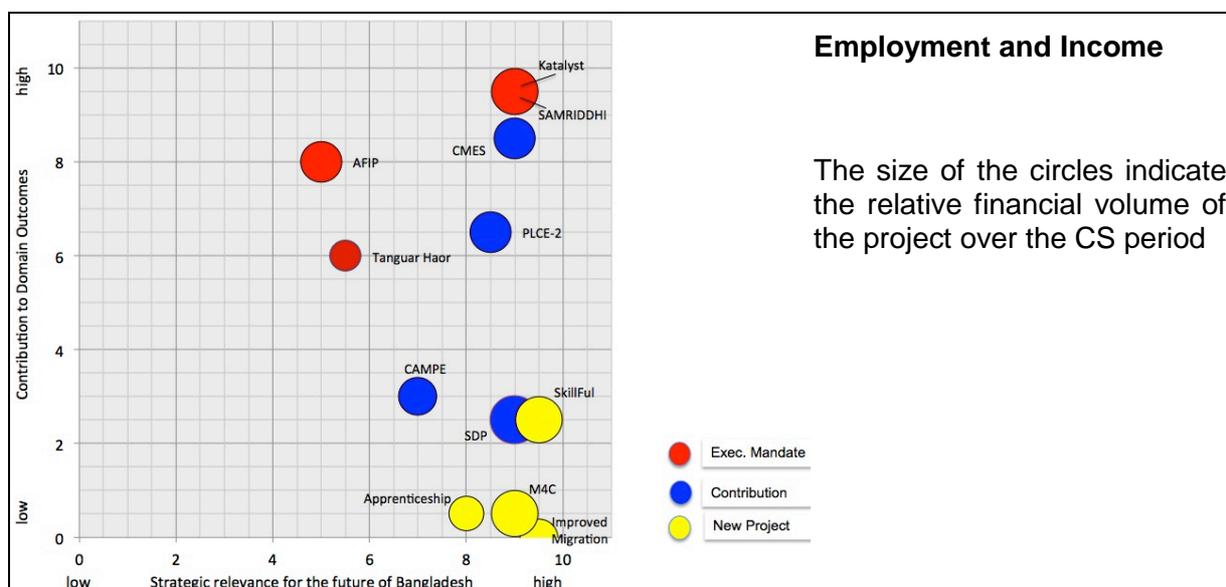
The table in Annex 14 summarises significant changes identified as relevant by the workshop participants. These changes are rounded off with important results statements of recent evaluations/reviews, together with those of the two last ARs 2010 and 2011.

The results achieved by Swiss contribution over the last few years are diversified and remarkable. However, without the indication of the time reference and target values, it is difficult to estimate their significance in regard to the countries development results.

Following figure presents the results of an assessment made by the workshop participants to position the individual projects of the E&I domain in regard to their strategic relevance for the future of BD and their contribution to the domain outcomes. With the exception of three projects (CAMPE, AFIP and TH) all projects were ranked quite highly in regard to their relevance for the future of Bangladesh. As for their actual contributions to the domain results, Samriddhi and Katalyst were equally highly ranked, closely followed by CMES.

Another workshop exercise to assess the coherence of the domain project portfolio was made by positioning the project title on the outcomes of the logic model (see corresponding photo in Annex 14).

Figure 5: E&I portfolio assessment by workshop participants



Key success factors and obstacles

In the final stage of the workshop, the participants identified key success factors and obstacles for each of the outcomes of the Swiss contribution. These findings are summarised in Annex 14. Relevant statements found in recent evaluations/reviews, EPRs and ARs, complete these findings.

412. Local Governance

The findings in regard to results achievement of the LGov domain are presented in the same structure as those of the E&I domain. These findings are also based on the results of the results workshop, held on 16 February with the relevant SCO and project staff.

Annex 15 shows the underlying logic model of the LGov domain. Similar to the E&I domain, the Swiss contribution results were reviewed and validated. There was also a group work to establish links to related Country development results.

The water and sanitation sector is used as an entry point in LGov domain. This theme is not yet included in the results framework below. The RF to be elaborated for the new CS should

include outcomes for local governance as well as for water and sanitation¹⁸. There is no reason to exclude intended effects just because they are not in a defined domain.

Swiss contribution and related Country Development Results

Table 7: Simplified RF of the LGov Domain 2008-2012

LGov Domain: Swiss contribution (Source CS, adapted)	Country Development Results (Source: Synopsis RF, workshop participants)
OC 1: Ability of the poor and disadvantaged to exercise their social and political rights and access public services is enhanced	Improved representation and participation in the democratic process (RF of LCG Governance Working Group) Women and men enjoy equal opportunities
OC 2: Service delivery at local government level is improved. Services are delivered in an inclusive, participative, accountable and transparent manner	Efficient delivery of public services; including more effective parliamentary processes (Synopsis RF). Enhanced service delivery by public institutions at all levels (RF of LCG Governance Working Group) Improved access to justice and human rights (Ref: SGD, SFYP) Local governmental structures reinforced with a special focus on gradually strengthening the functions of both the Unions (communities) and the Upazilas (sub-district) (Synopsis RF, adapted). Institutional capacities of public institutions enhanced (SFYP) Implementation of reforms and ordinances (e.g. related to HRs, access to information). Combating corruption (Synopsis RF).
OC 3: Policies which address pro-poor issues and create favourable conditions for broad participation of different actors are endorsed and implemented	Implementation of reforms and ordinances (e.g. related to HRs, access to information) (Synopsis RF). Good governance reform institutionalised at all levels (SFYP)

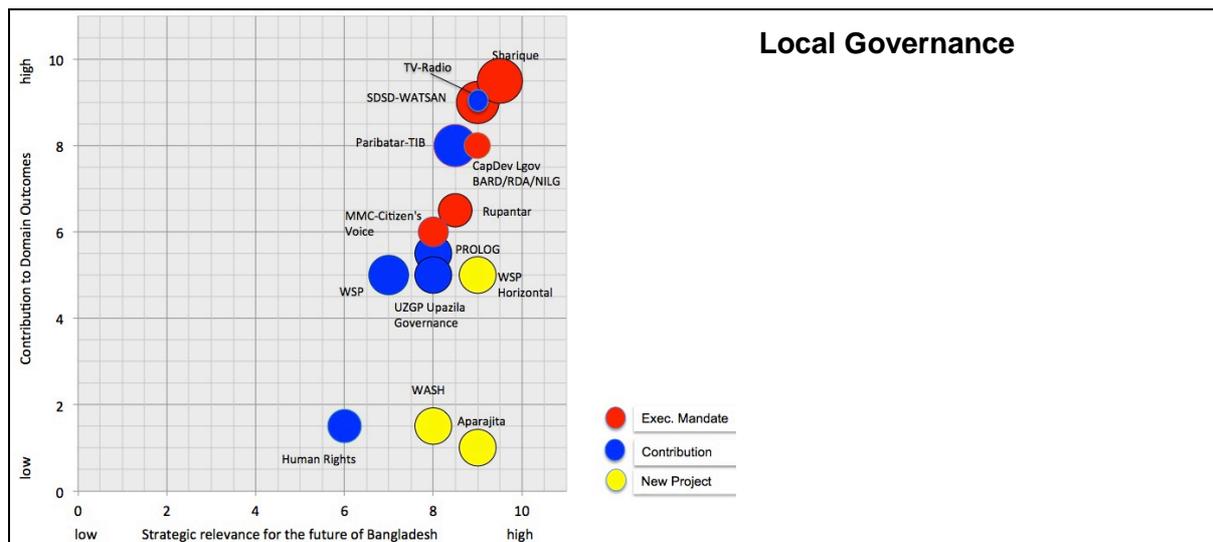
Assessment of significant changes due to Swiss Contribution

To identify Swiss contribution outcomes, the workshop participants first identified the related significant changes. Annex 15 summarises these results.

As with the E&I domain, the LGov projects were positioned on a similar graph. The overall assessment is very positive in regard to the strategic relevance of these projects for the future of Bangladesh. The workshop participants were made aware of a *small action line* intervention in the communication sector (TV-Radio), which is very significant for the national development results and is an important contribution to achieving the domain outcomes.

¹⁸ The evaluation team has different opinions on this point

Figure 6: LGov portfolio assessment by workshop participants



Key success factors and obstacles

An impressive list of key success factors and obstacles were identified during the one-day workshop for this domain (Annex 15). The findings of the workshop participants were complemented by two evaluations (Sharique 2008, Rupantar 2009) ()

Revised outcomes of the Swiss contribution

One workshop group has already made a proposal for the revised outcomes: These outcomes are a good basis for the new CS 2013 – 2016.

Table 8: LGov Domain: Reformulated Swiss contribution outcomes

OC 1: The coordination and coherence between different levels (local - national) and sectors are enhanced
OC 2: Citizens voice their rights for basic services
OC 3: Local government processes improve equity in accessing basic services

4.2 Sustainability and scaling up

421. Generated innovations scaled up through policy dialogue, alliances, networking and dissemination

The question “what innovations generated by field experience have been scaled up through policy dialogue, alliances, networking and dissemination” was prioritised by SCO. Unfortunately there was no scope to discuss this question in detail during the field mission.

Most analysed evaluations and reviews recommend that the E&I projects have the potential for scaling-up achievements. However, they are mostly unclear about which specific innovations are to be scaled up.

In LGov Domain, the dissemination of best practices through the horizontal learning program and the standardisation of local governance training for all Union Parishad is considered to be a successful example of scaling up.

The ARs are rarely specific in regard to this purpose. This may surprise many as SCO sees itself as a niche player who promotes the scaling up of promising initiatives.

422. What has been done at country level to enhance the sustainability of the investments of SDC?

Sustainability issues are considered to be crucial by SCO management, and they need to be addressed individually for the different types of interventions. In current practice sustainability is mainly addressed at the planning stage in all credit proposals of individual projects. But for the time being the analysis of how the outcomes of the interventions may be sustained is not done systematically. Similar to ARs, the first three EPRs only make some general observations on the dimension of sustainability. During the CS period no ex-post evaluations were carried out, SDC HQ doesn't seem to encourage it.

However, some selected evaluations assess project's sustainability more specifically. The M4P project evaluations are optimistic in regard to achieving sustainability through relevant systemic change in the MD area (Katalyst 2010). In contrast, the VSD Evaluation (2011, PLCE-2 case study) asks to what extent can the learning centres be sustained when an intrinsic community-based approach is non-existent and NGOs don't encourage community-based centres? Another critical assessment was done in the L&S (2009, p.5) evaluation, which concluded that sustainability of achievements at community level is not yet guaranteed.

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Annex 1: List of projects per domain and code of external evaluations and reviews

Abbreviation	Project	Code Evaluation
Domain A: Employment and Income (E&I)		
KATALYST	Developing Business Services Markets	Katalyst 1 (2009); Katalyst (2010)
SAAKTI	Sustainable Access to Agrofor Knowledge SAAKTI (since 2010 SAAKTI and LEAF have been merged to SAMRIDDHI)	L&S (2009)
LEAF	Livelihood, Empowerment and Agroforestry	L&S (2009)
SAMRIDDHI	Improved Livelihoods for poor households in Northern & North-Western Bangladesh (LEAF/SAAKTI merged to SAMRIDDHI since 8/2010)	
AFIP	Agro-Forestry Improvement Partnership	
M4C	Making Markets Work for the Chairs	
Tanguar Haor	Sustainable Management of Tanguar Haor	TH (2008)
UCEP	Under-privileged Children's Education Programme	UCEP (2010)
CAMPE	Campaign for Popular Education	CAMPE (2009)
PLEASE	Participatory Learning and Empowerment of Adivasis through Sustainable Education	
PLCE-2	Second Post Literacy and Continuing Education for Human Development	PLCE-2 (2008)
CMES	Centre for Mass Education in Sciences	CMES (2010)
ROSC	Reaching Out of School Children	ROSC (2008)
BU-IED	BRAC University Institute for Educational Development	BRAC U (2011)
SDP	Skills Development Project	
Labour Migration Project	Promoting Decent Work through Improved Migration Policy and its Application in Bangladesh	
SkillFul	Skills for un- and underemployed labour	
Industry-led apprenticeship	Industry-led apprenticeship pilot project in the leather industry	
Domain B: Local Governance (LGov)		
RUPANTAR	Grassroots Women's Leadership	Rupantar (2009)
WSP	Water and Sanitation Programme	
WATSAN	WATSAN Partnership Project (ex SDSD-DASCOH: Sustainable Solutions for delivery of safe drinking water -)	
SHARIQUE	Local Governance Project in the Rajshani and Sunamganj Regions	Sharique (2008)
BGR	Joint Evaluation Citizens' Voice & Accountability	
PROLOG	Policy Reform on Local Governance	
PARIBATAR TIB	Paribatar - Driving Change on Corruptive Practices	
UZGP	Contribution to the Upazila Governance Project	
MMC	Citizens Voice for improved local public services	
BARD/RDA/NILG	Capacity Development for Local Governments	
Aparajita	Empowering Women's Leadership in local governance	
WATSAN	WATSAN Partnership Project (ex SDSD-DASCOH: Sustainable Solutions for delivery of safe drinking water)	
TAF	National Election Programme (Upazila election observation)	
HR Project	Improved access to Human Rights for people in Bangladesh	

Abbreviation	Project	Code Evaluation
Special Theme C: Disaster Risk Reduction and Humanitarian Aid		
FRRAS	Flood Risk reduction activities (CNRS/CARE)	FRRAS (2009)
CB-DRR	Multi-purpose shelter construction & community work (post-Sidr Programme)	
Master on DRR	Master course in disaster management (Dhaka University)	
DMB	Support for DRR Global Platform conference	
Response to Sidr	ECRRP Emergency Cyclone Recovery Restoration (LGED)	SIDR (2010)
E-learning cap. building	Capacity Building on response management (UNDP)	
Response to Aila	Cash for livelihood and rehab of small infrastructures (SDC-HA, Rupantar)	
Response to Aila	Protracted livelihood support – chicken farming (FAO)	
ER-Aila	Early recovery support for cyclone Aila victims in Khulna division	
CfL Aila	Cash for livelihood after cyclone Aila	
Water and Climate Change (0.5% Bill to Parliament)		
BCCRF	Climate Change Resilience Fund	
Coastal Afforestation	Coastal Adaptation Afforestation	
WSP Horizontal Learning	WSP Horizontal Learning, Local Water	
WASH	WASH in Hard-to-Reach Area	
Other Operational Interventions		
ICDDR	International Centre for Diarrhoeal Disease Research	
CFSD	Centre for Sustainable Development - Bangladesh	

Additional evaluations / reviews

Domain E&I

Loan 2245 (2010): Loan 2245: Skills development project. Aide memoire

VSD (2010): Evaluation of SDC's Vocational Skills Development Activities with Case Study Bangladesh

Domain LGov

CVA (2008): Citizens' voice & accountability evaluation Bangladesh. Country case study

NLTA (2010): PROLOG, Policy Reform on Local Governance, Non Lending Technical Assistance of SDC-BD

LGSP (2010): Bangladesh Local Governance Support Project

Special Theme DRR & HA

DRR (2011): DRR Programme for Bangladesh 2010-2012. Report on Mid-Term Review (MTR).

Gender (2011): Mapping Gender and DRR interventions in Bangladesh

Other Joint Evaluations

PD (2008): Evaluation of the Implementation of Paris Declaration, Case Study Bangladesh

Donor joint (2010): Donor coordination and harmonisation in Bangladesh

Annex 2: Detailed working schedule for field mission Bangladesh

12 – 21 February 2012

Date	Time	SCO-BD	Peers				Activities
			RF	FBC	BBG	RIK	
SU, 12.2.	08:30-13:00	- - -	x	x	x	x	Preparation among peers
	14:30-16:30	HRR, MDR, ANDMA, AHMFA, AHMTA, GAMST, RAHMA, SXZ	x	x	x	x	Briefing meeting: - Objectives CS Evaluation, expectations, review working programme - Group work: analysis of results statements per domain (IR: Annex 4)
MO, 13.2.	08:30-10:00	Staff SCO-BD					Team meeting SCO-B
	08:30-10:00	- - -	x	x	x	x	Preparation among peers
	10:30-11:30	HRR, MDR (Mgt.)	x	x	x	x	EA 1 Context analysis 1.2 Relevance and quality of CS context analysis
	11:30-13:00	ANDMA, AHMFA (DRR/HA)		x		x	1.1 Positioning and adaptation of CS with respect to country context and Swiss policies in regard to DRR/HA EA 2: Relevance and appropriateness of project portfolio (DRR/HA)
	11:30-13:00	AHMTA, GAMST, RAHMA (E&I)	x		x		1.1 Positioning and adaptation of CS with respect to country context and Swiss policies in regard to E&I EA 2: Relevance and appropriateness of project portfolio (E&I)
	14:00-16:30	SXZ, TABTO		x		x	1.1 Positioning and adaptation of CS with respect to country context and Swiss policies in regard to LGov EA 2: Relevance and appropriateness of project portfolio (LGov)
	14:00-16:30	AHMTA, GAMST, RAHMA	x		x		Evaluation Area E&I (continued): 2.1 Relevance of the E&I projects (Questions 211-216) 2.2 Consistency of E&I projects objectives with Results Framework of domain E&I
TU, 14.2.	08:30-16:30	Donors and partners (see list below)	x		x		EA 2 / 2.1 Relevance of E&I projects EA 3 / 3.4 Relationship management - E& EA 4 / 4.3 Sustainability and scaling up
	08:30-16:30	Donors and partners (see list below)		x		x	EA 2 / 2.1 Relevance of LGov, DRR/HA projects (Question 216) EA 3 / 3.4 Relationship management - LGov, DRR/HA (Questions 341-344) EA 4 / 4.3 Sustainability and scaling up

Date	Time	SCO-BD	Peers				Activities
			RF	FBC	BBG	RIK	
WE, 15.2.	10:00-15:30	SCO-BD + representatives of implementers	x	x	x	x	Workshop Domain E&I: EA 4 Questions related to Gender: 111, 231)
TH, 16.2.	10:00-15:30	SCO-BD + representatives of implementers	x	x	x	x	Workshop Domain LGov: EA 4 Questions related to Gender: 111, 231 Appropriate approaches and added value in the domain LGov (214, 215)
FR, 17.2.							Free
	14:00-19:00		x	x	x	x	
SA, 18.2.	08:30-19:00	- - -	x	x	x	x	Team meeting: Analysing information, elaborating Key impression notes, preparation debriefing meeting
SU, 19.2.	10:00-12:30	HRR, MDR, FCJ	(x)	x		x	Management: CS Monitoring system Evaluation Area 3: Implementation of the CS or MTP, and their portfolio
	10:00-12:30	SXZ, TABTO	x	(x)	x		Management Domain Lgov: Evaluation Area 3: Implementation of the Domain LGov and its portfolio:
	14:00-16:30	AHMTA, GAMST, RAHMA		x	x		Team E&I: Evaluation Area 3: Implementation of the Domain E&I and its portfolio:
	14:00-16:30	ANDMA, AHMFA				x	Team DRR/HA: Evaluation Area 3: Implementation of the Domain DRR/HA its portfolio Evaluation Area 4: Results of the CS - specific theme DRR/HA
MO, 20.2.	08.30-12:30	- - -	x	x	x	x	Team meeting: Analysing information, elaboration Key impression notes, preparation debriefing meeting
	14:00-16:00	HRR, MDR, ANDMA, AHMFA, AHMTA, GAMST, RAHMA, SXZ	x	x	x	x	Debriefing meeting
TU, 21.2.	Departure peers		x	x	x	x	

List of interviewed stakeholders on Tuesday 14.02.2012

Team 1: Employment and Income (Regula Bähler, Hans Rudolf Felber)	Team 2 Local Governance (Chrystel Ferret, Mathias Rickli)
ILO Dr Arthur Shears, Chief Technical Adviser TVET reform Project	Ministry of Local Government – Local Government Division Mr Abu Alam Shahid Khan, Secretary, LGD
CENTRE FOR MASS EDUCATION IN SCIENCE (CMES) Dr Muhammed Ibrahim, Advisor	National Institute of Local Government (NILG) Mr Kabir M Ashraf, Director General
Bureau of Manpower, Employment & Training (BMET) Ms Hazrat Ali. Director General	UNDP Mr Robert Juhkam Deputy Country Director
DFID Bangladesh Ms Cathrine Martin Team Leader. Growth & Private Sector	WSP – WB Mr Mark Ellery. Regional Specialist
Delegation of European Union - EU Dr Nicole Malpas, Programme Manager. Trade & private Sector Development	WB Mr Syed Khaled Ahsan, Institutional Development Specialist. NLTA Project

Annex 3: Synopsis Result Framework of the CS Bangladesh 2008-2012

Strategic Objective of the CS 2008-2012	
Improved well-being and economic, social as well as political participation of the poor and poorest, based on enhanced employment and income along with improved access to services, opportunities and decision-making.	
Thematic area 1: Employment and Income (E&I)	Thematic area 2: Local Governance (LGov)
<p>SDC aims at improving living conditions of the poor and poorest by enhancing their potential, skills and capacities as well as their access to gainful and decent jobs or opportunities of self-employment.</p> <p><i>SDC and its partners focus mainly on:</i></p> <ul style="list-style-type: none"> • Providing needs oriented skills (technical, social and life skills). • Enhancing market access for micro entrepreneurs principally in rural areas. • Promoting relevant services as well as supportive policies for E&I development. 	<p>SDC aims at contributing to the development of effective, pro-poor local governance structures as well as at motivating citizens to participate in local decision making processes.</p> <p><i>SDC and its partners focus mainly on:</i></p> <ul style="list-style-type: none"> • Empowering citizens to negotiate their interests and facilitate access to public services. • Improving the capacities of local governments to deliver effective and efficient services. • Promoting policy reforms which address pro-poor issues and enhance participation in LGov.
<i>Expenditure 2011 in E&I: CHF 8.7 million</i>	<i>Expenditure 2011 in LGov: CHF 7.5 million</i>
Country Priorities within these Thematic Areas	
<ul style="list-style-type: none"> • Pro-poor growth; enabling environment for private sector (energy, communication, finances). • SME development; with special focus on rural economy systems (agriculture, fishery, food processing and marketing). • Employment generation; with a special focus on the hard-core poor. • Quality education and TVET for higher employability, including the NFE sector (new education/SD policy to be adopted early 2010). 	<ul style="list-style-type: none"> • Decentralisation responsibilities and means towards local governmental structures; with a special focus on gradually strengthening the functions of both the Unions (Communities) and the Upazillas (Sub-Districts). • Implementation of reforms and ordinances (e.g. related to HRs, access to information). • Efficient delivery of public services; including more effectiveness of parliamentary processes. • Combating corruption.
Cross-cutting Theme: Gender	
Mainstreaming of gender issues (GEM) continues in all lines of action and comprises an analysis of women's and men's respective roles and their access to and control over resources, disaggregated baseline information for planning and for monitoring gender-specific results, and bringing up gender-related issues at policy level.	
Special Theme: Disaster Risk Reduction (DRR) and Humanitarian Aid (HA)	
<p>SDC aims at protecting lives and livelihoods, at reducing economic losses which result from exposure to natural disasters (including challenges of climate variability and climate change); thus, contributing to less human suffering, poverty reduction and a more sustainable/equitable development in the region.</p> <p><i>SDC and its partners focus mainly on:</i></p> <ul style="list-style-type: none"> • Strengthening the capacities of communities to respond to natural disasters and to take timely mitigation measures. • Improving the capacities on DRR and Climate Change Adaptation (CCA) measures of key actors at national and communal levels. • Responding to natural disasters through emergency relief and early recovery activities. 	
<i>Expenditure 2011 in DRR and HA: CHF 1.2 million</i>	
Additional Funds for Water and Climate Change in the Frame of the 0.5% Bill To Parliament	
<i>Expenditure 2011 in 0.5% areas: CHF 5.2 million</i>	

Annex 4: Basic statistical data of Bangladesh

	1990	1995	2000	2005	2010
GDP / capita in PPP terms (USD)	513	652	834	1,134	1,572
GDP growth rate	5.9	4.9	5.9	6.0	5.8
Poverty 1 USD (PPP) / day (%)	66.8 (1992)	59.4 (1996)	57.8	49.6	40 (2010 est.)
FDI Flow (inward and outward) US\$ million	3	92	579	845	913
FDI Stock (inward and outward) US\$ million	477	600	2,162	3,486	6,072
Swiss exports (millionCHF): - machinery for textile industry, pharmaceuticals					83
Swiss imports (millionCHF): textiles and garments					150
ODA / capita (USD)	18.1	10.0	8.3	8.6	7.6 (2009)
Swiss aid inflows (million CHF)	No data	14	25.8	26.1	19.81
Unemployment rate (% of labour force)	1.9 (1991)	2.5 (1996)	3.3	4.3	No data
HDI	0.313	0.350	0.390	0.432	0.469
Maternal mortality ratio (per 100,000 live births)	870	640	500	420	340 (2008)
% of seats held by women in national parliament	10.3	9.1 (1997)	9.1	2.0	18.6
Gini coefficient	26 (1992)	31 (1996)	31	31	No data
Corruption Perception Index (TI) (0 worst, 10 best)	No data	No data	0.4	1.7	2.4
Bertelsmann Transformation Index - Status Index (1 worst, 10 best) - Management Index (1 worst, 10 best)	No data	No data	5.8 4.5 (2003)	6.01 4.73 (2006)	5.74 4.87
Estimated adult (15 – 49) HIV prevalence (%)			0.1 (2001)		< 0.1 (2009)
CO ₂ emission / capita in tonnes	0.1	0.2	0.2	0.3	0.3 (2007)

Sources:

See SDC 2012b: Concept CS evaluation – content and question guide. Volume 2

Annex 5: Duration of Projects for the two domains E&I / LGov and the Projects of the 0.5% Bill to Parliament

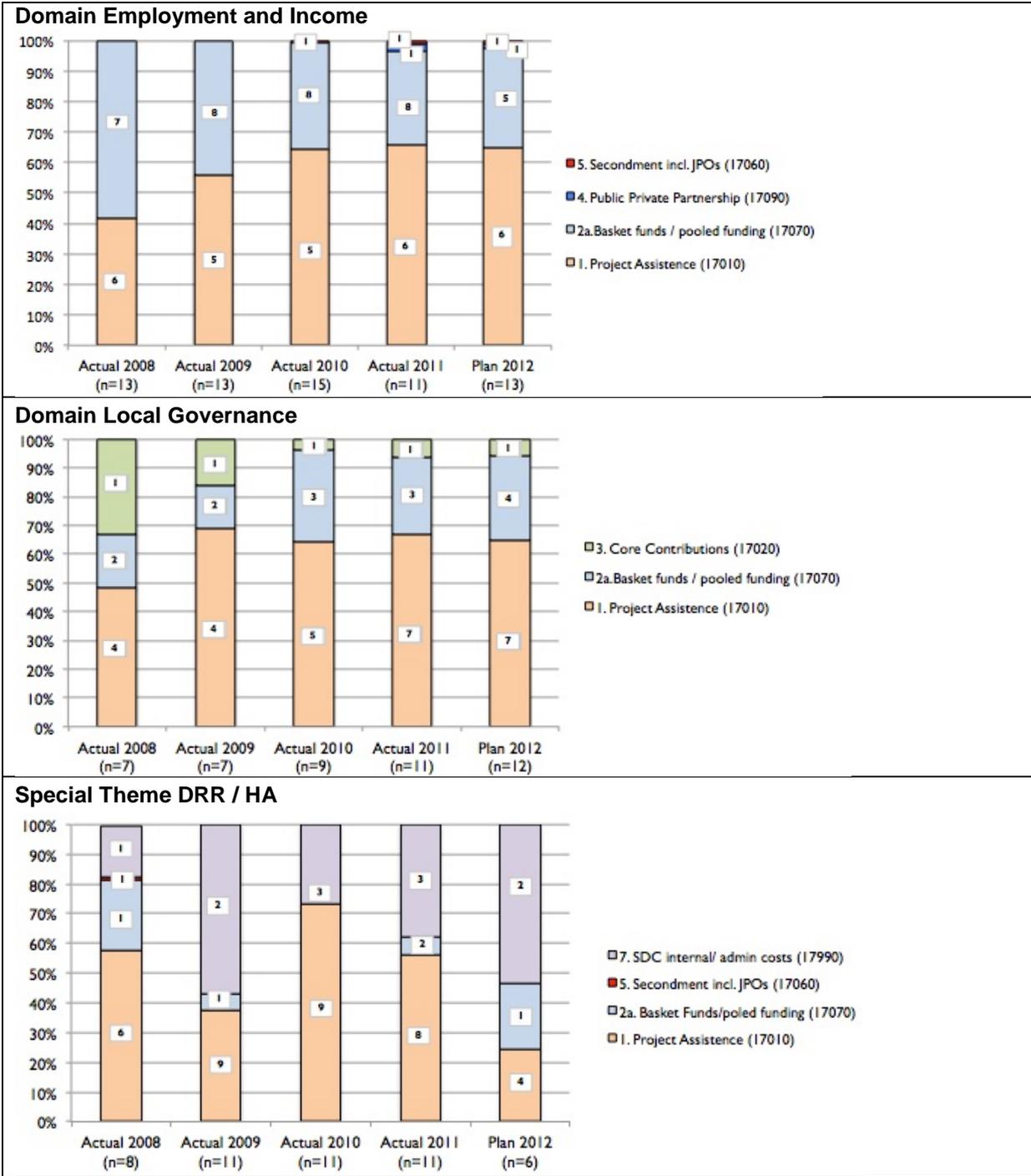
Domain A: Employment and Income												
Project Name	Project Start	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Project End
Sub-domain: Market Development												
KATALYST	2000		Phase 2			Phase 3						2013
SAAKTI	2004	Phase 1		Phase 2								2010
LEAF	2004	Phase 1		Phase 2								2010
SAMRIDDIHI (SAAKTI & LEAF)	2004							Phase 3				2016
AFIP	2004		Phase 1		Phase 2		Phase 3					2012
M4C	2011								Phase 1			2019
Sub-domain: Skills Development & Education												
Tanguar Haor	2006		Phase 1			Phase 2						2012
UCEP	1980		Phase 15		Phase 16							2010
CAMPE	1999	Phase 1			Phase 2							2012
PLCE-2	1996		Phase 3			Phase 4						2013
CMES	1997	Phase 3		Phase 4				Phase 5				2015
ROSC	2004	Phase 1		Phase 2								2010
BU-IED	2006		Phase 1		Phase 2							2010
PLEASE	2002		Phase 2		Phase 3							2011
SDP	2008				Phase 1							2012
Improved Migration Policy	2010							Phase 1				2018
JPO Volée	2010							Phase 1				2013
Industry-led Apprenticeship	2011								Phase 1			2017
SkillFul	2011								Phase 1			2019

Domain B: Local Governance												
Project Name	Project Start	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Project End
RUPANTAR	2000	Phase 2			Phase 3			Phase 4				2014
WSP	1997		Phase 4			Phase 5						2012
SHARIQUE	2006		Phase 1				Phase 2					2013
PROLOG	2007				Phase 1							2012
PARIBATAR-TIB	2009						Phase 1					2014
UZGP Upazila Governance	2010							Phase 1				2015
MMC-Citizen's Voice	2010								Phase 1			2015
BARD / RDA / NILG	2010						Phase 1					2014
APARAJITA	2010								Phase 1			2018
SDSD (Watson partnership project)	1999	Phase 3				Phase 4						2015
BGR	2006		Phase 2									2008
TAF	2008			Phase 1			Phase 2					2011
Human Rights	2012						Phase 1		Phase 2			2015
Water and Climate Change												
Project Name	Project Start	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	Project End
Climate Change Resilience Fund	2010						Phase 1					2012
Costal Adaptation Afforestation	2011							Phase 1				2013
WSP - Horizontal Learning	2011								Phase 1			2017
WASH in Hard-to-Reach Areas	2011								Phase 1			2017

Annex 6: Types of Support per domain and special theme

See definitions of the types of support below the tables.

Number of projects per domain according to types of support (aid modalities)

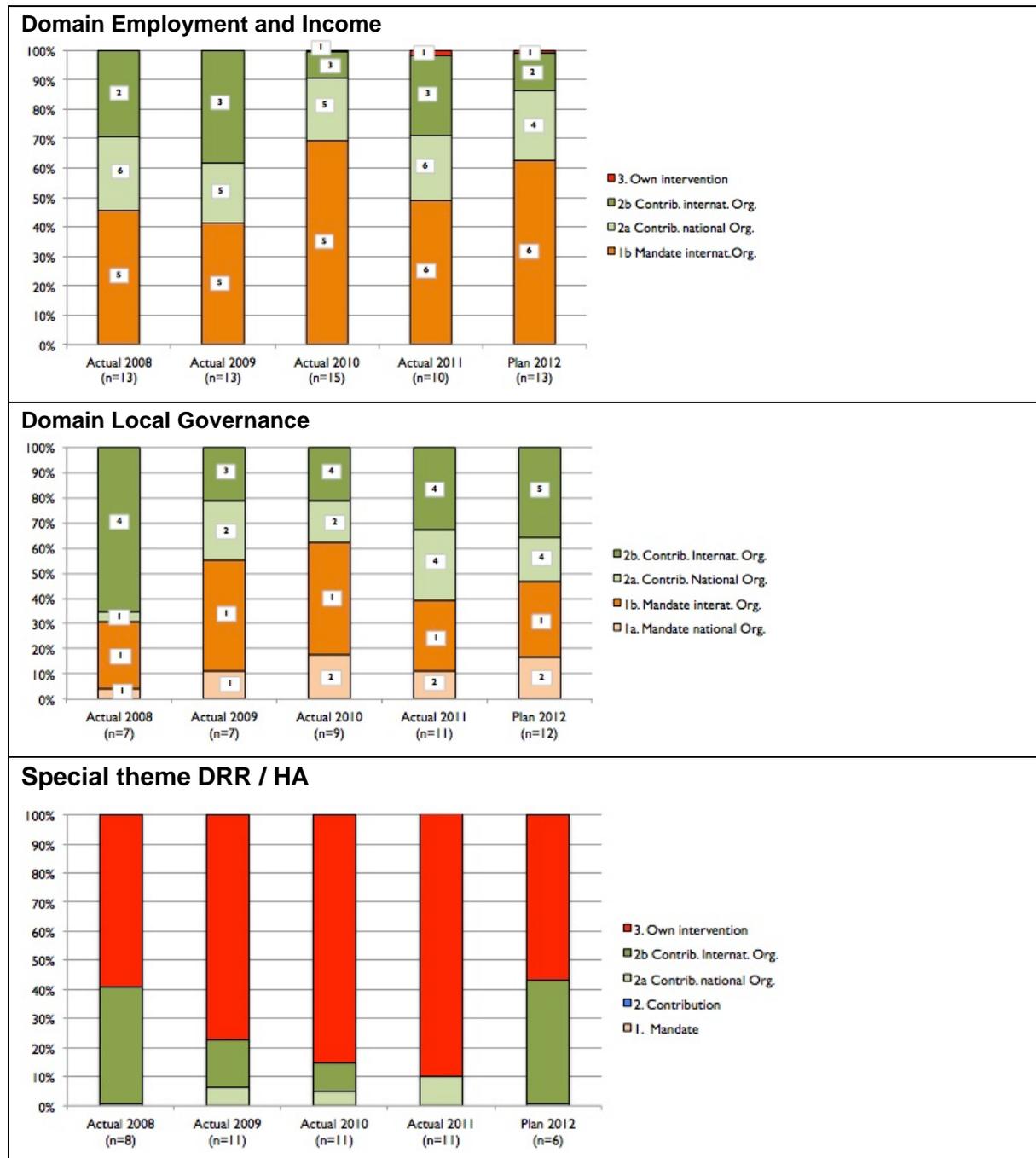


Classification system and criteria of SDC's manual on the SAP characteristics (Version 30.09.2011) – Chapter 12.3 (p.31)

Code	Selection	Criteria, comments, examples
17010	Project/Programme Assistance	Individual, independent projects or programmes, including assistance through other implementing organisations
17070	Basket funds / pooled funding	Multi-donor initiative. Donors contribute to an autonomous account, managed jointly with other donors and/or recipients
17020	Core Contribution	Contribution to the budget or general programmes of international organisations (incl. INGOs), regional and national (local) institutions and organisations, contribution to development programmes of Swiss institutions or NGOs
17090	Public Private Partnership	Public private development partnership PPDP
17060	Secondment incl. JPOs	Secondments of SDC collaborators (working for SDC partner organisations, financed by SDC), including JPOs
17990	SDC internal/admin. costs	Internal, administrative and communication projects and activities without support characteristics; personnel and infrastructure costs of SDC

Annex 7: Main forms of cooperation per domain and special theme

Financial disbursement / budget according to main forms of cooperation
(with number of projects)



Affiliation of the project	Implementing agency	Proportion of SDC funding	Description
SDC	Third 1a = national NGO/ Organisation 1b = international (+ national) NGO/ Organisation	100%	Execution mandate: Mandate by which the SDC entrusts an organisation with headquarters in Switzerland or another industrial country with the implementation of its project or programme, including the fiduciary management of project funds. SDC mandate the execution of the projects and programmes in order to meet SDC's strategic, geographical and thematic priorities while benefiting from the technical expertise of the mandatory.
Third	Third 2a = national NGO/ Organisation 2b = international (+ national) NGO/ Organisation	Third	Contribution: Partial financial support allocated by SDC to a third party project or programme. The project or programme is designed by its partner organisation. From a geographical and thematical point of view, SDC considers the project or programme as complementary to its cooperation strategy. The partner organisation is responsible for the project or programme.
SDC	SDC	100%	Own project: A project or programme conducted by SDC through a structure set up by itself (logistics, contract staff work by SDC)

Annex 8: Characteristics of main forms of cooperation

Main forms of cooperation	Characteristics
<p>1. Execution mandate (to 1a local, 1b international organisations)</p>	<p><i>Strengths</i> Thanks to the tender process there is now better coherence with domain objectives and therefore a better fit with domain portfolio. SCO has more control over the project design, and is able to shape the objective settings and the formulation of indicators. There is more innovation power (instrument for SCO as a niche player) and aggregation of monitoring data is possible for CS monitoring.</p> <p>Once the tender is concluded: SCO's management workload is acceptable. Projects are more effective if carried out by INGO thanks to their stronger analytical and innovative capacities. Application of new SDC instruments is easier (logframe, report formats).</p> <p><i>Weaknesses</i> Long tender procedure: the preparation of a mandate takes around a year and a half. For a third project phase, the risk of losing continuity is high if the implementer changes. SCO's management needs are quite intense. Overhead costs are important.</p>
<p>2. Contributions</p> <p>2a. Contribution to local organisation</p> <p>2b. Contributions to international organisations</p>	<p>This form of cooperation has been used more and more since 2009. Scaling up of innovations (from mandates) is easier. Contributions increase opportunities for policy dialogue. Less SCO management is required. Overheads costs are estimated at around 7%, which is reasonable compared to mandates.</p> <p><i>Strengths:</i> Substantial results can be achieved. Great commitment by the local NGOs. This tool is used for development and adaptations of innovations at local level</p> <p><i>Weaknesses:</i> Difficulties in obtaining good monitoring information and quality reports. Organisational weaknesses reduce aid effectiveness.</p> <p><i>Strengths:</i> With this support tool up scaling is supported. The involvement of big international donors (UNDP, WB) gives a strong political signal. Possibility of access to Government representatives through national steering committees. Higher credibility for SCO programmes.</p> <p>In the case of disbursement pressure contributions to pool funds allow for the spending of substantial amounts of money..</p> <p><i>Weaknesses:</i> Little influence on steering if not associated with the project design from the start. Sometimes difficulties in obtaining information on implementation. Risks of governance problems (corruption).</p>
<p>3. Own intervention</p>	<p>Not relevant for the domains E&I and LGov. The special theme "DRR/HA" contains a series of own projects. However, their strengths and weaknesses were not assessed during this field mission.</p>

Annex 9: Information on main approaches applied in the domains and themes (214)

Domain Employment and Income

- *Market development and Market access for micro entrepreneurs*

In BD the approach *Making Markets Work for the Poor* (M4P) is being developed and tested mainly by Katalyst (and Samriddhi). The central idea of M4P is that the poor depend on market systems for their livelihoods. Therefore changing those market systems to work more effectively and sustainably for the poor will improve their livelihoods and consequently reduce poverty. M4P aims at facilitating sustainable change in market systems that will result in improved competitiveness and eventually higher incomes for poor farmers and small businesses (Katalyst 2010, p.8).

Katalyst, with the responsible SCO staff, are active members of the E&I network and play a key role in the Donor Committee for Enterprise Development (DCED¹⁹). As Katalyst systematically conducts impact studies by testing all intervention logics, it is actively involved in providing inputs to the DCED standards in measuring and reporting results.

- *Combined approaches between market development and local governance – Local Economic Development*

Combined approaches between market development and the promotion of political participation of communities and of the poor have been developed.

Initial experiences prove that market development activities need to be supplemented with more specific types of support (e.g. cash transfers²⁰, asset creation, safety nets, literacy) to reach the extreme poor (L&S 2009, p.6). These experiences are a good reason to intensify the search for synergies between market and local governance actors to develop the concept of local economic development (LED)²¹.

The LED approach is relevant in two ways. Firstly, it is the best way to improve the rural economy and ultimately the livelihood of the local population. However, only if the relevant stakeholders cooperate in a functional manner will it be possible to create a surplus that can be marketed. Secondly, it provides opportunities for the poor to participate in the economic benefits and thereby escape poverty. This approach is not only relying on the 'trickle-down' effects, but is actively supporting the participation of the poor (L&S 2009, p.8)

The combination of community empowerment and livelihood-centred approaches with more market-oriented approaches (M4P) has proven to be very attractive, but at the same time challenging (EPR Leaf and Saakti). A common criticism of market approaches relates to the fact that they do not reach the poor appropriately. The link with community empowerment and livelihood concepts might bridge this gap to a certain extent.

The new project *Making Markets Work for the Chars* (M4C) is based on former experiences in market development. In particular, it tries to better reach the poor and the extreme poor by combining the work on systemic change in selected market systems (improved delivery of market and supporting functions), food security and assets transfer where necessary.

¹⁹ <http://www.enterprise-development.org/>

²⁰ In this context cash transfer refers to financial support to the poorest of the poor by the public/government on the ground. Their economic situation does not allow asset creation and/or economic activities without a minimal input from outside. In fact it's a sort of social welfare aid.

²¹ LED is a consultation and decision-making process that involves the public sector, the private sector and civil society and translates into projects implemented on the ground. It aims to improve the living conditions of local society, create socio-economic opportunities and strengthen local governance (SDC website).

- *Link between school-based VSD and the skill needs of factories in the same area*

The SD programme consists of 6 interventions in 2012. The projects generally aim to reach higher employability and higher income of the trainees through closer links between the world of training and the world of work.

The meta-evaluation VSD-E (2010) included two case studies from BD portfolio (PLCE-2 and CMES). Based on a desk study, the evaluation has found that the national NGO CMES has a positive impact on the wages of the graduates. The field-study based case study of PLCE-2 has found successful impacts on incomes too. However, effects on the employment rates of graduates are less evident.

CMES especially has created a close link between school-based VSD and the skills needed by factories in the same area. The trainees profit from this link as they get access to employment and improved prospects for promotion within the firm. At the same time, companies profit from the increased productivity of trainees, and accordingly pay higher salaries. These interventions focus in general on disadvantaged rural adolescents and youths who have never enrolled or have dropped out of schools. It is expected that they will contribute to the acquisition of market-oriented skills that could be applied for gainful employment (CMES p.1).

The new projects “SkillFul” and the “Industry-led Apprenticeship” were designed on the long acquired experiences of SDC’s Bangladesh programme in VSD. Both projects use leading-edge approaches. They enhance links between training institutions and industry and contribute to improved framework conditions.

As opposed to promising school-based training, the VSD (2010) evaluation finds that for women migrating to towns in order to work in the garment industry is by far a more attractive option than trying to get involved in self-employment through NFE.

- *Migration: controlled labour migration brings added value for all concerned*

The new project “Improved Migration Policy-ILO” - listed on SDC’s homepage among the innovative projects – is helping Bangladesh with guidelines for migration policy, and offers training of officials in rural communities, so that they can provide useful advice to would-be migrants. The project is accompanied by measures to promote education in Bangladesh. Better education would enable migrants to find more skilled jobs in the host countries, earning more for them and for the homeland.

Having started late 2010, it’s too early to state on concrete results. In any case it is important to equip such innovative projects with a good outcome-oriented monitoring system.

Domain Local Governance

- *Rights Based Approach*

The Rights Based Approach (RBA) is the basis of SDC’s intervention in the LGov domain in BD. RBA has helped to address the mechanisms of discrimination and exclusion as well as the existing rigid power relations. The recently approved “Right To Information Act” provides additional grounds to address exclusion and power issues (AR 2010, p.13).

There is the GoB intention to replicate the five year planning process now concluded at National Level and at sub-national level, specifically for the Upazila and UP. Some tested practices from Sharique might be replicated elsewhere. DPs (including SDC) will have to decide whether they prefer to test and invest in thematic cross-government tier planning (sectoral approach, vertical integration) or more in a territorial integration planning (comprehensive and participatory processes) (AR 2011, p.12).

- *Participatory planning at UP level*

A range of highly effective new tools has been developed through a rigorous interactive and field-based action-learning approach. They are the basis for a process of participatory planning. There is widespread appreciation both within the UPs and in the CBOs for the

assessment of the performance of local governance as an important tool for building awareness and understanding at the UP and CBO level of roles and responsibilities of the UPs and also of citizens (Sharique, p.4).

Horizontal learning (community of practice): systematic exchange of best practices between the different local governance bodies and partners, effort to get the media and communication to disseminate good practices.

Special theme DRR / HA

- *From disaster response to disaster prevention and preparedness*

SCO aims at integrating DRR measures in its development activities (DRR dealing with disaster risks emanating from natural hazards.) Mainstreaming the DRR approach is considered to be an important dimension of sustainable development. With this focus, SCO's programme is fully aligned with the Hyogo Framework of Action.

SCO has felt a strong need to move the focus away from disaster response to disaster prevention and preparedness activities. Integrated disaster risk management is now uses a multi-risk approach, includes all relevant stakeholders and is in alignment with the project cycle management (Pozzi 2010).

In response to the two cyclones Sidr (2007) and Aila (2009) the SCO provided emergency and early recovery assistance and funded further projects such as cash for livelihood and the rehabilitation of communal infrastructure, mainly through the Community Based Disaster Risk Reduction Programme. As part of this programme, SDC has implemented 12 multipurpose cyclone shelters in the most vulnerable locations of Khulna Division.

Gender

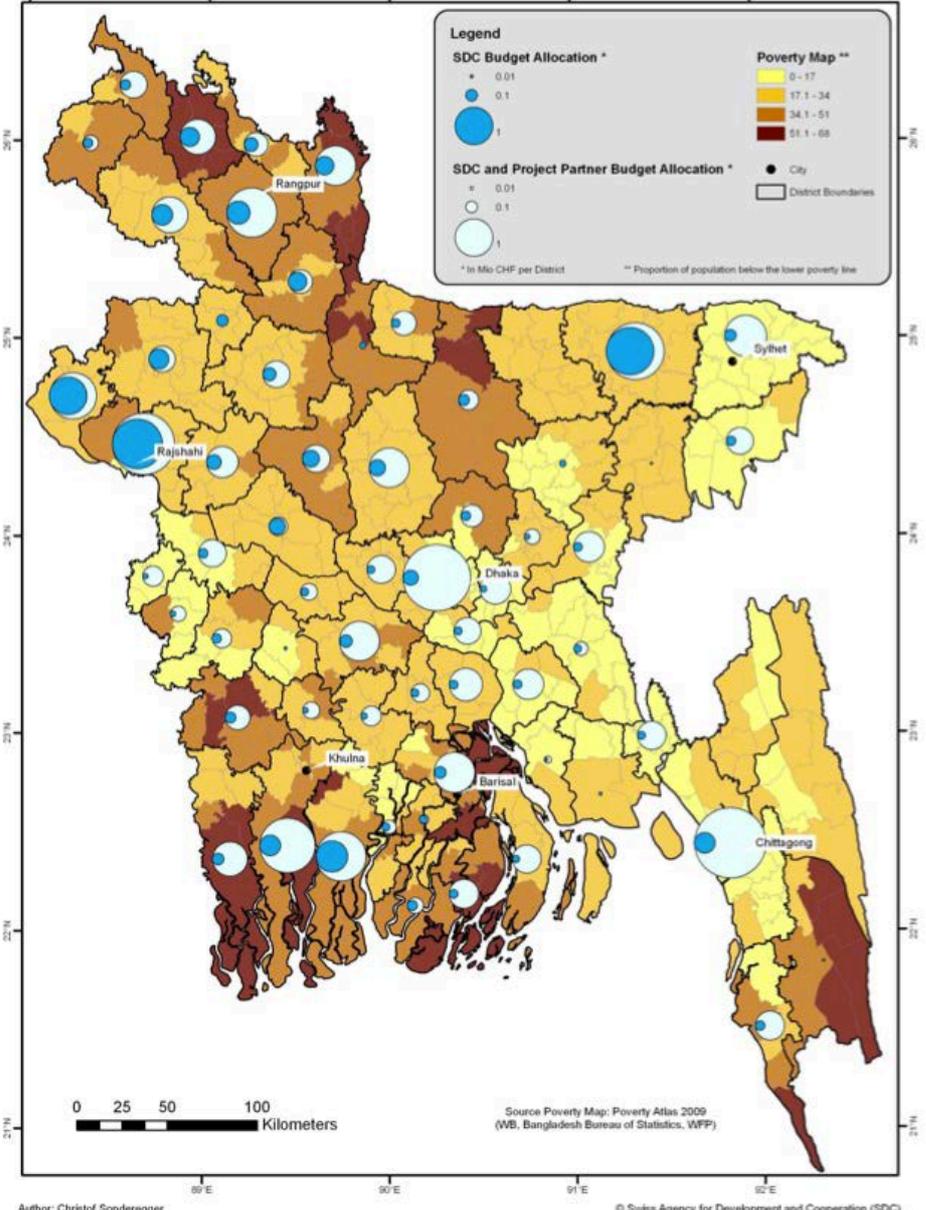
- *Gender platform*

The fact that each programme or partner has to have a gender focal point represented in the SDC gender platform, the systematic technical and methodological support through this platform and SCO's close gender monitoring in projects seems to be very efficient in terms of gender mainstreaming.

- *Female community mentors*

The projects created the function of female community mentors (FM), who support CBOs in their gender analysis, planning and implementation processes. These FMs are volunteer members of the CBOs and most of them seem to keep up their functions even beyond project support (EPR Leaf and Saakti 2010, p.4). As a result of the capacity development, supported Community Based Organisations (CBOs) are able to carry out Participatory Gender Analysis to identify gender inequalities in their communities and take actions to tackle them (L&S 2009).

Annex 10: SDC Bangladesh Portfolio Map



Source: SCO Bangladesh. Annual Report 2011

Annex 11: Coherence of Project Outcomes with Outcomes of the Respective Domains

The symbol “X” means that the project outcome/impact is coherent with the domain objective. The symbol “0” means that the corresponding domain objective isn’t clearly stated in the logframe.

Domain A: Employment and Income (Situation February 2012)

Domain Objectives (OC=Outcome) of Employment and Income	KATALYST	Tanguar Haor	CAMPE	PLCE-2	CMES	SAMRIDDHI	AFIP	SDP	Migration Pol	SkillFiul	Apprenticesh	M4C
Strategic Objective of CS B: Improved well-being; economic, social, and political participation of the poor				X	X	X	X	X	X			
Domain E&I Impact: Income is increased for poor	X			0	0	0	0			X		X
Domain E&I OC 1: Employment is increased for the poor	0			0	0	0	0				X	
Domain E&I OC 2: The competitiveness of small enterprises and farmers is improved	X			0	0	0	X				X	X
Domain E&I OC 3: Access to market opportunities for the poor is increased	0			0	0	X	0					
Domain E&I OC 4: The use of improved public and private services for skills, market and value-chain development is increased	X			0	0	0	X			X		
Domain E&I OC 5: Economic framework conditions for the benefit of the poor are improved	X	X		0			X		X		X	

Project outcomes not coherent with E&I domain objectives

Domain Objectives of LGov						✓						
---------------------------	--	--	--	--	--	---	--	--	--	--	--	--

Themes (with selection):	KATALYST	Tanguar	CAMPE	PLCE-2	CMES	SAMRIDDHI	AFIP	SDP	Migration Pol	SkillFiul	Apprenticesh	M4C
Environment		X										
Education - Primary Education, incl. Education for All (EFA)			X	X								
Education - Basic life skills for youth and adults					X							
Education - Vocational Training								X		X	X	
Migration									X			

Domain B: Local Governance

Domain Objective (OC=Outcome) of Domain "Local Governance"	RUPANTAR	WSP	WATSAN	SHARIQUE	TAF	TIB	MMC	Women Leadership	UPAZILA	BARD/RDA/NILG	Human Rights in Bangladesh	WSP Horizontal Learning	PROLOG
Strategic Objective of CS B: Improved well-being, & economic, social, and political participation of the poor			X	X	X				X		X		
Domain OC 1: Ability of the poor is enhanced to exercise their social and political rights and take their responsibilities in accessing public services	X	X	X	X	X	X	X	X					
Domain OC 2: Administrative processes at local government level is improved in delivering services in an inclusive, participative, accountable, transparent manner	X	X	X	X	X	X	X	X	X	X	X	X	X
Domain OC 3: Policies which addresses pro-poor issues and create favourable conditions for broad participation of different actors are endorsed and implemented		X		X		X	X	X	X			X	X

Annex 12: Assessment of evaluations and reviews carried out in BD 2008-2011

Introduction

The observations made in the report concerning the evaluation practice of SDC 2005-2008 are nearly identical with the observations of the project evaluations reviewed in the meta-evaluation for the CS Evaluation Bangladesh 2008-2012. The quality of joint evaluations and more extensive evaluations of SDC is higher than that of the project evaluations, especially those done by local consultants. Regarding language the latter are often rather weak. Another problem is the electronic availability of the evaluations: In one case the Controlling Section of SDC has only a scanned report (e.g. Aide Memoire of the World Bank). Not all SDC evaluations are available in electronically processable formats like PDF or MS-Word.

Readability

- For non-insiders, almost a third of the reports are highly ambiguous and difficult to understand.
- Efficiency and effectiveness are rarely sufficiently analysed and assessed.
- Very often quantitative data concerning outputs and outcomes are missing (at least in the main reports).
- Internal Mid-term Reviews, which do not look back over a long period, show rather poor results. Generally the focus is on recommendations for the previous period or on the planning of the next phase.
- Only in a few cases do we find adequate historical and operational information about the context of the project that facilitates understanding. References to ex-ante risk analyses are missing as well.
- Clear recommendations for specific actors are definitely not standard in all evaluation reports.
- In several reports the executive summaries are missing. When they are available, they are often not sufficiently detailed to enable a proper understanding of the project and its strengths and weaknesses.
- The length of the report is in most cases appropriate (15-20 pages). Few reports are longer (especially comprehensive evaluations of domains).
- Often the methods applied generate little quantitative information and the resource persons come from the inner circle of the projects. Surveys with beneficiaries or interviews with independent institutions/persons are rare and deficient. The so-called "expert opinion" has preference.

Benefit for the Management

- In some cases there is not a real synthesis of the findings made and the concrete use of the management is not apparent.
- In none of the evaluations cost-benefit considerations are sufficiently documented. In most of the evaluations there is not a single hint on this issue.
- For the most part information on other active organisations and projects is lacking completely.

Compliance with DAC-Criteria

- Only in very few cases the DAC standards are entirely applied. In some evaluations it is very difficult to find a reasonable statement regarding the DAC standards.
- In some evaluations the TOR are roughly summarised. The purpose of the evaluation as a whole is not stated clearly.

Ex-post Evaluations

- None of the analysed evaluations was an ex-post evaluation. Only the three big SDC evaluations on Vocational Skills Development, Citizens Voice & Accountability (joint evaluation) and SDC's Emergency Relief and Early Recovery Response to 2007 Floods and Cyclone SIDR look back at a longer period and assess the portfolio as a whole.
- Only in exceptional cases do we find reasonable statements about the long-term sustainability of the projects and project partners.

Credibility of High Success Rates

- In many evaluations - especially the domain E+I - the factual success rate is implausibly high. Reported figures are taken as facts and not critically analysed (e.g. graduates with stable employment, number of trained persons).
- The fundamental tone of most evaluations is positive and optimistic. None of them recommend the termination of the project. The focus is always on the planning of the next phase.

December 2011, Consultancy Team (ETH-NADEL / KEK Consultants)

Annex 13: Staff composition: Swiss field office (FO) and project staff in numbers (Full-time-equivalent)

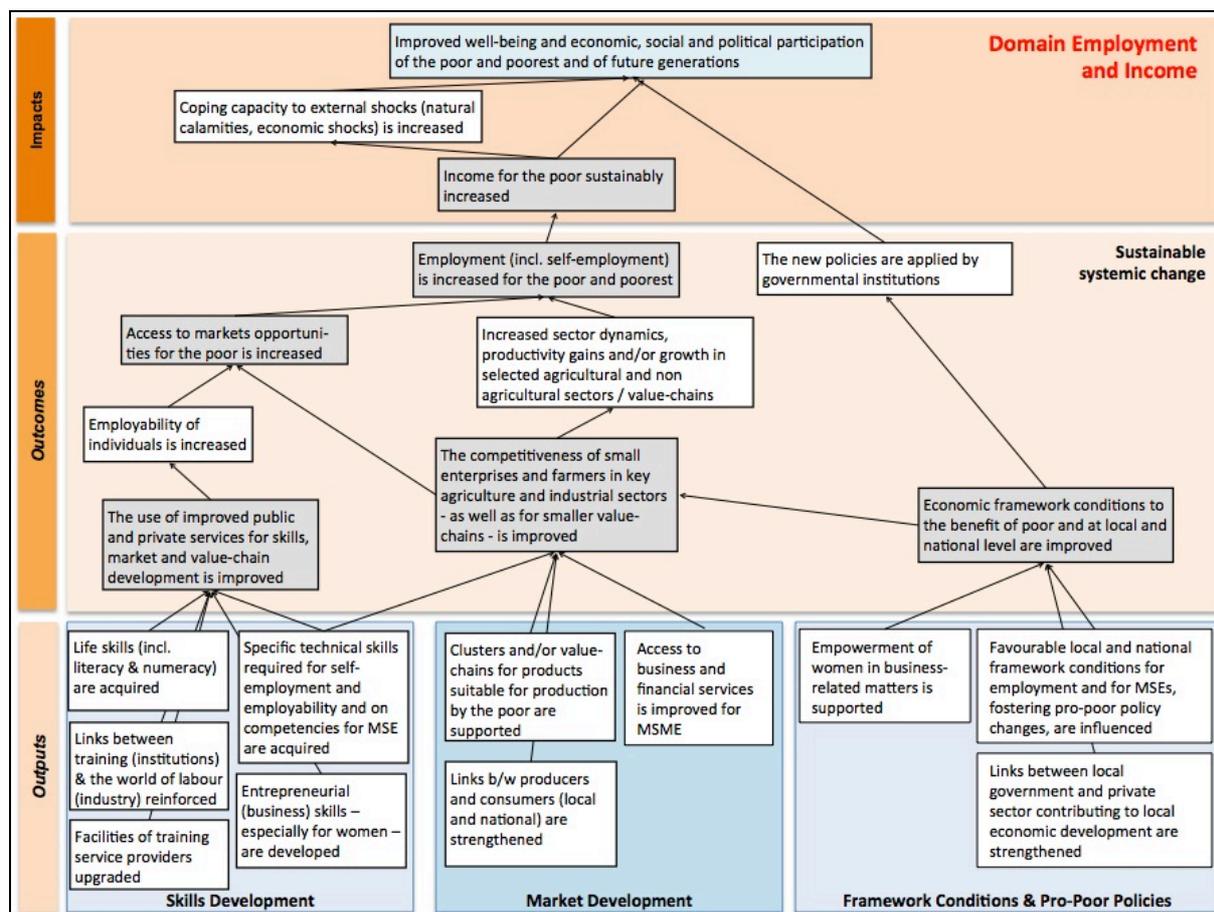
Function	2008				2009				2010				2011				2012 (planned)						
	CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local		CH/expat		Local				
	m	f	m	f	m	f	m	f	m	f	m	f	m	f	m	f	m	f	m	f			
FO management* (CD, Deputy CD, Ass. CD)	1	1.5			4.5					4.5					4.5					4.5			
Program management (NPO, others)**		1	3	2			3	1			3	1			3	1				3	2		
CFA, BwB, Finances (incl. accounting)	1		1	1	1		1	1	1		1	1	1		2	1	1			2	1		
Administration (Secr., IT, PR, & others, excl. Finance)				3			1	2			1.5	2.5			0.5	2.5				0.5	2.5		
Internal Services (support, driver, cleaning, etc.)			6	1			5	1			4.5	0.5			5	1				5	1		
Consular affaires																							
Sub-Totals FO	2	2.5	10	7	5.5		10	5	5.5		10	5	5.5		10.5	5.5	5.5			10.5	6		
Total FO staff	21.5				20.5				20.5				21.5				22.5						
Labour turnover rate (local staff)	5=23%				8=40%				2=10%				2=9%				2=9%						
Project staff on FO payroll (self- implemented)	1		5	2	1		5	2	1		5	2	1		5	2	1		5	2			
Total PROJECT staff	8				8				8				8				8 (until mid-year)						
Total staff	29.5				28				28				29.5										

* The "FO management" is in fact 0.5 Ambassador, 1 Director of Cooperation (new terminology) and 1 CFA

** The "Program Management" is in fact the other 3 expats and the NPOs

Annex 14: Results of the E&I workshop

Logic Model of E&I domain – validated at the workshop



Significant changes over the CS period for the E&I domain: for impact and per outcome

Swiss contribution (Source CS 2008-2012, adapted)	Significant changes over the CS period (selected results from the workshop and from evaluation and reviews)
Impact: Income for the poor sustainably increased	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - Income increased for poor and disadvantaged people (focus equity), also in hard-to-reach areas (ethnic minorities, rural youth, working children, dropouts, women) <p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - Important Income Generating Activities (IGA) and/or employment in Micro and Small Enterprise (MSE) by women. They could earn their own money for the first time. The money allows them to contribute to the livelihood of the family, to decide in family matters and it earns them recognition from the men. More than half of the female CBO members are involved in IGA and marketing activities (L&S 2009, p.13). - The school pass rate is quite high and there is no significant difference between male and female students. The monthly income of graduates ranges between Tk. 6'000 (US \$89) to Tk. 10'000 (US \$149) (CMES 2010, p.2).

	<ul style="list-style-type: none"> - Attending (training) cycles does not significantly change income and working conditions, but it helps to stabilise job perspectives (VSD 2011 on PLCE-2, p.18). - For women, migrating to towns in order to work in the garment industry is a far more promising option than trying to get involved in self-employment through NFE (VSD 2011 on PLCE-2, p.32). - "SAMRIDDHI focussing on Rajshahi Division estimates to have reached 330'000 poor people – of which 60% female - with an average income increase of USD 50 /month" (AR 2010, p.5).
OC 1: Employment (incl. self-employment) is increased for the poor	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - Significant additional income: 10 USD/month - 3'500 full-time employment positions and 4'000 part-time employment positions generated - Employment opportunities for disadvantaged people increased. Employability of the graduates increased <p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - "CMES has contributed to an increase in self-employed people by 8'000 – of which 70% were women – and an additional 700 people were successfully placed as labourers" (AR 2011, p.4). - "KATALYST claims a contribution to an estimated 40'000 full-time equivalent jobs in the agricultural sector and 2'000 full-time equivalent jobs in the furniture sector, whereas through AFIP supported private nurseries 10'500 full-time job opportunities and 25'000 part time jobs – of which 20% occupied by women" (AR 2010, p.6) - "PLCE-2 has graduated additional 160'000 students – of which 50% women – in its 16 offered trades, 40% of which have successfully found employment" (AR 2011, p.4). - "An estimated 130'000 poor people – of which 50% are women - found employment through SDC"s skills development interventions" (AR 2011, p.4).
OC 2: The competitiveness of small enterprises and farmers in key agriculture and industrial sectors - as well as for smaller VC - is improved	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - Increased productivity in several agricultural / non-agricultural value chains <p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - "SAMRIDDHI was able to strengthen 11 value chains (medicinal plants, fish, vegetables, fruit, milk, poultry, beef, goat, cotton, jute and plant crafts) and for instance accounted for a 25% productivity increase and 30% cost reduction in the milk value chain" (AR 2010, p.6).
OC 3: Access to market opportunities for the poor and poorest is increased	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - Access to markets enhanced due to functional committees with representatives of private sector - Links to "lead firms" / private sector increased (contract farming, micro finance access) - Establishment of network of more than 9'000 private nurseries - Several thousand women CBOs strengthened and engaged in income generating activities - Sustainable business set up in rural areas (technology management centres, CMES community learning centres)
OC 4: The use of improved public and private services for skills, market and value-chain development is	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - Local service providers (LSP) and associations established. Capacity of service providers (teachers, trainers, managers, institutes) enhanced - Public and private partnership in SD established

increased	<ul style="list-style-type: none"> - Linkages between private and public service providers established at UZ level - National system for production and distribution of quality planting materials (fruits, fodder) established - Disadvantaged groups have better access to formal training opportunities (SDP, PLCE-2, policy change) - Use of micro-finance facilities increased in TH area <p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - So far the project works in 7 value chains, 5 of which have been developed in cooperation with KATALYST. The approach produced impressive results in terms of outreach and partners involved and mobilised. In the 5 most important VCs some 57'000 farmers of 1'427 communities are involved (L&S 2009, p.7). - The project has so far mobilized some 5'260 LSP of which about 4'000 (76 %) are found to be functional in the field. The quality of their services is assessed as good and very good for 78% of LSPs. 124 service centres have been established as commercial selling points of professional LSPs in public places to attract clients and establish contact points (L&S 2009, p.9). - „Two thirds of the 70'000 micro and small enterprises strengthened through SAMRIDDHI have expressed good satisfaction with regards to the quality of the services delivered by the more than 2'200 Local LSPs, among which 20% are female“ (AR 2011, p.4).
OC 5: Economic framework conditions at local and national level for the benefit of the poor are improved	<p>Source Workshop:</p> <ul style="list-style-type: none"> - Many sector specific adaptations of regulations - Nursery guidelines established and endorsed (2009)
Other important results related to systemic change leading to sustainability and scale	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - M4P approach has become a model for international M4P hub - DRR mainstreaming in E&I activities has become an important methodological contribution for development in Bangladesh - Almost 2'000 Gender platforms are carrying-out gender specific activities on a regular basis <p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - In terms of participation of women the figures show quite impressive achievements: 39 % of 4'666 CBOs are female only and 44% are mixed with a total of about 80'000 (63%) female members. 81% of CBOs and 94% of CPs female representatives in executing committee. 3380 female mentors at CBO level. [...] The systematic mainstreaming of gender along with the marketing approach has resulted in considerable improvements for the women in social and economic terms, in comparison to the baseline. (L&S 2009. P.13).

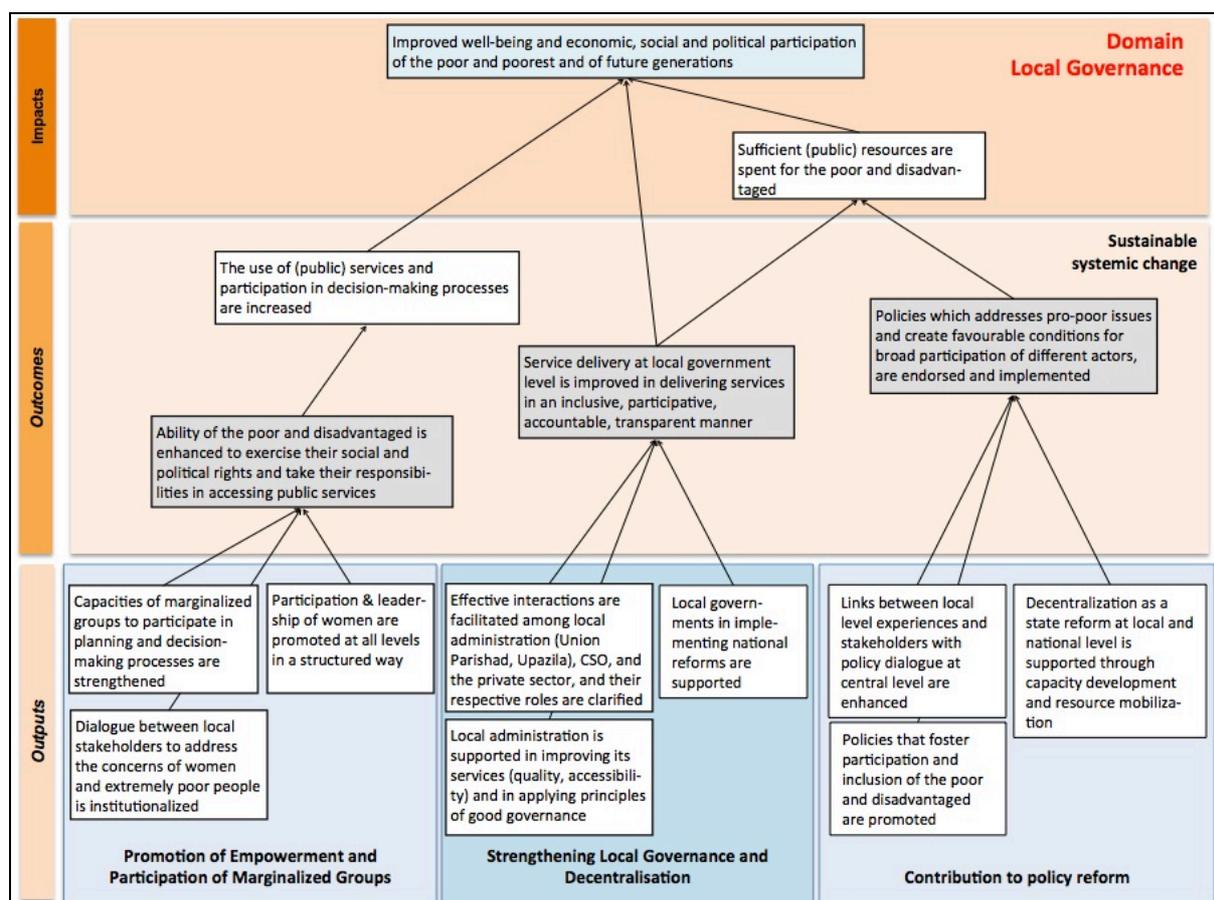
Specific Success and Obstacles for E&I Domain Impact and Outcomes

Specific success factors	Impact / Outcomes	Specific obstacles
<ul style="list-style-type: none"> - Thanks to quality skills training income is increased - Mainstreaming DRR makes income increase more sustainable 	Impact: Income for the poor sustainably increased	<ul style="list-style-type: none"> - Equity and equality focus weak in gender mainstreaming - The extreme poor are considered as "normal" clients instead of special beneficiaries (L&S 2009, p.1).
<ul style="list-style-type: none"> - Entrepreneurial mind-set strong in Bangladesh - Good cooperation in value chain approach with all relevant stakeholders (L&S 2009, p.8). 	OC 2: The competitiveness of small enterprises and farmers in key agriculture and industrial sectors - as well as for smaller value-chains - is improved	<ul style="list-style-type: none"> - The inclusion of the private sector is hampered by the reluctance of governmental experts (L&S 2009, p.10)
<ul style="list-style-type: none"> - Developing and testing models with the private sector that demonstrates the business case for providing services to small producers. This results from market actors adopting innovations and from 'crowding in' by additional market actors (Katalyst 2010, p.5). - The participatory method of working with village committees (TH 2008, p.10). - Micro finance loan programmes to expand graduates businesses (CMES p.3) 	OC 3: Access to market opportunities for the poor and poorest is increased	<ul style="list-style-type: none"> - Bad road conditions - Toll charges
<ul style="list-style-type: none"> - GoB focus on PPP, skills policy, FYP and youth employment policy. Change in government policy to increase access of poor to services rights - More funds available for SD - Facilitator role: working with market actors to enable them to fulfil their functions better, in ways that are in their interest as well as those of the poor (Katalyst 2010, p.5). - The use of large input suppliers and their dealer/retailer networks to provide farmers with information (Katalyst 2010, p.28). - The market approach implemented through PPPs is appropriate and most likely the only sustainable way to allow participation by rural and marginal communities in economic benefits and thereby reduce poverty (L&S2009, p.iv). - Key to the success of value-chain interventions is the establishment of a system of LSPs, which deliver fee-based and embedded services to community 	OC 4: The use of improved public and private services for skills, market and value-chain development is increased	<ul style="list-style-type: none"> - Weak implementation of PPP - Lack of awareness of Ramsar Convention

<p>members (EPR LEAF and SAAKTI, p.4).</p> <ul style="list-style-type: none"> - “The M4P approach is recognised as one of SDC’s specialities within Bangladesh’s donor community; its achievements in projects like KATALYST and SAMRIDDHI (former LEAF/SAAKTI) are references for similar actions of other DPs” (AR 2010, p.17-18). 		
<ul style="list-style-type: none"> - GoB and donors increasing commitments to principles of the Paris Declaration - Enhanced partnerships GoB-NGO-governmental organisations - Katalyst’s increasing work with government agencies at local and national level requires a strong involvement at central level if it is to really lead to systemic change (Katalyst 2010, p.35). 	<p>OC 5: Economic framework conditions at local and national level for the benefit of the poor are improved</p>	<ul style="list-style-type: none"> - Linkage to Government is difficult due to bureaucracy, corruption and time required (CMES 23)

Annex 15: Results of the LGov workshop

Logic Model of E&I domain – validated at the workshop



Significant changes over the CS period per outcome for the LGov domain

Swiss contribution (Source CS 2008-2012, adapted)	Significant changes over the CS period (selected results from the workshop)
<p>OC 1: Ability of the poor and disadvantaged to exercise their social and political rights and access public services is enhanced</p>	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> – Transparency and accountability increased in 202 UPs (open budget) (Sharique, DASCOH, HLP) – Among 77 volunteer community workers 23 elected as UP members and 22 as UP chairmen – Organised civil society groups in 140 UPs – Filing of RTI requests by citizens (about 300/y in >130 UPs) – >200'000 rural men and women became aware and established their own organisations – Ensured women participation in 32 Union disaster management committees in 4 Sub-Districts (Rupantar) – Women leading at least 600 UP standing committees (out of ca. 2600 = 28%) in 200 UPs – 66% of poor women participate in the decision making process in 53 UPs (SDSD) – Election of female community leaders in UPs.

	<p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - There is clear evidence of changes in behaviours and capabilities of women leaders at all levels (Rupantar 2009, p.8) - Effective advocacy by women groups has led to changes in services and challenges to the rules of the game (corrupt practices). The women's networks are becoming further embedded through the support (Rupantar 2009, p.15) - Levels of awareness: through the local governance self-assessment carried out by CBOs there has been an increase in understanding by group members of both UP and citizens (Sharique 2008, p.8) - Broad-based participation: clear enthusiasm was expressed by local people at the opportunities they now have for involvement in major planning and decision-making events – ward planning, open budget meetings etc. (Sharique 2008, p.8) - More opportunities for involvement in major planning and decision-making events (ward planning, open budget meetings etc.) (Sharique 2008, p.8)
<p>OC 2: Service delivery at local government level is improved. Services are delivered in an inclusive, participative, accountable and transparent manner</p>	<p>Contributions of workshop participants:</p> <ul style="list-style-type: none"> - 60% of poor people received services from UP within SDSD project area (ca. 70 UPs) - 5 LGIs involved private entrepreneurs in WATSAN service delivery - Citizens have access to LGI services including WATSAN (Rupantar, Sharique, DASCOH, HLP) - Union coordination: in 200 UPs (Sharique, DASCOH, HLP) - Own source revenue: 62% in 110 UPs (Sharique, DASCOH, HLP) - Arsenic screening: 51UPs or 0.65Mio people (DASCOH, Wateraid, NGOForum, HLP) - Tubewell protection: Access to save water in approximately 70 UPs increased - Increased percentage of UP budget allocation to poor and disadvantaged in 130 UPs (Sharique) - >200 UPs developed their plan and budget in a participatory way - - Public oversight within LGIs strengthened in 200UPs through ensuring participation of citizens (e.g. standing committees) - Pro-active information publically posted in 130 UPs (e.g. tax recovery) (Sharique) - Participatory tax assessment and transparent collection increased in ca. 100 UPs - 32 women organisations (in 2 districts) have regular monitoring and watchdog role on service delivery (Rupantar) - Increased number of pro-poor projects taken and delivered by 130 UPs (Sharique) - LGI in the SDC project area have become more transparent, accountable and inclusive (Sharique)
	<p>Source Evaluation and AR:</p> <ul style="list-style-type: none"> - Operational change: there is clear evidence of change in UP body functioning including the holding of regular meetings, file management, office opening hours, and tax collection increases where piloting of tax assessments has occurred (Sharique 2008, p.3-4) - Attitude change: in discussion with both UP bodies and community groups there were clear changes in understanding of the requirements for UPs to respond to a diversity of citizens' demands. -

	<ul style="list-style-type: none"> – Transparency changes: UP transparency and accountability demonstrated through commitment to and facilitation of participatory planning processes (Sharique 2008, p.3-4)
<p>OC 3: Policies which address pro-poor issues and create favourable conditions for broad participation of different actors are endorsed and implemented</p>	<p>The workshop participants listed relevant national policies and strategies in regard to Local Governance:</p> <ul style="list-style-type: none"> – Union level water supply regulatory mechanism established (started with 17, today: 10% UPs nationwide) – Formula for block grants for Ups introduced (by NLTA, LGSP) – Demand driven capacity development in all UPs nationwide (NGSP2) – National capacity building framework established with NGOs, Donors and local Government Institutions (LGI) resources – LGI audit by commercial firms introduced (NLTA, LGSP) – LGI social audit introduced (NLTA, LGSP) – Legal framework for broader participation LGI actors endorsed (e.g. different acts (Right of Information RTI, citizen assembly)) – Circular on Upazilla Resource Team (representatives from CSO/NGOs) – Circular on Disaster Management Committee (led by Upazilla chairman) – Circular on Union Development coordination committee (Sharique) – Arsenic Screening: Implementation plan for Arsenic Mitigation modified

Photo 2: Coherence between the project portfolio in regard to their contribution to domain outcomes (LGov domain)



General Success and Obstacles in the LGov Domain

Success factors	Obstacles
<ul style="list-style-type: none"> - Use of the UP & UPZ acts as openings for strengthening decentralisation (local governance) - Partnership approach (SDC-NGOs, SDC-GoB): no hidden agenda, mutual learning, continuity - MoUs with Ups (OC) - Bottom-up approach: listen to “clients”, analysis of local context, need-based support - Focus on capacity building processes and institutions, trust building - The flexible and diverse use of different aid modalities - Coordination and collaboration among the partners 	<ul style="list-style-type: none"> - Power dynamics (elitist culture / patron-client relationship) - Strong and highly centralised Colonial-style bureaucracy (dating from the colonial period) - Political environment and power relations make transparent decision making processes difficult - Civil service reform is stuck. Large Human resource turnover due to politics - Predictability of SCO-BD annual budget (substantially larger budget with short notice) - Difficult relationship between elected representatives and government staff (local level). This is critical for project implementation as project staff depend on these local stakeholders - Lack of coordination among the government ministries and departments. Cumbersome, politicised central bureaucracy which makes corruption possible - Para-state big service delivery organisations (BRAC, Grameen) don't have downward accountability. These organisations don't really care if poor people are getting heavily into debt - Weak accountability of partners (bilateral aid projects, including Swiss projects) to local governments / clients - Projects are designed without real participation of local governments - Changes of elected representatives at local level – staff turnover

Specific Success and Obstacles in regard to the outcomes of the LGov Domain

Success factors	Outcomes	Obstacles
<ul style="list-style-type: none"> - General sound legal framework - Growing support from development partners - Commitment from the head of the government - Special national programme on LG - Increased involvement of women leaders in all unions thanks to capacity development activities (Rupantar 2009, p.9) - Effective advocacy by women groups has led to changes in service provision and in improving the situation of corruption (Rupantar 2009, p.15) 	<p>OC 1: Ability of the poor and disadvantaged to exercise their social and political rights and access public services is enhanced'</p>	<ul style="list-style-type: none"> - Capacity effects are limited to those directly involved in training, negotiation and direct action (Rupantar p.10) - The robustness of CBOs and the question of how representative they are, are major concerns. Many households are not members of any CBOs. Either they are too poor and self-excluding/ excluded by others, or they are too rich to be bothered to try to access benefits that can be obtained through direct relationships (Sharique 2008, p.8-10)

<ul style="list-style-type: none"> - Reserved seats for women (law) - Elected “councils” at Union Parishad and Upazila level - Growing support from development partners - Institutionalising change: Capacity building of UP bodies and in particular the secretaries to carry forward processes and operations (Sharique 2008, p.4) - Developed tools for participatory planning which are well appreciated within the UPs visited and in the CBOs for the local governance - Tools to build awareness and understanding at the UP and CBO level of the rights, roles and responsibilities of the UPs and also of citizens (Sharique 2008, p.4) 	<p>OC 2: Service delivery at local government level is improved. Services are delivered in an inclusive, participative, accountable and transparent manner</p>	<ul style="list-style-type: none"> - Unclear role and responsibilities between administration and Local Government Institutions (LGI) - Undefined role of local governance and national government policies
<ul style="list-style-type: none"> - Active movement and network of CBOs (mainly NGO based) - Participatory spaces “created” in the law - GoB law and rules for women participation in government systems - Sharique has managed to gain significant traction through its highly influential publication on the legal framework for local governance (Sharique 2008, p.19). 	<p>OC 3: Policies which address pro-poor issues and create favourable conditions for broad participation of different actors are endorsed and implemented</p>	<ul style="list-style-type: none"> - Conflict between Act/Law and official circulars - Inharmonious approach / rules by different ministries to LGov - Centralised political parties and political culture - Success at local level, but effects at national level is still low. This is due to weak presence in different local governance and gender advocacy as well as there not being any communication strategy (Rupantar 2009, p.15).

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