



FINAL REPORT

Chars Livelihoods
Programme - Bangladesh

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Table of Abbreviations

ATP	Asset Transfer Programme
BKMEA	Bangladesh Garments Manufacturers and Exporters Association
BMET	Bureau of Manpower, Employment and Training
BMI	Body Mass Index
CDOs	Community Development Officers
CFPR	Challenging the Frontiers of Poverty Reduction Programme
CI	Corrugated Iron
CLP	Chars Livelihoods Programme
CSK	Community Health Volunteers (<i>Char Shasto Karmis</i>)
DFID	Department for International Development
DFIDB	DFID Bangladesh
FIVDB	Friends in Village Development, Bangladesh
GoB	Government of Bangladesh
IEP	Infrastructure Employment Programme
IML	Innovation, Monitoring and Learning Division
IMO	Implementing Organisations
LSPs or Paravets	Livestock Service Providers
MFIs	Micro-finance institutions
Monga	A Bengali term meaning acute Seasonal Hunger mainly between mid September and mid December.
MP	Member of Parliament
MSP	Maxwell Stamp PLC
MUAC	Mid-Upper Arm Circumference
NGO	Non Governmental Organisation
SD	Standard Deviation
SHC	Satellite Health Clinics
TK	Bangladeshi Taka
Union	the lowest administrative unit in the rural areas of Bangladesh – below Upazilla
UP	Union Parishad
Upazilla	the second lowest level of administrative government in Bangladesh
Village / Para	is a Bengali word (পাড়া) which means a neighbourhood or locality, usually characterised by a strong sense of community
VSLA	Village Savings and Loans Associations

1. Introduction

The Chars Livelihoods Programme (CLP) was a £50 million programme working to improve the livelihoods of extremely poor households living on erosion-prone islands in the Jamuna River in Bangladesh. Programme implementation ran from March 2004 to March 2010. The programme was sponsored by the Rural Development and Cooperative Division, Ministry of Local Government, Rural Development and Cooperatives, Government of Bangladesh (GoB). The programme was funded by the UK Department for International Development (DFID).

DFID approved a Concept Note for the CLP in 2001. Following an open competition, Maxwell Stamp was contracted and implementation started in 2004 with the purpose of achieving "improved livelihood security for poor vulnerable women, men and children living within the riverine areas of five districts of the northern Jamuna".

This report sets out the key programme activities, the series of lessons learnt and the most important impacts throughout the life of the programme. It draws out those innovative aspects of the CLP approach that were crucial to its success. The report is structured into a number of sections and these are given in the box below. This is the Completion Report of CLP1. CLP2 has now been contracted and is currently in its Inception Phase. During the first year of CLP2, DFID is contracting an Independent Impact Assessment of CLP1 and seeking to draw out further lessons so as to feed into the future structure of CLP2.

Report Structure

Section 1: Introduction and Executive Summary (Chapters 1 and 2)

Section 2: Context and Design (Chapters 3 to 7)

Section 3: The CLP Approach and Implementation Related Matters (Chapters 8 to 14)

Section 4: Outcomes, Results and Conclusions (Chapters 15-20)

2. Executive Summary

Phase 1 of the Chars Livelihoods Programme worked in five districts of North-West Bangladesh to improve the livelihoods of extremely poor households living on erosion-prone islands in the Jamuna River.

The Jamuna chars (islands) are home to some of the poorest and most vulnerable households in Bangladesh. The chars are prone to annual flooding during the monsoon. Access to the mainland is by boat for all or most of the year.

The design of Phase 1 ran from 2001 to 2004. The design team had detailed consultations with Government and other partners, with a strong participation of char dwellers. At the heart of the £50 million programme was a commitment to providing targeted infrastructure, strengthening the "voice" of poor char dwellers and building the capacity of Government to deliver basic services. Maxwell Stamp was contracted as the managing agent in 2004 for the implementation of the programme.

The CLP ethos is simple: to consult with poor households and communities and then concentrate on a few priorities that make a real difference to the lives of the poorest; implementing these efficiently and "to scale". The priorities for Phase 1 were to increase the incomes and improve food security for the poorest households, to reduce vulnerability to floods, "*monga*"¹ and water-borne diseases and improve to social wellbeing.

CLP uses a methodology of discussion, pilot, learn, modify and scale up.

The result was a large-scale but innovative programme to improve the livelihoods of the 900,000 island char dwellers of the five districts in which it worked. At the core of this programme was the objective of lifting the poorest 55,000 households (some 250,000 people) out of extreme poverty. CLP Phase 1 was managed by Maxwell Stamp PLC, an international private sector Agency and implemented by national NGOs and, to a lesser extent, by Government. The programme was sponsored by the Rural Development and Cooperative Division, Ministry of Local Government, Rural Development and Cooperatives, Government of Bangladesh (GoB). The programme was funded by the UK Department for International Development (DFID).

For the 55,000 participating households, the transfer of productive assets (the majority of recipients chose cattle) supplemented with a monthly household stipend for 18 months was at the core of the programme. The overwhelming majority of assets went to women; wives and female heads of household.

In addition, the 55,000 core participants were:

- Given support for the development of social capital through group formation and an 18-month programme of capacity building and social bonding, initially around asset selection and management;
- Able to participate in up to 60 days of employment (depending on the year) on public works offered annually during the "*monga*" period;
- Provided with a safety net payment during the "*monga*" season for those unable to work.

¹ A Bengali term meaning acute Seasonal Hunger mainly occurring between mid September and mid December.

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Further, the 55,000² core participant families and up to 45,000 other poor families (depending on activity):

- Had their homes raised on plinths above record flood levels;
- Received latrines and, where required, tube-wells for these families, and
- Were given support for livelihood activities such as homestead gardening.

It is likely that all 900,000 residents of the island chars benefited from other CLP activities to promote enterprise development and improve access to markets, savings and credit, including the establishment of Village Savings and Loans Associations.

Although illness and lack of education are key drivers of extreme poverty in Bangladesh, the CLP did not have the capacity or funding to run health and education programmes that could cover the entire population on the chars of the five districts. Access to health and education are crucial in the medium-term but the immediate priorities for the extreme poor (such as knowing where the next meal would come from) were tackled first. However, the CLP explored options for improving access to health and education services in a situation where Government provision is inadequate and thus "piloted" a Primary Health Care and Family Planning Project and a Non-Formal Primary Education Project.

CLP was committed to operate at scale but not compromise on quality. The CLP introduced several innovations to improve the effectiveness of implementation and to prevent the misuse of funds. These included: the use of modified accountable grants with implementing NGOs and a "zero tolerance" policy on corruption with Government and NGOs; independent verification of core participating households and of input delivery; customer satisfaction surveys; affidavit surveys³ and the use of rolling baselines. The Innovation, Monitoring and Learning Division (IML) managed the large Beneficiary Registration Database; crucial for measuring changes at household level. It established a user-friendly website and commissioned or carried out more than 45 baseline and impact studies.

The CLP has achieved its Phase 1 objectives and has made a significant contribution to the "targets" in DFIDB's Country Plan. Specifically:

- The incomes per person per day of Phase 1 core participating households, adjusted for inflation, had increased by 66% two years after direct CLP support, and are still rising;
- Total asset values of Phase 1 core participating households were 2,721 Tk⁴ on entry into the asset transfer programme. Between 2008 and 2009, when no longer receiving direct CLP support, asset values had increased on average to a total of 51,322 Tk (after adjusting for inflation and including the value of the asset transferred);
- Vulnerability to flooding was greatly reduced. Only 6% of plinths were completely eroded during the serious flooding of 2007 and only 660 Asset Transfer Programme (ATP) families left their home villages out of a total of 11,200 surveyed families⁵;
- For early recruits into the asset transfer programme, the use of latrines by children

² The logical framework gives a target of 50,000. 55,000 was the number achieved.

³ Affidavit surveys involved the collection of signed questionnaires (or statements) from programme participants that feel that a third party tried or succeeded to extract funds or favours from them illegally. They were particularly used when customer satisfaction surveys indicated the likelihood of significant attempts of corruption at the field level by field staff or local government..

⁴ Although the exchange rate between the UK Pound and the Taka varies over time, for the sake of simplicity, the reader can assume that 100 Taka equals approximately one Pound Sterling.

⁵ At the time of the floods in 2007, 11,200 households had received their assets.

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- increased from 31% to 76% and for adults from 50% to over 80%;
- Vulnerability to water-borne diseases was reduced with only small increase in childhood diarrhoea during the 2007 floods (10% compared with a baseline of 4%). Anecdotal evidence suggests that the chars were the only flooded areas of Bangladesh not to declare serious diarrhoeal outbreaks;
- By 2009, vulnerability to food insecurity and hunger had been reduced overall from an average of 35% to 9% for core participating households;
- In 2009 there were significant and positive differences in the nutritional status of women and children recruited early into the programme over later recruits, for example:
 - Over the four nutritional surveys, children of early recruited (ATP 1 and 2) CLP families were consistently 1.3 times less likely to be stunted than children of later recruited families (ATP 3 and 4);
 - Earlier recruited mothers were nearly twice as likely to show improvement in nutritional status between surveys 2 and 4 than later recruited mothers;
 - Over the 4 nutritional surveys, boys were 1.3 times more likely to be stunted, 1.2-1.3 more times likely to be underweight and twice as likely to be wasted than girls.
- Good progress has been made in eradicating "*monga*". The percentage of early recruits into the CLP reducing food intake during "*monga*" fell from 39% in November 2007 to 11% in November 2009, and
- There is strong evidence of improved status of women in the community and improved intra-household relationships.

Approaches to reducing extreme poverty have often assumed that "the extreme poor are just like the middle poor, only more so"⁶. However, the experience of CLP1, as originally designed, is that the traditional "top-down" approach to poverty reduction has limited impact on the poorest and most vulnerable in the short to medium term. The extreme poor are economically and socially excluded and are the last to benefit from economic growth.

The evidence from the CLP is that extreme poverty can be reduced on a large scale by providing direct household-by-household support, including asset transfer. On the chars, economic empowerment has led to social empowerment.

The CLP demonstrated the importance of investing in implementation. The strategy is clear cut ("do a few things well") but success depends on high quality delivery.

⁶ Hanley, E. DFID presentation (2006)

Figure 1 The 50,000th Cow



3. Context

3.1 Environmental, geographical and social

The Jamuna (Brahmaputra) River is the fifth largest river in the world in terms of volumetric discharge. It flows through north-west Bangladesh depositing silt from the Himalayas. It brings a high risk of flooding during the monsoon season from June to September, before receding to expose rich agricultural and grazing land for much of the rest of the year. The islands formed from silt deposition and erosion (the chars) have a mean life expectancy of some 20 to 30 years. Char dwellers are vulnerable to floods and erosion and may be forced to move home five or more times during their lives. Government health and education services are poorly developed or absent.

Traditionally the chars served as dry season grazing land but with population growth they have become increasingly populated all year round. Wealthy people from the mainland claim ownership of developing chars for agricultural use. However, the majority of char dwellers are poor or extremely poor people who have nowhere else to go. Many have been forced out of their previous homes by floods, erosion, debts and insecurity.

Before Independence, the mainland areas of north-west Bangladesh along the Jamuna marketed agricultural produce in Kolkata and West Bengal. With the closure of the border, the market disappeared and the Jamuna River served as a barrier to alternative markets in Dhaka. The opening of the Jamuna Bridge in 1998 has opened up these markets in Dhaka and has also led to increased interest in the region by NGOs and development agencies.

The socio-demographic characteristics of extremely poor households living on the island chars: The CLP definition of extreme poverty on island chars is based on the criteria of

"assetlessness, landlessness and joblessness"⁷. The definition of landlessness equates to owning absolutely no land and assetlessness to possessing less than 5,000 Tk of assets. Social and demographic characteristics of participating households include:

- Total value of all assets of 1,329 – 2,185 Tk (£13 to £21) per household^{8,9};
- More than 20% of households are female-headed;
- More than 80% of children have no education, and
- Household size averaging 3.7 to 3.9; the national average is 4.9^{10,11}.

3.2 Policy Context, Bangladesh

Since the 1990s, Bangladesh has achieved GDP growth of between 5% and 7% per annum. This has been associated with a decline in the percentage of people living on less than \$1 a day (at purchasing power parity) from 59% in 1990 to 45% in 2005. The percentage of extremely poor people (those consuming less than 1,805 Kcal per day) also declined from 28% in 1990 to 20% in 2003. However, in absolute numbers there has been an increase in extreme poverty to 28 million due to population growth.

The Government of Bangladesh's (GoB) 2001 National Rural Development Policy provided a mandate for the CLP by giving priority to special development programmes for disadvantaged regions, including "char-lands". In 2002, GoB initiated a dialogue on decentralisation leading to the publication of the Interim Poverty Reduction Strategy Paper in 2003 (IPRSP). This specifically mentioned the chars. A full PRSP was produced in 2006 and commits GoB to reducing extreme poverty by half to 9.5% by 2015.

3.3 Policy Context, DFID

The design of the CLP took place in the context of the UK Government's 1997 White Paper "Eliminating World Poverty: A Challenge for the 21st Century" and DFID's commitment to the Millennium Development Goals. The CLP design was also in line with the challenges set out in the 2000 White Paper "Making Globalisation Work for the Poor".

Key DFID country objectives during design of the CLP included targeting the extreme poor, supporting livelihoods and basic services, and improving the position of women. Subsequent Country Plans emphasised "Women and Girls First" (2003 –2006) and extreme poverty and "monga" (2007-2014).

4. Design of CLP

The genesis of what became the CLP was an NGO proposal submitted to DFIDB in 1999 for a livestock programme on Bangladesh's northern chars. This proposal evolved into a Concept Note that DFID approved in April 2001.

The outcome of the design was a £50 million, eight-year programme directly targeting 6.5 million people in the five districts of Kurigram, Gaibandha, Jamalpur, Bogra and Sirajganj along the Jamuna river – 2 million people on the chars themselves and 4.5 million non-char dwellers living in the 166 Union Parishads that contain chars. The **goal and purpose** for the

⁷ Hodson, R. (2006) The Chars Livelihoods Programme: The Story and Strategy so far

⁸ Scott, L. & Islam, R. (2007) Socio-demographic characteristics of extreme poor households living on the island chars of the Northern Jamuna

⁹ Conroy, K. (2009) Socio-economic characteristics of Jamuna chars households entering Phase 4 of CLP's ATP

¹⁰ Scott, L. & Islam, R. (2007) Are the poorest households really larger?

¹¹ Conroy, K. (2009) Socio-economic characteristics of Jamuna chars households entering Phase 4 of CLP's ATP

CLP at 2004 were:

- The **goal** is to halve extreme poverty in the riverine areas of Bangladesh by 2015, and
- The **purpose** is to improve livelihood security for poor and vulnerable women, men and children living within the riverine areas of five districts of the northern Jamuna.

The three **outputs**, as of 2004, were:

- Output 1: Reduced vulnerability of char dwellers through targeted provision of infrastructure and services;
- Output 2: Poor women and men char dwellers effectively sustain their livelihoods and engage in the local and national economy, and
- Output 3: Poor char dwellers able effectively to influence local and national policy and service provision as citizens.

Phase 1 was directed by a Programme Executive Committee chaired by the Secretary, Ministry of Local Government, Rural Development and Co-operatives (MLGRD&C) that in turn was advised by a Steering Committee comprising government, private sector and NGO stakeholders. The Maxwell Stamp team were responsible for ensuring the implementation of the strategic decisions.

Direct implementation of the outputs of the original design fell to different bodies. Output 1 was implemented through Government and Output 2 by the private sector and NGOs. At community level, Output 3 was the responsibility of NGOs and other community-based organisations and "at national level was to be handled directly by the "CLP Secretariat" for years 1 to 4, and then by a yet to be established "mechanism to co-ordinate future development in the chars" – a potential "Chars Regional Development Agency". Although different bodies were responsible for the implementation of each output, overall co-ordination of implementation fell to a CLP Secretariat (MSP Team and Government Programme Director) with support from DFIDB.

5. Early Implementation

The Maxwell Stamp Team arrived in Bogra from April 2004 and set up an office in the Rural Development Academy in Bogra. The then Prime Minister formally launched the programme in August 2004.

The Team was organised around the CLP Outputs: an Infrastructure, a Livelihoods and Enterprise, and a Social Development Component plus an Innovation, Monitoring and Learning (IML) Component. The team consulted with GoB, NGOs and other interested parties and presented a Draft Inception Report to DFIDB in November 2004 which was revised and accepted in January 2005.

The programme was implemented through local government and NGOs (Implementing Organisations or IMOs). The Infrastructure Component covered 5 Upazilas and 18 Unions managing three initiatives: two managed by local government and one by IMOs. The Upazila Initiative Fund provided £4,000 per year for each Union within the Upazila for infrastructure initiatives that were pro-poor, gender sensitive and environmentally sound. The Union Parishad (UP) Fund (£4,200 per Union) allowed UPs to finance activities to the benefit of the community. This usually meant flood-proofing (plinth-raising) with labourers paid between 80 and 120 Tk per day depending on the volume of earth moved. The Disaster Management Fund, organised around plinth-raising, was confined to island chars and managed by IMOs.

The Livelihoods Component worked in 12 Upazilas, 18 Unions and 61 villages. It concentrated on promoting livelihood diversification through demonstration plots and training in crop production, homestead gardens, fruit trees and livestock. Direct support was provided to households for inputs such as seeds, vaccines and fingerling fish. Government officials provided advice and training. The Social Development Component was actively involved in identifying and contracting IMOs as well as identifying beneficiaries. IML produced a comprehensive quantitative baseline survey¹² and a monitoring system covering all CLP supported activities¹³.

However, it became clear that the CLP would not achieve its purpose, largely due to capacity constraints (both human and financial) at central and local government levels and the number of responsible stakeholders. It was decided redesign would allow increased programme effectiveness.

In brief, the design of the CLP needed to be streamlined, and following a period of consultation between DFID, the GoB and the management agency, a new design was agreed in the last quarter of 2005.

6. An Increased DFID Commitment to Reducing Extreme Poverty

DFID-Bangladesh undertook a review of its poverty focus in 1999/2000¹⁴. The review concluded that few interventions (by DFID or other donors) had benefited the extreme poor. This review defined the extreme poor as people subsisting on less than 40% of the national ("upper") poverty line. This "lower" poverty (extreme poverty) line was seen as the closest national comparator for the \$1 a day Millennium Development Goal and was used in the 2004 CLP Programme Memorandum¹⁵. It was estimated that 48 million people or more than a third of the population were extremely poor by this definition in 2000.

In preparation for its Country Plan to run from 2007, DFIDB produced a "Strategy Paper on Reducing Extreme Poverty"¹⁶. This adopted the Cost of Basic Needs (CBN) approach to defining extreme poverty, basing the definition on food consumption of up to 1,805 Kilocalories. In rural areas of Bangladesh CBN for 1,805 Kcal was estimated at 16 Taka per person per day; considerably less than the estimated 24.27 Taka purchasing power parity to the US\$ in April 2005¹⁷. Some 28 million people or 20% of the population consumed less than 1,805 Kcal in 2003 and this definition became central to DFIDB's commitment to reducing extreme poverty.

Based on the extreme poverty strategy paper, the Interim Country Plan (2007/9) and, subsequently, the Country Plan 2009/2014, DFIDB committed itself to work with others to:

- Lift 6.5 million people out of extreme poverty by 2015 and
- Eliminate "Monga" (acute seasonal hunger) and reduce acute malnutrition by 2015.

¹² Dasgupta, N. (2005)

¹³ CLP (August 2005)

¹⁴ R Montgomery, A de Hann & Chambers, J. DFIDB Programme Poverty Review (June 2000)

¹⁵ Chars Livelihoods Programme, Programme Memorandum (January 2004)

¹⁶ DFID, Bangladesh Strategy Paper on Reducing Extreme Poverty (December 2006)

¹⁷ Sillers, D. USAID (2006)

6.1 Decisions on participant targeting

This change of definition and the decision to focus on the poorest and most vulnerable twenty percent of society had significant implications. Extreme poverty was declining much more slowly than \$1 a day poverty, with economic growth failing to reach and benefit many of the extreme poor. There was growing evidence that micro-credit (if not linked to savings) benefited the mainstream poor but could lead to increased debt amongst the extreme poor who took consumption (rather than investment) loans. Conversely, the "Challenging the Frontiers of Poverty Reduction Programme" (CFPR) supported by DFID and other donors and managed by BRAC, the largest NGO in Bangladesh, was having success with direct, household-by-household approaches to reducing extreme poverty based on asset and cash transfers.

7. Redesign of CLP

The principles and priorities of the redesigned CLP were agreed in November and December 2005 with further refinement taking place in 2006¹⁸. The key strategic changes are outlined below and took into account the growing evidence of the success of the BRAC managed CFPR¹⁹.

Two major strategic changes were made during the redesign of the CLP. The first was to concentrate on island chars. (However, in an agreement with Government, the Upazila Initiative Fund and Union Parishad Fund operated as before on the mainland as well as on the chars²⁰). After redesign, the programme worked in 22 Upazilas, 82 Unions and 647 villages in the five Districts.

The second strategic change was to place at the centre of the programme the transfer of £100 plus of productive assets to the 50,000 poorest households. The CLP ethos is simple: to concentrate on a few priorities that will make a real difference to the lives of the poorest and implement these efficiently and "to scale".

The revised logical framework for the CLP Phase 1 was formally approved in January 2007. It placed the CLP in the context of DFIDB's commitments on extreme poverty reduction and *monga* eradication in the Interim Country Plan (2007/9). The full logical framework is at Annex 1. The goal and purpose were unchanged but the main outputs were:

- **Purpose:** Improved livelihood security for poor and vulnerable women, men and children living within the riverine areas of five districts of the northern Jamuna.
- **Output 1:** Reducing Environmental Vulnerability.
- **Output 2:** Enhancing Economic Opportunities.
- **Output 3:** Improving Social Well-being and Governance.
- **Output 4:** Increasing Wellbeing through Services.
- **Output 5:** Fostering Learning and Sharing (Policies and Institutions).

¹⁸ R. Hodson, The Chars Livelihoods Programme: The Story and Strategy so far (2006)

¹⁹ By 2005, the CFPR had lifted tens of thousands of extreme poor into the mainstream economy (defined as becoming eligible for BRAC's microfinance programme). BRAC invests heavily in the accurate identification of the very poorest households and then places asset transfer at the centre of the programme. Implementation of household-by-household programmes such as CFPR is resource intensive. However, the evidence was persuasive.

²⁰ These funds were managed by the government throughout CLP1

Figure 2 A typical Participant before Entering the CLP



8. The CLP Approach: Productive Assets & Innovation

8.1 Strategy

At the centre of the CLP "approach"²¹ was the economic empowerment of 55,000 extremely poor households through the transfer of productive assets (the majority of recipients chose cattle) supplemented by a monthly household stipend for 18 months. The value of the assets transferred and the stipend increased in line with inflation during the four phases of asset transfer (ATP). By ATP Phase 4 in 2008/9, participants received assets to the value of 17,000 Tk and a stipend of 600 Tk for 6 months and 350 Tk for the subsequent 12 months. The overwhelming majority of assets went to women; wives and female heads of household. The programme provided further support for asset transfer participants by:

- Being eligible to participate in the Infrastructure Employment Programme (IEP) that offered up to 60 days employment during the "monga" period;
- Providing a safety net payment during the "monga" season for those unable to work, and
- Supporting the development of social capital.

For the 55,000 extremely poor households who received assets, plus up to a further 45,000 poor households, the CLP:

- Built plinths using local labour, raising homes above flood levels;
- Provided latrines and, where required, tube-wells for these families and
- Supported livelihood activities such as homestead gardening.

All 900,000 residents of the island chars benefited from other CLP activities to promote market development and enterprise development. This included the training of Livestock Service Providers ("paravets"), promotion of livestock production and markets, and the facilitation of the establishment of Village Savings and Loans Associations (VSLAs).

8.2 Methodologies Employed

In order to deliver the assets and services to the beneficiaries effectively while ensuring that the products offered remain appropriate and corruption was kept under control, several innovative methodologies were used.

Innovative Methodologies Employed	
8.2.1	Modified accountable grants with IMOs
8.2.2	Identifying and verifying core beneficiary households
8.2.3	Verification of Input Delivery
8.2.4	Customer Satisfaction Surveys
8.2.5	Affidavit Surveys
8.2.6	Beneficiary (Participation) Registration Database and use of a Rolling Baseline

²¹ Scott, M. Reducing Extreme Poverty in the Riverine Areas of North-West Bangladesh: Options for the Chars Livelihoods Programme beyond 2010. (2008)

8.2.1 Modified accountable grants with IMOs

A key challenge at the beginning of implementation was to find a way to transfer large amounts of money to extremely poor households on the chars efficiently. The Management Team worked with IMOs through a modified accountable grant under which the CLP team "specifies the services and inputs to be offered, the size, scale and standard of the deliverables and agrees fixed prices with IMOs"²². Crucially, the Management Team had (and used) the option of cancelling or not renewing accountable grants. This arrangement is in contrast to the consensual "partnership" model favoured by donors and international NGOs when working with national NGOs in Bangladesh. The clarity of the relationship between the CLP Management Team and IMOs was crucial in ensuring that the programme was delivered quickly and to scale.

8.2.2 Identifying and verifying core participant households

The concept of participatory wealth ranking by the community has, in recent years, dominated thinking about identifying poor households in poverty reduction programmes. However, the CLP controversially decided not to adopt formal wealth ranking because of the costs (in terms of time and skilled resources) and risks of elite capture. Instead the CLP chose to use a set of objective criteria: "assetlessness, landlessness, joblessness"²³ and several supporting criteria. The criteria gained acceptance by communities, leading to a relatively quick and cost-effective selection process. All households meeting the criteria in a village were selected as core participants; an average of 30% and reaching more than 50% in some villages.

IMOs visited all households, held group consultations and submitted lists of households who, in their judgment, met the selection criteria. In an important innovation, the CLP Management Team then carried out a verification process in which teams of international and national staff randomly revisited 5% of households, re-interviewing proposed participants to reconfirm their eligibility.

8.2.3 Verification of Input Delivery

With productive assets, plinths, latrines and tube-wells, each core participant household received more than £300 in direct support. Given the value of these inputs and the significant risks of leakage and poor quality delivery, CLP introduced another innovation by recruiting an independent verification contractor and managed by the Innovation, Monitoring and Learning (IML) Division Director. The contractor verified the presence of the inputs, through a 10% sample and assured that the quality of the inputs met pre-established targets.

8.2.4 Customer Satisfaction Surveys

In addition to the Verification Contractor, CLP contracted an independent company to administer anonymous household surveys asking beneficiaries about their level of satisfaction with different aspects of the programme. Respondents were assured of anonymity. The surveys produced useful information, particularly on the 2007 flood relief programme, levels of leakage and on any misunderstandings about participant and community entitlements.

²² Hodson, R. Reflections on the CLP Approach to Reducing Extreme Poverty: The Story Continues (2009)

²³ Hodson, R. The Chars Livelihoods Programme; The Story and Strategy so far (2006)

8.2.5 Affidavit Surveys

In the few cases where major concerns were raised by customer satisfaction surveys, an independent investigation was commissioned under the management of the Director of Finance. Participants were asked about their concerns and asked to "sign" the questionnaire after being assured that information was for CLP internal use only. The information in the signed "affidavits" was used internally by the CLP to identify individuals and structures that had attempted or succeeded in extracting money or favours from participants. CLP's policy on corruption is clear, zero tolerance, and this is what is expected of IMO's working on CLP contracts. Where staff of IMOs were implicated, the organisations were asked to reinvestigate and take the necessary action. When staff were found guilty, funds were reimbursed and the persons concerned dismissed. In those cases where government officials were implicated, a report was sent to the senior GoB official of the CLP for action.

8.2.6 Beneficiary (participant) Registration Database and use of a Rolling Baseline

(Across the CLP, the term "beneficiary" has been superseded by "participant").

The Beneficiary Registration Database holds demographic, baseline asset and employment information on each core participating household. Following registration, household income and expenditure data were collected by trained IMO staff using a simple questionnaire. Initially every core participating household was then surveyed monthly but because of the costs and the difficulty of supervising adequately such large-scale data collection, only representative samples of households have been surveyed since 2008.

The activities of the Innovation, Monitoring and Learning Division (IML), including through the comprehensive CLP beneficiary data base, were crucial in ensuring that funds were used effectively, and lessons learnt that fed back into implementation. One of several innovations from IML was the adoption of a "rolling baseline" for measuring changes in the livelihoods of core participants. This used the characteristics (income/expenditure, nutritional status etc.) of new recruits into the core programme as a proxy for the "without CLP case" (or counterfactual). This avoided ethical concerns about permanently excluding extremely poor households to serve as the programme's control group.

IML established a comprehensive and user friendly website. The website contains 45 studies with three in late preparation. These studies include Customer Satisfaction Surveys and independent assessments of progress and impact. Several of the studies influenced the delivery of the programme e.g. the Helen Keller International study on the 2006 Infrastructure Employment Programme.

9. Scaling Up and Strengthening Performance

The first Annual Review of CLP in April 2006 awarded an overall rating of 3 (purpose likely to be partly achieved). However, progress had been slow with only £3.18 million (7% of the budget) spent in 21 months. The rating 3 was awarded on the basis of progress made post-redesign. Since November 2005, 3,174 extremely poor households had received productive assets (Asset Transfer Phase 1 – ATP1); 6,000 households were raised above flood levels and 225,000 days of employment were provided in the "*monga*" season. These activities provided the evidence for the major "scale-up" of activities starting in late 2006.

Between July 2006 and June 2007 the programme spent £7.8 million, including 8,246 asset transfers (ATP2) – the core of the programme. A Mid-Term Review in October 2007 awarded a rating of 2; ("purpose likely to be largely achieved"). In 2007/8, the CLP increased

expenditure further to £13.5 million, including £1.09 million on flood relief (see Box 3) and transferred assets to 18,850 extremely poor households (ATP3). In 2008/9 expenditure of £15.6 million included 24,730 asset transfers (ATP4). The Annual Review in 2008 gave a rating 1 for performance ("purpose likely to be fully achieved").

To transfer assets in a few months in 2008/9 to more than 24,000 extremely poor and isolated households (nearly 100,000 people or the population of a good-sized town) is an impressive achievement by the Management Team and IMOs. It underlines a basic tenet of the CLP approach: strategy is important, but will achieve little for the large-scale reduction of extreme poverty if it is not complemented by high quality delivery and implementation.

10. Core Programme; Doing A Few Things Well

10.1. Asset transfer plus stipend

The transfer of productive assets lies at the core of the CLP "approach". 55,000 extremely poor households received assets in four annual ATP phases between 2006 and 2009. They also received a stipend for 18 months until their assets began to generate income (see Box 1).

ATP Phase 1 in early 2006 tested three mechanisms. 777 households received cash in two instalments of 6,500 Tk. A further 900 households received a fixed package of a heifer, two goats and 10 chickens. Finally, 1,497 households were given a choice from a "menu" including cattle, sheep, goats, rickshaws and sewing machines.

The concept of cash transfers rather than assets appeared attractive for two reasons. Cash offers genuine choice to participants and the transaction costs are (in theory) low. However, ATP 1 showed cash had two disadvantages: one practical and one developmental. The IMOs were concerned about asking staff to carry large sums of money on island chars with their reputation for poor security. More importantly, women, the primary recipients of the cash or asset transfers rarely leave their homes and villages and it is inconceivable, for example, that they would go to a cattle market. Hence, providing cash risked transferring choice from women to husbands or other male relatives. In ATP 2, 3 and 4, participants made informed choices (through participation in Social Development Groups). They were then given help by the CLP in purchasing those assets e.g. IMO staff accompanied the husband when buying cattle to ensure value for money.

10.1.1 Results for Cattle and Land

In ATP 1, almost 95% of households purchased cattle as all or part of their package. In subsequent phases this figure reached almost 100%. In ATP phase 1, 474 households purchased leases on small areas of chars land while in ATP phases 1 and 2, 44 households purchased rickshaws and 10 sewing machines. The CLP monitored these options closely. Over the four ATP phases, participants used their initial funding to purchase 67,896 cattle, 39,995 sheep and goats and 12,378 poultry. 895 participants selected land leases, rickshaws, sewing machines and other options.

Two studies demonstrated high returns from purchasing land leases, a process akin to pawning, where a lump sum is "lent" in return for the deposit of a valuable item (land). Instead of charging interest on the loan, the lump sum is repaid sometimes less a token annual rent for the land^{24,25}. Average returns on investment (after loan depreciation) were

²⁴ Marks, M. & Scott, L. Char Leases: 3 Preliminary Case Studies (2007)

well in excess of 100% and in one case more than 500%. Average monthly income after costs during 2007, when one crop was destroyed by floods, was 215 Tk. However, since the land remains the ultimate property of the leasor, the leasee can realise no increase in the underlying value of the asset (as is the case for example with cattle).

Box 1: The Asset Transfer Programme – Central to the CLP “approach”

Putting productive resources in the hands of the extreme poor

1. The Asset Transfer Programme (ATP) is central to the CLP's objective of lifting 55,000 households out of extreme poverty and into the mainstream economy. Women (wives, widows, divorcees and single women) who, traditionally, rarely leave their homes comprise the overwhelming majority of participants. Most women chose assets they can look after at home although some selected assets, e.g. rickshaws, for their husbands to generate income or opened small shops as a family. Participants in ATP also received a monthly cash stipend for 18 months to prevent the new assets becoming a financial burden on the household and to allow time for the assets to generate an income stream.
2. The ATP reached 55,000 households over four annual phases. The value of the assets transferred and of the stipend increased with inflation as below:
 - 2006, Asset Transfer Phase 1 (ATP 1): 3,174 households; 13,000 Tk assets; 400 Tk per month stipend for 6 months and 300 Tk for the next 12 months;
 - 2006/7, ATP 2: 8,246 households; 13,000 Tk assets; 400 Tk per month stipend for 6 months and 300 Tk for the next 12 months;
 - 2007/8, ATP 3: 18,850 households; 15,000 Tk assets; 500 Tk stipend for 6 months and 300 Tk for next 12 months; and
 - 2008/9, ATP 4: 24,730 households; 17,000 Tk assets and 600 Tk stipend for 6 months and 350 Tk for subsequent 12 months.
3. Cattle were the most popular of assets being selected by 96% of participants in ATP 1 and almost 100% in subsequent phases. This reflects the traditional role of island chars as grazing areas during the dry season.
4. There were other implications. The overwhelming preference for cattle provided a distinct “entry point” for the CLP's Social Development Groups. Through economies of scale, the CLP was also better able to provide veterinary services (up to May 2009, cattle mortality was just 0.5%) and train a cadre of private sector Livestock Service Providers (“paravets”).

Two studies on cattle transfers in 2007 and 2008^{26 27} concluded that asset values were growing by more than 70% per annum and providing a nominal income of 600 Tk per month. ATP1 households purchased smaller cattle than those in later phases and by 2008, 70% still retained their original animals, dampening the rate of increase in asset values that

²⁵ Marks, M. & Islam, R. Economic Impact of Char Leases Purchased during the CLP's Asset Transfer Programme (2008)

²⁶ Marks, M. Economic Impact of Cattle Transfers during the CLP's Asset Transfer Programme (2007)

²⁷ Marks, M. & Sultana, T. Economic Impact of Cattle Transfers during the CLP's Asset Transfer Programme: 2006 – 2008 (2009)

year. Unlike rickshaws, sewing machines and land leases, the asset value of cattle and the income generated continued to increase. The impact assessment at the end of Phase 1 underlines this correlation between increasing values of productive assets and income.

Figure 3 Livestock: the favoured asset transfer selection



There were several reasons why cattle were the favoured option. In the first year post ATP1, 75% of goats and 34% of sheep transferred died²⁸. Conversely, only 29 out of 3,174 cattle purchased by ATP1 households had died before being sold up to 2009²⁹. ATP participants said that cattle had the potential to generate enough income to lift them out of poverty in a way sheep, goats and chickens could not.

Initially, most participants reinvested in a heifer or a bull after selling their first animals. However, this trend is changing. In 2008, 46% of ATP1 households reinvested money from animal sales in more cattle; 28% invested in land purchase or land leases³⁰. A year later, 32% reinvested in cattle and 38% in land³¹. Core households are diversifying their livelihoods. Land leases offer modest net income but high returns on investment, improved household cohesion by providing labour for husbands near the home and increased household food security. In the event that leases are cancelled, which is the lessor's right, the original down payment is returned in full or with only minor deductions.

The monetary impact of asset transfer has proven to be very significant and is dealt with in

²⁸ Scott, L., Islam, R. & Marks, M. Asset Transfer: A road out of extreme poverty (2007)

²⁹ Alam, M. Personal Communication from CLP ATP database (2010)

³⁰ Scott, L. The CLP Asset Transfer Programme: changes in household asset values over time (2009)

³¹ Scott, L. & Islam, R. Asset Transfer: The current assets of CLP beneficiaries (2010)

detail in Section 15.

10.1.2 Results for Other Assets

Only a tiny minority of families selected assets other than livestock. Sewing machines were favoured by some of the poorest women on the chars. They had an average income before transfer of only 122 Tk per month³². Their net income rose to 834 Tk per month post transfer, a 712 Tk per month increase. Rickshaw owners had an average income of 1,170 Tk before transfer rising to 2,010 Tk post transfer. Rickshaw and sewing machine owners emphasised the value of a regular income and highlighted improvements in family life (reduced domestic violence and family quarrels) and increased social standing.

10.2 Homestead Gardens

Homestead gardening is not a new developmental priority for the chars. It has featured in NGO programmes for several years with mixed results. The CLP supported 90,879 households with advice, training, seeds and saplings. In 2009, average annual incomes from gardens after costs were more than 2,200 Tk or nearly 200 Tk per month (Box 2).

Box 2: Homestead gardening; improving food security and supplementing incomes

1. ATP homesteads had small pieces of land on the top and along the sides of plinths that they could cultivate. The CLP provided training and direct support, in terms of seeds and fruit tree saplings, to women from these 55,000 households. The programme also covered other poor households reaching 90,879 families.
2. Although previous donor support for homestead gardening in north-west Bangladesh had a mixed record, the results of the CLP demonstrated positive results in terms of food security and income³³. On average, homestead gardens produced an annual net income after costs of 2,251 Tk. In the "*monga*" month of October, ATP1 to ATP3 households sold 70 Tk and consumed 142 Tk worth of produce, ten-fold and four-fold that of ATP4 participants³⁴.
3. The results suggest that although homestead gardens may not, by themselves, lift families out of extreme poverty they do have a valuable role to play as part of a diverse livelihood strategy. They also contributed to improving the nutritional status of families.

³² Marks, M. Economic Impact of Rickshaws & Sewing Machines provided during the CLP's Asset Transfer Programme (2007)

³³ Conroy, K. & Islam, R. Homestead Gardens: Improving Food Security: Results From A One-Year Study (2009)

³⁴ The comparison made here is between ATP4 participants at entry to the CLP and data from earlier entrants. The use of new entrants to provide an updated baseline (or rolling baseline) means that the CLP is not obliged to set aside families to serve the purpose of an academic control group (or counterfactual). Differences between ATP4 at entry and older participants are considered to show the impact of the programme and do not seek to imply that ATP4 households are less successful than earlier ones. See Section 8.2.6.

Figure 3 Homestead Gardens



10.3 “Monga” Infrastructure Employment Programme (IEP) and IEP Safety Net

Extremely poor households in north-west Bangladesh are vulnerable to acute seasonal hunger from September to November – “*monga*”. The cause is a lack of opportunities for seasonal labour. There is no objective definition of *monga* but it is manifested by acute household food insecurity. Affected households have to cut back on both the quantity and quality of the food they eat. The CLP addressed this vulnerability by offering up to 60 days employment to extremely poor chars dwellers during *monga*.

CLP piloted a “cash for work” scheme in 9 Upazilas during *monga* in 2005, providing a total of 225,000 person days of employment at Tk. 80 per day. As in subsequent years, the scheme was managed by the CLP’s Infrastructure Unit. Much of the work involved raising homes on plinths above flood levels and contributed to CLP’s overall infrastructure “targets”. In 2006, the programme was scaled-up, providing just over one million (1.016 million) days of employment, paying Tk. 80 per day, in 3 districts (Kurigram, Gaibandha and Jamalpur) for 38,000 extremely poor households; 15,000 of the work cards were held by women. Helen Keller International³⁵ studied the efficiency and effectiveness of the initiative.

CLP introduced changes to the IEP (Infrastructure Employment Programme) in 2007. In response to a request from GoB, in the aftermath of protracted flooding, the IEP covered all five districts. The payment system was changed from a daily attendance rate to payment for the volume of earth moved. This optimised productivity and provided equal income earning

³⁵ Helen Keller International, Measuring Change in nutritional status and coping strategies in response to *monga* of the CLP cash-for-work intervention (2007)

opportunities for men and women. 35% of job cards allocated were reserved for women. This was exceeded in poorer areas where men had already migrated and women were keen to work. Work was limited to five days a week to allow women more time with their families. Following the submergence of 4,123 households during the flood of August to September 2007, a reference building height was introduced. 51,000 poor people worked 2.635 million days and 87% of workers said they were satisfied or very satisfied with the scheme.

The CLP was dissatisfied with the role of some of the local Site Implementation Committees (SICs). These were responsible for organising the local labour force and assisting with agreements on land and earth allocations. Therefore, in 2008, the CLP experimented with a new model of contracting directly with one of the households whose home was to be raised. This proved successful, despite additional effort required early on in the process. The community became responsible for resolving petty conflicts. This helped strengthen community cohesion, and further reduce misunderstandings and the opportunities for corruption. This alternative model has now been widely adopted across the IEP programme.

July and August 2007 saw serious floods and the *monga* season of 2007 proved to be the peak of the IEP in terms of the number of days worked. In part, this was because the introduction of the Government's Employment Guarantee Scheme in 2008 across much of the region reduced the need for IEP.

In addition, CLP introduced the IEP Safety Net Grant through which 3,142 extremely poor households, lacking an able bodied member, were given grants of Tk. 175 per week for 12 weeks. This grant was limited to villages where IEP was active. In 2008, approximately 20,000 participants worked a total of 755,000 days while a further 2,826 families received safety net grants. In 2009, again approximately 20,000 participants were involved in IEP (working a total of 821,152 days) while 3,794 families received safety net grants. For this last IEP, as households identified for raising became more isolated, the work period in each village became shorter. Therefore, grants were given for a minimum of 10 weeks. In total, approximately 132,000 participants worked about 5.5 million days during the CLP phase-1 IEP.

Figure 4 Cash for Work (IEP) Programme



10.3.1 Assessing Corruption on the Cash Based Programmes

A CLP survey³⁶ reported that some 9% of respondents had to pay "kick-backs" of Tk. 10 or less from their daily wage in 2006. These reports related to Union Parishad (UP), as opposed to IMO, managed schemes. In 2007, 25% of participants questioned during a customer satisfaction survey felt they had not been paid the correct wages; the majority (but not all) on UP-managed schemes³⁷. In response, the CLP commissioned an affidavit survey (see section 8.10) and submitted the evidence from the survey to local government and IMOs. The CLP had a policy of cancelling IMO contracts and withdrawing future funding from UPs that did not take action against proven cases of corruption. As a result of this "zero tolerance" policy, IEP funding through local government (as opposed to IMOs) fell from 74% in 2006 to 32% in 2007 and 26% in 2008.

In 2008, the CLP reinforced the independent verification of inputs (section 8.2.3) by erecting signposts at worksites giving a mobile telephone number for further information and complaints. CLP also commissioned rolling and anonymous surveys across worksites and the success of the anti-leakage activities can be seen from the fact that complaints fell to just 0.06% of participants³⁸.

10.4 Social Development

The Social Development component (Box 3) added value across the programme. It directly improved the social status of extremely poor women and ensured that they understood their rights. It helped individual women and the wider community to optimise the benefits of other components of the programme. Group meetings of core ATP participants using social development modules allowed core participants to increase incomes (and nutritional benefits) from asset transfers, homestead gardens and market initiatives. Domestic hygiene training complemented latrines and tube-wells in reducing vulnerability to water-borne diseases. The Social Development Unit also managed the innovative social protection initiatives that helped to prevent the extreme poor fall into destitution. (See section 13).

Box 3. Social Development – Optimising benefits for the community

Social Development: The extreme poor working together for their common benefit.

1. Three sets of activities were central to the work of the Social Development Unit:
 - Contracting IMOs and training IMO staff:
 - Selecting 55,000 ATP participants and forming them into 2,691 community groups and
 - Delivering, through these groups, interventions to enhance village level co-operation, resulting in improved livelihoods and a reduction in injustice to CLP core households.
2. The Social Development Unit also managed CLP social protection initiatives: Erosion Grants; IEP Safety Net; Roofing Grants; Temporary Monthly Food Transfers, and the Community Safety Net Scheme.

³⁶ IML, Results from the Cash-for-Work satisfaction survey in Kurigram and Gaibandha: A quick assessment of levels of corruption. (February 2007)

³⁷ Conroy, Islam & Marks, CLP Infrastructure and Employment Programme 2007: Worker Satisfaction Survey (April 2008).

³⁸ Matthews, H., Haque, Z. & Marks, M. 2008 Infrastructure and Employment Programme: Customer Satisfaction Survey: An overview of levels of leakage (2009).

3. Studies have confirmed the important contribution of the Social Development component in terms of the performance of IMOs in identifying CLP core households and the effective management of social protection initiatives.
4. Equally important has been the impact of forming 2,691 community groups, based around asset transfer participants. When first formed, the focal point at group meetings was training in preparation for asset transfer and managing the assets. However, over the 18-month period of support post-asset transfer, group discussions increasingly focussed on social development modules produced by the Social Development and covering a 56-week curriculum. They met regularly for capacity building and social bonding exercises. Discussions were facilitated by trained Community Development Officers (CDOs). Across CLP1, 438 trained CDOs led weekly sessions with the 2,691 groups. Subjects covered included household hygiene, early marriage, dowry and domestic violence. In July 2008, 1,900 groups were being supported, but the number then gradually declined as ATP3 and ATP4 participants completed their 18-month module roll out³⁹.
5. In addition, monthly Para (hamlet) meetings together with bimonthly village meetings are occurring at which all social levels are present to discuss community issues and plan community development.
6. There is sound evidence of a better understanding of rights^{40,41}. Only 15% of ATP1 participants expect to have to pay a dowry for their daughter's marriage compared to 95% of ATP4⁴² households at the time they entered the programme. Over 80% of ATP1 participants can cite the correct legal age of marriage for men compared with 30% of ATP4 households. Between 60% and 70% of sexually active households are using some form of contraception (including natural birth control). Participants in meetings feel respected by other group members and feel increasingly respected within the community.

10.5 Infrastructure: Plinths, latrines and clean water

The CLP's Infrastructure Development component aims to:

- Reduce the vulnerability of chars dwellers through the targeted provision of infrastructure and related services;
- Develop the capacity of Upazila Parishads and Union Parishads so that they are better able to respond to local needs and demands, and
- Improve the disaster preparedness of the community.

The Infrastructure component reduced vulnerability to flooding by raising 90,684 homesteads (equivalent to approximately 360,000 people) above flood levels thus helping to prepare communities for the potential increase in the frequency and severity of major floods from climate change. This total was short of the logframe target of 100,000 raised households due to DFID approval of the use of over a million pounds sterling of programme

³⁹ The groups formally stop meeting for social development activities at the end of the 18-month period but since VSLA activities continue, even in the absence of CLP, the group capital and momentum is certainly not lost. Even many groups formed under ATP1 continue to meet for VSLA, more than two years after core CLP activities have been completed.

⁴⁰ Conroy K. Social Development: Knowledge, Attitudes and Practice – A Short Beneficiary Review (2009)

⁴¹ Gisby, L. Attitude Change – An amalgamation of Findings from other CLP Studies (2010).

⁴² See section 8.2.6 for further information on the rolling baseline approach

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funds for the emergency 2007 flood relief activities. The Infrastructure Employment Programme (IEP) of support during the *monga* period not only allowed the construction of many of these plinths but also injected much needed funds into the local char economy during this critical period each year.

4,132 of the earlier raised plinths had to be raised higher because of erosion. Communities were asked to mark the high flood-line immediately after the July/August 2007 floods. Concrete pillars were cast and installed in each village in the CLP working area. The high flood line was marked on the pillar and all plinths were referenced against these pillars, constructing to a standard 60cm above the high flood line.

Figure 5 Raised plinths during the floods of 2007



Figure 6 Homestead without a plinth during floods of 2007



The component was delivered through both local government (Upazila Parishads and Union Parishads) and IMO's (see box 4). The limited capacity of local government to deliver demand-led services proved a significant constraint. Levels of funding were linked to performance. Conversely, funding was withdrawn where significant leakage was discovered (see section 10.3.1).

The revised logical framework stated that the CLP would provide on-plot sanitation facilities and support related educational inputs to 50,000 households and ensure year round access to clean water for 100,000 island char households. By the end of the first phase of CLP, 62,203 slab latrines had been constructed and 1,469 additional shared tube-wells provided. Furthermore, all CLP provided tube-wells and over 2,000 existing tube-wells were provided with platforms. The increased numbers of tube-wells and platforms helped to improve hygiene and reduce vulnerability to water-borne diseases.

Core ATP participants were the priority, but other poor families also benefited. The fine chars' sand, remoteness from markets and service providers, led the CLP to introduce a relatively high cost, fully subsidised latrine model, consisting of five concrete rings, a slab with water seal, and a bamboo and CI sheet superstructure, costing 5,000 Tk in total. This was considered to be cost effective over an estimated lifespan of 10 years. Latrines also ensured privacy and security and allowed women to use toilets in daylight hours. As they were near to water sources, this also encouraged hand-washing.

In 2008, the CLP started to survey ease of access to tube-wells and test for bacteria, arsenic, iron, manganese and nitrates. It found evidence of bacterial contamination in those tube-wells which were not raised above the flood levels and lacked a concrete platform. Levels of arsenic contamination are low on the main river channel of the Jamuna, although on nearby mainland chars and along tributaries concentrations are higher. In these areas, the CLP dug tube-well bores to depths of up to 150 feet, to find water less contaminated with arsenic (below 50 ppb). It has also provided advice and information to local users about the risks of drinking contaminated water.

The survey found considerable numbers of households who were obliged to make a more than ten minute round trip to a protected tube-well and so the CLP used this information as a guide for the siting and provision of additional tube-wells. On basis of this evidence, the CLP revised its policy definition of adequate access to clean drinking water.

In 2008 the CLP, one of the largest water and sanitation projects in Bangladesh, formulated a new water supply policy. This reduced grant assistance for the construction of shallow tube wells. However, the CLP continued to work through the social mobilisation process to promote tube-well construction. Tube-wells are commonly shared by up to a dozen households. It was, therefore, proposed that households should be encouraged to share the cost of tube-well installation. It was agreed that the CLP would pay around 30% of the 5,000 Tk required, by installing the concrete platform, but only after installation of the bore hole and the hand-pump by users. The average cost to a household is therefore in the region of 300 Tk – only approximately one half of a monthly stipend payment from the CLP. This change in policy came late in CLP1 and will be carried forward into CLP2.

From 2007/8 onwards, three factors led to a decline in expenditure on the infrastructure component. First, relief operations in response to the 2007 floods (see Box 9) cost in excess of £1 million. Funds came from the CLP budget and were not reimbursed thus reducing the amount available for normal operations. In 2008, the CLP increased the number of ATP

participants from 50,000 to 55,000. Finally, depreciation of the sterling exchange rate against the Taka exacerbated the budgetary implications on the wider programme of expanding the asset transfer component. As a result some of the CLP's infrastructure "targets" e.g. number of plinths raised, were not fully met.

Figure 7 Latrine Installed under the CLP



Box 4 provides a summary of infrastructure activities delivered through Local Government. Finance passed through Union Parishads was almost entirely for plinth raising while that through the Upazila Initiative Fund (UIF) was used for a variety of "community benefits". The most frequent items included the raising schools, mosques and graveyards on earthen plinths, installation of drainage culverts and raised track ways. One of the drawbacks of the UIF was that Upazilas preferred to use the funds for activities on the mainland, those not benefiting char dwellers.

Box 4: Infrastructure component: Working through Government and IMOs.

Reducing vulnerability to floods and water-borne diseases: working with local government and IMOs

Upazila Initiative Fund:

2006/7. £4,000 per Union in 26 Upazilas for local infrastructure;

2007/8. £1,450 per Union in 24 Upazilas for local infrastructure;

2008/9. No funding

Union Parishad Fund:

2006/7. £4,200 per Union in 131 Unions. 8,057 plinths raised (47 UPs given additional funding for good performance).

2007/8. £4,100 per Union in 145 Unions. 5,876 plinths raised (44 UPs qualified for reward funding).

2008/9. £4,530 per Union in 11 Unions. 251 plinths raised by 11 Unions (5 qualified for reward funding).

Plinth raising by IMOs:

2006/7. 15 IMOs raised 7,156 homesteads;

2007/8. 19 IMOs raised 9,801 homesteads;

2008/9. 18 IMOs raised 15,099 homesteads;

2009/10. 9 IMOs raised 2,760 plinths

Slab latrines constructed by IMOs.

2006/7. 7,000 latrines installed by 15 IMOs.

2007/8. 14,583 latrines installed by 19 IMOs;

2008/9. 10,420 latrines installed;

2009/10. 17,398 latrines installed.

Access to cleaner water by IMOs.

2006/7. 400 shallow tube-wells installed and 1,259 tube-well platforms;

2007/8. 376 shallow tube-wells installed and 1,429 tube-well platforms constructed;

2008/9. 276 tube-well platforms constructed.

11. Activities To Benefit The Whole Community

The CLP's Enterprise Development Unit manages four programmes that benefit both ATP participants and the wider community. These programmes are:

- The Market Development Programme that aims to improve profitability and market opportunities for livestock and agricultural production;
- The Livestock Services Programme that trains and supports community members as providers of animal health and husbandry services ("paravets");
- The Community-based Micro-Finance Programme that supports the development of community-managed savings associations (Village Savings and Loans Associations), and
- Support for mainstream microfinance approaches.

11.1 Market development

Following the award of small, competitive grants to IMOs for pilot activities in 2006/7, the Market Development Programme selected the most successful and so concentrated on three business opportunities with particular potential on the chars: poultry rearing, collective milk marketing and commercial fodder production (see box 5).

The main achievements to date are:

- **Poultry rearing.** 39,555 backyard poultry producers have been trained in improved management and marketing and 900 invested in poultry houses. More than 12,000 producers are now selling eggs each month to an average value of 312 Tk against a cost of 54 Tk. Both core and non core households participated.;
- **Milk Marketing.** 17,923 farmers (core and non core households) have been helped to set up informal collectives. Some 9,000 are now selling an average of 1.5 litres a day (average price 22 Tk per litre) either directly or to milk collectors. Sixteen formal milk processors are now active in the area, some providing a range of services. During the first phase of the CLP, no in-depth economic analysis of milk production was carried out, except as a part of the overall analysis of cattle transferred as assets. Such an analysis is programmed for early in CLP2.,
- **Fodder production.** CLP reached a guaranteed purchase agreement with a private sector importer of hybrid "jambo grass". This is being sold on the chars through local agents. In 2008/9, 6,600 participants planted 867 acres producing 15,000 metric tonnes of fodder of which 300 metric tonnes was ensiled.

Figure 8 Backyard Poultry Production



Box 5 Market Development Programme: Improving profitability and market access

Market Development Programme; Testing and scaling up

2006/7. Challenge grants awarded 14 pilot projects to 9 IMOs, taking assistance from private sector Special Service Providers on the introduction of new technology and forming links with the private sector. The pilots involved 3,940 households. 10 were considered successful. 3 pilots in poultry, dairy and fodder sectors were chosen for expansion;

2007/8. 27,500 households (20% ATP) participated in market initiatives in poultry rearing, collective milk marketing and commercial fodder production. Both core and non core households participated.

2008/9. 44,500 households (20-27% ATP) participated in market initiatives in poultry rearing, collective milk marketing and commercial fodder production. Both core and non core households participated.

11.2 Livestock Services Programme

Livestock provide an important income earning opportunity for most chars dwellers. Cattle were, overwhelmingly, the favoured choice of ATP participants, followed by sheep and goats. The Market Development Programme supported poultry production. Access to livestock services is important for sustainable poverty reduction at the household level. Government livestock services are poorly developed on the isolated island chars. The larger NGOs have capacity but their ability to provide these services on the chars (as opposed to the mainland) is patchy. The CLP decided, therefore, to train a cadre of community-based livestock service providers or "paravets". The programme seeks to ensure the sustainability of animal health care both during and after the CLP assistance programme.

In 2007 and 2008, with the support of Upazila Livestock Officers and Upazila Veterinary Surgeons, CLP trained 387 community-based Livestock Service Providers (LSPs or "paravets") in livestock management, disease identification, treatment and vaccination. Vaccination, including management of the "cold chain", received priority. Subsidies were provided to buy 35 solar refrigerators to be shared amongst the livestock service providers. ATP participants were given vouchers for vaccination and de-worming which LSPs then redeemed from the IMOs. 91% of LSPs are earning more than Tk 3000 per month. Treatment accounted for 52% of income, medicine sales for 20%, vaccination, 15%, de-worming 8% and feed sales 5%.

Figure 9 Paravet Services



Box 6 Private sector livestock services: the role of "paravets"

Livestock Service Providers: Ensuring the sustainability of veterinary care

2006/7: Pilot programme yielded positive results and decision taken to expand;

2007/8: 387 Livestock Service Providers (LSPs) were given 15 days training in livestock management, disease identification, treatment and vaccination. 324 set up in business. Every 10 LSPs supervised by one IMO veterinarian Livestock Services Officer (LSO) who provided "on the job" training and supervision. Voucher scheme for vaccination and de-worming introduced. 5 solar refrigerators purchased for "cold chain" trial.

2008/9: Further 30 solar refrigerators purchased. Supervision less intensive. Every 20 "paravets" supervised by one LSO. The programme seeks to ensure the sustainability of animal health care post CLP.

End of CLP1: A total of 312 chars dwellers working as Livestock Service Providers, with 283 (91%) earning more than 3,000 Tk per month.

11.3 Village Savings and Loans Associations

There is a growing understanding of the difficulties faced by micro-finance institutions (MFIs) in providing appropriate services for the poor. The poorest have great difficulty repaying loans that have been used for consumption. These difficulties are exacerbated in isolated areas like island chars, where MFIs carry high operating costs and where loan risks from flooding and erosion are high. However, the alternative is worse, with informal moneylenders charging 10-20% per month. Other programmes (e.g. "Safesave") have shown the importance to the poorest of having a secure place to deposit their limited savings.

In 2006, CLP began to address its commitment to provide the poorest with a "safe place to save" through a pilot programme of Village Savings and Loans Associations (VSLA) in mainland Jamalpur district. Each Association comprised 15-25 female members. VSLA does not provide capital; that comes from the participants. In 2007, the programme expanded onto the chars. By 2008, a review of the programme⁴³ concluded that "VSLA encourages the practice of saving regularly, reduces the expenses associated with borrowing, keeps capital and profits in the community and builds social capital. (VSLA is) safe (losses less than 0.05% of savings) and cost effective per household".

The programme continued to expand and by June 2008, membership was 19,000 households of whom 40% were ATP participants. Average savings per member were 60 Tk per month. The average loan was 600 Tk, at an interest rate of 5% per month. Loans were largely of 1 to 3 months duration for agricultural inputs, funerals and health and education expenses. Participants made an average 30% annual profit on savings.

VSLA accounts were "balanced" annually and the money physically distributed and reconciled against the accounts. By the second cycle total household savings of members were 2 to 3 times those of non-members. Net borrowing by VSLA members declined by approximately 50% and borrowing shifted towards VSLA (60% of loans in cycle 2) and away from moneylenders. Losses of savings were less than 0.01%⁴⁴.

⁴³ Panetta, D. Review of the Village Savings and Loans (VSLA) Strategy of the Chars Livelihoods Programme (2008)

⁴⁴ Panetta, D. A review of the Village Saving and Loan Programme (2009)

At the end of CLP phase 1, VSLA membership had reached 35,604. In the final quarter of 2009, 364 associations made their annual share out. The average annual "dividend" per member was 182 Tk while average savings in 2009 were 75 Tk per member per month. This equates to a 32% return over 12 months.

Figure 10 A group meeting for the village savings and loans association



11.4 Support for mainstream microfinance approaches

In contrast to the potential shortcomings of mainstream micro-finance institutions on the lives of the extreme poor, micro-financial services in Bangladesh have a good record in helping the "middle poor" to lift themselves out of poverty. In the CFPR Programme, BRAC uses asset transfer to lift households out of extreme poverty. It then "graduates" these households into its micro-finance programme for the next steps out of poverty.

The CLP was keen not to mix grant funding and microfinance in its core programme. IMO's were not allowed to offer micro-financial services to ATP participants during the 18-month CLP cycle and for 6 months beyond. Also the CLP was careful to avoid distorting lending markets by providing loan capital to micro-finance institutions (MFIs).

CLP support for micro-finance approaches had three components⁴⁵, the main achievements of which are shown in Box 7.

- Institutional capacity building of MFIs, working with Palli Karma Sahayak Foundation (PKSF), a quasi government wholesale finance institution that was expanding

⁴⁵ Panetta, D. & Hossain, M.L. Microfinance Programme Review, FY 2007-2008 (2008)

operations on the chars;

- Capacity building of MFI borrowers, and
- Piloting innovative financial products.

Box 7: Support for mainstream microfinance approaches.

Improving access to appropriate financial products

2006. MFI coverage less than 20% on island chars. Average household debt 4,000 Tk. Only 15% of loans from MFIs (2% per month). Majority from money lenders at 10-20% per month.

2006/7. Memorandum of Understanding with PKSF; technical assistance for 6 IMO partners to PKSF; assess 9 IMOs for PKSF partnership; train 1,800 borrowers; introduce 6 new loan products (seasonal crop loan, emergency loan, micro-enterprise loan, flexible savings, seasonal beef fattening loan and land lease loan);

2007/8. 50,000 households on island chars have access to mainstream microfinance; and.

2010. More than 60,000 island char households have access to mainstream microfinance.

12. Capacity Building Within Government

12.1 Local Government Training

The CLP provided training for 362 Union Parishad (UP) Chairmen, 1,866 UP members and 353 UP Secretaries. The training covered various aspects of governance. Some, but not all, were linked to CLP activities e.g. the Union Parishad Fund.

12.2 Garment workers

In 2007, at the request of the Chief Adviser in the Caretaker Government, CLP signed a Memorandum of Understanding with the Bureau of Manpower, Employment and Training (BMET), the Bangladesh Garments Manufacturers and Exporters Association (BGMEA) and the Bangladesh Knitwear Manufacturers and Exporters Association (BKMEA) to train young, unemployed people from the island chars (50% female) for jobs in the garment industry. In 2007/8, 360 people were trained in BMET-run Technical Training Centres. In 2008/9, 568 male and 550 female youth received training in knitted and woven goods.

By the end of CLP1, the 1,338 individuals (660 women and 678 men) had received training. All were provided jobs in the garment sector although a significant proportion did drop out from the work citing economic and social reasons.⁴⁶

Based on the results of the CLP pilot, and bearing in mind the lessons learnt, the World Bank is supporting GoB in the development of a much larger programme targeting unemployment in the N.W. of Bangladesh. CLP made a significant contribution during the design workshops from their pilot experience.

⁴⁶ Cooper, L. & Hasnul, K.S.M. Youth for Garments Training Scheme: Review and recommendations (August 2009)

13. Innovations in Social Protection

13.1 Erosion grants

Erosion and flooding does not simply affect the poorest households on the island chars. The severe floods of 2007 highlighted these risks following which the CLP agreed to provide erosion grants to cover the costs of moving home. The grants were available to the wider community living both on island chars and the mainland in the 82 Unions covered by the CLP.

CLP1 provided a total of 15,080 erosion grants; 8,044 grants of 3,000 Tk in 2007/8; 4,795 grants of 3,500 Tk in 2008/9 and 2,241 grants of 2,000 Tk in 2009/10.

Figure 11 Char Erosion



13.2 Temporary Monthly Food Transfer

The global "spike" in food prices in 2008, hit vulnerable families hard. The CLP responded by making temporary, monthly cash transfers to core participants in ATP Phases 3 and 4. Cash transfers were made from August 2008 to June 2009. Approximately 112,000 women and children were helped each month. The size of the monthly transfer was dependent on the price of coarse rice on a sliding scale between 28 and 18 Tk per Kg. At 28 Tk and above each family member (to a maximum of 4 people) received 50 Tk per month, falling to zero when the price of rice fell to 18 Tk or below.

No support was given to ATP1 and 2 participants, who received assets in 2006 and early 2007. Household surveys of income/expenditure and asset values showed that these groups were able to withstand increased food prices.

13.3 Community Safety Net

The purpose of the Community Safety Net scheme is to strengthen safety nets for the extreme poor and reduce their vulnerability through the collective action of the community and especially ATP group members. The scheme is managed by the CLP Social Development Unit through IMOs.

A pilot scheme started in 2008 with 35 ATP groups. Each group selected and supported one very poor household that was considered needy but had not been able to meet the CLP selection criteria (often due to being new arrivals and not meeting the "6-moth residency requirement" or to owning very small pieces of land and so not being "totally landless". In 2008/9, the initiative expanded and ATP 3 and 4 groups selected and supported one extreme poor household per group. The 2,080 beneficiaries receive approximately 100 TK per week in rice and/or cash on a purely voluntary basis.

13.4 Roofing Grant

Following a request from the British High Commission in 2008, the CLP provided ten corrugated iron sheets to ATP3 and 4 households that lacked corrugated iron roofs. Funding constraints meant that ultimately 2,403 households received sheets with priority given to "elderly-headed" and "female-headed" households.

14. Pilot Health and Education Programmes

The philosophy driving the CLP1 is to agree with the poorest a few immediate priorities and tackle these effectively, efficiently and on a large scale. Increased income and improved food security, immediate priorities of the extreme poor, have been addressed by asset transfer, livelihoods promotion, improved access to markets, social development and social protection. The infrastructure component has reduced vulnerability to floods and water-borne diseases. However, as CLP core participants successfully lift themselves out of extreme income poverty and grow in status and confidence, their aspirations expand. CLP participants now seek greater security of income, in many cases by diversifying their livelihoods. They want to reduce the risk of losing what they have gained by having access to health care, including family planning advice. They want their children to have better lives than they have.

Illness is a key driver of extreme poverty and descent into poverty in Bangladesh while the children of the poorest are least likely to go to school and so more likely to remain poor throughout their lives. Lack of access to health and education services are key factors in the "intergenerational dimension of poverty". Government health and education services on the

chars are poorly developed and are likely to remain so for some time. Even where services exist notionally, many teachers and medical staff will not live on the chars and do not turn up for work.

From the outset, CLP recognised the importance of access to health care and education. However, the programme did not have the capacity or funding to lift 55,000 households out of extreme income poverty **and** run large-scale health and education programmes. Access to health and education are crucial in the medium term but the immediate priorities for the extreme poor would be tackled first. However in 2006/7, CLP started to explore options for improving access to health and education services in a situation where Government provision is grossly inadequate. CLP then "piloted" a Primary Health Care and Family Planning Project (PHC-FP) and a Non-Formal Primary Education Project. Both projects sought to ensure that they followed Government norms, e.g. school curriculum; Directorate-General Family Planning Affiliation; qualified paramedics.

Figure 12 Access to Health Care



14.1 Primary Health Care and Family Planning Project (PHC-FP)

CLP commissioned a study on health care options on the chars in 2006⁴⁷. Implementation of the PHC-FP started on a small-scale from January 2008. In April/May 2008, two studies^{48,49} recorded good progress and a high level of customer satisfaction. The programme was scaled up in July that year.

PHC-FP now operates in all five CLP districts, but only 15 Upazilas. CLP contracted in technical assistance from specialist organisations e.g. EngenderHealth and Pathfinder International. The PHC-FP adopts a demand-side financing approach to the provision of health care services. All CLP core participating households receive a book of 50 vouchers of 10 Tk each.

14.1.1 Levels at which the programme operates

The programme operates at three levels:

- Community Health Volunteers (*Char Shasto Karmis*). CSKs live in the community and each serves some 250 ATP and non-ATP households. They provide health and nutrition education, micronutrient supplementation, treatment for common ailments, sell drugs at the market price and provide health and family planning items;
- Satellite Health Clinics (SHC), headed by qualified paramedics. These visit communities weekly and provide services in accordance with the Essential Service Delivery component of the GoB/multi-donor Health, Nutrition and Population Sector Programme (HNPSPP). Paramedics also mentor CSKs and refer complex cases to "referral centres, and
- "Referral centres" that manage complex cases.

Consultations with CSKs and at Satellite Health Clinics are available to the whole community and cost 10 Tk, payable as vouchers or cash. Referrals are on a case by case basis. Box 8 sets out how the PHC-FP has developed.

⁴⁷ Zizys, T. Briefing Note on Options for Health Care Services in the Chars Livelihoods Programme (2006)

⁴⁸ Momin, M.A. Primary Health Care and Family Planning Project: Progress Report to April 2008

⁴⁹ Momin, M.A., Conroy, K., Islam, R. & Marks, M. CLP Primary Health Care and Family Planning Project: Patient Satisfaction Survey; May 2008

Box 8: Primary Health Care and Family Planning Project

PHC-FP: Demand-side financing of primary health care

January - June 2008: 2 Districts; 3 IMOs; 96 SHCs per month; 15,000 consultations in April; 35% non-ATP households paying 10Tk per consultation;

July 2008 - June 2009: 5 Districts; 15 Upazilas; 10 IMOs; 404 Community Health Workers operating; 202 SHCs per week; 35,000 consultations per month. Approximately 38,000 ATP households benefit. 13% of consultations non-ATP, 87% vouchers. 8,698 SHCs and 389,764 consultations in total by June 2009. IMO affiliation to Directorate-General of Family Planning. 20 women started Junior Midwifery training.

End March 2010: All community health workers had mobile phones. Refresher training for Community Health Workers; Safe Delivery training for 15 paramedics. By end of Phase 1, 15,585 SHCs had been held and 706,627 patients seen.

14.2 CLP Learning Centres: Non-Formal Primary Education Programme

The CLP commissioned a briefing note on options for education services in 2006⁵⁰ and began implementing a non-formal education programme from November 2007. The programme is implemented through six IMOs with "Friends in Village Development, Bangladesh" (FIVDB) providing technical support to CLP and the IMOs.

The model and curriculum that were designed and developed by FIVDB provide six academic years of basic education (shishu/pre-primary to Class V) in 48 months. Teachers were selected from the local community and trained. CLP provides uniforms and all learning materials. Preference was given to older children (8-9 years old) from the neediest households. However, 70% of students came from non-ATP households.

A total of 150 learning centres were constructed. Classes run for 3 hours per day, 6 days per week. Of the 150 centres, 18 learning centres run two shifts, making 168 classes in total. A total of 4,976 children (2,457 boys and 2,519 girls) without access to government or non government schooling are studying for Grade 3.

⁵⁰ Zizys, T. Briefing Note on Options for Education Services in the CLP (2006)

Figure 13 Access to Education



15. Contribution of CLP to DFIDB's Country Plan: Reducing Extreme Poverty

15.1 Graduation

In 2008, the CLP Management Team discussed a set of "graduation criteria" for measuring the programme's contribution to DFIDB's commitment to help lift 6.5 million people out of extreme poverty by 2015. The Overseas Development Institute⁵¹ (ODI) built on CLP's suggestions and attempted to develop a group of criteria to be adopted across the entire extreme poverty portfolio of DFIDB. In addition to the CLP graduation criteria (listed in the four bullets – below), ODI proposed "gender equity" and "access to basic services" (see section 15.5.3).

- Sustainable increases in income/expenditure per person per day (pppd): (to Tk 26.5 pppd at 2009 prices);
- Increases in productive asset values: (to Tk 33,500 at 2009 prices);
- Reduced vulnerability to environmental and health shocks, with homes placed on raised plinths and provided with a latrine: (100,000 homes on raised plinths with latrines and with 80% of plinths surviving for more than 3 years), and
- Improved nutritional status of women and children as an indicator of improved social wellbeing: (women below a BMI of 18.5 cross the threshold; wasting and stunting in children reduced).

The CLP considers that the most important of the criteria at the current stage of emergence from poverty is that related to increasing expenditure and income.

15.2 Sustainable increases in income/expenditure

Data on household income and expenditure was collected monthly from ATP participants (see section 8.2.6). An independent survey⁵² using the Living Standard Measurement Survey (LSMS) model used by the Bangladesh Bureau of Statistics in 2005 showed little difference in the household income and expenditure of core participants between the two methodologies. By measuring both household income and expenditure each month the CLP could identify any short-term, unsustainable increases in expenditure from taking consumption loans or from the sale of the most valuable assets (cows). Neither of these proved to be a widespread problem.

In September 2009, the national extreme poverty line for Bangladesh was estimated at 22 Tk per person per day and that for rural Rajshahi at 17 Tk pppd⁵³. In comparison, the average daily income and expenditure for ATP 1 and 2 participants, after they had left the programme, exceeded both the rural Rajshahi and national figures indicating that most families had emerged well above their regional poverty lines.

Average daily incomes and expenditure, adjusted for inflation for each phase of ATP are set out in the table below. Significantly, ATP 1 households, that had received no direct CLP

⁵¹ Farrington J. and Slater R. DFID/ODI, Defining criteria, indicators and thresholds for targeting, monitoring and graduation (2008)

⁵² Sharif, I. Household Income and Expenditure: Asset Transfer Programme, Phase 1 and 2 (2007)

⁵³ Jackson A. Figures developed from the BBS-HIES 2005 data and inflation adjusted (2009)

support for two years, had increased daily incomes by 66% on average and expenditure by 71% after adjusting for inflation since receiving assets. ATP 2 households, with no direct CLP support for a year, had a 59% average increase in income and 89% in expenditure; suggesting that increases in income and expenditure are sustainable. ATP 3 and 4 participants were also on course to graduate from extreme poverty within three years of asset transfer.

Table 1: Income and expenditure (Taka per person per day) in September 2009 (Scott & Islam 2010)

	ATP-1	ATP-2	ATP-3	ATP-4
Months ago assets received	39-45 mths	28-33 mths	16-21 mths	6-13 mths
Income baseline ⁵⁴ (pppd Tk.)	17.4	17.4	20.2	19.0
Income (pppd Tk.)	28.9	27.6	24.0	25.8
Expenditure(pppd Tk.)	29.8	32.3	27.7	29.7
Increase in income to Sept 09	66%	59%	19%	36%
Direct support from CLP	Insignificant direct support either as cash or in-kind (such as homestead garden inputs)			Includes Tk 4 pppd from CLP

Even after an adjustment for inflation of 10% per annum, ATP Phase 3 and 4 participants had higher baseline incomes than ATP 1 and 2 participants on entry into the programme. There is evidence to suggest that the increase may be due to these households having already received some benefits from other CLP interventions, particularly employment generation schemes.

ATP 1 participants suffered a dip in their incomes in June 2009 below the national (but not the Rajshahi) poverty line for a single month. The reason is unclear but may be associated with reduced livestock sales. Interestingly, ATP 1 participants are increasingly investing in land (purchase and leasing). It is also possible that the dip in incomes reflects changes in cash flow associated with land purchase and crop production. However, the situation requires further exploration.

In September 2009 the income levels of all four beneficiary cohorts were, on average, above the national extreme poverty line of Tk 22 per person per day⁵⁵.

15.3 Increases in asset values

Core participants owned less than Tk 5,000 of productive assets when entering the programme. The CLP agreed a graduation criterion for productive assets of Tk 33,500 (Tk 25,000⁵⁶ in adjusted for inflation) within three years at 2009 prices. Asset values of both

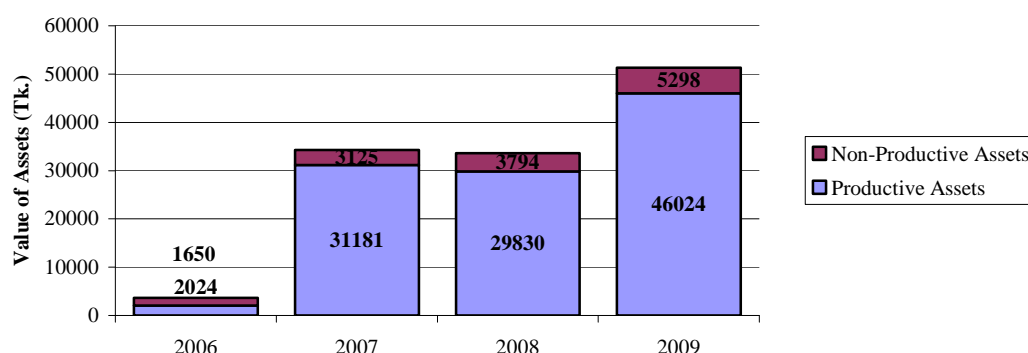
⁵⁴ Adjusted 10% per annum for inflation; given at September 2009 prices

⁵⁵ Scott L. & Islam R., 2010, Have Recipients of Asset Transfer Seen an Increase in Their Income and Expenditure?

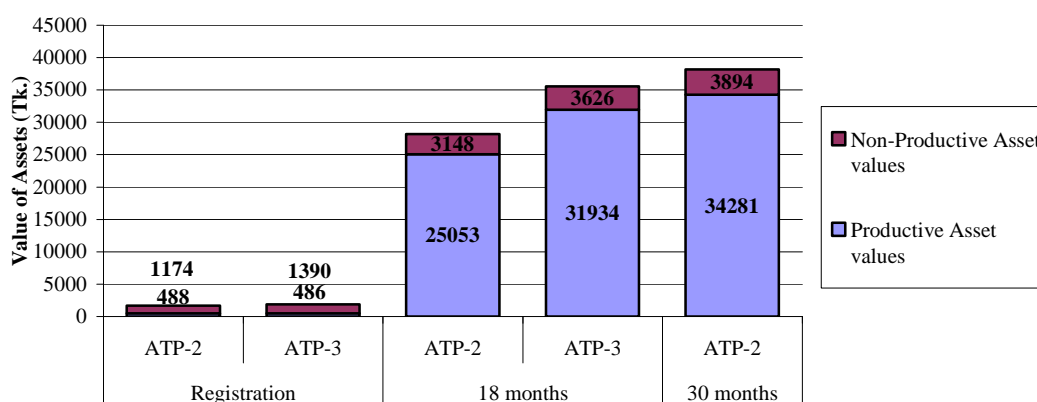
⁵⁶ The CLP selected Tk 25,000 (with annual adjustment for inflation) as a graduation level since different internal research activities have shown that assets can be expected to double over a 12-18 month period. Assuming that households will drawdown some income from their assets in order to feed consumption, it was considered that a minimum of Tk 25,000 (adjusted for inflation) worth of assets was needed in order for sufficient income to be taken to supplement other sources of income and keep the household over the extreme poverty income line while sustaining asset levels.

ATP 1 and 2 exceed the threshold and the ATP 3 figure is fully on course to do so⁵⁷ (see Figure 14).

Figure 14 Increase in asset values over time⁵⁸
ATP 1 participants



ATP 2 and 3 participants



ATP1 participants have received no cash support from the CLP for the past two years, making the average increase in the value of their total assets of 17,698Tk (over and above the 33,599Tk and after adjusting for inflation) between 2008 and 2009 particularly impressive. However, the picture is less positive for female-headed households who possess only 62% of the value of productive assets of their male counterparts. The lack of an able-bodied male in the household to generate income is clearly reflected in the reduced ability of female-headed households to accumulate assets. More male-headed households are diversifying their assets. For example, more are investing in land and taking mortgages in land (8% had bought land and 52% taken leases compared to 3% and 38% for female-headed households).

⁵⁷ Scott L. & Islam R. Asset Transfer Further Down-The-Line: The Current Assets of CLP Beneficiaries (January 2010).

⁵⁸ Scott L. & Islam R. 2010

15.4 Reduced vulnerability to environmental and health shocks, with homes on raised plinths with a latrine

The indicator used is that 100,000 households have their homes raised above flood levels, with 80% of plinths surviving for more than three years, and have access to latrines and to safer water. By the end of Phase 1, 90,684 homes were raised above recent record flood levels and 62,203 slab latrines constructed. 1,469 shared tube-wells were constructed and an additional 3,484 upgraded with concrete platforms.

The 2007 floods, that in some districts were as (if not more) severe than the "one in fifty-year" event of 1998, provided strong supporting evidence of reduced vulnerability to floods and water borne diseases. A customer satisfaction survey of the relief effort showed that only 6% of core beneficiary plinths were completely eroded and 44% damaged to some, often minor, degree⁵⁹. Only 31 cattle drowned (see Box 9).

Only a small increase in the incidence of diarrhoea was reported during the floods with 9.5% of children and 7.6% of adults being affected compared with 3.9% and 3.8% respectively after the floods. Press reports on hospital admissions for diarrhoea stated that the chars had suffered less than low-lying mainland areas. Bacterial counts of tube-well water showed only small increases in coliform bacteria.

Latrines, and education on their use, had longer-term impacts. Use of latrines by children increased from 31% for pre-ATP households to 76% for ATP1 households in 2008/9. The equivalent figures for adults were 50% and over 80%⁶⁰. More than 90% of ATP1 households wash their hands with ash or soap after defecation

Box 9: The CLP Response to the 2007 Floods

An effective and timely response to an emergency

1. Underpinning the CLP "approach" is a commitment to transferring resources to extremely poor households efficiently and effectively. This commitment was put to the test during the two separate floods of July and August 2007. The floods were severe but short-lived. In many places on the northern Jamuna, flood levels exceeded those of 2004 and 1998 but water levels receded quickly and were below danger levels within ten days on both occasions.
2. Within seven days of gaining DFIDB approval, all island chars dwellers requesting it - 600,000 people - had received three days supply of ready-to-eat food⁶¹. Within a further seven days, 650,000 people (the original 600,000 received an additional seven-day supply of rice, dal, potatoes, matches, etc and 50,000 additional people were added).
3. In addition, 3,849 people and 3,375 cattle were rescued by CLP boats while 15,118 cattle were provided 7-day feed rations. This was subsequently followed by 30,066 animal vaccinations against Foot and Mouth Disease (FMD).
4. Clean Drinking Water (WTP) ensured through distribution of pre-stocked PUR and chlorine tablets and buckets. Two million water purifying tablets and 400,000 doses of ORS were distributed. Plinth replanting and an expanded Cash for Work programme ensued.

⁵⁹ Marks M. & Islam R. The CLP Flood Relief Activities (August 2007). Summary of Relief Efforts and Customer Satisfaction Survey (October 2007)

⁶⁰ Conroy K. Social Development: Knowledge, Attitudes and Practice – A Short Beneficiary Review (2009)

⁶¹ Scott, M. Report on a visit to The Chars Livelihoods Programme, Bangladesh, August 4th to 23rd 2007

5. Only some 600 out of 11,420 CLP participant households moved away from their village⁶².
6. The ability of the Management Company to transfer large amounts of cash to Bogra quickly (the total budget was £1.03 million) was crucial as was the strong network of NGOs; many of whom had worked with the CLP for the past two years. The NGOs purchased and delivered the food.
7. The emergency programme was a success for two reasons: The CLP's systems for transferring resources quickly to large numbers of poor people worked well and the CLP's strategy for "flood-proofing" the livelihoods of extremely poor people meant that island communities did not have to move to mainland flood shelters where women cannot work, depend on food aid and are at risk of harassment.

15.5 Social Wellbeing

15.5.1 Improved nutritional status of women and children as an indicator of improved social wellbeing

Although food security of CLP households has improved dramatically, improvements in nutritional status (BMI in women and stunting in children), although statistically significant, are gradual.

15.5.2 Household food security

As part of its monthly monitoring process for core participant households, the CLP monitors the percentage that report having had to reduce food consumption during the previous week. These data are clear indicators for the level of food security of core households and results show (table 2) that food insecurity fell rapidly and sharply in the years after asset transfer⁶³. Apart from new entrants to ATP (ATP4 in December 2009), all phases reached single digits percentages for food insecurity within a year or two of entering the programme.

Table 2 Percentage (%) of core beneficiary households reporting consumption of less food in previous week because of food shortages

	December 2007	December 2009
ATP1	24	9
ATP2	46	5
	December 2008	December 2009
ATP3	32	8
ATP4	38	14

Data on the nutritional status of households participating in the four phases of the ATP

⁶² Marks, M. & Islam, R. Economic Impact of Char Leases Purchased during the CLP's Asset Transfer Programme (2008)

⁶³ IML Monthly Household Surveys

programme were collected on 4 occasions between April 2008 and November 2009⁶⁴. The data show:

- Earlier recruitment into the CLP programme resulted in significant reductions in chronic under-nutrition in both mothers and children, as indicated in the bullets that follow;
- The mean BMI of mothers' from all ATP phases increased significantly between survey rounds 2 and 4, both measured during the monga season (in 2008 and 2009 respectively). However, mothers from ATP1 and 2 improved by +0.45 BMI units while those from the later ATP phases (3 and 4) increased by the lesser amount of 0.31 BMI units;
- Children in the earlier recruitment group (ATP 1 and 2) were 1.3 times less likely to be stunted than children from the later recruitment groups (ATP 3 and 4), and
- Boys were 1.3 times more likely to be underweight and stunted and twice as likely to be wasted as girls. In a parallel survey by the DFID-funded Shiree programme similar results were found. Being counterintuitive, these results require further study⁶⁵.

15.5.3 Gender equity

The ODI team proposed three indicators of gender equity: status perception increased in 80% of women; domestic violence reduced by 80%, and girls comprise more than 30% of the school population by end of project. CLP has shown progress in all three areas^{66,67}:

- More than 90% of women felt happy that they could feed their families better, 90% that they could provide better health care and 60% of ATP1 participants said they could afford to send their children to school if one was easily available;
- 55% of ATP1, 45% ATP2 and 42% of ATP3 beneficiaries reported increased social status;
- Evidence of improvements in relations with spouses and
- More than 50% of the 5,000 students in the CLP Pilot Non-Formal Education Programme are girls.

The increased confidence shown by women receiving assets is perhaps the most striking aspect of CLP. As soon as the immediate worry of feeding the family has been addressed, there is a massive change in confidence. Having looked at the ground and hidden their mouths when talking to men, ATP participants will talk openly and make eye contact with visitors. Within months participating women are talking about their long-term plans (a clear indicator of emergence from extreme poverty). There is, however, some evidence that the major gains made by women in terms of making household decisions may be eroded somewhat over time. The CLP will monitor this trend closely.

⁶⁴ CLP Briefing Note: Impact of earlier recruitment into the CLP Programme on mother and child nutritional status among chars dwellers (January 2010)

⁶⁵ Within the Bangladesh culture, it is usual for men and boys to eat first and women and girls to eat second. Thus it is baffling why boys should be more stunted than their female siblings after the same length of time in the programme.

⁶⁶ Gisby L. Attitude Change – An Amalgamation of Findings From Previous CLP Studies

⁶⁷ Conroy K. Social Development: Knowledge, Attitudes and Practice – A Short Beneficiary Review (2009)

15.5.4 Access to services

The ODI study proposed an indicator of 10% access to health and education services by end of programme. Improved wellbeing through service provision has been achieved through the Primary Healthcare and Family Planning Project and the Non-Formal Primary Education Project. Ten IMOs have treated more than 38,000 CLP core participant and about 20,000 non-core participant families with in excess of 600,000 consultations. 160 learning centres are providing primary education to 5,000 children, more than half of whom are girls.

These successes in terms of access to health and education services will only be sustainable if their activities are taken over by Government, NGOs or the private sector.

15.6 Section Conclusions

Table 3, (where 1 means "fully achieved" and 5 "not achieved"), shows that CLP has made excellent progress overall against the proposed criteria. The outcomes in terms of income and expenditure, asset values and reduced vulnerability have been particularly impressive.

Table 3: Progress made against the CLP and ODI criteria for escaping from extreme poverty.

Criterion	Rating
Household income and expenditure	1 (fully achieved)
Asset value	1 (fully achieved)
Vulnerability	1 (fully achieved)
Nutritional status	1/2 (achieved for household food security, but slower progress on improved nutritional status)
Gender Equity	2 (largely achieved)
Access to services	2/3 (largely achieved in terms of numbers but possibly not sustainable)

CLP1 clearly shows that a programme centred on the transfer of productive assets can increase the income and expenditure of extremely poor families significantly above the extreme poverty line with growing evidence that, in many cases, these increases are sustainable. Income/expenditure has continued to increase for at least two years after the end of direct support from CLP in 82% of core participating households (ATP1 and ATP2)⁶⁸. Core households will continue to be monitored during CLP Phase 2. There is growing evidence that this economic empowerment and reduced vulnerability has led to the social empowerment of women.

Progress has been impressive on household food security but, as would be anticipated, more gradual on improving the nutritional status of women and children. Further work is proposed to understand better why there have been only limited improvement in BMI in women and wasting in children. A recent study has shown the beneficial impact of de-worming and micronutrient supplementation in the *monga* period⁶⁹ and this may be a treatment to consider for all families during CLP2.

⁶⁸ IML Household Income and Expenditure Survey (2010)

⁶⁹ Conroy et al. Impact of de-worming treatment and daily micronutrient supplementation on adult and child nutritional status during the "monga" (hungry) season. CLP Briefing Note (January 2010)

16. Contribution of CLP to DFIDB's Country Plan: Eradicating Monga

In its Country Plan, DFIDB made a commitment to working with others to eradicate *monga* by 2015. *Monga* now occurs only in North-West Bangladesh

CLP addresses *monga* in two ways. In the long-term *monga* eradication is linked to reducing extreme poverty by the combined activities of the programme. In the short-term the CLP has also sought to reduce *monga* through the Infrastructure and Employment Programme (IEP).

CLP's programme has had a major impact on food security during the *monga* season with the percentage of core beneficiary families saying they had to cut back on food consumption falling significantly in the four ATP groups (Table 4).

Table 4 Percentage (%) of households consuming less food because of food shortages in the *monga* season⁷⁰

	November 2007	November 2009
ATP1	32	11
ATP2	47	11
	November 2008	November 2009
ATP3	39	11
ATP4	56	19

A CLP study of the impact of the 2007 IEP⁷¹ concluded that IEP participants coped better with *monga* or were less impacted by *monga* than other extremely poor households:

- 64% fewer IEP participants took cash loans in the *monga* season than did non-IEP households; 48% fewer IEP participants sold assets; 24% fewer sought food loans and 20% fewer took food credit;
- One or more members of 24% of non-IEP households migrated during *monga* compared to only 11% of IEP households, and
- 64% of non-IEP households felt heavily affected by *monga*; for IEP households the figure was just 24%.

Fieldwork, carried out in the 2007 "*monga*" season by Helen Keller International⁷², showed significant improvements in the quantity and quality of food intake among IEP participants. The evidence has been published in a leading international scientific journal⁷³:

- on average, participating IEP households spent Tk 381 on food in the 7 days prior to

⁷⁰ IML Household Monthly Monitoring Data (January 2010)

⁷¹ Conroy K., Islam R. & Marks M. The Impact of the 2007 CLP Infrastructure and Employment Programme (2008)

⁷² Measuring Change in nutritional status and coping strategies in response to "monga" of the CLP's Infrastructure and Employment Programme, Helen Keller International, (March 2008)

⁷³ Mascie-Taylor, C.G.N, Marks, M.K. & Goto, R. A short-term Cash-for-Work programme improved nutritional status, food expenditure and consumption of poor rural Bangladeshi women and children in the hungry season WHO Bulletin (in press)

the interview, compared to Tk 144 in the control group;

- in the previous week, 92.6% of IEP households consumed fish compared to only 55.2% of non-IEP households, and
- nearly 30% of IEP households consumed milk compared to only 8% of non-IEP households.

16.1 The IEP Safety Net Grant

The IEP Safety Net Grant was first introduced in 2007 and helped 3,142 extremely poor households who lacked an able-bodied member capable of work. Marks⁷⁴ found that the Safety Net Grant provided between 70%-80% of household needs during the 12-week period. 25% of Safety Net Grant recipients said that they suffered heavily from *monga*, in 2007 compared with 70% plus in the control group. The safety net continued in subsequent *monga* seasons with a total of 2,826 households being helped in 2008 and 2,080 in 2009.

16.1.1 Impact of IEP on nutritional status of households

Analysis of data from the 2007 IEP confirmed that the nutritional status of women and children from households participating in the IEP was very significantly improved during the *monga* season compared with control group women and children (see footnote 70). Results showed that before the start of IEP both households that would work in IEP and those that would not, did not differ significantly in anthropometry, nutritional status or reported household food expenditure or consumption. However, by the end of IEP, women from families involved in IEP had gained weight and MUAC whereas the converse occurred for control women. On average, IEP women's MUAC increased by +2.29 mm and they weighed +0.88 kg more than control group women. Children from IEP families showed significantly greater mean improvements in height (+0.08 cm, $p < 0.05$), weight (+0.22 kg, $p < 0.001$) and MUAC (+1.41 mm, $p < 0.001$) as well as z-scores of height-for-age (+0.02 SD, $p < 0.001$), weight-for-age (+0.17 SD, $p < 0.001$), weight-for-height (+0.23 SD, $p < 0.001$) and MUAC (+0.12 SD, $p < 0.001$) than the control group children. IEP households spent more on food and ate more protein-rich food than control households at endline.

16.2 Section Conclusion

The CLP has made a major contribution towards eradicating *monga* on island chars although, for definitional reasons, it will be difficult to state with certainty when eradication has been achieved. In 2007, the concept of the IEP was adopted by the Government with its own Employment Guarantee Programme although it is difficult to assess how much influence the CLP had on the Government's decision to start such a programme. Overall, Bangladesh appears to be on course to eradicate *monga* by 2015.

17. Costs and Benefits of the Programme

In 2008 the unit costs per household participating in CLP's core programme (Section 10) were calculated at £426 – or approximately £100 per person – excluding management costs and the costs of monitoring and evaluation⁷⁵ (Table 5).

⁷⁴ Marks M. Infrastructure and Employment Safety Net Grant: Initial Impacts (June 2008)

⁷⁵ Scott, M. Reducing Extreme Poverty in the Riverine Areas of North-West Bangladesh: Options for the Chars Livelihoods Programme beyond 2010 (2008)

Table 5: Unit costs of core CLP programme⁷⁶

Programme Components	Unit Costs (UKP) per Core Participant Household	Benefit-Cost Ratio
Livelihoods		
Asset transfer, plus livestock feed stipend;	140	7.9
Homestead Gardens	35	5.4
Sub-Total	175	
Infrastructure		
Plinths; overall;	78	4.3
Monga season IEP premium averaged over the year.	16	
Water; shallow tube wells;	44	
With additional platforms.	16	
Sanitation – latrines	29	
Sub-Total	183	
Social Protection for core participants		
Basic stipend	40	
IEP Safety Net Grant	3	
Sub-Total	43	
Social Development		
Group Formation	25	
Sub-Total	25	
Total	426 ⁷⁷	

These unit costs are higher than for CFPR, for example. However, direct comparisons are not particularly helpful because:

- The "graduation criteria" are different. The CLP aims to raise per capita income/expenditure above the extreme poverty line (and on a rising trajectory) within two to three years of asset transfer. For CFPR, "graduation" in the pilot phase requires entry to mainstream microfinance and thereafter the criteria are (as a minimum): 3 sources of income; tin roof; at least two square meals per day; at least 10 poultry; sanitary latrine; and safe drinking water⁷⁸, and
- The CLP figures reflect "full economic costs". CFPR participants are part of the wider

⁷⁶ from Scott, M. 2008

⁷⁷ This figure includes additional items not included in the unit cost calculations included in the Programme Memorandum and hence the two figures differ.

⁷⁸ There are additional optional criteria: roof/vegetable garden (if space); 4 fruit trees (if space); family planning (if couple); immunisation of children (if any); school age children at school (if any); underage children not married(if any).

BRAC family and share access to services with non-CFPR families.

This same study estimated a benefit-cost ratio of 7.9 for the asset transfer component (excluding the cost of the stipend). In 2009, DFID's economic appraisal for CLP Phase 2 (working with the impact data from CLP1) estimated a benefit-cost ratio of 4.02 for the whole programme. Sensitivity analysis suggested a worst case of 3.18 and a best case of 4.30. An estimated 75% of the discounted net present value (NPV) benefit for CLP2 comes from the asset transfer component.

These figures demonstrate the crucial role of asset transfer. It is literally a "life changing event", providing an opportunity for households to enter the mainstream economy. Asset transfer also raises aspirations and allows households to optimise benefits from other interventions e.g. homestead gardens, which may improve livelihoods but do not, by themselves, provide a launching pad for escaping extreme poverty.

18. Has the Economic Empowerment of Women Led to Their Social Empowerment?

As originally designed the CLP sought to improve the social position and economic situation of extremely poor households by strengthening both their own "voice" **and** the capacity of Government to respond to that "voice". The redesign in 2005 introduced a new hypothesis: economic empowerment is a necessary, if not sufficient, condition for the social empowerment of extremely poor women on the chars. Five years later there is strong evidence that economic empowerment has indeed led to greater social empowerment.

Several studies have provided evidence of the impact of the CLP on the social status and family relationships of core ATP participants⁷⁹. There is also strong evidence that the ownership of assets leads directly to improved confidence and empowerment of women (see section 15.5.3) as well as forward planning⁸⁰.

Core participants have benefited socially in three ways: Asset ownership and the security of income this provides gives a major boost to confidence. Their social status in the community improves which increases their confidence further. Core participants also gain more respect within their own household. For example, half of rickshaw owners (all female) reported fewer domestic quarrels and less violence.

The evidence is strong and has important implications. As a priority, CLP Phase 2 should continue to monitor the social status of Phase 1 core participants. It should also seek to understand better the mechanisms whereby economic empowerment of women leads to their improved social status.

19. Sustainability

The concept of sustainability for the CLP approach centres on the household. Have core participating households been lifted out of extreme income poverty for a period of three years or more post CLP support? Has the social status of core participants improved and are they in a better position to access services and markets and assert their rights? The evidence to date is largely positive.

⁷⁹ Marks, M. & Sultana, T. Economic Impact of Cattle Transfers during the CLP's Asset Transfer Programme 2006-2008 (2009); Conroy K. Social Development; Knowledge, Attitudes and Practice – A Short Beneficiary Review (2009); Marks, M. Economic Impact of Rickshaws & Sewing Machines provided during the CLP's Asset Transfer Programme (2007); Gisby L. Attitude Change – An Amalgamation of Findings From Previous CLP Studies (2010)

⁸⁰ Gisby L. Attitude Change – An Amalgamation of Findings From Previous CLP Studies (2010)

At the outset, the approach of the redesigned CLP was criticised in some quarters for two reasons. First, there was a philosophical objection to giving away assets on the grounds that gifts have no "opportunity cost" to the recipient. Their value would not therefore be fully appreciated. With the benefit of experience, this argument is seen to be flawed. Core participants saw their assets as a once in a lifetime opportunity to escape from poverty – a message reinforced by the CLP, which made it clear that, 18 months post asset transfer, direct support would come to an end. Replacing the "dependency culture" with a culture based on hope, confidence and pride was crucial to success.

The second criticism was that without Government participation, mechanisms for providing services would be unsustainable. These are valid concerns although in Bangladesh, as elsewhere in the world, Government does not have a monopoly in providing health, education, agricultural extension and livestock services. Government's own capacity to provide services on the chars is currently limited. The health and education pilots and the livestock services programme have shown how non-Governmental service delivery models can work through NGOs and the private sector. CLP surveys have also shown that when extremely poor people lift themselves out of extreme poverty they give increasing priority to health services and education facilities for their children. The challenge for CLP2 will be to learn the lessons of the pilots and work with partners to expand coverage in a sustainable way.

20. Conclusions

CLP achieved its Phase 1 objectives with excellent progress against the objectives in the logical framework (Annex 1). It has made a significant contribution to the "targets" in DFIDB's Country Plan.

Traditionally, approaches to reducing extreme poverty have often assumed that "the extreme poor are just like the middle poor, only more so". However, the experience of CLP1, as originally designed, is that traditional, "top down" approaches to poverty reduction have limited impact on the poorest and most vulnerable in the short to medium term. The extreme poor are economically and socially excluded and are the last to benefit from economic growth; "the rising tide does not lift all boats".

However, the evidence from CLP1 (and from CFPR) is that extreme poverty can be reduced on a large scale by providing direct household-by-household support, including asset transfer. On the chars, economic empowerment has led to social empowerment. The unit costs of the CLP approach are high but much lower than a lifetime on food aid.

Apart from challenging much developmental orthodoxy, the CLP's greatest achievement is the sheer scale of the programme. The strategy may be simple ("doing a few things well") but delivery requires the highest of standards from all implementing partners. This conclusion has wider relevance.

CLP1 worked with some of the poorest, most vulnerable and most isolated people in Bangladesh. The programme faced formidable challenges. However, two factors worked in its favour. The prevalence of extreme poverty and CLP core participants in char villages was high (30% to 50%). The large number of asset transfers and stipends in each community provided a significant infusion of cash into the local economy. Second, most participants chose the same assets – cattle. This provided a common sense of purpose to the community groups established by CLP and reduced the transaction costs of providing support services.

Annex 1 Logical Framework

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Goal & Purpose Level	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress at end of Phase 1; March 2010.
<p>Goal</p> <p>To halve extreme poverty in the riverine areas of Bangladesh by 2015.</p>	<p>Human poverty index for people in the riverine areas of Bangladesh halved by 2015.⁸¹</p> <p>Impact on other IDT and PSA targets particularly education (Primary school enrolment and ration of girls) and health (under 5 mortality and assisted births.)</p>	<p>Household Expenditure Survey by the Bangladesh Bureau of Statistics</p> <p>Country Statistics on economic and social indicators by UN agencies</p>	

⁸¹ The Goal, OVIs, MOV and Assumptions and Risks columns are unchanged from the original log frame as it appeared in the original Project Proforma document at the request of the Ministry Rural Development and Cooperatives Division.

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Purpose Level	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress at end of Phase 1, March 2010.
Improved livelihood security for poor and vulnerable women, men and children ⁸² living within the riverine areas of five districts of the northern Jamuna. ⁸³	Measurable increase in income & expenditure for 50,000 assetless and landless households on designated island chars by end of project (EoP). ⁸⁴	Independent evaluation commissioned by DFID based on data and evidence collected or commissioned by the CLP.	<p>55,000 extremely poor households (approx 225,000 people) received assets in four phases; Average incomes per person per day, adjusted for inflation, increased as follows by September 2009:⁸⁵</p> <p>ATP 1 from Taka 17.4 to Taka 28.9 in 39 to 45 months;</p> <p>ATP 2 from Taka 17.4 to Taka 27.6 in 28 to 33 months;</p> <p>ATP3 from Taka 20.2 to Taka 24 in 16 to 21 months; and</p> <p>ATP4 from Taka 19 to Taka 21.8 (after subtracting 4 Taka per day CLP stipend) in 6 to 13 months.</p> <p>ATP1 and 2 exceeded the 26.5 Taka CLP daily income target.</p> <p>ATP 3 and 4 were on course to do so. Daily expenditure figures post-asset transfer were slightly higher than daily income figures.</p> <p>Asset values increased by more than 50% per annum reaching 51,322 Taka for ATP1</p>

⁸² Programme data will be disaggregated by gender and age where appropriate.

⁸³ Within the CLP programme area of 150 designated unions, the CLP will primarily target 50,000 core beneficiary households living on island chars for the full asset transfer based livelihood programme and an additional 50,000 households for homestead plinths, water and sanitation. In total it is expected that 1,000,000 people will be specifically targeted by the CLP. Any second phase of the CLP will consider assisting those remaining households not assisted during phase one. The 1m specifically targeted will include approximately 500,000 who will benefit from homestead plinths and other infrastructure work and another 500,000 who will receive help for the reduction of the impact of Monga through wage employment, the Market Development schemes for self employment or health and literacy assistance. In addition 200,000 people, called Core Beneficiaries will significantly benefit from the Livelihood promoting asset transfer programme and an intensive programme of social development.

⁸⁴ Further explanation of the CLP programme and its history can be found the paper, "The CLP: The Story and Strategy So Far available on www.CLP-Bangladesh.Org

⁸⁵ Scott, L. and Islam, R., Have recipients of asset transfer seen an increase in their income and expenditure? (2010)

⁸⁶ Scott, L. and Islam, R. Asset transfer; the current assets of CLP beneficiaries. (2010).

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			participants by mid-2009 ⁸⁶ .
	Measurable reduction in vulnerability ⁸⁷ for 100,000 poor and vulnerable island chars dwellers by EoP.	As Above	<p>Vulnerability to flooding greatly reduced. Only 6% of plinths completely eroded during major floods in July 2007 and only 660 ATP families left their home villages out of 11,200 families, .</p> <p>Vulnerability to health shocks reduced. Only small increase in childhood diarrhoea during 2007 floods (10% compared with a baseline of 4%) and hospital admissions were below figures from the mainland.</p> <p>Coliform counts from tube-wells remained low. Customer surveys showed increased access to health services.</p> <p>Vulnerability to food insecurity and hunger reduced overall from an average of 35% to 9% for ATP households</p> <p>Acute hunger ("<i>monga</i>") reduced from an average of 43% to 13% for ATP HHs in November 2009.</p> <p>2080 Community Safety Net beneficiaries receive sum equivalent to Bangladeshi Old Age pension</p> <p>9762 households supported by IEP Safety Net⁸⁸</p> <p>1,182,441 households supported by temporary food transfers⁸⁹</p> <p>19,080 households supported by erosion grants⁹⁰</p> <p>Over 80% of households state that the produce grown on their HG was "helpful", "very helpful" or "crucial" for families in <i>monga</i> 2008.⁹¹</p>

⁸⁷ Defined as lack of ability to withstand shocks and stresses.

⁸⁸ Figure from February 2010 monthly report

⁸⁹ *ibid*

⁹⁰ *ibid*.

⁹¹ Kate Conroy and Rafiqul Islam; Homestead Gardens, Improving Household Food Security; Results of a One-Year Study. (2009)

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			<p>39% of land lease holders state 'better able to afford food in a crisis' as their reason for being happier since purchasing a land lease⁹²</p> <p>Impact of Infrastructure Employment Programme and safety net on ability to cope with monga:</p> <p>When asked about impact of IEP on ability to cope with monga, over 97% of IEP households termed it "crucial", "very helpful" or "helpful";</p> <p>Nearly 73% of IEP households felt they had coped better this year than previously, compared to just 11.4% of non-IEP household; 99% of IEP households cited IEP as a major contributing factor, whilst 88% cited the IEP advance ⁹³</p> <p>IEP Safety Net households were three times less reliant on food loans and credits than controls.</p>
			<p>Guarantee of income as measure of vulnerability:</p> <p>42 out of 43 rickshaw owners cite work is better guaranteed⁹⁵ (more respondents valued increased regularity than increased amount of income); better guarantee of income cited as main difference to themselves personally by cattle owners⁹⁶; 98% of land lease holders cite work/income as better guaranteed⁹⁷</p> <p>Data on reliance on coping strategies since receiving assets available for land leases, not</p>

⁹² Marks. M., and Islam. R., Economic Impact study of chars leases purchased during the CLP's ATP; (2008).

⁹³ Conroy et al. The Impact of the 2007 CLP Infrastructure and Employment Programme. (2008)

⁹⁴ Defined as good health, fitness and strength for work; good standard of basic education and skills.

⁹⁵ Marks, M., Economic impact of rickshaws and sewing machines provided during the CLP's Asset Transfer Programme. (2007).

⁹⁶ Marks, M. and Sultana, M., Economic impact of cattle transfers during ATP (2006-8)

⁹⁷ Marks and Islam, Economic impact of land leases study

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			<p>other asset classes, but shows significant reductions for need to migrate for work, take out loans, sell HH goods and sell labour in advance⁹⁸</p> <p>More than 90% of ATP beneficiaries said they could feed families better, 90% could better access health care and 60% of ATP1 beneficiaries said they were better able to send their children to school.</p> <p>Amongst recipients of land-leases, 85% stated that they could now provide their family with better and/or more food, 97% said they could now provide their family with better healthcare and 79% were able to send their children to school, providing one was easily available⁹⁹.</p> <p>100% of sewing machine and cattle beneficiaries interviewed state being happier than before asset transfer.</p> <p>199/200 land lease holders interviewed say they are happier since purchasing land lease.</p> <p>Significant proportions of land lease holders cite pride in owning land, increase in social status and being less dependent on wage labour¹⁰⁰.</p> <p>Majority of cattle owners cite 'personal happiness' in free description of impact of asset receipt¹⁰¹</p> <p>Significant reductions in "stunting" in children. Improvements in nutritional status of mothers</p> <p>Over the 4 nutritional surveys, children of earlier recruited CLP families were consistently 1.3</p>
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⁹⁸ ibid

⁹⁹ ibid

¹⁰⁰ Economic impact of land lease study

¹⁰¹ Economic impact of cattle study

¹⁰² These two bullet points are both from impact of earlier recruitment into the CLP on mother and child nutritional status

¹⁰³ Mathews, H., and Hossain, A., Community Safety Net review. (2009)

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	Measurable increase in well-being ⁹⁴ for 100,000 poor and vulnerable island chars dwellers by EoP.	As above.	<p>times less likely to be stunted than children of later recruited families.</p> <p>Earlier recruited mothers were nearly twice as likely to show improvement in nutritional status between Rounds 2 and 4 than later recruited mothers¹⁰²</p> <p>2080 Community Safety Net beneficiaries cite positive impacts in terms of reduced stress and increased food security; 65% cite being still able to rely on same level of support as before external to the CSN, 88% of CSN donors report feeling no pressure to donate¹⁰³</p>
	Measurable increase in social capital ¹⁰⁴ and reduction in illegal social practices on island chars among 50,000 core beneficiary households	As above	<p>55% of ATP1 beneficiaries reported increased social status.</p> <p>More than 90% of ATP HHs feel respected within their community compared to 64% before entering ATP.</p> <p>44% of ATP HHs said they were always invited to community events compared to a baseline of 14%.</p> <p>80% of ATP1 HHs could cite the legal marriage age for men compared with a baseline of 30%.</p> <p>Around 95% of pre-entry households expected to pay dowry for their daughters, whilst of Phase 1 BHH only 35% expected to pay¹⁰⁵</p> <p>Only 0.08% of ATP cattle (59 out of 70,600) were stolen.</p>

¹⁰⁴ Social capital is defined as the ability to cooperate among similar households within segments of the community and between different segments of the community to protect and enhance livelihoods and help build a society where the laws of Bangladesh are respected and observed and which is more supportive of women and girls in particular.

¹⁰⁵ Conroy, K., Social Development; Knowledge Attitudes and Practice, A Short Beneficiary Review, (2009).

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
(i) Reducing Environmental Vulnerability			
1(a) Reduced vulnerability of island char dwellers ¹⁰⁶ to environmental stress.	100,000 households on island chars live on raised plinths by EoP ¹⁰⁷ .	Field survey supported by CLP Beneficiary Panel data sets	90,684 houses raised on plinths by March 2010. In addition, 4,132 became submerged and were rebuilt.
	Most households on island chars have access to safer drinking water, including during floods by EoP	As above	1,469 shared tube-wells and 3,484 platforms for shared tube-wells constructed. An estimated 60% of households had access to a raised tube-well within a ten minute round trip. Chemical treatment alternatives available in 2007 floods
	Most households on island chars consistently use improved sanitation facilities by EoP	As above	More than 60% of ATP1, 2 and3 beneficiaries had received latrines by January 2009. 62,203 households provided with slab latrines by March 2010.

¹⁰⁶ The term 'island char dwellers' refers to approximately 900,000 people (175,000 households), resident in approximately 700 island char villages as designated by the MA within the CLP Programme area of 150 Unions.

¹⁰⁷ Understood to be April, 2011. Proportional incremental progress should be expected year on year. The CLP is committed to utilising the capacity of Union Parisads and Upazila administrations through the distribution of funds as grants to these bodies to carry out infrastructure work, primarily homestead plinths. Up to £1 million per year will be available to the Union and Upazila Funds, subject to performance. Also see Output 3b promoting the capacity of local government.

¹⁰⁸ Knowledge, Attitudes and Practice study

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
			<p>Use of latrines by children increased from 31% for pre-ATP households to 76% for ATP1 households in 2008/9 equivalent figures for adults are 50% and over 80%¹⁰⁸.</p> <p>More than 90% of ATP1 households wash their hands with ash or soap after defecation.</p>

Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
(ii) Enhancing Economic Opportunities			
2(a) 75% CLP core beneficiary ¹⁰⁹ households have significant increases in incomes, which persist for 3 or more years, by EoP.	Household incomes and agreed proxies for income.	CLP collected and verified panel data sets	82% of ATP 1 beneficiaries showed measurable increase in incomes after three years. ATP1 beneficiaries had on average a 66% (inflation adjusted) increase in incomes 39-46 months post asset transfer and 2 year post end of stipend.
	50% of women and children in CLP core beneficiary households have improved nutritional status by EoP.	Nutritional status surveys	Food insecurity declined from 35% to 9% for ATP households by December 2009. 11% of ATP1 and 2 mothers moved up a Chronic Energy Deficit category between October 2008 and October 2009. Over the 4 nutritional surveys, children of earlier recruited CLP families were

¹⁰⁹ The definition of a CLP core beneficiary is a household living on designated island chars, which is landless and assetless without a source of regular income other than casual labour, living on a designated CLP island char village, who is able and willing to add value to an asset through their own labour and skills and who do not have outstanding loans from CLP IMOs. The term 'Landless and Assetless' represents a further set of definitions and judgements. Landlessness as defined by the CLP means absolutely landless, including homestead land. This is different from the GOB definition of functionally landless which includes households of up to 50 decimals of agricultural land and doesn't include homestead land. The CLP definition does not relate to holding title deeds or other formal documentation showing ownership, but to the general understanding in the community of who *de facto* gains the benefit of the land. Households who are sharecroppers are deemed by the CLP not to be landless as they have access to agricultural land which provides income. Households with leased land, a system of land tenure which requires capital (similar to pawning of land) are deemed not to be landless. Individuals who will inherit land under Islamic law are also deemed not to be landless. Households who have been given permission to put their homestead on another person's land but are not at present required to pay rent are not deemed to be owners, merely that the land owner deems them too poor to try to collect rent. The term 'Assetless' is defined as not holding productive assets worth more than 5000 taka. 'Landless and Assetless' are proxy indicators for income.

¹¹⁰ These two bullet points are both from a study on the impact of earlier recruitment into the CLP on mother and child nutritional status

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
			consistently 1.3 times less likely to be stunted than children of later recruited families. Earlier recruited mothers were nearly twice as likely to show improvement in nutritional status between Rounds 2 and 4 than later recruited mothers ¹¹⁰

Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
2(b) Poor char households enjoy an increased opportunity for employment and income generation activities.	At least 20,000 households participate in a CLP sponsored market development initiative; not less than 10,000 of those households will be on island chars.	CLP monitoring verified by external evaluation	Of 39,555 chars dwellers trained in poultry production, 12,000 are now selling eggs. Of 17,923 milk producers helped to set up informal milk collectives, 9,000 are selling milk.
	At least 10,000 (based on sample data) participants in market development initiatives self-report a satisfactory return on investment.	CLP monitoring verified by external evaluation	12,000 egg producers selling eggs to the value of Taka 312 per month, with production costs of 54 taka. 9,000 milk producers selling an average of 1.5 litres per day at a price of 22 taka 312 char dwellers serving as private sector Livestock Service Providers, of whom 283 earn more than Taka 3,000 per month.
	Measurable increase in the number of		

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	commercial enterprises on designated island chars	Comparison to CLP Baseline Survey data	Measurable increase in commercial enterprises, particularly milk and egg production (see above).
	Livestock on chars have decreased mortality and morbidity and improved growth rates.	Field Surveys	Up to May 2009, cattle mortality had been only 0.49% with reduced morbidity because of vaccination, and anthelmintic treatment. Increased livestock feed sales by paravets, improved management practices and AI cross breeding have improved growth rates and milk production.
2(c) Poor island char households enjoy increased access to competitive financial services.	100,000 poor island char households have access to a choice of appropriate micro financial services.	End of project survey.	35,604 households members of Village Savings and Loans Associations (VSLA) and in excess of 60,000 chars HHs have access to mainstream MFI from more than 50 island char branches that opened in 2008 and 2009.
	MFI service and loan portfolio quality meets or exceeds mainland standards.	External evaluation.	VSLA standards, with commitment to saving, far in excess of mainland standards. Of the 9 NGOs setting up branches on the chars, 6 are IMOs and PKSF partners. The others are BRAC, ASA, and Grameen.

Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MoV)	Progress to end of Phase 1; March 2010.
(iii) Improving Social Well-being and Governance			
3(a). CLP core beneficiary households increase their knowledge, skills and capacity to cooperate with others in their community to: (i) protect their assets and enhance their incomes; (ii) reduce social practices unjust to women and girls; (iii) understand their legal and human rights; (iv) help those in their	90% of HHs assisted with homestead raising should have retained their right to reside on the homestead on affordable terms. Examples of theft of assets should be under 2% of total asset transfer grants per year. 75% of women and girls report reduced domestic violence, rape and increase in age of marriage.	<i>CLP collected data and evidence, verified by external evaluation</i> <i>Household sample survey</i> <i>Household sample survey</i> <i>Household sample survey</i>	More than 90% of households assisted with homestead raising retained their rights to reside on the homestead on affordable terms. Percentage of assets stolen did not exceed 0.06% in any year, with a total of 59 stolen out of 70,600 over four years (many recovered). Evidence at interview of improved domestic relations. Not able to quantify reduction in domestic violence although 50% of female rickshaw owners reported improved relations with spouses even without specific questions being asked about level of discord between spouses. 40% of sewing machine owners mentioned they no longer quarrel with their

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MoV)	Progress to end of Phase 1; March 2010.
communities unable to help themselves.	<p>50% of adults can name and explain a group of key rights</p> <p>Social Protection provision for 2000 households without an adult able to work by EoP.</p>	Household sample survey	<p>husbands¹¹¹</p> <p>When land-lease beneficiaries were asked the major impact on the household of obtaining a land-lease, 7.5% cited 'improved family relations'¹¹²</p> <p>Evidence of increased understanding of rights. Only 15% of ATP households said they expect to pay dowry compared to 95% pre-ATP. 80% of ATP1 households know legal age of marriage for men compared to 30% pre-ATP (knowledge age of legal age of marriage for women increased from 80% to over 95%)¹¹³.</p> <p>2,080 households covered by the Community Safety Net scheme, which gives a sum equivalent to Bangladeshi Old Age pension. In addition, Infrastructure and Employment Programme Safety Net covered 3,142 households in the 2007 <i>monga</i> season, 2,826 families in 2008 and 3,794 in 2009.</p>
3b) Improved organisational capacity of Local Government and NGO	Capacity of GOs and NGOs as perceived by char residents to manage activities beneficial to the poor &	Evidence collected by CLP and verified by external review. Public opinion surveys, focus groups and	The CLP provided training to 362 local government Union Parishad (UP) chairs, 1,866 members and 353 secretaries as well as to 45 Upazila Nirhabhi Officer (UNO), 41 Upazila Engineers (UE) and 28 Project Implementation Officers (PIO).

¹¹¹ Economic impact of rickshaws and sewing machines

¹¹² Economic impact of land leases

¹¹³ Knowledge, Attitudes and Practice study

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MoV)	Progress to end of Phase 1; March 2010.
partner organisations.	vulnerable.	structured in-depth household interviews.	Several Customer Satisfaction Surveys carried out annually from 2006 looking specifically at incidences of attempted/actual corruption during delivery of the infrastructure programme (IEP and dry season work) show a rapid decline in all forms of corruption, to close to zero. Almost 100% of beneficiaries declared themselves satisfied or very satisfied with activities within these programmes
	At least 1500 community groups established under CLP are able to demonstrate evidence of effectively identifying and agreeing necessary changes in their community and making progress to achieving this change	Evidence collected by CLP and verified by external review.	2,691 community groups of core beneficiaries were established by end-June 2009. They met regularly for capacity building & social bonding / care exercises over a period of 18 months. 90-100% attendance rates at meetings, 65-70% of of KAP study respondents stated that they 'always' provide input to meetings. In addition, monthly Para (hamlet) meetings together with bimonthly village meetings are occurring at which all social levels are present to discuss community issues and plan community development

Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
(iv) Increasing Wellbeing through Services			
4(a) The well being of char dwellers is improved through the provision of appropriate human development and welfare services ¹¹⁴ .	Social Protection provision in the form of Cash for Work is ensured for up to 500,000 family members in Kurigram and Gaibanda Districts to prevent seasonal hunger (Monga).	Evidence produced by CLP and verified by external review.	<p>5.451 million person days of work provided in monga season across the five districts over four years. Programme gradually scaled down after 2007 as food security improved and Government Employment Guarantee Scheme became operational.</p> <p>Impacts of IEP on hunger/nutritional status:</p> <p>CFW women had gained weight and mid-upper arm circumference (MUAC) during the Monga whereas control group women lost weight and MUAC and the mean differences in weight between CFW and controls were 0.88Kg and 2.29mm respectively.</p> <p>CFW children showed significantly greater mean improvements in height (+0.08 cm), weight (+0.22 kg) and MUAC (+1.41 mm), and were significantly less wasted than the control group children.</p> <p>CFW households spent more on food and ate more protein-rich food than control households.</p>

¹¹⁴ CLP believes that Health, Nutrition and Educational services are essential to prevent inter-generational transmission of extreme poverty.

¹¹⁵ N Massie-Taylor study entitled A short-term Cash-for-Work programme improved nutritional status, food expenditure and consumption of CLP dwellers in the *Monga* (hungry) season (2007)

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
			115
	Improved health service significantly reducing the risk of health shocks for at least 10,000 households is ensured by EoP.	Evidence produced by CLP and verified by external evaluation	Approximately 38,000 CLP core households have reduced risk to health shocks through CLP Primary Health Care and Family Planning Project.
	10,000 illiterate adults are ensured an opportunity to gain minimal ¹¹⁶ literacy and numeracy by EOP	Evidence from the CLP verified by external evaluation ¹¹⁶ .	Although an adult literacy programme was not approved by DFID; simple adult literacy coaching by CDOs is estimated to have helped approx. 40% of ATP 1-3 group members to sign their name, read with difficulty numbers and simple things like signboards. Thus, more than 12,000 ATP beneficiaries to date are considered to have received the opportunity to gain minimal literacy.
	5000 school age children on island chars not attending school are ensured an opportunity to gain basic literacy and numeracy skills by EOP.	Actual testing of programme beneficiaries to show actual skill levels.	4,976 children attend Class 1 to 3 in CLP Learning centres. All have passed from Class 1 to Class 2.

¹¹⁶ Minimal literacy means ability to sign name, phonetic recognition of the Bangla alphabet and basic numbers.

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Outputs	Objectively Verifiable Indicators (OVIs)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
(v). Fostering Learning and Sharing (Policies and Institutions)			
5(a) Development of a body of evidence documenting the impact of interventions	Auditable database tracking key indicators of CLP core beneficiary HHs over the life of the Programme Cumulative body of studies, data reviews and internally and externally commissioned evaluations and research studies.	External evaluation of cumulative evidence and analysis <i>External assessment</i>	One of the great strengths of the programme. A comprehensive, auditable household database available and up to date. 45 studies are on the website with three in late preparation, covering all aspects of the programme.
5(b). The lessons learned by CLP widely shared and disseminated	Quality of CLP Website and Publications Participation in Conferences	External Assessment	Website informative, comprehensive and up to date. Further dissemination through workshops e.g. Rangpur in May 2009 and by hosting visits by senior GoB and DFID officials.
5(c) An institutional capacity to monitor poverty and social and economic development on the chars is created	Research and Analysis produced by CLP funded Char Unit within RDA.	External Assessment	Four GoB staff sponsored by the CLP to carry out Masters studies in UK in poverty related areas. Two were from RDA and two from local government. CLP broadened the scope of capacity building by running successful young professionals, national interns and student hosting programmes. IML has worked with all NGO and private sector partners involved in field monitoring to ensure improved monitoring capacity CLP national staff have the capacity to continue monitoring economic and social development.

Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
(i) Reducing Environmental Vulnerability			
1.1 Construction of infrastructure to help poor char dwellers and their livestock cope with flooding.	<p>Construction of raised plinths above the highest locally recorded flood level for 100,000 households on island chars.</p> <p>Provision of year round access to clean water for the 100,000 of island char households.</p> <p>Provision of on-plot sanitation facilities and supporting related educational inputs to 50,000 households</p>	<p><i>Internal monitoring and Independent verification of M&E reports.</i></p> <p><i>As above</i></p> <p><i>As above</i></p>	<p>90,684 houses raised on plinths above flood levels..</p> <p>1,469 shared tube-wells drilled and new platform constructed for 3,484 other tube-wells</p> <p>62,203 slab latrines constructed and households trained in their use.</p>
1.2 Capacity Building of Union and Upazila Parishads and partner NGOs to	Amount of training and on site supervision delivered.	People's satisfaction survey reports and physical verification and	<p>2,695 local government officials trained.</p> <p>Customer Satisfaction Surveys carried out annually from 2006 looking specifically at incidences of attempted/actual corruption during delivery of the</p>

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Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
effectively utilise funds for mitigating seasonal flooding and other public infrastructure.		independent evaluation	infrastructure programme (IEP and dry season work) show a rapid decline in all forms of corruption, to close to zero. Almost 100% of beneficiaries declared themselves satisfied or very satisfied with activities within these programmes

Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
ii) Enhancing Economic Opportunities			
2.1. Provide income generating asset (IGA) grants to landless and assetless island char households.	50,000 households will receive IGAs by EoP	Systematic verification of NGOs/IMOs and selected beneficiaries; Internal M&E And external verification reports.	55,000 households received productive, income generating assets.
2.2. Improve access to training and extension for core beneficiary HHs to ensure IGA productivity.	Return on investment (through increase in value of assets and accumulated income) average 75% per annum At least 90% of cattle and sheep IGAs alive and growing normally after 18 months Non-livestock IGAs yielding positive cash flow after 8 to 10 months. Beneficiaries procuring essential	M&E surveys, reports from NGO partner organisations and independent verification report. Monitoring of ATP beneficiaries	Asset values increase at some 50% per year and incomes at some 20% per annum adjusted for inflation. Unless sold, more than 99% of cattle were alive after 18 months and growing normally. More than 90% of rickshaws and sewing machines yielding positive cash flow within 8 months.

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Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
	services to sustain IGAs from providers.	Household survey	CLP core participants procuring services from Livestock Service Providers, NGOs and the private sector.
2.3. Develop a reliable savings option ('a safe place to save') for core programme beneficiaries.	At least 80% of core beneficiary households have participated in secure savings services from either licensed MFIs or mutual savings associations; Most participating households continue those saving activities for 2 years or more.	M&E reports	35,604 households members of VSLAs of whom more than 80% are core beneficiary households. Most other households have access to the 50 island char branches of the 9 IMOs and three major NGOs offering MFI services.

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Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010
2.4 Increase the outreach and quality of micro financial services in the programme area.	100,000 island char households have access to appropriate micro financial services.	M&E reports End of project survey	There are 35, 604 VSLA members and a further 60,000 plus have access to MFI on the island chars.
	Range and flexibility of products equals or exceeds industry standard in mainland areas.	External evaluation	No external evaluation, but six new loan products on offer, including seasonal crop loans, beef fattening loans and land lease loans.
	Loan portfolio quality equal to or better than mainland standard.	External evaluation	No external evaluation to compare quality, but 6 IMO's are PKSF accredited and VSLAs, with emphasis on savings, equate to best practice.
2.5 Develop key agricultural and non-farm productive sectors, and key service sectors to support income generation and employment.	At least 20,000 households (10,000 from island chars) have elected to participate in projects of the Market Development Fund, whether as producers, suppliers, traders or labourers.	M&E reports	6,600 people producing fodder; 17,923 households in informal milk collectives; and more than 12,000 households selling eggs commercially.

Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end Phase 1; March 2010.
(iii) Improving Social Well-being and Governance			
3.1 50,000 Beneficiaries selected and formed into groups to implement structured learning programmes for a period of 18 to 24 months by EoP.	Awareness of agreed training syllabus absorbed and utilised.	Internal and External auditing of beneficiary selection, Quarterly verification surveys, Internal and Commissioned studies	Political interference minimised, by careful monitoring, coupled with a refusal to work with Upazilas, and UPs that favour households on political grounds and a refusal to enter into or renew contracts with NGOs that engage in party political activity 5% sample of selected beneficiaries verified according to selection criteria by Management Agency staff
	Programme of community based analysis and mobilisation agreed and established.	CLP reports	Achieved. Through Participatory Rural Appraisal sessions the community contributed in the selection of beneficiaries by analysing the extent of vulnerability of the people.
	Community groups produce outline priority lists and action plans linked to analysis and structured learning programme.	CLP reports Internal and Commissioned studies	Structured learning helped communities to prioritise their aspirations/needs which, in some cases, they submitted to Union Parishad and other service providers. In some instances the community got a positive response, especially in sanitation, from Union Parishad and NGOs
	Safety nets for the extreme poor strengthened and social vulnerability	Partner NGO reports	2080 households supported by Community Safety Net

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Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end Phase 1; March 2010.
	reduced. Existence of 2000 Community Safety Net Beneficiaries by EoP	IML studies	9762 households supported by IEP Safety Net ¹¹⁷
3.2 Identify, contract and build capacity of partner NGOs to implement development programmes and support community mobilisation.	Suitably qualified partner NGOs contracted and 50,000 core beneficiary households (BHHs) meeting agreed CLP target criteria identified and formed into groups by 2008.	Contracts with partner NGOs signed.	Contracts with NGOs signed and all 55,000 core beneficiaries identified by end 2008 to agreed criteria (5% sample verified by Management Agency staff to check they meet criteria) and formed into groups.

¹¹⁷ Figure from February 2010 monthly report

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Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase 1; March 2010.
	90% NGO field staff (IMO's CDOs) well trained and can effectively administer beneficiary identification, group formation, rights awareness and livelihood promotion by 2007	Internal and External Assessments	All the Community Development Officers (CDOs) received adequate training and effectively identified beneficiaries, formed groups and raised the awareness of group members on different rights/issues through delivery of social development modules.
	Capacity building programme for NGOs to strengthen capacity to support community priorities agreed and initiated.	Programme documents	Training in different aspects of capacity building provided by the CLP. This resulted in the efficient implementation of CLP activities and thus the capacities of the concerned NGOs have further developed. As a result they are getting attention and support from other donors. Moreover, they are now better aware of the priorities of chars dwellers.
	Capacity building programme reviewed and revised annually on basis of community feedback and lessons learned.	Internal and External Assessments	Each year during 'Refresher Training', adjustments and improvements were made as a result of feedback during the previous year.
3.3 Training for local government functionaries.	Improved local government efficiency and understanding in undertaking routine functions. Improved financial management of UP resources through training.	Char dwellers directly report improved responses on issues raised to UPs. <i>Periodic financial audits</i>	CLP has conducted Governance training on strengthening and capacity building of Union Parishad Chairmen, Members and Secretaries of 150 Union Parishads of CLP designated areas. 362 Chairmen, 1866 Members and 353 Secretaries have each received a four day training programme covering areas such as Roles and Responsibilities of Ups; Participatory Planning; Financial Planning and Management etc.

Activity	Objectively Verifiable Indicators (OVI)	Means of Verification (MOV)	Progress to end of Phase1; March 2010.
(iv) Supporting Livelihoods Through Services			
4.1 Provision of social protection through Cash-for-Work (CFW), in particular through targeting of prone areas.	<p>Yearly increase on Cash-for-Work schemes to a minimum of 2.0 M person-days of employment by 2010.</p> <p>CFW beneficiaries retain 100% of earned income. (i.e. pay no "commissions" to Union Officials)</p>	<p>CLP financial records.</p> <p>Field verification surveys.</p> <p><i>Worker satisfaction surveys</i></p>	<p>5.451 million person days of employment generated between 2006 and 2009, with a maximum of 2,635,000 days in 2007.</p> <p>Numbers supported by CLP declined from 2007 as livelihoods improved and with the introduction of the Government's Employment Guarantee Programme in the munga season.</p> <p>The Employment Programme Safety Net provided for extreme poor households unable to work. 3,142 households received Taka 175 per week for 12 weeks in 2007 and 2,826 households received 200 taka per week in the 2008 munga period and 3,794 received 200 taka per week in 2009.</p> <p>In a customer satisfaction survey 19% of Cash for Work (IEP) participants said they were asked for "kickbacks"; 13% paid. Action was taken to reduce risk and complaints fell to 0.06% in 2008.</p>
4.2 Provision of pilot Literacy and Health services.	Improved Health and Literacy in pilot communities. Specific Indicators to be agreed in light of programme development and studies commissioned.	External evaluation	<p>No external evaluation as yet, beyond DFID Annual Reviews.</p> <p>From November 2007, 4,976 children (more than 50% girls) enrolled for three year primary course (Class 1 to 3) in 168 learning centres. All have progressed from Class 1 to Class 2..</p> <p>More than 38, 000 households benefit from the Primary Healthcare and Family Planning Project, with core beneficiaries receiving vouchers; others pay Taka 10</p>

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			<p>per consultation. On average 800 clinics are held each month, with 35,000 consultations. More than 706,000 patients have been treated.</p> <p>Figures from health Customer Satisfaction Survey:</p> <ul style="list-style-type: none"> • A 100% satisfaction rating of the services received from the SHC paramedics was recorded; • 63% of households had previously consulted the Community Health Volunteer (CHV) on 417 separate occasions. 98% of these households were very satisfied with the services they had received and 100% would use the CHV again. • 10% of household would not have sought any medical treatment if they had not been able to attend the SHC on the survey day. • No reported leakage, cash demands or payments related to the Health Cost Reimbursement Scheme was found; • 94% of respondents would prefer to use the SHC in the future, rather than other healthcare providers.
4.3 Strengthen and promote GoB extension services and private sector delivery chains in support of livelihoods activities.	At least 15,000 households drawn from the 'whole community' will obtain Agriculture, Fisheries & Livestock support services;	CLP surveys & independent verification reports.	<p>Emphasis on provision of livestock services through private sector Livestock Service Providers. 312 LSPs now active throughout the chars, providing vaccination and other services to 55,000 core beneficiaries and other livestock farmers. Arrangements made with Government Veterinary Officers to secure the vaccine cold chain.</p> <p>LSPs also provide primary healthcare, clinical services and most sell feedstuffs.</p>