Assessment of UNICEF Bangladesh Approach to Leveraging

Final Report

May 2010

Acknowledgements

Cover Photo:

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Executive Summary

The Government of Bangladesh (GOB) and UNICEF cooperate in promoting children's rights. The current Country Program covers the five-year period 2006-2010 with an approved budget of over $270 million; however, actual funding for the 3 year period 2006-08 was over $283 million; the Country Program will be extended to 2011.

Based on the recommendations of an internal audit conducted in early 2009, the UNICEF Bangladesh Country Office (BCO) commissioned Universalia to conduct an institutional assessment of its office in October 2009. Following further consideration, UNICEF BCO decided to focus the study more narrowly on its capacities and performance in leveraging its assets for the benefit of children.

This study examines the extent to which UNICEF Bangladesh is making a difference for children in Bangladesh by leveraging additional resources and results for children in keeping with the overall approach promoted in UNICEF's Medium Term Strategic Plan (MTSP). The primary client for this assessment is the UNICEF BCO. The study's findings are expected to inform the BCO country program strategy for 2012-2016.

In the context of the UN reform process and the international development paradigm informed by the Paris Declaration principles, UNICEF is moving towards an increased focus on leveraging. When the Bangladesh Country Program Document (CPD) was designed (2005-2006) UNICEF's corporate emphasis on leveraging was just beginning. As a result, the BCO strategy pays relatively modest attention to leveraging. Despite this, BCO's focus on leveraging has increased over time. In recent years

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

the UNICEF BCO's leveraging approach has been supported and advanced by very committed leadership. There is considerable evidence from stakeholders that the BCO has implemented a variety of leveraging strategies. As UNICEF has not yet developed a tool or set of indicators for leveraging, it is not possible to measure its success systematically. However, anecdotal evidence provides notable examples of the UNICEF BCO's success in leveraging its assets.

UNICEF BCO's has a comparative advantage for leveraging in Bangladesh, rooted in several factors:

- **Its credibility and legitimacy**: UNICEF's name and brand are strong and credible and its mandate appeals to donors. As a result, UNICEF can engage with and influence partners.

- **Its close, stable relationship with the Government of Bangladesh (GOB):** UNICEF has a very strong relationship with the GOB, rooted in many years of what is regarded as a stable and predictable relationship. As a result, UNICEF has more traction with the GOB than many other donors and development partners. Development partners (bilateral and multilateral) recognize that UNICEF is very well placed to leverage with the GOB and often rely on UNICEF as an interface between them and the GOB.

- **Its visible, active and well respected role in the development community in Bangladesh:** The UNICEF BCO is a respected and visible player in the development partner community and in the

UN family in Bangladesh. It plays an active and influential role in sectoral forums and in donor coordination committees.

- **Its strong field presence**: UNICEF's active involvement on the ground in Bangladesh increases its clout and credibility with the GOB and development partners.

- **Technically competent staff in key positions:** UNICEF staff is well regarded for its ability to marry world-class technical expertise with a solid knowledge of the Bangladesh context, and for its ability to adapt and operationalize innovative ideas, and models in the Bangladeshi context.

However, mixed institutional incentives for leveraging and limited explicit emphasis on leveraging in BCO's planning, management and evaluation practices have hindered UNICEF BCO's achievements in this respect to date. The main limitations to the UNICEF BCO's leveraging potential are:

- **Large number of competing priorities:** Because of its history, culture, internal and external pressures, it is very difficult for UNICEF to say no to new activities and areas of work. Over the years, the UNICEF BCO has expanded the breadth of its programming areas and the diversity of its activities. Many observers share the view that UNICEF is trying to do too many things. This is not supportive of a leveraging approach, which would require sustained commitment and recognized clout in a few well-defined and selected areas.

- **Absence of internal common understanding and guidance on leveraging:** While leveraging is a 'buzz word' at UNICEF, there is no common understanding or guidance on what leveraging means, which strategies to use, or how to use them.

- **Limited emphasis on leveraging in BCO planning:** The main BCO strategic planning documents pay limited attention to leveraging and do not position it clearly as a central programming strategy to achieve the CP's objective. This limited attention is reflected in BCO's planning at the project and section levels.

- **Scarce and unsystematic generation and use of evidence from the field:** This is widely recognized as a problem inside and outside UNICEF, together with a need for more analysis and internal learning.

- **BCO structural constraints:** These include the BCO's roles, and responsibilities for leveraging, its structures and systems, staff allocation, capacities and incentives for leveraging. The BCO is currently structured mainly as a field-oriented, operational, activity-based organization, rather than one that is strategic, evidence-based and demonstration-oriented.

Both inside and outside UNICEF there are different views on its role in Bangladesh (what it is and what it should be), its main niche, and the extent to which UNICEF should focus on leveraging as compared to service delivery. Our assessment shows that leveraging makes sense in Bangladesh, combined with sustained service delivery and a strong focus on institutional strengthening. We believe that the UNICEF BCO should move towards leveraging in a gradual but sustained, deliberate, and clearly articulated way in combination with a solid field presence oriented towards demonstration. With some corrective actions BCO could enhance its leveraging capacity tremendously:

1. Building on its positive accomplishments to date, the UNICEF BCO should take steps to clarify, develop, and operationalize its leveraging approach.

2. The UNICEF BCO should invest in developing its internal human resource capacities to support its leveraging strategy.

3. The UNICEF BCO should further develop its partnerships in alignment with its leveraging strategy.

4. The UNICEF BCO should ensure that leveraging is adequately reflected in its next Country Program planning process and guiding documents.

Contents

Exhibits

Appendices

A c r o n y m s

AMP	Annual Management Plan
AWP	Annual Work Plan
BCO	Bangladesh Country Office
BEHRUWC	Basic Education for Hard to Reach Urban Working Children
BRAC	Bangladesh Rural Advancement Committee
C4D	Communication for Development
CHT	Chittagong Hill Tract
CIP	Child Injury Prevention
CMT	Country Management Group
CPAP	Country Program Action Plan
CPD	Country Program Document
CPMP	Country Program Management Plan
CRC	Convention on the Rights of the Child
CSO	Civil society organization
DAC	Development Assistance Committee
DGHS	Director General of Health Services
ECD	Early Child Development
ELCD	Early Learning for Child Development
EmOC	Emergency Obstetric Care
EPI	Expanded Program on Immunization
GOB	Government of Bangladesh
HNPSP	Health, Nutrition and Population Sector Program
IMEP	Integrated Monitoring and Evaluation Plan
JD	Job description
MBB	Marginal Budgeting for Bottlenecks
MDGs	Millennium Development Goals
MICS	Multiple Indicator Cluster Survey
MNCH	Maternal, Neonatal and Child Health
MNCS	Maternal, Neonatal and Child Survival
MNH	Maternal and Neonatal Health
MoHFW	Ministry of Health and Family Welfare
MOPME	Ministry of Primary and Mass Education

Acronyms

MoSW	Ministry of Social Welfare
MOWCA	Ministry of Women and Child Affairs
MTSP	Medium Term Strategic Plan
NNP	National Nutrition Program
ODA	Official Development Assistance
OMP	Office Management Plan
OR	Other Resources
ORT	Oral Rehydration Therapy
PALR	Policy, Advocacy and Legislative Reform
PCAR	Project for Children at Risk
PEDP II	Second Primary Education Development Program
PER	Personal evaluation report
PME	Planning, Monitoring and Evaluation
PMT	Program Management Group
PPP	Program Policy and Procedure Manual
ROSA	Regional Office for South Asia
RR	Regular Resources
SHEWA-B	Sanitation, Hygiene Education and Water Supply in Bangladesh
SitAN	Situation Analysis
SLIP	School Level Improvement Plan
SWAp	Sector-wide approach
TORs	Terms of Reference
WES	Water, Environment and Sanitation

1. Introduction

1.1 Background and evolution of the assignment purpose

The Government of Bangladesh (GOB) and UNICEF cooperate in promoting children's rights. The overall aim of the current Government-UNICEF Country Program is "*the progressive realization of children's and women's rights through improved survival, development, protection, and within the framework provided by the Convention on the Rights of the Child, the Convention on the Elimination of Discrimination against Women, the Millennium Development Goals (MDGs), and the Millennium Declaration.*"[1] The current Country Program covers the five-year period 2006-2010 with an approved budget of over $270 million; however, actual funding for the 3 year period 2006-08 was over $283 million; the Country Program will be extended to 2011.

Based on the recommendations of an internal audit conducted in early 2009, UNICEF Bangladesh commissioned Universalia to conduct an institutional assessment in October 2009. The assignment was originally intended as a forward-looking exercise that would allow UNICEF Bangladesh to strengthen its capacities to address child rights issues in its Program of Cooperation.

Following the submission of the draft Inception Report in October 2009, UNICEF Bangladesh reflected further on the assignment purpose and scope in association with UNICEF Headquarters and its regional office and issued new Terms of Reference (TOR) on 26 January 2010. The approved TORs are provided in Appendix I. Universalia and UNICEF senior management reviewed these in meetings in Bangladesh between 31 January and 2 February 2010 and clarified UNICEF's needs and expectations. The assignment became considerably more focused on UNICEF Bangladesh's capacities and performance in leveraging its assets for the benefit of children, and the title of the study was changed to *Assessment of UNICEF Bangladesh's Approach to Leveraging* to avoid confusion with institutional assessments that typically have a much broader scope.

1.2 Assessment Objectives

The primary client for this assessment is the UNICEF Bangladesh Country Office (BCO). The BCO team expects that this analysis will inform its country program strategy for 2012-2016.

This study examines the extent to which UNICEF Bangladesh is making a difference for children in Bangladesh by leveraging additional resources and results for children in keeping with the overall approach promoted in UNICEF's Medium Term Strategic Plan (MTSP). More specifically, it:

- Examines the **external context** and implications for the BCO in adopting a leveraging approach

- Examines the **BCO's internal context** (history, norms, values, incentives and so forth) in regard to use of a leveraging approach

- Analyzes the extent to which the **BCO's current program portfolio** (i.e., projects and program investments in each sector) encompasses a leveraging approach in its design and implementation

- Identifies the **successes, good practices, and lessons learned** by the UNICEF BCO in relation to the use of leveraging approaches in each sector

- Examines the **rationale** for a leveraging approach by BCO in Bangladesh

- Recommends **needed actions, changes, or improvements** that can enhance BCO practices related to leveraging in Bangladesh and thus its overall performance in Bangladesh.

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[1] CPAP, 2006, p.5

This final report presents the study findings, conclusions, and recommendations. It has been revised to include feedback from UNICEF (BCO, Regional Office for South Asia and Office of the Regional Director for East Asia and Pacific). Appendix II presents the list of findings and Appendix III the list of recommendations.

1.3 Assessment Management and Methodology

Management – This assignment was managed by the BCO Planning, Monitoring and Evaluation Section (PME). A Steering Committee composed of the Representative, Deputy Representative, Section Chiefs, and the Evaluation Officer provided guidance and feedback on the assessment process and products. Data gathering, analysis, and report writing were carried out by Universalia in close consultation with the PME Section. With input from UNICEF BCO, Universalia developed a detailed methodology for the study as outlined in the final Inception Report approved by the BCO in February 2010.

The assessment was carried out in conformity with the principles, standards, and practices set out in the DAC Principles for Evaluations (1991), the DAC Evaluation Quality Standards (2007), and UNEG Norms and Standards for Evaluation in the UN System (2005).

Methodology – The overall methodology for this assessment is provided in Appendix IV. Other appendices provide details on: the Assessment Framework (V), the Project Profile Framework (VI), Stakeholders consulted (VII), Documents reviewed (VIII), and Survey results (IX).

1.4 Limitations

In conducting this study we encountered two limitations:

- The documents available for the development of project profiles were not consistent. For some projects we were able to assemble exhaustive documentation that covered all stages of the project cycle. In other cases we had a more limited selection of documents. This may have affected our analysis as we were able to gather more evidence from the more well-documented projects. If this is the case we hope that we will be able to rectify our analysis on the basis of BCO's feedback.

- Despite several attempts, the assessment team was not able to consult the UNICEF Regional Office after the inception phase. As a mitigating action we suggest sharing this draft report with the Regional Office and the Regional Evaluation Advisor.

1.5 Organization of the Report

Following this introduction, Section 2 provides a working definition of leveraging; Section 3 explores external and internal contextual factors related to the assessment; Section 4 provides a profile of BCO's experience with leveraging; Section 5 presents the findings on BCO's leveraging capacities; and Section 6 presents conclusions and provides recommendations to the UNICEF BCO.

2 .   D e f i n i n g   L e v e r a g i n g

While the concept of leveraging is not formally defined in reviewed UNICEF documents, we have proposed a working definition for the purposes of this assignment (see sidebar). This definition was discussed with and endorsed by the UNICEF BCO's Management Team.

> **Leveraging in UNICEF – A working definition**
>
> Utilizing UNICEF assets (human resources, financial resources and knowledge) to maximize sustainable results (outputs, outcomes and impacts) for children – above and beyond the results that UNICEF can achieve through its direct interventions

Our discussions with UNICEF BCO staff members and our document review helped identify some additional characteristics that further define the concept of leveraging:

- The objective of a leveraging approach is to be able to influence structural elements that are fundamental for child advancement in a given country: legislation, policies, planning and budget allocation.

- Leveraging is about indirect and secondary results – Leveraging results cannot be achieved by UNICEF alone through its direct interventions, but require the contributions of other stakeholders.

- Leveraging is not the same as impact – Impact is the final result of leveraging, but leveraging is a process to obtain that final result.

- Leveraging is not limited to upstream activities[2] – Leveraging strategies include both upstream activities and other activities that are a bridge between downstream and upstream activities, such as implementing pilot projects and social models with a demonstration purpose, and generating knowledge and evidence from field activities.

Leveraging strategies include:

- Policy Advocacy;

- Policy dialogue and support to legislative reform;

- Local partners' institutional strengthening;

- Developing, testing, and documenting innovative, replicable, and scalable models;

- Knowledge generation, circulation, and management;

- Partnership mobilization for children programming.

In this study we have not considered UNICEF's fundraising for its own projects as a leveraging strategy. The terms "resource leveraging" and "fundraising" are often used synonymously (by UNICEF and others), but for the purposes of this report we have used the broader definition of leveraging noted above.

Our consultations with BCO have shown that management (and staff, to some extent) share an implicit understanding or logic theory of the UNICEF BCO leveraging approach in Bangladesh. The overall idea is to use strategies, instruments, and resources that are under UNICEF control to influence legislation, policies, and planning and budget allocations for child advancement in a given country. A diagram synthesizing this theory is provided in Exhibit 2.1 (the diagram was developed by the Assessment Team in consultation with BCO staff). In practice, leveraging is less linear than what is shown in the diagram. For example, some steps may take place concurrently, some may take place continuously throughout the

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[2] Upstream activities include policy, advocacy, and capacity building at the national level. Downstream activities include direct service delivery and work at the field level.

leveraging process, some interventions may not need to go through all the steps (e.g., awareness on a certain issue might already exist in the country, but what lacks is the know-how to address the issue), and in some cases the process may stop at some point (e.g., when evidence indicates that a model does not work or is not replicable). While this implicit theory appears to be widely shared among the BCO management at the conceptual level, it does not fully translate into BCO practices (see Section 5).

Exhibit 2.1 Implicit Theory of UNICEF BCO Leveraging Approach

Conduct situation analysis/baseline survey to identify the problem and the specific needs in which UNICEF can add value

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Advocate to create awareness for the issue

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Develop/adapt social models (innovative approaches, techniques, pilot projects etc)

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Implement social models and test them for effectiveness, cost replicability, scalability

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Generate evidence (through monitoring and evaluation, lessons learned, etc)

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Share and circulate evidence and knowledge; Advocate for model diffusion; Support policy and law development; Mobilize additional resources

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Issue/approach/model is adopted by the Bangladeshi Govt/ is replicated on a wider basis/becomes part of a sector approach (innovative approach becomes mainstream).

Strengthening local partners capacities

Advocacy for Social change

3. Context

In this section we analyze the key factors within UNICEF BCO's external environment and its internal context that support or hinder its use of a leveraging approach.

3.1 External Context for Leveraging

Government of Bangladesh (GOB) and Local Partners

Bangladesh is a country with a vast population and huge development needs, in particular in relation to children and women. Over the years, the GOB has demonstrated a willingness to address these issues and has been willing to cooperate with development partners to do so. However, while the GOB has been receptive to partner contributions and support, several factors and constraints within the government pose a challenge to successful leveraging.

Political stability – Leveraging is a long-term activity that requires stable and predictable government policies and priorities. For many years, these conditions did not exist in Bangladesh, which had a succession of governments with varying levels of legitimacy and limited ability to deliver services or develop a long-term vision for the country. While partners have seen the GOB as unpredictable for many years, many of them now report that there is a sense that things may be changing: the current government

has been in power for a year and a half, has developed a longer term vision, and is engaging in policy dialogue with development partners and civil society organizations (CSOs) – many of whom think that a window of opportunity is being opened to obtain better results with the GOB. Some recent GOB initiatives that are regarded positively by development partners are provided in the sidebar.

> **Recent initiatives of the new GOB**
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> - Long-term development planning and vision to raise Bangladesh to middle income country status by 2021 (*Vision 2021*)
>
> - The 2009-2010 budget is the highest ever and the development budget includes greater allocations to the social sector
>
> - Commitment to initiate district level budgeting to encourage decentralized planning and implementation (current budget documents)

GOB capacity – It is widely reported that the GOB has limited individual and institutional capacities, particularly in policy and sector development, legislative reform, and in rolling out existing policies. High turnover among GOB senior staff also negatively affects sustainable capacity building and overall leveraging efforts, as both of these usually require long-term commitments.

The GOB usually appoints a "Focal Point" for each project carried out with external partners such as UNICEF. Focal Points usually have management experience and responsibilities, but are typically not in a decision/policy making position. These characteristics help implementation, but can also constrain leveraging efforts. Some observers noted that the GOB has not yet developed a mindset that completely supports a leveraging approach and that it tends to be more reactive than proactive. The GOB receives significant funding through Official Development Assistance (ODA) (see below), and dedicate substantial time and energy to disbursing these funds. As a consequence less energy is destined to identifying priorities and raising and allocating funding to these priorities.

> "The Government is spoiled in Bangladesh. They are used to receive money, not to initiate new activities and look for support to implement them." UNICEF international staff

Bureaucratic organization – The GOB has implemented a very rigid bureaucratic system, hoping to minimize widespread corruption by limiting flexibility in the system. However, many feel that the rigidity of the system has contributed to inefficiency in program delivery (which also explains the large amounts of unspent resources) and limits the capacity of the government to adapt and adjust. In a leveraging approach, adaptability is important – for example, to mainstream lessons learned from a pilot phase. The GOB is also highly centralized and establishing links between the field level and the policy/national level is difficult as all planning is done centrally. This poses a challenge for leveraging which is based on the assumption that results at the field level can be used to influence change at the policy level.

Local CSOs - Due to the factors noted above, local civil society organizations (CSOs) have played a crucial role in social development and service delivery in Bangladesh. The BRAC, Grameen Bank, and Grameen Shikka are primary examples. These CSOs have very strong field and community presence and solid capacities; they have been trusted partners of both bilateral and multilateral donors in Bangladesh for decades (and donors have contributed to CSO strengthening over the years, in some cases to the detriment of the GOB). CSOs have been instrumental in scaling up initiatives at the national level and they often function as implementing agencies for the GOB. However, relying too heavily on CSOs can also have negative effects on leveraging because it limits the GOB's involvement with and ownership of programs.

Development partners (Donors and UN)

Bangladesh receives ODA from many donors (more than 20 including bilateral and multilateral.). The majority of donors each contribute a relatively small percentage of the total ODA to Bangladesh[3]. All stakeholders consulted within the donor and UN community feel that no single donor (with very few exceptions) would be able to make a significant impact in Bangladesh using only its own resources and agree that the size of the population in Bangladesh and the scale of social problems call for a leveraging approach.

In the changing global context of the Paris Declaration and the One-UN initiative, donors and UN agencies are increasingly working together, harmonizing their interventions, and moving towards sector or budget support. This trend favours leveraging, as development partners working together and with the GOB could have much greater influence on change at the national level than any of them could have on their own. However, several consulted stakeholders report that the collaboration and harmonization process is still relatively embryonic in Bangladesh.

Globally, UN agencies are paying increased attention to leveraging and upstream work as compared to direct service delivery but there are some substantial differences among UN agencies. Some agencies clearly situate themselves at the policy/normative level (e.g., WHO, UNESCO), while others have mixed mandates (e.g., WFP, UNFPA, UNDP). Differences between UN agencies can make joint leveraging work more difficult and can lead to a 'minimum common denominator' approach.

Bangladesh is not a One-UN pilot country, but some efforts are being made to increase coordination among UN agencies (e.g., UNDAF) and there are some examples of joint work among UN agencies. [4] These are initial steps in a more substantial move towards an integrated UN in Bangladesh, and, according to many stakeholders consulted inside and outside UNICEF, leveraging efforts in Bangladesh would benefit from the increased clout of UN agencies speaking with one powerful voice.

In the broader community of development partners in Bangladesh, various coordination mechanisms are in place (e.g., the Local Consultative Group and thematic subgroups, sectoral and sub-sectoral working groups) and there are SWAps in the Education and Health sectors. However, consulted stakeholders reported that larger donors are sometimes less cooperative and have a tendency to act more independently.

Another obstacle to leveraging is that donors have been reticent to provide direct funding to the GOB because of its unstable history and limited capacity to administer significant donor investments. Donors have been channelling substantial funding through local CSOs (as noted above) and through delivery-oriented UN agencies such as UNICEF, increasing the pressure on these organizations and agencies to "act" in response to Bangladesh's huge needs, poverty, and recurring emergencies. In addition, UN agencies are often approached by donors with specific objectives and agendas, which can limit the agencies' ability to set priorities and focus on them.

3.2 UNICEF's Context for Leveraging

Traditionally UNICEF has been known primarily as an emergency, action-oriented, and supply-driven organization. Consulted BCO staff reported that UNICEF's internal culture has been shifting towards an

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[3] The two biggest bilateral donors in Bangladesh, Japan and the UK, contribute each less than 10% of the foreign aid in 2008-2009. All the other bilateral donors contributed less than 5%. Concerning multilaterals, ADB is by far the biggest donor contributing almost 30% of the total foreign aid., followed by IDA with 16%. The UN system as a whole, including UNICEF, contributed approximately 10%. Source: Bangladesh Ministry of Finance, Economic relations Division.

[4] E.g., Chittagong Hill Tracts Initiative, Cox's Bazaar Initiative, Joint GOB-UN Maternal and Neonatal Health Initiative, Joint UN advocacy efforts on Arsenic Mitigation, Joint UN Initiative on Food Security

increased focus on leveraging. They note that while the change started in the mid 1990s, it has accelerated recently as a result of evolving international and UN contexts (see above).

UNICEF's increased corporate emphasis on leveraging

Within UNICEF this change in culture was corporately recognized at the global level by the **Task Force on Leveraging Resources and Results for Children**. Its final report, published in February 2005, noted that "Leveraging is already a major and widespread approach used by UNICEF to promote the fulfillment of children's rights"[5] and suggested that "A bolder, more explicit and systematic approach should be taken to realize the full potential of leveraging – in accord with the changing role of the UN and multilateral institutions, the child focus of the MDGs, the rise of budget support and pooled funding modalities, the options that arise from simplification of UN procedures, (…)".[6] More specifically, the report suggested that, "The new MTSP and future Country Programs should include clear, prioritized targets and strategies for leveraging around the Millennium Declaration and the MDGs – linked to measurable results and to UNICEF's vision for children. These leveraging priorities should be based on carefully identified opportunities and comparative advantage, (…)" [7]

While this report does not appear to be widely known among BCO staff, some of its key recommendations have been embedded in the **Medium-Term Strategic Plan** (MTSP) 2006-2009.[8] The MTSP shows a clear shift towards leveraging as a corporate approach to make a difference for children around the world (see sidebar). In addition, the newly introduced Focus Area 5 – Policy Advocacy and Partnerships for Children Rights – explicitly incorporates leveraging.

In 2007, UNICEF undertook an **Organizational Review** that was

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Leveraging in UNICEF's MTSP (2006-2009)

During the four year period of this medium-term strategic plan, UNICEF aims to make a difference for children around the world by putting at the centre of its work:

a) Strengthened alliances within and beyond the United Nations to promote sustained and scaled-up investments for children and families, as a central strategy for the millennium agenda;

b) Continued support for building national capacities to fulfill children's rights, with increased emphasis on strengthening policy frameworks, service delivery and institutions;

c) Systematic efforts to leverage additional resources and results for children through advocacy and partnerships and by generating evidence to inform decision making.

UNICEF Medium Term Strategic Plan Overview (2005, p.6)

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highly relevant to leveraging. Although it did not mention leveraging specifically, it identified UNICEF's strengths and weakness and provided recommendations on how to improve organizational performance in relation to the new MTSP approach (e.g., sharpen program focus, formulation, and strategy in particular by adapting the mix and level of interventions in a given country to its development level; realign structures and systems to deliver results; position UNICEF as a Global Knowledge Leader for Children, including promoting innovation for children through programming models; enhance partnerships for resources and results).

The **Revised Program Policy and Procedure Manual** (PPP) of January 2009 demonstrates some changes that favour leveraging. It puts increased emphasis on and provides detailed guidance on UNICEF's role in generating knowledge and experience on program strategies and on the importance of the Situation Assessment and Analysis for Children and Women (SitAn) as a tool for program planning, advocacy and

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[5] Task Force on Leveraging Resources and Results for Children, Final Report, p.1

[6] Ibidem.

[7] Ibidem, p.2

[8] September 2005

policy development. Three sections of the PPP are highly relevant to leveraging and provide guidance on specific components of a leveraging approach: pilot projects (section 18); identifying, validating and documenting innovations, lessons learned and good practices (section 19); and integrating legislative reform into the programming process (section 21)

Recently developed corporate strategies (e.g., the Child Protection Strategy developed in 2009) also mark a shift in favour of systemic change through a combination of strategies (including leveraging) over compartmentalized projects that focus on results for specific groups.

Finally, the concept of leveraging is central in UNICEF's recent thinking and discussions on **UNICEF's role and approach in middle-income countries**. This appears clearly in the recent Discussion Note "UNICEF's Approach in Middle Income Countries – Six Core Strategic Roles " developed by UNICEF's HQ (Policy and Practice) in February 2010.

Constraints

Despite UNICEF's progress in leveraging, several factors limit its full application. While several corporate documents talk of leveraging (explicitly or implicitly), none of these clearly define the term or what this concept means to UNICEF. For example, the Revised PPP has a section on leveraging (p. 30) but does not provide a clear definition and uses the term primarily to mean fundraising and/or resource mobilization.

The MTSP pays increased attention to leveraging, but this is primarily in Focus Area 5 and is not fully embedded and mainstreamed in the sectoral components. According to a consulted BCO international staff member, "Focus Area 5 is an appendix to the other core components."

The 2005 report from the Task Force on Leveraging Resources and Results for Children (noted above) recommended that UNICEF engage in several actions to equip itself for successful leveraging (e.g., provide corporate guidance on leveraging, adjust systems and procedures to recognize and support leveraging, re-tool UNICEF's human resources to make greater contributions to leveraging). To date there is limited evidence that these actions have been taken. For example, there is very little guidance on leveraging in the PPP manual (with the exceptions mentioned above) as reflected in the very limited attention to leveraging in the Program Quality Assessment and Assurance Checklists for all major programming phases and tools.

Like many organizations, UNICEF is averse to failure and its management culture has been highly risk averse. There is evidence that UNICEF is moving towards a culture that is more "risk aware" (i.e., recognizing that risks can be beneficial when managed effectively). However, by its very nature, leveraging is not as clear cut as service delivery, and its results be seen as more ambiguous and difficult to measure.

Another factor that affects leveraging is UNICEF's high dependence on Other Resources (OR) provided by donors. Unlike Regular Resources (RR), which are UNICEF's core resources that it can allocate as it sees fit, OR are provided by donors for specific initiatives, programs, or projects, and sometimes for short term periods (e.g. 1 year). Meeting specific donor requirements for OR-funded initiatives can detract from UNICEF's focus on leveraging initiatives.

3.3   UNICEF BCO's Context for Leveraging

Increased interest in and emphasis on leveraging

The assessment team found that UNICEF BCO management and staff both have considerable interest in learning more about the concept of leveraging. The BCO's attention to leveraging has increased in recent years, partially due to a change in senior management. Although various aspects of leveraging have been implicitly embedded in BCO practices for some time, there is now evidence that the BCO is paying deliberate attention to leveraging (e.g., this assessment; its 2009 Annual Report which reflects a change of focus and vocabulary; and its last three Annual Management Plans (2008, 2009/10, 2010/11) which progressively heightened emphasis on leveraging. External observers, in particular development partners,

also reported a recent increase in UNICEF visibility through studies, advocacy papers, and an increased focus on joint programming and leveraging efforts.

Understanding the concept

While leveraging is widely accepted as a key approach for UNICEF in Bangladesh, there are mixed views on the clarity of the concept. The majority of interviewed BCO staff acknowledged the lack of a common definition and clear understanding of leveraging. They noted that concepts such as leveraging, impact, and up-streaming are often used interchangeably by UNICEF and the BCO in particular. However, the majority of survey respondents say that they fully understand UNICEF concept of leveraging.[9]

Defining the right balance

There is no agreement among BCO staff on the ideal balance between leveraging and service delivery approaches in Bangladesh or on what should be UNICEF's main role in Bangladesh. (We will further explore this issue in Section 5). According to all consulted BCO staff, the strongest rationale for engaging in leveraging is the disproportion between Bangladesh's needs and UNICEF's contribution (approximately 1% of total ODA in Bangladesh).[10] On the other hand, many people in the BCO still see direct service delivery as very valuable in the Bangladeshi context. Bangladesh has a large child population and is prone to emergencies – factors that provide a strong rationale for delivering services to children in need (which some see as UNICEF's philanthropic side) and that have led to the BCO being well funded compared to other UNICEF offices.[11] In this context, the BCO developed an action-oriented modus operandi and the internal structure to support it (discussed in section 5) and has a strong history of "dirtying its boots" in field work.

Is good funding a problem for leveraging?

As noted above, the BCO is well funded compared to other UNICEF offices. ODA levels are very high in Bangladesh and donors are often not willing to give money directly to the GOB. Consequently, UNICEF BCO ORs are high, which may be counterproductive for leveraging for several reasons: First, due to its significant amount of funding, many UNICEF BCO projects are large scale projects that require considerable management time and energy, leaving less time that can be dedicated to leveraging efforts. Second, when there is enough funding to obtain significant direct results, there is less incentive to develop innovative or cutting-edge strategies for indirect results. Many BCO projects have been successful in obtaining results on the ground and as a result, UNICEF in Bangladesh is still operating in a relatively traditional way (project and field oriented).

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[9] There are several possible reasons for this: positive autoselection bias (people with a better understanding and interest in leveraging answered the survey more than those with no interest in it); a learning process generated by this assessment; a problem with the wording of the question (too generic?), or a "wanting-to-please" bias.

[10] Source: OECD-DAC Data 2008

[11] UNICEF allocates Regular Resources (RR) on the basis of several factors, among which the size of the child population is very important. As a consequence BCO is the fourth largest Country Office in terms of RR, after India, Ethiopia and Pakistan. Among these countries BCO has the highest ratio of Other Resources (OR) over Regular Resources (RR). In the budget for 2006-2010 ORs were 350% of RRs. In actual funding, BCO was able to reach the expected level of OR in the first three years of the Country Program.

4. UNICEF BCO's Experience with Leveraging

4.1 Review of Leveraging in the BCO Portfolio

In this section we provide an analysis of the extent to which the UNICEF BCO pays attention to leveraging in project design, implementation, reporting and evaluation. This analysis is based on the in-depth project profiles conducted for nine projects and one sub-project, and is complemented with information gathered through interviews.

Finding 1:   Most BCO projects reviewed include leveraging strategies in their design, but most often in only one project component such as policy advocacy.

In our review of projects, we examined how and to what extent six types of leveraging strategies (see section 2) had been included in BCO project designs.

In the projects reviewed, most were designed to include leveraging strategies, however the level of detail of the strategies and the link between strategies and project objectives varied from project to project. In most cases leveraging strategies were included in only one component of the project rather than throughout the project design. Most projects contained policy advocacy and policy dialogue strategies but with varying degrees of detail. All reviewed projects were designed to involve the GOB from the outset to strengthen institutional capacity and ownership. Half of the projects reviewed had strategies for developing and testing innovative, replicable and scalable models. There were very few strategies for knowledge generation and dissemination in the design of reviewed BCO projects.

In the project results frameworks that were available, we found that overall there were more indicators to capture quantifiable results for children than expected leveraging results such as new policies or strategies to institutionalize the project model or approach. Also, overall project objectives rarely included leveraging.

Analyzed project budgets contained dedicated resources for leveraging activities (e.g., advocacy, knowledge production, partnership management), but these were usually small in relation to the total budget. This is not surprising as service delivery is more resource intensive than strategic work.

Overall, we found that newer investments included more strategies for leveraging and were more likely to link these to the project objectives. This was the case in the ELCD 2010-2015 proposal, the new Child Injury Prevention proposal, and in CPAR and PALR logframes.

Our analysis of leveraging strategies in BCO project designs (and examples from the projects reviewed) is presented in Appendix X.

Finding 2:   While there is considerable evidence from stakeholders that the BCO has implemented a variety of leveraging strategies, there is little documentation.

Most of the project documents available did not report on the implementation of planned leveraging strategies. To mitigate this lack of information, we complemented our analysis with data collected through stakeholder interviews.

There is significant evidence that the BCO has been involved in policy dialogue and support to legislative reform in Bangladesh, and external stakeholders consider UNICEF an influential player in this regard. However, much of this work happens at the sector level and outside of projects' planned activities. Several external stakeholders also lauded BCO's advocacy efforts, but again there is scant information on the implementation of advocacy strategies at the project level.

One of the UNICEF BCO's recognized strengths is it consistency in involving the GOB from the outset of projects and embedding projects in GOB structures as far as possible – a good strategy for institutional

strengthening. The BCO also uses its convening power to bring different stakeholders to the table and engage them on children issues (e.g., UNICEF's tripartite partnerships with the GOB and local CSOs, as well as joint work with other UN agencies).

There is mixed evidence concerning the extent to which UNICEF implements a piloting or social modelling strategy. While there is evidence that piloting and testing strategies are being used in different ways across projects, systematic documentation of these experiences is generally weak (with a few exceptions). Appendix XI presents an analysis of BCO's approach to pilots and models in relation to leveraging.

There is significant evidence and widespread acknowledgement both inside and outside UNICEF of the BCO's limitations in documenting experiences, generating evidence from the field, sharing it, and using it. However some recent improvements have been reported in this respect (e.g., more knowledge products recently circulated, a stronger analytical strategic focus brought about by senior management, internal knowledge management initiative).

Our analysis of leveraging strategies in BCO project implementation (and examples from the projects reviewed) is presented in Appendix XII.

Finding 3:   There is very limited attention paid to leveraging in BCO's project monitoring, reporting and evaluations.

Reviewed project reports and evaluations contain some information on leveraging results, but it is generally anecdotal and sparse. This is a reflection of the project results frameworks, most of which lack indicators to measure leveraging, and the activity-based reporting format. In our opinion, the result is serious underreporting on the performance of BCO's leveraging efforts. (There are some positive exceptions among projects with a strong social research component, such as Child Injury Prevention and SLIPs.)

There is evidence that positive changes are taking place. For example, three costing studies have been completed recently and two others will be conducted in 2010. In several recent presentations, BCO senior management and Section Chiefs have made a point of reporting on results at different levels (e.g., upstream results, sector level results, and field results) and showing linkages among them. [12] Finally, studies and evaluations conducted by ROSA on BCO programming (PEDP II and Child Protection) focus on leveraging in both the analysis and recommendations.

4.2 Positive Examples of Leveraging

In this section we provide examples of UNICEF Bangladesh's notable successes in leveraging to date and identify emerging good practices. This analysis is not exhaustive, but provides a cross-section of examples for UNICEF BCO to reflect upon.

Finding 4:   As UNICEF has not yet developed a tool or set of indicators for leveraging, it is not possible to measure its success systematically. However, anecdotal evidence provides notable examples of the UNICEF BCO's success in leveraging its assets.

For the purpose of this assignment we developed, through discussion with UNICEF staff, six indicators that we used to define and measure the BCO's success in leveraging. A summary of our analysis is provided in Exhibit 4.1 below, and the full analysis is presented in Appendix XIII.

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[12] Maternal, New Born and Child Health and Nutrition Situation in Bangladesh – Presentation to Dr. Mickey Chopra, Chief of Health, NYHQ, 27 October 2009; Government of Bangladesh – UNICEF Country Programme of Cooperation, 2006-2010 – Contributing towards achievement of MDGs with Equity – Briefing Presentation to BD Donors. (2009)

One challenge is that attributing leveraging results is difficult, as they are indirect results that are achieved through the interactions and contributions of many stakeholders. In addition, leveraging results are usually "soft" results, which are difficult to quantify and measure. As noted above, we found limited reporting on leveraging performance. The following observations are based on information available at the BCO, in project documents, and from interviews with relevant stakeholders inside and outside UNICEF.

There are some notable past and ongoing examples of UNICEF BCO successfully leveraging its assets. Several are well-known success stories such as EPI and ORT. These initiatives started on a small scale, were supported by UNICEF for more than 10 years, and there is now evidence that they have been mainstreamed in Bangladesh and mostly taken over by the GOB. These are cases in which it appears that leveraging was not deliberate; consulted BCO stakeholders reported that "it was just the way things worked" and that "leveraging was done without knowing it was being done." As noted above, recent investments have deliberately integrated leveraging into project design, and while there is some emerging evidence of leveraging results, in most cases it is too early to assess their full potential.

Exhibit 4.1 Positive Examples of Leveraging in UNICEF BCO

Indicator	Examples
Knowledge generated by UNICEF's projects is utilized by UNICEF and its partners for advocacy and policy dialogue	Multiple Indicator Cluster Survey (MICS) and Geographic Targeting
	Joint UNICEF-WFP Nation Wide Survey on Household Food Security and Nutritional Status
UNICEF's models/approaches are replicated/scaled up (beyond UNICEF direct support)	Expanded Program on Immunization (EPI)
	Oral Rehydration Therapy (ORT)
	School Level Implementation Plans (SLIP)
UNICEF's models/approaches are integrated in GOB sector strategy or in pooled funds	Strategies in the Health and Nutrition sector (e.g. National Neonatal Health Strategy and Guidelines)
	SLIPs
The Government has taken over responsibility (partially or totally) for implementing and mainstreaming one approach (e.g., procurement, training, monitoring)	EPI
	Early Learning for Child Development (ELCD)
	Project for Children at Risk (PCAR)
Partners are mobilized in support of a certain issue/model/approach	Maternal and Neonatal Health projects
UNICEF's projects have contributed to positive changes in legislation and policy, in compliance with the Convention on the Rights of the Child (CRC) and other relevant Bangladesh international commitments	Comprehensive Early Childhood Care and Development Policy
	Update to the Draft Children Policy 1994
	Amendments to the Children Act 1974

Emerging success factors for leveraging

Some common characteristics of successful BCO leveraging initiatives emerged from the projects analyzed and stakeholder interviews. At this stage these may be regarded as emerging/tentative success factors for leveraging. BCO may want to explore these further in order to develop a 'checklist for good leveraging.'

- Successful BCO leveraging efforts were usually based on a clearly identified need that had not yet been addressed in Bangladesh and that could be seen and treated as a UNICEF flagship issue.

- Successful leveraging initiatives usually had strong links between the field and the policy level. In these cases UNICEF was able to work at different levels – combining its strong field operations that yielded measurable results with its ability to be heard by the GOB.

- A good evidence base and good communications were usually crucial in ensuring the link between the field and policy level.

- Successful leveraging initiatives generally had long-term and sustained commitments of UNICEF and its partners, in particular the GOB.

- A strong, stable, and trust-based relationship between UNICEF and the relevant unit in the GOB was an important success factor, and was enhanced when the GOB was involved from the outset.

- Careful partner selection and management were important to leveraging. This included: having the right GOB counterpart (thematically and technically appropriate, adequate seniority level and clout); identifying strategic local partners (NGOs, research centres, and others depending on the needs of the project) and building on their specific added value; working closely with other UN agencies to increase clout; proactively seeking predictable support from donors; and involving the private sector when a project was sufficiently mature, in particular for supplies.

On the negative side, leveraging efforts were difficult when concepts were considered "foreign" or imposed from the outside. Showing concrete results on the ground seemed to help in this respect.

> "It is difficult to obtain the trust of the GOB on certain issues or concepts. Sometimes concepts need to be translated for the local context, and ownership needs to be built".
>
> BCO national Staff

5. UNICEF BCO Leveraging Capacities

5.1 Overview

In this section we analyze how certain BCO capacities (leadership and strategy, tools, mechanisms, structure, roles, and niche) support or hinder its leveraging approach.

5.2 Leadership and Strategy

Finding 5:   The UNICEF BCO's leveraging approach is being supported and advanced by very committed leadership.

According to the majority of stakeholders interviewed both inside and outside UNICEF, the current BCO leadership is playing a strong role in promoting and enrooting a leveraging approach within the BCO and Section Chiefs are committed to the approach. The BCO's senior management is highly respected by other donors, and its engagement of leveraging is well recognized and

> "UNICEF senior management is really taking UNICEF vision forward. They are positioning UNICEF very well to be able to get some traction with government." UN agency representative

appreciated. BCO leaders are regarded as committed, ambitious, trustworthy, and able to advance UNICEF's agenda, and make its voice heard at the national level with the GOB and with other UN agencies and development partners. The majority of interviewed stakeholders report however that senior management's commitment to leveraging is highly dependent on the personal leadership of individuals and is not fully backed up by UNICEF institutionally (i.e., corporately, in terms of clear guidance and systems, and at the country office level, in terms of staff dedication to and understanding of leveraging). BCO staff indicate that personal leadership plays a strong role in defining an office's directions and priorities, and there is an expectation that these would change when the leadership changes.

Finding 6:   When the Country Program Document (CPD) and the Country Program Action Plan (CPAP) were designed (2005-2006) UNICEF's corporate emphasis on leveraging was

just beginning. As a result, the BCO's overall strategy pays relatively modest attention to leveraging. Despite this, BCO's focus on leveraging has increased over time, in particular within certain sectors.

While many UNICEF managers and staff seem to share the implicit theory relating leveraging to overall BCO objectives (see section 2) there is no explicit leveraging strategy for the BCO linked to BCO program objectives.

> "There is more need for intentionality and awareness of the leveraging that is done."
>
> "UNICEF does it (leveraging) without realizing that it's doing it."
>
> UNICEF BCO international staff

The CPD and the CPAP contain some references to leveraging but do not provide an overall framework for leveraging in relation to BCO's objectives. To the contrary, the CPAP focus on service delivery is clearly stated: "A significant part of the country program will still include support to the delivery of services." (p. 7). According to BCO senior management there are some flaws in the design of CPAPs in respect to leveraging, not only in the BCO, but also in many other UNICEF country offices.

> "UNICEF should be more modest in developing CPAPs. They should be more focused on demonstrating models than providing support to government in service delivery. There should be more explicit focus on leveraging results. This relates to a lack of corporate vision on leverage."

Despite the lack of an overall BCO strategy for leveraging, certain BCO sections show a stronger leveraging orientation than others and the CPAP Results Framework has varying emphasis on leveraging depending on the sector:

- In Health and Nutrition there is very limited attention to leveraging (output indicators 1.2.1 and 1.2.2 make reference to piloting and up-scaling).

- In WES there is some limited but explicit attention to leveraging (output 1.7.4 is related to policy change and two indicators are identified to measure it).

- In Education, there is consistent attention to leveraging with results at both the outcome and output levels. Every area of intervention has both leveraging and implementation results and indicators.

> **Should leveraging results be part of the CPAP framework?**
>
> The PPP advises that a complete results framework will include three levels of results and will show the relationships between them:
>
> - Strategic results (impacts): child level results, in terms of changes in their status and rights
>
> - Results (outcomes): these should relate to "institutional change, quality or coverage of service, improvement of the policy or legislative environment or behavioural change" (p. 81)
>
> - Operational level results (outputs)
>
> It appears that leveraging results should find their place in the results framework at the outcome level.

- In Child Protection there is some emphasis on leveraging results, mainly at the output level (both policy advocacy and modelling), but only one out of four outcomes is related to leveraging.

- Policy, Advocacy and Partnership results are focused primarily on leveraging.

In some cases recent developments have increased a BCO section's strategic focus and guidance on leveraging. For example, in Child Protection, the new UNICEF Child Protection Strategy (2008) promotes a leveraging approach and stresses the importance of child protection system building, beyond single issues. There is also a new focus on access to social protection, which is cross-sectoral. These changes make mainstreaming, policy work and leveraging resources more crucial. Staff members report that,

compared to the past, they now have a longer term vision based on system level work, including policy work.

In the WES sector, the BCO has changed its focus from hardware to a

> "In Child Protection there is guidance on leveraging coming from the MTSP and the new Child Protection Strategy. We should work with this, adapt it to Bangladesh, and make it more explicit".
>
> UNICEF BCO staff

broader package including behavioural change, planning, hygiene and sanitation promotion, and hardware. New initiatives are under way to engage the Ministry of Education in BCO's WES programming, thus enlarging its partnership base and increasing its institutional support in the GOB.

5.3 BCO Tools and Mechanisms

Planning, Managing and Implementing

Strategic planning tools such as the CPD and the CPAP were discussed in the previous finding. In this section we analyze tools and mechanisms related to management, planning, and implementation.

Finding 7:   **Reflecting the limited attention that the PPP pays to leveraging, BCO tools and mechanisms for planning, implementing, monitoring and evaluating programs provide limited guidance on or support for leveraging. However, there are positive signs that some changes are under way.**

At the country level, there are several tools and mechanisms to guide programming, informed by the PPP.

The **Country Program Management Plan** (CPMP) developed in 2005 does not specifically address leveraging in terms of resource allocation or management standards and performance indicators. However, the revised Management Plan (2009) shows a slightly increased focus on leveraging: it created a Social Policy

> **PPP mechanisms for screening CPMP**
>
> The role of the CPMP is to match needed resources (in terms of quantity but also qualifications and skills) to program objectives. The CPMPs are approved by the regional Program and Budget Review Committee. The PPP provides an indication of approval guidelines (p. 63) but none of these are related to ensuring a leveraging approach.

Specialist post and mentioned a streamlined M&E function to support planning.

Recent **Annual Management Plans** (AMP) (2008, 2009/10 and 2010/11) show more explicit attention to leveraging, particularly in terms of Management Priorities.[13] The Operation Priorities also show an increased focus on institutional capacity strengthening (a key leveraging strategy), specifically on financial issues and supply and procurement (warehousing). At the program level, an explicit leveraging approach was adopted in Child Protection and Field Operations, and to some extent in Education priorities, but to a lesser extent in the other sections.

Annual workplans (AWP) guide the implementation of the CPAP. Following the PPP, workplans are developed for each project within each section. There are no section and/or sector annual workplans that encompass activities or expected results above and beyond individual projects. Sector work (e.g., on SWAps, support to developing sector strategies, sector analysis) when clearly mentioned is usually embedded in the projects. This constitutes a strong limitation for leveraging, as it limits the emphasis that the BCO can attach to strategic and sector work and limits opportunities to create synergies on similar

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[13] In the 2009/10 plan, management priorities relevant to leveraging included: knowledge acquisition (SitAN, MICS, DEVINFO, MBB, Cost Analysis), C4D, Advocacy, Convergence and Joint Programming in Cox's Bazaar. In the 2010/11 plan, these were: division of labour within the context of the development of the new UNDAF; Advocacy Strategy; Knowledge Management; Strategic Partnerships.

issues that go beyond individual projects. Also, following the PPP, workplans are annual and describe expected outputs and activities to be achieved by the end of the year. This imposes a short-term, activity-oriented approach to the implementation of BCOs programs, which is another significant constraint for leveraging. The focus on achieving outputs at the end of the year appears to be diverting BCO's attention from leveraging results that are usually not attainable in one year. These limitations have been recognized corporately and within BCO. The revised PPP (2009) allows for the AWP to spill into a second year to accommodate the Government Planning Cycle, but results must still be identified on an annual basis. The BCO has tried, with some difficulties, to implement this new approach (so called "rolling plans") by starting to develop two-year workplans. The revised PPP also promotes AWPs that are less activity oriented, and provides guidance on how to abandon "action language" in favour of "change language" when describing outputs. UNICEF BCO staff reports that this change is being applied to BCO's AWPs.

Finally another recent step towards more explicit planning and guidance for leveraging is the development of the **BCO Advocacy Strategy**, which is currently underway.

Monitoring, reporting and evaluating

AWPs provide the basis for monitoring. While monitoring and performance measurement are conducted systematically, they are subject to the same limitations in terms of leveraging that were noted above for work plans. Consulted BCO staff members reported that the type of monitoring used in BCO is better suited to a traditional project implementation approach than to more innovative approaches based on social research and demonstration.

Following PPP direction, the BCO reports annually on its activities. At the project level, annual reviews are conducted on the basis of the AWPs, while a Management Annual Review is also conducted on the basis of the AMP. These feed into the BCO annual report. Reporting is organized by project and tends to focus on activities and outputs, without showing how these contribute to the CPAP's overall objectives. Leveraging and strategic and sector work outside of projects are not explicitly reported upon. While these comments continue to apply, the 2009 report shows a more explicit, although not systematic, attention to leveraging – in particular in the Overview and overall Country Program Analysis and Results. BCO senior management acknowledges that UNICEF does not have a mechanism and tools to measure leveraging, which is a serious constraint to implementing a leveraging approach. Similar concerns are voiced by Section Chiefs, although there are some differences in different sections' experiences with measuring and reporting on leveraging. For example, the Education Section appears to be more at ease with it and consulted Education Section staff mentioned that they have systems in place to measure leveraging. However, they admit that it is very difficult, even when you have indicators, because leveraging results are usually less quantifiable than service delivery results. The Child Protection Section has made efforts to develop tools and indicators, but admits that the situation is not yet satisfactory.

Following the PPP, BCO has developed a multiyear Integrated Monitoring and Evaluation Plan (IMEP) as well as annual IMEPs. (IMEPs provide a list of major research, monitoring and evaluation activities to be undertaken during the period. These include all sections and project specific studies and evaluations as well as cross-sector program-wide initiatives.) While these provide an overall framework for research and M&E activities for BCO, the IMEPs do not clarify or track how the knowledge generated will be used. Many of the activities listed in the IMEPs are very relevant to leveraging, but their full potential is not explored. However, in the latest Annual Management Workplan, the "knowledge acquisition" management priority puts a strong emphasis on monitoring and evaluation activities as a means to support leveraging.

5.4 BCO Structure, Roles and Responsibilities

Finding 8: **The BCO structure does not fully support leveraging as the organization is set up primarily for program delivery and implementation.**

The UNICEF BCO structure has not changed substantially from previous programming periods and has maintained a strong focus on program delivery and implementation. According to many interviewees within the BCO, the organization is not set up for leveraging as its structure is activity oriented. It has a

> "In BCO there is a whole division for supplies, while only a couple of people for policy."
>
> International BCO Staff member

very strong field presence, with a Field Operations Section of more than 30 staff, and a strong Supply and Procurement Section with 16 staff. It has only one dedicated person for Social Policy. This structure is rooted in UNICEF's history (see section 3.3, internal context) and in the slow acknowledgement of UNICEF's changing role over time.

The Country Program Management Plan (2005) was developed on the basis of the following analysis: "While budget support and pooled sector arrangements are expected to increase, there is also an alternative or supplementary scenario where donors may seek to increase funding through UNICEF and other agencies, as they are uncomfortable with the government's capacity to directly administer significant donor investments. It is important that UNICEF further increases its ability to play a significant role in developing partnerships while at the same time maintaining the capacity to assist implementation and 'get the job done'." (p. 5). This explains the strong implementation-oriented structure that the BCO has kept throughout the current programming period.

The current structure is organized by sections; staff, budgets and activities are allocated and organized on a project basis within these sections. This type of structure, called a "silo model", does not support a leveraging approach as there are limited opportunities to work strategically across sections or projects. Staff reported limited inter-sector coordination and the need for increased synergy across projects and sections (e.g., between BEHTRUWC and PCAR, Education and Child Protection). While some initiatives appear to be moving towards a more synergistic approach (e.g., the Joint Cox's Bazaar program and the Convergence Approach), the general lack of synergy across projects and sectors is recognized by senior management as a problem affecting BCO's ability to leverage.

Finding 9: **Responsibility for leveraging in the BCO lies with individual members of the Country Management Team (CMT) and a number of BCO sections, but it appears to be quite fragmented. Some responsibility is also spread among BCO staff.**

The main responsibility for leveraging in BCO lies with the Representative, Deputy Representative, and Section Chiefs. Their job descriptions explicitly include leveraging responsibilities. Senior management has direct responsibility for leveraging especially at the cross-sectoral level. Section Chiefs have policy and strategy responsibilities for their sectors and this is reflected in their job descriptions (JD) and personal evaluation reports (PERs). This is relatively new: previously some sections had senior policy advisors (e.g., WES until 2009).

In addition, the PME Section is expected to play a crucial role in leveraging. It has responsibility for a large portfolio of tasks including planning, social policy, knowledge management, data and information generation, M&E, fundraising, and partnerships. Despite these broad responsibilities, the PME Section has a staff of only eight people.

The Communication Section also bears some responsibility for leveraging-related activities, in particular for advocacy in collaboration with Program Sections. Some consulted stakeholders reported that the

division of labour for policy advocacy is not always clear, but some important steps are being taken to address this issue, in particular through the development of the BCO Advocacy Strategy.

Unlike other UNICEF country offices, the BCO does not have a Social Policy Unit to complement Section Chiefs' responsibilities for sector-specific policy work. A new social policy specialist post in the PME Section was created in the revised CPMP (2009) to enhance knowledge management to leverage resources for achievement of MDGs; enhance costing of social models and assess their efficiency and effectiveness before advocating that they be taken to scale; and assist in planning at the local level. While the creation of this post is a step towards increased leveraging capacity within the BCO, critics think that this is not sufficient to ensure program-wide strategic and policy work, and noted that the post is not sufficiently senior given its responsibilities.

According to the majority of BCO informants, responsibility for leveraging (in particular networking and advocacy) should not be confined to the higher level, but should be communicated and understood at different staff levels. Interviewed stakeholders say that the emphasis on leveraging in job descriptions (especially policy and advocacy) has increased since the introduction of Focus area 5 in the MTSP. The survey results show that the majority of respondents feel that their job descriptions (JD) and performance evaluation reports (PER) consider leveraging, at least to some extent.[14]

- 70% of international respondents and 73% of national respondents agree that their JD pays attention to leveraging (completely or to some extent)

- 72% of international respondents and 89% of national respondents agree that their PER pays attention to leveraging (completely or to some extent).

Beyond these individual and section responsibilities, the Country Management Team (CMT) and the Program Management Team (PMT) play a role in leveraging and could do more in setting leveraging priorities, ensuring that a leveraging approach is applied throughout the program, and that the right checks and balances exist.

- According to the Management Plan, the PMT has responsibility for discussing priorities of a cross-cutting nature and strengthening coordination among sections. The PMT meets monthly (before the CMT) and discussions from PMT are fed to CMT for any necessary decisions. An analysis of recent PMT minutes shows that the PMT discusses strategic issues (such as partnerships, cross-sectoral and joint initiatives, relations with donors, and new proposals) and provides a good forum for identifying and discussing leveraging priorities. While the PMT addresses leveraging issues and provides some direction for programming to BCO sections, it does not seem to consider leveraging systematically (e.g., in considering the leveraging potential of new proposals or in allocating resources).

- The CMT is the main decision-making body within the BCO. Minutes show that it ensures decision making and follows up on issues raised in the PMT, but it does not appear that the CMT is ensuring appropriate checks and balances in relation to leveraging (e.g., screening projects for approval utilizing a "leveraging lens", ensuring that evaluations cover leveraging concerns, making decisions about continuing, modifying, scaling up, or shutting down pilot projects).

According to senior managers and Section Chiefs, BCO does not have a mechanism to ensure that appropriate checks and balances for leveraging are respected: the same individuals are involved in

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[14] In the question on job descriptions, 35% of international respondents and 13% of national respondents completely agree that their JD pays explicit attention to leveraging; 35% of international respondent and 60% of national respondents agree to some extent. In the question on PERs, 45% of international respondents and 4% of national respondents completely agree that their PER pays explicit attention to leveraging; 27% of international respondents and 85% of national respondents agree to some extent.

planning, implementing, evaluating, and making decisions about the future of interventions (in particular the so called pilots and social models, see Appendix XI). Senior BCO managers recognize this weakness and expressed a vision for a strengthened M&E section to address part of this issue.

Finding 10: While leveraging is included in BCO staff responsibilities, several factors limit their ability to apply a leveraging approach in their work.

Recognition of staff leveraging efforts – There are mixed views about the extent to which UNICEF recognizes and rewards management performance in leveraging. The majority of consulted BCO informants say that UNICEF recognizes efforts in leveraging. "Smart employees are noticed by their work on policy more than by their work in service delivery." However, bringing in more money for UNICEF is also crucial, and Section Chiefs' job descriptions include responsibilities for fundraising – and this is not always supportive of leveraging efforts. If a manager can secure money for a project, then he or she can also secure staff, so managers have an incentive to keep working on the ground to keep their staff.

Staff understanding and application of leveraging concept – Interviewed stakeholders reported some challenges among staff in understanding and applying the concept of leveraging, in particular for the "old-timers"(with more than 10 years with BCO) for whom the leveraging mindset is quite different from their traditional UNICEF mindset (see internal context). Some resistance to change has been reported in this group. However the survey results show a different picture: 57% of respondents say they fully understand UNICEF's concept of leveraging, with no significant differences between national and international staff, and 50% feel comfortable in applying it to their work. National respondents appear more comfortable than international respondents (55% versus 43%).

Staff time constraints for leveraging – The majority of interviewed UNICEF staff reported that they did not have enough time for leveraging, because they spend too much time managing projects and assisting counterparts (mostly government) with limited capacity. This is related both to the limited planning for leveraging (see above) and to the fact that UNICEF has relatively heavy work processes for project implementation. "Leveraging slips through the cracks of other more compelling activities" as one BCO staff member put it. There was a sense among interviewed BCO staff members that as UNICEF does too many things, the staff is constantly busy "doing things, and there is no time to look at the big picture." Some lamented the fact that while senior management is making clear that leveraging is crucial, they are not ensuring that enough time and resources are dedicated to it. However, many interviewees also reported that they find it difficult to clearly distinguish between leveraging and non-leveraging activities. What emerged was a need for deliberate and respected redistribution of time in favour of leveraging, especially for those staff members who have clear leveraging responsibilities. Again, survey results draw a somewhat different picture: 57% of respondents agreed to some extent with the statement "I have enough time or make time to pay attention to leveraging in my work (15% fully agreed and 27% did not agree). Overall, international respondents report more time for leveraging than national respondents.[15]

Staff capacities/skills for leveraging – In terms of staff capacities, several informants inside and outside UNICEF praised UNICEF's staff technical competence. UNICEF's cutting edge technical knowledge is recognized as a strength in leveraging. However, leveraging requires a different skill set than traditional project implementation and service delivery, and several informants mentioned that there is room for improvement in these skills, particularly strategic skills.

Most BCO staff have technical backgrounds and many reported the increasing need for staff with backgrounds in policy, economics and governance. In the survey, almost all respondents thought that they had, at least to some extent, the skills and experience required to carry out strategic activities. However,

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[15] International respondents: 36% agree completely, 45% agree to some extent, 18% do not agree. National respondents: 9% agree completely, 63% agree to some extent, 31% do not agree.

they listed several areas in which they require additional knowledge and skills including: how to better engage in policy analysis and dialogue and to understand and influence national budget processes; negotiation; resource mobilization; develop and maintain strategic partnerships and alliances; how to better generate evidence to inform decision making. Some respondents also mentioned the need for clearer guidance on the concept of leveraging and how to apply it.

Senior management recognizes the need to train people in strategic areas, and to provide internal mentoring and guidance. According to several interviewees, UNICEF has progressively invested more in training and professional development in these areas (partnerships, networking, leveraging), particularly since the last MTSP.

5.5 UNICEF's Role in Bangladesh

Finding 11: Both inside and outside UNICEF there are different views on UNICEF's role in Bangladesh (what it is and what it should be), its main niche, and the extent to which UNICEF should focus on leveraging as compared to service delivery.

On the basis of interviews and document review the assessment team grouped UNICEF's key roles in the following three categories:

1) **Service Delivery:** UNICEF is an action-oriented organization with a strong field presence. It delivers services for children, provides relief in emergency situations, and supplies and procures goods.

2) **Technical Advice, Innovation, Knowledge Generation and Dissemination**: UNICEF is a "knowledge hub" on issues pertaining to children in Bangladesh. It generates and manages data, information and/or knowledge on children in Bangladesh. It acts as a technical advisor to the government of Bangladesh and development partners. UNICEF is also a research and innovation broker. It develops, tests, and documents innovative models that can be replicated or scaled up to suit the Bangladeshi context and needs.

3) **Advocacy and Policy Dialogue**: UNICEF is an influential advocate for children rights, a catalyst for policy and legal reform for children, and a convenor of stakeholders involved in the advancement of children's rights and conditions.

External stakeholders' views

Among its external stakeholders (the GOB, local CSOs, UN agencies and donors) UNICEF is a well respected and sought after partner, although these stakeholders have diverse views and expectations about UNICEF's role and added value. UNICEF is perceived by most consulted stakeholders as an action-oriented organization whose brand is related to direct service for children and emergencies. Its reputation and also its potential to influence and leverage comes from this view. Other respondents think that UNICEF should move towards more "upstream work", as many other UN agencies are doing. Most recognize that in the Bangladeshi context leveraging is important. Also, most respondents feel that there is a niche for UNICEF in leveraging in the sense of supporting the GOB to mainstream approaches to reach MDGs through model demonstration, capacity strengthening, and advocacy. Many recognize that the balance between leveraging efforts and direct service is likely to change in the future.

Most **UN agency** respondents think that UNICEF should maintain a strong service delivery role coupled with increasing knowledge, policy and advocacy roles.

Donors have a wide range of diverse expectations of UNICEF – from seeing it primarily as a procurement and contracting agency to thinking of it as a policy/advocacy/ think tank organization. This usually depends on the donor's own priorities in the country and globally. Some donors have a clear orientation towards funding UNICEF for its leveraging work and prefer to work with large NGOs on service delivery and implementation. Most donors say that UNICEF's leveraging work and service delivery are both important. The majority of donors, like the UN agencies, believe that UNICEF should find some sort of balance between these different roles. However they recognize that it is easier to show measurable results of direct service delivery than results of advocacy, policy dialogue, and capacity building initiatives and admit that in most cases, visible results in the field mobilize more donor support..

> **UN agencies views on UNICEF's role**
>
> "In the Bangladeshi context, service delivery is still very important. Leveraging is important in a perspective way. Service delivery has to be UNICEF role at this stage of the country development….But (if things work well) in 10 years time UNICEF will be able to move out of service delivery in Bangladesh."
>
> "UNICEF's ground work is useful, but keeping the link with the policy work. UNICEF should be involved in more research for better policies. Also UNICEF should take a bigger role in sector level policy, planning and coordination."

The **GOB** and UNICEF have a long-lasting and well-established relationship. GOB representatives report that they trust UNICEF and that they feel that "UNICEF is working for children; it's not only doing business." For the GOB, UNICEF's most valuable contribution is direct services to children, through procurement, monitoring, and direct support to the government for service delivery. The GOB also appreciates UNICEF's technical knowhow and expert support in strategy and guidelines, and in policy development when it's not perceived as too directive.

> **Donor views on UNICEF's role**
>
> "UNICEF's awareness raising, normative work and government advice is very important…. But their field presence is important to have clout with government."
>
> "UN agencies should question themselves about whether they should be involved in implementation at all. UN agencies are a little too used to service delivery; they have a vested interest in it because it's where the more money is."

Local CSOs' views and expectations of UNICEF are also very diverse, and highly dependent on their own capacities and key priorities. Some CSOs see UNICEF as exclusively involved in field and grassroots level interventions; others value UNICEF's coordination and 'redistribution' role.

The more solid and well established local CSOs seem to believe that UNICEF should reduce its role in procuring supplies and service delivery (as they could do it themselves). They are willing to move towards a more strategic relationship with UNICEF based not only on financial support and supplies, but also on engaging in common advocacy initiatives and working together on innovation. The latest Annual Management Plan appears to be moving in this direction.

> **Local CSOs views on UNICEF's role**
>
> "UNICEF's role is to collect money from international donors and redistribute it in Bangladesh; (…) coordinate stakeholders of different GOB activities, coordinate NGOs that work on the ground and increase their legitimacy by working together."
>
> "UNICEF is in Bangladesh to advocate, build capacities of GOB and NGOs, and deliver services until there is enough capacity and resources in the country to take over."
>
> "UNICEF is not engaging enough in policy advocacy and research. UNICEF should focus more on leveraging resources and work on advocacy and policy rather than providing financial support to big NGOs. UNICEF could also identify international best practices and bring them to Bangladesh for NGOs to adapt them and try them in Bangladesh with the GOB support for eventual scaling-up."

BCO views on UNICEF's role in Bangladesh

Inside the BCO, the majority of senior and section management has a very clear vision of UNICEF's role and the centrality of leveraging in it (see sidebar).

Most interviewed BCO staff believe that there should be a mix of leveraging and direct service delivery and that the right mix depends on the country context – it cannot be imposed as a "one-size fits all." Survey results (see Exhibit 5.1) show

> **BCO views on UNICEF's role**
>
> "All the work that UNICEF does is about leveraging. (…) UNICEF's core business is to build social models, test them for effectiveness, and see to what extent they can be replicated and taken over by the Government."
>
> "UNICEF should do less service delivery, very targeted and with demonstration purposes, and leveraging component should grow."

that BCO staff think that UNICEF is currently focusing mainly on its service delivery role but that they would like it to focus on all three roles in a more balanced way.[16]

Exhibit 5.1 Survey Results on UNICEF's Role in Bangladesh

UNICEF's Roles	Percentage of resources (time and money) that UNICEF SHOULD BE allocating to its roles in Bangladesh			Percentage of resources (time and money) that UNICEF IS CURRENTLY allocating to its roles in Bangladesh		
	National	**International**	**Total**	**National**	**International**	**Total**
Service Delivery	37.14	31.35	34.96	48.93	63.82	54.56
Technical Advice, Innovation, Knowledge Generation and Dissemination	34.11	37	35.20	30.54	21.76	27.22
Advocacy And Policy Dialogue	28.75	31.65	29.84	20.54	14.41	18.22

Staff appear to believe that UNICEF's niche is in creating the link between the field and policy level. "To influence policy you need a critical mass in the field that creates credibility." "If you don't do the field work (e.g., installing water points) you can't be credible (e.g., about arsenic)." "If UNICEF wants to play a role at the policy level, they need a link to the field, through pilots."

Future directions

Given the diverse internal and external expectations about its role, the UNICEF BCO faces significant challenges in managing its niche and focusing on identified priorities. According to the majority of interviewed stakeholders, UNICEF does too many things and is not good at saying no. Several observers, inside and outside UNICEF, think that in order to have greater impact UNICEF should be able to prioritize more, to identify a clear niche in which it can add value and concentrate its efforts and resources on it. Leveraging would be easier if efforts were concentrated on a smaller number of high-potential areas of work. Several stakeholders suggest that these should be identified in close relationship to how to make the greatest advances for MDGs in the next five years. But UNICEF is subject to different pressures from donors on the priorities they should focus on. Senior staff report that fundraising is part of their responsibilities and that it is very difficult for them to say no to money. In order to be able to focus,

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[16] The greatest variations in responses concerned the percentage of resources that respondents thought UNICEF should allocate to service delivery: 18% said this should be 50% or higher, 62% said between 20 and 50%, and 20% said 20% or lower.

UNICEF and its partners should clearly know what other stakeholders are doing and where each of them can add more value. Division of labour and partnerships are very important in this respect.

UNICEF also has a strategic decision to make about its scaling up responsibilities: Is UNICEF's responsibility to try to reach the highest number of beneficiaries by scaling up its own models/pilots or to limit the number of direct beneficiaries to allow the government to scale up?

"UNICEF needs to clarify its position about service delivery. Should UNICEF only do pilots/social models? Or should UNICEF also do delivery, aiming direct reach at 100% of the target population?"

BCO staff

6. Conclusions and Future Directions

6.1 Conclusions

In the context of the UN reform process and the international development paradigm informed by the Paris Declaration principles, UNICEF is moving towards an increased focus on leveraging. There is wide agreement within the BCO and among its stakeholders that leveraging makes sense in Bangladesh but that this must be combined with sustained service delivery and a strong focus on institutional strengthening. The majority of donors support this approach.

Several factors contribute to the UNICEF BCO's comparative advantage for leveraging:

- **Credibility and legitimacy**: UNICEF's name and brand are strong and credible among partners and its mandate appeals to donors. As a result, UNICEF can engage with and influence partners.

- **Close, stable relationship with the GOB:** UNICEF has a very strong relationship with the GOB, rooted in many years of what is regarded as a stable and predictable relationship. As a result, UNICEF has more traction with the GOB than many other donors and development partners. Development partners (bilateral and multilateral) recognize that UNICEF is very well placed to leverage with the GOB and often rely on UNICEF as an interface between them and the GOB.

- **Visible, active and well respected role in the development community in Bangladesh:** The UNICEF BCO is a respected and visible player in the development partner community and in the UN family in Bangladesh. It plays an active and influential role in sectoral forums and in donor coordination committees.

- **Strong field/community presence**: UNICEF's high involvement in the field increases its clout and credibility with the GOB and development partners. "UNICEF knows what works in the field. This is powerful when you try to leverage." Development Partner

- **Technically competent staff in key positions:** UNICEF staff is regarded for its ability to marry world-class technical expertise with a solid knowledge of the Bangladesh context, and for its ability to adapt and operationalize innovative ideas, approaches, and models in the Bangladeshi context.

According to the majority of interviewed BCO managers and staff, UNICEF's implicit leveraging theory is clear: UNICEF has its feet on the ground and for this reason it is able to influence policies, laws, national budgets and strategies. However, several internal and external constraints limit UNICEF's ability to leverage (i.e., to create and take advantage of the link between the field and the policy table). The main limitations to the UNICEF BCO's leveraging potential are:

- **Large number of competing priorities:** Because of its history, culture, internal and external pressures, it is very difficult for UNICEF to say no to new activities and areas of work. Over the years, the UNICEF BCO has expanded the breadth of its programming areas and the diversity of its activities. Many observers share the view that UNICEF is trying to do too many things. This is not supportive of a leveraging approach, which would require sustained commitment and recognized clout in a few well-defined and selected areas.

- **Absence of internal common understanding and guidance on leveraging:** While leveraging is a 'buzz word' at UNICEF, there is no common understanding or guidance on what leveraging means, which strategies to use, or how to use them.

- **Limited emphasis on leveraging in BCO planning:** The main BCO strategic planning documents (CPD, CPAP, CPMP) pay limited attention to leveraging and do not position it clearly as a central programming strategy to achieve the CP's objective. This limited attention is reflected in BCO's planning at the project and section level.

- **Scarce and unsystematic generation and use of evidence from the field:** This is widely recognized as a problem inside and outside UNICEF, together with a need for more analysis and internal learning.

- **BCO structural constraints:** These include the BCO's roles and responsibilities for leveraging, its structures and systems, staff allocation, capacities and incentives for leveraging. The BCO is currently structured mainly as a field-oriented, operational, activity-based organization, rather than as a strategic, evidence-based and demonstration-oriented organization.

Summative conclusion

Our assessment shows that leveraging makes sense in Bangladesh, combined with sustained service delivery and a strong focus on institutional strengthening. UNICEF BCO's has a comparative advantage for leveraging in Bangladesh, rooted in its credibility, legitimacy and its position in the development community and with national partners. However, mixed institutional incentives for leveraging and limited explicit emphasis on leveraging in BCO's planning, management and evaluation practices have hindered its achievements in this respect to date. We believe that the UNICEF BCO should move towards leveraging in a gradual but sustained, deliberate, and clearly articulated way in combination with a solid field presence oriented towards demonstration. With some corrective actions, as outlined below, BCO could enhance its leveraging capacity tremendously.

6.2   Recommendations

Recommendation 1:   **Building on its positive accomplishments to date, the UNICEF BCO should take steps to clarify, develop, and operationalize its leveraging approach.**

In the short term, the UNICEF BCO could consider the following measures:

- Develop an internal discussion document on leveraging that includes a definition and draft strategy.

- Build buy-in and ownership of this document to establish a common conceptual ground, a shared vision, and a clear direction for leveraging (see sidebar for suggested actions).

> **To increase internal buy-in and ownership of a new strategy**
>
> BCO could establish an internal forum on leveraging
>
> - The forum should include staff from all levels (senior management, section chiefs, international and national staff) as well as resource people (for example from ROSA)
>
> - The key findings and conclusions of this assessment could be circulated widely and discussed at the Section level
>
> - The forum could then discuss and digest the report findings and decide how to use them and move forward

- Finalize the strategy, begin roll out, and follow up. The BCO could consider the development, finalization and roll out of the leveraging strategy as a management priority in the next Annual Management Plans, and establish a monitoring framework for its implementation.

- Identify roles and responsibilities for leveraging (institutional entities and individuals) with attention to ensuring checks and balances and identifying opportunities for synergy. Include leveraging responsibilities in PERs of Section Chiefs and key staff members in their sections.

- Adjust internal planning and management systems and tools to become more 'leveraging-friendly.' Develop internal guidelines on leveraging. Some possible actions in this direction are suggested in the sidebar.

> **Leveraging-friendly systems, tools and guidelines**
>
> - Develop sector-wide annual workplans that build on but go beyond project workplans to capture systemic change objectives and sector work (e.g., work on SWAPs).
>
> - Introduce rolling log frames to match rolling workplans to increase emphasis on leveraging results, which are usually longer term
>
> - Prepare internal guidelines on developing leveraging results statements and indicators
>
> - Develop a checklist for assessing the leveraging potential of projects and use it to inform decision making when entering new projects, negotiating new phases, or considering winding down.

Recommendation 2:   The UNICEF BCO should invest in developing its internal human resource capacities to support its leveraging strategy.

In the coming years the BCO should make sure that its human resource capacities dovetail with its leveraging strategy. This could include measures such as the following:

- Identify professional development needs in relation to leveraging responsibilities in PERs and provide professional development for leveraging. This could include on-the-job mentoring, internal sessions to exchange and learn, and/or more formal training. It could be useful to develop a list of existing UNICEF training that is relevant to leveraging.

- Consider leveraging requirements in recruiting new staff: In addition to a candidate's technical expertise, ensure that attention is paid to his/her background in political, economic, governance, and policy areas and interest in sector work.

Recommendation 3:   The UNICEF BCO should further develop its partnerships in alignment with its leveraging strategy.

Building on present efforts, in the coming years the BCO should make sure that its approach to partnerships, in terms of identification, management and expected benefits, supports its leveraging objectives and approach. This could include measures such as the following:

- In keeping with the increased interest in leveraging among the UN agencies in Bangladesh, share and discuss with them BCO's definition and approach to leveraging. Keep clarifying the division of labour with such agencies and on this basis identify areas for high-potential joint work.

- Pursue the development of strategic partnerships with well-established local NGOs, beyond project implementation purposes. In particular explore and utilize relative strengths as far as influence and ability to affect change in the local context are concerned.

- Further explore partnership opportunities with national and international academic institutions and research centers.

Recommendation 4:   The UNICEF BCO should ensure that leveraging is adequately reflected in its next Country Program planning process and guiding documents.

In preparing the next Country Program, the BCO should consider how it will address leveraging in its programming. This will include: its emphasis on leveraging as a programming approach to achieve BCO's objectives, the right mix of leveraging and direct service delivery, and the combination of leveraging

strategies most likely to yield the expected results. It will also be important for senior management to define the role and objectives of pilots and models within the overall Country Program. UNICEF BCO should also consider playing a proactive role in discussing and aligning its leveraging approach with the UN Country Team in the context of the upcoming UNDAF preparations.

In developing the CP, the BCO may want to consider the following:

- If and how it should identify high potential programming niches (on the basis of a solid knowledge of the country needs, in particular in relation to the achievement of the MDGs, UNICEF strengths, and the division of labour with other development partners). On this basis, allocate different levels of priority to BCO programming areas. Consistently apply this priority scale in planning and negotiating with the GOB, UN agencies, and donors.

- How to strengthen leveraging functions within the BCO:
  – Monitoring and Evaluation: Increase responsibility and resources for: systematic scrutiny of models/pilots, guidance on how to measure leveraging, and systematic generation of usable evidence from the field.
  – Social policy: Strengthen cross-sectoral policy analysis and linkages to programming
  – Knowledge management: Strengthen systematic collection of field and analytical knowledge and use internally for learning and externally for advocacy and decision making.
  – Ensure structural linkages between the M&E, Social Policy, Knowledge Management and Communication functions.

- How to align resource allocations (in terms of quantity, skills, reporting lines) with the decided leveraging approach.

- How to align BCO's partnership strategy with the decided leveraging approach.

Appendix I Terms of Reference (Revised January 2010)

Project/Assignment Title: An Institutional Evaluation of UNICEF Bangladesh

I. Background and Justification

Based on the recommendations of an internal audit conducted in early 2009 UNICEF Bangladesh is going to conduct an evaluation of UNICEF Bangladesh's institutional capacities to address UNICEF's emerging strategic priorities. These TOR are drawn up for an international consultancy to undertake this assignment.

The institutional evaluation (IA) is expected to be a forward looking exercise that will allow UNICEF Bangladesh to strengthen its institutional capacities for more effectively addressing child rights issues in its Programme of Cooperation. The IA will build upon recommendations emerging from the 2007 UNICEF organizational review and the 2008 UNICEF Mid Term Review (MTR) of the mid term strategic plan.

Government of Bangladesh (GoB)-UNICEF Country Programme of Cooperation (2006-2010):

The aim of the Country Programme (CP) is the progressive realization of children's and women's rights. This is to be achieved through improved survival, development, protection and participation of children and women within the framework provided by the CRC, the CEDAW, the Millennium Development Goals (MDG), and the Millennium Declaration. To achieve its goals, the CP sets out five main programme components: Health and Nutrition, Water and Environmental Hygiene and Sanitation, Education, Child Protection and Policy Advocacy and Partnerships. The estimated annual budget of the UNICEF Programme in Bangladesh is US$ 55 million.

2. Purpose of Assignment:

The main purpose of the IA is to assist UNICEF in shaping its country programme strategy for 2012-16. The primary user is the UNICEF Country Management Team in Bangladesh; secondary users include the UNICEF Regional Office for South Asia (ROSA), UNICEF Headquarters and the UN Country Team (UNCT) in Bangladesh.

The IA will assess UNICEF's Bangladesh's capacity to deliver results in line with Bangladesh's national priorities, UNICEF's global vision and its evolving stakeholder context. More specifically, it will examine UNICEF Bangladesh's capacity to:
- Generate evidence to inform resource leveraging and decision making for children
- Leverage resources (legislation, policy and financial) for children
- Advocate for effective policies & programmes centred upon children

The IA will recommend any required changes in UNICEF strategies, programming and/or management that would enhance its overall performance in Bangladesh.

Key questions:

Stakeholder Context
- What are the key changes in, and what are the implications of, the evolving UN, UNICEF, donor, private sector and NGO contexts as they pertain to UNICEF's role in Bangladesh?

Strategic planning and programme management
- What do UNICEF and its key stakeholders identify as its perceived/actual niche, "added value" and/or comparative advantages as compared to other developmental partners in Bangladesh, other members of the UN family, NGOs, the private sector?
- To what extent are existing country programme planning, management and monitoring processes and systems used by UNICEF in Bangladesh enabling the country program to remain relevant in Bangladesh to national priorities and evolving other relevant stakeholder contexts and priorities)?
- What are the strengths and areas for improvement in existing UNICEF processes to enter new, and

exit established, program areas in Bangladesh?

- To what extent does UNICEF Bangladesh have the institutional capacities (i.e. systems, people, models, financial resources) required to:
    o Support advocacy for resource leveraging and effective policies/legislation for children.
    o Serve as a leading knowledge centre on child and adolescent rights and development issues in Bangladesh

Collaborative relationships and partnerships

- o To what extent does UNICEF Bangladesh have the capacity to establish and sustain programming partners inside and outside the UN in Bangladesh for the purposes of leveraging resources and achieving results for children?
- o What are the strengths and areas for improvement in how UNICEF Bangladesh initiates and manages relationships and partnerships with others?

Methodology:

The evaluation will entail, mainly, a qualitative approach. Among others, literature review, key informant interviews and round-table consultations will be utilized.

3. Estimated Budget as per Work Plan:	**PBA#** GC/2005/6012-01

4. Duty station: Dhaka

5. Indicative assignment dates: October 2009 – April 2010

6. Supervisor: M&E Specialist

7. Description of assignment:

Tasks	End Product/deliverables	Time frame
Meetings with UNICEF Rep, Deputy & PME Chief	Work plan for the assignment	5 days
Initial desk review of programme documents, including programme evaluations (list will be prepared by PME Section)	Inception report with detailed questions and sub questions, methodological approach, products and results to be achieved through the evaluation, management response, etc questions	10
Interviews with UNICEF Section Chiefs and Programme Staff; stakeholders at national and sub-national levels		10 days
Assessment and analysis		10 days
Preparation of draft report	Draft report with following outline: - Introduction - Executive summary - Overall assessment of UNICEF capacity to leverage, legislation, policy and resources for children, and exercise leadership, to generate evidence and knowledge to undertake the former - Assessment of value added by UNICEF - Assessment of UNICEF strategic, and partnerships, capacities and	10 days

	approaches to leverage legislation, policies and resources for children - Conclusions and recommendations for future program cooperation - Lessons learned including approaches, strategies and mistakes to avoid - Management Response	
Presentation/discussion of draft report with UNICEF	Presentation of the evaluation report	2 days
Finalization of draft report and submission of final report	Final evaluation report	3 days

8. Qualifications or specialized knowledge/experience required for the assignment:

<u>An institution with the following qualifications/experience:</u>
- Expertise and experience in the design and conduct of evaluations, particulary in institutional evaluations/assessments
- Experience in developing and applying methodological tools, notably qualitative methodologies.
- Experience with participatory methods and rapid assessment procedures
- Ability to interact and negotiate with senior staff from partners as well as UNICEF staff
- Skills in analysis and synthesis, and ability to handle complex issues
- Excellent and proven English communication skills
- Good understanding of UNICEF Programmes
- Good understanding of the strategic relevance for children and women of upstream work
- Ability to work with people from a broad range of cultures

<u>Desirable</u>
- Relevant experience in related or similar assignments
- Knowledge of Bangladeshi context

Appendix II   List of Findings

Finding 1:   Most BCO projects reviewed include leveraging strategies in their design, but most often in only one project component such as policy advocacy.

Finding 2:   While there is considerable evidence from stakeholders that the BCO has implemented a variety of leveraging strategies, there is little documentation.

Finding 3:   There is very limited attention paid to leveraging in BCO's project monitoring, reporting and evaluations.

Finding 4:   As UNICEF has not yet developed a tool or set of indicators for leveraging, it is not possible to measure its success systematically. However, anecdotal evidence provides notable examples of the UNICEF BCO's success in leveraging its assets.

Finding 5:   The UNICEF BCO's leveraging approach is being supported and advanced by very committed leadership.

Finding 6:   When the Country Program Document (CPD) and the Country Program Action Plan (CPAP) were designed (2005-2006) UNICEF's corporate emphasis on leveraging was just beginning. As a result, the BCO's overall strategy pays relatively modest attention to leveraging. Despite this, BCO's focus on leveraging has increased over time, in particular within certain sectors.

Finding 7:   Reflecting the limited attention that the PPP pays to leveraging, BCO tools and mechanisms for planning, implementing, monitoring and evaluating programs provide limited guidance on or support for leveraging. However, there are positive signs that some changes are under way.

Finding 8:   The BCO structure does not fully support leveraging as the organization is set up primarily for program delivery and implementation.

Finding 9:   Responsibility for leveraging in the BCO lies with individual members of the Country Management Team (CMT) and a number of BCO sections, but it appears to be quite fragmented. Some responsibility is also spread among BCO staff.

Finding 10: While leveraging is included in BCO staff responsibilities, several factors limit their ability to apply a leveraging approach in their work.

Finding 11: Both inside and outside UNICEF there are different views on UNICEF's role in Bangladesh (what it is and what it should be), its main niche, and the extent to which UNICEF should focus on leveraging as compared to service delivery.

Appendix III   List of Recommendations

Recommendation 1:Building on its positive accomplishments to date, the UNICEF BCO should take steps to clarify, develop, and operationalize its leveraging approach.

Recommendation 2:The UNICEF BCO should invest in developing its internal human resource capacities to support its leveraging strategy.

Recommendation 3:The UNICEF BCO should further develop its partnerships in alignment with its leveraging strategy.

Recommendation 4:The UNICEF BCO should ensure that leveraging is adequately reflected in its next Country Program planning process and guiding documents.

Appendix IV Methodology

Assessment Framework and Approach

A detailed study framework including the study foci, sub-foci, key questions, sources and methods of data collection is provided in Appendix V. A summary of the study foci is provided in the sidebar.

The framework was used to study UNICEF BCO's leveraging approach at three levels: overall country program and country office; sectors and sections; and individual investments.

At the individual investment level, in-depth project profiles were developed for nine projects and one sub-project (see sidebar) to elicit detailed information on the extent to which leveraging is embedded in project design and implementation and on the results of each project's leveraging approach. The profiled projects were selected to include projects from all BCO sections, older and newer projects, and small and large projects, and also pragmatically in terms of the documents available. The Project Profile Framework is provided in Appendix VI.

Study Foci

Context

Relevance of UNICEF leveraging approach in Bangladesh

Profile of UNICEF BCO Program Portfolio

Performance of UNICEF Bangladesh leveraging approach

BCO Capacities for Leveraging

Future Directions

Projects profiled

Education: Basic Education for Hard to Reach Urban Working Children (BEHTRUWC); UNICEF-Government of Australia support to the Second Primary Education Development Program (PEDP II); Early Childhood Development (ECD) -— Early Learning for Childhood Development (ELCD) - Early Learning for Development Program (ELDP)

Health: Maternal, Neonatal and Child Survival (MNCS); Child Injury Prevention (MNCS sub-project); Maternal, Neonatal and Child Health (MNCH)

Child Protection: Policy, Advocacy and Legislative Reform (PALR); Empowerment of Adolescents; Children at Risk (PCAR)

Water, Environment and Sanitation (WES): Sanitation, Hygiene Education and Water Supply in Bangladesh (SHEWA-B)

Data Sources

There were three major sources of data for this study: people, documents, and site visits.

People: 65 individuals were consulted for the assessment (see Appendix VII)

Documents: The assessment team reviewed and analyzed numerous UNICEF and UNICEF BCO documents as well as relevant documents obtained from UNICEF BCO's partners (see Appendix VIII)

Site visits: The team conducted two site visits to Bangladesh: a scoping mission during the inception phase (24 to 30 October 2009) and a data collection mission (31 January 2009 to 13 February 2010).

Methods of Data Collection and Analysis

Key methods of data collection were document review, semi-structured face-to-face and telephone interviews, focus groups, and observations during field visits. In addition, an online survey was used to collect information from BCO international and national professional staff. The survey was sent to 77 staff members of whom 49 responded (64%). Appendix IX presents the survey results.

The team used descriptive and content analyses to analyze the data and validity was ensured through compliance with standard evaluation practices and through data triangulation (i.e., convergence of multiple data sources) when data were available. Based on the analysis, the assessment team developed findings, conclusions and recommendations.

Assessment Team

The Universalia assessment team consisted of the following members:

- Gerry Cooney – Team Leader
- Silvia Grandi – Consultant

The team was supported by Sarah Peek, research assistant.

Appendix V Assessment Framework

Foci	Primary Sub Foci	Key Questions	Methods and Sources of Data
Context	UNICEF Programming Context	What are the key changes in, and what are the implications of the evolving UN, UNICEF, GOB, donor, and NGO contexts as they pertain to UNICEF's Bangladesh leveraging approach? To what extent do UNICEF's corporate policies, strategies and systems support or hinder UNICEF's Bangladesh leveraging role?	Interviews and focus groups with selected UN, UNICEF, donor, GOB, private sector and NGO representatives Review of selected key GOB, UN and UNICEF documents.
	UNICEF BCO internal context	To what extent and how do UNICEF BCO's history, culture, values, incentives impact on UNICEF's Bangladesh leveraging approach?	
Relevance	Relevance of UNICEF leveraging approach in Bangladesh	To what extent is UNICEF BCO's leveraging approach relevant on the basis of: • GOB and other local partners' context, priorities, needs, and capacities? • UNICEF's priorities, and perceived niche and added value? • UN and other donors' priorities in Bangladesh? Is the mix of leverage and other programming approaches used by UNICEF in Bangladesh appropriate given the Bangladeshi context?	Interviews and focus groups with selected UN, UNICEF, donor, NGO and GOB representatives Review of selected key UN and UNICEF documents including evaluations and MTRs.
Profile of UNICEF BCO Programme Portfolio	Evidence of leveraging in UNICEF BDO project and programme designs	What proportion of reviewed UNICEF BCO current and planned project/programme designs reflect UNICEF leveraging priorities? What differences are there, if any, among UNICEF programming sectors in Bangladesh? More specifically, for each reviewed project/programme: • Is leveraging results and resources one of the explicit objectives of the project? • Does the project/programme design include one or more of the following leveraging strategies: – A defined operational research (social modeling) component that includes defined sampling, testing, replicability/scaling up activities). – Knowledge product creation and dissemination – An advocacy component – An institutional strengthening component – A component focused on strategy/policy/legislative development and roll-out support – Resource mobilization for the purpose of scaling up – A strategy to identify and involve other partners – A clearly articulated phase-out/hand-over strategy • Does the project logframe include results and performance indicators related to leveraging?	Interviews and focus groups with selected UNICEF representatives Review of selected key UNICEF documents and project files.

Foci	Primary Sub Foci	Key Questions	Methods and Sources of Data
		• Does the project design allocate specific resources (human and/or financial) for managing leveraging results and resources?	
	Evidence of leveraging in UNICEF BDO project and programme implementation	To what extent (and what proportion of) have operational UNICEF BCO projects/programmes respected the UNICEF leveraging priorities identified in project/programme design? What differences are there, if any, among UNICEF programming sectors in Bangladesh? What proportion of these project/s programmes have paid systematic attention to monitoring, reporting and evaluating their leveraging performance over time?	Interviews and focus groups with selected UNICEF representatives Review of selected key UNICEF documents, reports, evaluations and project files.
Performance	Performance of UNICEF Bangladesh leveraging approach	To what extent UNICEF Bangladesh has successfully implemented a leveraging approach? How has this contributed to the overall impact of UNICEF in Bangladesh? Are there notable variations by sector? Of the reviewed projects, what proportion have clear evidence that: • the project model been replicated/scaled-up? • knowledge generated by the project is being used by UNICEF and/or its partners? • The project model been adopted by the government/other local partners? Has the project model been integrated in sector approaches? • the project contributed to securing additional partner funding for children programming? • the project contributed to positive changes in legislation and policy? • the project contributed to an increase in the number of national laws complying with CRC and other relevant international commitments? What have been the key lessons, good practices associated with leveraging in these projects?	Interviews and focus groups with selected UN, UNICEF, donor, NGO and GOB representatives Review of selected key UN and UNICEF documents including evaluations and MTRs
BCO Capacities		To what extent do the following articulate an explicit or explicit attention to UNICEF leveraging approach: – BCO guiding documents (CPAP, Management Plan, Annual Management Plans, Workplans, Strategies, Performance Framework) – Strategies (BCO and sections) – Annual reports (BCO and sections) – HR policies and practices (election, allocation, training, performance monitoring) To what extent does BCO take into consideration when making decisions to enter, phase out from or handover a project? Who is responsible within the BCO structure for providing strategic and content leadership for leveraging? To what extent Is the BCO tracking and documenting its	Interviews and focus groups with selected UN, UNICEF, donor, NGO and GOB representatives Review of selected key UNICEF documents Review of existing UNICEF systems, guidelines, processes, capacities

Foci	Primary Sub Foci	Key Questions	Methods and Sources of Data
		leveraging performance?	
		What factors within the BCO hinder or support its leveraging approach? (These can include: structures, approach and strategy, financial Resources, Human Resources, Systems, Partnerships, Individual and institutional incentives/disincentives, Niche/comparative advantage)	
Future Directions	Recommendations	What changes, if any, are required to UNICEF strategies, future country programming and/or management practices that would enhance its leveraging approach and overall performance in Bangladesh?	Above analysis
	Lessons Learned	What are the key lessons learned by UNICEF Bangladesh related to its leveraging approach?	

Appendix VI Project Profile Framework

Main foci	Questions	Yes/no	Comments
Evidence of leveraging in UNICEF BDO project and programme designs	Is leveraging results and resources one of the explicit objectives of the project?		
	Does the project/program design include one or more of the following leveraging strategies:		
	• A defined operational research strategy that includes developing, testing, and documenting innovative, replicable, and scalable models		
	• A knowledge generation and dissemination strategy		
	• A policy advocacy strategy		
	• A local partners' institutional strengthening strategy		
	• A policy dialogue and support to legislative reform strategy		
	• A strategy for partnership mobilization for children programming		
	Does the project logframe include results and performance indicators related to leveraging?		
	Does the project design allocate specific resources (human and/or financial) for managing leveraging results and resources?		
Evidence of leveraging in UNICEF BDO project and programme implementation	Is there evidence that the project has implemented the leveraging strategies identified in project/programme design?		
	Is there evidence that the project has implemented unplanned leveraging strategies?		
	Has the project paid systematic attention to monitoring, reporting and evaluating their leveraging performance over time?		
Performance of UNICEF Bangladesh leveraging approach	Is there clear evidence that:		
	• The project model/approach is replicated/scaled up (beyond UNICEF direct support)?		
	• Knowledge generated by the project is utilized by UNICEF and its partners for advocacy and policy dialogue?		
	• The project's model/approach is integrated in GOB sector programs, strategies or in pooled funds?		
	• The Government has taken over responsibility (partially or totally) for implementing and mainstreaming the project approach (e.g., procurement, training, monitoring)?		
	• Partners are mobilized in support of the project's model/approach?		
	• The project has contributed to positive changes in legislation and policy, in compliance with the Convention for the Rights of the Child CRC and other relevant Bangladesh international commitments?		
	Are there documented lessons learned or best practices associated with leveraging in these project?		

Appendix VII Stakeholders Consulted

Organization/Unit	Positions	Individuals
UNICEF		
BCO	Representative	Carel de Rooy
BCO	Deputy Representative	Iyorlumun Uhaa
BCO Education Section	Chief	Nabendra Dahal
	Education Manager (Quality of Education)	Hassan Mohamed
	Education Manager (BEHTRUWC)	Christine de Agostini
	Former Education Manager (Early Learning)	Golam Mostafa
	Education Specialist (BEHTRUWC)	Shamima Siddiky
	Education Specialist	Monira Hasan
	ECD Officer (Early Learning for Development Project)	Tamanna Taher
	Programme Officer (Quality of Education)	Katrina Hudacin
BCO H&N Section	Chief	Birthe Locatelli-Rossi
	Health Manager (Child Survival)	Midori Sato
	Maternal Health Specialist	Lubana Ahmed
	Maternal Health Specialist	Monira Parveen
	Injury Prevention Specialist	Shumona Shafinaz
	C4D Specialist	Tanya Sultana
	Health Specialist	Kazi Dil Afroza Islam
	C4D Specialist	Mira Mitra
	Nutrition Specialist	Indrani Chakma
BCO WES Section	Chief	Hans Spruijt
	Manager	Astrid Van Agthoven,
	Policy Specialist	Lalit Patra
BCO Child Protection Section	Chief	Rose-Anne Papavero
	Child Protection Specialist (Policy, Advocacy and Legal Reform Project)	Sanja Saranojic
	Child Protection Specialist (Empowerment of Adolescents Project)	Shaila Luna Parveen
	Associate Project Officer	Azizur Rahman
	Child Protection Specialist (Policy, Advocacy and Legal Reform Project)	Aminul Islam
BCO Communication and Information Section	Chief	Christine Jaulmes
BCO PME Section	Chief	Siping Wang
	M&E Specialist	Deqa Ibrahim Musa

Organization/Unit	Positions	Individuals
BCO Operations Section	Chief of Operations	Nakoum Diakite
	HR Chief	Satya Pal Vohra
APSSC	Regional Evaluation Advisor	Ada Ocampo
HQ		Elizabeth Gibbons
Other UN agencies		
ILO	Deputy Director	Gagan Rajbhandari
	Senior Programme Officer	T.I.M. Nurunnabi Khan
UNESCO	Director and Representative	Malama Meleisea
	National Programme Officer	Abdur Rafique
UNFPA	Representative	Arthur Erken
WFP	Representative	John Aylieff
WHO	Medical Officer (Child and Adolescent Health)	Hamish Qumar
	Medical Officer (Reproductive Health)	Long Chun
Donors		
AusAid	First Secretary (Development Cooperation)	Rachel Payne
CIDA	Country Director and Head of Development Cooperation	Robert Beadle
	Deputy Director, Planning (Development)	Linda Cloutier
	Deputy Director, Operations (Development)	Doris L. Wong
	First Secretary (Development)	Joseph Sebatu
	Health Advisor, CIDA PSU	Momena Khatun
DFID	Sr. Programme Manager (Governance and Human Development)	Daniel Davis
	Health and Population Adviser	Shehlina Ahmed
European Commission	Counsellor (Head of Cooperation)	Milko Van Gool
Government of Bangladesh		
Bureau of Non-Formal Education	Joint Secretary & PD BEHTRUWC & DG BNFE	Rejaul Quader
Department of Public Health & Engineering	Project Director & Additional Chief Engineer, SHEWA-B Project	Nurul Islam Khan
Ministry of Health & Family Welfare	Joint Chief	Abdul Mannan
Ministry of Social Welfare	Joint Secretary	Nasima Begum
	Deputy Chief Planning	
	Project Director - PCAR	
Ministry of Women and Children Affairs -Bangladesh Shishu Academy	Assistant Director	Amir Hossain Khan
	Deputy Secretary	Nuruzzaman

Organization/Unit	Positions	Individuals
	Project Director - Early Learning for Child Development Project	
	Program Officer - Early Learning for Child Development Project	Najmul Hoque
CSOs and other local partners		
		Justice Muhammad Immam Ali
BRAC	Executive Director	Mahabub Hossain
BRAC	Director (BRAC Education Programme)	Safiqul Islam
Grameen Bank and Grameen Shikkha	Acting Deputy Managing Director (Grameen Bank)	Nurjahan Begum
	Managing Director (Grameen Shikkha)	
Grameen Shikkha	Deputy General Manager	Qazi Nazrul Huque
Legal Education & Training Institute	Director	Kazi Rezaul Hoque

Appendix VIII Documents Reviewed

Foci	Document	Comments
UN		
Reform and changing aid environment	UN, Secretary General Office. High-level panel on UN system-wide coherence in the areas of development, humanitarian assistance, and the environment. (2006, November 9). *Delivering as one: Report of the Secretary-General's high-level panel*. New York: United Nations.	
	UN, General Assembly, 62nd Session. Second Committee. (2007, December 19). *Triennial comprehensive policy review of operation activities for development of the United Nations system: Draft resolution* (A/C.2/62/L.63).	
	United Nations Country Team in Bangladesh. (2007, December). *UN System reform strategy in Bangladesh: Results one year later*.	
	UNICEF. (undated) PPP Module. "UN Coherence and UNICEF" (PowerPoint presentation).	
	UNDG (2006 October). Enhancing the UN's contribution to National Capacity Development. A UNDG Position Statement.	
	UNDG (2008, January) Response to a changing aid environment.	
UN in Bangladesh	GoB-United Nations. (2005, March). *United Nations Development Assistance Framework (UNDAF)*: 2006-2010.	
	Government of Bangladesh and UNDP Bangladesh. (2008). *Millennium Development Goals: Bangladesh Progress Report 2008*. Dhaka: General Economics Division, Planning Commission, Government of the People's Republic of Bangladesh.	
	National Strategy for Accelerated Poverty Reduction (PRSP)	
	(undated). *LCG Policy Notes*.	
	Education Accountability Matrix (Excel file). Endorsed by Interagency meeting on 05 October 2009.	
	Nutrition Accountability Matrix (Excel file). Updated on 31 August 2009.	
UNICEF Corporate		
Planning, strategic direction and management	UNICEF, Executive Board. 2nd regular session. (2005, September 28-30). *The UNICEF medium-term strategic plan, 2006-2009 Investing in children: the UNICEF contribution to poverty reduction and the Millennium Summit agenda*. (E/ICEF/2005/11).	
	UNICEF Executive Board. 2nd regular session (2008, September). *Report on the midterm review of the medium term strategic plan 2006-2009* (E/ICEF/2008/18).	
	UNICEF Evaluation Office. (2004, September). *UNICEF Evaluation Report Standards*.	
	UNICEF. *PPP Modules*	
	UNICEF Executive Board. 2008 2nd regular Session (2008, September 15-18). *Special Focus Session on Policy and Advocacy for Children's rights* (Background note).	
	UNICEF. (2009, January 12). *UNICEF Action plan for the Triennial Comprehensive Policy Review*.	
	UNICEF, Programme Operations. (2009, January). Programme Policy &	

Foci	Document	Comments
	Procedures Manual.	
	UNICEF. (2005, February). *Task Force on Leveraging Resources and Results for Children: Final Report*. New York: UNICEF.	
	UNICEF. Executive Board. Annual session 2008 (3-5 June 2008). UNICEF Child Protection Strategy. (E/ICEF/2008/5/Rev.1).	
	UNICEF Policy and Practice ("010, February). Discussion Note "UNICEF's Approach in Middle Income Countries – Six Core Strategic Roles "	
Financial	Summary budget Tables of India, Pakistan, Indonesia, Sudan, Ethiopia.	
Organizational improvement initiative	UNICEF (undated). *Organizational Improvements: Implementing Initiatives in the coming months*.	
	UNICEF, PPP Module 1: *UNICEF Organizational Improvement*. (PowerPoint slideshow).	
	UNICEF Executive Board (2009, January), Update on the Organizational Improvement Initiatives at UNICEF	
	UNICEF. (2009, October). *UNICEF Competency Framework Definitions and Behavioural Indicators* (version 2).	
Reports	Giving Works. (2007, May 25). *UNICEF Organizational Review Synthesis Report – Findings and Summary Recommendations*	
PPA	UNICEF Office of Internal Audit and the Evaluation Office. (2009, April). *Strategic programme management in UNICEF today: Based on assessments in four county offices and regional offices in 2008* (Report 2008/35).	Includes memorandum memo and PowerPoint presentation
UNICEF Bangladesh Country Office (BCO)		
Management Documents	UNICEF, Office of internal Audit. (2009, February). *Management Memo on the Audit of the Bangladesh Country Office (Draft)*. Report No. 2009/02.	
	Operations Priorities 2010-2011.	
Annual Management Plans	UNICEF Bangladesh. (2010, February) Annual Management Plan 2010-2011.	
	UNICEF Bangladesh. (2009, January). Annual management plan 2009-2010.	
	UNICEF Bangladesh. Annual Management Plan 2008	
	UNICEF Bangladesh. Annual Management Plan 2007	
CMT Meeting Minutes	UNICEF Bangladesh. (2010, February 28). Minutes of the CMT Meeting.	
	UNICEF Bangladesh. (2010, January 31). Minutes of the CMT Meeting.	
	UNICEF Bangladesh. (2009, December 9). Minutes of the CMT Meeting.	
	UNICEF Bangladesh. (2009, October 8). Minutes of the CMT Meeting.	
	UNICEF Bangladesh. (2009, September 30). Minutes of the CMT Meeting.	
	UNICEF Bangladesh. (2009, August 31). Minutes of the CMT Meeting.	
PMT Meeting Minutes	UNICEF Bangladesh. (2010, February 25). Minutes of the PMT Meeting.	
	UNICEF Bangladesh. (2010, January 25). Minutes of the PMT Meeting.	
	UNICEF Bangladesh. (2009, October 22). Minutes of the PMT Meeting.	

Foci	Document	Comments
	UNICEF Bangladesh. (2009, September 16). Minutes of the PMT Meeting.	
	UNICEF Bangladesh. (2009, September 16). Minutes of the PMT Meeting.	
HR Documents	UNICEF. Generic Job Description. (FORM UNICEF 309/Rev.4 (11-98)).	
	UNICEF. Generic Job Description Professional Post: Communication for Development Specialist. (Updated Nov 2009). (Form UNICEF 309/Rev.4 (11-98).	
	UNICEF. Job Description Professional Posts: Chief, WESS. (prepared April 2008).	
	UNICEF. Job Description Professional Posts: Emergencies Specialist. (Updated Jan 2010).	
	UNICEF. Job Description Professional Posts: Deputy Representative. (Prepared Aug 2007).	
	UNICEF. Job Description Professional Posts: Deputy Representative. (Prepared Aug 2007).	
	UNICEF Performance Evaluation Report (UNICEF/362 Rev.5 (03-05)).	
	UNICEF Bangladesh (2009). List of Corporate Training UNICEF Bangladesh 2009.	
	UNICEF Bangladesh. (undated). *Organizational chart: Existing vs. proposed*.	
Country Program Planning Documents	UNICEF Bangladesh. (2005, April). *Country programme management plan. Bangladesh Country office Submission: 2006-2010.*	
	UNICEF. Executive Board, 1st regular session 2006. (2006, January 16-20 and 23). *Revised country programme document: Bangladesh.* [Document E/ICEF/2005/P/L.12/Rev.1].	
	UNICEF Bangladesh. (undated). *Country programme action plan (CPAP): 2006-2010*	Including *Results and resources framework*.
	UNICEF Bangladesh. (2006, August 28). *Convergence approach: Country programme (2006-2010).*	
	UNICEF Bangladesh. *Convergence letter sent to ERD.*	
	UNICEF Bangladesh. (2009, February). *Revised country programme management plan: 2006-2010.*	
	UNICEF Bangladesh. (2008). Integrated Monitoring and Evaluation Plan 2008: (updated December 2008).	
	UNICEF Bangladesh. (2009). Integrated Monitoring & Evaluation Plan 2009. (Update of December 6).	
	UNICEF Bangladesh. Integrated Monitoring and Evaluation Plan 2006-2010. (Revision of Feb. 2008).	
Country Programme Reports		
Annual Reports	UNICEF Bangladesh Country Office. (2009, December). *Annual Report 2009.*	
	UNICEF Bangladesh Country Office. (2008, December). *Annual Report 2008.*	
MTR and Audits	UNICEF Bangladesh. (2008, December). *Government of Bangladesh-*	

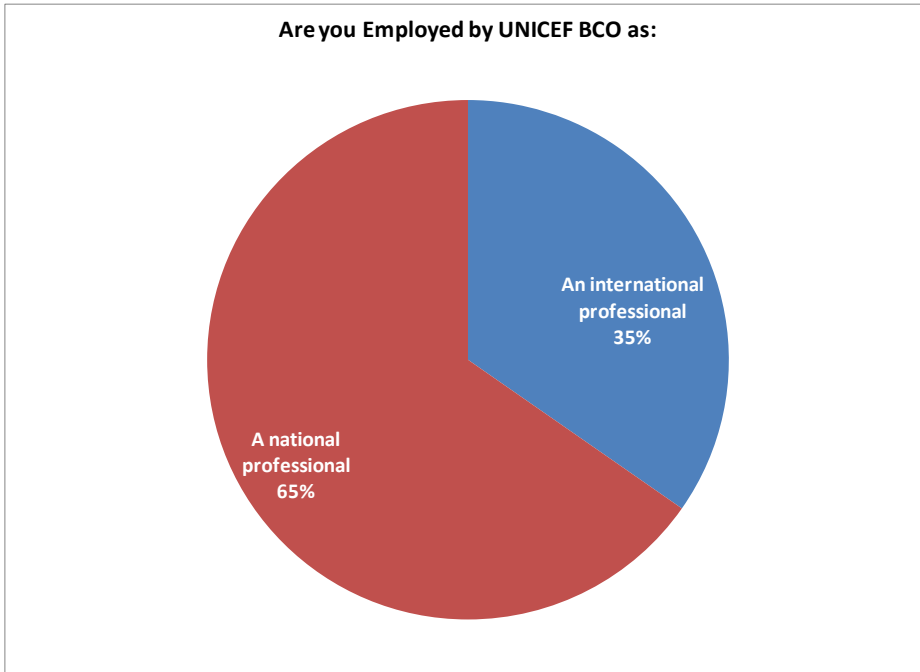| Foci	Document	Comments
	UNICEF country programme 2006-2010: Mid-term review.	
	UNICEF Bangladesh. (2009). *Government of Bangladesh – UNICEF country programme of cooperation, 2006-2010.* (PowerPoint slideshow).	Presentation of results achieved
	(2009) Internal audit report	
Knowledge Products	UNICEF. (2010, January). *Key Findings of the Bangladesh Multiple Indicator Cluster Survey 2009 – Preliminary Report.*	
	UNICEF. (2010, January). *A case for geographic targeting of Basic Social Services to accelerate poverty reduction in Bangladesh.*	
	UNICEF. (2009, September). *Situation and analysis of children and women in Bangladesh.*	
Sector Reports		
I. Education		
PEDP II	Directorate of Primary Education (2009, May). *Bangladesh Primary Education Annual Sector Performance Report 2009.* Dhaka: Government of the People's Republic of Bangladesh, Directorate of Primary Education, Second Primary Education Development Programme.	
	UNICEF Bangladesh. (2009, September). *The second primary education development programme (PEDPII): Annual progress report for AusAID.*	
	GoB. (2009, March 30, revised). *PEDP-II: Mid-Term Review: Action Plan* (29 October – 12 November 2007)	
	(2007, 29 October – 12 November). *Second primary education programme (PEDP-II) Mid-term Review.* (Aide Memoire).	
	UNICEF Bangladesh. (2007, August 22). *Quality education for all children: Expansion of GoA-UNICEF Partnership.*	
	UNICEF Bangladesh. (2004, January 22, Revised). *Proposal to Australian government for support of UNICEF's role in PEDP II* (Draft proposal).	Includes Annexes 1-8
	Durston, Susan. (2009, May 10th-19th). *Report to the Bangladesh Country Office.*	
	Project Performa: Primary Education Development Program II.	Includes Part A and Annex A.
	AusAID-UNICEF Memorandum of Understand for Multilateral-Bilateral Projects: Quality Education for All Children: UNICEF's Role in PEDP II Bangladesh Program. (2007, June).	
BEHTRUWC	Human Development Research Centre (2009, December 31). *Basic Education for Hard-to-reach urban working children: Study on benefits, sustainability and costs.* Prepared for UNICEF BCO	
	GoB, Bureau of Non-Formal Education. (2008, June). *Basic education for hard-to-reach urban working children: Final mid-term evaluation*	
	UNICEF Bangladesh. (2004, August) *Basic education for hard-to-reach urban working children: Project proposal.*	
	GoB. BEHTRUWC Project 2nd Phase: Brochure	
	GoB, Bureau of Non-Formal Education. Non-Formal Education (NFE) Policy.	
ELCD	UNICEF Bangladesh. (undated). *Early Childhood Development Project (ECDP): Project Plan of Action: 2001-2005.*	
	UNICEF Bangladesh. Technical Assistance Project Proforma/Proposal	

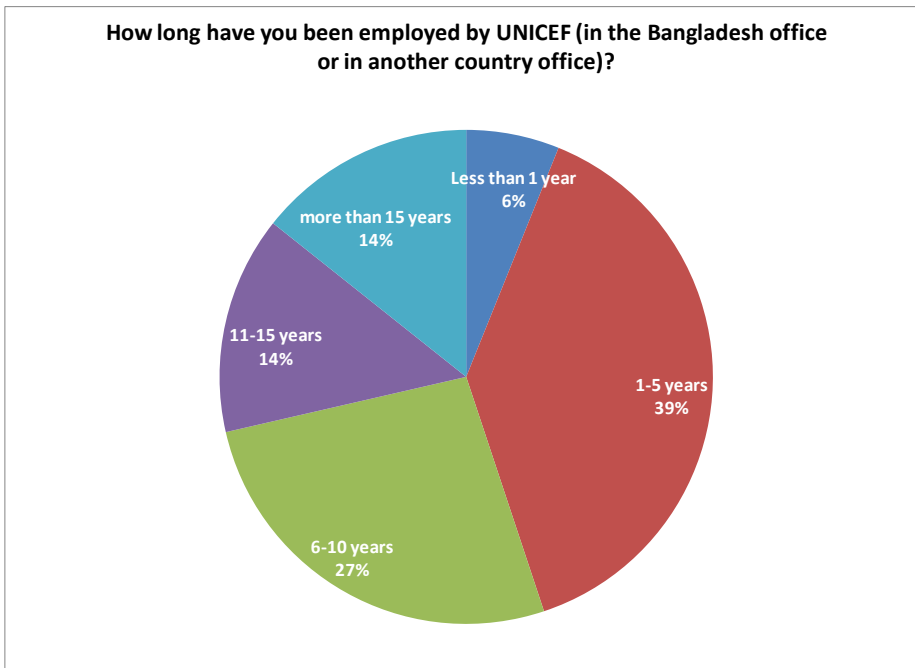| Foci	Document	Comments
	(TPP). (Part – A: Executive Summary).	
	Insights & Ideas Ltd. (2010, January 10). *Study on the unit cost of Early Learning for Childhood* Development (ELCD) project. Prepared for UNICEF BCO.	
	UNICEF Bangladesh. (2009, December). Overview Report of the *Early Childhood Development Project*.	
	UNICEF Bangladesh. (2009, December). Final Report for French National Committee (PBA SC/2006/0782-01).	
	UNICEF Bangladesh. (Undated). *Results Achieved with the UK National Committee Contributions.*	
	UNICEF Bangladesh. (2004, November). *Early Childhood Development: Project overview.*	
	UNICEF Bangladesh. *Early Learning for Development Project 2010-2015: Proposal for Funding.*	
Other	(2008, September). *United Nations Girls Education Initiative (UNGEI) in Bangladesh: Consultative Meeting Report.*	
	UNICEF. (2009). *Thematic Basic Education and Gender Equality Report 2008.*	
	BRAC Education Programme. (2009, December). *Consolidating Five Years of Learning: 2004-2009.*	
II. Health, Nutrition, Population		
Sector Level	UNICEF Bangladesh. (2009, October 27). Maternal, Newborn and Child Health and Nutrition Situation in Bangladesh. PPP to Dr. Mickey Chopra Chief of Health, NYHQ.	
Health, Nutrition and Population Sector Programme (HNSP)	GoB (2008, July 14). *Health, nutrition and populations sector programme PIP.* (Second revision).	
	Independent Review Team. (2008, March 11). *Bangladesh health, nutrition and populations sector programme (HNPSP) mid-term review: Volume I.* (Main consolidated report: Key findings, conclusions, recommendations).	
	Independent Review Team. (2008, March 12). *Bangladesh health, nutrition and populations sector programme (HNPSP) mid-term review: Volume II.* (Technical report relating to service delivery and governance).	
	(2009, April-May). *Bangladesh health, nutrition and populations sector programme, Annual program review.* (Aide Memoire).	
UN – MHN	(2006, November). *The Accelerating Progress towards Maternal and Neonatal Mortality and Morbidity Reduction Maternal and Neonatal Health Initiative.* (MHN Mid-term evaluation). Joint EC/DfID Annual Review and Phase 1 Evaluation of the Maternal and Neonatal Health Initiative.	
	UNICEF Bangladesh. (2008, January 17). *Progress Report on Accelerating Progress towards Maternal and Neonatal Mortality and Morbidity Reduction.* (Draft).	
	Joint GoB-UN MNH Initiative (MNHI) Progress Report: January – June 2009.	
MNCS	UNICEF Bangladesh. (2007, December 17). *Accelerating Actions to Achieve Millennium Development Goals 4 and 5 in Bangladesh: An Integrated Package of Maternal, Neonatal and Child Survival (MNCS) Interventions.*	

Foci	Document	Comments
	Proposal submitted to AusAID.	
	UNICEF Bangladesh. (2009, February). *Improving Maternal, Neonatal and Child Survival in Bangladesh*. Progress Report for AusAID PBA SC/2008/0445.	
	UNICEF Bangladesh and MoHFW. Child Survival Project: Workplan 2009-2010.	
CIP (MNCS subproject)	Literature Review on Child Injury. (2002-2004).	
	Bangladesh Health and Injury Survey: report and advocacy materials (2002-2004).	
	UNICEF Bangladesh (2005). PRECISE (Prevention of Child Injuries through Social Intervention and Education: Project Proposal.	
	University of West England Consultant team and SURCH. (2005-2008). PRECISE endline evaluation.	
	UNICEF Bangladesh. PRECISE Project Proposal 2009-2010.	
	BCO Strategy on Child Injury Prevention	Includes advocacy booklet
MNCH	UNICEF Bangladesh. *Improving Maternal, Neonatal and Child Survival: Progress Report.* [PBA: SC/2008/0446]. (for AusAID).	
	UNICEF Bangladesh. (2009, July). *Improving Maternal, Neonatal And Child Survival - A Partnership Approach To Achieve Millennium Development Goals In Bangladesh*. Progress Report to AusAID (PBA SC/2008/0446).	
	UNICEF Bangladesh. Workplan (Maternal and Child Nutrition): 2009-2010.	
	UNICEF Bangladesh. Workplan (Maternal Health): 2009-2010.	
III. Child protection		
Sector Level	Meunier, Guillemmette (ROSA). (2009, June). Review of UNICEF Bangladesh child protection program: Report of mission in Bangladesh.	
	UNICEF Bangladesh, Child Protection Programme. (2008, July). *MTR of the Government of Bangladesh- UNICEF Country Programme of Bangladesh: 2006-2010*: Child protection sector review report.	
	UNICEF Bangladesh. (undated). *Child Protection Log Frame 2010 – 2011*.	
Kishori Abhijan (Empowerment of Adolescents)	Human Development Research Centre (2009, January19). *Study on the unit cost of social and behaviour change related to adolescent issues*. (Prepared for UNICEF BCO).	
IV. WES		
	UNICEF Bangladesh. (undated). POEM - Policy Component Detailed Work Plan 2009-2010.	
	UNICEF Bangladesh – Department of Public Health Engineering. (2010, January). *Sanitation, Hygiene Education and Water Supply in Bangladesh: Annual Report 2009*.	
	Logframe – Rural Jan 2010 revision	
V. Joint Reports		
	UNDP, UNFPA, WFP, UNICEF. (2009, December). *Accelerating progress towards achievement of millennium development goals (MDGs) with equity in Cox's Bazaar district*.	

Appendix IX Survey Results

Question 1

Are you Employed by UNICEF BCO as:

An international professional
35%

A national professional
65%

Question 2

How long have you been employed by UNICEF (in the Bangladesh office or in another country office)?

Less than 1 year
6%

more than 15 years
14%

11-15 years
14%

1-5 years
39%

6-10 years
27%

Question 3

Please indicate the percentage of resources (time and money) that you think UNICEF SHOULD BE allocating to each of its resources in Bangladesh.

Advocacy and Policy Dialogue
30%

Service Delivery
35%

Technical Advice, Innovatoin, Knowledge Generation and Dissemination
35%

Question 4

Please indicate the percentage of resources (time and money) that you think UNICEF IS CURRENTLY allocating to each of its resources in Bangladesh.

Advocacy and Policy Dialogue
18%

Technical Advice, Innovatoin, Knowledge Generation and Dissemination
27%

Service Delivery
55%

Question 5

Question 6

Question 7

Please indicate the extent to which you agree with the following statements about UNICEF leveraging

Legend:
- Agree Completely
- Agree to Some Extent
- Do Not Agree

Statement	Agree Completely	Agree to Some Extent	Do Not Agree
My annual Performance Evaluation Report (PER) pays explicit attention to leveraging	6	21	6
I have enough time or make time to pay attention to leveraging in my work.	5	19	9
I have the right skills and experience to engage in policy dialogue and advocacy	16	16	1
I have the right skills and experience to generate evidence to inform decision making	17	15	1
I have the right skills and experience to develop and maintain strategic alliances and partnerships	19	13	1
I have the right skills and experience to support national institutional capacity building	16	15	2
I have the right skills and experience to generate and mobilizing resources for children programming	11	22	0

Appendix X Leveraging Strategies in UNICEF BCO Project Designs

Strategy	Summary of analysis	Examples
Policy Advocacy	Most projects contain a policy advocacy, social mobilization, and communication component that reflects leveraging objectives to varying degrees. Some projects have clearly articulated policy advocacy strategies; in others it is more vague.	In the Education sector, ELCD has strong advocacy planning, working to get ECD on the agenda (2006-2010) and included in the 2010-2015 proposal. PEDP II and BEHTRUWC both refer vaguely to advocacy in their planning documents. In the Health sector, the MNCH workplan includes policy advocacy components, in particular for scaling up of MNCH interventions and incorporating them into the new Health Sector plan.
Policy dialogue and support to legislative reform	There are several examples of planned strategies for policy dialogue and support to legislative reform within analyzed projects. However, the extent and level of detail of these strategies varies.	Child Protection's Policy Advocacy and Legislative Reform (PALR) project is fully focused on these areas. Examples of projects with a planned policy dialogue and legislative reform component include PCAR, PALR, BEHTRUWC, SHEWA-B, UNICEF-GOA PEDP II and ELCD
Local partners' institutional strengthening	All analyzed projects planned for a strong GOB role in the project from the outset. A number of projects are institutionalized within relevant government departments, particularly within the education sector and to some extent the health sector. These projects were designed to avoid creating new project structures if existing ones with the GOB and local partners could be used. Even projects not necessarily embedded within the government often include strategies for national capacity development, however strategies for how this will be undertaken and with whom (and for what leveraging purpose) are still often vague. Also there is often greater attention to individual capacity building than institutional strengthening	BCO support to quality of education is part of PEDP II, a SWAp under the GOB. ELCD interventions are embedded within existing NGO and GOB program structures. PCAR is located within the MoSW. MNCS is institutionalized within the MoHFW and included a stronger national capacity building component in its 2009-2010 workplan.
Developing, testing, and documenting innovative, replicable, and scalable models	There is evidence in several projects of an operation research approach, aimed at piloting and testing innovative, replicable and scalable models. Also there is widespread evidence that projects have dedicated resources for evaluation and monitoring and to generate information on project accomplishments. However there is little evidence of clear strategies to systematically document activities and use the information collected to inform decision making (with the exception of PRECISE and to some extent SLIPs).	The following projects and sub-projects had a strong operational research approach embedded in their design: Sub-project 3 in ELCD PRECISE within MNCS SLIPS and UPEPs in PEDP II Diversion Pilot under PALR Livelihood skill development pilot under Empowerment of Adolescents
Knowledge generation and	There is very limited evidence of knowledge generation and dissemination strategies in the	The Injury Prevention sub-project within the Health Programme does include a

Strategy	Summary of analysis	Examples
dissemination	design of reviewed BCO projects. When present, such strategies are at a very operational level (e.g., curricula training packages) although there are a few exceptions (see example). The multi-annual and annual IMEPs show that several knowledge generation activities are planned at project level. However they do not contain a strategy for the dissemination and use of this information.	strategy for knowledge production and dissemination within the original 2005 project proposal, However, in the 2009-2010 proposal there is no strategy outlined for communicating the project to stakeholders.
Partnership mobilization for children programming	The vast majority of projects reviewed include strategies for partnering. These vary in quality however, from vaguely alluding to working with relevant actors, to identifying specific partners, to identifying specific partners and outlining their envisioned role in the project. They also vary in the types of partnerships envisioned (implementing partners, strategic partners, or both).	ELCD and Child Injury Prevention provide good examples of planning for partnerships, and identifying key partners and their specific roles

The MNCH project, which builds in part on BRAC's Essential Health Care Programme, has a strong planned partner strategy. |

Appendix XI Pilots, Models and Leveraging

As discussed in section 4, several BCO projects, approaches and models that started on a small scale were eventually mainstreamed (completely or partially) by the GOB. Some BCO projects have a clear operational research design. In other cases, the experience and knowledge generated by UNICEF projects has been used to influence change in GOB policies, strategies and programs. This approach is central to BCO's implicit leveraging theory, as illustrated in section 2. In addition, several external stakeholders reported that one of UNICEF's strengths in Bangladesh is its ability to adapt and operationalize innovative approaches and social models in the Bangladeshi context. According to the PPP, "A majority of UNICEF cooperation in many countries is concerned with developing and demonstrating innovative interventions for children or new (or modified) management models." "Piloting is a significant strategy for UNICEF program cooperation, especially where UNICEF resources are limited and small compared to national budgets or resources provided by bilaterals and IFIs."[17]

What is a Pilot or a Model?

In the UNICEF BCO there is significant debate around the issue of piloting and/or demonstrating social models as part of the BCO leveraging strategy and overall country program.

First, it appears that there is no common understanding in the BCO of what pilots and models are for. Although the terms are often used interchangeably, they sometimes are used to refer to different types of interventions. In these cases, the term 'pilot' is used to refer to small, highly innovative, research-oriented projects, while 'model' appears to be used for projects with a demonstration purpose, greater coverage, and less rigorous methodology than pilots. According to the PPP, "Pilot projects are activities designed to test the feasibility and/or the effectiveness of an intervention"; they are a specific type of demonstration project with a clear and rigorous research character.

Second, while pilots/ models appear to have an important place in the Bangladesh country program and in the BCO's implicit leveraging theory, uncertainties remain around their objectives and use. According to some respondents, model demonstration is at the centre of UNICEF's work in Bangladesh. According to others, the UNICEF BCO does not do pilots, but rather implementation with demonstration purposes (see sidebar).

> "UNICEF's core business is to build social models, test them for effectiveness, and see to what extent they can be replicated and taken over by the Government".
>
> UNICEF BCO staff
>
> "Service delivery in BCO is not designed in terms of pilot projects, but to address the needs of the poor. The number of beneficiaries is too big for pilots. UNICEF creates experiences in the field and shares them with the GOB. And this is where the demonstration effect comes into place. Sometimes the philosophy of the project is replicated, other times part of the strategy. It's usually not a full model being replicated."
>
> UNICEF BCO staff

In the BCO, there appears to be a dilemma around the main purpose of pilots and models: Is demonstration the key purpose or is service delivery a goal in itself? This has important consequences for how pilots/models are designed, implemented and evaluated. The confusion might also be related to the Bangladeshi context, and in particular to the size of the population. Although BCO pilot/models generally cover only a limited part of the country (e.g., one or a few districts), they tend to have very high numbers of beneficiaries, usually higher than operational research manuals would suggest, and therefore bordering on

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[17] PPP, p. 276

service delivery. However, pilots/models that reached only a small number of beneficiaries would not be sufficiently representative to support replication and scaling up.

A further complication, related to the Bangaldeshi political context, is how the GOB perceives pilots/models versus service delivery. "Pilots have a bad name. Nobody likes to be convinced by others. If 'models' come out of service delivery then there is less resistance because UNICEF is not trying to impose a model but it's actually doing something. Service delivery with a strong focus on demonstration is better accepted by the GOB than big pilots that UNICEF would try and sell to them." BCO staff.

Designing and Implementing Pilots/Models

According to many respondents, there is a lack of conceptual rigor in designing pilots/models and in their demonstration. "Many things in BCO have the label 'pilot' but they are not really." As the distinction between pilots and models is not fully clear and understood, the differences in design and implementation are not spelled out. As far as research pilots are concerned, the PPP provides extensive guidance on how to design, implement, and evaluate pilot projects. However it does not provide guidance on other types of demonstration projects.

It is generally expected that a successful pilot/model would be mainstreamed and scaled up by local partners, in particular the GOB. However, before a pilot/model can go to scale there is a need to assess its effectiveness, efficiency, cost, replicability, scalability and sustainability. In order to do so, pilots/models need robust and accepted results frameworks and systematic monitoring and evaluation systems that are capable of capturing these aspects in relation to the overall program objectives. However, both interviews and project documents reviewed indicate that this is rarely the case in the BCO.

BCO, and UNICEF overall, does not have a structured approach to evaluate pilots/models in terms of cost, replicability, and sustainability, and these questions are not asked systematically for UNICEF BCO projects. "In order for you to leverage you have to know very well what you want to leverage, which pilots are 'leverageable' and which are not."; "It's not enough to say that a pilot works. You have to know how much it costs if you want to sell it to the GOB".

Several informants report that there is a tendency in BCO to roll out pilots/models and scale them up before having full evidence of their effectiveness and scalability. This may be related to UNICEF's internal dilemma about the purpose of pilot/models. Some changes however are taking place, as shown by the costing studies currently being conducted on certain projects (see section 4.1).

BCO does not have a systematic approach for screening and making decisions about pilots/models. Senior management recognizes that there is a need for independently screening pilots (this should be the responsibility of the PME), followed by a clear decision-making process (the pilot/model works and can be scaled/replicated; the pilot/model needs to be fine-tuned; the pilot/model is not effective or scalable and needs to be ended). An institutionalized decision making body (such as the CMT) could have responsibility for this, but these decisions can be difficult. The BCO should be able to exit from a pilot/model when it doesn't work or when it is handed over to the GOB, but this is rarely done by UNICEF because it has very serious consequences in terms of staff and resources and because the reasons for exiting are not always agreed upon. This problem is not unique to the BCO: As reported in the PPP, "Many UNICEF-assisted Country Programs support pilot projects for several years, without an apparent end or clearly defined result. Program partners may find it difficult to terminate such projects because of the benefits for the served community. Perceivably successful pilot projects are often not replicated – either because of the lack of political will, or the lack of resources. The question of "How to scale up?" can often not be effectively answered by Government, UNICEF staff or other partners."[18]

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[18] PPP, p. 276

In the BCO, staff tend to be averse to making these types of decisions for various reasons, including the difficulty in understanding why a project that yields results in the field should be closed (for example because it is too expensive for the GOB to consider scaling up) and their vested interests in keeping their positions (as many staff members' employment is reliant on specific projects funded with OR). In addition, as noted earlier, the BCO is highly dependent on OR. Managers have the responsibility to keep the funding flow going: it is difficult in these conditions to shut down a pilot/model or to hand it over to the government if a donor is strongly investing in it and willing to continue to do so or scale it up under UNICEF implementation.

In order to address some of these issues BCO may want to consider the following suggestions for future pilots/models, some of which are inspired by the experiences of other UNICEF country offices:

- Clearly define and clarify with staff the pilot/model strategic objective: for example "UNICEF is doing this project to see if its approach works in Bangladesh and if it could be of interest for the government to scale it up and how."

- At the outset of a pilot/model, have a clear agreement with the Government that if the pilot/model is successful, it will be scaled up with the support of UNICEF and other appropriate partners and with Government commitment (i.e., there will be no pilots for pilots sake). Develop costed scale-up plans.

- Avoid too small 'boutique pilots' that might yield very good results but that would not be credible in the Bangladeshi context.

- Implement "for real"(in real conditions and obtaining real tangible results on the ground) but with strong focus on demonstration.

- Possibly involve respected national and international research groups and well respected local implementing partners.

Have a system in place to conduct systematic monitoring and costing exercises. Use this information systematically to adjust programming and make decisions about the future of the pilot/model.

Appendix XII Leveraging Strategies in UNICEF BCO Project Implementation

Strategy	Summary of analysis
Policy Advocacy	Several external stakeholders lauded BCO's advocacy efforts.
	At the project level there is very scarce information on the implementation of advocacy strategies. One exception is ELCD which had good evidence on the implementation of its advocacy strategy (and on how it engaged partners in supporting advocacy efforts). This is also confirmed by interviewed stakeholders, who mentioned that several advocacy activities were conducted, including workshops with GOB, districts, NGOs, and Imams.
Policy dialogue and support to legislative reform	There is significant evidence that UNICEF has been involved in policy dialogue and support to legislative reform. According to external stakeholders, UNICEF is an influential player in this regard. Examples include: support to the development and adoption of the National Action Plan on the commercial sexual exploitation of children within PCAR; BEHTRUWC support to the development of a National Policy on Child Labour. Also, under PALR, a Juvenile Justice Roundtable was established as a forum for policy dialogue on the reform of Child Justice System and several strategies were implemented to support the reform the 1974 Children's act.
	UNICEF commented, through PALR, on the new PRSP in order to include recommendations on child-focused social protection programs.
	However, it appears that a significant part of this work happens outside and beyond projects' planned activities. Although this appears to be a positive practice, as most policy work goes beyond the boundaries of a specific project, within BCO it limits the resources that can be dedicated to these types of activities as planning and resource allocation are done on a project basis.
Local partners' institutional strengthening	There is evidence that UNICEF has been very consistent in involving the GOB from the outset of projects. This increases acceptability and ownership and creates opportunities for institutional strengthening. There is also evidence that several projects are embedded in GOB structures and utilizing internal systems. However, institutional strengthening interventions are often reported on at an activity and mostly individual level (e.g., a workshop was conducted, x number of people were trained).
Developing, testing, and documenting innovative, replicable, and scalable models	There is evidence that piloting and testing strategies are being used across projects and programmes (although less in the Health sector and in WES where piloting/modeling is more in relation to infrastructure than to social models). Examples include: ELCD, Empowerment of Adolescents, Injury Prevention, SLIPs and UPEPs.
	Systematic documentation appears to be weak. A limited number of projects have conducted monitoring and research on replicability and scalability and a few have recently undertaken costing exercises. PEDP II, in preparation for GOB scaling up of SLIPs, conducted a formal assessment of SLIPs at the request of GoB to ensure that lessons learned were informing the scale-up of both the SLIP and UPEP mechanisms nationally. Another strong example is the Child Injury Prevention sub-project (within MNCS) which systematically planned and undertook monitoring for global reporting as well as planned evaluations appropriate for leveraging. Costing analyses have been conducted for: ELCD, Empowerment of Adolescents, BETHRUWC.
	Several stakeholders reported a tendency to scale up or expand before a model's effectiveness was proven.
Knowledge generation and dissemination	There is significant evidence and widespread acknowledgement both inside and outside UNICEF of BCO's limitations in documenting experiences, generating evidence from the field, sharing it, and using it. "UNiCEF doesn't have a written culture. UNICEF does things but they don't document it. This is a problem for leveraging, because if you don't write it down, you can't share. Proper documentation is lacking".. "If you want to be more strategic you need good analysis and knowledge basis."
	However some improvements have been reported (e.g., more knowledge products recently circulated, a stronger analytical strategic focus brought about by senior

Strategy	Summary of analysis
	management, internal knowledge management initiative).
Partnership mobilization for children's programming	According to various stakeholders UNICEF is good at using its convening power, bringing different stakeholders to the table, engaging with partners, networking.
	UNICEF is considered good at creating tripartite relationships with GOB and NGOs and organizing partnerships between GOB and civil society (e.g., ELCD). It is seen as proactive in bringing together donors and UN agencies on important issues for children in Bangladesh. There is evidence of this in several projects, in particular Joint UN projects and multi-donor projects.
	Some projects have also been successful in identifying and establishing relevant partnerships during the implementation phase (for example the MNCS project and the partnership with NPP).
	However several respondents mentioned weak links with academia as a limitation, and something that should be further explored for leveraging. The Child Injury Prevention project offers a positive example in this respect.

Appendix XIII Positive Examples of Leveraging in UNICEF BCO

Indicator	Examples	Comments
Knowledge generated by UNICEF's projects is utilized by UNICEF and its partners for advocacy and policy dialogue	Multiple Indicator Cluster Survey (MICS) and Geographic Targeting	Data from MICS at the Upazila (sub-district) level was correlated with poverty data. Based on the findings of this analysis a paper advocating for geographic targeting of social services and social protection schemes was prepared and widely shared with GOB and development partners. MICS and Geographic targeting were mentioned several times by development partners and GOB as a good example: they are seen as a very good tool for advocacy and for targeting areas for discussion with GOB. "*UNICEF is playing a role for geographic targeting among UN agencies. This is going to be a powerful tool for leveraging, it has a big potential for influence*". (Development Partner)
	Joint UNICEF-WFP Nation Wide Survey on Household Food Security and Nutritional Status	"*Both WFP and UNICEF used the study widely to advocate with donors, development partners and government for increased attention and allocation of resources to address under-nutrition and food insecurity in Bangladesh.*" 2009 report, p. 17
	Marginal Budget for Bottlenecks (MBB)	As part the Joint Maternal and Neonatal Health (MNH) Initiative, BCO has started the development of a districts-based investment case in three districts including an identification of bottlenecks, recommendation of practical steps to overcome them, and a cost estimate that shows the additional resources needed to achieve MDG 4 and 5 by 2015. According to the 2009 report, "T*he investment case will feed directly into development of the next Sector Programme*" According to consulted stakeholders, "*MBB is a very relevant tool for influencing national policy and scaling up*".
UNICEF's models/approaches are replicated/scaled up (beyond UNICEF direct support)	Expanded Program on Immunization (EPI)	EPI is 29 years old. It was a small model initiative by UNICEF and now is fully mainstreamed by the GOB and has national coverage. While the cost of the EPI program is borne largely today by the Government, UNICEF continues to provide technical assistance and is focusing support in the field on 15 low performing districts.
	Oral Rehydration Therapy (ORT)	ORT was a model started in Bangladesh and now it is mainstreamed worldwide. An important role is now played by the private sector.
	Household consumption of iodized salt	While UNICEF was the main supporter and funder when the program started (1993), UNICEF is now primarily providing support for legislation and communication.
	School Level Implementation Plans (SLIP)	SLIPS were piloted by UNICEF in 2007-2008 and scaled up in 2009 with PEDP II funds. "*UNICEF successfully piloted a model on decentralized school level improvement planning (SLIP) to improve the quality of formal primary education. This model has now been adopted by PEDP II, and using pooled funds has been taken to a nation wide scale benefitting an estimated 10 million children.*" "2009 report, p. 6
	Injury Prevention	In 2009 for the first time the Director General of Health Services (DGHS) scaled up selected PRECISE

Indicator	Examples	Comments
		interventions in three unions using government funds.
UNICEF's models/approaches are integrated in GOB sector strategy or in pooled funds	Strategies in the Health and Nutrition sector: National Neonatal Health Strategy and Guidelines, Newborn Health Strategy; Injury Prevention Strategy; Infant & Young Child Feeding Strategy; Anaemia Prevention & Control Strategy	UNICEF has provided technical inputs and financial assistance for development and completion of a series of strategies in health and nutrition. "*UNICEF project team members facilitated, coordinated, technically and financially contributed towards developing the first ever National Neonatal Health Strategy and Guidelines which has been endorsed by the National Core Committee (in 2008). The document will guide all initiatives in Newborn Health in the country.*" [19]
	SLIPs	See above
The Government has taken over responsibility (partially or totally) for implementing and mainstreaming one approach (e.g., procurement, training, monitoring)	EPI	See above
	Emergency Obstetric Care (EmOC)	In 2008, the DGHS trained 276 newly recruited doctors on EmOC (with funding from the Health, Nutrition and Population Sector Program (HNPSP) and deployed them to facilities to ensure EmOC services. The GOB is also procuring necessary equipment, drugs and other supplies for these facilities through HNPSP fund.
	Early Learning for Child Development (ELCD)	The GOB approved with UNICEF support the Pre-primary Operational Framework in 2008 targeting universal enrollment by 2015 and started implementing it in 2009. From 2010 all UNICEF supported preschools will be under GOB supervision. In three years GOB will run some of them.
	School Level Implementation Plans (SLIPs)	The GOB has amended government procedures to allow flow of governments funds as advances to schools for SLIPs.
	Basic Education for Hard to Reach Urban Working Children (BEHTRUWC)	The Ministry of Primary and Mass Education (MOPME) has approved the complete BEHTRUWC curriculum package, creating an opportunity for equivalency with the formal sector.
	Project for Children at Risk (PCAR)	With UNICEF help, the Ministry of Social Welfare has developed a 'Model of services for street children and children at risk' in order to reduce their vulnerability and prevent deprivation of liberty; the model is currently delivering services for 10'000 children. According to the GOB, "*the ideology of the model was good, but implementation could be different. They are now trying to adapt the implementation of the model to their own resources, structures, and context.*"
Partners are mobilized in support of a certain issue/model/approach	Maternal and Neonatal Health	In Maternal and Neonatal Health, UNICEF has been able to mobilize various partners (including AusAID, DFID, EC, UNFPA, WHO, BRAC, and the GOB) to implement three different projects, testing different models and delivery mechanisms.
UNICEF's projects have contributed to positive changes in legislation and	Comprehensive Early Childhood Care and Development Policy	With UNICEF support, the Ministry of Women and Children Affairs (MOWCA) has a prepared a draft Comprehensive Early Childhood Care and Development

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[19] UNICEF Bangladesh. (2009, February). "Improving Maternal, Neonatal And Child Survival - A Partnership Approach To Achieve Millennium Development Goals In Bangladesh: Progress Report", p. 7.

Indicator	Examples	Comments
policy, in compliance with the Convention for the Rights of the Child (CRC) and other relevant Bangladesh international commitments.		Policy.
	Children Policy 1994	With UNICEF support, a Draft Children Policy was developed by the GOB in 2009. Once validated by the leading Ministry, public consultations will be organized.
	Amendments of the Children Act 1974	Amendments to the Children Act were drafted in 2009 with the MSW and will be validated through public discussions before sending to the Parliament.