

**Evaluation of
UNICEF
Bangladesh
Education and
Child Protection
Programmes**

Final Report



December 2011

Executive Summary

The UNICEF Bangladesh Country Programme for the period 2006-2010 was extended to 2011 and planning is underway for the next programming cycle beginning in 2012.

In July 2011, UNICEF engaged Universal Management Group to evaluate its Education and Child Protection Programmes in Bangladesh. The evaluation examined the programmes' performance between 2006 and 2011 at the outcome level and identified recommendations for future programming. The evaluation is intended to inform policy advocacy and resource mobilization work as well as programme management and decision making for the upcoming programme cycle.

Methodology

The evaluation was carried out between July and December 2011 in conformity with the evaluation Terms of Reference (August 2011) and international evaluation standards. An Evaluation Reference Group provided guidance and feedback and approved the final evaluation methodology and matrix that served as the basis for data collection and analysis.

The Evaluation Team conducted:

- Document review of key UNICEF guiding documents and strategies, as well as Bangladesh Country Office (BCO) country and sector plans, strategies, reports and evaluations
- Interviews and focus groups with approximately 85 individuals, including representatives of the Government of Bangladesh, non-governmental organizations, UN agencies, bilateral development agencies, UNICEF in Bangladesh, and the UNICEF Asia Pacific Shared Services Centre in Thailand
- Observation/site visits to UNICEF BCO and to Jessore and Barisal in July 2011 to meet with UNICEF BCO partners and beneficiaries in the districts, observe UNICEF programming and activities, and interview UNICEF BCO staff based in and/or working in the districts.

The team presented preliminary observations to UNICEF BCO on 30 July 2011 and submitted the draft report in October 2011. This revised report reflects feedback from UNICEF in November and December 2011.

Evaluation Findings

BCO Programme Context

In 2011, UNICEF's Education and Child Protection programmes in Bangladesh are at different stages of evolution. They vary significantly in terms of their length of existence in Bangladesh, the maturity of their programmes, their accomplishments, their size and their value. UNICEF support for the educational needs of children dates back to the early 1970s; this contributed to its strong and positive reputation in the country today. UNICEF has been able to leverage its credibility with GoB and the development community into increasingly strategic interventions over the past few years with acknowledged success, respect and financial support.

UNICEF's Child Protection Programme is in much earlier stages of development and is less known and understood in Bangladesh. Until 2008, it was largely issue-driven and project-focused. Since then, BCO has revised its programme strategy to make it more systems-focused, in keeping with UNICEF's 2008 corporate child protection strategy. In comparison to its educational counterpart, the Child Protection Programme has relatively limited access to staff and financial resources, and is generally less flexible in terms of support that it is able to generate.

Programme performance

Over the past six years UNICEF education and child protection programming objectives in Bangladesh have both been highly relevant to the Bangladeshi context and to the needs of children, particularly the most vulnerable. The programming objectives have been congruent with the priorities of GoB, UNICEF and UNDAF, and have complemented the priorities of bilateral donors and civil society.

The Education Programme has been effective in realizing most planned outcomes. It is held in high regard and has a positive reputation among consulted stakeholders. UNICEF has been able to leverage its results and resources in the education sector to obtain broader impact at the national level. Its internal strengths, programming choices, and approaches have contributed to its effectiveness in the Education Sector. Most of the constraints to effectiveness in education can be attributed to contextual causes.

The Child Protection Programme realized several planned CPD 2006-11 outputs over the period but had relatively modest success in realizing planned outcomes. This reflects a combination of factors including some overly ambitious outcomes given the internal and external contexts, as well as several challenges associated with developing and implementing a radically different strategy in the face of staff shortages, relatively few BCO staff members with experience in this new approach, and limited flexible financial resources (due to projects that were conceived and developed in an earlier era). There is a significant disconnect between what UNICEF has been implicitly trying to accomplish in the BCO Child Protection Programme since 2009 in its annual workplans and what it reports as its outcomes.

Sustainability

UNICEF BCO strategies contribute to the sustainability of programming at the individual level in both programmes. Sustainability of results at the institutional level is mixed in the Education Programme and modest in the Child Protection Programme. This reflects the approaches used to design and support capacity development at the institutional level as well as mixed attention in the programmes to the creation and use of sustainability strategies. Internal BCO reports and some external reports suggest that there is insufficient attention to tracking and reporting on sustainability of results on an ongoing basis. For example, while UNICEF supports improved teacher training, no data is available to show to what extent teachers are practicing improved teaching methods in the classrooms. Analogously, while the Child Protection Programme has provided significant support for several aspects of the birth registration system in Bangladesh, there is no specific attention paid in reviewed BCO reports to the likely or actual sustainability of this system over time.

Programme management

UNICEF programme planning in Bangladesh has been adversely affected by the absence of clearly articulated theories of change, in particular in the Child Protection sector. The Education Programme design is logical and results oriented, although it lacks an explicit theory of change. One of the key benefits of having a theory of change is that all stakeholders can see and understand the logic of the entire programme and where and how their efforts will contribute to the higher level expected results. Another benefit is that a theory of change can help programme managers test and modify interventions as they evolve, and identify possible alternatives.

Over the programme review period, both the Child Protection and Education Programmes have initiated several measures to leverage UNICEF resources for the benefit of children. While the Education programme has been very successful, the Child Protection Programme would benefit from a more deliberate focus on leveraging. Both programmes fostered some valuable south-south exchanges in the past few years, which complement domestic leveraging efforts in UNICEF BCO.

While CPD 2006-11 documents emphasize convergence as a programming approach, the concept is not commonly understood among interviewed UNICEF BCO staff.

Over the programme period, there has been limited synergy between the UNICEF BCO education and child protection programmes.

Finally, UNICEF BCO's existing results planning, monitoring and reporting systems have a couple of shortcomings. One is that the system to formalize changes to results established in the CPAP needs clarification. A second is that existing monitoring and reporting systems pay insufficient attention to tracking the cumulative performance of programmes in realizing planned outputs. Given that planned UNICEF BCO outputs were generally quite significant in terms of expected achievements (e.g., decentralized primary education and management practices at school, upazila and district levels; local government and other relevant institutions operate functional birth registration system) it would seem very important to report on their cumulative achievements over time. At present, annual programme reports report on annual achievements only.

Recommendations

Recommendation 1: UNICEF BCO should articulate clear theories of change for the Education and Child Protection Programmes in the CPD 2012-16.

The evaluation flagged several limitations with the design of the Education Programme and particularly the Child Protection Programme. Both programmes would benefit from more explicit theories of change. This would require UNICEF BCO stakeholders to:

- Clarify the overall developmental objectives of each programme, ideally in each of the identified strategic areas;
- Identify key operational objectives for the programme and clarify how they are linked to developmental objectives;
- Clarify how individual investments, projects, and other activities (existing, new, or future) will contribute to the overarching objectives; and
- Identify the core assumptions underlying the programme strategy.

Based on an agreed theory of change, the BCO could develop programme results frameworks that would provide a basis for tracking progress and how individual projects contribute to overall objectives.

Recommendation 2: UNICEF BCO should continue to identify ways and incentives to support cross-programme synergies.

The evaluation noted the modest level of synergy that exists among BCO Education and Child Protection Programmes at the moment. There are several immediate opportunities for the two programmes to work more synergistically. One is for both programmes to explore how UNICEF's expertise in child protection can be dovetailed with UNICEF's respected relationship with the Ministry of Education to influence changes in the education sector that would support child protection in Bangladesh. One suggestion would be for both programmes to explore with the Government ways to insert BSST/PSST training in teacher education programmes.

Other concrete ways for UNICEF BCO to increase the synergy between the two programmes include: 1) to physically position an education officer in the Child Protection Programme and vice versa, with specific mandated responsibilities to identify and support cross-programme synergies; 2) to hold regular cross-programme consultations; and 3) to develop a deliberate cross-programme strategy that is built into the workplans for both sections and monitored and evaluated regularly.

If UNICEF BCO is truly interested in inter-programme synergies, it will need to re-examine existing systems and the extent to which they encourage or discourage such behaviours by individuals. This will require mechanisms (e.g., regular monitoring and reporting on cross-programme synergies) and incentives (e.g., recognition in annual performance appraisal processes and public recognition among UNICEF BCO

staff) to support and encourage an integrated approach. Otherwise, despite best intentions, synergy will remain an afterthought.

UNICEF BCO would benefit from further study of this matter, with particular attention to institutional barriers and constraints.

Recommendation 3: In future, UNICEF BCO programme designs should encompass articulated strategies to support sustainable institutional development. These should include results that are clearly defined in terms of institutional development, appropriately defined exit strategies, identification of risks, and mitigation strategies to achieve sustainable results.

The evaluation found varying performance within and between the Education and Child Protection Programmes in terms of the realization of sustainable results, particularly at the institutional and policy levels in the Child Protection Programme. While these limitations are not unique to UNICEF BCO, they have had a negative effect on its performance.

Sustainability should be considered in the design of new programmes (and individual projects or investments) and monitored throughout the life of the programme. This will require UNICEF to define what sustainability will look like in institutional terms, ensure that there is strong likelihood that certain necessary requirements (such as ownership) are met, ensure that results are defined in terms of institutions (rather than only or mainly individuals), ensure that programmes include capacity development strategies to support institutional development as well as strategies to guide and determine exit. It will also require section heads to monitor and report regularly on progress and challenges encountered and to identify mitigating strategies to support sustainability of results. Finally, as part of its annual programme performance reporting, BCO programmes should report on results sustainability.

In conjunction with UNICEF HQ, the BCO should clarify, develop, and foster a common understanding, approach, and strategy to capacity development that fosters sustainable institutional development. Future capacity development support should consider how such initiatives will benefit institutions, and where longer term benefits can be realized.

Recommendation 4: UNICEF BCO should clarify the meaning and practical implications of convergence for its programmes in Bangladesh.

UNICEF BCO is rich with new ideas and strategies for enhancing its programming effectiveness. More recently, this has included a renewed emphasis on convergence. However, as noted in the evaluation, this concept is not yet fully or commonly understood by staff, leaving the possibility for mixed approaches and mixed effectiveness in implementation (as has been the case with capacity development in UNICEF). UNICEF BCO is therefore encouraged to continue to clarify this concept and strategies with staff and pay particular attention to how it is implemented.

Recommendation 5: UNICEF BCO should adapt existing results planning systems so that they provide a clear and formalized basis to assess a programme's performance over time, and should enhance and adapt existing monitoring and reporting systems to capture regular (annual) information on the cumulative performance of its programmes at both output and outcome levels.

It is commendable that UNICEF BCO has initiated measures to adapt its results framework over time to respond to contextual realities. However, it needs to have an effective system in place to formalize these changes, and ensure that they are used as the basis for future results tracking and reporting.

BCO currently tracks and reports on outputs on an annual basis, but not on a cumulative basis. The absence of such information makes it difficult to know how programmes are performing at the output level over time, which in turn inhibits trouble shooting at the programme level. The establishment and timely use of such a system could help BCO managers flag and resolve problems in timely ways. It would also provide a very valuable basis for programme evaluations, which could draw on this information as an important basis for review and validation.

Lessons Learned

Articulating a theory of change for a programme helps all stakeholders understand the logic of the entire programme and how each of their efforts are intended to contribute to the higher level results. It can also help programme managers modify interventions as they evolve.

Organizational change requires strong leadership, commitment, as well as the necessary incentives, support mechanisms, and checks and balances.

The results of a capacity development initiative are more likely to be sustained if the initiative is mainstreamed within the targeted entity, if it supports one-time rather than ongoing costs, if exit strategies are defined and used, if sustainability issues are identified and addressed in timely ways, and if individual capacities are supported in tandem with institutional capacity development rather than in isolation.

An inception phase, if planned and managed appropriately, can enhance the potential utility of an evaluation.

Acronyms

ADB	Asian Development Bank
APSSC	Asia Pacific Shared Services Centre
AusAID	Australian Agency for International Development
BCO	Bangladesh Country Office
BEHTRUWC	Basic Education for Hard to Reach Urban Working Children
BEN	Bangladesh Early Childhood Development Network
BNFE	Bureau of Non Formal Education
BSAF	Bangladesh ShishuAdhikar Forum
C4D	Communication for Development
CAMPE	Campaign for Popular Education
CCA	Common Country Assessment
CIDA	Canadian International Development Agency
CMT	Country Management Team
CP	Child Protection
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CREATE	Consortium for Research on Educational Access, Transitions and Equity
DfID	Department for International Development - UK
DSS	Department of Social Services
EC	European Commission
ECD	Early Childhood Development
EiE	Education in Emergency Programme
ELCDP	Early Learning for Child Development Project
ELDP	Early Learning Development Programme
GoB	Government of Bangladesh
HQ	Headquarters
ICMH	Institute of Child and Mother Health
ILO	International Labour Organization
IR	Intermediate Result

Acronyms

JICA	Japan International Cooperation Agency
LSBE	Life Skills Based Education
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MDG-F	Millennium Development Goal Achievement Fund
MICS	Multiple Indicator Cluster Survey
MOA	Ministry of Agriculture
MoFDM	Ministry of Food and Disaster Management
MoHA	Ministry of Home Affairs
MoHFW	Ministry of Health and Family Welfare
MOLE	Ministry of Labour and Employment
MoLGRDC	Ministry of Local government, Rural Development and Cooperatives
MoLJPA	Ministry of Law, Justice and Parliamentary Affairs
MoPME	Ministry of Primary and Mass Education
MoSW	Ministry of Social Welfare
MoWCA	Ministry of Women and Children Affairs
MoYS	Ministry of Youth and Sports
NIPORT	National Institute of Population Research and Training
OECD DAC	Organization for Economic Cooperation and Development - Development Assistance Committee
PCR	Program Component Result
PEDP	Primary Education Development Programme
QEAC	Quality Education for All Children
RBM	Results Based Management
RTMI	Research Training Management International
Sida	Swedish International Development Agency
SLIP	School Level Improvement Plan
SRA	Strategic Results Areas
SWAp	Sector Wide Approach
TBD	To Be Determined

Acronyms

TOR	Terms of Reference
UK	United Kingdom
UN	United Nations
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEG	United Nations Evaluation Group
UNESCO	United Nations Educational Scientific and Cultural Organization
UNGEI	United Nations Girls' Education Initiative
UNICEF	United Nations Children's Fund

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1. Introduction

1.1 Background

The Government of Bangladesh and UNICEF cooperate in promoting children's rights. The overall aim of the current Government-UNICEF Country Programme is *the progressive realization of children's and women's rights through improved survival, development, and protection within the framework provided by the Convention on the Rights of the Child, the Convention on the Elimination of Discrimination against Women, the Millennium Development Goals (MDGs), and the Millennium Declaration.*

UNICEF Bangladesh Programme Components

Health and Nutrition
Water and Environmental Hygiene and Sanitation
Education
Child Protection
Policy Advocacy and Partnerships

The UNICEF Bangladesh Country Programme has five components (see side bar). The programme for the five year period 2006-2010 was extended to 2011. A mid-term review was conducted in 2008 and planning is underway for the next programming cycle beginning in 2012.

In the context of the UN reform process and the international development paradigm informed by the Paris Declaration principles, UNICEF is shifting its focus from direct implementation to strategic programming and is moving towards an increased focus on leveraging (see section 5 for a definition of leveraging in the UNICEF BCO context.)

When the Bangladesh Country Programme Document (CPD) was designed in 2005-2006, UNICEF's corporate emphasis on leveraging was just beginning. BCO's focus on leveraging has increased since then, supported and advanced by very committed leadership. Within this new paradigm, evaluations acquire a new role, providing evidence to support leveraging efforts.

In July 2011, UNICEF engaged Universal Management Group Ltd to evaluate its Education and Child Protection Programmes. The evaluation had both retrospective and forward-looking dimensions: a retrospective review to examine UNICEF programmes' performance between 2006 and 2011 at the outcome level, and a forward-looking component to identify lessons learned and provide practical recommendations for future programming.

The evaluation is intended for both leveraging purposes (e.g., providing evidence to inform policy advocacy and resource mobilization work) and for programme management and decision-making purposes. In this respect, the findings, recommendations and lessons learned from the evaluation will be used to inform UNICEF's strategies, programme approach, management structures, and the monitoring frameworks of the two programmes for the next programme cycle due to begin in 2012.

The Evaluation Team from Universal Management Group included the following individuals with complementary areas of skills and expertise. Details of their responsibilities can be found in the Inception Report (August 2011).

- Geraldine Cooney (Team Leader)
- Shahnaz Kapadia-Rahat (Principal Consultant)
- Silvia Grandi (Intermediate Consultant)
- Mahbuba Nasreen (Local Expert)

Overview of the Report

- The methodology for the evaluation is presented below in section 1.2.
- Chapter 2 provides the profile and context of the UNICEF Bangladesh Programme;

- Chapter 3 presents evaluation findings on synergy between the two programmes and on elements that cut across both the Education and Child Protection Programmes;
- Chapter 4 presents the profile, context and evaluation findings on the Education Programme;
- Chapter 5 presents the profile, context and evaluation findings on the Child Protection Programme; and
- Chapter 6 presents the conclusions, recommendations, and lessons learned.

1.2 Evaluation Methodology

Overall Approach

The methodology for the evaluation was based on the Terms of Reference (TOR), discussions with UNICEF BCO, and the findings of the Inception Phase that were captured in the Inception Report.

The evaluation was carried out in conformity with international evaluation standards including OECD DAC guidelines, UN Evaluation Group (UNEG) Standards and Norms, and the Ethical Guidelines for UN Evaluators. Based on the principles of results-based management (RBM) and logical framework analysis, the evaluation was evidence-based, utilization-focused, and had a strong forward looking component. The evaluation integrated a human-rights based and gender sensitive approach. Stakeholder participation was an integral component of evaluation planning, information collection, the development of findings, and evaluation reporting.

In Universalialia's approach, data collection and analysis are iterative processes. Data analysis began during the inception mission to Bangladesh and continued throughout the evaluation. During the inception phase the Evaluation Team developed and shared preliminary findings with the evaluation Reference Group at the end of the field mission. This allowed for early discussion of emerging key issues, areas requiring further analysis, and the identification of information gaps to be filled during the data collection phase. Following the full data collection phase, the Evaluation Team sorted and analyzed data and developed findings, conclusions and recommendations.

Development of Methodology and Evaluation Matrix

The Inception Phase of the evaluation commenced with the signing of the contract on 5 July 2011 and continued until 24 July 2011. The Inception Phase was intended to clarify stakeholder expectations of the evaluation and to develop the evaluation methodology. It included a review of UNICEF BCO documents, as well as in-person and telephone interviews with key UNICEF managers in BCO and in the Asia Pacific Shared Services Centre. It culminated in a draft and final Inception Report.

The Evaluation Reference Group provided guidance and feedback and approved the final evaluation methodology and matrix that served as the basis for data collection and analysis. (See TOR and approved evaluation matrix in Inception Report, dated August 2011).

Data Collection

To ensure reliability and comparability of data collected, the Evaluation Team developed standardized and client-approved data collection instruments (i.e., interview protocols, surveys, etc.) that were based on the questions in the evaluation matrix

There were three main **sources of data**: Documents, People and Observation/Site Visits.

Documents: During the course of the evaluation, the Evaluation Team reviewed key UNICEF guiding documents and strategies, UNICEF BCO country and sector plans, strategies, reports and evaluations. The list of documents reviewed is found in Appendix I.

People: A total of 85 UNICEF BCO stakeholders were interviewed for the evaluation. These included representatives of the Government of Bangladesh, non-governmental organizations, UN agencies, bilateral development agencies, as well as UNICEF representatives in Bangladesh and the UNICEF Asia Pacific Shared Services Centre in Thailand. The list of persons consulted is found in Appendix II. Key data collection methods were:

- *Interviews* with internal and external stakeholders. Depending on the availability and preferences of stakeholders, interviews were conducted individually or in small groups. A small number of interviews were conducted by phone with UNICEF staff in July, August and September 2011.
- *Focus Groups.* During the Inception Phase, the Evaluation Team conducted focus group meetings with available members of the Child Protection and Education teams. Focus groups were also organized with groups of district level officials, UNICEF BCO partners and programme beneficiaries at the community level during site visits.

Observations/Site Visits: The Evaluation Team conducted site visits to UNICEF BCO and to Jessore and Barisal in July 2011. These visits permitted the Evaluation Team to meet with UNICEF BCO partners and beneficiaries in the districts, observe UNICEF programming and activities, and interview UNICEF BCO staff based in and/or working in the districts.

Data Analysis and Reporting

Data analysis – Before, during and after the data collection phase, the Evaluation Team sorted and triangulated data (i.e., seeking convergence of similar data from multiple sources). Depending on the nature of the data collected and the specific evaluation questions to be answered, data were analyzed using the following techniques:

- *Descriptive analysis* – UNICEF’s Education and Child Protection Programmes were described in terms of their context, objectives, expected results, intended beneficiaries, and investments.
- *Content analysis* provided the primary framework for classifying qualitative information that was gathered during the inception and data collection phases. The content of documents and interview transcripts were analyzed in terms of emerging themes and issues as these were identified.

Reporting – The team made a presentation of preliminary observations to UNICEF BCO representatives on 30 July 2011. The draft report was submitted in October 2011. This revised report reflects the feedback received from UNICEF in November and December 2011.

Limitations

Due to delays in contract signing and start-up, the Inception Phase of the evaluation was carried out in tandem with the data collection phase in July 2011. (One of the two calendar weeks planned for data collection in Bangladesh was instead used for the inception phase.). During the evaluation mission to Bangladesh, UNICEF staff busy schedules and vacations meant that the Evaluation Team had limited access to some key UNICEF staff, and some planned joint meetings with the Education and Child Protection staff (e.g., to brainstorm inter-programme synergy) did not occur.

As a result, some key UNICEF stakeholders did not have the opportunity to reflect meaningfully on the evaluation framework, assumptions, and proposed basis to assess programme performance (or suggest alternatives for conducting the evaluation) and provided limited input on the inception report findings, emerging issues, and preliminary recommendations. These factors limited the intended added-value of the Inception Phase. In addition, the reduced time for in-depth data collection, analysis and reflection in Bangladesh with UNICEF staff and partners meant that the Evaluation Team had to rely more on UNICEF reports and documents (where they existed) to fill these gaps.

2. The UNICEF Bangladesh Country Programme – Profile and Context

2.1 Profile of UNICEF Bangladesh Country Programme

The Government of Bangladesh and UNICEF have cooperated in promoting children's rights in Bangladesh through a series of Country Programmes that began when the country attained independence in 1971. The current Country Programme covers the period 2006-2011. The Country Programme Action Plan (CPAP), signed by the Government and UNICEF on 27 February 2006, defines the mutually agreed expected results and arrangements for implementation. A mid-term review of the current Country Programme was conducted in 2008 and planning is underway for the next programming cycle beginning in 2012.

The overall aim of the UNICEF Bangladesh Country Programme is *the progressive realization of children's and women's rights through improved survival, development, and protection within the framework provided by the Convention on the Rights of the Child, the Convention on the Elimination of Discrimination against Women, the Millennium Development Goals (MDGs), and the Millennium Declaration.*

To accelerate the reduction of existing gaps, the Country Programme puts strong emphasis on reaching the most vulnerable children and stresses the importance of converging programmatic efforts in specific geographic areas selected on the basis of vulnerability analysis. To ensure an integrated and targeted response to child needs, the Country Office and the Government identified 15 convergence districts. Convergence programming/activities were planned to start in the first seven districts and were implemented in six.¹

In addition, the Country Programme aims to achieve nationwide results by providing support at the policy level (in the health and education sectors, the programmes provide support for policy development and institutional capacity strengthening within the Government-led sector-wide approaches) and supporting the implementation of nationwide child-rights activities, including the Expanded Programme on Immunization (EPI), vitamin A supplementation, salt iodization, and birth registration.

The Country Programme originally had an approved budget of over US \$270 million. This was increased to US\$ 351.4 million when the CPD was extended to 2011. Thus, actual funding has exceeded the approved budget by \$81.4 million.

The Country Programme has five components (also referred to as programmes): Health and Nutrition; Water, Environmental Hygiene and Sanitation; Education; Child Protection; and Policy Advocacy and Partnerships. Together, these programmes support 18 individual projects.

2.2 Context

2.2.1 Overview

UNICEF programmes in Bangladesh are affected by the various contexts in which they operate. These include the global context, the country context, and UN and UNICEF corporate contexts, and country office context. Each of these is described below.

¹ In Bandarban the AWP could not be signed as there was a conflict of which authority had the 'authority' to sign.

2.2.2 Global Context

International events, the global financial crisis, and changes in aid architecture in the past decade have had major impacts on relationships between international development agencies and their development partners, and have affected priorities for foreign aid.

Global declarations – The ways in which development aid is delivered have been influenced by global events and declarations such as the Millennium Development Goals (2000), the UN Monterey Summit (2002), and the Paris Declaration on Aid Effectiveness (2005). The Paris Declaration principles have led to a stronger focus on managing by and reporting on results and greater emphasis on supporting national development plans. Good practices and lessons learned are emerging from the evaluations of the implementation of the Paris Declaration. According to the 2011 Evaluation of the Paris Declaration, “the picture on efficiency gains is mixed, but so far disappointing in relation to the original hopes of rapidly reduced burdens in managing aid... [however] the management and use of aid has improved in the countries studied, especially in relation to the pre-Declaration situation...[and] in terms of building more inclusive and effective partnerships for development.”²

The sectors reviewed in this evaluation (Education and Child Protection) have been affected by important global developments in recent years. One crucial landmark for both sectors was the signing of the *UN Convention on the Rights of the Child (CRC)* in 1989, the most universally accepted human rights instrument.⁴ The Convention serves as a binding framework for wide-ranging policies and legislative measures for child survival, growth and development in a range of key areas, including education and child protection from violence, abuse and exploitation.

Education – In response to the alarming state of education, a 1990 World Conference on Education held in Thailand launched the Education for All (EFA) movement. The Declaration of the 1990 World Conference called for tailor-made educational systems adapted to the needs, cultures and circumstances of learners. Since then, basic education has attained a prominent position on the international development agenda, supported by popular and political commitment among developed and developing countries. In 2000, 164 countries renewed their commitment to EFA at the World Education Forum in Dakar, Senegal, adopting the Dakar Framework for Action, which aims to achieve quality education for all and a 50 per cent increase in adult literacy by 2015. The same year, the Millennium Declaration stressed the importance of universal primary education: the target of the second MDG is achieving universal primary education by 2015. In 2002, the EFA Fast Track Initiative was launched to give an added push to achieve this target.⁵

MDG Goal 2: Achieve universal primary education

In almost all regions, the net enrolment ratio in 2006 exceeded 90 per cent, and many countries were close to achieving universal primary enrolment. The number of children of primary school age who were out of school fell from 103 million in 1999 to 73 million in 2006, despite an overall increase in the number of children in this age group. These successes underscore that much can be accomplished with the political will of governments and with adequate support from development partners.

In Southern Asia, the enrolment ratio has climbed to 90 per cent, yet more than 18 million children of primary school age are not enrolled.³

Since the launch of the EFA movement, UNESCO estimates that an additional 10 million children attend school each year, while MDG reports indicate that enrolment in primary education has reached as high as

² OECD. (May 2011). The Evaluation of the Paris Declaration, Final Report. Copenhagen.

³ <http://www.undp.org/mdg/progress.shtml>

⁴ The CRC has been ratified by all countries in the world except Somalia and the US.

⁵ <http://www.educationfasttrack.org/about-fti>

89 per cent in developing countries (see sidebar).⁶ However, despite great strides in many countries, serious challenges remain, and the MDG 2 target is unlikely to be met by 2015. There continues to be a serious lack of qualified teachers and quality learning materials, and conditions that lead to discrimination against girls remain widespread.

Child Protection – According to UNICEF,⁷ an estimated 300 million children worldwide from all socio-economic backgrounds, across all ages, religions and cultures suffer violence, exploitation and abuse every day. This is despite the 1989 UN Convention on the Rights of the Child (CRC), a comprehensive, rights-based, binding instrument that marked a paradigm shift in the international discourse on child rights and protection. In 2000, two optional protocols to the CRC were adopted: the Optional Protocol on the Involvement of Children in Armed Conflict (OPAC), and the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography (OPSC).

Another important milestone was the publication of the UN Secretary-General's *World Report on Violence against Children* in 2003⁸ produced in collaboration with the Office of the High Commissioner for Human Rights (OHCHR), UNICEF and WHO. The report revealed that despite worldwide ratification and adoption of child protection measures, children in every country of the world continue to fear and experience violence. The report reaffirmed the need to develop a multisectoral response with combined perspectives of human rights, criminal justice, public security, education, public health and child protection, and urged governments to abide by time-bound commitments.

In 2006 the Director-General of the International Labour Organization (ILO) issued a report on the End of Child Labour,⁹ second in a series of global reports following up on the ILO Declaration on Fundamental Principles and Rights at Work. The ILO report indicated that between 2002 and 2006, the global number of child labourers decreased by 11 per cent, while the number of children engaged in hazardous work fell by 26 per cent. Cautioning against complacency, however, the ILO report stressed the importance of political commitment to combating child labour not just through economic growth (essential but insufficient alone), but also by adopting coherent policies in poverty reduction, basic education and human rights.

In 2010, UNICEF released a conceptual paper on Adapting a Systems Approach to Child Protection¹⁰ produced in collaboration with the United Nations High Commissioner for Refugees (UNHCR), Save the Children, and Chapin Hall of the University of Chicago. It argued that that many children experience multiple child protection problems, and that a vertical programming approach has serious limitations in both its reach and its ability to provide comprehensive, sustainable and efficient solutions. The paper proposed a systems approach guided by the CRC that aims to protect all children, and to unite child protection actors by creating a common set of goals and a better coordinated response mechanism that is

⁶ UN. (2010). The millennium development goals report 2010: Goal 2: Achieve universal primary education. Accessed from <http://www.un.org/millenniumgoals/pdf/MDG%20Report%202010%20En%20r15%20low%20res%2020100615%20-.pdf#page=18>

⁷ See UNICEF Executive Board. (2005). The UNICEF medium-term strategic plan, 2006-2009: Investing in children: the UNICEF contribution to poverty reduction and the Millennium Summit agenda; and http://www.unicef.org/protection/57929_57972.html

⁸ Pinheiro, P. S. (2003). *World report on violence against children*. Geneva: UN Secretary-General's Study on Violence against Children. Accessed from <http://www.unicef.org/violencestudy/I.%20World%20Report%20on%20Violence%20against%20Children.pdf>

⁹ ILO Director-General. (2006). The end of child labour: Within reach. Accessed from <http://www.ilo.org/public/english/standards/relm/ilc/ilc95/pdf/rep-i-b.pdf>

¹⁰ Wulczyn et al. (2010). Adapting a systems approach to child protection: Key concepts and considerations. New York: UNICEF.

robust and adaptable in the long-term. Issue-based expertise and responses would be incorporated into the context of the overall child protection system.

While child protection has not been an explicit part of the international development agenda to date, and there is no clear MDG for child protection, there is growing understanding of the links between child protection and outcomes for development.¹¹ Child protection encompasses many diverse components and issues; the challenge is to address all of these in a meaningful way.

2.2.3 Bangladesh Context

Social and Economic Context

Economic indicators are stable or improving

Between 1990 and 2010, poverty declined from 57 per cent to 31.5 per cent and the World Bank reports that the average GDP growth over the period 2006-2010 was 6.14 per cent.¹² Broad-based growth led by the private sector and macroeconomic stability also contributed to a significant decline in poverty. However, about 56 million people in Bangladesh still live below the poverty line (WB, 2011).

The Poverty Reduction Strategy Paper (PRSP, 2005) prescribed by the World Bank and the International Monetary Fund (IMF) adopted pro-poor, employment and rural development-based growth strategies. It advocated social protection for income shocks rather than upward mobility for the extreme poor. While there are poverty alleviation programmes, social protection schemes and safety nets to address the disadvantaged, these do not focus on the extreme poor as a distinct group.

Bangladesh Five-Year Plans

Almost all of Bangladesh development strategies aim to increase national growth and reduce poverty. Over the years, the government of Bangladesh has introduced a series of five-year plans to reach these goals.

The present government (elected in 2008) adopted poverty eradication as a key component of the national strategy, with a particular focus on regional poverty. Based on the GoB's long-term strategy, Vision 2021, the Sixth Five-Year Plan (SFYP, 2011-2015) increased attention on the poorest. It focuses on generating employment, addressing regional variation, and targets deep poverty pockets within poorer regions. In the SFYP, high growth, employment, and human development are also major development strategies for poverty reduction. Unlike previous five-year plans, which assumed that growth would trickle down to the poor, the SFYP focuses on decreasing inequalities through specific initiatives such as increasing access of the poor to education and training facilities, addressing land constraints that harm small and marginal farmers, addressing inequalities based on geographical location through increased expenditure in infrastructure and human development, increasing access of the poor to assets and means of production, and strengthening the delivery of human development services to the poor. The success of the SFYP will depend on how these goals will be achieved, which is not clear in the Plan.

Visible success in realizing some goals, but challenges remain

Since independence, Bangladesh has made significant progress in socio-economic and human development through the combined efforts of its citizens, communities, government and non-government entities, and development partners. Fertility rates have declined by more than 50 per cent over the last 35 years, and infant and maternal mortality have decreased significantly. The country has met the MDG goal

¹¹ UNICEF Executive Board. (2008). Report on the midterm review of the medium-term strategic plan 2006-2009.

¹² World Bank. <http://data.worldbank.org/indicator/NY.GDP.MKTP.KD.ZG>

of achieving gender parity in education and EFA (education for all) goals. Primary school enrolment is almost 80 per cent.

However, the country continues to face challenges in many areas, including: poverty, unemployment and malnutrition; natural disasters; political unrest; growing urban congestion; lack of proper exercises of local governance; and meeting the needs of hard to reach populations. The achievement of the government vision has also been hindered by other factors including unrest in the Chittagong Hill Tracts and recent debates regarding indigenous communities.

Bangladesh vision to become a middle income country (MIC) by 2021: The government has declared its vision to becoming a Middle Income Country (MIC). “We envision a liberal, progressive and democratic welfare State. Simultaneously we envision a Bangladesh which by 2020/2021, will be a middle income country where poverty will be drastically reduced, where our citizens will be able to meet every basic need, and where development will be on fast track with ever-increasing rates of inclusive growth.” (Board of Investment Bangladesh, 2011).

To achieve this vision by 2021, Bangladesh would need to grow 8 per cent per year (World Bank, Bangladesh Country Overview 2010). Despite the global economic crisis, international donors are keen to support Bangladesh as it moves towards becoming a MIC. Development partners, including UN agencies, are developing comprehensive and harmonized programmes that support the government’s vision. As

UNICEF BCO works more closely with government than other UN agencies and development partners, it could play an active role in supporting government ministries in the implementation of policies and strategies.

Bangladesh policies that target women, children and vulnerable populations

National Women’s Development Policy, 2011

National Child Policy, 2011

National Education Policy, 2010

National Agricultural Policy, 2010

National Food Policy, 2006

National Plan for Disaster Management, 2010

These policies target vulnerable women and children (street children, ultra-deprived children, and indigenous children), extreme poor, people living in disaster prone areas and other disadvantaged groups. Most of these policies also support Bangladesh’s Vision 2021 to become a middle income country.

Political context

Commitments to vulnerable populations and children – Since the UNICEF BCO CPD was approved in 2005, the government has implemented or is in the process of implementing several new policies, strategies, and approaches targeting women, children, and vulnerable populations including the National Child Policy 2011.

The National Education Policy, 2010 addresses the needs of children in all categories through various mechanisms (e.g., admission, learning materials, lunch and stipends for street children and ultra-deprived children) and provides for special support to schools in remote and indigenous/ethnic communities.

The National Child Policy of 1994 was revised based on the recommendations of the UN CRC committee. The National Child Policy 2011 focuses on poverty as a major challenge, provides special emphasis on hard to reach children, and considers emerging demands in the area of development. Section 6 of the policy provides specific plans and programmes for the implementation of children’s rights, including children’s protection during and after disasters.

Limited devolution of authority or resources to local government level – Decentralization is considered a means to empower local governments who are closer to citizens, respond to their needs, and are accountable to them. To ensure good governance, local elected leaders should be granted authority to distribute services. In Bangladesh, decentralization of authority to the Districts has been identified as a

useful mechanism to achieve the goals of various government policies, but has not been considered a priority on the national agenda and there is no constitutional guarantee clause or mother law for local government bodies, nor an agreed plan and strategy on how decentralizations will be operationalized. For example, in education, while there has been considerable debate around whether functions including teacher recruitment, transfer and posting, teacher training, curriculum development, text book production, school infrastructure and management should be controlled centrally or decentralized to field offices and schools, there has been minimal discussion about how these will be financed. The major budgetary item, teacher salaries, remains a central responsibility. The absence of an operational strategy and plan for decentralization hampers development efforts of the government, development partners and other actors.

Inter-ministerial coordination –

Lack of coordination between ministries has been identified as a major challenge in achieving Bangladesh goals. For example, programmes/projects addressed by the Ministry of Women and Children Affairs, the Ministry of Education, and the Ministry of Social Welfare

Various studies over the past five years by the World Bank and others point to the multiplicity of coordination challenges among government ministries and between levels of government in running social safety net programmes (which are estimated to represent 2.8% of GDP) with adverse effects on programme effectiveness and impacts. One UNDP study notes that these programmes are not necessarily targeting and/or reaching the intended beneficiaries, the poorest.¹³

are diverse and disaggregated. The lack of coordination or synergies among line Ministries has resulted in waste of resources, poor performance in reaching project/programme objectives, and also poses a major threat to sustainability and mainstreaming efforts. Such challenges and their negative effects on programme implementation are noted in the recent UNFPA Country Programme Evaluation Report (2011).

Openness to new forms of cooperation – The Government of Bangladesh has been developing partnerships with other actors through GoB-NGO collaboration, private-public partnerships (PPP), and sector-wide approaches (SWAs) in education and health. The education SWAp aimed to support government in planning coherently for the sector through harmonized financial procedures and monitoring at sector and programme levels. In this SWAp arrangement, individual donors give up control over specific project interventions in exchange for becoming development partners of GoB in education policy dialogue and broader budget framework negotiations.¹⁴ Following the achievements of education SWAs (PEDP-I and PEDP-II), a third programme (PEDP-III) is in progress. Similarly, the GoB-NGO collaboration and PPP have been progressing at a remarkable pace. There is also a growing openness towards GoB-NGO collaboration and PPP, especially in the pre-school sub-sector.

Rigid Project Management Processes – For every project funded by non-development budget, the government of Bangladesh rules require development of a detailed Development Project Proforma or Technical Project Proforma. These documents set out the blue print of the project with very detailed information on costs and government audit rules require strict adherences to these details. Any minor change in unit cost or activity requires revision of these documents. Such revisions can be done only twice in the life of the project. Such rigidity inhibits results-based planning and severely limits efficiency in project management. As a result, most projects implemented by the government over run the original duration.

Frequent GoB staff turnover affects ownership and sustainability – One of the objectives of development partners in Bangladesh is to build capacity of local staff, and the government is also keen to mainstream best practice models in ministries, departments, and directorates. However, according to the

¹³ UNDP. (2009). Social Safety Net Programmes in Bangladesh, p.12

¹⁴ Nasreen, Mahbuba and Sean Tate. (2007). *Social Inclusion: Gender and Equity in Education SWAs in South Asia: Bangladesh Case Study*, UNICEF: Regional Office for South Asia (ROSA)

UNFPA Country Programme Evaluation (2011), the Annual Joint Review Aide Memoires for PEDP-II over the past few years as well as meetings with various stakeholders, frequent staff transfer, vacancies and turnover (sometimes related to a change in government) are a major challenge in developing ownership, mainstreaming, and ensuring the sustainability of projects or programmes.

2.2.4 The UN Context

In recent years, and particularly during the period under review (2006- present) the UN has undertaken several significant reform processes, including the implementation of the Common Country Assessment (CCA) and United Nations Development Assistance Frameworks (UNDAF), and the roll-out of the ‘Delivering as One’ approach. In addition, new joint programming approaches and opportunities are being developed, such as joint programmes funded by the Spanish-MDG Fund.

UN Reform/Delivering as One

Reforming the UN system to improve its efficiency and effectiveness began in 1997 when Secretary-General Kofi Annan first introduced policies to streamline the analytical and programming process for all UN agencies resident in a particular country. The introduction of the Common Country Assessment (CCA) and UNDAF reduced duplication in the analysis of the needs of the most vulnerable in a given society and ensured that programming was more coherent within the UN.

In November 2006, a High-level Panel established by the Secretary-General released a report on how the UN system could work more coherently and effectively in the areas of development, humanitarian assistance, and the environment. The *Delivering as One* report suggested four “ones” for development operations: One Programme, One Empowered Leader and Empowered Team, One Budgetary Framework, and One Office. As a consequence, UN agencies are identifying opportunities to increase in-country collaboration and are engaged in efforts to work together as effectively and efficiently as possible.

Although Bangladesh is not a One-UN pilot country, the United Nations Country Team (UNCT) in Bangladesh has made notable efforts to embrace the ‘UN Delivering as One’ approach. For example, the UNDAF 2012-16 for Bangladesh culminated in a geographically focused strategy that concentrates UN resources in 20 districts and 30 cities/towns, with a strong emphasis on accelerating the achievement of the MDGs through five strategies (high level advocacy, capacity development, systems strengthening, partnership building, and targeting the most deprived groups). However, practices to support integrated programme delivery and reporting are still under development.

Joint programmes – The Spanish-MDG Achievement Fund (MDG-F) has provided a huge infusion of funds aimed at joint programming by UN agencies around different MDG themes. The Spanish government provided 528 million Euros initially for joint programmes on five thematic issues, and an additional 90 million Euros for two other thematic windows in 2008.¹⁵ Bangladesh has two projects funded by MDG-F: the Joint UN Programme to Address Violence against Women in Bangladesh, and Protecting and Promoting Food Security and Nutrition for Families and Children in Bangladesh.¹⁶

2.3 UNICEF Corporate Context

2.3.1 UNICEF Context

UNICEF’s **Medium-Term Strategic Plan (MTSP)** 2006-2009 is the main programming document guiding the Agency’s strategic work. It was extended to cover programming through 2013 to take into account the recommendations of the next comprehensive policy review that will be held in 2012.

¹⁵ <http://www.mdgfund.org/aboutus>

¹⁶ <http://www.mdgfund.org/country/bangladesh>

Since 2005, UNICEF has implemented or is in the process of implementing several new policies, strategies, and approaches. Several organizational change initiatives are leading to greater flexibility in planning as a result of rolling plans and the definition of strategic results/key result areas. UNICEF has also increased its focus on upstream work, leveraging and equity.

Organizational Change Initiatives

As a result of the Global Organizational Review conducted in 2006-2007, UNICEF launched a series of initiatives to implement recommended strategic shifts (see sidebar). In 2009, the initiatives were explained throughout the agency and the phased roll-out began in early 2010. The Improve 360° website on the UNICEF Intranet is an information resource for all staff to learn about progress on each of the initiatives.

The revised programme structure is of particular importance for UNICEF's future programming in Bangladesh. UNICEF has introduced two tiers of results: Strategic Results Areas (SRAs) and Key Strategic Results. (These replace the previous four levels of results in the result chain which contributed to excessive focus on lower level results, rather than strategic outcomes.)

With the introduction of rolling plans, UNICEF has increased flexibility in planning: Timelines can now be shorter than the previous five years; planning can be adapted to the government cycle rather than the UNICEF fiscal year; and results frameworks can be revised at various points rather than only at the mid-term. However, the processes and systems to support the new flexible approach have not yet been updated (VISION will be rolled out at the beginning in 2012).

Leveraging and upstream work: UNICEF is paying increased attention to leveraging and upstream work as compared to direct service delivery. The MTSP shows a clear shift towards leveraging as a corporate approach to make a difference for children around the world. Focus Area 5 – Policy Advocacy and Partnerships for Children Rights – explicitly incorporates leveraging, policy advocacy based on evidence, participation, and strategic alliances.

Cross-cutting strategies and emerging trends: In addition to the MTSP focus areas, UNICEF has adopted two cross-cutting strategies: the Human Rights-Based Approach (which UNICEF has been applying for over a decade and which is currently being evaluated) and, more recently, “Equity for Equality” which UNICEF adopted in 2010 following the release of *Narrowing the Gaps to Meet the Goals* – a study on an equity-focused approach to child survival and development.¹⁷

UNICEF Organizational Change Initiatives

Four results areas: i) Improved accountability and effective risk management; (ii) Programme excellence; (iii) Operations performance; and (iv) Effective resource planning and implementation

Within these four result areas, **three Key Changes** will have a significant impact on the way UNICEF works:

1) Revised Programme Structure - For lighter planning processes, more effective and flexible programming, and alignment to government cycles, to contribute to the achievement of better results for children

2) VISION (Virtual Integrated System of Information) - To fully align business processes and tools in all UNICEF locations, through the transactional SAP application and performance management systems

3) IPSAS (International Public Sector Accounting Standards) Adoption - For increased transparency of financial management results, governance and accountability, through enhanced quality of financial reporting

The Three Key Changes are due to be in effect in all UNICEF locations as of 1 January 2012.

¹⁷ UNICEF. (Sept 2010). *Narrowing the gap to meet the goals*. Retrieved from <http://www.unicef.org/publications/files/>

Interviewed UNICEF staff also noted the emergence of some new trends including encouragement for South-South exchanges among UNICEF partners and programmes in different countries, and increased emphasis on articulating the theories of change behind UNICEF programmes.¹⁸

UNICEF Programming Priorities

Education is the second of UNICEF’s five core programming commitments included in the Medium-Term Strategic Plan (MTSP 2006-2013). UNICEF has promoted education as a human right since its inception. Strong advocacy by UNICEF and others has ensured that this right is firmly enshrined in binding international frameworks, such as the Convention on the Rights of the Child (1989), and in political declarations, like the World Fit for Children, which was adopted by more than 180 countries as the outcome document of the United Nations Special Session on Children in 2002.

In the same year, UNICEF joined the World Bank, UNESCO and many other donor organisations to endorse the Education for All-Fast Track Initiative (EFA-FTI). This initiative defined measures that would increase the chances of achievement of MDG2 – “that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary school.”¹⁹ The ETA-FTI established the Catalytic Initiative, whose pooled funding has been distributed to countries with the lowest enrolment rates. UNICEF’s flagship intervention modality, “Child-friendly Schools”, has been implemented in a more intensified manner in an effort to ensure that the conditions for children’s enrolment and retention exist and remain in place, thereby giving a significant push to the efforts to reach MDG 2.

Work is ongoing with partners in all of the four ‘key result areas’ defined in the MTSP (see sidebar). Underpinning this work is UNICEF’s increasing focus on upstream work – using evidence to identify inequities in the access to or quality of education for girls and boys, and assisting governments in the definition of appropriate policy, programming and budgetary responses. Attention is also given to integrate cross-cutting themes, such as water and sanitation,²⁰ HIV/AIDS, and child protection in analysis and programming responses.

UNICEF’s Key Result Areas in Education (MTSP 2006-2013)

- Support national capacity to improve children’s developmental readiness to start primary school on time, especially for marginalized children
- Support national capacity to reduce gender and other disparities in relation to increased access and completion of quality basic education
- Support national capacity to improve educational quality and increase school retention, completion and achievement rates
- Restore education after emergencies and in post-crisis situations

Child Protection is one of five core UNICEF programming focus areas and represents 10.2 per cent of its global programme assistance expenditures.²¹ UNICEF’s attention to child protection began in 1978 when it helped facilitate NGO input to the Convention on the Rights of the Child (CRC) and influenced the inclusion of child protection rights along with survival and development rights.²² UNICEF remained intimately involved with the Convention from its inception to its adoption in 1980 by 159 UN member states, to the joint advocacy initiative undertaken in 1994 with UNHCR, ICRC and NGOs for the adoption of the Optional Protocol.

¹⁸ The UNICEF programme in the Philippines has undertaken an exercise to do this as part of its CP planning.

¹⁹ <http://www.un.org/millenniumgoals/education.shtml>

²⁰ That being said, WASH is typically managed as a sectoral programme in UNICEF.

²¹ Sheeran, A. (2008). *UNICEF child protection meta-evaluation*. New York: UNICEF Child Protection Section.

²² UNICEF. (2010). UNICEF history: Milestones 1986-1995. Accessed from http://www.unicef.org/about/history/index_milestones_86_95.html

UNICEF’s programming focus on child protection became official in 1986 with *Children in Especially Difficult Circumstances*, a UNICEF policy review that opened discussions on abandoned children, street children, child victims of abuse and neglect, and children in armed conflicts. In 1993, in response to the alarm of the world community triggered by incidents involving the targeting of children and women in armed conflict, UNICEF organized the first global workshop on psychosocial programmes for children in situations of armed conflict.

The ratification of the CRC in 1995 by all but eight countries of the world helped spur UNICEF’s call for ‘special protection measures for children at serious risk’, such as those working under exploitative conditions, those disabled or suffering from HIV/AIDS, those who have lost their families or primary caregivers, and those suffering from war or other forms of organized violence.

UNICEF’s use of the term ‘child protection’ refers to the prevention and response to violence, exploitation and abuse against children, including commercial sexual exploitation, trafficking, child labour and harmful traditional practices, such as female genital mutilation and child marriage.²³

Since the 1980s, UNICEF’s Child Protection Programme has been gradually adapting its approach from one strictly concerned with children in especially difficult circumstances to an increasingly holistic concept of child protection.²⁴ In 2008 the Executive Board approved a substantial change in UNICEF’s global child protection strategy,²⁵ in which emphasis shifted from an issue-driven, project-focused approach to building a protective environment for children. This new strategy aims to reduce children’s exposure to harm by accelerating actions that strengthen the protective environment for children in all settings, while continuing to support the goals, targets and indicators already identified for UNICEF Child Protection efforts in the preceding decade. The new strategy builds on the extensive international normative framework for child protection, emphasizing knowledge management and brokering; addressing social exclusion; integrating child protection into all sectors; capacity development of governments and partners; and working upstream to obtain sustained results.

UNICEF BCO CPD Financial Context

As shown in Exhibit 2.1, the total allocations to BCO programmes equalled almost US \$ 351.4 million over the six year period. Of this, 25 per cent of total allocations were invested in the Education Programme, and 10 per cent in the Child Protection programme.

Further analysis indicates that UNICEF’s overall programme is very dependent on Other Resources: only 33 per cent of total allocations for the period were supported by Regular Resources. At UNICEF BCO the Child Protection Programme is the most dependent on Regular Resources, while the Education Programme is the least dependent on Regular Resources.

Exhibit 2.1 Total Allocations (RR and OR) to BCO Programmes (2006-2011)

BCO Programme	Total Programme Allocations In Million \$ USD	Total Programme Allocations % of Total	Regular Resources In Million \$ USD	Other Resources In Million \$ USD	RR as a Proportion of Total Allocations
Education	\$89.7	25.5%	\$17.5	\$72.2	19.5%

²³ UNICEF. (2006). *Child protection information sheets*. New York: UNICEF.

²⁴ UNICEF. (2011). *The state of the world’s children 2011*. New York: UNICEF.

²⁵ UNICEF Executive Board.(2008). UNICEF child protection strategy.

BCO Programme	Total Programme Allocations In Million \$ USD	Total Programme Allocations % of Total	Regular Resources In Million \$ USD	Other Resources In Million \$ USD	RR as a Proportion of Total Allocations
Child Protection	\$35.0	10%	\$14.5	\$20.50	41.4%
Health	\$96.1	27.3%	\$21.5	\$75.40	20.7%
WASH	\$75.5	21.5%	\$16	\$59.8	20.8%
Policy, Advocacy and Partnerships	\$31.4	8.9%	\$26.3	\$5.1	83.8%
Cross Sectoral	\$23.7	6.7%	\$24	\$0.2	99.2%
Grand Totals	\$351.39	100%	\$118.2	\$233.190	33.6%

2.3.2 UNICEF Bangladesh Country Office (BCO) Context

UNICEF has a 40 year history in Bangladesh. The BCO is a well-established and well-known organization. Its presence, role and priorities have evolved over time – from a focus on emergency and direct service delivery to more strategic programming.

External partnerships and relationships

UNICEF has a long-lasting, well-established relationship with the GoB that has evolved considerably over the decades. In addition to supporting the service delivery needs of Bangladesh in health, education, and water and sanitation since the 1970s, UNICEF is also regarded as a significant, strategic, well-respected and neutral advisor. This relationship is fortified by the existence of multiple professional relationships between UNICEF BCO staff and government officials and the high level of recognition and respect for UNICEF by Bangladeshis.

Historically, UNICEF engaged with civil society organizations (CSO) in Bangladesh mainly for the purpose of supporting UNICEF and the government in service delivery and/or project implementation. UNICEF is now engaging in strategic partnerships with Bangladeshi NGOs including BRAC, Grameen, the Campaign for Popular Education (CAMPE), and the Bangladesh ECD Network (BEN) for the purpose of realizing mutually beneficial objectives. Some interviewed CSOs noted that UNICEF's close and trusted relationship with GoB is one of its many highly valued and attractive assets.

In respect to its relationships with UN organizations, UNICEF has played a very active role in the UNCT in the past few years. This includes playing a proactive leadership role in encouraging and supporting greater harmonization among the UN agencies in Bangladesh in keeping with the UN as One agenda. This is particularly evident in relation to the development of the 2012-16 UNDAF.

CPD 2012-16

In the last year UNICEF has been actively engaged in development of its next five-year plan. The approved CPD 2012-16 programmes are designed in terms of strategies (social service provision for women and children; social policy, planning and monitoring; advocacy, communication and partnerships for children; local capacity development and community empowerment) rather than more traditional approaches that emphasised sectors. The plan has a specific focus on equity, decentralization, convergence, leveraging and synergy. In keeping with the UNDAF, UNICEF will focus on selected convergence areas. The UN Agencies in Bangladesh have decided to be guided by one shared UNDAF Action Plan, which is to be finalized in November 2011 before it is submitted to the Government of Bangladesh. UNICEF is developing a 'shadow' CPAP for internal purposes to ensure that there is

compatibility with its new systems and monitoring of the CPD program component results (PCRs) and intermediate results (IRs).

During the upcoming Country Programme, UNICEF plans to decentralize much of its work to the Districts, which will dramatically reduce the number of UNICEF staff currently based in Dhaka while increasing the number of staff in the district offices. At the time of data collection, the BCO was in the midst of making the strategy operational. This included taking logistical steps to find new office space for UNICEF in Dhaka and the various Districts, abolishing old and defining new positions to support the new UNICEF BCO strategy, recruiting staff to fill newly defined positions in Dhaka and the districts, and developing detailed programme strategies for various sectors including child protection and education.

Some implications of recent changes for BCO staff

Changes in BCO programming strategies will require some new staff skills and expertise, and ways of operating, as staff embrace and respond to changing corporate and national priorities.

Decentralizing some staff to the Districts, and changes in the BCO organizational structure (so that it dovetails with new BCO directions), will result in: the opening of field offices, downsizing staff working in the national office, and the abolishment of some posts and the creation of other new posts.

During the transition period in 2011, several positions were unfilled for long periods, which contributed to work overload and stress in some sections, and to some staff anxiety about the degree of, type, and/or reasons for changes. Interviews with UNICEF staff in July 2011 revealed that the rationale for some changes in the CPD 2012-16 was not commonly understood (see section 3.4 on convergence).

3. Cross-Programme Findings

3.1 Overview

This section addresses questions in the TOR about inter-programme synergy (section 3.2) and elements that cut across both the Education and Child Protection Programmes, namely programme design (section 3.3); programming strategies for leveraging and convergence (section 3.4); and reporting on performance (section 3.5).

3.2 Inter-Programme Synergies

Finding 1: Over the programme period, there has been limited synergy between the UNICEF BCO Education and Child Protection Programmes.

The TOR asked the evaluation to examine the extent to which there are synergies, or potential synergies, between the Education and Child Protection Programmes in Bangladesh.

Without exception, all UNICEF staff and managers interviewed for this evaluation acknowledged that there was limited synergy between the two programmes over the period, despite some good opportunities, particularly in relation to Hard to Reach Working Children. Examples of programme synergies cited by UNICEF staff were the exception rather than the rule.

In the past year, both programmes have made efforts to foster some synergy. For example, each programme invited the other to its 2012-16 strategic planning session. From a programming perspective, the two programmes have made joint efforts in relation to birth registration, but it is not clear how successful these have been to date.

A review of BCO's programming and organizational structures as well as its fund-raising strategies and resource allocation processes suggest that these favour the more traditional UNICEF "silo" approach to programming. Moreover, the two programmes have vastly different histories, profiles, track records, human and financial resources, access to resources, and clout. As reflected in the subsequent chapters, the Education Programme is a considerably more established programme with much greater access to resources than the Child Protection Programme. As such, this gives it (and other such established programmes in UNICEF BCO such as the WASH and Health programmes) the ability, advantage and presumably the onus to actively support and assist the Child Protection Programme to deliver its strategy. However, institutionalizing organizational changes (in this case creating a synergy-fostering culture in UNICEF that did not exist before) typically requires incentives to change established practices. This requires leadership and collective actions by UNICEF's senior managers.

Interviewed staff in both programmes as well as some external stakeholders felt that more could be done.

For example, some pointed to ways that the Child Protection Programme could work more closely with their colleagues in the Education Programme to put child protection on the agenda in the school system. This could include policy advocacy (through UNICEF's influential role in PEDP and respected relationship

UNICEF should spend some of its resources in educating teachers about child protection matters. Teachers do not know about the Children's Act. They are confined to the classroom and not allowed to "tell". The curriculum (for school teachers) in Bangladesh needs to change – UNICEF can introduce changes into the curriculum. This would be a cost-effective way (to inform more people about child protection issues).

Interviewed UNICEF stakeholder in Jessore

with the Ministry of Education) as well as concrete measures such as finding ways to insert BSST/PSST training in teacher education programmes (see sidebar for one example). Other concrete suggestions included: to physically position an education officer in the Child Protection Programme and vice versa; to

hold regular cross-programme consultations; and the development of a deliberate cross-programme strategy that is built into the workplans for both sections and monitored and evaluated regularly.

Overall, if UNICEF BCO is truly interested in inter-programme synergies, it will need to re-examine existing systems and the extent to which they encourage or discourage desired behaviours. This will require attention, resources, as well as mechanisms and incentives to support and encourage an integrated approach – otherwise, despite best intentions, synergy will remain an afterthought.



3.3 Programme Design

Finding 2: UNICEF programme planning in Bangladesh has been adversely affected by the absence of clearly and explicitly articulated theories of change.

Clearly articulating the logic of a development intervention (i.e., its objectives and the logical links from inputs to outputs and outcomes), and the assumptions on which it is based, can help stakeholders achieve a common understanding of how individual projects contribute to overall objectives and track progress.

The causal links between the building blocks that underlie a specific approach to change are often described as a programme's *theory of change*.²⁶ Developing a theory of change includes:

- Identifying and agreeing upon the long term objectives of a programme/initiative;
- Identifying all the steps needed to reach a long-term objective, including the programme's inputs, the activities they will be used for, the immediate results they will produce, and the intermediate and long-term results they will contribute to;
- Explaining and testing the cause and effect relationships that exist between each step; and
- Identifying the assumptions on which these relationships are based.

Like many other development programmes, the BCO Education and Child Protection Programmes have not fully articulated an overarching programme logic and objectives. An example is provided in the sidebar, and this is discussed in greater detail in Chapters 4 and 5 on each programme.

Today, many development organizations are spending more time in the planning stage, clarifying and validating with key partners and stakeholders the overall theory of change for their programs and projects. At the time of writing, UNICEF is in the midst of planning its 2012-16 programme in Bangladesh. The development of a theory of change could address some of the programme design and implementation shortcomings identified in Sections 4 and 5. This suggestion is revisited in the recommendations in Section 6.

BCO Draft Child Protection Strategy (2011) and the Theory of Change

The draft strategy (August 2011) provides information about the planned foci of the CP Programme in Bangladesh for the next four years but does not identify objectives in each strategic area to be tracked or measured, or identify the key assumptions in the various strategic areas.

The Evaluation Team understands that as part of the ongoing UNICEF BCO country planning process, the strategic areas will likely be clarified through the definition and identification of results, indicators, targets, baseline data, and assumptions.

The draft strategy provides a basis for developing a theory of change for the CP 2012-2016 programme and a results framework that would provide a basis for tracking progress and how individual projects contribute to overall objectives.



²⁶ For more information on the Theory of Change see: Andrea Anderson, *Introduction to Theory of Change*, Aspen Institute Roundtable on Community Change, 2005.

3.4 Programming Strategies

This section examines the strategies of the Education and Child Protection Programmes for leveraging and convergence.

Leveraging

Finding 3: Over the programme review period, both the Child Protection and Education Programmes have initiated measures to leverage UNICEF resources for the benefit of children. The Child Protection Programme would benefit from a more deliberate focus on leveraging in the future.

In 2010, the UNICEF BCO commissioned a review of the extent to which it was making a difference for children in Bangladesh by leveraging additional resources and results for children in keeping with the overall approach promoted in UNICEF's Medium Term Strategic Plan (MTSP) 2006-09.²⁷ See sidebar for the working definition of leveraging used in that review.

The review noted that when the Bangladesh Country Programme Document (CPD) was designed in 2005-2006, UNICEF's corporate emphasis on leveraging was just beginning. As a result, the BCO strategy paid relatively modest attention to leveraging, but this increased between 2005 and 2010. The report noted that the BCO implemented a variety of leveraging strategies, some of which were notable successes.

Leveraging

The term leveraging refers to the utilization of UNICEF assets (human resources, financial resources and knowledge) to maximize sustainable results (outputs, outcomes and impacts) for children – above and beyond the results that UNICEF can achieve through its direct interventions. In practice this means using strategies, instruments, and resources that are under UNICEF's control to influence legislation, policies, and planning and budget allocations for children's advancement. Leveraging strategies include: policy advocacy; policy dialogue and support to legislative reform; local partners' institutional strengthening; developing, testing, and documenting innovative, replicable, and scalable models; knowledge generation, circulation, and management; and partnership mobilization for children's programming.

Source: Assessment of UNICEF Bangladesh Approach to Leveraging, (UNICEF 2010)

²⁷ UNICEF. (2010). *Assessment of UNICEF Bangladesh Approach to Leveraging*.

The review suggested that the reasons for its uneven performance in leveraging were mixed institutional incentives and limited explicit emphasis on leveraging in UNICEF planning, management and monitoring/evaluation practices. Some noted limitations included: the large number of competing priorities within UNICEF; the absence of a clear understanding and guidance on leveraging with the BCO; the limited emphasis on leveraging in UNICEF planning documents, scarce and unsystematic generation and use of data from the field; as well as the BCO structure which was viewed as more operational, field-oriented and activity-based rather than strategic and evidence-based.²⁸ The study made several recommendations which are shown in the sidebar.

Recommendations to UNICEF BCO

BCO could enhance its leveraging capacity tremendously:

1. Building on its positive accomplishments to date, the UNICEF BCO should take steps to clarify develop, and operationalize its leveraging approach.
2. The UNICEF BCO should invest in developing its internal human resource capacities to support its leveraging strategy.
3. The UNICEF BCO should further develop its partnerships in alignment with its leveraging strategy.
4. The UNICEF BCO should ensure that leveraging is adequately reflected in its next Country Programme planning process and guiding documents.

Source: Assessment of UNICEF Bangladesh Approach to Leveraging, 2010 (UNICEF 2010) p.iii

Education Programme - Leveraging

The 2010 review noted that the Education Programme results framework contained in the CPAP 2006-11 paid consistent attention to leveraging: results at both the outcome and output levels and every area of intervention had both leveraging and implementation results and indicators. The report highlighted several positive examples of leveraging in UNICEF BCO in the Education Programme, including:

- the School Level Implementation Plans (SLIPs), seen as both a good example of UNICEF's models/approaches being replicated and scaled up and of their integration into the GoB sector strategy;
- the Early Learning for Child Development initiative, an example of an initiative that was mainstreamed in government; and
- UNICEF's support to changes in the legislative environment, most notably the Comprehensive Early Childhood and Development Policy.

This evaluation has confirmed the positive findings of the 2010 assessment, highlighting how UNICEF BCO has been able to leverage results and resources for children in Bangladesh through the very active role it has played in PEDP-II and more recently in the development of PEDP-III (see Finding 13). With PEDP-III, the GoB has adopted several approaches spearheaded by UNICEF, including the above mentioned pre-primary early learning and SLIPs, as well as an increased focus on equity in programming, and increasing GoB-NGO partnerships to improve access and participation in quality education for all. In this respect UNICEF has set an important example with its collaboration with BRAC.

The 2010 review of leveraging noted the emergence of a new form of relationship between BRAC and UNICEF in relation to educational matters in Bangladesh. Some of those interviewed for this evaluation indicated that BRAC's relationship with UNICEF was evolving from one focused on implementing projects to a more strategic relationship, where one institution complements the other in terms of their relative assets (such as one's recognized strengths in policy making and influence, to the other's strong

²⁸ Ibid, pp. ii-iii

field presence, to the complementary and mutually beneficial networks and/or connections of either institution).

Child Protection Programme - Leveraging

The 2010 leveraging review noted that the Child Protection Programme had less emphasis on leveraging results, and that this emphasis was mainly at the output level (both policy advocacy and modeling); only one of four outcomes was related to leveraging. Nevertheless, the report highlighted some positive areas with high leveraging potential, including the expected adoption by the Ministry of Social Welfare of a model of services for street children and children at risk and several examples of policies and legislative changes.

Over the past year, some of the initiatives identified above have developed further and emerged as positive examples of leveraging. The most significant of these are UNICEF's support to changes in the legislative environment, most notably the National Child Labour Eradication Policy 2010 (Ministry of Labour and Employment) and the National Child Policy 2011 (Ministry of Women and Children Affairs) which includes a section on child protection that has been incorporated in the Children Act 2011 but is waiting to be approved by Parliament. UNICEF is also in the process of piloting an initiative including *Amader Shishu*, a cash transfer programme developed and tested by the Ministry of Social Welfare and UNICEF in 2010 to respond to Cyclone Sidr that is currently being adapted by the MOWCA in urban slums in Dhaka.

UNICEF BCO has also supported several child protection models and some training programmes which have leveraging potential if they are taken up and maintained by government and others. As discussed in section 5.3.4 on sustainability of results, this will require UNICEF BCO's Child Protection Programme to adopt a different approach to how it designs, resources, monitors and exits from projects in the future.

Finding 4: Both the Education and Child Protection Programmes fostered some valuable south-south exchanges in the past few years, which complement domestic leveraging efforts in UNICEF BCO.

In addition to the examples of leveraging resources within Bangladesh listed above, UNICEF BCO and its partners have engaged in several collaborative efforts with other UNICEF offices for mutual gains. As illustrated in the sidebar, UNICEF has hosted several south-south exchanges among its partners in Bangladesh and in other southern countries including Afghanistan, Kenya and Cambodia with the hopes of sharing experiences for potential replication elsewhere.

Reported UNICEF BCO examples of south – south cooperation

Bangladesh-Nepal

In December 2010, all female Members of Parliament, education standing committee members, MoWCA standing committee members, the speaker of Bangladesh Parliament, and selected women Members of Parliament from Nepal came together for a high level meeting to promote girls education. The seminar provided an opportunity and platform to raise the profile of girls' education and gender equality in Bangladesh. Parliamentarians were equipped with knowledge and motivation to advocate for increased resources for education in general and for girls' education in particular. They were motivated to use some of their constituency development funds for education purposes, and to contribute to their respective constituencies to mobilize support for gender equality in education.

Bangladesh-Cambodia

The governments of Cambodia and Bangladesh have been exchanging technical expertise and programming in the area of child protection since 2008 when a GoB delegation visited Cambodia. This visit, facilitated by UNICEF Bangladesh and Cambodia, was planned to convince the government to move towards child protection system building and in particular, to move away from institutional care and reactive social work and towards family/community-based care with proactive social work. Following the visit, UNICEF and the MoSW in Bangladesh started the pilot Proactive Social Work Training – replicating the Basic Social Service Training (BSST) and Professional Social Service Training (PSST) modules developed by UNICEF Cambodia and mainstreamed to all government social workers of Cambodia.

Bangladesh-Malaysia

A team of GoB government officers, teachers and teacher educators visited Malaysia to learn about Malaysian experience in school improvement.

Bangladesh-Afghanistan

GoB officials noted that representatives from Afghanistan were planning to visit Bangladesh in September 2011 to learn about its birth registration system.

Convergence

Finding 5: While CPD 2006-11 documents emphasize convergence as a programming approach, the concept is not commonly understood among interviewed UNICEF BCO staff.

The terms of reference for the evaluation asked the evaluation team to examine programme convergence to the extent that evaluation resources permitted. Given the scope of the evaluation (focusing on the Education and Child Protection Programmes) as well as limited time and resources to examine UNICEF's programming outside of Dhaka, the evaluation team is only in a position to share some partial observations on programming convergence. The evaluation team understands that BCO plans to evaluate convergence success across the programme in late 2011.

Following the MTR of CPD 2001-05, UNICEF BCO began to pay increased attention to convergence. A 2006 UNICEF document on the Convergence Approach (see sidebar) did not define convergence but described it in terms of increasing co-ordination

Through the convergence approach, the new Country Programme will aim to strengthen the management and monitoring of project implementation at the field level, optimizing the impact of programme interventions with available resources, and achieve results on the most vulnerable children. This will also yield more synergistic effects at the community or household levels, catering for the balanced development of the child.

Convergence Approach: Country Programme (2006-2010) UNICEF August 28 2006

and cross-sectoral linkages among UNICEF projects and provision of a more integrated package of services in selected districts that were chosen on the basis of five Child Risk indicators. In a 2009 UNICEF BCO document identified as a convergence strategy, UNICEF defined convergence as *a deliberate, systematic and evidence-based strategy to deliver programme interventions in a common geographical area in order to achieve better results through improved complementarity and synergy.*

Convergence encompasses a number of different dimensions, including:

- **Geographical congruence:** The delivery of programmes in clearly defined geographical areas
- **Results and Programming convergence:** Efforts made to ensure UNICEF BCO programming activities are aligned with overall UN programming in Bangladesh (as defined in the UNDAF)
- **Beneficiary group convergence:** Efforts within and among UN agencies in Bangladesh to focus on a common targeted beneficiary (e.g., the most vulnerable populations). In this respect there is a certain overlap/confusion with the "equity for equality" approach.

Consultations with UNICEF BCO staff and managers in July 2011 revealed that convergence (both the term and the concept) is not uniformly understood by those interviewed. The majority of those interviewed were quicker to identify the geographic aspects of convergence than the other dimensions mentioned above. Indeed, some staff who interpreted convergence from a strictly geographical perspective confused this with UNICEF's plans to decentralize in 2012-16 to support its work in targeted districts. In some ways, this confusion is not surprising as both ideas were evolving during 2011. In the education sector there also appeared to be a stronger focus on convergence in terms of targeting the most vulnerable groups, such as hard to reach children in urban slums, refugees, ethnic minorities and children in disaster prone areas.

3.5 Results Planning and Reporting

Finding 6: UNICEF BCO systems to revise its planned results over time lack sufficient formality and its monitoring and reporting systems pay insufficient attention to tracking the cumulative performance of the Education and Child Protection Programmes in realizing planned outputs.

As discussed below in Chapters 4 and 5, there are several challenges in the designs of the Education and Child Protection Programmes in Bangladesh. While some of these were addressed by changes to the CPAP Results Framework following the MTR, the process used by UNICEF BCO to formalize these changes is not clear. Over the course of the evaluation, the Evaluation Team was provided with a couple of revised but undated results frameworks. Neither of these had a clear indication of its formal status (i.e., when and by whom it had been approved) and it was not clear which version was used to guide BCO progress reporting (see the sidebar for an example).

Reporting Child Protection Programme Results

The Child Protection Programme went through a major transformation during the review period. There were several significant changes made to some of the outcomes and many of the outputs in the original CPD results framework. However, the revised results were not systematically used as the basis for reporting in reviewed UNICEF BCO reports over the period.

For example, while one of the key outcomes identified in the revised results framework was to strengthen Ministry of Social Welfare in several areas, this was given little prominence in reviewed CP and BCO reports produced in 2011.

While it is laudable that UNICEF BCO initiated measures to adapt its results framework to respond to contextual realities, it needs an effective system in place to formalize these changes and ensure that they are used as the basis for future results tracking and reporting.



Another shortcoming relates to the absence of an established system to monitor and report on the cumulative performance (as opposed to annual) of each programme against its results framework. While the BCO Consolidated Results Report (2006-11) provides a user-friendly summary of each programme's cumulative performance against planned outcomes, there is no parallel document reporting the programmes' cumulative performance against planned outputs. Given that UNICEF BCO planned outputs were generally quite significant in terms of expected achievements (e.g., decentralized primary education and management practices at school, Upazila and district levels; local government and other relevant institutions operate functional birth registration system) it would seem very important to report on their cumulative achievements over time. At present, the reviewed annual programme reports report annual achievements only; those interested in cumulative performance need to pore through annual reports for each BCO programme.

As part of CPD 2012-2016 planning, UNICEF BCO should consider adapting its monitoring and reporting systems so that they generate a more complete and meaningful analysis of its overall cumulative performance at the output and outcome levels.



4. The UNICEF Bangladesh Education Programme

4.1 Profile

Objectives

The UNICEF Bangladesh Education Programme aims at ensuring equitable access to quality basic education for all children by increasing children's developmental readiness for school, improving the quality of education, broadening access, and reducing gender and other disparities.²⁹

The Education Programme supports the GoB in reaching Millennium Development Goals (goal 2 in particular but also 1, 3 and 6) and supports Education for All (EFA) goals. In the UNDAF 2006-2011, it contributes to National Priority 3 (education and pro-poor growth) and National Priority 6 (prevention and protection against HIV/AIDS) and their corresponding outcomes.³⁰

For the period 2006-2011, the Education Programme focused on three main intervention areas:

Address school readiness by supporting learning in safe and child-friendly centres and promoting positive practices for early learning in homes and communities,

Support quality formal education within the framework of the sector-wide programme (PEDP-II).

Provide non-formal education for urban working children, in partnership with the GoB, NGOs and communities.

Expected Results

In the CPAP Results Framework (2006), the expected results (outcome level) of the BCO Education Programme for the period 2006-2011 were:³¹

- **Outcome 2.1:** Policies in place and implemented for the elimination of worst forms of child labour and improved conditions for children in work including access to quality education.
- **Outcome 2.2:** 200,000 working girls and boys of 10-14 years in the poor communities of six City Corporations completed life skills-based quality basic education and 20,000 of them have acquired livelihood skills
- **Outcome 2.3:** 100,000 out of school girls and boys of 6-9 years in urban poor communities in six city corporations complete quality non-formal primary education
- **Outcome 2.4:** Policies in place and implemented for comprehensive decentralized system for universal quality primary education
- **Outcome 2.5:** In six selected districts and CHT, for both girls and boys, primary net enrolment rate increase to 95 per cent and completion rate to 85 per cent³² with 65 per cent of primary graduates achieving nationally defined competencies
- **Outcome 2.6:** Policies in place and implemented to provide all children with access to early learning opportunities in safe, child-friendly learning environments

²⁹ UNICEF. (2005). Revised Country Programme Document – Bangladesh (31 October 2005)

³⁰ Government of Bangladesh-UNICEF Country Programme 2006-2010 Mid-Term Review (December 2008)

³¹ CPAP 2006-2010 Results and Resources Framework

³² Revised to 55 per cent to match PEDP-II targets.

- **Outcome 2.7:** Girls and boys aged 0-5 in selected urban poor communities, Chittagong Hill Tracts (CHT), and selected districts receive age appropriate care and 500,000 children aged 3-5 complete one year pre-school and are enrolled in primary school at age 6.

During the implementation of the CPD-CPAP, there were no formal revisions of the expected results, but some outcomes (2.1 and 2.3) were not pursued. See design section for more details.

Key partners and donors

The key partners of UNICEF's Education Programme are:

- The GoB, specifically the Department of Primary Education; the Bureau of Non-Formal Education of the Ministry of Primary and Mass Education (MoPME); the Ministry of Women and Child Affairs (MOWCA), including the Bangladesh Shishu Academy
- UN agencies (ILO and UNHCR in particular)
- local NGOs (including BRAC and Grameen Shiksha)
- Save the Children as co-cluster lead for Education in Emergency cluster.

The Education Programme's key donors include the Australian Agency for International Development (AusAID), which funds UNICEF's support to PEDP-II; the Canadian International Development Agency (CIDA) and the Swedish International Development Agency (Sida) which supports Basic Education for Hard to Reach Urban Working Children (BEHTRUWC). AusAID and Sida have also supported Education in Emergency.

Financial Resources

The approved budget for the Education Programme for the period 2006-2010 was US \$74.5 million – which included \$9.5 million drawn from UNICEF's regular resources (RR) and \$ 65 million from Other Resources (OR).³³ This was increased to US \$ 89.7 million when the programme was extended to 2011. The largest bilateral donors to the BCO Education Programme over the period were AusAID (approximately \$32 million), Sida (approximately \$27 million), and CIDA (approximately \$11 million).

Human Resources

The Education Section was headed by a Chief and had 22 staff members, including six international professionals, 12 national professionals, and four support staff.

The Education Section is composed of two units: the Quality Education for All Unit (which includes the project teams for the Early Learning project and the PEDP-II), and the Basic Education for Urban Children Unit (BEHTRUWC). Each Unit is headed by an international staff member, while teams are headed by Senior National Staff. A Communication Officer supports the two units in all activities concerning communication and social mobilization.

Projects/Investments

The Education Programme includes three main projects as profiled in Exhibit 4.1:

- Basic Education for Hard to Reach Urban Working Children (BEHTRUWC) aims to enhance the life options of urban working children and adolescents by providing non-formal basic quality education and livelihood skills training.

³³ CPD 2006-2010

- Early Learning for Child Development Project (ELCDP) aims to improve children’s developmental readiness to start primary school on time, especially for marginalized children.
- Quality of Education for All Children (QEAC), which includes UNICEF’s support to the GoB Primary Education Development Programme (PEDP-II and III). The QEAC focuses on building child-friendly formal schools with an environment that is conducive to learning, involving trained teachers, adequate contact hours, and facilities like water and sanitation.

Exhibit 4.1 Education Project Profiles

Variable	Project		
	BEHTRUWC	ELCDP	QEAC/ Support to PEDP-II and III
Project Duration	July 2004 to June 2009, extended to April 2012	2006-2010	2004-2009
Donors	UNICEF, Sida, CIDA, UNICEF Natcoms	UNICEF Regular Resources and Thematic Funds, UNICEF Natcoms	UNICEF/AusAID
Overall Budget	Total budget: Tk. 29,556 lakh = \$43 million USD ³⁴	\$ 22 million USD	\$35 million USD
Implementing Agency	Project Implementation Unit (PIU) of Non Formal Education Bureau (BNFE) in alignment with strategies and policies of Ministry of Primary and Mass Education (MoPME)	Bangladesh Shishu Academy designated by Ministry of Women and Children Affairs (MoWCA)	Ministry of Primary and Mass Education (MoPME)
Other Partners	20 NGOs	BRAC, Grameen Shiksha, RTMI, ICMH, NIPORT, ICDP, City Corporations	Directorate of Primary Education (DPE)
Project Objective	To enhance the life options of the urban working children and adolescents to access their rights to education, protection and development and participation.	To create a general awareness among different groups of stakeholders on ECD issues and to promote family involvement in providing quality and interactive child care practices.	To support a range of PEDP-II interventions falling under components 1, 2 and 4 of the Macro plan. PEDP-II overall programme objective is to improve quality, equitable access, and efficiency in primary education through a sub-sector programme approach.
Target Population	166,150 urban working children and adolescents in six divisional cities, ages 10 to 14 years, of which at least 60% will be girls, out of which 10,000 selected for livelihood skills training 6646 learning centres ³⁵	Children aged 4-6 years in 3 Chittagong Hill Tracts districts and 6 city corporation areas	16,000,000 children enrolled in formal primary education covered by PEDP-II.

³⁴ Changed according to Revised Development Project Proposal (RDPP) in UNICEF Annual Report 2009-2010 from original budget: Tk. 20,600 lakh = \$35.53 million USD estimated in UNICEF Revised Country Programme Document – Bangladesh (31 October 2005)

Variable	Project		
	BEHTRUWC	ELCDP	QEAC/ Support to PEDP-II and III
Components	<ul style="list-style-type: none"> Provision of quality non-formal, skills-based basic education through implementation of learning centres and child-centered, interactive, gender-sensitive curriculum and teaching methodology Provision of livelihood education through 3-12 month training periods to select learners in partnerships with public and private sector organizations and NGOs Advocacy, social mobilization and programme communication Capacity development of all relevant stakeholders 	<ul style="list-style-type: none"> Implementation of centre based early learning – playgroups and pre-primary schools in select intervention areas Promotion through training and implementation of age appropriate interactive care and safe child friendly learning environments in homes and in selected communities Advocacy, social mobilization and programme communication Development and strengthening of early learning component into the systems and structures of other implementing organization through capacity development 	<ul style="list-style-type: none"> Improve capacity for and support effective sub-national planning Support the professional development of teachers and head teachers through a coordinated system of quality in-service education Promote quality primary education through the media and social mobilisation Promote the rights of all children (girls and boys) to quality education through assistance to specific initiatives for children with special needs and educationally disadvantaged groups

³⁵ Changed according to Revised Development Project Proposal (RDPP) in UNICEF Annual Report 2009-2010 from original targets: 200,000 urban working children and adolescents, of which at least 60 per cent will be girls, out of which 20,000 selected for livelihood skills training and 8000 learning centers, as stated in UNICEF Revised Country Programme Document – Bangladesh (31 October 2005)

4.2 Country Context for Education

Education in Bangladesh

In recent years, Bangladesh has made dramatic improvements in expanding access to education for children. Not only is the net enrolment rate (NER) over 93 per cent, the involvement of multiple state and non-state actors has also led to gender parity in enrolment at the primary and secondary level (BANBEIS, 2010).³⁶ However, completion is low and declining, at around 50 per cent, and girls' participation in secondary and tertiary education remains low. The number of out-of-school children has declined in the past decade, but it is estimated that approximately 2.9 million primary school aged children (6-10 years) do not regularly attend school, and that only one-third of all children leave school with a useful and relevant education – reflected in under-employment and unemployment. Progress in education is also frequently interrupted by the devastating effects of climate change; on average, there is a major flood in Bangladesh every 4-5 years and a severe tropical cyclone that hits every three years.³⁷

The GoB is well equipped in terms of policy and operational frameworks for strengthening the existing educational system. Following the 1990 EFA World Conference, the GoB undertook important initiatives such as the 1990 Compulsory Primary Education Act, which made the five-year primary Education Programme free in all government schools and declared education for girls in rural areas free through grade eight. Since then the emphasis has been on achieving the clearly defined goals of guaranteed quality education for all children through the Ministry of Primary and Mass Education (MoPME) and the Ministry of Education (MOE). The new education policy adopted in 2011 presents a development plan for 2011-15 in which a unified if not necessarily uniform national system is to be established in accordance with certain core curricula and standards.

In absolute terms the total GOB budget for education has steadily increased in the last decade from 52,336 million Takka in 1999 to 109,670 million Takka in 2006-2007,³⁸ with a significant acceleration in the mid-2000s. However, the percentage of the total GOB budget dedicated to education has remained quite stable over time (15 per cent in 1999/2000, 15.7 per cent in 2006/2007). The education expenditure has remained between 2 and 2.3 percent of GDP, which is among the lowest in the world and below the regional median of 3.5 per cent in East Asia and the Pacific (UNESCO 2009).

The GoB capacity to lead educational programming in the country has increased, not only in terms of having a comprehensive vision and strategy to address recognized challenges, but also in terms of implementation. This was reflected in the gradual increase in the implementation rate of PEDP-II and in the fact that DPE took a proactive role in the formulation of the Third Primary Education Development Programme (PEDP-III). While donor funding represented 66 per cent of PEDP-II, it has been reduced to 33 per cent in PEDP-III. However, the lessons from the previous programme need to be taken into consideration as the Directorate of Primary Education was seen to have limited capacity to effectively manage all activities of a large programme; there were problems in recruitment and staffing, governance issues, and weaknesses in inter-ministerial communication and coordination as well as in coordination between the government and the NGO community.³⁹

³⁶http://www.banbeis.gov.bd/webnew/index.php?option=com_content&view=article&id=342:gross-and-net-enrolment-rate-in-primary-education&catid=61:primary-education-2010&Itemid=180

³⁷ Government of Bangladesh. (2009). *Bangladesh Climate Change and Action Plan*

³⁸ Source: Ministry of Finance, Planning Commission and Bangladesh Bureau of Statistics

³⁹ UNICEF ROSA. (2007). *Social Inclusion: Gender and Equity in Education Swaps in South Asia Bangladesh Case Study*.

Challenges – In moving towards achieving the enrolment targets of the MDGs, the challenges lie in drawing in out-of-school and vulnerable children such as disabled children, minorities, and those living or working in urban slums; increasing access in disadvantaged areas like the Chittagong Hill Tracts; and maintaining progress in spite of the country’s susceptibility to natural disasters. While the targets for gender parity in enrolment have been achieved, there are considerable disparities between and within districts.⁴⁰ As explored in research published by the Consortium for Research on Educational Access, Transitions and Equity (CREATE), there is a direct correlation between poverty and inequity of access to education.⁴¹ Reliance on private tuition increases the direct costs of education and leads to greater exclusion, in spite of the fact that primary education is compulsory and free of cost by law. Raising the number of contact hours with teachers and enhancing the capacity of teachers has become important in order to combat the issue of “silent exclusion” in which children are nominally enrolled but not engaged in learning.

In addition to addressing enrolment, the essential questions are how to achieve high completion rates by reducing the drop out problem for primary and secondary schooling, and improve the quality of services offered.

Opportunities – There are several important and promising opportunities related to the education sector in Bangladesh. These include: the consistent growth in Bangladesh’s economy in the past few years; its intentions to become a middle income country by 2021; that it is effectively using technology to support its prosperity; the adoption of the 2011 National Education policy; the concerted and joint effort of the various departments of the GoB, international donors, national organizations and others in working towards achieving the national vision for education; as well as donors’ continued interest to support the sector.

UNICEF BCO Context for Education

UNICEF has a long established and relatively well-resourced education portfolio in Bangladesh, supported by a number of international donors including the Australian, Swedish and Canadian governments. Throughout the period under review, the Education Programme was able to rely on adequate and stable resources, and as noted above, actual funding exceeded the approved budget.

Reaching grade 5

The proportion of pupils starting grade 1 who reach grade 5 increased from 63.6 per cent in 2006 to 79.8 per cent in 2009 (78.7 per cent for boys and 81.0 per cent for girls). In slum areas, only 48 per cent of pupils starting grade 1 reached grade 5 in 2009.

Drop-out rate

In 2009, the drop-out rate for both primary and secondary schools was calculated for the first time at both national and sub-national levels. The drop-out rate was the highest in slum areas with a rate six times higher than the national level. Girls were more likely to drop out of secondary school, irrespective of the area in which they lived. In rural areas, 4.1 per cent of girls dropped out of secondary school, which was 1.1 percentage points higher than the drop-out rate for boys. In urban areas, the drop-out rate of girls was 3.6 per cent, compared with 3.3 per cent for boys. The rates are much higher for girls in the slums (16.3). For boys, the drop-out rate in slums was 10 per cent.

Repetition rate

The repetition rate in primary school was 4.8 per cent nationally. While the rate did not fluctuate a great deal among the different areas, it was slightly higher in rural areas (4.9) than in urban areas (4.6), with slum areas having the highest repetition rate (7.8). There was little visible difference between the repetition rates for girls and boys.

UNICEF MICS Report 2009 P.20

⁴⁰ MICS data, 2009

⁴¹ Hossain and Zeitlyn. (2010). Poverty and Equity: Access to Education in Bangladesh. *Education in Bangladesh*, Ch 2. BRAC University Press, 2010

Over time the UNICEF BCO has evolved from a service delivery entity to an influential actor in policy and strategic work.⁴² It has built a collaborative relationship with the GoB and has a well-established field presence. The BCO coordinates with key stakeholders and various networks of national and international organizations to move towards the ideal of ensuring access, equity and quality in education for all children in Bangladesh (e.g., role in PEDP donor consortium, role in ELCD network, Work with Save the Children on emergencies and with UNHCR with refugees).

The BCO Education Section has benefited from respected and stable leadership and international and national staff members who have been associated with the programme for a long time. This has had benefits for both institutional memory and building trust with partners. Education Section staff have extensive knowledge of both the local context and best practices world-wide. The organization of the Education Section has not undergone major changes during the period under evaluation.

Thanks to this combination of factors, the UNICEF BCO has gained repute as a development partner and strategic leader in the education sector, and is a well-known and respected partner in Bangladesh as will be discussed in Finding 11.

4.3 Evaluation Findings

4.3.1 Programme Design

The design of the Education Programme was outlined in the CPD and CPAP documents (2005 and 2006). It was designed and targeted to facilitate the achievement of EFA goals and the MDG target of 100 per cent completion of primary school by 2015. At the time, UNICEF did not have a corporate Education Strategy, which was developed in 2007.

The Education Programme was based on lessons learned from the previous Country Programme and has shown significant continuity in its key intervention areas over time. It has also demonstrated its capacity for innovation and adaptation to the evolving context, for example in its increased focus on SWAs with PEDP-II, and stronger emphasis on convergence and equity in reaching the most vulnerable populations.

The design of the Education Programme reflects the priorities and strategies of UNICEF's MTSP 2006-2010 and was developed in parallel with the UNDAF 2006-2010, thus allowing for better alignment and division of labour with other UN agencies in the country.

The Mid-Term Review conducted in 2008 did not recommend significant changes to the Education Programme design. The overall programme design has not undergone radical changes over time; programming priorities and strategies have been updated and refined in annual work plans and the programme design process is systematic and ongoing. During the implementation of the CPD-CPAP, there were no formal revisions of the expected results of the Education Programme, although some outcomes were not pursued (Outcomes 2.1. and 2.3, as explained in Finding 10) and some programming was added. For example, following a recommendation of the Committee on the Rights of the Child, UNICEF and UNHCR provided support to the GoB for the provision of education to registered Rohingya refugees (MTR 2008).

Finding 7: The Education Programme design is logical and results oriented, although it lacks an explicit theory of change.

While the UNICEF BCO has not developed an explicit theory of change for the Education Programme, as discussed in section 3.2 above), its overall logic emerges clearly in BCO documents (CPD, CPAP, Annual reports) and appears to be relatively well understood by UNICEF BCO staff and by partners, as

⁴² Independent Review of AusAID/ UNICEF Support to Government of Bangladesh's Second Primary Education Development Programme (PEDP-II), 2011

indicated by interviewed key stakeholders. However, there are some differences in how the CPD and the CPAP delineate the Education Programme design (in particular its purpose and outcomes). UNICEF BCO staff seems to adhere more to the design outlined in the CPAP (which is also referred to in annual reports) than the one described in the CPD.

Overall the Education Programme design is logical and results-oriented. According to CPAP and BCO annual reports, the purpose of the Education Programme is to *improve and expand basic education so that it is accessible, equitable, effective and relevant, and delivered in a participatory, child friendly and gender sensitive environments.*⁴³ UNICEF will achieve its purpose by focusing on three key intervention areas: school readiness, quality formal education, and non-formal education for out-of school children. One important assumption that emerges from BCO documents is that the expected changes can be reached by a combination of 1) supporting national efforts within national frameworks and 2) focusing specific interventions in most needy areas/groups, with the idea that interventions that demonstrate good results will be taken over and scaled up by the government.

The CPAP results framework identifies seven outcomes that will contribute to the achievement of the Education Programme purpose, combining both changes at the policy level, (outcomes 2.1, 2.4, and 2.6) and changes in the situation of children, especially in the most vulnerable areas (outcomes 2.2, 2.3, 2.5, 2.7.) All outcomes logically contribute to the programme's purpose, with the partial exception of Outcome 2.1 which has not been pursued under the Education Programme but has been delegated to the Child Protection programme.

The CPAP results framework also identifies outputs corresponding to each outcome (the CPD results framework does not go into this level of detail). Overall there is a good logical connection between outputs and outcomes, although the internal logic (relationship between outcome and outputs) is stronger for outcomes focusing on interventions for children (with the exception of outcome 2.7, whose internal logic could be more solid) than the logic for the policy dimensions. UNICEF's support to institutional strengthening and capacity development to foster policy reform and implementation is not fully captured. Overall, output statements could be more specific, to better explain the logic of the intervention and allow measurement of programme progress.

The Education Programme outcomes are related to specific intervention areas/projects. In this respect the programme appears to be a collection of projects (that logically fit well together). Some consulted stakeholders commented that the Education Programme design is quite compartmentalized in its three areas of interventions, but also noted that this is not an issue specific to BCO, as it reflects the MTSP.

Indicators, targets, and baselines

The CPAP includes indicators, baselines and targets for most of outcomes and outputs, and in most cases these are relevant, specific and appropriate to measure the desired outcomes and outputs. There are, however, some exceptions (i.e. indicators for outcomes 2.4, 2.6, 2.7). In addition, the indicators, baselines and targets for Outcome 2.5 are somewhat ambiguous – while the outcome statement is about changes in six selected districts and the CHT, it is not clear whether the indicators, baselines and targets refer to only these districts or to country level-data (which would not be appropriate to measure the outcome). In another instance, the initial target set for school completion rate in targeted convergence districts (Outcome 2.5) was significantly higher than was set in PEDP-II; this was subsequently revised following the UNICEF BCO MTR in 2008.

Consulted stakeholders commented that the strong preference for quantitative indicators in the CPAP does not allow UNICEF to capture more subtle changes that would be better tracked with qualitative

⁴³ The CPD has a slightly different definition of the Education Programme purpose “Ensuring equitable access to quality basic education for all children by increasing children’s developmental readiness for school, improving the quality of education, broadening access and reducing gender and other disparities.”

indicators. In addition, the existing indicators do not capture UNICEF’s progress in piloting new initiatives.

The evaluation team also noted some discrepancies between the CPD and the CPAP in terms of indicators and targets: these include different indicators used to measure the same outcome (e.g., CPD outcome 2.4 and CPAP outcome 2.7) and changes in target values between CPAP and CPD (e.g., the CPD indicator 2.4.3 was reduced from 80 per cent to 705 per cent in corresponding CPAP indicator 2.7.1).

It appears that the CPAP indicators have been used for reporting purposes by UNICEF BCO (e.g., in annual reports).⁴⁴

Finding 8: The 2005-2010 BCO Education Programme was designed using a participatory, needs- and evidence-based approach.

There is evidence that both the original design and the ongoing updates to the Education Programme are based on needs and evidence and that they have used participatory approaches.

Evidence-based design (including use of pilots)

The Education Programme design and planning have been driven by existing and new knowledge on what works and what doesn’t – including evidence and recommendations from evaluations (e.g., the Mid-Term Reviews of the 2001-2005 Country Programme and of the 2006-2011 Country Programme) and a number of studies conducted before and during the programme (see sidebar)

UNICEF BCO Education Programme Studies

For example, in 2010 the Education Programme made a collaborative effort to support results-based and evidence-driven planning through a series of studies, surveys, evaluations and publications:

- (i) Study on the Unit Cost of Early Learning for Child Development (ELCD) Project; (ii) Overview Report on the ELCDP; (iii) BEHTRUWC study on Benefits, Sustainability and Costs; (iv) Rapid Assessment of Learning in BEHTRUWC Stage 1; (v) BEHTRUWC Study on Basic Determinants of Dropout; (vi) Child Domestic Workers in Barisal: Need Analysis; (vii) PEDP-II School Census Data Validation; (viii) SLIP Assessment; (ix) BEHTRUWC Mid Term Review; (x) Evaluation of SLIP

BCO Education Programme design and planning processes consistently use pilots to test and validate assumptions, especially when projects include innovative approaches such as the School Level Improvement Plan (SLIP) in which cash was provided directly to Bangladeshi schools for the first time in Bangladesh’s history, and “first-of-their-kind” interventions such as support to basic education in two Rohingya refugee camps, and mainstreaming LSBE in the national curriculum.

Needs-based

The mid-term review (MTR) of the 2001-2005 UNICEF BCO Country Programme recommended that the new country programme converge the efforts of different programme activities, making them more focused, and enhance the rights-based approach, increasing the emphasis placed on disadvantaged groups, including urban poor communities and ethnic minorities. These recommendations were taken into consideration in designing the 2006-2011 Education Programme.

- The programme is targeting the most deprived areas in the country, selected on the basis of a vulnerability assessment, including the coastal areas, low-lying lands (baor), wetlands (haor) and river islands (char) – also known as disaster-prone areas.
- The combination of projects in UNICEF’s current education programmes seeks to address inequities in the education system: The Basic Education for Hard to Reach Urban Working

⁴⁴ The Consolidated Results Report 2006-2011 is based on the CPD framework.

Children (BEHTRUWC) provides education opportunities for out-of-school urban working children, the Early Learning Development Programme (ELDP) targets low performing districts identified for convergence of all UNICEF projects, and the Education in Emergency (EiE) Programme works in 40 disaster-prone areas. UNICEF supports basic education in two Rohingya refugee camps located in Teknaf and Ukhiyaupazilas of Cox's Bazar district; without this support no education services would have been available to these children.

The focus on addressing the needs of the most disadvantaged groups and the least performing districts was further strengthened in the second half of the period under review, and in designing the new programme for the period 2012-2016, for example in relation to UNICEF's support to PEDP-II and PEDP-III. This followed the recommendations of the MTR of the 2006-2010 UNICEF BCO Country Programme to further increase the focus on equity and equality, reaching the urban poor, the convergence approach, and education rights for refugees.

Stakeholder participation in programme design and planning: UNICEF uses a bottom-up approach to ensure that it is guided by the

grassroots reality, needs of target groups, and the changing issues impacting child education. In discussions with stakeholders at national and district levels, it was

UNICEF reports that the School level Participatory Vulnerability Assessment for DRR under the Education in Emergency project has facilitated active and meaningful participation of children and their mothers. Similar evidence is not available for other project activities.

apparent that UNICEF uses a wide variety of consultation mechanisms including networks, workshops, committees, and the Communication 4 Development (C4D) strategy. In addition, according to the CPD, the Country Programme design process incorporated children's views collected through participatory methods. This participatory grassroots consultation ensures that the local context is woven into the fabric of the programme (e.g., rather than trying to shoehorn working children into full-time formal education, the BEHTRUWC project designed a 2.5 hour day, with a context appropriate curriculum that addresses some of the social issues affecting this target). Stakeholders also felt that this process was essential in securing local ownership.

4.3.2 Relevance

Finding 9: The Education Programme objectives are highly relevant in both the national and international contexts, and respond to UNICEF and UNDAF priorities.

There is clear documentary evidence that UNICEF's Education Programme is well aligned with international and national policies.

Relevance to International priorities

The overall aim of the Government - UNICEF Country Programme (2006 – 2010) was *the progressive realization of children's and women's rights through improved survival, development, and protection within the framework provided by the Convention on the Rights of the Child (CRC), the Convention on the Elimination of Discrimination against Women (CEDAW), the Millennium Development Goals (MDGs), and the Millennium Declaration.*

The objectives of UNICEF's Education Programme are highly congruent with international priorities. UNICEF's education programming in Bangladesh reflects the principles of the Convention on the Rights of the Child (CRC) such as the right to free primary education and to vocational training and guidance. Interventions implemented in the 2006-2011 period designed to improve accessibility to formal education, ensure gender equity in schools, and provide life skills and vocational training are aligned with MDGs to achieve universal primary education (MDG 2) and promote gender equality (MDG 3) and article 10 of the Convention on the Elimination of Discrimination against Women (CEDAW). The programme reflects the aims of the Education for All movement and the Dakar Framework for Action

which commits governments to achieving quality basic education for all by 2015, with particular emphasis on girls' schooling. BCO has been part of key global initiatives such as the School Fee Abolishment Initiative, Out of School Children Initiative, Child to Child Initiative, review of Water and Sanitation in Schools, and the United Nations Girls Education Initiative. Finally, GoB involvement with the UNICEF Education Programme is aligned with the Paris Declaration principle of ownership by national governments.

Relevance to National Priorities (Policies, Acts, Strategies)

UNICEF's Education Programme is well aligned with national priorities as expressed in GoB policies, acts, and strategies. Quality education, especially at primary, secondary, and vocational levels with strong emphasis on girls' education is one of the eight priorities of Bangladesh's medium-term strategic agenda, which was part of its PRSP (November 2005). The National Strategy for Accelerated Poverty Reduction, 2009-2011 recognized education and learning as key elements of poverty alleviation. The Compulsory Primary Education Act, 1993 made five-year primary Education Programme free and targeted girls education by providing free education through grade eight for girls in rural areas. The National Education Policy, 2010 seeks to establish core curricula and standards, addresses the educational needs of children through a variety of mechanisms, and provides additional support to promote education in remote and indigenous communities.

UNICEF has contributed to shaping some national priorities in education and has worked directly with the GoB in promoting the national vision for education, particularly through its role in PEDP-II and III.

Relevance to country needs

UNICEF is very responsive to country needs, thanks to its close relationship with the government and its participatory approaches and grassroots consultations (as noted above in design).

The GoB has implemented policy and operational frameworks to strengthen the education system, yet challenges remain in achieving quality education for all children. According to an interview with Campaign for Popular Education (CAMPE), published reports provide evidence that while the numbers of institutions and enrolment have grown, the quality of education has deteriorated. UNICEF puts particular emphasis on addressing gaps in the existing system, to raise both education quality and retention rates.

Another challenge facing Bangladesh is reaching disadvantaged children from urban poor communities, the Chittagong Hill Tracts, and other vulnerable children. UNICEF's equity and convergence approaches in programming ensure that UNICEF goes where the needs are the greatest and in the most deprived areas in the country. The BCO Education Programme's strong equity focus is essential given the disparity in opportunities available to children from vulnerable target groups, particularly minorities, the ultra-poor, disabled children and residents of urban slums. The combination of projects in UNICEF's current Education Programme seeks to address inequities in the education system.

Relevance to UNICEF's priorities

The Education Programme is strongly aligned with UNICEF's corporate priorities for education. Its objectives, as described in the CPAP, are fully aligned with the MTSP 2006-2013 Keys Result Areas under Focus Area 2 (Basic Education and Gender Equality), and with specific aspects of the Key Result Areas under Focus Areas 1 (Young Child Survival and Development) and 3 (HIV-AIDS and Children). The Education Programme is relevant to UNICEF's Corporate Education Strategy (2007) Priority Themes (in particular equal access and universal primary completion, and emergencies and post-crises education cluster interventions) and to its cross-cutting areas (early childhood development and school readiness, and enhancing quality in primary and secondary schools).

The Education Programme is also highly relevant to UNICEF's programming approaches, in particular the equity approach and the life-cycle approach.

- Equity approach.** The BCO Education Programme puts clear emphasis on achieving the MDGs with equity by targeting the most marginalised – ethnic minorities, low performing districts, isolated communities, and working children in urban slums – as well as advocating for a specific focus on disparity under PEDP-III. This is aligned with UNICEF's Corporate Education Strategy (2007) which reflects the UNICEF mandate of addressing vulnerability and bringing out-of-school children and marginalized target groups into the fold of development interventions. It is also aligned with UNICEF's September 2010 report *Narrowing the Gaps to Meet the Goals* which states: 'In everything we do, the most disadvantaged children and the countries in greatest need have priority'. The report emphasizes that reaching the most deprived and most vulnerable children has always been UNICEF's central mission. Recently this has become an even more pivotal focus of UNICEF work, based on emerging data and analysis that increasingly confirm that deprivations of children's rights are disproportionately concentrated among the poorest and most marginalized populations. This emphasis is reflected in BCOs' convergence approach, which also applies to the Education Programme. The convergence approach is also in line with Child Rights principles and the Human Rights-Based Approach to Programming (HRBAP) which stipulate the need to focus on the most disadvantaged population groups in order to close the disparity gap.
- Life cycle approach:** The UNICEF Life Cycle Approach (described in the UNICEF BCO Convergence Strategy, 2009) makes a clear statement that UNICEF's various child-centred services must converge right down to the household level *to effectively impact poverty*. The current components of the Education Programme respond directly to three elements of the Life Cycle: prevention of inadequate cognitive development (Early Childhood development); prevention of low school performance: repetition/drop-out (BEHTRUWC/EiE) for basic education; and empowerment of adolescent girls and prevention of early marriage (LSBE). It does not support post primary education level and thereby misses adolescent girls in schools. The Education Programme is also responding to other elements of the Life Cycle through collaboration with other BCO programmes such as Health and Nutrition and Child Protection, Better Health Better Education (BHBE), School Health and Nutrition Programme, and celebration of national days such as HIV/AIDS Day and National Health Day. One UNICEF staff member noted that the Education Programme is increasingly viewed not as a stand-alone programme but as a medium to channel a broader range of child-centered interventions.

Relevance to UNDAF priorities in Bangladesh

The objectives of the Education Programme are highly congruent with UNDAF national priorities and outcomes. UNDAF National Priority Three, Education and Pro-Poor Growth, centers on improving life conditions, skills, services, and decent job opportunities for the most vulnerable groups. The three main projects in UNICEF's 2006-2011 Education Programme are well aligned with the five planned outcomes identified within the UNDAF Education and Pro-Poor Growth priority area.

The ELCDP targets the most disadvantaged preschool children in particular areas such as urban poor and slum communities and the Chittagong Hill Tracts, aligning closely with the target groups and regions prioritized in the UNDAF (outcomes 3 and 4). QEAC interventions such as teacher training to ensure that schools offer quality formal education are aligned with UNDAF planned outcomes such as the enhancement of institutional capacity and human capital (outcome 2), as well as the development of national policies and budgets that ensure human development imperatives (outcome 1). BEHTRUWC targets UNDAF priority regions to improve human capital (outcome 2) and to enhance income and asset creation and preservation opportunities for youth, vulnerable groups, and the ultra-poor (outcome 5).

Relevance to donor priorities in Bangladesh and in the region

UNICEF's Education Programme reflects donor priorities in Bangladesh and in the region. Education is a popular donor priority; PEDP-II is receiving support from a consortium of 11 international partners, and OR funding for the Bangladesh Education Programme has exceeded the approved budget for the whole period under review.

Education is a clearly articulated sectoral priority for the three key bilateral donors supporting the UNICEF Education Programme in Bangladesh. The overarching objectives of the AusAID/UNICEF programme relate to improving the quality of education and access to education for children in disadvantaged districts. Teacher education, school development, community mobilization, gender equality, and inclusive education are key interventions in AusAID's PEDP-II funded activities. Similarly, education is a primary sectoral priority for SIDA in Bangladesh; funding to the Education and Health sectors constitute approximately 80 per cent of Sweden's total Bangladesh cooperation contribution. Finally, CIDA's Bangladesh programme is centered on two sectors: Children and Youth, and Sustainable Economic Growth. Improving the quality and delivery of education, increasing access and retention rates in primary schools, and reducing gaps between girls and boys in education are key education-related objectives within CIDA's Children and Youth sector.

4.3.3 Effectiveness

This section analyzes the effectiveness of the Education programme in achieving its planned results and its contribution to broader impacts. It also explores factors positively and negatively affecting performance.

As BCO annual reports used the CPAP framework as the basis for tracking performance, the evaluation team decided to base the assessment of the effectiveness of UNICEF's BCO Education Programme on the CPAP results, targets and indicators. However the team

Reporting on indicators

Reviewed internal BCO reports (both the annual and consolidated results reports) were sometimes not exact in reporting against indicators. The most common problem was the use of percentages instead of absolute numbers of beneficiaries, or vice versa. Between the consolidated results report and the annual reports, there were also some discrepancies between absolute numbers reported (e.g., in relation to outcome 2.2, indicator 2.2.1).

notes that the UNICEF BCO 2006-2011 consolidated results report was based on the CPD framework. In addition, there were some inconsistencies between the wording of the indicators and the reporting style (see sidebar). This made the assessment of the Education Programme cumulative performance somewhat challenging.

Despite these limitations, BCO's annual reports and the consolidated 2006-2011 report provided a good basis to assess the progress of the Education programme towards achieving its planned results. These were complemented by other relevant evaluations findings (e.g. MTR 2008, AusAID evaluation of UNICEF's support to PEDP-II), project specific reports, and interview data.

A narrative summary of key programme achievements is provided in the following finding.

Programme Level Achievements

Finding 10: According to reviewed documents, the Education Programme has been effective in realizing most planned outcomes of CPD 2006-11.

Outcome 2.1: Policies in place and implemented for the elimination of worst forms of child labour and improved conditions for children in work including access to quality education.

According to Mid-Term Review (December 2008), “This outcome has not been pursued under the education programme. Among the UN agencies, ILO has taken the lead role in supporting child labour policy development. Within the UNICEF country office, the Child Protection Programme has the right expertise to address this issue.” (p.43)

Outcome 2.2: 200,000 working girls and boys of 10-14 years in the poor communities of six City Corporations completed life skills-based quality basic education and 20,000 of them have acquired livelihood skills.

This outcome was partially achieved, in relation to providing life-skills based education to working children⁴⁵. UNICEF reports that 166,050 urban working children were enrolled in BEHTRUWC non-formal education centers to receive life skills-based basic education, and of these 74,278 (63.7 per cent) have completed the 40 month course.⁴⁶ It is also reported that 64 per cent of these children (58 per cent girls) exhibited basic concepts on life skills, and could read and write simple text.⁴⁷ It is important to note that of the 74,278 graduates, approximately 10 per cent have now been mainstreamed into formal schools in different grades. In 2009, MoPME approved the BEHTRUWC curriculum package, creating an opportunity for equivalency with the formal sector.

Results were very limited in terms of providing livelihood skills. The original target was to provide livelihood skills to at least 20,000 graduates of the non-formal programme. The programme reported difficulties in finding competent partners. In 2009, five NGOs were selected which are now training 1000 learners in eight different trades. However, the pace is such that only 3000 learners can be trained by 2012. To expand the numbers, UNICEF and BNFE have initiated a pilot project, to provide a 12-month training programme to an additional 2380 learners. UNICEF and BNFE are in the process of revising the Development Project Proforma so that provision can be made to provide livelihood training to more children. The concept of alternative non-formal provision for deprived children has been accepted under PEDP-III and USD \$100 million has been allocated for Second Chance/Alternative Education.

Outcome 2.3: 100,000 out of school girls and boys of 6-9 years in urban poor communities in six city corporations complete quality non-formal primary education.

The outcome was not pursued to avoid duplication with the World Bank funded Reaching out of School Children (ROSC) project in rural areas. Moreover following the closure of the Integrated Urban Project supported by UNICEF, there was no suitable government counterpart to implement the project, and the PEDP-II code of conduct had prohibited donors from taking parallel projects for primary school age group children. In retro respect it should be noted that a number of BEHTRUWC children belonged to this age group. With UNICEF advocacy, PEDP-III has recognised the need for special attention to the primary school aged children in urban slums.

⁴⁵ The new revised Project Proforma (PP) downsized the target to 166,160 working children

⁴⁶ Consolidated results report 2006-2011, 2011

⁴⁷ Report on RAS for the Learning Achievements of the Students of the Basic Education for Hard to Reach Urban Working Children (BEHTRUWC) Project Stage-1, January 2010

Outcome 2.4: Policies in place and implemented for comprehensive decentralized system for universal quality primary education.

UNICEF has been very successful in achieving this objective: results have exceeded planned targets.

UNICEF played a lead role and is widely recognized by those interviewed for the evaluation as having made substantial contribution to policy discussions, in particular in its roles as chair of PEDP-II donor consortium since 2009. UNICEF is viewed as a credible, committed and neutral partner, well trusted by the government and others key stakeholders to play this important role.

One key area of policy reform supported by UNICEF is the decentralisation for school and community empowerment. UNICEF has played a leading role supporting the government to make the initial steps needed for a decentralized education management system. Decentralization of education governance was set as a key priority at the start of PEDP-II in 2004. However implementation lagged behind for several years. With parallel funds to PEDP-II, School Level Improvement Plans (SLIPs) were piloted by UNICEF from 2006-2007. Following positive results, in 2009 the government completed the necessary ministerial steps to scale-up SLIPs to cover all PEDP-II schools with regular programme funds.⁴⁸ However, UNICEF reports that progress in developing Upazila level education plans has been limited.

By the end of 2010, a total of 8.8 million primary school children had benefitted from quality improvements to their schools through School Level Improvement Plans (SLIPs) across 39,254 schools in 64 districts (approximately 65 per cent⁴⁹ of the total PEDP-II schools and 85 per cent of schools in UNICEF convergence districts). Anecdotal evidence shows increased community and parent participation and contributions to quality improvement planning, implementation and financing of SLIPs.⁵⁰

In 2010, UNICEF also supported the GoB in making a series of steps to pass the new National Education Policy through cabinet. Finally, decentralisation of Education Management has been incorporated as one of the distinct components of PEDP-III.

Outcome 2.5: In six selected districts and CHT, for both girls and boys, primary net enrolment rate increases to 95 per cent and completion rate to 85 per cent⁵¹ with 65 per cent of primary graduates achieving nationally defined competencies.

Since the start of PEDP-II, the Net Enrolment Rate (NER) has increased strongly. According to the 2009 School Census, the national NER was 94 per cent (99.1 per cent for girls; 89.1 per cent for boys), and the national average completion rate was 54.9 per cent. Among primary graduates, 63 per cent achieved nationally defined competencies in Math and 68.5 per cent in Bangla.

UNICEF has contributed to these results⁴⁹ by supporting PEDP-II (in particular through the QEAC project). However, it is not possible to single out UNICEF's contributions from the overall PEDP-II results⁵². In

⁴⁸ In 2009 an inter-ministerial meeting decided to make necessary amendments in government procedures allowing flow of government funds as advances to schools with UNICEF technical support.

⁴⁹ The target was 50 per cent.

⁵⁰ The 2009 *Reality Check Report* by Sida reported that parents and communities had positive opinions of the role of SLIPs in improving quality of schools.

⁵¹ It must be noted that UNICEF'S initial target for primary school completion was higher than that of PEDP-II. As the inputs given to the convergence districts were not substantially different than those provided to other districts, it was unrealistic to expect achievement of such ambitious target. Thus the target was later revised to 55 per cent to match PEDP-II Targets.

⁵² At the local level, the Country Programme envisioned that the UNICEF project would pilot interventions in six selected districts and in the CHT as models for nationwide implementation. This was not possible until 2008 because the QEAC Project operated within PEDP-II, which precludes disproportional support to any particular districts. All districts supported by PEDP-II receive its whole package of inputs. Greater flexibility has been allowed

addition, School Census data is not available at the district level, and it is thus impossible to say whether UNICEF has achieved its expected outcomes in the six selected districts and the CHT. The MICS shows however significant geographical disparities in primary schools attendance rates when compared at the local level (more than 20 per cent difference between the best and worst performing districts). This shows that, while national level enrolment rates are on track to achieve PEDP-II objectives, far fewer children are attending school than are enrolling and performance is much lower among some groups and in some corners of the country.

UNICEF's main contributions have been in terms of improving the quality of teaching and learning in classrooms and establishing Child-friendly learning environment in primary schools.

According to key informants, UNICEF has strongly contributed to improving the quality of teaching by making interactive teaching-learning strategies widely known and understood by teachers in Bangladesh primary schools. UNICEF supported improved quality and coordination of the large number of teacher training through a comprehensive review of all in-service training programmes and the revision of the certificate of Education (the basic course given to all teachers after their appointment). At the request of the Government and donors to PEDP-II, UNICEF went beyond the scope of the Country Programme in supporting the development of teacher training institutions at the central and Upazila levels. This included the preparation of a Strategic Plan for the National Academy for Primary Education. UNICEF assisted the concerned teacher training institutions in the development, review and revision of teacher training materials and in training the trainers. These training packages are implemented nationwide with pooled funds from PEDP-II. By 2008 more than 170,000 teachers, education officers, and school management committee members at national, district and school levels received training on interactive methods. In 2010 alone over 30,000 teachers received training. However, no data is available to show to what extent teachers are practicing improved teaching methods in the classrooms.

In addition, in 2010 UNICEF supported the piloting of Better Health Better Education (BHBE) teacher training package in 7 UNICEF convergence districts under PEDP-II. The training package focuses on the "complete child" – the mental, physical, social and emotional wellbeing of the child.⁵³ An estimated 1.46 million children in 6,500 primary schools are currently benefiting from the introduction of BHBE in their schools.

UNICEF has also contributed to improve the quality of and access to reading materials in primary schools in the country. The UNICEF initiated provision of supplementary readers was scaled up in 2009 with PEDP-II pool funds to cover all 61,000 government schools. As a result 13 million children have access to improved reading materials that expected to contribute to increased learning achievement.

UNICEF also made specific efforts to reach parents and communities, though interactive popular theatre, to mobilize them in favour of completion of primary education cycle for both girls and boys and to discuss issues like school attendance, dropout rates and opportunity for change. Millions of people nationwide have been reached by these campaigns since 2008.

In 2008, UNICEF began work on a concept that combines all aspects of quality education and unites them together into one model school named "School of Excellence". This includes child friendly learning, inclusive education, training of trainers, improved teacher training, healthy school environments, and early learning. In 2009 DPE endorsed UNICEF's School of Excellence model into their education planning with technical support from UNICEF.

since the approval of PEDP-II's revised Project Proforma in 2008. In the second half of the Country Programme, UNICEF's convergence districts received the first phase of new PEDP-II activities. Still, those districts also receive the whole package of PEDP-II support, so progress will not be attributable to UNICEF alone.

⁵³ Chapters include: Water, Sanitation & Personal Hygiene; Nutrition Education & Services, Injury Prevention, Disability and Psychosocial Care; and Health Education.

Another aspect of UNICEF's support to quality education for all in Bangladesh has been to focus on equal access for most vulnerable population, including emergency affected populations and refugees.

Beyond responding to basic education needs of children in Cyclone Cyr affected areas in 2007 and 2008, UNICEF has played an important role in assisting the government in improve its emergency preparedness, as part of PEDP-II. Emergency prone areas have been identified. An education emergency cluster of over 30 organizations has been set up, in collaboration with Save the Children – the cluster aims at strengthening education in disaster risk reduction (DRR) efforts and emergency preparedness planning of the government. In 2010 UNICEF fully reached its target in that 100 per cent of PEDP-II identified disaster prone areas now have at least one trained frontline responder and 600 stakeholders with skills that will support continued education during and after an emergency. UNICEF reports that 3,800 emergency education kits have been pre-positioned to support schools in responding and resuming education for approximately 95,000 children after a disaster. The DPE has endorsed community based school construction in emergency prone areas under PEDP-II.

UNICEF also ensured support to basic education in two Rohingya refugee camps located in Cox's Bazaar. In collaboration with UNHCR and WFP, approximately 90 per cent of children 4-12 years in the two camps are currently attending Early Childhood Development (ECD), formal primary or non-formal primary education (grade 1 to 5).

Outcome 2.6: Policies in place and implemented to provide all children with access to early learning opportunities in safe, child-friendly learning environments

UNICEF has been very successful in this regard. There is substantive evidence that UNICEF has influenced policy discussions in relation to early learning. UNICEF has played an important role in the Early Childhood Development Network of donors and NGOs to advocate for a policy on pre-primary education. UNICEF and its partners' advocacy and support to the GoB led to approval of the Operational Policy Framework for Pre-Primary Education in 2008 (implementation started in 2009) and the formulation of the comprehensive Early Childhood Care and Development (ECCD) policy for children 0-8 years, and of the Early Learning and Development Standards (ELDS) in 2010.

In addition, the Ministry of Primary and Mass Education (MoPME) began including Pre-Primary Education (PPE) for age five students under PEDP-II in 2010. According to the 2010 annual report, with support from UNICEF to the development of an interim child friendly PPE package, approximately 271,000 pre-primary students now have access to school readiness programmes and teachers trained on the delivery of age appropriate and quality PPE in 9,037 government primary schools. This is part of UNICEF's initiative to develop government capacity to implement pre-school education successfully under PEDP-III.

Outcome 2.7: Girls and boys aged 0-5 in selected urban poor communities, Chittagong Hill Tracts (CHT), and selected districts receive age appropriate care and 500,000 children aged 3-5 complete one year pre-school and are enrolled in primary school at age 6.

UNICEF has been highly successful in relation to this outcome. By December 2009, ELCDP had provided early-learning experience to 445,000 children. Since then, UNICEF has facilitated the mainstreaming of PPE through the government primary education system, further covering hundreds of thousands of children (see previous outcome).

UNICEF reports that 97 per cent of children between 3-5 years who graduated from UNICEF supported early learning centres in the CHT and selected districts gained the expected competencies and have enrolled in primary education. (This is above the established target of 80 per cent).⁵⁴ In order to achieve these positive results, UNICEF supported the establishment and functioning of 8,056 early learning

⁵⁴ COAR, 2010

centers in convergence districts, urban slums and three CHT districts. The MICS 2009 showed that the pre-school net attendance rate in 10 out of 15 UNICEF convergence districts performed close to or above national average.

No data were available on whether girls and boys aged 0-5 received age appropriate care at the household level. In line with the focus areas of UNICEF's Medium Term Strategic Plan, home-based early learning initiatives were transferred to the Health and Nutrition programme following the MTR, as field-level health service providers visit homes and are in a better position to influence care practices in the home than are the teachers in the early learning centres (source: MTR 2008). Thus the Education Programme is not accountable for this result.

Other achievements

Although not originally planned, UNICEF has recently made substantial contributions to supporting Life Skills Based Education (LSBE) in secondary schools. In 2010 the curriculum, drafted with technical and financial support from UNICEF in 2009, was adopted by the Directorate of Secondary and Higher Education (DSHE) and integrated into the national secondary school teacher-training curriculum - grades VI-X (age 11-16 years). Approximately 15,000 secondary school teachers have been trained since the start of the programme. Additionally, secondary education local government officials in each of the 15 UNICEF convergence districts have been trained on the importance of LSBE. According to BCO 2010 annual report, all students in secondary schools in the 15 UNICEF convergence districts now have access to at least 2 teachers trained to use child-friendly teaching skills to discuss issues of puberty, reproductive health, drugs, personal safety, personal hygiene and HIV and AIDS.

Finding 11: The UNICEF BCO Education Programme is held in high regard and has a positive reputation among consulted stakeholders.

Consistent feedback was received about the high regard and positive reputation of UNICEF BCO and its Education Programme.

The UNICEF BCO has gained repute as a development partner and strategic leader in the education sector. Due to its close collaboration with the GoB, mixed with a solid and well established field presence, UNICEF has built a unique niche in both anticipating needs and proactively addressing key challenges in the sector.

Discussions with key stakeholders in the education sector highlight UNICEF's strength and experience in policy advocacy and development. In addition UNICEF is widely recognized for introducing new and creative ideas, developing pilots, mainstreaming in Government programmes, and initiating capacity development for relevant stakeholders. UNICEF is perceived as a non-confrontational change driver.

UNICEF is regarded as a pioneer and an innovator in the education sector in Bangladesh, particularly for its ability to adapt cutting-edge approaches to the local context and needs. In interviews with stakeholders, UNICEF was repeatedly recognized as a pioneer in Bangladesh for a number of 'firsts', e.g., the first to bring Early Childhood Education to Bangladesh, the first to bring Life Skills Based Education (LSBE) to formal schools, the first to introduce non-formal schools for the Hard to Reach. While this may not be strictly true, given the plethora of ad hoc NGO interventions in these areas, the general perception is that UNICEF is an organization with 'star trek' quality, i.e., going where no man has gone before. A senior official of the Education Ministry stated that one of UNICEF's most significant contributions was the introduction of cutting-edge thinking and practices to the country (e.g., BETHRWC, ECLD, Youth Champions, LSBE, CCT, and CTC). This has influenced government mind sets and commitments.

Factors affecting performance

Finding 12: UNICEF’s internal strengths, programming choices, and approaches have contributed to its effectiveness in the Education Sector. Most of the constraints to effectiveness in education can be attributed to contextual causes.

Several factors have supported the Education Programme’s positive performance over time. Some of these relate to the internal strengths of the BCO Education Section, including:

- The Education Section Chief is valued and respected for leadership and rapport with key stakeholders, particularly government.
- Recognized high calibre of contributions to policy dialogue, advice and technical assistance from national and international staff. For example, UNICEF’s expertise in primary education and strategic input to the sub-sector wide programme (PEDP-II) is widely recognized.
- Education Section staff have been in their positions for a long time and have been able to follow the development of the education portfolio over time and build long lasting relationships and trust with partners.
- There are clear roles and responsibilities identified for key stakeholders in each of the projects of the Education Programme.

Several BCO Education Section programming choices and approaches also appear to have been conducive to the achievement of programme results. These include:

- **UNICEF BCO’s pulse-to-policy approach** (taking the pulse at the field level to inform policies) – UNICEF BCO has strong relationships and rapport with government at all

“UNICEF’s history of supporting area-specific interventions and pilot initiatives that lead to nationwide policies and programmes give the organization a level of credibility and presence on the ground that is conducive to continuing success in policy advocacy”.

MTR 2008, p. 61

- levels, from Ministers and Secretaries right down to education officials at the Upazila level. This allows BCO staff to appreciate the realities faced throughout government and use this understanding to shape their advocacy and implementation strategies. UNICEF has been very successful in using its connections and rapport with GoB for upstream work (policy and legal reform) and also has a strong understanding of the situation and needs of local populations, based both on a strong evidence base (e.g., use of Multiple Indicator Cluster Surveys – MICS) and presence at the community level. This allows UNICEF to engage in a “pulse-to-policy” approach, combining field work and presence with strategic/policy work to leverage results.
- **Creation and use of a strong evidence base** to support programming at the field level as well as policy dialogue and strategic work. The Education Programme has consistently sought to improve its programming by factoring in lessons learned and the results of evaluations and studies into its programming, and by being willing to review progress, face facts, and change accordingly – the true test of action research or learning. However, UNICEF Education Programme staff indicated that the processes are not adequately recorded.
 - **Consistent use of pilots for continuous improvement and fine-tuning** – As noted earlier, there is a culture of continuous improvement around the pilots in the Education Programme to ensure that they achieve the desired outcomes, and graduate to a level where they can be rolled out at a national level. There is considerable documentary evidence to suggest that results are rigorously analyzed through assessments, data analysis, and qualitative feedback from all stakeholders, including children.

- **BCO Education Programme’s continued presence at the field/community level**– Through community engagement, the BCO has been able to test assumptions and validate opinions. Instead of merely promoting its educational services, the Education Programme has moved to a deeper engagement with the community through its field officers, its strong relationships with government staff at Upazila level, and its efforts to listen to the needs and views of the people (including children). It interacts with communities through committees and the recently adopted C4D (Communication 4 Development), interactive theatre, Meena days, Meena episodes, television serials and exchange programmes (children participating from villages to cities and vice versa). According to one interviewee, using the C4D has made it possible for the programme to undertake children’s opinion polls (e.g., on corporal punishment in school and home). This information was later used to advocate for action and policy at the government level.
- **Consistent and targeted dissemination of best practices at all levels (from policy makers to schools)** – UNICEF BCO produces policy advocacy papers (e.g., on geographic targeting of basic social services; investing in vulnerable children; urban slums and gender) that are widely shared with and presented to government decision makers (including the Prime Minister, Ministers of Planning, Finance, and Education) and development partners to influence policy making in favour of disadvantaged children. At the school level, UNICEF contributed to information sharing events and communication tools for sharing best practices that were considered appealing and useable.
- **Strategic use of partnerships and networks** – The BCO coordinates with key stakeholders and various networks of national and international organizations to move towards the ideal of ensuring access, equity and quality in education for all children in Bangladesh. Some examples include: BCO’s role in PEDP donor consortium and BRAC donor consortium, role in ELCD network, work with Save the Children on emergencies and with UNHCR with refugees, institutional relationship with BRAC. According to the MTR, through participation in the early childhood and development network, UNICEF and its donor and NGO partners successfully advocated for a national policy to facilitate early learning intervention in the country.

According to both the Mid-Term Review (2008) and consulted stakeholders, the main constraints to UNICEF’s education programming are related to the Bangladeshi context. These include:

- GoB staff turnover affects continuity (e.g., stability/low salaries at lower levels and frequent changes in staff at senior levels)
- Loss of intellectual capital in the education ministries means continually starting over and the need more local external advisors
- At the district level, there is no autonomy or decision making regarding financing
- Limited capacity for self-assessment and data collection at district level, as noted in the AusAID report.

Finding 13: UNICEF has been able to leverage its results and resources in the education sector to obtain broader impact at the national level.

There is wide agreement, as shown by interviews with several key stakeholders, that UNICEF has played a crucial role in leveraging results and resources through PEDP-II and more recently PEDP-III, having an impact on the content and implementation of this SWAp, and more broadly on the education sector in Bangladesh.

Many examples validate UNICEF’s contribution to policy support and development, for example in ECD (see previous findings).

UNICEF’s continued participation in the PEDP-II donor consortium and in the programme’s implementation has provided opportunities to scale up many of the approaches and materials developed under the IDEAL project of the previous country programme and continued under the 2006-2011 Country

Programme (see also sustainability section). More recently, as the elected Chair of the donor consortium⁵⁵ for PEDP-II, UNICEF used its leverage to influence policy discussions particularly for the design of PEDP-III. Several approaches spearheaded by UNICEF have now been adopted by the government, including pre-primary early learning (5-6) and SLIPs (see section 3.4.3 on sustainability). In addition, PEDP-III also includes an increased focus on equity in programming, reaching the out-of-school population, targeting interventions in the lowest performing districts, disaster preparedness/education in emergencies, and increasing GoB-NGO partnership as a model for improving access, participation and second chance education.

Consulted stakeholders identified several reasons for UNICEF’s success in leveraging its resources and results in the education sector:

- UNICEF used parallel funds in PEDP-II to excellent advantage. While the other development partners worked through a trust fund managed by the ADB, UNICEF was a parallel donor in PEDP-II and was able to use its unique position to expedite processes such as decentralization of school management.
- UNICEF BCO was pro-active and visible and played an influential role in SWAp coordination; in 2009-2010 the Chief of the Education Section was the Chair of PEDP Donor Committee
- The BCO uses links and rapport with GoB for upstream work (policy and legal reform)
- UNICEF maximizes use of international best practices, adapting them to the local context, and makes strategic use of models/pilots and of the evidence derived from them to inform policy papers.
- UNICEF’s communication initiatives have also contributed to broader impacts. For example UNICEF’s communication initiatives have drawn national attention to the education rights of all children, especially of girls and working children. Education stakeholders are now more aware of the GoB’s Primary Education Compulsory Act of 1990 that provided specifically for five years of free and compulsory education for children of ages six to ten years. UNICEF campaigns have also raised awareness of the importance of preschool education in aiding the transition to primary school. Early learning is now recognized as a priority by the GoB and school readiness is seen as a prerequisite to improve completion rates at the higher level.

4.3.4 Sustainability

Finding 14: UNICEF BCO strategies contribute to the sustainability of education programming at individual levels. It has had mixed success at institutional levels.

Based on interviews and document review, it is evident that UNICEF has an internalized practice of bringing key stakeholders on board, sometimes before starting a specific intervention. An in-depth review of individual programmes shows that in everything they do, the Education Programme unit ensures Government involvement from the start, establishing a sense of ownership at policy and practitioner level, one of the prerequisites to sustainability.

According to the MTR “in all programming efforts, the country office aims to support models that national partners – especially national and local government entities – can scale up and sustain ... Most importantly UNICEF has a history of supporting area-based interventions and pilot initiatives that have led to nation-wide policies and programmes.”

⁵⁵ Three development partners (AusAID, JICA and UNICEF) provide funds through a parallel mechanism to the programme and the remaining eight development partners (ADB, CIDA, DFID, EC, Norway, The Netherlands, Sida, and the World Bank) pool funds through the ADB.

There is evidence that sustainability is factored into each project through a two-pronged approach: first by making efforts to partner with government counterparts or other key stakeholders and establish good practice through pilot experimentation, documentation and dissemination of results; and second, by identifying avenues to upstream and institutionalize. Although this approach is not formally articulated, it is clear in discussions with stakeholders that this is a more or less established pattern. In applying this approach, UNICEF Education Programme has demonstrated its ability to mix distinct and deliberate short and long-term approaches to foster sustainable change.

As mentioned in section 3.3.2, several UNICEF-supported interventions have been institutionalized and scaled up nationwide by the GoB, in particular through the inclusion in PEDP-II and III. These include Early learning, decentralized planning through School Level Improvement Plans, Better Health Better Education in primary education, and Life Skills Based Education in secondary schools. In addition, with UNICEF's support to the EiE programme, the government has endorsed community-based school construction to empower communities to take action related to access to education after an emergency. See sidebar for examples.

UNICEF piloted a School Level Improvement Plan (SLIPs) initiative in 2006-2007. Following positive results, in 2009 the government completed the necessary ministerial steps to scale-up SLIPs to cover all PEDP-II schools with regular programme funds. In the PEDP-III, the government has taken responsibility for national rollout of SLIPs.

In 2009, UNICEF provided the financial and technical inputs to support the drafting and piloting of the Life Skills Based Education (LSBE) pilot project in secondary schools, which in 2010 was adopted by the Directorate of Secondary and Higher Education (DSHE) and integrated into the national secondary school teacher-training curriculum - grades VI-X (age 11-16 years).

In several cases the BCO's focus on capacity development and transfer of knowledge has been very conducive to sustainable results, especially its focus on building the capacity of selected stakeholders so that they can in turn build the capacities of other stakeholders or support them. The Education Programme uses interesting strategies to promote sustainability to institutional and individual levels through 'train-the-trainer' technique, and by supporting mainstreaming in national institutions. For example, the Early Childhood Development project trained trainers at the Institute of Child and Mother Health, the Bangladesh Medical and Dental Council, and the Family Welfare Training Institute to take forward the ECD module. The curriculum is now being offered to undergraduate and post graduate medical students and in the Diploma of Nursing and Post Graduate Nursing. In CHT, ECD trained local community workers to act as facilitators for ECD-related programmes thus ensuring local resources to sustain the programme in the longer term.

In some other instances, this strategy has not had the same effect, as noted in the sidebar. Moreover, according to the Independent Review of the AusAID/UNICEF support to PEDP-II (May 2011), UNICEF's capacity development efforts in the framework of its support to PEDP-II have largely been limited to building the skills and understanding of individuals rather than achieving more far reaching institutional development. However, the report goes on to acknowledge that it would not have been within the

Commitment to, and capacity for, sustaining the initiatives piloted under the Programme varies between interventions and also across departments and levels, as well as across individual officers and head teachers. This variation, whilst of course in part due to differences in individual motivation and ability, can also be explained in part by the approach taken to capacity-building.

Whilst targets were set for numbers of persons to be trained in various areas, there seems to have been no overall capacity development strategy and no particulars on what ultimate capacity-related outcomes were desired. Despite awareness of the weaknesses of one-off 'cascade' approaches to training, this has continued to be the dominant model, hence in some cases new skills and understandings gained have been quite superficial.

AusAID/UNICEF support to PEDP-II (May 2011) p.18

power of the programme on its own to bring about substantial institutional change, which is an ongoing

challenge for PEDP-II as a whole, but it would certainly have been useful to undertake more analysis and develop clearer targets for what realistic outcomes could be achieved. This will likely limit their sustainability, especially given the context of high staff turnover. This is related to another limitation that was also noted in the 2008 MTR, which is the lack of an overarching capacity development strategy that defines the ultimately desired capacity development outcomes of UNICEF's support to PEDP-II.

The Education Programme has also supported programme sustainability by building the capacity of children so that they can build the capacity of other children and be 'Champions of Change'. For example, the BEHTRUWC selected 140 learners as Child Rights Advocates and included them in activities that raise awareness of difficulties faced by working children and of services that may support the progressive elimination of child labour. These children are to mobilize and motivate other children towards advocating for the CRC. Similarly, the EiE programme identified and built the capacity of selected children in disaster prone areas so that they can support the community by training them to be more vigilant around climate change. UNICEF also reports that the United Nations Girls Education Initiative has prepared a team of Young Champions for advocacy on adolescent's issues.

UNICEF's approach to capacity development has had a certain number of limitations from a sustainability perspective. According to the Independent Review of the AusAID/UNICEF support to PEDP-II (May 2011), UNICEF's capacity development efforts in the framework of its support to PEDP-II have largely been limited to building the skills and understanding of individuals rather than achieving more far reaching institutional development. This will likely limit their sustainability, especially given the context of high staff turnover. This is related to another limitation that was also noted in the 2008 MTR, which is the lack of an overarching capacity development strategy that defines the ultimately desired capacity development outcomes of UNICEF's support to PEDP-II.

According to one consulted stakeholder, "sustainability in terms of finance is no longer an issue" as the Government is picking up 65 per cent of the costs of implementation of PEDP-III. What becomes very important now is to ensure that PEDP-III is successfully implemented and that it will show its expected results over time. In this respect, the Government still needs support.

Almost all UNICEF-initiated interventions have been incorporated into PEDP-III for national expansion. PEDP-III has allocated \$320 million USD for expansion of Pre-schools; \$100 million for Second Chance Education, \$3 million for Education in Emergency, \$7 million for Communication for Development, and \$190 million for SLIP. Moreover, under the National Education Policy, the government has taken responsibility for increasing funding to education. Hence, long term financial sustainability is strong.

Another unique aspect of the Education Programme is that it has sought to facilitate cooperation between NGOs and the government: 28 NGOs are involved in the implementation of BEHTRUWC, and BRAC and Grameen are involved in the implementation of ELCDP. Through such partnerships, UNICEF has developed a comparative advantage in combining NGOs' efficiency in the implementation of projects while simultaneously leveraging government policies and resources for the sustainability of its initiatives.

5. The UNICEF Bangladesh Child Protection Programme

5.1 Profile

Objectives

According to 2005 planning documents, UNICEF's Child Protection Programme in Bangladesh aims to create a culture of respect for children's protection rights through advocacy, a change of societal attitudes, strengthened capacity in social work, and the establishment of protective social services and mechanisms.⁵⁶

Following the UNICEF BCO country programme Mid-Term Review (2008), the 2008 MTR of the BCO Child Protection section, and the launch of the UNICEF corporate Child Protection Strategy in 2008, the UNICEF BCO Child Protection Programme made a strategic shift from a project-focused approach to a more inclusive focus that supported the creation of a protective environment for children and a "systems-building" approach to child protection and social norm change.⁵⁷

Expected Results

Following the shift in the UNICEF corporate child protection strategy in 2008, the expected results of the UNICEF BCO Child Protection Programme were revised in January 2009 and restated as follows:⁵⁸

- **Outcome 3.1:** Children protected through more effective child rights-based policies, legislative and enforcement systems (same as 2005 expected results)
- **Outcome 3.2:** Increased number of children who have a birth certificate, which acts as a protection tool to prevent abuse, trafficking and exploitation
- **Outcome 3.3** Capacity of Ministry of Social Welfare, DSS is strengthened in the areas of child-related information gathering, analysis and dissemination; monitoring of social services; rules, regulations and policy development related to alternative care for children, counter-trafficking of children, social protection of children
- **Outcome 3.4:** Direct responses are given to key problematic child protection issues including children who have been or are at risk of being trafficked, sexually abused and/or exploited (including children living on the streets; children with risky behaviours; children victims of natural disasters)
- **Outcome 3.5:** Adolescents, their families and communities adopt practices to reduce child marriage, dowry and other forms of abuse, exploitation and violence against girls in selected districts.

The most significant change was the definition of Outcome 3.3 which focuses on building the capacity of the Ministry of Social Services in several areas. The outcomes were complemented by a set of 22 outputs which focused on a combination of results for individuals, organizations and institutions through individual and organizational capacity development, policy development support, and support for direct services to children.

⁵⁶ UNICEF Revised Country Programme Document – Bangladesh (31 October 2005)

⁵⁷ UNICEF Bangladesh. (2011). Draft Child Protection Strategy 2012-2016 (August 2011)

⁵⁸ Document entitled "CPAP Results and Resources Framework Matrix Proposed Revisions" provided by UNICEF BCO CP Section

Key partners

Key partners for the UNICEF Child Protection Programme are:⁵⁹

- The Government of Bangladesh: specifically, the Ministry of Women and Children Affairs (MoWCA) and the Bangladesh Shishu Academy; Ministry of Home Affairs (MoHA); Ministry of Social Welfare (MoSW) – Department of Social Services (DSS); Ministry of Youth and Sports (MoYS), Ministry of Local Government, Rural Development and Cooperatives (acronym?); and the Ministry of Law, Justice and Parliamentary Affairs (MoLJPA)
- The International Labour Organization (ILO)
- UNDP and other UN agencies
- National and international NGOs, including Save the Children Australia and Save the Children Alliance
- Local non-government partners include Building Resources Across Communities (BRAC), Center for Mass Education in Science (CMES), Aparajeyo Bangladesh, Dushtha Shasthya Kendra (DSK), and bar associations.

Financial Resources

The overall budget for the CP Programme was originally estimated at US\$22.5 million, out of which \$7.5 million would be drawn from regular resources (RR) and \$15 million from other resources (OR). At November 2011, the overall budget for the period had increased to US \$ 35 million, of which \$14.5 million were from Regular Resources (or 41 per cent of the overall budget) and \$20.5 million from Other Resources. Regular resources were allocated to fund core activities in legal reform, advocacy and policy development, including limited support to community projects. Other resources were directed towards ensuring expansion of community-based interventions and programme activities for adolescents. The programme is considerably more dependent on Regular Resources than other UNICEF BCO programmes.

The main bilateral donors of the CP Programme over the period are the European Commission (approximately \$8 million) and Sida (approximately \$1 million). It also received some support from the United Arab Emirates (UAE), the Netherlands, and UNICEF committees of Italy, Germany, Switzerland, Norway, the UK, and Spain.

Human Resources

At July 2011, the Child Protection Section was headed by a Chief who was to be supported by three international project officers and six national fixed term officers. However, for most of the period under review, only two of the three international project officer positions were filled, and between May and August 2011 all project officer positions were unfilled. The programme also had the support of five national temporary staff. During the review period, one staff member filled a decentralized position based in Barisal and another temporary staff member was based in Jessore and worked with the justice for children project.

⁵⁹UNICEF BCO. (2011). Bangladesh thematic child protection report

Projects/Investments

The CP Programme consists of three projects:⁶⁰ Children at Risk,⁶¹ Empowerment of Adolescents, and Policy Advocacy and Legislative Reform.

1. **Children at Risk** addresses the issues of child trafficking, commercial sexual exploitation of children, children without parental care, and child labour.
2. **Empowerment of Adolescents (EOA)** aims at equipping adolescents, especially girls, with appropriate life skills to enable them to better protect themselves from exploitation, violence and abusive practices such as dowry, child marriage, and trafficking. This intervention also involves families and communities in supporting the improvement in life skills and its positive effect on gender roles.
3. **Policy advocacy and legal reform (PALR)** facilitates the implementation of the new birth registration law through inter-sectoral coordination, and supports reforms to the juvenile justice system by promoting measures that do not deny children's freedom and that support rehabilitation in the children's natural social environment. The programme also assists in developing policies and legal and institutional reforms, along with strengthening social protection services to support children and their families.

The table below presents the key characteristics of these three projects.

Exhibit 5.1 Child Protection Project Profiles⁶²

Variable	Project		
	Children at Risk	Empowerment of Adolescents	Policy Advocacy & Legislative Reform
Overall Project Duration	2006-2011	2006-2011	2006-2011
Donors	Canadian, German, Italian, Norwegian, Spanish, Swiss, Committees for UNICEF	European Commission, Norwegian & UK Committees for UNICEF	None – financed through UNICEF's RR
Implementing Agency	MoSW-DSS, MoHA, MoWCA- Department of Women's Affairs (DWA)	MoWCA-DWA, MoYS	MoSW, MoLJPA, MoHA, MoWCA
Other Partners	Dhaka City Corporation (DCC), police HQ, Disaster Management Bureau, partner NGOs	BSA, SSA, CIPRB, Cluster members, partner NGOs	LGD, LETI, CJN, Bar Council, SSA

⁶⁰ UNICEF Revised Country Programme Document – Bangladesh (31 October 2005) and Country Programme Action Plan (CPAP) 2006-2010

⁶¹ In the 2009 ROSA evaluation report, the Children at Risk project is referred to as the Protection of Children at Risk (PCAR) project. However, PCAR is only one of several projects in children at risk component.

⁶² Based on the UNICEF Bangladesh Annual Work Plan 2011 Child Protection Programme, unless otherwise stated
December 2011

Variable	Project		
	Children at Risk	Empowerment of Adolescents	Policy Advocacy & Legislative Reform
Project Objectives ⁶³	To strengthen the provision of social protection to vulnerable children through institutional strengthening and capacity building initiatives, a minimum package of service modelling and documenting to influence policy through evidence-based advocacy	To promote social change within whole communities through the implementation of a Communication for Development strategy based on adolescents' participation and empowerment	To revise the policy and legislative framework in line with the UN Convention on the Rights of the Child (CRC)
Components ⁶⁴	Sub-project 1: Policy and Information Management Systems (IMS) Sub-project 2: Institutional Capacity Development on Social Protection of Children Sub-project 3: Development of Child Protection Systems Sub-project 4: Advocacy and Communications Sub-project 5: Emergency	Sub-project 1. Life Skills, livelihood package and adolescent participation Sub-project 2. Community Participation and Enabling Environment for Adolescents Sub-project 3. Capacity Building of Partners Sub-project 4. Research and Monitoring	Sub Project 1: Policy, legislative reform ,advocacy and partnership building (coordination) Sub Project 2: Capacity building of Service Providers Sub Project 3: Delivery of the new services for children-pilot initiatives (justice for children)

5.2 Context: Child Protection

Legislation in Bangladesh

Bangladesh ratified the CRC in August 1990 and its Optional Protocols in September 2000, and is taking steps to implement the CRC with the support of relevant ministries, government and non-government organizations, and development partners.

Bangladesh has many laws to protect the rights of children directly or indirectly,⁶⁵ but it took a long time to amend the Acts related to children and some have been amended only recently. UNICEF played a key role in the amendments of laws, especially the Birth Registration Act and Children Act.

⁶³ UNICEF BCO. (2011). Bangladesh Thematic Child Protection Report

⁶⁴ Provided by UNICEF BCO in November 2011.

⁶⁵ Penal Code, 1860, Muslim Family law ordinance (1961), the Birth, Death and Marriages Registration Act, 1886 (Amended in 2006/7), the Children Act 1974 (amended in 2011 and waiting to be approved by the Parliament), the Child Marriage Restraint Act, 1929, the Suppression of Immoral Traffic Act, 1933, Convention on the Rights of The Child 1990, Bangladesh Primary Education (Compulsory) Act 1990, Suppression of Violence Against Women and Children Act, 2000 (amended in 2003), the Vagrancy Act, 1943 (amended and accepted in the Parliament in June, 2011), the Domestic Violence Act, 2011

UNICEF supported the GoB in the development of several policies to ensure a child-friendly environment, including the National Child Labour Eradication Policy 2010 (Ministry of Labour and Employment) and the National Child Policy 2011 (Ministry of Women and Children Affairs). The latter includes a section on child protection (see sidebar) that has been incorporated in the Children Act which was approved by the Cabinet of Ministers in December 2010 and is waiting to be enacted by Parliament.

Excerpt from the section on Child Protection in the **National Child Policy 2011**

- Steps will be taken to ensure the protection of children from all kinds of violence, beggary, physical, mental and sexual torture and exploitation. Effective and awareness-raising programmes will be taken to end violence against children.
- Children affected by law, children touched by law and rights of children to participate in the trial process—all should be brought within the ambit of children's law.
- Effective and suitable measures will be taken to prevent children from drug addiction and rehabilitate addicted children.
- Children shouldn't be used, tempted or forcibly involved in political activities.

Policies, however, often remain mere paper work until they are translated into laws/acts. Current laws are not sufficient to protect the rights of all children (e.g., child labourers involved in domestic activities) and are not developed through coordinated activities. Some acts and policies need to be further amended. For example, there are discrepancies in how a child is defined – up to 18 years in the Children Act and over 16 in other pieces of legislation. In addition, the poverty of children has never been considered by any policy or Act.

GOB investments in children – According to a UNICEF analysis of Bangladesh's national budget, the allocation for children is very limited compared to need.⁶⁶ Children under 18 make up 15 per cent of Bangladesh's population, yet only 4.1 per cent of 2010-2011 budget (0.7 per cent of the GDP) was allotted to children. Despite the near doubling of Bangladesh revenue earnings between the 2005-2006 and 2010-2011 cycles, the child budget decreased from 4.6 per cent of the national budget for 2005-2006 to 4.1 per cent for 2010-2011. The percentage of the child-specific Social Safety Net Programme (SSNP) budget is approximately 10.5 per cent of the total SSNP budget, or 1.5 per cent of the national budget.⁶⁷ Of these SSNP funds, only .066 per cent was allocated to the most vulnerable children, such as working children, children living on the street, and orphans.⁶⁸ These figures suggest that there is a gap between the allocation of public resources and the domestic laws, policies, and strategies that indicate Bangladesh is strongly committed to promoting the welfare of children.

Children are not identified as a specific target group – About 9.8 per cent of people in Bangladesh⁶⁹ belongs to ultra-poor families and are considered a 'hard to reach' category that is rarely addressed as a specific group by pro-poor policies. Other categories of vulnerable children include those who are socially excluded on the basis of caste, ethnicity, language, disability, or citizenship status (being migrants or refugees), child labourers (including those involved in hazardous and domestic work), orphans, street children, children living in remote regions or disaster prone areas, children in conflict with law, survivors of trafficking, and others. A disproportionate number of these children are girls.

⁶⁶ UNICEF (2011). *National Budget: Are the Commitments to the Children of Bangladesh Being Kept?* Dhaka, Bangladesh: UNICEF

⁶⁷ Ibid

⁶⁸ Ibid

⁶⁹ Qayum, Nayma and Mrinmoy Samadder, 'Eradicating Extreme Poverty in Bangladesh', Research and Evaluation Division, BRAC, 2011 (unpublished)

In Bangladesh most government support for the extreme poor is provided through the Ministry of Social Welfare (MoSW). However, the MoSW does not focus specifically on children's needs, and other ministries also have pro-poor policies, but do not focus on children in particular – e.g., Agriculture (MoA), Food and Disaster Management (MoFDM), Health and Family Welfare (MoHFW), Labour and Employment (MoLE), Law, Justice and Parliamentary Affairs (MoLJPA).

The draft Sixth Five Year Plan adopted four types of programmes on social protection and initially targeted vulnerable groups including the elderly, widowed and distressed women, disabled persons, disadvantaged and female secondary school students, economically vulnerable families, and those subject to income shocks due to disaster or environmental hazards. Children were not identified as a specific group.

Nutrition and food security issues are addressed through Food for Work and school feeding programmes and by giving special attention to the health of hard-to-reach children. The National Women's Advancement Policy (2011) targets lactating mothers and vulnerable women and provides cash and food assistance. However, it is difficult to say how much is allocated to children.

Responsibility for child protection in Bangladesh – The Ministry of Social Welfare has primary responsibility for child protection. However its policy is more responsive than preventive, and it is focused more on institutions than on providing support to families. The Ministry of Women and Children Affairs (MoWCA) is primarily responsible for monitoring and coordinating ministries for CFC implementation; However, MoWCA is often over burdened with a large number of responsibilities and has limited staff at the field level and does not provide the type of leadership that is required for child protection. In addition, given the number of challenges facing women, the Ministry has more women-focused projects/programmes and limited focus on children's issues. Children's needs are often combined with addressing the needs of mothers (e.g., safe birth, prenatal and postnatal health care, extended maternity leave for working mothers, and ensuring nutrition and food security).

Lack of coordination for child protection – Historically, government ministries in Bangladesh have tended to work in isolation and inter-ministerial coordination has not been strong (as noted in section 2.2.3). Various stakeholders (UNICEF, BRAC, ASK, Human Rights Commission, and others) reported that although there are inter-ministerial coordination committees for specific projects/programmes, these are usually convened by the research team who brings together all the relevant government stakeholders to discuss the implementation of a donor-funded project (UNFPA, Country Programme Evaluation, 2011).

In addition, there is limited coordination for child protection within the donor community. Following the Paris Declaration there are some local consultative groups (LCG) and donor commitments to harmonized approaches, but the lack of coordinated efforts continues to be noticed by researchers and stakeholders. This contributes to overlapping and duplication of activities in the same areas.

Donors and NGOs support children, but few focus on child protection – UNICEF is the only development agency in Bangladesh that explicitly identifies child protection as a focus, and is also the only organization that takes a holistic approach to child protection.

The majority of donors and development agencies in Bangladesh support children's needs in one way or another. Many are large supporters of education (e.g., ADB, AusAID, CIDA, DfID, and UNESCO) and others support children from various social exclusion or vulnerability perspectives (e.g., Save the Children, SIDA, EU, ECHO, TELENOR through Norway UNICEF National Committee).

Various international and national NGOs support various aspects of child protection – such as street children, child labour, child trafficking, child domestic workers, floating children, children of sex workers. (e.g., ILO, Action Aid Bangladesh, Concern Universal, BRAC, Ain-O-Salish Kendra, Bangladesh Shishu Adhikar Forum (BSAF), Together with Working Children (TWC), Aparajeyo Bangladesh, Bangladesh Legal Aid Trust (BLAST), Centre for Mass Education and Science (CMES),

Dhaka Ahsania Mission (DAM) Padakkheph. Civil society organizations working with children in Bangladesh also tend to specialize in one aspect of child protection, such as street children.

BCO context: Child Protection Section

The BCO Child protection section has experienced several important changes over the period. In addition to the adoption of a new strategic approach and the appointment of a new section Chief in 2008, the programme experienced considerable turnover among senior international staff. Indeed, at the time of data collection (July 2011), the programme had a couple of unfilled positions, which increased work demands and pressure on remaining staff. In 2010, the Child Protection Programme placed a staff member in Barisal to support its work in the neighbouring districts. This practice of decentralization will be continued and enhanced in CPD 2012-16.

Unlike other UNICEF BCO programmes, the Child Protection programme relies heavily on support from UNICEF National Committees for its activities. As a consequence, in comparison to other UNICEF BCO sections, it reports that it spends significant amounts of time developing proposals and/or reporting to National Committees on these relatively small sized contributions (frequently in the range of a couple of hundred thousand dollars), contributing to programme inefficiencies.

The Child Protection has undertaken fewer reviews and evaluations than the education sector over the past few years, with the exception of the 2008 MTR of the child protection portfolio. As a consequence, there is relatively less independent analysis of its performance in carrying out its programme as compared to the education programme.

5.3 Evaluation Findings

5.3.1 Programme Design

Finding 15: The BCO Child Protection Programme as designed in 2005 reflected UNICEF’s issue-driven, project-focused approach at that time. Since 2008, the BCO has revised its programme strategy to make it more systems-focused, in keeping with UNICEF’s corporate strategy.

Original Child Protection (CP) Programme Design

The BCO Child Protection Programme was formulated in 2005 and aimed to create a culture of respect for children’s protection rights through advocacy, a change of societal attitudes, strengthened capacity in social work, and the establishment of protective social services and mechanisms.

The CP programme was developed in terms of three individual projects (Policy Advocacy and Legislative Reform; Protection of Children at Risk; and Policy, Advocacy and Partnerships for Children’s Rights). There was no over-arching design or strategy for the CP programme as a whole and limited explicit attention was paid to the sustainability of programme results in the design. This approach was in keeping with UNICEF’s issue and project-focused approach at that time.

CP Programme Design since 2008

Since 2008, several events have led to the adoption of a new approach to child protection by the BCO, and some changes in the design and focus of the Child Protection Programme. These included:

- the 2008 mid-term review of the UNICEF BCO programme, which highlighted the GoB’s interest in a comprehensive approach to child protection in the country;
- the 2009 review of the CP Programme by ROSA⁷⁰ (see overarching suggestions in the sidebar);
- changes in leadership in the Child Protection section of the BCO (a new Chief with extensive experience in Child Protection was appointed in 2008); and
- the 2011 draft BCO Child Protection Strategy which suggests the need for and value of a more inclusive focus that supported the creation of a protective environment for children and a “systems-building” approach to child protection.

Review of the UNICEF BCO CP Programme (ROSA, 2009)

The ROSA review encouraged the BCO to reflect on how child protection should be best approached and conceptualized. It suggested that the BCO should:

- move away from relatively autonomous activities at the community level to activities that coupled local, regional and national activities more coherently to support sustainable programme results and a child protection system;
- move beyond supporting individuals to supporting sustainable institutional change;
- move away from a logic that focused on projects to a more comprehensive child protection focus;
- pay increased attention to sustainability of results; and
- encourage and support inter-sectoral coordination among national ministries (noting that the appointed Project Directors in MOCWA and MoSW was not sufficient to realize the objectives of a child protection system).

⁷⁰ Meunier, G. (2009). Review of UNICEF Bangladesh child protection programme. ROSA.

Changes in Design of Child Protection Programme

The UNICEF BCO has taken several steps to adapt the CP Programme to respond to the 2008 MTR, the 2009 review by ROSA, and to the new UNICEF Bangladesh Child Protection Strategy (2011).

Programming Adjustments were made in CP programming areas to place additional emphasis on the establishment of a comprehensive child protection system in addition to ongoing child-focused social protection programmes, replacing the previous issue/group-focused service delivery approach.⁷¹ The overall goal of the programme became to establish a national protection system and promote social changes through the adoption of child rights- based policies, strategies and legislation, changes in harmful societal attitudes, strengthening the capacity of government and civil society, and the establishment of protection mechanisms and a minimum package of services. These objectives were reflected in the five re-focused programme areas designated as the future directions for the remainder of the programme period.

Revised Results Framework – In 2008-09, the BCO revised the CP results framework to address some weaknesses in the original programme design and to reflect changes in the corporate Child Protection Strategy following the 2008 MTR. Specific changes included the following:

- Outcomes and outputs were either reorganized or created anew to align with the shift emphasis to a systems-based approach as recommended in the MTR. For example, the outcomes of the Protection of Children at Risk project were revised to better represent institutional and system-wide goals
- A new outcome (3.3) focusing on the capacity of the Ministry of Social Welfare was added to the Results framework. This became the one and only outcome focused at the institutional level.
- Some new outputs in the revised framework targeted the development of connections between key actors, and the piloting, documentation and evaluation of child protection mechanism models.
- Many outputs that lacked a logical connection with outcomes in the 2006 framework were moved to new outcomes to improve the coherence of the framework and birth registration was upgraded to an outcome (previously, it was an output for several different outcomes).
- The majority of the revised outputs were framed in terms of the desired institutional status, a positive change from the 2006 framework which defined outputs at the individual beneficiary level rather than at the institutional levels.
- Finally, there were notable improvements in how planned results were defined.

⁷¹ According to the 2010 internal annual report on the progress and results of Bangladesh Child Protection programme

Without taking away from these improvements, the underlying transformation process and theory of change that clarifies how the proposed outputs will eventually culminate in the desired outcomes remains unclear. For example, it is not fully clear how two of the stated outputs (3.3.2 and 3.3.3) associated with Outcome 3.3 on MoSW strengthening will culminate in the stated outcome (see sidebar). This ambiguity in the theory of change has contributed to limitations in UNICEF BCO effectiveness in relation to sustainable institutional development as will be seen later in this chapter.

<p>Outcome: Capacity of Ministry of Social Welfare, DSS is strengthened in the areas of child-related information gathering, analysis and dissemination; monitoring of social services; rules, regulations and policy development related to alternative care for children, counter-trafficking of children, social protection of children.</p> <p>Outputs:</p> <p>3.3.1 The situation of children at risk is regularly documented, monitored and analysed</p> <p>3.3.2 Children in institutions benefit from child friendly and gender appropriate programs</p> <p>3.3.3 Government officials and communities implement child friendly interventions</p> <p>3.3.4 Model on Child protection mechanisms consolidated</p>
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BCO Draft Child Protection Strategy (2011)⁷² – The draft strategy reflects the emphasis on child protection systems and social change for the upcoming programme period. The strategy was developed in close collaboration with UNICEF CP stakeholders in Bangladesh, and summarizes much of the thinking and reflection that has taken place in the past couple of years (e.g., the views, beliefs, values, and ambitions of UNICEF and its partners). It should be of great benefit to UNICEF’s child protection work in Bangladesh in the future.

Finding 16: Some shortcomings in the revised results framework limit its potential utility as the basis for assessing, tracking, and reporting on the performance of the UNICEF BCO Child Protection Programme.

As noted above, the CP results framework was revised in 2008-09. UNICEF programmes are typically expected to respect the outcomes envisaged and planned with the government during the CPD planning process. A review of the vertical and horizontal logic of the revised CP results framework reveals some shortcomings that limit its potential utility as the basis for monitoring and reporting UNICEF BCO performance in child protection. These include:

- **Certain indicators do not measure their related outcome or output:** One of the most significant examples of this problem relates to outcome 3.5 in the revised framework,⁷³ *adolescents, their families and communities adopt practices to reduce child marriage, dowry and other forms of abuse, exploitation and violence against girls in selected districts*. This outcome specifies the adoption of practices, but the indicators measure the number of adolescents who receive life-skills and livelihood training. Although access to or enrolment in training can be measured, this cannot be equated with the adoption of practices. This tendency to equate access to training with knowledge acquisition and practice of skills is repeated in other parts of the revised framework. In addition, while BCO’s child protection strategy is to support institutional, legislative, policy and social norm changes in Bangladesh, the outcomes focus on the numbers of children benefitting from the support provided, rather than, for example, on the adoption, institutionalization of policies and/or systems, and/or the development, adoption, replication and

⁷² UNICEF Bangladesh. (August 2011). UNICEF Bangladesh Child Protection Strategy 2012-2016.

⁷³ Here we refer to the fifth outcome in the results framework which is erroneously labelled as Expected Outcome 3.4.

institutionalization of systems and/or programmes to address the specific needs of children in Bangladesh.

- **Vague output statements:** some outputs are worded imprecisely, which makes it difficult to develop useful indicators and measure progress (e.g. output 3.4.2 *communities knowledgeable of actions to protect children*, and output 3.4.7 *children's protection rights during emergencies addressed*)
- **Lack of baseline data** – Few of the outputs in the revised framework have targets, and none have baseline data on which to measure progress.

Addressing these shortcomings (e.g., including targets and baselines for all outputs, and reducing the scope of some output statements, making sure that indicators measure their related outputs or outcomes) would improve the overall programme design and allow for better assessment of progress and success.



5.3.2 Relevance

Finding 17: The Child Protection Programme objectives are highly relevant to the Bangladeshi context and needs of children. They are closely aligned with the GoB's stated priorities, complement the priorities of bilateral donors and civil society, and address UNICEF corporate priorities for child protection.

The Child Protection Programme contributes to National Priorities 1, 4, 5 and 6 in the UNDAF and their corresponding outcomes⁷⁴, and to as MDGs 1, 3 and 6.

Relevance to international agreements

The objectives of UNICEF's Child Protection Programme are highly congruent with international agreements. UNICEF's rights-based approach to protecting children from violence, abuse and exploitation is aligned with the priorities of the UN Convention on the Rights of the Child (CRC) and its two Optional Protocols, which were ratified by Bangladesh. CRC principles are reflected in the three key areas of UNICEF's CP programme: Policy Advocacy and Legislative Reform, Protection of Children at Risk, and the Empowerment of Adolescents.

Addressing child protection is a complex issue requiring diverse responses, and there is growing recognition of the links between child protection and development outcomes. UNICEF's CP programme mirrors the priorities expressed in the Millennium Declaration's section on Protecting the Vulnerable, which calls for the ratification and full implementation of the CRC and its optional protocols on the sale of children, child prostitution and child pornography. Child protection is a cross-cutting theme linked to MDG 1, 3, and 6, and is a necessary precursor to the fulfillment of other human rights and development outcomes. For example, child marriage impacts MDGs related to both gender equality and education, and early marriage and premature childbearing are associated with high rates of maternal mortality and child malnutrition.

UNICEF's efforts in CP 2006-11 to implement a more holistic, systems-wide approach and work closely with local stakeholders and the government support Paris Declaration aid effectiveness principles of increased local ownership and donor alignment with national development plans.

⁷⁴ Government of Bangladesh-UNICEF Country Programme 2006-2010 Mid-Term Review (December 2008)

Relevance to Bangladesh national priorities, development plans and needs

UNICEF's CP programme objectives are well aligned with GoB policies, legislation, and priorities for children's rights. These include the National Child Policy (2011) and the Children Act (awaiting enactment, 2011), the National Child Labour Eradication Policy (2010). Although these policies reflect the GoB's commitment to child protection, Bangladesh still faces challenges in the translation of these policies into laws, as well as the harmonization and enforcement of laws.

Relevance to UNICEF's priorities and niche

UNICEF CP programming in Bangladesh strongly reflects UNICEF's evolving corporate priorities and niche in the area of child protection. The UNICEF Child Protection Strategy builds upon an extensive international normative child protection framework to accelerate the actions that strengthen a protective environment for children. Bangladesh CP programming priorities reflect key issues in Bangladesh related to child protection including child trafficking and child labour, child marriage, birth registration, and the review and harmonization of child protection laws with international child rights standards.

Relevance to UNDAF priorities in Bangladesh

UNICEF CP objectives are congruent with the priorities of the 2006-2010 UNDAF. While other country priorities are elaborated more explicitly in the 2006-2010 UNDAF, child protection objectives are embedded in a number of areas throughout the UNDAF document. The objectives of UNICEF's CP programme contribute to five of the six national priority areas addressed under the UNDAF: Democratic Governance and Human Rights; Education and Pro-poor growth; Social Protection and Disaster Risk Reduction; Gender Equity and Advancement of Women; and Prevention and Protection against HIV/AIDS.⁷⁵

- Democratic Governance and Human Rights (Priority One) recognizes the importance of the human rights of children, women, and vulnerable groups in strengthening democratic governance. The elimination of the worst forms of child labour, trafficking in women and children, and the enactment of compulsory birth registration are identified as necessary precursors to the fulfillment of other rights.
- Education and Pro-Poor Growth (Priority Three) includes a focus on advocacy and support to reduce child labour and to eliminate hazardous practices
- Social Protection and Disaster Risk Reduction (Priority Four) identifies key target populations including women and children, among other groups. The UNDAF proposes that children in conflict with the law no longer be tried in adult courts and that the process be guided by the best interests of the child. It also recommends training service providers and local authorities to deal with the most vulnerable individuals, including street children, institutionalized children, vagrant children and women, and survivors of trafficking, among others.
- Gender Equity and Advancement of Women (Priority Five) is centered on the reduction of discriminatory practices and pursuit of equity and empowerment for women and girls. Areas pertaining to child protection include early marriage, school enrolment, discriminatory practices such as dowry, violence, trafficking and abuse, as well as empowerment of women and girls to make decisions about their reproductive health and reproductive rights.
- Prevention and Protection against HIV/AIDS (Priority Six) targets vulnerable groups in HIV/AIDS prevention. An HIV/AIDS component is included in UNICEF's life skills training for adolescents.

⁷⁵ The other priority is Health, Nutrition and Sustainable Population.

Relevance to donor priorities in Bangladesh and the region

UNICEF priorities are somewhat aligned with other donor priorities in Bangladesh and the region. While bilateral donors tend to focus on traditional sectors (e.g., health and nutrition, water and sanitation), UNICEF has a distinct niche in enhancing the protective environment for children. Even among donors who focus on children, child protection is often not explicitly articulated as a developmental priority. For example, CIDA's Children and Youth programming in Bangladesh places an emphasis on education, gender equality in education, health care, and maternal health, rather than child protection.

5.3.3 Effectiveness

As a basis for assessing the effectiveness of the Child Protection Programme, the Evaluation Team used the expected results presented in the CPAP Results and Resources Framework for the Child Protection Programme (revised in 2008 and implemented in 2009). Actual results were taken from the Consolidated Results Report 2006-2011 and internal BCO annual reports on the progress of the Child Protection programme, unless otherwise indicated.

It was difficult for the Evaluation Team to assess the effectiveness of the CP Programme because of the following issues:

- limitations inherent to the Child Protection Programme Results Framework (e.g., the lack of consistent or appropriate indicators, targets, and baselines to measure several outcomes and outputs);
- the lack of systematic monitoring of outputs; and
- limitations in the quality and quantity of information available in reports: reports that do not always report consistently on the existing indicators. They are predominantly written in a passive voice, often citing numbers of beneficiaries or activities/actions but without indicating UNICEF's role or contribution in these achievements. There are also several discrepancies between annual internal CP reports on the numbers of beneficiaries or the types and numbers of activities accomplished. Finally, results reported tend to align with individual project outcomes and outputs rather than with programme-level outcomes.

Programme Level Achievements

Finding 18: The CP Programme has realized several planned CPD 2006-11 outputs over the period. It has had relatively modest success in realizing planned outcomes.

The review indicates that several important planned outputs have been realized (including various changes in the Bangladeshi policies, legislative and enforcement systems and several instances of action research, modelling and direct services to support the rescue of children, their recovery and reintegration), however there is limited evidence of progress towards outcomes. Selected highlights of UNICEF BCO contributions are outlined below.

Outcome 3.1: Children protected through more effective child rights-based policies, legislative and enforcement systems (re-focused programme area: comprehensive child protection policy)

There is evidence that this outcome has been partially achieved.

Interviews with key stakeholders in July 2011 and a review of several reports⁷⁶ indicate that UNICEF support has been critical to the review, revision and/or development of several key policies and acts over

⁷⁶ UNICEF Bangladesh (2011) Consolidated Results Report 2006-2011; UNICEF (2011) Bangladesh Thematic Child Protection Report; GoB-UNICEF (2008) Government of Bangladesh-UNICEF Country Programme 2006-2010 Mid-Term Review; UNICEF Bangladesh (2008) MTR of the Government of Bangladesh-UNICEF country

the period. These include the penal code, the National Child Labour Eradication Policy (2010), the National Child Policy (2011) and the Children’s Act (awaiting enactment 2011) which helped to align such laws with the CRC and other international agreements, as well as the completion of a comprehensive review of Bangladeshi legislation related to children

However, while the planned outcome emphasizes the establishment of effective systems and implementation of policies so that children are better protected in Bangladesh, these have not been realized. The above mentioned policies have only been recently introduced and it is therefore premature to expect any noticeable changes in the child rights-based policies, legislative and enforcement systems in Bangladesh. At the output level, reports point to some important successes at the output level, (such as, for example, the establishment of a juvenile justice roundtable the

UNICEF is credited with continuing to strengthen the Kishore Unnyan Kendra (KUK) initiative in 2009, which had initially been started in 2003 by Save the Children with CIDA support. The initiative is intended to reunite children in conflict with the law with their families through a series of diversionary measures.

Interviewed stakeholders pointed to UNICEF’s emphasis on the family as well as its efforts to bring all key stakeholders together to address issues in a local monthly multi-disciplinary operational team. They considered this particularly helpful and distinct from previous approaches which tended to rely on an NGO (acknowledged as a short-term measure reliant on external financial support).

increased exposure of professionals to matters related to justice for children, and the piloting of diversion measures through the Kishore Unnyan Kendra initiative – see sidebar), it is not evident if/how the benefits of such initiatives will be sustained over time, through for example, the institutionalization of training programmes in the curricula of these professionals’ training institutes or the scaling up of pilot initiatives.

Outcome 3.2: Increased number of children who have a birth certificate, which acts as a protection tool to prevent abuse, trafficking and exploitation (re-focused programme area: birth registration to prioritize children)

As of 2011, over 53 per cent of children have received birth certificates. This figure is approaching the 70 per cent target set by UNICEF BCO and compares favourably to the estimated overall birth registration rate of 10 per cent of children under five in 2006.⁷⁷

Perhaps the most visible sign of success of UNICEF’s contribution to birth registration in Bangladesh is the GoB Birth and Death Registration Act, although this is not captured in any planned results, possibly because the Act was actually amended in 2004, but only enforced in 2001.⁷⁸ Based on research and small-scale pilot interventions to study the root causes of the low rate of birth registration as well as identify appropriate strategies to achieve universal birth registration, UNICEF successfully advocated and provided the necessary support for the legal reform of the 1873 Births and Deaths Registration Act.⁷⁹ Amended in 2004 and put into force in 2006, this Act underpins the comprehensive Universal Birth Registration Strategy jointly adopted by the GoB and UNICEF since 2006.

programme of Bangladesh: 2006-2010: Child protection sector review report; and UNICEF BCO (2010) Lessons learned: Empowerment of adolescents (kishoriabhijan)

⁷⁷ http://www.unicef.org/bangladesh/children_4858.htm

⁷⁸ Government of Bangladesh-UNICEF Country Programme 2006-2010 Mid-Term Review (December 2008), p.63

⁷⁹ UNICEF BCO. (2008). Birth registration project in Bangladesh: Final Report for the Commission of the European Communities.

At the output level, UNICEF's support to the Government's on-line birth registration information system (Online BRIS) is starting to show some positive results (at the time of data collection the government reported that 28 of 63 districts had been computerized). However, interviewed GoB and other stakeholders indicate that the government lacks sufficient capacity and resources to continue to roll out computerized systems across the country, and/or to financially support, manage and maintain the quality of the birth registration systems developed to date. They point to the shortage of necessary computer technology know-how in the Ministry of Local Government, and the limited financial resources in the government to assume responsibility for the costs borne to date by UNICEF (including the purchase of computers and software as well as technical assistance, staff training and other related costs).

Information provided by

UNICEF BCO in November 2011 indicates that UNICEF has plans to continue supporting MoLG in 2012-16 (see sidebar). At the time of finalizing this report, the Evaluation Team did not know the detailed plans for GoB taking responsibility for financing this cell, nor UNICEF-GoB measures to support sustainability and institutionalization of the cell by GoB in the long term (which would include a UNICEF exit strategy). In light of findings about sustainability of outcomes (see section 5.3.4 below) it would be helpful if UNICEF BCO took the opportunity to clarify these now during the planning and design stage.

No progress was reported for the second output under this outcome: *community mechanisms operational in supporting caretakers to register children in selected areas*.

Outcome 3.3 Capacity of Ministry of Social Welfare, DSS is strengthened in the areas of child-related information gathering, analysis and dissemination; monitoring of social services; rules, regulations and policy development related to alternative care for children, counter-trafficking of children, social protection of children.

There is evidence of progress towards three of the four outputs under this outcome.

Concerns about the Birth Registration System, July 2011

Those interviewed indicated that the government was considering amending the Birth Registrations Act so that it could charge a user fee to those registering births, and noted that such a move might have a negative effect on birth registrations. They also noted that while the Ministry had recently developed a proposal to establish a Birth Registrar General's Office with 36 staff, it was unclear if and when this might be approved. They noted that the GoB would require continued financial support from other donors should UNICEF discontinue its support post 2011.

Others shared concerns about the government's capacity to monitor and audit established systems for their effectiveness, efficiency, quality and/or reliability. They also noted the needs for institutionalized checks and balance to identify and eliminate obstacles that might prevent people from registering births (e.g., local government charging additional fees or imposing extra requirements such as the father's signature).

Update at November 2011

UNICEF BCO reports that MoLG is currently establishing a cell for Birth Registration; additional staff have been recruited including an IT expert and a programmer to ensure maintenance of the Birth Registration Information System. In addition, the project director has been nominated as deputy secretary for the MoLG.

UNICEF also reports that a strategy for the use of birth certificate (focusing on early marriage but to be adapted to other CP issues such as justice for children and child labour) has been developed and endorsed after consultation with different concerned actors from the GoB and civil society.

Finally, it reports that in 2012-2016, UNICEF BCO's Child Protection Programme will focus on support for institutional strengthening and strategy implementation.

- 3.3.1: UNICEF is supporting MoSW in establishing a Child Protection Information Management System. This included support for developing relevant indicators to be measured, as well as assessing existing practices and capacity for data collection and analysis. An IMS assessment completed in January 2011 concluded that the lack of human resources with monitoring and evaluation and IT skills will make it difficult to establish a database at DSS. UNICEF will now support the provision of technical assistance to DSS to develop and operational the envisaged case management sub-system.
- 3.3.2: UNICEF is working with three institutions on designing and modelling a minimum package of services as part of its overarching aim to transform institutional care, and build capacity for the promotion of alternatives to institutional care.

Child protection models

With regard to consolidating models on Child Protection (Output 3.3.4) UNICEF supports two key projects that focus on the development, application, and replication of successful models of Child Protection. These are i) “Amader Shishu”, a community based child protection program managed by DSS that provides cash transfers to support community based care for orphans and vulnerable children; and ii) the project “Protection of Children At Risk” that is targeting vulnerable children in urban areas most of whom are working in the street.⁸⁰

Notable accomplishments to date include the development of a community child protection mechanisms model, the definition and modelling of a minimum package of services for children, the piloting of a social centre in Dhaka which included a popular 24 hour helpline and mobile team. It also includes the development of the AmaderShishu OVC model with the Departments of Social Welfare which provided monthly cash transfers to foster families of cyclone victims. This model has since been extended to urban Dhaka slums with MOWCA.

Training programmes

UNICEF supported the development of a proactive social work curriculum on Basic Social Services Training (BSST) and Professional Social Services Training (PSST), which was well received by the 475 government officials, NGO social workers and police offers who were trained on these modules.

See also sidebar. No progress was reported under Output 3.3.3.

Outcome 3.4: Direct responses are given to key problematic Child Protection issues (re-focused programme area: comprehensive child protection system)

It is very difficult to assess progress towards this outcome as no clear baselines or targets were set for it.

In addition, 168 children who had been trafficked to UAE for camel racing and 500 who had been trafficked to India were repatriated. The sole outcome level indicator associated with this outcome is *the number of children receiving direct services*, which suggests that it is focused on service delivery. However, this is not entirely congruent with the planned outputs. While outputs 3.4.4 and 3.4.6 do focus on service delivery and support to children during emergencies (see sidebar for some examples), other outputs instead focus on the development of models of child protection (presumably for testing and

Children receiving direct services (some examples)

Over the course of the CP Programme, UNICEF reports that almost 70,000 orphans and vulnerable children (OVC) have been provided with a comprehensive package of community-based social protection services, while 5,500 Bangladeshi children as well as 4,000 Rohingya refugee children from Myanmar have received psychosocial support in disaster-prone areas.

⁸⁰ While relevant in relation to the Output, it is not fully clear how the latter project contributes to the overarching Outcome.

replication as appropriate) and other interventions intended to ultimately create a child protection system in Bangladesh, including enlightened communities, and capacitated government institutions so that they are better able to address child protection issues such as child trafficking and child labour (see sidebar).

While UNICEF is clearly paying attention to more systems approaches, it is not evident that the design of CPD 2006-11 initiatives paid sufficient attention to supporting the institutionalization and/or replication of such investments. The general tendency has been to develop valued outputs (e.g., BSST and PSST training modules), and worry about institutionalization later, rather than ensuring that there is demand, ownership and a clear home for these outputs from the start.

A final comment relates to the large variety of discrete projects housed within this outcome, which together address a large number of child protection issues. While this approach permits UNICEF to support child protection needs in a variety of contexts and venues, it also means that UNICEF is spreading relatively limited resources over many initiatives, and has few opportunities to invest deeply in targeted priority areas. This approach reflects both CP funding realities throughout the 2006-11 period (i.e., its high dependence on relatively small, tailor-made grants from UNICEF National Committees) as well as the BCO “project-focussed” approach until 2009.

Livelihood training

The target of delivering livelihood training to 50,000 adolescent girls fell short severely, with only 1,780 girls having received training by 2010, and only an anticipated 5,000 girls to receive training by the end of the country programme. The number of adolescents that actually received training was reported in the 2010 lessons learned, but not in the 2011 consolidated results report.

Reviewed reports note that many participants faced challenges in finding a livelihood after the training, as the training emphasized traditional skills which tended to overcrowd already burdened local sectors. Although addressed later in the programme with the introduction of non-stereotyped and sustainable livelihood options, there were no mechanisms to assess the livelihood needs of or pressures on the child based on their household situation, nor to monitor and follow-up on job-placement after completion of the training programme.

Similar problems were observed in the vocational training component in drop-in centres for the Protection of Children at Risk project of the comprehensive child protection system re-focused programme area.

Outcome 3.5: Adolescents, their families and communities adopt practices to reduce child marriage, dowry and other forms of abuse, exploitation and violence against girls in selected districts)

The sole indicator for this outcome is *the number of adolescents who access peer education for life skills*. According to reviewed reports, up to 50 per cent of the planned number of adolescents (500,000, 60 per cent girls) have accessed life-skills training.⁸¹ However, this achievement does not necessarily provide the evidence required to indicate that the outcome has been realized, i.e. adolescents have adopted practices to reduce child marriage, dowry or other forms of exploitation and violence against girls in selected districts.

The first output under this outcome aims at having 100,000 adolescent girls and boys in selected areas skilled in supporting peers with life skills. While UNICEF reports that almost 500,000 adolescents are practicing life skills to support peers to protect themselves from abuse, exploitation, HIV/AIDS, child marriage and dowry as of December 2010, it also points out that this number likely overstates the achievement, and that there is no system currently in place to determine exact numbers of those new to or continuing in the programme. Moreover, there is no evidence provided that the provision of livelihood training to girls has led to this outcome, suggesting a break in the logic of the initiative.

⁸¹ This figure may be artificially inflated, as it represents the total number of adolescents enrolled in the training programme each year, and many adolescents remained in the programme for two or three years (UNICEF Bangladesh. [2011]. Consolidated Results Report 2006-2011).

Other planned outputs are intended to support networks at the community and family levels (output 3.5.2) and enhanced skills among government representatives and NGOs related to adolescent issues (output 3.5.4). A final output is focused on the generation of research on adolescent related issues (output 3.5.3). While a significant number of activities have taken place (see sidebar) related to these outputs, it is not evident which of these will be sustained or institutionalized over time, and/or how they will support the overall outcome, again suggesting a disconnect .

Outcome 3.5 related activities

Approximately 175,000 mothers' meetings, 130,000 fathers'/parents' meetings,⁸² and 6,000 community meetings have been held through 2,930 Adolescent Centres (support network forums).

Close to 9,000 social interventions have been made against cases of early marriage.

Three adolescent-related studies were conducted, and over 350 government officials and secondary school teachers were trained on monitoring activities for adolescents.

Finding 19: There is a significant disconnect between what UNICEF has been implicitly trying to accomplish in the BCO Child Protection Programme since 2008 and what the results framework describes and UNICEF reports as its outcomes.

A review of UNICEF BCO's revised child protection results framework in the context of what UNICEF BCO staff report that they have been trying to accomplish over the past few years suggests that the revised framework is perhaps not the best basis for assessing the programme's real accomplishments or outcomes over the period.

While UNICEF BCO's implicit child protection strategy is to support institutional, legislative, policy and social norm changes in Bangladesh, three of the five outcomes in the framework (Outcomes 3.2, 3.4 and 3.5) focus on the numbers of children benefitting from the support provided, rather than, for example, on the adoption, institutionalization of policies and/or systems, and/or the development, adoption, replication and institutionalization of systems and/or programmes to address the specific needs of children in Bangladesh. The latter types of results are instead included in the revised results framework as (short-term, intermediary) outputs rather than (longer-term) outcomes.

The evaluation team feels that the proposed planned outcomes are inappropriate for a few reasons:

- As currently defined, the planned outcomes under-estimate the inherent challenges and obstacles (as discussed earlier in this chapter) to their accomplishment within the programme period. Before such outcomes can be realistically realized, many institutional, social norm and legislative changes in Bangladesh must occur first to pave the way for these desirable effects to be realized.

⁸² According to the Consolidated Results Report 2006-2011, 177,978 mother's meetings and 128,038 father's/parent's meetings through 2,930 forums were held, whereas the UNICEF BCO 2011 Thematic CP report and the lessons learned report on the EOA project state that 59,402 mothers and 33,291 fathers had participated in 1,379 community meetings. It is not clear if UNICEF is reporting the number of meetings held or the number of participants attending the meetings. There is a further discrepancy between the numbers quoted in these reports and those in UNICEF's 2011 progress report to the German Committee for UNICEF on Child Protection & Strengthening Psychosocial Services for Survivors of Acid Attacks, which states that 147,775 parents and community members (67,858 mothers and 45,369 fathers) participated in around 23,662 mothers' and 8,936 fathers' sessions.

- This approach can leave the impression that the numbers of children assisted are the performance “drivers” in the period covered by the programme, rather than, for example, the establishment, adoption and sustainability of long term solutions to the child protection challenges in Bangladesh. The problem with an over-emphasis on the numbers of children in the short run is that such an output can inadvertently contribute to the adoption of short-term, quick-fix, but frequently unsustainable activities.

Clarifying UNICEF priority outcomes

A concrete example is outcome 3.2 that is described as an increased number of children who have a birth certificate. Reviewed reports compare planned to actual targets, but pay insufficient attention to the various weaknesses in the current system and various challenges being faced by GOB in institutionalizing and maintaining an effective birth registration system in the country.

A reader must sort carefully through the reported outputs to find evidence that UNICEF is actually implementing the strategy described above. Moreover, such accomplishments are not reported in the UNICEF BCO overall cumulative results summary, which inadvertently diminishes their importance.

The absence of clear and appropriate outputs and outcomes can contribute to some ambiguity about what results are to be achieved, and may explain what is reported above as UNICEF’s relatively modest success in realizing planned outcomes over the period. This matter is discussed in section 3 on the theory of change.

Factors affecting performance

Finding 20: The BCO Child Protection Programme’s relatively modest performance vis-à-vis planned outcomes over the period reflects several important internal and external contextual challenges since 2009.

As will be described below, various internal and external contextual challenges have affected the performance of the BCO child protection programme.

Internal challenges

As noted earlier, the Child Protection Programme has witnessed major changes over the past three years. One was the **development of a new approach and strategy to child protection** in UNICEF more broadly and in Bangladesh more specifically. Such a change could not happen overnight; time was needed for UNICEF BCO staff and leadership themselves to understand and buy into the new approach, and to identify its implications for how it would operate in the short, medium and long term. In effect, they were trying to build the car and drive it at the same time. Since this approach was new (and not formally presented as a strategy until August 2011), the implications were not necessarily commonly or well-known and understood, which had implications for stakeholder buy-in, programme implementation and monitoring. Lessons had to be learned along the way.

Simultaneously, UNICEF BCO was faced with the need to educate its partners inside and outside of government (both inside and outside of Bangladesh) about the approach, and persuade them of its potential value. UNICEF staff had to identify creative ways to utilize the assets and resources it already had in hand from the beginning of CPD 2006-11 (including approved projects, relationships with partners, staff and others) in ways that would support its new strategy and approach. This meant that UNICEF needed to initiate changes in the types of projects and relationships it had with some partners as it tried to move away from old to new ways of interaction.

Moreover, while the new child protection strategy emphasized **capacity development**, UNICEF has noted limitations in this area. A recent Asia Pacific Shared Services Centre (APSSC) regional thematic

evaluation of UNICEF support to capacity development in the Asia Pacific region⁸³ noted that there is no shared understanding of what capacity development means in UNICEF nor any shared framework on how capacity development interventions at various levels can be inter-related in practice and how inter-related capacities contribute to results for children and women in a verifiable way. The report also highlighted some common capacity development issues in UNICEF programmes (e.g., insufficient capacity development support to existing training institutions, insufficient attention to organizational capacity needs assessments). The report encouraged UNICEF offices in the region to develop a strategy and action plan for enhancing national capacity development. Analysis of UNICEF's effectiveness in section 4.3.3 identifies several "missed opportunities" for institutionalizing capacity development initiatives sponsored by the child protection programme.

Another challenge related to **staff changes and shortages** in the Child Protection programme which placed increased pressure on those remaining in the programme to carry out responsibilities, and meant that there was a regular need to spend time educating newcomers to UNICEF's approach.

External challenges

UNICEF's proposed new approach required close **coordination and cooperation** among the key stakeholders particularly among government agencies.

As noted in the sidebar and Section 4.2, government ministries in Bangladesh have tended to work in isolation and inter-ministerial coordination has not been strong. While there are some important steps being taken, the absence of effective cross-

Inter-ministerial cooperation

While child protection issues in Bangladesh cut across all sectors, child protection is not the primary responsibility of one ministry but an implicit, shared responsibility across many ministries as well as civil society. It is widely agreed that much more work needs to be done within the government of Bangladesh and among various ministries to work in a more coordinated fashion vis-à-vis child protection.

ministerial coordination remains a challenge vis-à-vis child protection. Ensuring full commitment of different GoB counterparts and the high turnover of government officials continued to be challenging for overall CP programme implementation.

This poses significant challenges for the sustainability of UNICEF efforts and underlines the importance of deliberate attention and resources to address this challenge in UNICEF BCO child protection strategies. This has implications for the duration of the 2006-2011 programme and will likely have implications for the 2012-2016 programme. While this concern was acknowledged by interviewed stakeholders inside and outside UNICEF and within the GoB, there are only two brief references to this in the draft Child Protection Strategy 2012-16 (the need for institutional anchorage is mentioned in strategic area 7 and the importance of institutional capacity development in strategic area 10).

In addition, there is limited emphasis on, and coordination for, child protection within the donor community, and limited bilateral resources for same. UNICEF largely "made do" with the assets it already had. Together these challenges posed additional hurdles for the launch and implementation of the child protection strategy.

⁸³ UNICEF (September 2011) Regional Thematic Evaluation UNICEF Support to Capacity Development in Asia-Pacific (2007-10) p.vii

5.3.4 Sustainability

Finding 21: Following the 2008 mid-term review of the Child Protection Programme, the BCO took several measures to address sustainability concerns. However, potential sustainability has been limited by the historical focus on responsive projects and relatively modest attention to sustainability strategies.

As noted in section 4.3.1 on design, the original design of the Bangladesh Country Programme and the Child Protection Programme placed limited attention on the sustainability of programme results. In the CPD and CPAP, for example, there was no strategy for the sustainability of results of the Country Programme as a whole or for the results of the CP programme.

ROSA Review of the UNICEF Bangladesh Child Protection Programme (2009)

However, the (child protection) programme did not envisage for most of the projects a period of autonomization (sic), essentially due to its insufficient "interiorization" (sic) by the actors. Articulation of its components and between projects remains uncertain at this stage and overall coordination of the programme by central authorities low. (p.5)

...Support from the appropriate government body is essential to sustain (the) child protection system for overseeing the system as a whole and taking managerial responsibility for it. (p.7)

The 2008 MTR did not note any issues related to the sustainability of results of the CP programme in particular, but did highlight the importance of scale up and sustainability of the Country Programme overall, and of capacity development of national partners as an essential strategy for sustainability.

The 2009 ROSA review of the CP programme raised several concerns related to sustainability of results (see sidebar). It also provided some examples of where UNICEF was perhaps paying attention to the wrong indicators (e.g., number of persons receiving BSST training rather than the impact of such training on their abilities and ultimately on the child protection system in Bangladesh). The review also flagged several examples of outputs (such as BSST/PSST training) whose sustainability could be enhanced through collaboration with educational and training institutes.

Some of these concerns were addressed by the BCO in the 2008 revised Child Protection Programme and framework. Most notably, this has included the adoption and definition of a more holistic focus which identifies the need for attention to systemic and social norm changes in Bangladesh. Adoption of such a vision underlines UNICEF's belief in the importance of paying attention to the big picture and institutional changes and ownership, rather than focusing on activities. Specific examples include new outcomes created to place increased emphasis on the birth registration system, which would involve UNICEF's support of the computerization of the national birth registration system, the shift in focus in the children at risk project from group-specific interventions to advocacy for the development of a comprehensive child protection system with an effective referral system, UNICEF's support to capacity development and information management, and UNICEF's input into the development of a national plan of action, rules and regulations and minimum standards. However, as mentioned in Section 4.3.1 on programme design, most outputs targeting training and capacity development continue to be defined at the individual beneficiary level rather than at the organizational level, raising questions about UNICEF's sustainability strategies.

Finding 22: There is evidence of sustainability of results of CP programming at the individual level, and some limited evidence at the institutional and policy levels.

Due to the limited scope of the evaluation and the absence of UNICEF data in some areas, it is not possible to provide a comprehensive assessment of the sustainability of results achieved in the CPD 2006-11. That being said, there is evidence of sustainable results in some areas:

Individual skills and knowledge related to child protection – Interviews with participants in training programmes sponsored by UNICEF (such as the BSST and PSST) were extremely positive about the value of such programmes for their own learning and knowledge of child protection matters.

Organizational changes – One prominent example of UNICEF’s successful influence on organizational change is its project on Community-

based Work to Develop Child Protection Mechanisms project (formerly Children previously Involved in Camel Racing [CIRC]).⁸⁵ Capacity development of the Ministry of Home Affairs (MoHA) resulted in the formulation of standard procedures and a case management system for Rescue, Recovery, Repatriation and

Policies and legislation institutionalized with UNICEF’s input

- Children Act (2011)
- National Child Policy (2011) (including adolescent issues, and importance of adolescent participation in sports, as separate components⁸⁴)
- National Child Labour Eradication Policy (2010)
- Birth and Death Registration Act 2006

Integration (RRRI); a coordination structure (Task Force, Secretariat and Anti-Trafficking cell), and the development of a Criminal Data Management System (CDMS) and Victim Data Management System. UNICEF’s support to police headquarters led to the incorporation of child protection and child rights issues in their training curricula, and to their inclusion in a Masters course in Police Science in a Bangladeshi university.

However, expected organizational changes in capacity were not identified in the design of the CP Programme (in either the original 2005 design or the subsequent 2008 design). The 2008 results framework continued to define output indicators in terms of the number or percentage of individuals trained, rather than in terms of increased institutional capacity. It is therefore difficult to measure institutional change or identify progress in this area.

Policies and legislation – The CP Programme supported the development of several pieces of legislation and some policies that have been institutionalized (see sidebar) and that will likely be sustained. However, as noted in Section 2, the adoption of policies and legislation is necessary but not sufficient to ensure sustainable change. Continued attention to the implementation of policy changes is also important in measuring the sustainability of such accomplishments.

Plans for sustainability

- UNICEF’s 2010 annual report noted that the empowerment of adolescents’ model will be sustained and scaled up nationwide through the cluster approach:
- Innovative stipend pilot will be completed and evaluated to measure its effectiveness in economic empowerment of the adolescents.
- Modules related to child development will be introduced to communities, to stimulate debate, reduce social acceptance of child labour, corporal punishment and early marriage, while children will be perceived as subject of rights from 0 to 18 as per CRC.
- Partnership with the Ministry of Youth and Sport (MoYS) will be assessed to identify effective strategies for adolescent and youth participation through civil service to community and sport for development.

⁸⁴ UNICEF BCO. (2011). Sports for Development in Bangladesh: Progress Report for the UK Committee for UNICEF, p.5

⁸⁵ UNICEF BCO. (2011). Community-based work to develop child protection mechanisms in Bangladesh: Final report for Government of UAE.

Sustainability of Project Results

Some CP Programme child protection projects, particularly those designed following the 2008 MTR, pay some attention to sustainability in the project strategies. Although concept notes were not available to the Evaluation Team for all sub-projects covered under the three Child Protection projects, a review of the few concept notes, in addition to lessons learned, evaluation reports and donor reports, yielded some examples.

Empowerment of Adolescents (EOA)⁸⁶

The EOA, which is implemented by the MoWCA, was designed with some sustainability strategies: to support institutional capacity development of secondary stakeholders, advocate for a specific adolescent social policy formulation with the National Children's Council (a GoB stakeholder group), and organize an adolescent participation cluster that would bring actors together at the national level to help achieve more strategic responses and better prioritization of resources.

The establishment of an Adolescent Cluster Group to support the implementation of the Child Policy and promote policy dialogue in relation to C4D is intended to strengthen the support base with the membership of government and non-government organizations (see sidebar).

UNICEF BCO has provided technical assistance to MoWCA to establish the cluster. At November 2011 it reports that it will continue to provide required support to the cluster to accomplish its main identified tasks, which include: i) establishment and maintenance of an appropriate coordination mechanism; ii) development of a national strategy for adolescents and the harmonisation of standards of adolescent projects; iii) standard promotion and setting; iv) capacity building; v) monitoring the implementation of Children Policy 2011 part which relates to adolescents; vi) conducting collaborative research supporting and promoting adolescent issues with a focus on gender specific concerns and vii) fund raising

Evidence of sustainability of the Sports for Development project⁸⁷ can be seen in the recognition of sport activities in the adolescent clubs supported by the MoWCA in seven districts, and in the transfer of ownership of the adolescent clubs to local organizations such as BRAC and CMES. In 2011 BRAC took over the direct management of 2000 clubs, allowing UNICEF funding to extend to 56 districts in Bangladesh.

Children at Risk (CAR)

Of the several pilot projects in Children at Risk, only one was explicitly designed with sustainability in mind. The Amader Shishu OVC pilot project was designed to help the Child Protection Section define and synergize a country-specific social protection model for children, which would be used to advocate with the GoB to adopt the model and insert child-sensitive social protection in the child protection policy.⁸⁸

Two other projects, Disaster Risk Reduction Child Friendly Spaces (CFS) and Child Protection & Strengthening Psychosocial Services for Survivors of Acid Attacks, had no explicit exit strategies or sustainability measures, nor any evidence of organizational changes that would indicate future

⁸⁶ EOA was a pilot project from 2001 to 2005, and became one of the three pillars of the Child Protection Programme in the 2006 programme design. Source: UNICEF BCO (2010). Lessons learned: Empowerment of adolescents (kishoriabhijan)

⁸⁷ UNICEF BCO. (May, 2011; February, 2011). Sports for development in Bangladesh: Progress report for the UK Committee for UNICEF.

⁸⁸ MoSW DSS & UNICEF Bangladesh.(n.d.). Social protection initiative for orphan and vulnerable children: Reports on the 1st phase and 2nd phase. MoSW-UNICEF BCO. (n.d.). Action Research: Modeling social protection scheme for OVC & Alternative to Institutionalization or promoting equity through poverty reduction of OVC of Bangladesh: AmaderShishu Initiative June 2008 – December 2010.

sustainability.⁸⁹ However, the CFS project had an implicit sustainability strategy, in that the intention was for the model to be integrated and disseminated by Child Protection clusters, which would also train other organizations in replication and adaptation of the model.

Another project, Community-based Work to Develop Child Protection Mechanisms (formerly Children previously Involved in Camel Racing [CIRC]), had no obvious sustainability strategy, but did significantly influence organizational change, as discussed above.

While the CP Programme did not make any progress in institutionalizing training programmes (such as PSST or BSST) in relevant training institutions, donor reports for the Child Labour PCAR project⁹⁰ indicated that UNICEF intended to follow up with the MoSW to approve the BSST/PSST curriculum, thereby leading to mainstreaming the training module through the National Social Service Academy (NSSA), the training arm under MoSW-DSS.

While time constraints prevented the Evaluation Team from interviewing representatives of such institutions during the data collection phase, civil society observers interviewed emphasized their concerns about the longevity of such excellent programmes such as BSST/PSST given the absence of “institutional homes” for same. A similar concern about UNICEF in general was noted in the capacity development review commissioned by APSSC.

Birth registration

There is no explicit plan or strategy to sustain the results of UNICEF’s considerable investment in the birth registration system over the past ten years. While many notable results have been achieved, at the time of writing, it was not evident that UNICEF plans to support the birth registration system after 2011. Interviews with government representatives and civil society observers pointed to various challenges (see section 4.3.1.) to the sustainability of these investments. The effects of a recent announcement about World Bank support for a national computerized ID system on government support for a birth registration system are not known.

Conclusions

The BCO has to some extent addressed the 2009 ROSA recommendations in paying more explicit attention to sustainability measures. However, apart from the PCAR and the OVC pilot project, exit strategies remain largely undefined or implicit in project concept notes and reports.

The CP Programme needs to pay considerably more attention to sustainability of results in the design of CPD 2012-16, as well as in its management and reporting in the future. This will require building exit strategies into project/initiative designs, and not waiting until the initiative is almost complete to consider where it should be housed. (Looking for parents after the fact can lead to many orphaned initiatives, as the required commitment and resources are not likely to exist. This creates risks and is not a good use of increasingly scarce and valuable resources.) It will also require regular monitoring by programme managers, and reporting on the successes and challenges in supporting the sustainability of results.



⁸⁹ Rupantar. (2010). Disaster risk reduction: Child friendly spaces as social mobilization programme; and UNICEF BCO. (2011). Child protection & strengthening psychosocial services for survivors of acid attacks: Progress report for the German Committee for UNICEF.

⁹⁰ Donor reports on tackling child labour by securing a better future to vulnerable children of Bangladesh: UNICEF BCO. (2011). Final report for Swiss Committee for UNICEF; UNICEF BCO. (2011). Progress and utilization report for the Italian National Committee for UNICEF; and UNICEF BCO. (2011). Interim and utilization report for the Norwegian Committee for UNICEF.

6. Conclusions, Recommendations and Lessons Learned

This final chapter summarizes the main conclusions of the evaluation, presents recommendations that might influence CPD 2012-16, and summarizes key lessons learned.

6.1 Conclusions

BCO Programme context

In 2011, UNICEF's Education and Child Protection Programmes in Bangladesh are at different stages of evolution. They vary significantly in terms of their length of existence in Bangladesh, the maturity of their programmes, their accomplishments, their size and their value. UNICEF support for the educational needs of children dates back to the early 1970s; this contributed to its strong and positive reputation in the country today. UNICEF has been able to leverage its credibility with GoB and the development community into increasingly strategic interventions over the past few years with acknowledged success, respect and financial support.

UNICEF's Child Protection Programme, on the other hand, is in much earlier stages of development. Until 2008, it was largely issue-driven and project-focused. Since then, BCO has revised its programme strategy to make it more systems-focused, in keeping with UNICEF's 2008 corporate child protection strategy, and is consequently less known and understood in Bangladesh. In comparison to its educational counterpart, the Child Protection Programme has relatively limited access to staff and financial resources, and is generally less flexible in terms of support that it is able to generate.

Programme performance

Over the past six years UNICEF education and child protection programming objectives in Bangladesh have both been highly relevant to the Bangladeshi context and to the needs of children, particularly the most vulnerable. The programming objectives have been congruent with the priorities of GoB, UNICEF and UNDAF, and have complemented the priorities of bilateral donors and civil society.

The Education Programme has been effective in realizing most planned outcomes. It is held in high regard and has a positive reputation among consulted stakeholders. UNICEF has been able to leverage its results and resources in the education sector to obtain broader impact at the national level. Its internal strengths, programming choices, and approaches have contributed to its effectiveness in the Education Sector. Most of the constraints to effectiveness in education can be attributed to contextual causes.

The Child Protection Programme realized several planned CPD 2006-11 outputs over the period but had relatively modest success in realizing planned outcomes. This reflects a combination of factors including some overly ambitious outcomes given the internal and external contexts, as well as several challenges associated with developing and implementing a radically different strategy in the face of staff shortages, relatively few BCO staff members with experience in this new approach, and limited flexible financial resources (due to projects that were conceived and developed in an earlier era). There is a significant disconnect between what UNICEF has been implicitly trying to accomplish in the BCO Child Protection Programme since 2009 in its annual workplans and what it reports as its outcomes.

UNICEF BCO strategies contribute to the sustainability of programming at the individual level in both programmes. Sustainability of results at the institutional level is mixed in the Education Programme and modest in the Child Protection Programme. This reflects the approaches used to design and support capacity development at the institutional level as well as mixed attention in the programmes to the creation and use of sustainability strategies. Internal BCO reports and some external reports suggest that there is insufficient attention to tracking and reporting on sustainability of results on an ongoing basis. For

example, while UNICEF supports improved teacher training, no data is available to show to what extent teachers are practicing improved teaching methods in the classrooms. Analogously, while the Child Protection Programme has provided significant support for several aspects of the birth registration system in Bangladesh, there is no specific attention paid in reviewed BCO reports to the likely or actual sustainability of this system over time.

Programme management

UNICEF programme planning in Bangladesh has been adversely affected by the absence of clearly articulated theories of change, in particular in the Child Protection sector. The Education Programme design is logical and results oriented, although it lacks an explicit theory of change. One of the key benefits of having a theory of change is that all stakeholders can see and understand the logic of the entire programme and where and how their efforts will contribute to the higher level expected results. Another benefit is that a theory of change can help programme managers test and modify interventions as they evolve, and identify possible alternatives.

Over the programme review period, both the Child Protection and Education Programmes have initiated several measures to leverage UNICEF resources for the benefit of children. While the Education programme has been very successful, the Child Protection Programme would benefit from a more deliberate focus on leveraging. Both programmes fostered some valuable south-south exchanges in the past few years, which complement domestic leveraging efforts in UNICEF BCO.

While CPD 2006-11 documents emphasize convergence as a programming approach, the concept is not commonly understood among interviewed UNICEF BCO staff.

Over the programme period, there has been limited synergy between the UNICEF BCO education and child protection programmes.

Finally, UNICEF BCO's existing results planning, monitoring and reporting systems have a couple of shortcomings. One is that the system to formalize changes to results established in the CPAP needs clarification. A second is that existing monitoring and reporting systems pay insufficient attention to tracking the cumulative performance of programmes in realizing planned outputs. Given that planned UNICEF BCO outputs were generally quite significant in terms of expected achievements (e.g., decentralized primary education and management practices at school, upazila and district levels; local government and other relevant institutions operate functional birth registration system) it would seem very important to report on their cumulative achievements over time. At present, annual programme reports report on annual achievements only.

6.2 Recommendations

Throughout this report, the evaluation team made several suggestions to UNICEF BCO on ways to fine-tune its strategy and programmes in the CPD 2012-16. This section provides a summary of those suggestions along with the main recommendations of the evaluation.

Recommendation 1: UNICEF BCO should articulate clear theories of change for the Education and Child Protection Programmes in the CPD 2012-16.

Sections 3, 4 and 5 in this report flagged several limitations with the design of the Education Programme and particularly the Child Protection Programme. Both programmes would benefit from more explicit theories of change. This would require UNICEF BCO stakeholders to:

- Clarify the overall developmental objectives of each programme, ideally in each of the identified strategic areas;
- Identify key operational objectives for the programme and clarify how they are linked to developmental objectives;

- Clarify how individual investments, projects, and other activities (existing, new, or future) will contribute to the overarching objectives; and
- Identify the core assumptions underlying the programme strategy.

Based on an agreed theory of change, the BCO could develop programme results frameworks that would provide a basis for tracking progress and how individual projects contribute to overall objectives.

Recommendation 2: UNICEF BCO should continue to identify ways and incentives to support cross-programme synergies.

Chapter 3 noted the modest level of synergy that exists among BCO Education and Child Protection Programmes at the moment. There are several immediate opportunities for the two programmes to work more synergistically. One is for both programmes to explore how UNICEF's expertise in child protection can be dovetailed with UNICEF's respected relationship with the Ministry of Education to influence changes in the education sector that would support child protection in Bangladesh. One suggestion would be for both programmes to explore with the Government ways to insert BSST/PSST training in teacher education programmes.

Other concrete ways for UNICEF BCO to increase the synergy between the two programmes include: 1) to physically position an education officer in the Child Protection Programme and vice versa, with specific mandated responsibilities to identify and support cross-programme synergies; 2) to hold regular cross-programme consultations; and 3) to develop a deliberate cross-programme strategy that is built into the workplans for both sections and monitored and evaluated regularly.

If UNICEF BCO is truly interested in inter-programme synergies, it will need to re-examine existing systems and the extent to which they encourage or discourage such behaviours by individuals. This will require mechanisms (e.g., regular monitoring and reporting on cross-programme synergies) and incentives (e.g., recognition in annual performance appraisal processes and public recognition among UNICEF BCO staff) to support and encourage an integrated approach. Otherwise, despite best intentions, synergy will remain an afterthought.

UNICEF BCO would benefit from further study of this matter, with particular attention to institutional barriers and constraints.

Recommendation 3: In future, UNICEF BCO programme designs should encompass articulated strategies to support sustainable institutional development. These should include results that are clearly defined in terms of institutional development, appropriately defined exit strategies, identification of risks, and mitigation strategies to achieve sustainable results.

The evaluation found varying performance within and between the Education and Child Protection Programmes in terms of the realization of sustainable results, particularly at the institutional and policy levels in the Child Protection Programme. While these limitations are not unique to UNICEF BCO, they have had a negative effect on its performance.

Sustainability should be considered in the design of new programmes (and individual projects or investments) and monitored throughout the life of the programme. This will require UNICEF to define what sustainability will look like in institutional terms, ensure that there is strong likelihood that certain necessary requirements (such as ownership) are met, ensure that results are defined in terms of institutions (rather than only or mainly individuals), ensure that programmes include capacity development strategies to support institutional development as well as strategies to guide and determine exit. It will also require section heads to monitor and report regularly on progress and challenges encountered and to identify mitigating strategies to support sustainability of results. Finally, as part of its annual programme performance reporting, BCO programmes should report on results sustainability.

In conjunction with UNICEF HQ, the BCO should clarify, develop, and foster a common understanding, approach, and strategy to capacity development that fosters sustainable institutional development. Future capacity development support should consider how such initiatives will benefit institutions, and where longer term benefits can be realized.

Recommendation 4: UNICEF BCO should clarify the meaning and practical implications of convergence for its programmes in Bangladesh.

UNICEF BCO is rich with new ideas and strategies for enhancing its programming effectiveness. More recently, this has included a renewed emphasis on convergence. However, as noted in the evaluation, this concept is not yet fully or commonly understood by staff, leaving the possibility for mixed approaches and mixed effectiveness in implementation (as has been the case with capacity development in UNICEF). UNICEF BCO is therefore encouraged to continue to clarify this concept and strategies with staff and pay particular attention to how it is implemented.

Recommendation 5: UNICEF BCO should adapt existing results planning systems so that they provide a clear and formalized basis to assess a programme's performance over time, and should enhance and adapt existing monitoring and reporting systems to capture regular (annual) information on the cumulative performance of its programmes at both output and outcome levels.

It is commendable that UNICEF BCO has initiated measures to adapt its results framework over time to respond to contextual realities. However, it needs to have an effective system in place to formalize these changes, and ensure that they are used as the basis for future results tracking and reporting.

As noted in section 3, BCO currently tracks and reports on outputs on an annual basis, but not on a cumulative basis. The absence of such information makes it difficult to know how programmes are performing at the output level over time, which in turn inhibits trouble shooting at the programme level. The establishment and timely use of such a system could help BCO managers flag and resolve problems in timely ways. It would also provide a very valuable basis for programme evaluations, which could draw on this information as an important basis for review and validation.

6.3 Lessons Learned

This section identifies lessons from this evaluation that may be of benefit to programming for children (notably within UNICEF and the UN).

Articulating a theory of change for a programme helps all stakeholders understand the logic of the entire programme and how each of their efforts are intended to contribute to the higher level results. It can also help programme managers modify interventions as they evolve.

UNICEF programme planning in Bangladesh would benefit from clearly articulated theories of change, in particular in the Child Protection sector.

Organizational change requires strong leadership, commitment, as well as the necessary incentives, support mechanisms, and checks and balances.

While UNICEF BCO country programme priorities included capacity development, convergence, and cross-programme synergies, some of these concepts were not sufficiently or commonly understood by UNICEF BCO staff, or supported by practical guidelines or strategies, or reinforced by incentives and monitored over time. Where BCO has taken steps to do this (e.g., programme leveraging), there is visible evidence of success. Allocating clear responsibilities would help institutionalize such changes.

The results of a capacity development initiative are more likely to be sustained if the initiative is mainstreamed within the targeted entity, if it supports one-time rather than ongoing costs, if exit strategies are defined and used, if sustainability issues are identified and addressed in timely ways,

and if individual capacities are supported in tandem with institutional capacity development rather than in isolation.

In the UNICEF BCO Child Protection Programme, the absence of a clear strategy for sustainable capacity development contributed to modest sustainability of results. Corporate definitions and parameters for capacity development within UNICEF would support national strategies in this regard.

An inception phase, if planned and managed appropriately, can enhance the potential utility of an evaluation.

The inception phase of an evaluation is intended to ensure that the right questions are asked, the right methodologies used, the best sources of data identified, and the correct basis for judgement agreed to by stakeholders. This takes time – time for stakeholders to review and digest the proposed methodology, discuss and identify data sources, assemble documents, etc. Insufficient time for the inception phase can short circuit this process and inadvertently diminish the potential value of an evaluation.

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BSST PSST Final Report Review
CDW Final Concept note for CDW in Barisal, Nov 2010
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Appendix II Stakeholders Consulted

Organization	Sub-Unit	Person
Government of Bangladesh		
Ministry of Education	DSHE	DG, Training
	NCTB	Mustafa Kamaluddin and some officers involved in curriculum development
		Ms. Qurat-ul-Ain - ex Officer for ECD; MOPME
MOPME		Mujibur Rahman (PD BETHRWC)
	DPE	DG, Director Training (Joint PD)
	DPE	Rafiqul Islam (Deputy Director) for ECD
	DPE	Chowdhury Mufad Ahmed, Joint Project Director, PEDP-II
MOWCA	Bangladesh Secretariat	Mr. Md. Tariq-ul-Islam, Secretary-in-Charge, MoWCA
	Bangladesh Shishu Academy	Md. Nuruzzaman, PD, ELD Project
	Directorate of Women Affairs (DWA)	Ms. Ashrafunnesa, NPD, Empowerment & Protection of Children Project
		Md. Reaz Ahmed
Ministry of Social Welfare	Directorate of Social Welfare (DSS)	Mr. Omar Faruque, NPD, Protection and Children at Risk (PICAR)
Ministry of Home Affairs	Deputy Chief (Planning) & PD, CDCPM	Md. Anwar Hossain, Deputy Chief (Planning) & PD, CDCPM
MLG&C	Joint Secretary & PD, Birth & Death Registration Project	Mr. AKM Saiful Islam Chowdhury, Joint Secretary & PD, Birth & Death Registration Project
MLJPA	Legislative Affairs Division	Mrs. Nasreen Begum, Ministry of Law, Justice & Parliamentary Affairs, PD Policy Advocacy & Legislative Reform Project
Human Rights Commission		Chairman Mizaur Rahman OR Mr. Kazi Reazul Huq
UNICEF		
UNICEF Regional Headquarters	Regional Evaluation Chief	Ada Ocampo
BCO	Resident Representative	Carel de Rooy

BCO-PME	OIC. Social Policy, Planning, Monitoring & Evaluation (SPPME) Section	Luzma Montano
BCO Education Section		
	Chief	Nabendra Dahal
		Monira Hasan
		Shamima Siddiky
		Sayeedul Huq Milky
	ELCD	Mr. Iqbal Hossain
		Rafiqul Islam Sathi
	ELCD	Md. Nuruzaman, PD
	ELCD	Tariqul Islam Chowdhary, Director Training
	ELCD	Md. Amir Hossain Khan, Assistant Director
	Quality Education	Roohi Zakia Dewan, Consultant, Life Skills Based Education (LSBE)
	Early Childhood Development Resource Centre (ECDRC), Institute of Educational Development (IED)	Mahmuda Akhter, Head (and Steering Committee Member, ARNEC Secretariat)
BCO Child Protection Section		
	Chief	Rose-Anne Papavero
	Child Protection, EOA	Shabnaaz Zahreen,
	Child Protection, EOA	Shaila Parveen Luna
	Policy Advocacy, Child Protection	Aminul Islam Sazal
	Sports for Development, EOA, Child Protection,	Syed Imtiaz Ahmed, Project Officer
	Child Protection, EOA	Mr. Farzana Ahmed
	Child Protection	Badrul Hassan, Communication for Development Specialist
	Children at Risk, Child Protection	Asna Zareen, Project Officer
	Children at Risk, Child Protection	Shabnaz Zehreen
		Mohammad Deloar Hossain

		Ehsan (Barisal)
	Former Staff	Jamil Hassan
Donor Agencies		
EC	Child Protection	Claudia Sassi
AusAid	Education	James Jennings
CIDA	Education	Robin Ruggles and Tahera Jabeen
Netherlands	Birth Registration	Tapati Das, Violence Against Women, Embassy of the Kingdom of Netherlands
ADB	Education	Ferdousi Sultana
ILO (check with Debashish)	Education and Social Protection	Sophie Mar and the Chief Technical Advisor for the Child Labor Project
DFID	Education	Fahmida Shabnam
SIDA	BEHTRWUC; Protection	Monika Malakar
SDC	Intercooperation	Azmul Huda, (for decentralization)
UNDP	UNDP Police Reform Programme	Mominunnesa Shikha, Victim Support Expert
UNESCO		Mahbfuza Rahman
Civil Society/NGO		
Aparajeyo BD	BEHTRUWC/Child Protection	Wahida Banu
BRAC	Bangladesh ELCD Network (BEN)	Dr. Manjoor Ahmed, Chairperson (and Senior Adviser, Institute of Educational Development (IED))
BRAC	Programme Manager, Education	Rashida Parveen
	Director, BRAC Education	Dr. Shafiqul Islam
Ain-O-Salish Kendra		Sultana Kamal
BLAST		Sara Hossain
Drop-in-Center (DIC) Girls		Staff and 25 girls at the DIC
Child Friendly Space (CFS)		Two teachers and approx. 25 boys and girls
Three Learning Centers (BEHTRWC and Social Protection)		Approx. 25 boys and girls at each LC
CCT, DWA Training Room		14 Social Workers
		PICAR Coordination Committee
Networks		
BEN	ECD/Education	Ms. Mahmooda Akhtar
CAMPE		Rasheda K. Chaudhry (for both BEHTRUWC and PEDP)

Operational Multidisciplinary Team	Assistant Director, Child Development Center, Jessore	Mr. Rezaul Haque
		Md. Shahadat Hossain, Social Welfare Worker; Advocate
		Setara Khatoon, Vice Chairman, Sadar Upazilla, Jessore
		Md. Abdul Wahab, House Parents ???, Jessore
		Md. Reazul Haque, Assistant Director, JDC, Jessore
Others		
Consultant	BSST+PSST	Ishrat Z. Sultana
Member new education policy		Dr. Q.Khaliqz zaman (BEHTRUWC)
Consultant	Education	Roohi Zakia Zaman
ADC (Education and ICT)		Shefina Begum, in charge of the Taskforce for children in conflict with the law and Focal point of the diversion project

Appendix III List of Findings

- Finding 1: Over the programme period, there has been limited synergy between the UNICEF BCO Education and Child Protection Programmes.
- Finding 2: UNICEF programme planning in Bangladesh has been adversely affected by the absence of clearly and explicitly articulated theories of change.
- Finding 3: Over the programme review period, both the Child Protection and Education Programmes have initiated measures to leverage UNICEF resources for the benefit of children. The Child Protection Programme would benefit from a more deliberate focus on leveraging in the future.
- Finding 4: Both the Education and Child Protection Programmes fostered some valuable south-south exchanges in the past few years, which complement domestic leveraging efforts in UNICEF BCO.
- Finding 5: While CPD 2006-11 documents emphasize convergence as a programming approach, the concept is not commonly understood among interviewed UNICEF BCO staff.
- Finding 6: UNICEF BCO systems to revise its planned results over time lack sufficient formality and its monitoring and reporting systems pay insufficient attention to tracking the cumulative performance of the Education and Child Protection Programmes in realizing planned outputs.
- Finding 7: The Education Programme design is logical and results oriented, although it lacks an explicit theory of change.
- Finding 8: The 2005-2010 BCO Education Programme was designed using a participatory, needs-and evidence-based approach.
- Finding 9: The Education Programme objectives are highly relevant in both the national and international contexts, and respond to UNICEF and UNDAF priorities.
- Finding 10: According to reviewed documents, the Education Programme has been effective in realizing most planned outcomes of CPD 2006-11.
- Finding 11: The UNICEF BCO Education Programme is held in high regard and has a positive reputation among consulted stakeholders.
- Finding 12: UNICEF's internal strengths, programming choices, and approaches have contributed to its effectiveness in the Education Sector. Most of the constraints to effectiveness in education can be attributed to contextual causes.
- Finding 13: UNICEF has been able to leverage its results and resources in the education sector to obtain broader impact at the national level.
- Finding 14: UNICEF BCO strategies contribute to the sustainability of education programming at individual levels. It has had mixed success at institutional levels.

- Finding 15: The BCO Child Protection Programme as designed in 2005 reflected UNICEF's issue-driven, project-focused approach at that time. Since 2008, the BCO has revised its programme strategy to make it more systems-focused, in keeping with UNICEF's corporate strategy.
- Finding 16: Some shortcomings in the revised results framework limit its potential utility as the basis for assessing, tracking, and reporting on the performance of the UNICEF BCO Child Protection Programme.
- Finding 17: The Child Protection Programme objectives are highly relevant to the Bangladeshi context and needs of children. They are closely aligned with the GoB's stated priorities, complement the priorities of bilateral donors and civil society, and address UNICEF corporate priorities for child protection.
- Finding 18: The CP Programme has realized several planned CPD 2006-11 outputs over the period. It has had relatively modest success in realizing planned outcomes.
- Finding 19: There is a significant disconnect between what UNICEF has been implicitly trying to accomplish in the BCO Child Protection Programme since 2008 and what the results framework describes and UNICEF reports as its outcomes.
- Finding 20: The BCO Child Protection Programme's relatively modest performance vis-à-vis planned outcomes over the period reflects several important internal and external contextual challenges since 2009.
- Finding 21: Following the 2008 mid-term review of the Child Protection Programme, the BCO took several measures to address sustainability concerns. However, potential sustainability has been limited by the historical focus on responsive projects and relatively modest attention to sustainability strategies.
- Finding 22: There is evidence of sustainability of results of CP programming at the individual level, and some limited evidence at the institutional and policy levels.