

Contributing to the eradication of hunger, food insecurity and malnutrition

Lessons from Bangladesh

Marie Jo A. Cortijo

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Contributing to the eradication of hunger, food insecurity and malnutrition: lessons from Bangladesh

Marie Jo A. Cortijo

Abstract

This paper assesses Bangladesh's progress towards eradicating hunger, food insecurity and malnutrition, and how the National Food Policy Capacity Strengthening Programme (NFPCSP) implemented by FAO and the Government of Bangladesh contributed to this progress. To this effect, it uses FAO's Food Security Commitment and Capacity Profile method to assess changes in Bangladesh's food security commitments and capacities and compares the food security situation prior to and eight years into the NFPCSP intervention. It finds that although progress has been made in particular in income poverty, this has not resulted in commensurate nutritional outcomes. Substantial progress in Bangladesh's commitment and capacity to improve food security and nutrition has been made with specific reference to policies, programmes and legal frameworks for FSN, human and financial resources allocated to FSN, stakeholder coordination mechanisms. Decision-making in FSN issues is now increasingly based on evidence generated through a relatively functional information system although the production and dissemination of information to policy-makers needs to be further improved. NFPCSP has clearly contributed to these changes through its innovative approach. The paper concludes with a series of lessons learned from the Bangladesh experience as well as a set of recommendations for improvement of the FSCCP methodology.

Key words: *Food security, commitment, capacity development, Bangladesh, policy, coordination mechanisms, evidence-based decision making, information systems*

JEL codes: Q18, L38, O20

Contents

Acknowledgements v

Acronyms vi

Executive summary vii

1. Why this paper?..... 1

2. Methodology 1

3. Assessment of achievements and progress in eradicating hunger, food insecurity and malnutrition in Bangladesh 3

 3.1. Changes in the prevalence of hunger, food insecurity and malnutrition..... 3

 3.2. Changes in commitments and capacities 2005 versus 2013: results from the FSCCP 4

4. What FAO and its partners have been doing: the NFPCSP and its contribution to the eradication of hunger, food insecurity and malnutrition 20

 4.1. General background 20

 4.2. Project design..... 21

 4.3. NFPCSP contributions to SO1 22

5. Lessons learned about SO1 from the Bangladesh experience 27

6. Lessons learned about the FSCCP method 35

7. Conclusions..... 36

8. References 38

Annex 1. Overview of the 16 FSCCP indicators for Bangladesh, their definitions, data sources and measurements 40

Annex 2. Scoring and classification of the four dimensions 53

Annex 3. List of persons consulted 54

Annex 4. List of documents consulted 56

Annex 5. Data input for spider web showing the degree of a balanced approach towards FSN..... 64

Annex 6. Indicators and related scores for dimension 1 65

Annex 7. The food security commitment and capacity portfolio – secondary data collection sheet 69

Annex 8. Indicators and related scores for dimension 2 78

Annex 9. Indicators and related scores for dimension 3 82

Annex 10. Representation of different sectors in government food security coordination groups 84

Annex 11. Indicators and related scores for dimension 4 86

Annex 12. Activities listed in the NFPCSP work plan..... 91

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Acronyms

ADB	Asian Development Bank	ICESCR	International Covenant on Economic, Social and Cultural Rights
ADP	Annual Development Programme	IFPRI	International Food Policy Research Institute
AU-NEPAD	African Union – New Partnership for Africa's Development	IPC	Integrated Phase Classification
BAU	Bangladesh Agricultural University	IMED	Implementation, Monitoring and Evaluation Division
BBS	Bangladesh Bureau of Statistics	LCG	Local Consultative Group
BDHS	Bangladesh Demographic and Health Survey	MDG	Millennium Development Goal
BIDS	Bangladesh Institute of Development Studies	MIS,M	Management Information System and Monitoring
CIP	Country Investment Plan	MoA	Ministry of Agriculture
CGA	Controller General of Accounts	MoF	Ministry of Finance
CPD	Centre for Policy Development	MoFL	Ministry of Fisheries and Livestock
CTA	Chief Technical Advisor	MoFood	Ministry of Food
DAM	Department of Agricultural Marketing	MoHFW	Ministry of Health and Family Welfare
DFID	Department for International Development	ODA	Overseas Development Assistance
DG	Director General	OP-ICESCR	Optional Protocol to the International Covenant on Economic, Social and Cultural Rights
DPs	Development Partners	NC	National Committee
ECHO	European Community Humanitarian Office	NFP	National Food Policy
EGP	Employment Generation Programme	NFPCSP	National Food Policy Capacity Strengthening Programme
EU	European Union	NGO	Non-Governmental Organization
FAO	Food and Agriculture Organization of the United Nations	PoA	Plan of Action
FPMC	Food Planning and Monitoring Committee	RGS	Research Grant Scheme
FPMU	Food Planning and Monitoring Unit	RtF	Right to Food
FPWG	Food Policy Working Group	SO1	Strategic Objective 1
FSCCP	Food Security Commitment and Capacity Profile	SOFI	The State of Food Insecurity in the World
FSN	Food Security and Nutrition	SUN	Scaling Up Nutrition
FSNIS	Food Security and Nutrition Information System	TAT	Technical Assistance Team
FSNSP	Food Security Nutrition Surveillance Project	TT	Thematic Teams
GED	General Economic Division	UN	United Nations
GoB	Government of Bangladesh	USAID	U.S. Agency for International Development
		WB	World Bank
		WFP	World Food Programme

Executive summary

1. Why this paper?

The lessons presented in this paper are drawn from an assessment of Bangladesh's progress towards achieving FAO's Strategic Objective 1 (SO1) which is to eradicate hunger, food insecurity and malnutrition, and an analysis of how the National Food Policy Capacity Strengthening Programme (NFPCSP), implemented by FAO and the Government of Bangladesh (GoB), has contributed to this progress.

The lessons identified in this study will inform future activities aimed at creating the necessary conditions for the eradication of hunger, food insecurity and malnutrition in Bangladesh and elsewhere. The study also provides an opportunity to test the Food Security Commitment and Capacity Profile (FSCCP) method recently developed by FAO and still in its early stages of application in countries around the world.

2. Methodology

FAO's FSCCP method was used to assess changes in Bangladesh's food security commitment and capacity between 2005 and 2013. A comparison was made between the food security situation in the country prior to the NFPCSP intervention in 2005, and its situation eight years into the project, in 2013. Interviews with stakeholders and a review of documents were used to assess the role of the NFPCSP with respect to these changes.

3. Assessment of achievements and progress in eradicating hunger, food insecurity and malnutrition in Bangladesh

3.1. Changes in the prevalence of hunger, food insecurity and malnutrition

Food security in Bangladesh continues to face many challenges despite impressive progress in the production of rice – the country's staple food – since the country gained independence in 1971. Chief among these challenges are population growth, climate change, scarce natural resources, vulnerability to price shocks, and persistent poverty and malnutrition. In spite of these challenges, the country has already met the Millennium Development Goal (MDG) target of reducing hunger by 2015 and is on track towards achieving the MDG targets of reducing poverty and reducing the number of children under five who are underweight. Nevertheless, the prevalence of stunting among children under the age of five remains high and indicators of Severe Acute Malnutrition (SAM) and Global Acute Malnutrition (GAM) in the country have increased above the World Health Organization's emergency thresholds. Overall, the drop in income poverty in Bangladesh does not seem to have resulted in commensurate nutritional outcomes.

3.2. Changes in commitments and capacities 2005 versus 2013: results from the FSCCP

Over the last decade, there has been a substantial improvement in Bangladesh's commitment and capacity to improve food security and nutrition (FSN). The country's approach to FSN is balanced in terms of the importance it gives to short-term actions and to more development-oriented ones (the so-called twin-track approach). In addition, the country now relies mostly on domestic funds rather than on overseas aid for FSN actions. With regard to policies, programmes and legal frameworks for FSN, considerable progress has been made thanks to the development of a set of policies, strategies and investment plans that use a balanced and comprehensive approach to improving FSN. In terms of human and financial resources allocated to FSN, several improvements have been observed since 2005, most notably in terms of the knowledge that national level government staff have about issues relating to FSN. There have also been improvements in terms of the funds allocated to FSN. Finally, new stakeholder coordination mechanisms – with a better representation of different stakeholders and sectors – have been put into place to match the expanded remit of the country's National Food Policy (NFP). On the whole, these mechanisms function well.

The Government of Bangladesh has come a very long way towards basing its decision-making in FSN issues on evidence generated through a functional information system. A plethora of FSN information is now produced and exchanged among stakeholders despite the fact that the food security information system is not yet fully developed. The need for a fully operational system is clear and is recognized as a necessity, but its implementation remains challenging. Steps need to be taken not only to improve the

production and dissemination of information to policy-makers, but also to improve how policy-makers are able to make use of this information.

4. What FAO and its partners have been doing: the NFPCSP and its contribution to the eradication of hunger, food insecurity and malnutrition in Bangladesh

The National Food Policy Capacity Strengthening Programme (NFPCSP) was established to develop national capacities to implement the National Food Policy (NFP) and to address institutional capacity development needs. The programme was pivotal in establishing Bangladesh's comprehensive policy and investment framework for FSN, thus contributing directly to the first dimension of SO1. The establishment of the NFPCSP was conditional on the finalization of the NFP, thereby providing the impetus needed to finalize a process that had been ongoing for several years. One of the NFPCSP's first priorities was to provide technical assistance to the Government in developing a Plan of Action (PoA) for the NFP. Efforts were made to involve the Food Planning and Monitoring Unit (FPMU) and the interministerial Thematic Team (TT) members in the development of the PoA, in order to develop their capacities. Although this involvement was largely limited to consultative meetings, it was nonetheless essential for ensuring consistency with existing policy documents and among government offices. By identifying national priority areas that required intervention, the PoA created the basis for the Country Investment Plan (CIP). The NFPCSP played a major role in the creation of the CIP and also in promoting consensus over the adoption of a comprehensive approach to food security.

In 2006, a broader approach to food security in the NFP was called for, and the need to adjust the Food Planning and Monitoring Unit's (FPMU) human and technical capacity to monitor and assess the country's food security became all the more important. This is what the NFPCSP has endeavoured to do since its inception, using a host of methods ranging from long- and short-term training abroad to in-class training and on-the-job training. By technically supporting the formulation of a results-based monitoring framework for the NFP, fully aligned with the government's planning process, and by developing capacities to monitor this framework, the NFPCSP contributed towards accountability and transparency, thereby facilitating the scaling up of Overseas Development Assistance (ODA) for FSN and contributing directly to the second dimension of SO1.

In addition to human capacity development, institutional capacity development has been central to the project's strategy with the aim of enabling the Government to better formulate, implement and monitor FSN policies. In the first phase, institutional support to the FPMU was provided through the physical development of the unit. In the second phase, however, institutional support took on an entirely different shape with a fully-fledged institutional assessment, followed by biannual missions to support the development of the institution. Managerial capacity was also strengthened in the process, with a specific focus on results-based management. The NFPCSP was also central to efforts to support the creation and functioning of the Government's coordination mechanisms for FSN.

A fundamental component of the project in both phases was the Research Grant Scheme (RGS), which contributed directly to evidence-based decision-making – the fourth dimension of SO1. The RGS provided the project with a basis for stimulating dialogue between FSN stakeholders, in particular between the Government and civil society, thus leading to better coordination and partnerships. The training of professors and the production of a reference manual also helped to develop national capacity to generate knowledge on FSN. Technical assistance was also provided to the Government to develop new information outputs and to improve existing ones by presenting data with different degrees of analysis to policy-makers and to the general public. Among the main outputs were three monitoring reports on the NFP, the PoA and the CIP.

An unforeseen yet important activity of the NFPCSP has been to provide policy advice to government and development partners thereby informing their decision-making processes. Over its two phases, the NFPCSP has contributed to over 550 events, including sessions on information sharing and consultations and debates on development partners' (DPs) programming activities. Realizing the need for the Government to shape its FSN information management systems to match the broadening scope of the FSN policy

framework, the NFPCSP has not only concentrated on facilitating access to existing information (for example, through the development of a data information system) but also on broadening the sources of information on FSN and on further developing capacities to analyse and report on FSN data.

5. Lessons learned about SO1 from the Bangladesh experience

The case of Bangladesh and its experience with the NFPCSP allows for the following lessons to be drawn that may be relevant to other countries striving to achieve SO1:

- ensure the long-term commitment of governments and FAO and involve donors as advocates for FSN;
- exploit FAO'S impartiality, expertise and reputation;
- partner with a national policy champion;
- favour a phased approach;
- allow sufficient time for capacity development;
- mobilize a critical mass of expertise;
- encourage exchange between global, regional and national levels;
- include a human resources strategy in project design;
- ensure solid FSN policy development and implementation and include cross-sectoral issues in the core technical competencies being developed;
- adopt mixed approaches to capacity development;
- assess capacities for undertaking FSN policy research;
- develop a strategic approach to policy outreach;
- distinguish between capacity development and policy assistance;
- ensure coherence between capacity development objectives and implementation arrangements;
- adapt to evolving needs and opportunities.

6. Lessons learned about the FSCCP method

The use of the FSCCP in this study allows us to draw the following lessons that may be useful in future applications of the method:

- weigh the advantages of the methodology's comprehensiveness versus its realism;
- be clear on how much flexibility there can be when adapting indicators and clarify how they can be adapted;
- rethink composite indicators, which can be difficult to score;
- ensure that questions and terms are clear to all respondents and do not require time-consuming clarification;
- beware of using vague questions that may mean different things to different respondents.

7. Conclusions

This study indicates that there have been positive developments in meeting FAO's SO1 in Bangladesh over the past eight years. The NFPCSP can certainly claim to have contributed to these positive developments. Nevertheless, as the project comes to a close, it becomes clear that these efforts will need to be sustained if the country is to reach its target of becoming a middle-income country by 2021, able to ensure FSN for all. This is especially important in light of the new challenges that Bangladesh is facing, but also because the two instruments that translate FSN policy into action, namely the NFP PoA and the CIP, are time-bound and will need to be revisited after 2015. A main component of this will be ensuring that they are consistent with other documents in order to avoid repetition and fragmentation. Fragmentation will also need to be avoided in future efforts to improve the effectiveness of governance and coordination mechanisms.

The increasingly comprehensive nature of the FSN framework implies ever more complex partnerships. These partnerships are based on the premise that all partners have the capacity to contribute to FSN actions. This will require capacity development of government agencies other than the FPMU (as is currently being planned by FAO in a new project that will follow up on the work of the NFPCSP). The involvement of civil society and in particular of the private sector in these mechanisms should be ensured at all levels and its efficiency improved. Efforts are needed to involve subnational entities, which are

currently poorly represented. The knowledge development of human resources at the subnational level also needs to be improved. With regards to financial resources, the momentum created by the CIP must be maintained. This will require sustained efforts on the part of the FPMU and its associated ministries to communicate, lobby and sensitize stakeholders on the need to adhere to the priorities of the CIP and to focus on filling existing gaps. Based on the NFPCSP experience, this is likely to require external technical assistance.

1. Why this paper?

Hunger and malnutrition persist despite major advances in food security, economic growth and technology. Over the last two decades, world leaders have pledged to reduce hunger, food insecurity and malnutrition, and institutions such as the G20 and the G8 have made food security one of their main priorities. The creation of the United Nations High-Level Task Force on the Global Food Security Crisis and the recent reform of the Committee on World Food Security are evidence of the importance given to food security within the UN system. Nevertheless, commitment and proper resource allocation for the eradication of food insecurity along with coherent actions across sectors and across stakeholders remain inadequate on the ground.

It is in this context that FAO's Strategic Objective 1 (SO1)¹ works to create the necessary conditions for the eradication of hunger, food insecurity and malnutrition. Using FAO's comparative advantages and in partnership with other stakeholders, FAO's SO1 seeks to achieve the following outcomes: 1) explicit political commitments to eradicate hunger, food insecurity and malnutrition are based on sound evidence acquired through the generation of, access to and analysis of relevant data and information; 2) appropriate governance mechanisms are put into place at global, regional and country levels; and 3) accountability mechanisms and the monitoring of capacities are strengthened in the formulation, implementation and evaluation of sector-wide and cross-sectoral policies, programmes and investments.

The lessons presented in this paper are drawn from an assessment of Bangladesh's progress in achieving FAO's SO1, and an analysis of how the National Food Policy Capacity Strengthening Programme (NFPCSP), implemented by FAO and the Government of Bangladesh (GoB), has contributed to this progress.

The lessons identified in this study will inform future activities aimed at creating the necessary conditions for the eradication of hunger, food insecurity and malnutrition in Bangladesh and elsewhere. The study also provides an opportunity to test the Food Security Commitment and Capacity Profile (FSCCP) method recently developed by FAO and still in its early stages of application in different countries around the world.

2. Methodology

FAO's Food Security Commitment and Capacity Profile (FSCCP) method was used to assess changes in Bangladesh's food security commitments and capacity. The FSCCP was applied in 2005, prior to the NFPCSP intervention and again in 2013, eight years into the project, to compare the food security situation in the country before and after the implementation of the NFPCSP. The FSCCP methodology provides a comprehensive view of the level of commitment and capacity of national authorities towards FSN. It captures the extent to which a country is committed to and has the capacity to act on food insecurity and malnutrition across the following four essential success factors or dimensions:

¹ FAO has recently reviewed its strategic framework and defined five new strategic objectives (SOs) that represent the main areas of work that FAO will concentrate its efforts on to achieve its vision and goals. These are 1) to eradicate hunger, food insecurity and malnutrition; 2) to increase and improve the provision of goods and services from agriculture, forestry and fisheries in a sustainable manner; 3) to reduce rural poverty; 4) to enable more inclusive and efficient agricultural and food systems at local, national and international levels; 5) to increase the resilience of livelihoods to threats and crises.

i) Policies, programmes and legal frameworks

Political commitment in support of food security and improved nutrition is explicit in strategies, policies, and investment programmes that are comprehensive and evidence-based and that address the underlying causes of food insecurity. Ideally, political commitment towards FSN is also demonstrated in legislation supporting food security. Acting together, these instruments provide a balanced approach towards the implementation of a twin-track approach to FSN. This involves paying due attention to the role of social protection in addressing acute needs, while also applying measures that will make poor people self-reliant and food secure in the long term.

ii) Human and financial resources

Strategies, policies, programmes and legislation are translated into effective action through the allocation of adequate human and financial resources and through the solid administrative capacity of the government.

iii) Governance, coordination mechanisms and partnerships

The government has a high-level political coordination mechanism in place to ensure that FSN is a cross-cutting priority. The government plays a leading role in managing mechanisms for improving governance, promoting partnerships and coordinating action across the range of actors and sectors involved in FSN at national and local levels, creating adequate space for meaningful and active civil society and private sector participation.

iv) Evidence-based decision-making

Decision-making on FSN draws on evidence generated through functional information systems that allow for the monitoring of trends, the tracking and mapping of actions, and the assessing of impact in a manner that is timely and comprehensive, and that allows lessons learned to be fed back into the policy process.

Each of the aforementioned dimensions is represented by four indicators (described further below) that measure the extent to which the essential success factors are present in a given country. The four dimensions are classified according to five levels of commitment and capacity: 1 high; 2 moderate-high; 3 moderate-low; 4 low; and 5 no/negligible. Classification is made on the basis of the scores given to the four indicators that represent each dimension. In the case of Bangladesh, some of the indicators were adapted to suit the specific context. Scoring is done through primary and secondary data².

Interviews with key informants – including staff of the FPMU, NFPCSP staff, researchers participating in the Research Grant Scheme (RGS) of the NFPCSP, donors, and other actors³ – were carried out during a ten-day mission to Bangladesh. The purpose of these interviews was to provide answers to some of the questions included in the FSCCP and to probe relevant interviewees on the role of the NFPCSP in changes that have taken place in the food security situation of the country since 2005.

Given the lengthy number of answers required it was decided that selected informants would be asked to answer some of the questions through a Web-based survey⁴. The survey consisted of multiple-choice questions and respondents were also given the opportunity to provide additional comments on each of the questions. In some instances, further details were requested on the answers provided.

² The scoring, weighing and classification can be found in Annex 1 and Annex 2.

³ See Annex 3 for a list of the persons consulted.

⁴ The survey instrument was *SurveyMonkey*.

Documents related to the food policy context of Bangladesh and the project, such as monitoring reports, mid-term reviews, terminal reports and institutional assessments, were reviewed. NFPCSP outputs were also examined to understand the nature of the project's inputs into the food security debate. A list of documents consulted is given in Annex 4. Finally, the results from a recent mission to Dhaka⁵, by a team formulating a new food security programme were also consulted as part of the review. The programme is expected to begin once the NFPCSP ends.

Unfortunately, the mission to Bangladesh to interview key respondents coincided with pre-electoral unrest and a three-day general strike. Movement around the country was therefore restricted but it was possible to conduct some of the interviews over the telephone. The high turnover of individuals both in the Government and in the development partner community in the eight years since the project began was also a limiting factor. The turnover in the development community was particularly notable since the tenure of foreigners in a specific country is usually limited by their organization. This meant that in many cases, respondents did not hold a historical perspective on FSN changes that had taken place in Bangladesh and on the role of the project in bringing them about.

The fact that the author of this study, now an independent consultant, worked for the NFPCSP for over six years was of great help in guiding the study and in communicating with stakeholders. Clearly, the consultant's own opinions will be reflected in the results of the study although all efforts were made to avoid any bias.

3. Assessment of achievements and progress in eradicating hunger, food insecurity and malnutrition in Bangladesh

3.1. Changes in the prevalence of hunger, food insecurity and malnutrition

Food security in Bangladesh continues to face many challenges, despite impressive progress in the production of rice – the country's staple food – since the country gained independence in 1971. Chief among these challenges are population growth, climate change, scarce natural resources, vulnerability to price shocks, and persistent poverty and malnutrition. In spite of these challenges, the country has already reached the Millennium Development Goal (MDG) target for reducing hunger by 2015 and is on track to reach the poverty reduction target. The decline in the prevalence of undernourishment translates into a drop from 40.2 million people undernourished in 2004–06 to 25 million still undernourished in 2010–12. Although progress has been made in reducing the proportion of poor people in Bangladesh and the country is on track to meet the poverty reduction target, the sizeable population of the country – more than 160 million – means that the absolute number of poor people in the country remains high: forty-seven million. There has also been little progress towards reducing income inequality. Bangladesh appears to be on track towards meeting the MDG target for reducing the number of underweight children, and a comparable decline has also been observed for child stunting. Nevertheless, at 41 percent, the prevalence of stunting of children under the age of five remains high. Considerable improvements in recent years have also been observed in infant mortality and mortality in the under-five category, reflecting improvements in nutrition and health and some progress in feeding practices. Severe Acute Malnutrition (SAM) and Global Acute Malnutrition (GAM), however, have increased since 2004. These figures are above the World Health Organization emergency thresholds of 2 percent and 15 percent, respectively (Table 1).

Overall, in spite of the encouraging results, the drop in income poverty does not seem to have resulted in commensurate nutritional outcomes.

⁵ For further information, see Implement Consulting Group (2013).

Table 1: Changes in poverty, inequality, FSN and health

Indicator	Value		Yearly change ⁶	Source
POVERTY AND INEQUALITY				
Poverty headcount index (CBN upper poverty line)	40.1% (2005)	31.5% (2010)	-4.7%	BBS ⁷
Poverty index based on direct calorie intake (<1805 kcal)	19.5% (2005)	16.1% (2010)	-3.8%	BBS for 2005 WB estimate for 2010
Gini coefficient	46.7% (2005)	45.8% (2010)	-0.4%	BBS
FOOD SECURITY AND NUTRITION				
Moderate stunting (0 to 59 months)	43.0% (2004)	41.3% (2011-12)	-0.6%	BDHS
Moderate underweight (0 to 59 months)	47.5% (2004)	36.4% (2011-12)	-3.7%	BDHS
Prevalence of Severe Acute Malnutrition (SAM) among children < 5 years	1.3% (2004)	4% (2011-12)	+17.4%	BDHS
Prevalence of Global Acute Malnutrition (GAM) among children < 5 years	14.1% (2004)	15.6% (2011-12)	+1.5%	BDHS
Undernourishment prevalence	26% (2004-06)	16.8% (2010/12)	-7.0%	FAO, SOFI ⁸
Number of undernourished (millions)	40.2 (2004-06)	25 (2010/12)	-2.5	FAO, SOFI
HEALTH				
Under-five mortality rate (per 1000 live births)	88 (2004)	53 (2011)	-5.0	BDHS
Infant mortality rate (per 1000 live births)	65 (2004)	43 (2011)	-3.1	BDHS

3.2. Changes in commitments and capacities 2005 versus 2013: results from the FSCCP

A spider web graph gauging the overall progress of Bangladesh's commitment and capacity to eradicate food insecurity clearly shows that there has been a substantial improvement in all dimensions of FSN, and in particular in the area of policies and programmes (Figure 1). Moreover, Bangladesh's approach to FSN has been balanced in terms of the importance it gives to short-term actions and more development-oriented actions (the so-called twin-track approach). There has been an obvious bias towards financing action from domestic sources⁹. Thus, while domestic spending on FSN has more than doubled since 2000, total ODA has in fact fallen as a percentage of the country's Gross National Income (Figure 2).

⁶ A compounded growth rate is used for changes in percentages.

⁷ Bangladesh Bureau of Statistics

⁸ The State of Food Insecurity in the World

⁹ See Annex 5 for details.

Figure 1: Level of country commitment and capacity across the four dimensions of the FSCCP

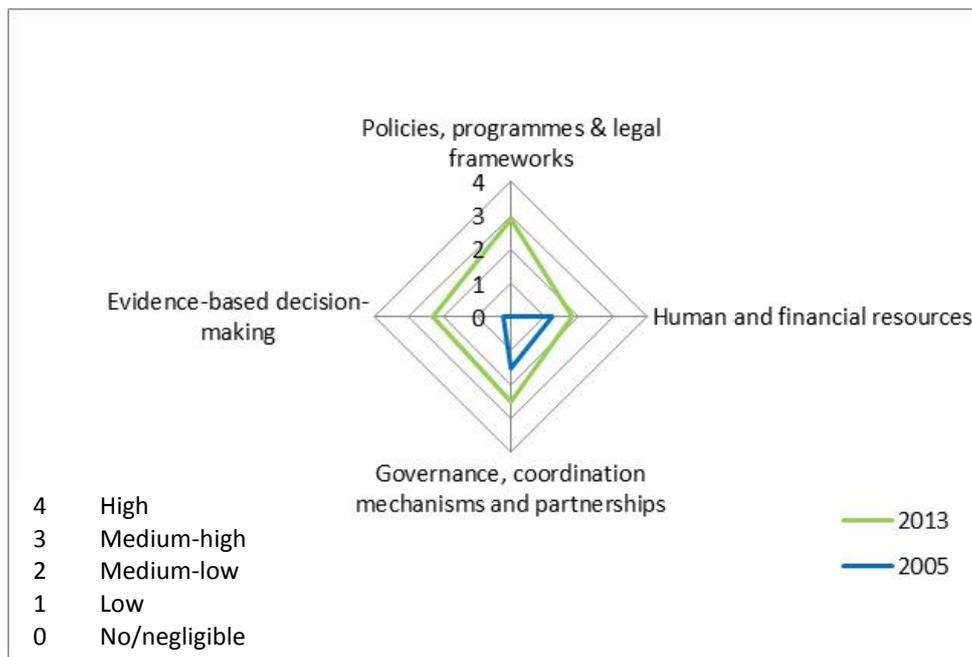
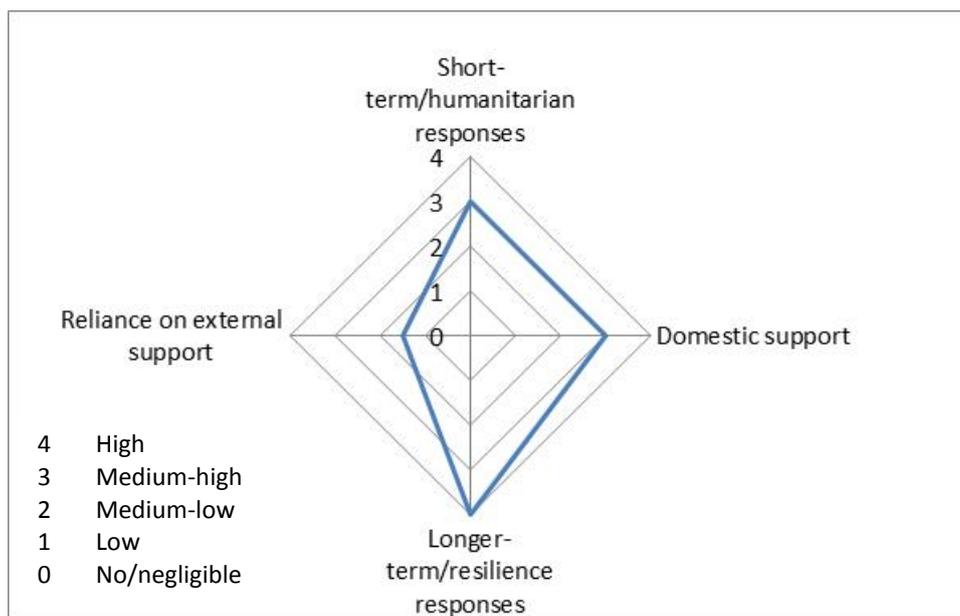


Figure 2: Nature of country commitment and capacity in 2013



Dimension 1: policies, programmes and legal frameworks

The FSCCP method uses four indicators – described below – to rate dimension 1. The total score of these indicators has improved radically since 2005 from nil to medium/high¹⁰(see Table 2) as a result of the establishment of a set of policies, strategies and investment plans aimed at improving FSN using a balanced and comprehensive approach.

¹⁰ See Annex 6 for a detail of the scores.

Table 2: FSCCP results for dimension 1

	2005	2013
Total score	0 (no/negligible)	2.9 (medium/high)

i) The existence of current national cross- or multisectoral policies and strategies that include an explicit objective to improve food security or nutrition

Bangladesh made enormous progress in reducing the prevalence of hunger and malnutrition between 1975 and 2005. The prevalence of stunting in children under the age of five dropped from 74 percent in 1975–76 to 49 percent in 2005. Nevertheless, with 25 million or 16.3 percent of the population still defined as undernourished in 2010–2012, the country continued to face important challenges in its efforts to improve food security.

At the 1999 Development Forum meeting in Paris, it was suggested that the GoB develop a comprehensive food security policy to meet the food security needs of the country. In response to this, a joint task force and three interministerial subcommittees were established to identify policy challenges associated with improving the availability of, access to and use of food. A Comprehensive Food Security Report was produced in July 2000, outlining a set of key recommendations for improving food security. These were subsequently used to formulate a draft framework for the National Food Policy (NFP). Once this framework was approved in 2001 by the Parliamentary Sub-Committee on Food Policy, a Technical Committee was formed with representatives from 12 Ministries and in 2002 a draft NFP was prepared. A National Food Policy Committee representing 12 ministries examined the draft and submitted it to the Cabinet for approval in 2005. The NFP was finally approved in 2006.

The NFP is Bangladesh’s main policy document on food security. It has the following three objectives: 1) to ensure the adequate and stable supply of safe and nutritious food; 2) to increase people’s purchasing power and access to food; and 3) to ensure adequate nutrition for all individuals, especially women and children. The overarching goal of the NFP is to ensure, in coordination with partner ministries, development partners and non-governmental organizations (NGOs), “dependable and sustained food security for all people of Bangladesh at all times.”

Following the approval of the NFP, the Government formulated the NFP Plan of Action (PoA). Covering the period 2008–2015, the PoA identifies 26 strategic areas for intervention and a series of priority actions that cover all dimensions of food security.

These documents are important because they bring together the different strategic foci of FSN stakeholders. The recent increase, however, in the development of new and additional policy documents on FSN has also served to make things more complex. One example of this is the recent development of a draft nutrition policy that, by overlapping with the NFP, challenges the existing alignment of FSN stakeholder approaches to FSN.

Although nutrition features as one of the three objectives of the NFP, some stakeholders still feel that more focus is needed on this area, in particular with regard to health and sanitation-based interventions. As a result, stakeholders are developing corresponding policy and institutional mechanisms that will focus explicitly on nutrition. Indeed, there is an urgent need for more explicit recognition of the complexity of causes and of the multisectoral issues driving malnutrition on the part of all FSN stakeholders. While the existence of the NFP implicitly recognizes this complexity, neither the health nor the non-health sectors have taken this into account in practice in their

programmes. Also, the FPMC mostly focuses on issues of food stock management and food prices rather than on nutrition, another reason for nutrition stakeholders to require a separate approach.

Other documents recently added to the NFP include the newly adopted Safe Food Act for 2013 and the Social Protection Strategy currently under development. Institutional mechanisms associated with these documents, such as the new Food Safety Authority, also need to be developed, as do monitoring frameworks. The trend towards the proliferation of documents, institutions and frameworks on FSN needs to be monitored carefully to ensure consistency and coherence between sectoral policies and strategies and the cross-sectoral NFP. If this trend remains consistent with FSN policy, however, it may help by stimulating further actions on FSN.

Overall, the food security policy situation is more streamlined than it was in 2005, when a plethora of sectoral policies tackled the issue of food security, with none adopting a consistent approach or having any real influence on the overall FSN agenda (see Annex 7).

ii) The existence of national government cross- or multisectoral investment programmes addressing food security or nutrition

The 2011 Bangladesh Country Investment Plan (CIP) provided a roadmap for investments in agriculture, food security and nutrition and built on the country's existing policy framework. It used the PoA to define 12 priority programmes, thereby linking policy and practice. It also acted as a broker between national investment and foreign assistance by clarifying the needs of the country, and as of June 2011, the CIP totalled US\$7.8 billion. The CIP was prepared by the GoB with support from FAO and was endorsed by the Government in 2010. Priorities were costed in a participatory manner with development partners and the Government in 2011.

The CIP provides a coherent set of priority investment programmes related to strengthening physical, institutional and human capacities in the field of agriculture, water management, fisheries, livestock, agricultural marketing, food management, social safety nets, nutrition and food safety. Its aims are, 1) to plan and invest resources in a coordinated way; 2) to increase the convergence and alignment of national budget and external sources of funding; and 3) to mobilize additional resources. The document has been embraced by various sectors of the Government to differing degrees. The Ministry of Agriculture, for example, has largely endorsed the plan, but the Ministry of Health and Family Welfare has adopted a separate programme: the 2011–16 Health Population and Nutrition Sector Development Program (HPNSDP). The HPNSDP incorporates the National Nutrition Service, part of which is also included under programme 10 of the CIP. The Ministry of Agriculture's greater adherence to the CIP is possibly on account of the weight that is given to agriculture in the CIP (as detailed below).

iii) Comprehensive government policy and programming in response to hunger, food insecurity and malnutrition

The FSN policy and programming framework is comprehensive because it covers the three dimensions of food security (availability, access, nutrition) along with the three objectives set in the NFP 2006 in an integrated way, i.e. it aims to link the three dimensions together. The NFP, the NFP PoA and the CIP endeavour to present a balanced approach to food security that is grounded in reliable data, statistics and analysis and that recognizes both the country's immediate needs and the underlying causes of food insecurity and malnutrition. While the NFP gives equal emphasis to its three objectives, including an explicit objective on nutrition – objective 3 calls for adequate nutrition for all individuals, especially women and children – the aspect of food security that deals with the availability of food receives more attention in both the PoA and the CIP. In fact, substantially more areas of intervention are allocated to the availability of food in the PoA than to access and nutrition (11 areas of intervention as opposed to seven and eight for access and nutrition, respectively). Similarly, the CIP's financing is largely biased towards food availability with US\$3.5 billion to date

spent on availability – or 56 percent of financed projects – against US\$2.4 billion (or 38 percent of financed projects)¹¹ spent on access and US\$0.3 billion spent on nutrition (or 6 percent of financed projects). Strategic interventions planned for nutrition cover both food and health-based actions, but more attention needs to be paid to improving severe acute malnutrition among young children and to improving maternal nutrition and non-communicable diseases through dietary and other preventive strategies.

The existing policy framework for FSN provides a comprehensive situational analysis of the FSN situation, its underlying causes and the groups that are most vulnerable to food insecurity and malnutrition. The PoA drew on all relevant existing policy documents and the CIP was based both on a thorough review of the FSN situation presented in the monitoring report of the NFP PoA (GoB, 2009) and on a series of thematic studies dealing with six aspects of food security, namely agricultural growth, productivity and climate change; the development of fisheries and livestock sectors; agricultural marketing, price stabilization, value chains and global/regional trade; income growth, social safety nets and public food distribution; food utilization and nutrition security; and gender and governance. These analyses highlighted the vulnerable groups needing to be targeted particularly in the nutrition dimension, which distinguishes women and children from the rest of the population.

The NFP, the NFP PoA and the CIP all take a twin-track approach to reducing hunger. In order to effectively reduce hunger and malnutrition, these frameworks include a combination of short-term instruments (such as cash and food transfers) designed to improve access to food by vulnerable households, and long-term interventions aimed at improving productivity and income generation. They also include concurrent programmes for ensuring the consumption of safe foods that provide an adequate intake of macro and micronutrients, and programmes on nutrition education and the control of diseases affecting a person's capacity to absorb nutrients, especially for those who are most vulnerable.

On the whole, the NFP and the PoA have a moderately gender-sensitive design. Apart from the sections dealing with nutrition, gender is not mainstreamed in the NFP and the PoA. For example, no mention is made of women when describing the first objective of the NFP, nor are they mentioned in any of the programmes relating to the food security aspect of this objective. Access by women to agricultural inputs such as credit or women's access to markets, are issues that could have been addressed given their relevance in Bangladesh. Nevertheless, the NFP makes explicit reference in its agenda to enhancing rural women's participation in agricultural activities and promoting women's entrepreneurship by enhancing their access to productive assets.

The CIP builds on six thematic papers, one of which deals with gender and governance and includes gender recommendations for the future design and implementation of investment programmes that benefit women (Birner *et al.*, 2010). One of the CIP's guiding principles is also to ensure that investments target the most vulnerable groups, which includes women. In spite of this, the CIP (and likewise its monitoring report) does not have a strong gender focus in all of its programmes. Mention of gender specific actions is made only in the programmes on improved access to markets, value-addition in agriculture, and non-farm incomes and in the programmes relating to nutrition.

Similarly, there are few mentions of agro-environmental concerns in the FSN policy framework. The NFP talks of promoting sustainable agricultural practices with a focus on expanding integrated pest management, the use of biofertilizers, ensuring water conservation, encouraging soil and water testing and the greater use of surface water, along with promoting technological development to

¹¹ As of June 2012.

minimize salinity. The PoA reflects agro-environmental concerns in three of its 26 areas of intervention (on the use and management of water resources, the use of agricultural inputs and agricultural diversification). As for the CIP, environmental sustainability is one of its guiding principles and is reflected in its programmes relating to availability.

iv) Constitutional guarantee of the Right to Food

The GoB does not recognize the Right to Food directly in its Constitution but it does explicitly recognize it as a directive principle (FAO, 2011)¹². Although these principles are not enforceable by law, they lay down the fundamental guidelines for the governance of the country. As such, there is no law on the Right to Food in Bangladesh. In 1998, the country adhered with reservations to the International Covenant on Economic, Social and Cultural Rights (ICESCR), which obliges its parties to recognize and progressively to implement economic, social, and cultural rights, including labour rights and the right to health, the right to education and the right to an adequate standard of living. It does not, however, include any mechanism for legally enforcing these obligations. Nevertheless, the NFP adopts many of the recommendations put forth in the Voluntary Guidelines¹³ to support the progressive realization of the Right to Food in the context of national food security. These include the need to promote dietary diversification and to ensure that vulnerable populations are supported through the implementation of adequate social safety nets. Bangladesh has also not adhered to the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (OP-ICESCR), which establishes a complaint mechanism at the international level for people whose economic, social and cultural rights (as defined by the ICESCR) have been violated, and who have not obtained justice in their own countries.

Dimension 2: human and financial resources

While the FSCCP score for this dimension is medium to low (Table 3), some improvements have been observed since 2005 (see Annex 8). Most notable is the increased knowledge that national level government staff have about FSN related issues. Substantial resources are now dedicated to FSN thanks to the CIP, although this is not reflected in the FSCCP score for the reasons explained below.

Table 3: Results of the FSCCP for dimension 2

	2005	2013
Total score	1.1-1.2 (Low)	1.6-1.8 (Medium-low)

i) Adequacy of public expenditure to achieve FSN targets

This indicator looks at the extent to which public expenditure on FSN is adequate, covers the key areas of FSN, and is appropriately targeted to the poorest, most vulnerable segments of society. The level of financial resources allocated to FSN is a strong signal of government commitment. Given the multidimensional character of FSN and its dependence on investments in health, social protection and education, a host of proxy measures is used for assessing the level of public expenditures on

¹² • Article 15(a) of the Constitution recognizes the fundamental responsibility of the state to secure its citizens with the provision of the basic necessities of life including food.

• Article 16 states that rural transformation has to be brought about through agricultural revolution.

• Article 18 states that as its primary duties the State shall raise the level of nutrition and improve public health.

• Articles 31 and 32 refer to the right to life and personal liberty as fundamental rights.

¹³ FAO. 2005. *Voluntary Guidelines to support the Progressive Realization of the Right to Adequate Food in the Context of National Food Security*. Adopted by the 127th Session of the FAO Council in November 2004. Rome.

FSN. These include expenditures on agriculture, public social protection coverage, meeting the MDG hunger target, reducing the prevalence of underweight children under the age of five, increasing primary school enrolment, improving access to safe drinking water and sanitation, and achieving gender parity in primary and secondary education.

Public expenditure on agriculture was 7.5 percent out of the total government expenditure in 2012/13 (GoB, 2012a), similar to the figure reported for 2006 (ADB, 2006), but a decline from the 8.9 percent reported in the previous year.

Based on the Bangladesh Bureau of Statistics (BBS) Household and Income Expenditure Survey 2012, Barkat *et al.* (2013) find that 34 percent of people living below the poverty line are covered by some kind of social safety net; this is in a context where 40 percent of the households were below the poverty line. Jha *et al.* (2013) estimate that given current spending, even with perfect targeting one third of the poor would continue to be excluded from social safety net programmes. Even this relatively low coverage costs an amount equivalent to 2.8 percent of the GDP, showing that national resources were a major constraint to the expansion of social safety nets in Bangladesh.

The indicators used in the FSCCP conceal some of the actual improvements that have been observed in the country. Thus, concentrating on the country's overall public expenditure on agriculture or on its coverage of public social protection fails to reflect the increase in public funding for the specific areas of FSN prioritized by the country in the form of its CIP. The total CIP budget is US\$9.78 billion and has increased by US\$1.99 billion since the plan's inception. As of June 2012, USD\$6.2 billion has already been financed (i.e. the projects have been completed or are ongoing), and the rest is in the pipeline. To cover this, US\$3.3 billion have been mobilized since 2010. Sixty-two percent of the finances for the CIP have been provided by the Government, with an important bias towards achieving the objective of food availability. Thus, for every US\$1 invested by development partners in availability, the GoB has invested US\$2; for access, this figure is reduced to US\$1.62 and for nutrition, to a mere US\$0.26¹⁴. Given the recent emphasis on nutrition by all stakeholders concerned with FSN, it is expected that this ratio will rapidly improve. Mention must also be made of the fact that although resources have been made available, implementation capacities still need to be developed. In 2011/12, for example, the implementation of CIP programmes was still only at 51 percent of the available funds.

The MDG hunger target is measured according to the prevalence of underweight children under five years of age in a country, and according to the proportion of the population living below the minimum level of dietary energy consumption. According to FAO estimates, which use an indicator based on apparent per capita caloric consumption, the target has been reached in terms of the proportion of people living below the minimum level of dietary energy consumption (undernourishment). With regards to the prevalence of underweight children below five years of age, the indicator fell from 67 percent in 1990 to 39.7 percent in 2005, well below the target of 46.6 percent for that year, making Bangladesh one of the few countries to show substantial progress for this indicator. According to estimates, if this trend had continued, Bangladesh would have achieved its underweight target for children under the age of five several years before the MDG target deadline (GoB, 2007). However, progress towards the MDG target has slowed down over the past decade because of an increase in inequality and on account of reduced infant mortality (i.e. more infants are surviving but are living with malnutrition). In view of recent progress, it seems the country may be able to achieve the 33 percent MDG target as opposed to the current 36 percent it has been set (GoB, 2013a).

¹⁴ As of June 2012, these numbers are included in the 2013 Monitoring Report.

In 2005, Bangladesh was remarkably successful in increasing primary school enrolment up to 87.2 percent against a target of 79.2 percent, and up from 60.5 percent in 1990. Such a trend suggested that Bangladesh would meet 100 percent of its target for primary school enrolment by 2012, although high levels of drop-outs, low levels of retention and a substantial number of students living in hard to reach areas were expected to curb this success (GoB, 2007). By 2010, the net enrolment ratio for primary education was 95–99.9 percent for girls (GoB, 2013b).

By 2006, the proportion of the urban population without access to safe drinking water had been reduced to 0.1 percent. In rural areas, however, because of the contamination of ground water with arsenic¹⁵, this positive trend was reversed and the percentage of the rural population without safe drinking water increased from 6.9 percent in 1991 to 21.4 percent in 2006. Not taking into account the issue of water contaminated with arsenic, MDG reports estimated that the GoB goal of universal access to safe drinking water by 2015 would be easily attainable (GoB, 2007 and 2008b). By 2011/12, the Department of Public Health Engineering estimated that although the safe water supply for domestic use among households was 98.4 percent, it was actually 86 percent if adjusted to take into account water contaminated with arsenic (based on 2009 data). Thus, access to safe water for all remains a challenge, especially as climate change is likely to exacerbate access challenges.

As for sanitation, 39.2 percent of the population had access to improved sanitation facilities in 2006 with substantial differences between urban and rural areas: 57.8 percent in urban areas versus 31.9 percent in rural areas. Projections concluded that the MDG target of 63.6 percent could be achieved for urban areas, but this was unlikely for rural areas (GoB, 2008b). By 2010, overall sanitation coverage had reached 63.5 percent nationally with a higher coverage in urban areas. This concealed the fact, however, that for example in slums, only 12 percent of households actually use a sanitation facility that meets the government standard, and many households share one toilet due to high population density. This has also meant that it has been difficult to maintain a safe distance between pit latrines and drinking water sources (GoB, 2013b). As such, this indicator was deemed to require further attention.

Lastly, Bangladesh achieved gender parity in primary and secondary education in 2005 (GoB, 2007). The ratio of girl to boy students at the primary level rose from 45:55 in 1992 to 53:47 in 2005 and to 52:48 in 2007. The ratio of girl to boy students at the secondary level rose from 34:66 in 1992 to 50:50 in 2005 and to 52:48 in 2006 (GOB, 2008b). This improvement was attributed to a number of public sector interventions focusing on girls, such as stipend schemes and exemption from tuition fees for girls in rural areas.

ii) Adequacy of government human resources to achieve FSN targets

This indicator relates to the extent to which the number of government staff within the relevant ministries concerned with the planning, implementation and monitoring of FSN responses at national, decentralized and field levels, is adequate. It measures the level of institutional capacity to improve FSN in terms of the number of staff working on FSN issues within the relevant ministries.

From its beginnings as a small unit providing advisory services centred on topics relating to the availability of food, the Ministry of Food's Food Planning and Monitoring Unit (FPMU) – the government structure responsible for monitoring the country's food security – is now recognized as a key player in policy formulation, coordination, monitoring, and advice for all aspects of food security (Gill, 2012). Its recent role in formulating and enabling the passing of the Food Safety Act, for

¹⁵ Over the years, rural areas in Bangladesh have been encouraged to rely on ground water rather than on potentially contaminated surface water. Unfortunately, arsenic, an extremely poisonous chemical, is naturally abundant in the water tables thereby affecting millions of water wells across the country.

example, has been widely praised. Another example of the FPMU's status can be seen in the role that it has been given as the government counterpart in the regional Integrated Food Security Phase Classification (IPC), which aims to develop consensus on food security assessment among a wide range of actors across the country and is funded by the European Community Humanitarian Office (ECHO). The FPMU facilitates partnerships and multistakeholder engagement in FSN. It is the only non-health sector government unit that is represented in the Renewed Efforts Against Child Hunger (REACH) and Scaling Up Nutrition (SUN) initiatives and that leads the coordination of FSN monitoring across sectors.

The effect of this recognition has been a growing demand on the FPMU from different quarters and on a wide variety of topics. As national and global contexts rapidly evolve, FSN needs and responses and the demands on FSN institutions, in particular on the FPMU, are becoming increasingly difficult to meet. Thus, the capacity of the FPMU needs to be strengthened further, both in terms of the technical capacity of its members but also in terms of staff numbers and their qualifications. This has been a slow process on account of the complexity of government rules and on account of an array of diverse political pressures. The FSN information system, which is gradually being put into place, is already facilitating some of the FPMU's work. The FPMU has reached a stage where it is able to produce some of its outputs independently but it still requires substantial technical support to produce flagship outputs such as the NFP PoA and CIP monitoring report.

Members of the Thematic Teams (TTs), the interministerial working groups put into place to assist the FPMU in its FSN monitoring work, have also seen their capacity to perform their functions improved over the years. This progress, however, has been curbed by the institutional setup, which sees continued transfers of staff between ministries and divisions. This means that the impact of any capacity development endeavour specific to FSN is often cut short as soon as the staff move to another ministry to work on an unrelated issue. It also means that the policy and planning wings of ministries, key to FSN, are not adequately specialized (Implement Consulting Group, 2013). For the FPMU, the transfers of staff have proved to be a great obstacle to any long-term improvement, in particular as long as its Director General and Research Director positions are not made permanent¹⁶. As far as the TTs are concerned, this remains a long-standing issue.

Overall, most stakeholders feel that more needs to be done to ensure that enough officials are dedicated to FSN both at national and subnational levels, and that more effort needs to be geared towards developing the capacity of existing staff. Important steps have been taken by the Government to streamline human resources in the field of FSN. In the FPMU, the organization's structure has been revised to allow it to better adapt to the realities of the new policy framework and to the six new positions created in August 2006.

Another element of the indicator concerns the number of agricultural extension staff. The overall impression of stakeholders consulted for the study is that there have not been enough agricultural extension staff and that geographical coverage has been inadequate, both in 2005 and at present. This was confirmed by a study by Karim *et al.* (2009) who acknowledged the existence of a nationwide network of extension workers but found that this network does not always filter down to the lowest administrative unit of the country, as for example, in the Department of Fisheries and the Department of Forestry. They also found that the network of agricultural extension staff lacks suitable manpower and logistical support. In the Department of Agricultural Extension, for example, a single officer is responsible for about 2000 farms.

¹⁶ The 2009 Institutional Assessment of the FPMU (Romano and Ahabab, 2009) recorded a staggering nine different Director Generals and 16 different Research Directors over the preceding five years.

Gender focal points – another element of this indicator – were appointed to all central government ministries and committees as early as 1990. The existence of terms of reference for their work and the adequacy of the resources allocated to them is, however, questionable (KfW Bankengruppe, 2006). There is scant indication that the situation has improved, particularly in terms of their ability to mainstream gender issues into food and nutrition interventions.

iii) Adequacy of efforts to improve knowledge about food security and nutrition

This indicator shows the extent to which the knowledge of government staff involved in food security and nutrition responses at national and decentralized levels is improved through training courses, workshops, in-house seminars or conferences. Such capacity development efforts should take gender and social vulnerabilities into account. It is a proxy for knowledge and measures the Government's will and capacity to strengthen national and subnational staff competencies related to FSN. On the whole, stakeholders felt that there are now real efforts, mostly at the national level, to enhance the knowledge of government staff on FSN issues, although there is still ample scope for developing capacities to assess, plan for and monitor FSN. Indeed, a large number of government staff at the ministry level have been given the opportunity to attend training courses, seminars and conferences on FSN.

iv) Effective and efficient resource use

The Government's ability to effectively and transparently use the allocated financial and human resources for implementing, expanding and scaling up FSN responses (i.e. effective resource use) is suboptimal. The level of effective resources use is measured by the World Bank against two criteria – government effectiveness and corruption – on a scale of -2.5 to +2.5 and in terms of percentile rank ranging from 0 (worst) to 100 (best) among all countries worldwide (Kaufmann *et al.*, 2010).

The Government Effectiveness Index captures perceptions of the quality of public services, the quality of the civil service and its degree of independence from political pressures, the quality of policy formulation and implementation and the credibility of the Government's commitment to such policies. In Bangladesh, this commitment is reported to have declined over time, from -0.7 in 2007 to -0.83 in 2011, with its percentile ranking declining from 27.67th to 22.49th with respect to the other 200 countries for which this index was computed.

The Control of Corruption Index captures perceptions of the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as control of the state by elites and private interests. The country had a score of -1.05 in 2007 and belonged to the 11.17th percentile. In 2012, this index had improved to -0.87 and the country had risen to the 21.05th percentile.

Dimension 3: governance, coordination mechanisms and partnerships

This dimension is represented by four indicators, whose total score indicates an improvement since the project began in 2005¹⁷ (Table 4). Since that time, the country has moved up from a medium/low to a medium/high score as a result of coordination mechanisms that function better, and an improved representation in these mechanisms of different stakeholders and sectors.

Table 4: Results of the FSCCP for dimension 3

	2005	2013
Total score	1.5 Medium- low	2.5 Medium- high

¹⁷ See Annex 9 for a detail of the scores.

i) High-level interministerial FSN mechanism

Bangladesh's Food Planning and Monitoring Committee (FPMC) is a formal interministerial mechanism, highly placed within the governmental establishment that plays an advisory and decision-making role with regard to the formulation and implementation of FSN policies and programmes. The FPMC is a cabinet-level committee headed by the Minister of Food. Its membership comprises ministers and secretaries of several line ministries including the Minister of Finance, the Minister of Agriculture, the Minister of Local Government, Rural Development and Cooperatives, the Minister of Commerce and the Economic Advisor to the Prime Minister. The FPMC is the lead agency on food security issues in Bangladesh and as such is responsible for enhancing interministerial collaboration to support the implementation of the NFP and the monitoring of the NFP PoA and the CIP. Although the FPMC is responsible for a number of policy decisions, these are highly influenced by political pressures.

The fact that the FPMC includes a wide range of ministries as its members implies that it has decision-making responsibilities on issues of a multisectoral nature. Its decisions, however, are mostly restricted to a narrow range of food security issues. Zohir (2012) groups FPMC areas of work into the following six groups: 1) resource envelope – assessing the food supply situation, including domestic production and the inflow of food aid; 2) producers' price support – controlling the timing and modality of procurement, quantity and price – including an assessment of production costs; 3) external procurement and modality of procurement (private); 4) tax and tariff on food import – the categories resorted to historically include, customs duty, infrastructure and development surcharge, advance income tax, regulatory duty and Letter of Credit margins; 5) foodgrain mobility and restrictions on ports of entry; and 6) distribution of food off-take across various channels, including target groups and their geographical coverage, price, quantity and the relative kind and size of cash.

It is clear from this that issues relating to nutrition, for example, continue to be absent from major policy considerations, leading to some degree of fragmentation across FSN stakeholders. The fact that the Ministry of Health and Family Welfare is still not represented in the FPMC (as foreseen by the NFP), only adds to this problem.

ii) Accountability mechanism

Although Article 15 of the Bangladeshi Constitution recognizes the state's responsibility to secure the "basic necessities of life" for its citizens, including food, it does not recognize a person's right to food as such. Under the 2006 NFP, Bangladesh is committed to food security for "all people for the country at all times". A number of international NGOs including Oxfam and ActionAid, as well as local rights NGOs such as Angikar Bangladesh Foundation and the Campaign for Sustainable Rural Livelihoods, have been pushing for a constitutional amendment that guarantees the legal right to access food or else a food security framework law that will hold the state liable for any food scarcity. The National Human Rights Commission is advising the Government on food as a human right but recognition of food as a constitutional or legal right may take several years to accomplish.

iii) Existence of highly functional governmental coordination mechanisms to address FSN

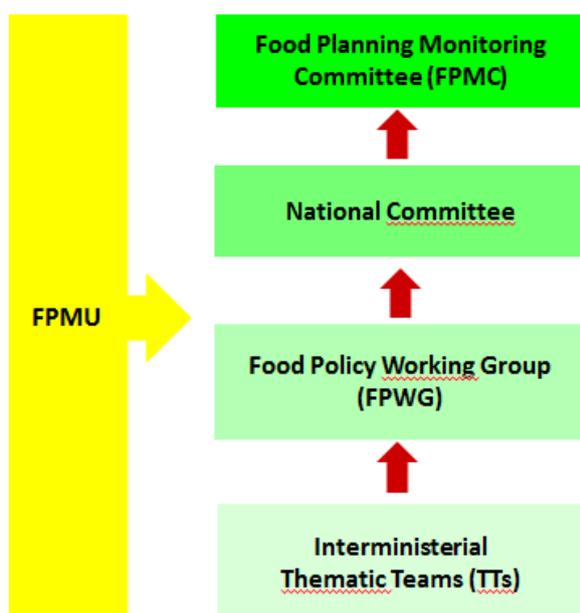
This indicator signals the commitment to a multisectoral approach to FSN and is measured against the existence of governmental coordination mechanisms to address FSN at national and subnational levels and their level of functionality.

In line with the expanded mandate of the FPMC foreseen in the 2006 NFP, an interministerial coordination mechanism was also put into place: the Food Policy Working Group (FPWG). The FPWG facilitates national cross-sectoral participation in the implementation of the NFP and its PoA. It focuses on strategic issues related to food security, and coordinates the work of the TTs. As

mentioned earlier in the paper, the FPMC provides strategic orientation on food security issues and establishes a high-level of commitment to cross-sectoral collaboration.

Over time and in response to emerging needs, these systems evolved further with the creation of new tiers, such as a Technical Committee and a National Committee (Figure 3). Not only did the institutional framework expand vertically, it also spread in scope with the inclusion of representatives from civil society, the private sector and donors. With the rolling out of the monitoring processes for the CIP, these coordination systems have become more active and have adopted specific roles. The National Committee is tasked with overseeing the implementation of the CIP and its monitoring processes. The FPMU provides support to the unified framework. Prior to the formation of these structures, committees such as the Early Warning Technical Committee and the Safety Net Technical Committee were responsible for providing inputs to the FPMC.

Figure 3: Institutional framework



Source: GoB, 2013a

The national level coordination mechanisms for FSN function reasonably well. They all have clear roles and mandates that contribute to national dialogue and decision-making on FSN. Officials from relevant ministries and divisions have been allocated to each of these mechanisms, which are therefore, at least in theory, well-equipped in terms of human resources. Staff turnover as a result of government regulation, however, renders the specialization of staff in FSN issues challenging.

With regards to meetings, Romano and Ahabab (January 2012 and 2013) report frequent TT meetings in 2012 and 2013, respectively. The FPWG, however, only met once in 2012 and once in 2013. On the other hand, the FPMC meets on a regular basis, not least because it has to decide on rice procurement quantities and prices twice a year. As part of their work in monitoring the NFP PoA and the CIP, the TTs, with support from the FPMU (and the NFPCSP), gather and exchange a substantial amount of information on all areas of food security. This information is then analysed and summarized and published in the form of an annual report. In fact, one of the four TTs is chiefly responsible for overseeing and coordinating the exchange of data. Finally, the TT dedicated to nutrition has played an important role in ensuring consistency and promoting synergies between the monitoring of nutrition related strategies of the NFP PoA and the CIP, and those of the National Nutrition Services.

While not all TT and FPWG members fully appreciate the importance of their inputs into the policy process, their existence is proof of the Government's commitment to involve a large range of sectors and actors in FSN policy-making. Efforts are still needed to help all ministries understand their role and that of the FPMU in the process of NFP monitoring. The fact that the TT members do not come from managerial positions also means that they have limited power in their ministries, restricting their capacity to influence policy decisions.

While in many cases the FPMU is now perceived as a non-threatening facilitator, some officials still consider it as the sole custodian of the NFP and its related action plan and programme.

Although information on the committees that existed before 2005 is scanty, there is evidence to suggest that their level of functionality was low. At the subnational level, all sectoral development activities – including those related to FSN – are coordinated through the District¹⁸ Coordination Committee chaired by Deputy Commissioners. At an even lower level, the *upazilla* level¹⁹, all sectoral development activities are coordinated through the *Upazilla* Coordination Committee chaired by *Upazilla Nirbahi* Officers. The functioning of these coordination mechanisms at the subnational level – one of the criteria used in this methodology – has been and continues to be weak, with ineffective communication and coordination between departments, irregular attendance by the relevant officials at meetings, confusion with regards to mandates and delays in the disbursement of funds by the central Government (Kamrul Ahsan, 2010).

iv) Multistakeholder participation and civil society engagement

The inclusion of civil society in FSN coordination mechanisms demonstrates the Government's openness to dialogue. The National Committee of the CIP includes representatives from research institutes and from the Bangladesh Agricultural University (the main agricultural university of the country), development partners and the private sector (see Annex 10). The lack of frequent committee meetings, however, leaves limited scope for their inputs.

The design of strategic documents such as the NFP PoA and the CIP involved consultations with a wide range of actors to ensure that the views of all stakeholders were taken into consideration. Preparation of the CIP boasted an unprecedented consultation of more than 13 ministries and agencies as well as academics from more than 20 institutions, 200 people from the private sector, more than 300 farmers and over 40 NGOs and Civil Society Organizations (GoB, 2011). While these numbers are impressive, the appropriateness of the CSOs invited to contribute and their actual capacity to contribute may be questioned. The suitability of the fora organized for gathering this information might also be questioned because by bringing hundreds of people together they may have diminished the scope for detailed discussion and focus.

Recognizing the importance of civil society's contribution to the development and implementation of the CIP, the 2011 CIP document devotes one subprogramme under programme 7 (Strengthened capacities for implementation and monitoring of the NFP) to strengthening institutional capacities for involving CSOs in the policy dialogue and in the overall process for updating the CIP. The subprogramme also calls for the more effective participation of CSOs in the CIP's investment operations at the community level. The NFP PoA and CIP monitoring report for 2013, however, states that, "... a demand driven process, inclusive of civil society and community based organisations is yet to be achieved. Although the CIP foresees initiatives under Programme 7 to strengthen operational, technical and institutional capacity of civil society and communities to participate in CIP

¹⁸ The country is divided into 64 districts.

¹⁹ Bangladesh has 482 *upazillas*.

implementation, a good part of these are still in the pipeline, requiring formulation and financing commitments.”

On the whole, Bangladesh now boasts a civil society that is more educated, better informed and inquisitive, a society where professionals are more up to date with recent developments in the field of FSN. More generally, policy-makers are keen to be heard by civil society, and civil society is keen to be heard by the Government, thereby creating a dynamic environment where information can be shared and discussions can be held. Contrary to earlier times, where the culture was more conflictual, stakeholders now understand that they need to engage in dialogue in order to influence policy. This openness can only lead to better policy-making, especially if it is supported by evidence.

Dimension 4: evidence-based decision-making

Bangladesh has come a very long way with regard to dimension 4 (Table 5)²⁰ despite the fact that its ranking by the FSCCP is still a medium/low. There is a need, however, for more robust mechanisms and data systems on account of the broadening scope of FSN policies, broader ministerial participation in institutional mechanisms and the expansion of FSN data, information and analysis.

Table 5: Results of the FSCCP for dimension 4

	2005	2013
Total score	0.22 Negligible	2.31 Medium-low

i) Existence of a highly functional and comprehensive national FSN information system

A national FSN information system indicates the Government’s interest in accountability and informed decision-making. A lot of information regarding FSN is produced on a regular basis in Bangladesh and exchanged in various forms, but there is no structured FSN information system as such.

With regards to data production and management, a host of information sources exist as well as a range of means of dissemination. The Department of Agricultural Marketing (DAM) of the Ministry of Agriculture, for example, reports agricultural wholesale and retail prices, which are accessible through their Web site, although their portal still requires further development and refinement. The Management Information System and Monitoring (MIS,M) of the Directorate General of Food in the Ministry of Food also produces daily and weekly reports covering a whole range of data relevant to FSN (e.g. public food distribution, prices, etc.). This information is shared with selected institutions via Excel sheets sent by e-mail. There are many other sources of information relevant to FSN, such as the information compiled by the Bangladesh Bank on food imports and communicated by fax to the FPMU. Over the years, the FPMU itself has gathered substantial amounts of FSN information²¹. With the advent of the NFP in 2006, the understanding of food security broadened and the FPMU and its partners now collect information on the access and nutrition dimensions of FSN as well as on food availability.

A data management system has recently been established and is currently being populated. Most of the existing data has been cleaned, entered into the system and systematically ordered. Once in place, the information system will give a comprehensive view of the food security situation in the

²⁰ See Annex 11 for details of the scores.

²¹ Sahay (2012) talks about data series relating to food production dating back to 1947 and 1971, and from 1991 onwards. These are available from the FPMU in the form of booklets and electronically.

country. Facilitating data exchange with main information providers such as the DAM and the MIS, M has been a priority. While an effort is being made to include information disaggregated by gender, this is heavily constrained by the scarcity of such data.

In the context of Bangladesh, developing and running a comprehensive, user-friendly and current data management system is a very complex task. This is because of the sheer number of information providers and users involved but also because of the lack of adequate technical staff able to run such data systems. Institutional and technical obstacles also hinder the exchange of data. For example, automatic data exchanges entail the adoption of standardized data and metadata formats, requiring the overhaul of existing systems, and available hardware and software may not be adequate for such an enterprise. Finally, sharing information may be perceived by some to be surrendering control.

Integrated FSN assessments that bring together descriptions and analyses of different facets of FSN and their interactions, are not carried out or commissioned by the Government on a regular basis. Nor is much done to assess the impact of government programmes related to FSN. The Integrated Phase Classification (IPC) Acute Scale Analysis was recently piloted, under the leadership of the FPMU, to consolidate indicators on nine interlinked aspects of FSN: food consumption, livelihood changes, nutritional status, mortality rate, food availability, food access, food use, food stability, and hazards and vulnerability. Although not an FSN assessment mechanism as such, the IPC provides a situation analysis and assessment of the future as well as localized FSN mapping and analysis (GoB, 2013a). A number of other surveys take place regularly, but they collect only some of the information needed for a complete assessment. For example, the Bangladesh Bureau of Statistics' (BBS) Household Income and Expenditure Survey has over the years, provided important information on household expenditure on food at five-year intervals. The National Institute of Population Research and Training carries out Bangladesh Demographic and Health Surveys at three to five year intervals, including some information on health and nutrition as well. The Helen Keller International Nutritional Surveillance Project (NSP), implemented from 1990 until 2006 in partnership with the government's Institute of Public Health Nutrition (IPHN) and taken over by the Food Security Nutrition Surveillance Project (FSNSP) in 2009, is one of the country's longest running surveillance systems. Its goal is to monitor the nutrition and health status of children and mothers in Bangladesh. Non-governmental initiatives have tried to complement these efforts. For example, the University of Dhaka conducted a nationally representative nutrition, health and demographic survey of Bangladesh in 2011. Such initiatives concentrate mostly on the nutrition aspect of food security but there are no regular assessments carried out on issues such as prices and the impact of volatility, climate change, early warning systems or the public food distribution system.

As for the analysis and reporting of data generated on FSN, the FPMU now produces daily, fortnightly, quarterly and annual reports that bring together some of the information needed to help monitor FSN changes in the country and in some cases, such as in the annual NFP and CIP monitoring report, to provide some analysis. Some of these publications have become trusted sources of information both inside and outside of the Government (e.g. for researchers, think-tanks and journalists). The FPMU Fortnightly Foodgrain Outlook, for example, is regularly cited in newspapers, especially when commenting on rice price inflation. Non-government sources also contribute to the overall Food Security and Nutrition Information System (FSNIS) with, for example, the IPC producing regular overviews of the FSN situation at the district level. The World Food Programme (WFP) also produces a quarterly Food Security Monitoring System, which presents the overall food security situation of the country in its food security bulletins.

Research commissioned by different ministries and government agencies also contributes substantially to the production of the information required for policy-making on FSN. The composition of the FSCCP indicators, however, does not allow this to be reflected in the assessment.

While work is in progress to organize and streamline FSN information, the NFPCSP has already put in place a regularly updated Web site that brings together existing information. The Web site links up to an electronic repository of documents on FSN (the biggest in the country so far) and is the planned portal to the FSN data system currently under construction. It should be noted that a physical repository of FSN documents has also been built on the FPMU premises and an automated e-mail system to share the latest outputs of the FPMU has also been put into place. Thus, although efforts are still needed to systematize information sharing, data flows in the field of FSN have certainly improved.

ii) Existence of a highly functional mapping system of FSN actions

Bangladesh does not have a system that systematically tracks all ongoing FSN actions in the country. The annual NFP PoA and CIP monitoring report does, however, track all projects included in the government's Annual Development Programme (ADP)²² that fall under the 12 programmes included in the CIP. The ADP includes each project's status, its starting and ending dates, its budget for the period covered by the CIP (July 2010 to June 2015), the outputs in the financial year preceding the monitoring report, the total delivery since the beginning of the CIP, the donors (if any), and the related NFP objective. There is no indication of geographical location, of beneficiaries or of other qualitative information. The monitoring report also looks at projects that are still in the pipeline and specifies the funds required to implement them. Other interventions (non-ADP, NGO projects and non-investment planning expenditures such as subsidies or price policies) are tracked in the report in a qualitative manner. The development of the CIP in 2011 has enabled Bangladesh to prioritize and to estimate the cost of investment areas in food security, nutrition and agriculture. The establishment of a results-based framework used in the yearly monitoring exercises has served to strengthen accountability.

Thus far, the production of the monitoring report has heavily rested on the NFPCSP. While the project has endeavoured to develop the capacity of the Government and more specifically of the FPMU to take over this activity entirely, the technical resources dedicated to this exercise by the Government are still inadequate. Financial resources from the Government will be required to sustain this exercise in the absence of external support.

iii) Existence of a highly functional government structure for regular monitoring and evaluation of FSN policies, strategies and national programmes

The GoB has a number of structures in place to monitor and evaluate the country's FSN situation. The Implementation Monitoring and Evaluation Division (IMED) monitors the public sector development projects included in the ADP, and the General Economics Division (GED) monitors progress towards meeting the MDGs. The Ministry of Finance and the Office of the Controller General of Accounts (CGA) monitor financial expenditures. The role of the FPMU is to collect, store and disseminate information for food security analysis and policy formulation, and to deliver evidence-based policy advice to the Government on issues relevant to food security. Prior to the approval of the NFP in 2006, the FPMU's focus was mostly on food production, prices, stocks, off-take, procurement and inputs with little or no attention paid to other areas of food security. Its monitoring outputs with regard to the FSN situation in the country were few and irregular.

Following the creation of the NFP PoA in 2008, the FPMU has begun a regular process of FSN assessment in the form of the annual NFP PoA and CIP monitoring report, which, as mentioned

²² The ADP is the list of development projects in various sectors and their yearly allocated budget out of the country's Five Year Plan. It is prepared on the basis of the year's development budget approved by the Parliament.

above, maps all existing interventions within the CIP and also monitors changes in NFP goals, outcomes and outputs.

Daily, fortnightly and quarterly reports on FSN are now produced by the FPMU and widely disseminated. The Government monitors changes in the nutritional and health statuses of women and children throughout the country, and some of the factors that affect this status through the Food Security Nutrition Surveillance Project mentioned earlier. The FSNSP was, however, discontinued between 2006 and 2009, leaving the 2008 food price hike uncovered. The quarterly Food Situation Report produced by the FPMU has begun including a section on food consumption and nutrition, which monitors nutrition and health. In addition to this, the Government sporadically commissions independent evaluations to learn from its FSN responses. An example of this is a study undertaken by the NFPCSP, the BRAC Research and Evaluation Division and the BRAC Development Institute, on the Government's 100 Day Employment Generation Programme deployed to respond to the food price crisis of 2008. Another example is the study on estimating the parameters needed for integrated and effective public food distribution system planning in Bangladesh, a study commissioned by the Government and implemented by the Bangladesh Institute of Development Studies (BIDS) in 2012. Earlier, under the Food Management and Research Support Project (FMRSP), a number of evaluation studies were carried out for the Government with support from the International Food Policy Research Institute (IFPRI) on, for example, the efficiency of different types of targeted programmes.

Based on the views of experts obtained for this study, it can be concluded that stakeholders make use of the monitoring and evaluation data for their FSN planning and programming, but that there is scope for further promoting this use by adapting the data to better suit the needs of different audiences.

iv) Uptake of relevant information and analysis in decision-making for the design and updating of policies and programmes for FSN

There is clear evidence of stakeholder interest in the results of FSN intervention mapping and monitoring exercises. There are examples of how the Government has used such results to guide its decision-making. For example, based on the recommendations of a report prepared by the NFPCSP on the impact of food rationing in 2009, the Government decided to limit the rationing of food to poor employees in 2009. Similarly, the 100 Day Employment Generation Programme study already mentioned above was used to launch a new and modified programme: the employment generation program for hardcore poor. Studies from the NFPCSP RGS, dealing with a range of issues from targeting social safety nets to the functioning of the extension system, have been used by stakeholders as background for discussions on these topics. In many cases, the presentation of the studies in different fora has put important issues on the table for policy-makers including the decline in the availability of agricultural land, food safety issues, and agricultural and consumption diversification issues. Products such as the FPMU policy briefs have also served to highlight topics that deserve attention. Despite the wealth of existing information and analyses of FSN issues, however, efforts are still needed to promote their use in policy-making.

4. What FAO and its partners have been doing: the NFPCSP and its contribution to the eradication of hunger, food insecurity and malnutrition

4.1. General background²³

The 2006 NFP adopted a comprehensive approach to FSN that cuts across 13 different ministries. With this new approach and its corresponding policy framework, additional institutional and human

²³ This section extracts largely from the NFPCSP Phase I Terminal Report.

capacities were needed for coordinating across ministries, and for formulating and implementing policies and investment plans. For instance, mechanisms for coordinating across different sectors and for facilitating interministerial collaboration had to be set up and made to work. It was against this backdrop that the NFPCSP was established, to enhance national capacities to implement the NFP and to address institutional capacity development needs.

Project agreements were signed between the U.S. Agency for International Development (USAID) and FAO and between the European Union (EU) and FAO in June 2005, and between the GoB and FAO in August 2005. The project was scheduled to last for 36 months with a contribution of Euro 3 325 608 by the EU and of US\$2 490 741 by USAID, although it was understood from the project's inception that a second phase would be needed to allow for the project capacity development objectives to be met. FAO was designated as the executing agency and the FPMU of the Ministry of Food and Disaster Management²⁴ was designated the counterpart agency responsible for project implementation. The project got underway in September 2005. As a result of a number of project revisions, its duration was extended to 66 months. An independent mid-term evaluation (Scanagri, 2007) confirmed the need for a second phase. This was initiated in January 2009 with an additional Euro 3.85 million and about US\$5 million committed by the EU and USAID respectively, to last until December 2013. As a result, over the period 2009–2010, the same project team implemented the two phases of the NFPCSP simultaneously. In 2011, in order to adjust to evolving policy assistance needs, notably to develop the capacities to monitor the newly emerged CIP, the project was extended by another year with additional funding from USAID (US\$2.7 million).

4.2. Project design

The NFPCSP was designed to assist the GoB to implement its food security vision, and in particular to, “enhance Bangladesh’s capacity to implement a comprehensive, equitable, gender-sensitive and pro-poor National Food Policy and Action Plan”.

The objectives of the first phase of the NFPCSP were 1) to increase the capacity of the FPMU and the members of the interministerial teams to perform functions associated with the implementation of the NFP and 2) to improve research and dialogue in and with civil society in order to inform and support the implementation of the NFP. Thus, the first phase concentrated its activities on three areas, namely capacity development, interministerial collaboration and research support, and on broadening the dialogue on food security.

An assessment of the FPMU helped to uncover the constraints preventing it from fulfilling its mandate. The findings informed the design of the second phase of the project. The aim this time was to strengthen the FPMU’s role in providing advisory assistance based on systematic research, analysis and monitoring to relevant offices in the Government on issues related to the NFP. Recognizing that performance is not dependent solely on technical capacities, the second phase of the project placed further emphasis on strengthening the institutional and managerial capacity of the FPMU, with a specific focus on results-based management. The second phase also focused on food security information and knowledge management and tailored research activities more specifically to the priority needs of the Government. It also endeavoured to strengthen the FPMU’s technical capacity to deliver quality advice to policy-makers, based on sound analysis and research. Emphasis was placed on trying to ensure the sustainability of FPMU activities by advising on necessary institutional changes (e.g. ensuring the retention of trained human resources, establishing a national training programme on food security and continuing awareness-raising activities on the NFP PoA). Based on

²⁴ This later became the Ministry of Food.

the experience of the first phase of the project, the provision of policy advice to the Government was embedded in the design of the second phase of the project. Significantly more emphasis was also placed in the second phase on engagement with partners, with not only a continuation of research-based dialogue but also specific emphasis on contributing to the programmatic activities of different development partners as a way to promote alignment and increase their commitment. Annex 12 lists the outputs and activities included in the work plans of both phases of the project.

There are several parallels between the objectives and approaches of the NFPCSP and FAO's SO1. The project adapted its design to respond to a changing environment, particularly in the second phase. Thus, the renewed attention to food security generated by the food crisis found Bangladesh ready to take advantage of new opportunities. The existing policy framework offered an adequate basis to put into practice the commitments made at the G8 summit in l'Aquila, Italy and at the World Summit on Food Security in Rome in 2009. In particular, it allowed the country to promptly devise an investment framework (the CIP) for FSN, based on the approach and results framework of the NFP. As a result of engaging in the CIP, the focus of the project shifted and supporting resource mobilization and monitoring financial commitments became a central part of the functions of the FPMU.

The approach of FAO's SO1 is to develop capacities and this is what the NFPCSP has endeavoured to do through most of its interventions. The reality on the ground, however, has meant that technical support and policy advice have constituted a larger part of the project's work than expected. In a nutshell, the NFPCSP has pursued five main areas of work that correspond to the different dimensions of SO1 shown in Figure 4 and described in the following section.

Figure 4: NFPCSP activities and their correspondence to SO1 dimensions



4.3. NFPCSP contributions to SO1

SO1 dimension 1: policies, programmes and legal frameworks

The NFPCSP was pivotal in the formulation of Bangladesh's now comprehensive policy and investment framework, thus contributing directly to the first dimension of SO1. To begin with, the NFPCSP's establishment was conditional on the finalization of the NFP and provided the impetus needed to finalize a process that had been ongoing for several years.

One of the NFPCSP's first priorities was to provide technical assistance to the GoB for developing a PoA for the NFP. This process involved a systematic review of existing strategies and policies by the

Technical Assistance Team (TAT). It adopted a results-based approach, with interventions linked to specific policy targets and performance indicators. The endeavour was time-consuming and required a diverse set of skills to ensure that all aspects of FSN were duly reflected, something the TAT was able to provide given its multidisciplinary nature. Efforts were made to involve the FPMU and the TT members in the development of the PoA in order to develop their capacity. This was mostly limited to consultative meetings, although these were nonetheless essential to ensure consistency with existing policy documents and within the Government.

By identifying national priority areas of intervention, the PoA created the basis for the development of the CIP, in whose creation the NFPCSP also played a major role.

The NFPCSP also played a key role in promoting consensus over the comprehensive approach to food security. It ensured that nutrition was adequately reflected in policy documents, debates and dialogues, including the Sixth Five Year Plan, the United Nations Development Assistance Framework and the Feed the Future Strategy for Bangladesh. The NFPCSP also participated in updating the country's policy on nutrition to ensure consistency with the CIP and the NFP and has been at the forefront of the development of a document on undernutrition in Bangladesh: a common narrative (UN REACH *et al.*, 2013) produced by UN agencies and other major development partners. The aim of this document is to ensure a shared understanding and to provide a basis for discussions with the Government and other stakeholders. With regard to social protection, the NFPCSP is actively contributing to preparatory work for the development of a social protection policy, by providing technical support based partly on the findings of the RGS²⁵ on social protection (for example on targeting, size of benefits, adaptation to climate change and productive outcomes) and by ensuring consistency with existing FSN policy. The NFPCSP has also contributed to the preparation of the draft national nutrition policy and has participated in the multisectoral committee for the implementation of the nutrition plan chaired by the Secretary of Health. Project staff have served on the technical team on the REACH and SUN initiatives.

SO1 dimension 2: human and financial resources

In 2001, with the closing of the USAID-funded Food Management and Research Support Project (FMRSP), the conclusion was reached that the small number of permanent staff at the FPMU constituted a major constraint to institutional development and to installing a permanent capacity for food policy analysis within the Ministry of Food (IFPRI, 2001). With the NFP 2006 calling for a broader approach to food security, the need to adjust the FPMU's human and technical capacity to monitor and assess the food security situation of the country became all the more important. That is what the NFPCSP has endeavoured to do since its inception.

Eleven of the 13 officials currently working in the FPMU have received long-term training abroad on topics relating to their work in addition to a host of other short courses abroad and at home. The project has also offered more than 1000 hours of in-class training to staff of the FPMU and to members of the interministerial groups working with the FPMU on monitoring the NFP PoA and the CIP. The project has also sent a large number of officials associated with the work of the FPMU to short-term training courses (60) and study tours abroad (40). The fact that the project was carried out on FPMU premises also allowed for on-the-job training.

The effectiveness of these capacity development efforts can be gauged by the progress that was made in, for example, writing the Fortnightly Foodgrain Outlook or the Daily Report (Romano and

²⁵ See below for details of the NFPCSP initiative.

Ahbab, 2013). Nevertheless, more efforts will be needed to enable the FPMU and the TTs to fully perform their mandates without the need for external technical assistance.

The NFPCSP contributed to the Government's accountability and transparency by technically supporting the formulation of a results-based monitoring framework for the NFP that was fully aligned with the government planning process, and by developing capacities to monitor this framework. This facilitated the scaling up of ODA for FSN thereby contributing directly to the second dimension of SO1. Indeed, providing evidence on the efficiency and effectiveness of resource use and pointing to bottlenecks that needed further action²⁶ stimulated commitments from donors, with a total of US\$3.3 billion mobilized to finance the CIP over two years. The project often also showcased internationally Bangladesh's successes in the FSN policy scenario or facilitated the showcasing of this success by government officials, thus helping to attract more funds.

SO1 dimension 3: governance, coordination mechanisms and partnerships

In addition to human capacity development, institutional capacity development has been central to the project's strategy with a view to enabling the Government to better formulate, implement and monitor FSN policies. In the first phase of the project, government support was provided to the FPMU through the physical development of the unit, including a refurbishment of the premises and the provision of new equipment. The result was a modern office comparable to the offices of development partners and conducive to work²⁷, offices that reflected the professionalism the FPMU aspired to achieve. In the second phase of the project, institutional support took on a wholly different shape with a fully-fledged institutional assessment followed by biannual missions to the FPMU to support the development of the institution. Managerial capacity was also strengthened in the process, with a specific focus on results-based management. The assessment helped the Government to reshape the mandate of the FPMU and its organizational structure to adapt it to the new policy framework. It also identified the need for additional technical staff with permanent²⁸ positions, and supported the somewhat bureaucratic process involved in the identification and selection of people for those positions, by regularly following up with the concerned authorities. The rigidity of the Government's rules and regulations is such that even after the Food Minister's endorsement of the institutional assessment recommendations to create six new positions and to fill vacant positions to better align the FPMU's mandate with the country's comprehensive approach to FSN, the hiring procedure is still being blocked at different levels of the administrative chain, and only part of the vacancies have been filled.

The NFPCSP played a central role in supporting the creation and functioning of government coordination mechanisms. The FPWG and the TTs were able to become functional mainly thanks to the project, which provided the technical inputs needed to run these groups and ensured their regular meetings. As part of its institutional assessment, the project also provided recommendations on the organization and membership of TTs so as to allow broader ministerial representation and the creation of a team to facilitate the exchange of data. In addition, the project facilitated a work planning exercise on an annual basis and always coupled this with training to develop the capacity of officials to carry out their work. As opposed to a more long-term planning approach, this yearly form of work planning provided the flexibility required to adapt to the changing environment and

²⁶ See for example CIP: maximizing the impact of growing financial resources in the February 2013 *FPMU Food Security Policy Brief*.

²⁷ The provision of a generator, for example, put an end to power cuts. The rest of the building, however, continued to suffer from power cuts on a regular basis, slowing down the pace of work.

²⁸ Permanent positions as opposed to temporary positions where staff are transferred to a different ministry after a fixed number of years, as is the case with the majority of government positions.

demands. The process also ensured that annual work plans would be realistic. Thus, while the TT members were initially supposed to dedicate two days a week to their functions, as per government ruling, it became apparent that their role would be limited to that of an advisor and information provider. Indeed, ministries and agencies outside of the FPMU saw TT duties as an additional load imposed on their staff and they were not keen to spare them for this purpose.

SO1 dimension 4: evidence-based decision-making

A fundamental component of both phases of the project was the Research Grant Scheme (RGS), which funded research relevant to the NFP. This research directly contributed to decision-making that was evidence-based. In the first phase of the project, a thorough needs assessment was carried out to identify gaps in knowledge and research needs. The first phase concentrated on developing the capacities of civil society to provide the information needed to fill these gaps, hence two types of grants were developed: the Programme Funded research grant dealt with more complex topics requiring specialized research skills, while the Challenge Fund research grant sought to analyse and distil the experience of specific interventions, many implemented by relatively small NGOs, with a view to identifying best practices and scaling up of best practices. In the second phase of the project, the objective was to respond to specific information needs of the Government.

Sixty studies were funded and closely backstopped by the TAT for a total of US\$1.9 million. One hundred and thirty-five national institutions were involved in the research and 90 papers were published. In addition, 71 Ph.D. and MA dissertations were written based on the studies. In parallel, the NFPCSP also accommodated additional research needs that required immediate responses of a less academic nature²⁹ by carrying out the work itself or commissioning it through consultants. Undertaking such a critical mass of research on FSN and creating dialogue about this research through several fora, has served to put FSN back at the forefront of the country's research agenda and has stimulated the interest of researchers.

The project has contributed to the development of critical knowledge on FSN. For example, the national Soil Resource Development Institute (SRDI) found that the annual decline of crop agricultural land between 2000 and 2010 was 0.44 percent and 0.25 percent since 1976, rather than the much more alarming – but unreferenced – 1 percent usually quoted and used over the last two decades. The Centre for Advanced Research in Sciences, the Institute of Nutrition and Food Science and the University of Dhaka were also given the opportunity to update and revise Food Composition Tables for Bangladesh. These are a necessary tool for the planning and assessment of food, nutrition and health programmes and for the formulation of national food and nutrition policy, setting the goals and targets for agricultural production.

The Research Grant Scheme provided the project with a basis from which to stimulate dialogue between FSN stakeholders – in particular between the Government and civil society – thus leading to better coordination and partnerships. This dialogue was embedded in both the design and monitoring of NFPCSP funded research. The research needs assessment carried out to identify knowledge gaps involved intensive consultations with seminars and workshops involving up to 300 people, as did the monitoring of research projects thereafter. This promoted dialogue between different stakeholders and contributed to raising awareness of researchers on the immediate concerns of mid-level officials engaged in FSN planning and monitoring whilst sensitizing officials to research methodologies and the ways research results can be used for decision-making.

²⁹ For example, developing a methodology for estimating private stocks of rice in the country.

There are signs that the ability of the FPMU to inform long-term decision-making was enhanced through the RGS. For example, the Ministry of Food commissioned a research study on estimating the parameters needed for integrated and effective public food distribution system planning, using its own funds, and the FPMU drafted the terms of reference and supervised the research. The FPMU's increasing involvement in organizing large multistakeholder consultations on research commissioned through the RGS is a step towards ensuring that policy guidance is based both on reliable information and on analysis and dialogue.

The NFPCSP trained around 30 university professors from 14 different national universities and produced a reference manual on FSN. This activity was undertaken to promote national capacity to deliver the academic training needed to establish a diverse pool of FSN practitioners who are able to effectively analyse FSN and related policy issues and who are capable of delivering relevant, reliable and timely inputs into food policy-making. There are encouraging signs that this has been successful: two of the courses have so far resulted in the addition of modules on FSN in about 15 existing university courses. Interest has been stimulated on the subject and a network of professionals able to engage in dialogue on FSN has been created, although it is not clear how this will ensure the FPMU's capacity to implement its mandate effectively in the long term.

Technical assistance was also provided to the Government to develop new information outputs for policy-makers and the general public and to improve existing ones. The Fortnightly Foodgrain Outlook, for example, was designed at the height of the food price crisis and improved over time. Following the publication of over 100 issues of the Fortnightly Foodgrain Outlook, the GoB has now largely taken over its production thanks to on-the-job training provided by the project. Three monitoring reports on the NFP PoA and CIP have been produced. The NFPCSP has played a leading role in the preparation of the reports although government involvement, i.e. that of the FPMU and the TTs, has gradually increased as a result of the development of the capacity of officials through different types of training. The development by the NFPCSP of the FPMU food security policy briefs, which aim to disseminate important messages emerging from monitoring activities or from RGS research, has also been effective in influencing policy. The capacity of the FPMU to take over the production of this output now needs to be developed in a sustainable manner.

An unforeseen yet important activity of the NFPCSP, which was later incorporated into the work plan of the second phase of the project, was to provide knowledge-based policy advice to government and development partners to inform their decision-making processes. For the Government, this advice often took the shape of advisory notes (see Annex 4), which helped guide important decisions, in particular during the food price crisis. Demand for this type of support from the project fluctuated depending on the nature of the issues faced by the country, as well as on the officials who were in place. Policy advice was also provided in the form of support for the preparation of official documents such as the recent Food Safety Act. Thanks to on-the-job training, the FPMU is now able to address some of the requests autonomously or with limited support from the NFPCSP. This marks significant progress from 2005 when the NFPCSP responded singlehandedly to most requests.

Over its two phases, the NFPCSP has contributed to over 550 events involving information sharing, consultations, and debates on the programming activities of development partners. For example, it played a crucial role in the Local Consultative Group on Agriculture, Rural Development and Food Security – a coordination mechanism set up between the Government and development partners – by regularly updating development partners on the food situation in Bangladesh, particularly during crises. It was also active in the SUN and REACH initiatives. The NFPCSP was frequently called on by DPs, such as by the UN Resident Coordinator Office, the UN Country Team, USAID, the EU, the ADB and the World Bank, to provide information and advice on strategic matters. The NFPCSP chaired the Nutrition Working Group from 2010 to 2012, strengthening discussions and granting a broader perspective on food and health-based nutrition strategies. This role was essential for ensuring

adherence to the principles of the Paris Declaration on Aid Effectiveness because it contributed to harmonizing the strategies of development partners.

Realizing the need for the Government to shape its FSN information management to match the broadening policy framework on FSN, the NFPCSP concentrated an important part of its work on facilitating access to existing information, while at the same time broadening the sources of information and expanding capacities to analyse and report on FSN data. The project established a physical and electronic documentation centre and a Web site that serves as a portal to the NFPCSP and the FPMU's activities. The online repository now holds over 2 500 references, constituting the country's biggest electronic repository on FSN, while the documentation centre offers almost 1 000 books and documents for consultation by the general public. The NFPCSP Web site, which will eventually become the FPMU Web site, provides access to the daily prices of a selection of foodgrain commodities, regular and occasional publications by the FPMU, news on project activities, training material and other ad hoc information related to FSN. The dissemination of key information is ensured by electronic means and is based on an electronic mailing list that currently includes 1 300 contacts.

An essential component of this information system is the data management system, which facilitates access to data, including historical data accumulated by the FPMU over the years. This is essential in the context of the government's FSN monitoring activities (from daily updates to annual reports). The project has also sought ways to encourage data gathering and exchange between government (and possibly non-government) agencies. A lot of time and energy has been spent on this activity due to the difficulty of finding a system suited to the complexity of the information network and that offers a user interface simple enough to ensure its uptake by different stakeholders. An appropriate system has now been identified and although it remains work in progress, important steps have already been taken such as the automation of certain reporting functions and the semi-automation of data imports from other agencies. The automation of reporting functions allows the FPMU to spend less time on producing reports that merely require the tabulation of data (such as their daily report) and to concentrate on those that demand some analysis. Much effort has been put into involving the TT members who belong to the government divisions producing most of the data needed for monitoring (e.g. the Department of Agricultural Marketing of the Ministry of Agriculture) through, for example, customized training.

5. Lessons learned about SO1 from the Bangladesh experience

The study of Bangladesh's experience with the NFPCSP allows for a number of lessons to be learned that may inform the programming of future interventions aimed at creating an enabling environment for reducing hunger and malnutrition.

- *Ensure the long-term commitment of governments and FAO and involve donors as advocates for FSN*

Bangladesh owes part of its success in the progress it has made towards meeting SO1 to the commitment of the Government, the donors and FAO to the project. Over the project's lifetime, all of the governments in power have understood that their commitment to a long-term undertaking was indispensable. At the same time, the commitment of NFPCSP donors was put to the test by needing to adapt to emerging needs. The USAID and the EU proved to be more than mere providers of funds and were active partners in the project. Their flexibility was instrumental in allowing them to adjust to new challenges. For example, they agreed to increase funding so as to allow the project to contribute to the development and monitoring of the CIP. The fact that the NFPCSP benefited from joint funding (a rare occurrence) from two big agencies (USAID and the EU) who, with a common voice, advocated the need for coordination and policy changes, also helped to reinforce the message

and position of the project. Finally, FAO's high level of commitment to the project increased its visibility and relevance in the eyes of the Government and facilitated the mobilization of technical resources from different FAO offices. This enabled the project to mobilize expertise from FAO's Investment Centre, which in turn led to bringing together policy and investment in the form of the CIP. This experience has shown that in its work to achieve SO1, it is essential that FAO is able to commit to activities in the long term, without any restrictions linked to its planning cycles.

- *Exploit FAO'S impartiality, expertise and reputation*

FAO is recognized as a neutral provider of policy advice and knowledge. This has enabled the NFPCSP to play an instrumental role in the growth of FAO representation in Bangladesh, through the exchange of knowledge gained from its experience and its close relationship with the Government. The project was also particularly effective in operating across the wide range of ministries and divisions involved in FSN and with development partners, all of whom felt at ease dealing with such a counterpart. In this way, the NFPCSP has been successful in representing the principles enshrined in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action³⁰. The fact that the project has managed to operate steadily through three different governments³¹ is evidence of the respect its work has earned among FSN stakeholders, as well as evidence of its political sensitivity. Despite the changes in policy-makers and political approaches that these government changes have involved, the project has remained a stable force recognized for its neutrality and for its transparent non-political agenda.

- *Partner with a national policy champion*

The existence of a key institution, namely the FPMU, that could act as a champion of SO1 has been a definite advantage. The FPMU championed the processes of promoting political commitments towards SO1 and developing appropriate governance mechanisms as well as the strengthening of accountability and monitoring mechanisms. Its role as Secretariat to the FPMC and to the various committees supporting the CIP put this unit at the centre of the FSN institutional framework, an ideal position to carry out its mandate. The nature of its work and its approach have allowed it to gain recognition without overshadowing the other institutions involved in FSN, which have mostly agreed to cooperate. Thus, the FPMU is considered a catalyst, boosting efforts to achieve SO1, rather than an institution threatening to impinge on the ministerial territories.

The experience with Bangladesh has also shown that although an institution may have the characteristics needed to champion FAO's SO1, their ability to do so successfully largely depends on the individuals who are running the institution. The project's achievements have very much depended on having the right counterparts in place, with goodwill, understanding and appreciation of the project as well as technical capacities and a strong understanding of FSN and close connections with higher authorities. Having project managers who share the same vision and goals as their counterparts in the Government has substantially boosted the project's overall achievements.

The NFPCSP's focus on developing the capacity of a championing institution such as the FPMU should not conceal the fact that other institutions are also needed to successfully achieve SO1. Yet, these institutions may not have the capacity or the willingness to collaborate in this endeavour. The NFPCSP has realized this in, for example, setting up an FSN data management system. Data sharing can be a sensitive issue and potential providers of data may not have the capacity – both in terms of

³⁰ As described in the Mid-Term Review 2012 (Gill, 2012).

³¹ The NFP, which has been initiated under the Awami League party tenure but was approved under the Bangladesh National Party, saw its PoA endorsed by the Caretaker Government and launched by the Awami League Government.

human resources and in terms of hardware – to join the FSN data management system³². They may also not be willing to make the changes needed to standardize their metadata to facilitate information exchange with the FSN data management system under construction. While the NFPCSP has tried to address this as far as its resources have permitted, solving such an issue requires a much broader approach to developing capacity, one that promotes understanding of the need for close collaboration between different ministries and divisions and of the importance of data sharing. The project that will follow up on the work of the NFPCSP and that is currently being formulated plans to create mechanisms that will provide more intensive support to a core group of ministries in their efforts to integrate food security and nutrition in their policies, investment plans and programmes. The ministries that will benefit from this effort include the Ministry of Food and possibly, the Ministry of Agriculture, the Ministry of Fisheries and Livestock, and the Ministry of Women and Children's affairs.

- *Favour a phased approach*

The phased approach adopted by the NFPCSP allowed long-term commitments to be made by different stakeholders from the start, while providing a mechanism to adapt the design of interventions to changing needs and contexts. For example, following an institutional assessment, the focus of the second phase of the project was on strengthening the FPMU's role as a provider of technical assistance. Institutional and managerial capacity development of the FPMU also became a focus of the project, once the unit's importance became apparent. Policy advice became an integral part of the work plan in response to the increasing attention required by the technical team on policy issues. The emergence of the CIP also required a reshaping of the project's activities to allow it to be monitored.

- *Allow sufficient time for capacity development*

While donors, the GoB and FAO understood the importance of capacity development at the outset of the project, the experience further confirmed the need to spend more time on this area. Indeed, a new project that will follow up on the work of the NFPCSP in this area is currently under formulation.

The length of the project has allowed for an incremental approach, one that has allowed mistakes to be learned from and that has built on experience to adapt to the needs of the Government and to new and emerging challenges. Each stage of the project has been important – from the formulation of the NFP and its PoA to the development of the CIP and the monitoring report – with each stage building on previous foundations. While the NFP PoA was criticized by some for being too comprehensive and taking too long to develop, it turned out to be a real asset in the development of the CIP because the PoA process had already translated the core objectives of the NFP into strategic areas of intervention and priority actions, based on a systematic review of the existing policy and planning documents of relevant ministries. Similarly, the NFP PoA and the CIP monitoring reports are being improved every year in terms of their content and the process followed to write them. This process has been a learning curve for the project, and the CIP was only allowed to take over the production of these outputs once the project had ensured, by developing the necessary capacity, that the procedures necessary to produce them were in place.

Other factors, however, can render the process of developing institutional capacity time-consuming. One example of this involves the rules of the government administrative team. These result in officials being regularly moved from one post to another, making any capacity development effort

³² A noteworthy illustration of this is that the Data Exchange TT member from the Department of Agricultural Marketing, one of the main data providers for the information system, had great difficulties in responding to the survey sent for this study because of a slow Internet connection and an outdated version of Word.

difficult to benefit from since the foundations need to be laid down again each time a new official is nominated to a post that involves work in one of the FSN coordination mechanisms.

- *Mobilize a critical mass of expertise*

The NFPCSP's success owes much to its innovative setup and to its substantial resources. Bringing together a critical mass of FSN experts and placing them in the FPMU, enabled a better understanding of FSN needs, a more fluid communication with the Government and more efficient capacity development efforts. The NFPCSP's substantial resources, most notably in terms of technical capacity, have been essential to producing the results observed in this study. The NFPCSP TAT is made up of eight full-time FSN professionals – mostly at Ph.D. level – who are assisted by another 15 staff. Moreover, the composition of the TAT was moulded according to the type of technical capacities needed. Thus, the TAT structure reflected the four dimensions of food security: availability, social and physical access, economic access and utilization. This structure mirrored the initial composition of the TTs and was instrumental in the promotion of a comprehensive approach to FSN. It also promoted synergies across the different dimensions of FSN, which were also reflected in the type of policy assistance delivered and in the broader approach to capacity development. The multidisciplinary nature of the TTs has meant that the project was able to adequately respond to different needs as they emerged at different moments in time. For example, there were issues relating to the availability of food in 2007–08, after a series of natural disasters destroyed part of the rice production and major exporters placed restrictions on their exports. Another example is when the country faced access issues with price volatility affecting vulnerable consumers. Renewed interest in nutrition and utilization at national and international levels has also required the project to respond to new demands. The multidisciplinary nature of the team also allowed for the cross-fertilization of ideas across disciplines, a trend that was reflected in the work and capacity development activities of the TAT.

- *Encourage exchange between global, regional and national levels*

The SO1 is built on the premise that global, regional and national strands of work should be mutually reinforcing to create a more enabling environment for FSN at the country level. Yet, opportunities for exchange between the project and FAO headquarters have been limited, and the wealth of experience gained by the TAT will be lost to the Organization once the project is over. The main link between the project and headquarters was in the form of visits to the project by backstopping officers and by the Director of the Agricultural Development Economics Division (ESA). By not engaging more with the project, FAO missed a significant learning opportunity, especially for such an experimental project. By rotating FAO staff (irrespective of type of contract) between global, regional and country levels, FAO would help ensure that adequate technical expertise is brought to the country and that the Organization's work at regional and global levels benefits from country experiences.

The NFPCSP experience has shown that it would be more useful to FAO to involve the FPMU not only in the implementation of SO1, but also in issues relating to SO4 – enable more inclusive and efficient agricultural and food systems at local, national and international levels – given the FPMU's involvement in food safety, and to SO5 – increase the resilience of livelihoods to threats and crises – through its work with the Integrated Phase Classification (IPC).

- *Include a human resources strategy in project design*

Attracting and retaining quality technical expertise has been an ongoing challenge for the NFPCSP. The lack of permanent staff prospects has been a challenge, especially when coupled with Dhaka's

reputation as a difficult city to live in³³. In addition to this, the requirements for potential candidates were quite strict with regards to research experience on account of the need to monitor the research funded by the project. Yet, the job involved no research by the TAT members themselves, which entailed some degree of skills loss for any member of staff remaining on the project for too long. This caused high staff turnover and put significant strain on the project's activities.

- *For solid FSN policy development and implementation, include cross-sectoral issues in the core technical competencies being strengthened*

By creating a TAT based on technical areas, the project has given noticeably less attention to cross-sectoral issues such as gender or governance. While this gap was to some degree filled by external consultants, future projects of this type may benefit from including such skills in the core team, especially considering that gender and governance are themes that will need to be revisited in a future review of the NFP.

- *Adopt mixed approaches to capacity development*

The NFPCSP capacity development activities began with intensive training on the basic concepts in economics and FSN. A training needs assessment was carried out early on to identify the main areas that needed strengthening. Based on this assessment, the project used a host of approaches to develop the technical abilities of the Government. These ranged from long-term training abroad, to short-term training abroad and in-country on selected topics relating to FSN and designed specifically to match the needs of the FPMU and the TTs. It also included on-the-job training. Although, as revealed by systematic post-course evaluations, most of these trainings were appreciated on the whole, some have questioned the choice and appropriateness of courses in terms of whether they concretely helped officials to fulfil their mandates. In some cases, it was felt that more on-the-job training would have been appropriate and that this could have been better tailored to meet individual needs. Indeed, over the course of the project the time devoted to in-class, formal training has gradually been reduced in favour of on-the-job coaching, assistance and mentoring.

The choice of long-term training abroad was, at times, constrained by the lack of basic skills and in particular by an insufficient standard of English – universities in the United Kingdom where much of the training took place demand a minimum standard of English – in spite of continuous efforts by the project to improve levels of English through intensive courses at the British Council and other language training providers. All who participated in training abroad did, however, feel they had gained a lot from their courses, most notably in terms of the approach they took to their work.

While the TAT tried to involve the FPMU and the interministerial teams in monitoring activities, in particular through on-the-job training, this did not always work out as expected. Below, we explain the conflict between capacity development and policy support that contributed to this lack of cooperation. But at times there also seems to have been some reluctance on the part of government staff to get involved in monitoring activities. Since the initiation of these activities coincided with the start of the project, it was often felt that the production of certain outputs was the responsibility of the project rather than of the Government, with some people confusing the newly instated coordination mechanisms – the TTs and the FPWG – for mechanisms put in place by the project rather than by the Government.

- *Assess capacities for undertaking FSN policy research*

Not all research under the project has yielded useful results and in some cases, there have been concerns about the quality of the research outputs. In the first phase of the project, the aim was to

³³ In 2010, The Economist ranked Dhaka as the second worst city in the world to live in after Harare. This ranking will have done little to attract people to apply to the NFPCSP vacancies.

expand the capacity of civil society to conduct research on FSN. This explains and to some extent justifies the lower standards of some of the studies. In the second phase, however, the aim was to produce results that would inform policy, and tremendous efforts were made to ensure that the research produced was of high enough quality. The relatively low ceiling – US\$50 000 – established for these studies may also account for some of their limitations. Nevertheless, the opportunity to carry out research in a relatively new field, with high quality technical support from an organization such as FAO, has been greatly appreciated by many researchers and has prompted interest in the field of FSN and created momentum in this area.

While some feel that given the relatively low cost of the studies, the initiative yielded good value for money, others feel that the real cost was much higher on account of the resources that the project had to dedicate to monitoring, in order to ensure a minimum degree of quality in the technical outputs. The extent of the need for monitoring had not been foreseen at the outset of the project and at some stages during the project, the TAT had to dedicate a large proportion of their time to this activity. Some felt that the time spent on this activity was at the expense of capacity development activities. The RGS, however, shows that such an initiative not only makes important contributions to the knowledge needed for policy-making, it can also have long-term results that are sustainable and that contribute to SO1. Thus, it can shift the research agenda of institutions and individuals towards FSN issues as has been observed, for example, with the proliferation of studies on FSN topics following the RGS. Policy research can boost the technical capacity of researchers through their interactions with the TAT and it can spark an interest that leads researchers to seek further training on FSN. Finally, it can encourage researchers to focus on the policy relevance of their activities by demonstrating the relevance their work has to policy-making. Such positive effects, however, are only likely to be felt with a substantial programme.

- *Develop a strategic approach to policy outreach*

While there is no question that the project has been successful at generating knowledge, its ability to communicate research results has not been very efficient. Visible efforts were made to increase the project's outreach with, for example, the recruitment of a programming and outreach officer to design a communications strategy and plan and organize project outreach activities. Specific communication and advocacy products were created to improve the outreach of project activities such as the FPMU food security policy briefs and more recently, a series of fact sheets on nutrition. The fact sheets are currently distributed at senior planning and national level policy meetings to inform stakeholders about food based nutrition and the role of each sector in contributing to improved nutrition³⁴. There is evidence of the uptake of such information by policy-makers and stakeholders in general, as for example happened with the 100 Day Employment Generation Programme study and the Manual on Complementary Feeding described earlier in this paper. Other instances of successful uptake include the policy brief on Healthy Rice for Healthy Lives and Safer Street Foods that prompted awareness campaigns to promote brown and unrefined rice and healthy street foods.

However, a recurrent concern for a number of people involved in the project has been seeing policy-makers make more use of project and FPMU outputs, such as the Foodgrain Fortnightly Report, in their decision-making rather than, for example, outcomes from the project's research activities. The research outcomes do not seem to have filtered down to the decision-makers as much as had been hoped. Despite repeated appeals, not all studies were intent on producing results relevant to policy and not all policy-relevant results were presented in a way that was useful to policy-makers. Efforts have since been made to reverse this trend, for example through the production of policy briefs

³⁴ These fact sheets will also be shared with district level field-based agriculture extension officials, once they have been translated into Bengali.

based on research results. More needs to be done, however, to communicate to policy-makers about policy documents such as the NFP PoA and CIP monitoring report.

The willingness and capacity of certain policy-makers to make use of research results relevant to policy has been questioned by some, requiring a culture change and the development of the capacity of high-level officials to understand and use such information. Greater involvement by the Government, in this case by the FPMU, in the design and management of the research might have spurred greater advocacy efforts on their part.

- *Distinguish between capacity development and policy assistance*

The quality of the NFPCSP's assistance with regards to policy and normative capacities is undeniable. Its ability to technically assist the Government in developing the NFP PoA and the CIP enabled Bangladesh to become an exemplary case of a consistent and long-term effort to put into place a comprehensive framework for FSN policies and investments. Yet, in spite of its length, the project only partly achieved its objective of leaving behind an autonomous food policy unit. Thus, the NFPCSP experience highlights what seems to be a contradiction in the design of the project, which has curbed the speed of its capacity development activities. In carrying out its advisory role, the project developed and produced certain outputs. While doing so, it was also supposed to develop the capacity of its counterparts to produce these outputs themselves. Yet, these outputs had to meet the high standards set by the FAO and comply with set deadlines and this often left limited time for on-the-job training. This was certainly the case with the production of flagship reports such as the NFP and the CIP monitoring reports. It has also meant that the standards that the Government is being held to will be difficult to attain. This has been felt both by the Government and the TAT, some of whom clearly recognized the existence of a contradiction between policy assistance and capacity development. To use an analogy from the field of economics, it seems that only one instrument should be assigned to one objective (e.g. either assist policy-makers or build capacity to assist policy-makers). Previous capacity development projects in general, have tended to avoid the problem by focusing on their advisory and research roles. For example, the Food Management and Research Support Project (FMRSP), which ran from 1997 to 2001 and was also aimed at building the capacity of the FPMU, was a major help in assisting the Government to handle major production shortfalls, particularly following the 1998 floods, and gave rise to numerous research outputs. And yet, as admitted in the final performance report (IFPRI, 2001), there was little proof of the impact of its capacity development activities.

- *Ensure coherence between capacity development objectives and implementation arrangements*

The co-location of the NFPCSP in government offices has been an important factor in its success. It has allowed the project to better understand the FPMU and the processes and pressures facing the Government. It has allowed for a deeper relationship between individuals and has facilitated the flow of information and requests. Nevertheless, some evidence suggests that co-location may have created some intellectual dependency. For example, the TTs and the FPWG owe their existence to the project. It is only through the technical support of the TAT that – mostly – productive meetings took place to support the FPMU. The project's institutional support activities also helped to enhance the composition of the interministerial teams and to design their work plans. In addition, the project provided incentives to interministerial team members in the form of reimbursement of transport costs and the prospect of receiving training abroad. Given the heavy involvement of the project in the running of the TTs and the fact that these teams were created by the Government at the start of the project, these groups have at times been mistaken by government officials as NFPCSP structures. This does little to encourage national ownership of FSN actions and has serious implications for the sustainability of these institutions. One wonders whether in this regard, the project has not been too

close, too embedded even, in government processes. The fact that the FPMU, constrained by the political events that prevented TAT members from coming into the office³⁵, quickly took over the running of the TT meetings suggests that some degree of intellectual dependency on the part of the Government towards the project has prevailed so far. At the same time, the project found it difficult to dissociate itself from the FPMU outputs it helped to create, therefore overly investing itself in their production, possibly at the cost of capacity development activities. In addition, while the close relationship to the Government has enabled a better understanding of national needs, it has also created demands on the project, sometimes to an unreasonable point. Responding to these demands without compromising project activities or the relationship with the Government has required strong diplomatic skills.

- *Adapt to evolving needs and opportunities*

While the positive contributions to SO1 are the direct result of concrete actions by the Government supported by the NFPCSP, a number of external factors also supported that contribution. The approval of the NFP by the Cabinet in 2006 kicked off a move towards a renewed understanding of FSN but it was the food price crisis and food price volatility that put FSN at the centre of the policy agenda at global, regional and national levels. For instance, the G8 summit in l'Aquila, Italy in 2009 saw the world's largest economies committing US\$21 billion over three years to FSN and agriculture. A few months later, the World Summit on Food Security in Rome concluded with a series of declarations that investments would be made in country-owned plans developed in a participatory manner. This provided a specific strategy for mobilizing resources to implement the NFP. The prior existence of a plan of action with an associated results framework and coordination mechanism enabled Bangladesh to take advantage of the renewed international commitment to FSN. This laid the foundations for the development of the CIP, thanks to which Bangladesh was the first Asian recipient of support from the Global Agriculture and Food Security Program (GAFSP). Bangladesh was also identified as a priority country in Asia for the U.S. Feed the Future Initiative, which is funding some field-based projects to demonstrate multisectoral strategies for preventing food insecurity and malnutrition. Denmark and the Netherlands have also prioritized Bangladesh in their FSN work and the EU has decided to reintegrate FSN into its strategic objectives in its strategic framework for 2014–2020, which should translate into additional funds for FSN in Bangladesh.

The price hike led GoB authorities to install the 100 Day Employment Generation Programme, which aimed to cushion the most vulnerable people by providing work during the lean seasons to almost two million individuals. The programme stimulated discussion around FSN, underlining the importance of food access. As the country managed to boost its rice production to a level of self-sufficiency and poverty declined steadily, the time came to turn national attention to issues of utilization and nutrition. With some nutritional indicators not moving fast enough – for example, stunting in the under-fives – more attention was given to nutrition by devoting one of the three objectives of the NFP to it. The nutrition dimension of FSN also benefited from renewed attention with the creation of the SUN movement. This movement was started following the realization that the MDGs would not be met without coordinated global action on nutrition. Major players in the FSN field such as USAID and DFID have embraced the idea of scaling up nutrition in their FSN, agriculture and health strategies (USAID) and in their health and livelihood strategies (DFID), bringing this dimension to the fore. The creation of two civil society networks in Bangladesh for promoting nutrition in 2012 has increased pressure on policy-makers to pay attention to nutrition. The growing

³⁵ In the run up to the election, general strikes – *hartals* – have taken place on a regular basis. UN Security Rules require that staff work from home in these circumstances, whereas government staff are obliged to work from the office.

attention to food safety following international as well as national scandals³⁶ has also helped, culminating in the recent approval by the cabinet of the Safe Food Act. The multidisciplinary nature of the NFPCSP team enabled the project to provide technical support to the Government on these issues, ensuring a continued comprehensive approach to FSN while developing the capacity of the FPMU to carry out its work in this new context.

The NFPCSP also benefited from the fact that some of its defining activities coincided with certain stages in the political cycle. The development of the NFP PoA and the CIP, for example, came at a moment when the Government needed to be seen as acting forcefully in the face of food price volatility.

As the project reaches its conclusion, the demand for policy advice has visibly declined with officials concentrating on elections and high-level policy-makers focusing their attention on politics rather than on policy.

6. Lessons learned about the FSCCP method

The use of the FSCCP in this study allows us to draw the following lessons that may be useful in future applications of the method:

- *Weigh the advantages of the methodology's comprehensiveness versus its realism*

The FSCCP is a comprehensive approach that provides a complete view of the level of commitment and capacity of national authorities towards FSN. This, however, translates into a heavy tool that involves 16 indicators measured with 50 subindicators, with 35 of these indicators requiring expert opinion. Substantial time and staff resources are required to administer the FSCCP and there is a risk of respondent fatigue³⁷. Moreover, the list of respondents that should be consulted is a long one (government managers representing relevant ministries, UNDG technical cooperation agencies, international donors, financial institutions, private sector representatives) and it may not always be feasible to speak with all the people on the list.

- *Be clear about how much flexibility exists for adapting indicators and clarify how they can be adapted*

While the FSCCP does provide some scope for adapting the indicators to the country context, to do so requires a thorough understanding of the basis for the existing indicators. For example, the human and financial resources indicator measures changes in the adequacy of public expenditures to achieve FSN targets, but why does it include progress made towards achieving MDG targets for hunger, universal primary education, drinking water and sanitation, and the elimination of gender disparity in primary and secondary education, and not others (e.g. improvements in maternal mortality or employment for all)? For the same indicator, public expenditure on agriculture is measured using the African Union – New Partnership for Africa's Development (AU-NEPAD) grading scale (1 if public budget allocation to agriculture ≥ 10 percent; 0.5 if it is 5 percent to 9 percent; 0 if it is < 5 percent). Yet, for Bangladesh, this may not be the best means of measurement. An alternative

³⁶ The food safety issue is a recurrent item in the news but major scandals such as the one of melamine in milk, formalin in fish or mangoes ripened with carbide have served to bring this to the attention of the general public.

³⁷ In the case of this report, this was compounded by the fact that the same experts had to be consulted on issues specific to the NFPCSP.

could be to measure the gap remaining to fund the CIP programmes that are specific to food security. But how should this be scored?

- *Rethink composite indicators, which can be difficult to score*

Grouping more than one indicator together can be problematic if the individual indicators are not performing equally with regard to achieving the MDGs. In other cases, the national indicator can conceal important differences between urban and rural areas. For instance, access to safe drinking water in Bangladesh improved greatly in urban areas in 2006 but worsened in rural areas because of contamination with arsenic. This is difficult to reflect in the scoring.

- *Ensure that questions and terms are clear to all respondents and do not require time-consuming clarification*

The distinction between information systems, mapping systems and monitoring systems, although real, was particularly difficult to communicate, even for technical staff familiar with the terms. Considering the length and complexity of the questionnaire, it is important that it is clearly understood by all respondents. It is also important to limit repetitive questions to the degree possible. For example, the questionnaire asked about the use of outputs produced by the monitoring and mapping systems, and then asked again about the uptake of all relevant information and analysis for decision-making with regard to designing and updating policies and programmes for FSN.

- *Beware of vague questions that may mean different things to different respondents*

A final issue regards the type of questions asked by the FSCCP tool. In a few cases, the questions are quite vague, for example: “In your opinion, is the number of government staff working on food and/or nutrition responses sufficient?” The response to this question might be “sufficient for what?” and “compared to what?” (or there could be no response at all). When asking about the adequacy of “knowledge enhancement efforts” in addressing gender and social vulnerabilities related to FSN, no attempt was made to differentiate across sectors leaving this a very broad question that may prompt very different interpretations.

7. Conclusions

This study, completed with the help of the FSCCP tool, indicated positive developments towards the fulfilment of FAO’s first Strategic Objective in Bangladesh over the past few years. The NFPCSP can certainly claim to have contributed to these results. The GoB now boasts a comprehensive policy on FSN supplemented by an investment programme, although the legal framework to support them still lags behind – some quarters of civil society are urging the Government to change this. Progress has been such that Bangladesh is often pointed to as a success story. This has translated into increases in the allocation of financial and human resources and in the administrative capacity of the Government. Furthermore, the existence of the CIP has stimulated a substantial scaling up of funding to priority areas of FSN. But much more remains to be done.

Some improvement was also recorded with regard to governance, coordination mechanisms and partnerships. More coordination mechanisms involving a wide range of stakeholders are in place and some of these run relatively well, mostly thanks to support from the NFPCSP. A lot of work remains to be done to ensure that all stakeholders understand their role and position in these mechanisms. Civil society is now more vibrant and knowledgeable about FSN issues, prompting more openness on the part of the Government.

The study found improvements also with regard to evidence-based decision-making. The research funded by the NFPCSP on FSN and the dialogue around that research, have increased the appreciation of academics for this type of research and its importance for policy-making. As a result,

academics now often include FSN as an area of focus in their activities and invest in further developing their knowledge of the field and increasing the policy focus and relevance of their research. At the same time, the research activities and findings of the NFPCSP have contributed to reaffirming the centrality of FSN in the national debate and have helped to shape the debate by focusing more on evidence rather than on ideology. The project has also helped the Government to develop its FSN monitoring activities. Efforts are still needed, however, to support the uptake of research results by policy-makers.

This report clearly shows that progress in Bangladesh with regard to strengthened political will and commitment towards FSN has, to a large extent, been propelled by the work of NFPCSP. Yet, as the project comes to a close, it is clear that such efforts will need to be sustained if the country is to reach its target of becoming a middle-income country by 2021, able to ensure FSN for all. This is especially important in light of the new challenges that Bangladesh is facing, such as different global trade regimes, price volatility and climate change. These emerging issues warrant a revision of the NFP. Moreover, the two instruments translating FSN policy into action, namely the NFP PoA and the CIP, are time-bound commitments that will end in 2015. The revised NFP and its associated policy documents will need to be comprehensive but consistent with other documents, such as the nutrition policy, to avoid fragmentation and redundancy. Issues such as gender, climate change, migration, social protection, land tenure and urban growth will have to be given adequate attention in the updated policy framework. This will also provide an opportunity to make specific reference to the International Covenant on Economic, Social and Cultural Rights and to the Voluntary Guidelines, key principles of a human rights-based approach to FSN, and to the policy framework as an instrument for protecting and realizing the Right to Food.

By the same token, the effectiveness of governance and coordination mechanisms needs to be strengthened while avoiding fragmentation. The increasingly comprehensive framework for FSN implies ever more complex partnerships. These partnerships are based on the premise that all partners have the capacity to contribute to FSN actions. This requires capacity development of government agencies other than the FPMU (as is currently being planned by FAO in a new project that will follow up on the work of the NFPCSP). The involvement of civil society and in particular of the private sector in these mechanisms should be ensured at all levels and its efficiency improved. Efforts are also needed to involve subnational entities, which are currently absent from the picture. Knowledge development of human resources at the subnational level also needs to be improved.

With regard to financial resources, the momentum created by the CIP must be maintained at all costs, regardless of any changes in governments and donor focus. This will require sustained efforts on the part of the FPMU and its associated ministries to communicate, lobby and sensitize stakeholders to the need to adhere to the priorities of the CIP and to focus on filling existing gaps. Based on the NFPCSP experience, this is likely to require external technical assistance.

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Annex 1. Overview of the 16 FSCCP indicators for Bangladesh, their definitions, data sources and measurements

Indicators	Definition	What it measures	How it is measured
DIMENSION 1: POLICIES, PROGRAMMES AND LEGAL FRAMEWORKS			
A1. Existence of current national cross- or multisectoral policies/strategies that include an explicit objective to improve food security or nutrition	The government formally adopts, through legislative or administrative measures, complete and recent national cross-sectoral or multisectoral policies/strategies that include an explicit objective to improve food security or nutrition	The existence of national cross-sectoral or multisectoral policies or strategies that address food insecurity/malnutrition is a key indicator of the government's commitment towards reducing hunger and malnutrition	Scores are assigned on the basis of secondary data and an <i>expert opinion survey</i> , using the following values: 1 = a cross- sectoral FSN policy/strategy exists $\frac{2}{3}$ = different single-sector policies/strategies with an explicit objective to improve food security and/or nutrition exist (agriculture, health, education, social protection, etc.) $\frac{1}{3}$ = a single-sector policy/strategy with an explicit objective to improve food security and/or nutrition exists (e.g. agricultural policy) 0 = no policy/strategy with an explicit objective to improve food security and/or nutrition exists
A2. Existence of national government cross- or multisectoral investment programmes that address food security and/or nutrition	The government is implementing national cross- or multisectoral investment programmes that address food security and/or nutrition	The existence of national cross-sectoral or multisectoral programmes is another signal of the government's commitment to food security/nutrition, because it translates the policy into action	Scores are assigned on the basis of secondary data and an <i>expert opinion survey</i> , using the following values: 1 = national cross-sector government food security/nutrition programme exists (i.e. addressing FSN through different sectors) 0.5 = national government food security/nutrition programme exists (i.e. more narrow approach to FSN, focusing on 1 sector) 0 = national government food security/nutrition programme does not exist
A3. Comprehensive government policy and programming responses to hunger, food insecurity and malnutrition	The government adopts a comprehensive approach to food security that is based on a solid situational analysis of the different dimensions of FSN, using credible and relevant evidence that takes into account key cross-cutting issues, including nutrition, gender and the environment. Furthermore, the government response follows a twin-track approach to food security that includes, 1) direct action to immediately tackle hunger for the most vulnerable people,	Related to measuring government commitment in the form of policies and programmes (1.A1. and 1.A2), is judging the type of policies and programmes that should be considered to represent strong government commitment. According to FAO, the cross-cutting and multidimensional nature of food security requires that policies, strategies and national programmes be comprehensive and based on a solid understanding of the underlying causes of persistent hunger and malnutrition, which is grounded in reliable data, statistics and analysis. This indicator measures the extent to which the government	A content analysis of the portfolio of all national food and/or nutrition security policies/strategies and/or national programmes (if these exist) is carried out against each of the 5 criteria, with the following values: a) Comprehensive and evidence-based policy/programme formulation: 1 = strong situational analysis (all of the 5 criteria apply)* 0.5 = moderate situational analysis (3 to 4 of the criteria apply) 0 = inadequate/weak situational analysis (less than 3 criteria apply) * criteria: - description of FSN situation in terms of access, availability and utilization (i.e. not only focus on production) - description of key underlying causes of FSN in the country - description and identification of the vulnerable populations - description of the target group/area - use of recent statistics from an authoritative source

	<p>and 2) longer-term sustainable activities, focused on smallholders, that enables them to realize their right to food, increase their income and ensure adequate nutrition</p>	<p>response to FSN (i.e. the portfolio of national policies and programmes with an explicit FSN objective) are balanced and comprehensive on the basis of the following five criteria:</p> <ul style="list-style-type: none"> • comprehensive and evidence-based policy/programme formulation • twin-track approach • gender-sensitive design • environmental sustainability • explicit nutrition objectives 	<p>b) Twin-track approach: twin-track approach adopted or not – Yes = 1; No = 0</p> <p>c) Gender-sensitive design: 1 = strong gender-sensitive design (i.e. specific needs/constraints of women and men are addressed in situational analysis and measures to reduce existing gender disparities and/or empower women included in the policy/programme document) 0.5 = moderate gender-sensitive design (i.e. gender mainstreamed in situational analysis but no measures are included to reduce existing gender disparities and/or empower women) 0 = no gender-sensitive design – neither situational analysis nor measures are included</p> <p>d) Environmental sustainability: 1 = strong focus on agro-environmental concerns (i.e. situational analysis addresses such concerns and agro-environmental measures are included in the objectives and/or intended actions) 0.5 = moderate focus on agro-environmental concerns (i.e. situational analysis addresses such concerns but no agro-environmental measures are included in the objectives and/or intended actions) 0 = agro-environmental concerns are not addressed</p> <p>e) Explicit nutrition objectives 1: explicit nutrition objectives are included in food security policy/programme 0: no explicit nutrition objectives are included in food security policy/programme</p>
<p>A4. Legal protection of the Right to Food</p>	<p>Countries with legal instruments in place to guarantee the Right to Food (RtF)</p>	<p>This indicator looks at the following three aspects related to the legal guarantee of the RtF:</p> <ul style="list-style-type: none"> • adherence to, accession or ratification of the International Covenant on Economic, Social and Cultural Rights (ICESCR) and its Optional Protocol • constitutional guarantee of the RtF 	<p>Composite indicator based on the work of Knuth and Vidar (FAO, 2011), with the following values:</p> <p>a) Adhesion to, accession or ratification of the International Covenant on Economic, Social and Cultural Rights, (ICESCR) and the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (OP-ICESCR) 1= yes (ICESCR + OP-ICESCR) 0.5 = yes (ICESCR) 0 = no</p>

		<ul style="list-style-type: none"> existence of an FSN framework law or RtF law <p>Legal instruments are key tools for protecting the Right to Food at both international and national levels. The Optional Protocol will allow individual and group communications (with, for example, communities, NGOs, trade unions) regarding violations of the Right to Food. Constitutional provisions should guide legislation and policies and the way they can be challenged. Food security and Right to Food laws can provide clarity on people's rights and obligations and promote policy coherence, institutional coordination and accountability. Food security laws may embed human rights principles and may focus on the most vulnerable people. They can also provide a solid basis for judicial intervention.</p> <p>Additional subindicators e.g. related to land rights, might be added at a later stage.</p>	<p>Weight for scoring= 30%</p> <p>b) Constitutional recognition of the Right to Food (RtF) 1 = explicit constitutional provision on the RtF (direct and general, specific groups and/or part of standard of living) $\frac{2}{3}$ = implicit in broader rights $\frac{1}{3}$ = explicit as a goal or directive principle within the constitutional order 0 = no recognition of the RtF in constitution (explicit nor implicit)</p> <p>Weight of this component for scoring: 35%</p> <p>c) Existence of a Food Security Framework Law/Right to Food Law 1 = existence of a law that: i) explicitly mentions the realization of the RtF as part of the objectives of the Law; ii) includes a substantial clause on the RtF; and iii) refers to human rights and governance principles that guide institutional implementation 0.5 = existence of a law that establishes an institutional framework for coordinating food security policies in the country 0 = There is no law</p> <p>Weight of this component for scoring: 35%</p>
DIMENSION 2: HUMAN AND FINANCIAL RESOURCES			
<p>B1. Adequacy of public expenditure to achieve food security and nutrition targets</p>	<p>Extent to which public expenditure on FSN is adequate, covers the different key areas of FSN, and is appropriately targeted to the poorest/most vulnerable segments of society</p>	<p>The level of financial resources allocated is a strong signal of government commitment. Given the multidimensional character of FSN and its dependence on non-agriculture investments in e.g. health, social protection and education, data on government spending on FSN is difficult to collect. The following proxy measures</p>	<p>a) Public expenditure on agriculture: score is based on national statistics, with the following values: 1 = 10% or more public budget allocation to agriculture 0.5 = 5-9% budget allocation 0 = less than 5% allocation</p> <p>b) Coverage by public social protection: score is based on the <i>World Bank Social Protection Atlas</i>. Value is based on the non-proportionate 4 point grading scale developed by the Hunger Free index:</p>

		<p>are used for assessing the level of adequacy of public expenditure, but these can be adapted depending on regional situations, provided benchmarks exist:</p> <ul style="list-style-type: none"> • public expenditure on agriculture: looks at public investment in agricultural systems in relation to the African Union’s Maputo Declaration (2003), which calls upon member states to spend at least 10% of government budgets on agriculture. The 10% benchmark will also be applied to Asia and Latin America, unless other benchmarks are proposed; • coverage by public social protection: the proportion of the poorest 20% of the population participate in social protection programmes; • progress made towards MDG hunger target; • progress made towards MDG universal primary education for all target; • progress made towards the MDG drinking water and sanitation target; • progress made towards MDG target on elimination of gender disparity in primary and secondary education. 	<p>1 = 75-100% coverage of eligible population $\frac{2}{3}$ = 50-75% coverage of eligible population $\frac{1}{3}$ = 15-49% coverage of eligible population 0 = less than 14% coverage of eligible population</p> <p>c) Progress made towards MDG hunger target: score is based on <i>MDG monitoring reports</i>, using the scale of the MDG progress charts: 1 = target already achieved or very likely to be achieved by 2015/on track. 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if changes are made 0 = no progress or deterioration/off track.</p> <p>d) Progress made towards MDG universal primary education for all target: score is based on <i>MDG monitoring reports</i>, using the scale of the MDG progress charts: 1 = target already achieved or very likely to be achieved by 2015/on track. 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if changes are made 0 = no progress or deterioration/off track.</p> <p>e) Progress made towards the MDG drinking water and sanitation target: score is based on <i>MDG monitoring reports</i>, using the scale of the MDG progress charts: 1 = target already achieved or very likely to be achieved by 2015/on track. 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if some changes are made 0 = no progress or deterioration/off track.</p> <p>f) Progress made towards MDG target on elimination of gender disparity in primary and secondary education: score is based on <i>MDG monitoring reports</i>, using the scale of the MDG progress charts: 1 = target already achieved or very likely to be achieved by 2015/on track. 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if some changes are made 0 = no progress or deterioration/off track.</p>
B2. Adequacy of government human	Extent to which the number of government staff within the	This indicator measures the level of institutional capacity to improve FSN in	Score is based on <i>expert opinion survey</i> with the following values:

<p>resources to achieve food security and nutrition targets</p>	<p>Ministries of Agriculture and Health who are dedicated to the planning, implementation and monitoring of FSN responses at national, decentralized and field levels, is adequate to the task</p>	<p>terms of staff numbers within the ministries of agriculture and health, based on the following four criteria:</p> <ul style="list-style-type: none"> • adequacy of government human resources dedicated to FSN at the national level; • adequacy of government human resources dedicated to FSN at the subnational level; • extension staff coverage; • dedicated human resources for gender mainstreaming. 	<p>a) Adequacy of government human resources dedicated to FSN at national level: 1: adequate number of staff 0: insufficient number of staff (constraining factor)</p> <p>b) Adequacy of government human resources dedicated to FSN at subnational level: 1: adequate number of staff 0: insufficient number of staff (constraining factor)</p> <p>c) Extension staff coverage: 1 = adequate number of male and female agricultural extension staff and adequate geographical coverage 0 = insufficient number of male and female agricultural extension staff and/or no adequate geographical coverage (constraining factor)</p> <p>d) Dedicated human resources for gender mainstreaming in food and nutrition responses 1: gender focal point(s) working on food and/or nutrition security located in sector ministry/ministries 0: no gender focal point(s) working on food and/or nutrition security located in sector ministry/ministries</p>
<p>B3. Adequacy of food security/nutrition knowledge enhancement efforts</p>	<p>Extent to which knowledge of government staff involved in food security and/or nutrition responses at national and decentralized levels is improved through different means (training courses, workshops, in-house seminars or conferences). Such capacity development efforts should ensure adequate attention is paid to gender and social vulnerabilities</p>	<p>This indicator is a proxy for knowledge and measures the government's will and means to strengthen national and subnational staff competencies related to FSN</p>	<p>Score is based on <i>expert opinion survey</i> with the following values:</p> <p>a) Adequacy of food security/nutrition knowledge enhancement efforts for national staff 1 = strong knowledge enhancement efforts of staff related to food security and/or nutrition (3 of 3 criteria apply)* 0.5 = moderate knowledge enhancement efforts of staff (1 or 2 criteria apply) 0 = weak to no staff capacity building efforts related to food security/nutrition</p> <p>b) Adequacy of food security/nutrition knowledge enhancement efforts for subnational staff 1 = Strong knowledge enhancement efforts of staff related to food security and/or nutrition (3 of 3 criteria apply)* 0.5 = moderate knowledge enhancement efforts of staff (1 or 2 criteria apply) 0 = weak to no staff capacity building efforts related to food security/nutrition</p>

			<p>*Criteria:</p> <ul style="list-style-type: none"> - regular possibilities for staff to attend training courses, seminars, conferences, workshops, etc. that focus on FSN. - knowledge enhancement efforts include training/sessions on gender and social vulnerabilities related to FSN - these knowledge enhancement opportunities target a wide group of government staff involved in food security and/or nutrition responses
B4. Effective and efficient resource use	<p>Effective resource use in this context refers to the government's ability to effectively and transparently absorb and use the allocated financial and human resources for implementing, expanding and scaling-up FSN responses. The level of effective resources use is measured against two criteria: government effectiveness index and control of corruption</p>	<p>In this context, effective resource use is measured against two proxy measures:</p> <ul style="list-style-type: none"> • Government Effectiveness Index: captures perceptions of the quality of public services, quality of the civil service and the degree of its independence from political pressures, quality of policy formulation and implementation, and the credibility of the government's commitment to such policies • Control of corruption: captures perceptions of the extent to which public power is exercised for private gain, including both petty and grand forms of corruption, as well as capture of the state by elites and private interests 	<p>a) Government Effectiveness Index: score is based on the <i>World Bank Government Effectiveness Index (GEI)</i>, which uses a scale of -2.5 to +2.5 with higher scores corresponding to better governance. Value is based on a non-proportionate 4 point grading scale of GEI: 1 = strong governance (GEI = +1.25 to +2.5) $\frac{2}{3}$ = moderate governance (GEI = 0 to +1.25) $\frac{1}{3}$ = inadequate governance (GEI = < 0 to -1) 0 = weak governance (GEI = < -1)</p> <p>b) Control of corruption: score is based on the <i>World Bank estimate of control of corruption</i>, which uses a scale of -2.5 to +2.5 with higher scores corresponding to better control. Value is based on a non-proportionate 4 point grading scale: 1 = strong control (+1.25 to +2.5) $\frac{2}{3}$ = moderate control (0 to +1.25) $\frac{1}{3}$ = inadequate control (GEI = < 0 to -1) 0 = weak control (GEI = < -1)</p>
DIMENSION 3: GOVERNANCE, COORDINATION MECHANISMS AND PARTNERSHIPS			
C1. Existence of a high-level FSN policy setting mechanism involving relevant ministries and public institutions	<p>The government has set up a formal interministerial mechanism, highly placed within the government establishment (i.e. in the office of the president/prime minister) that is responsible for advice and decision-making</p>	<p>This indicator measures whether the government regards FSN as an interdisciplinary priority by taking on a lead role in managing mechanisms for improving governance, promoting partnerships and coordinating action.</p>	<p>This is a yes/no indicator – either a high-level interministerial mechanism for FSN exists or not. Value assigned as follows: yes = 1; no = 0</p>

	regarding the formulation and/or implementation of FSN policies and programmes, and has a formal mandate to promote coordinated action across sectors		
C2. Accountability mechanism	Existence of national accountability institutions such as national ombudspersons, national human rights commissions, Right to Food secretariats, etc. through which individuals can seek remedies when rights to food are violated	This indicator aims to measure the ability of people to use their voice and hold the government accountable for its commitment to reduce hunger through independent human rights institutions.	Score is based on expert opinion survey: 1 = strong independent national human rights institution/s addressing violations of the Right to Food (3 of the 3 criteria apply)* 0.5 = moderate independent national human rights institution addressing violations of the right to food (1 or 2 of the criteria apply) 0 = weak or no independent national human rights institution addressing violations of the right to food *Criteria: - successfully file cases before court - make recommendations to government - monitor realization of the right to food in-country
C3. Existence of a highly functional governmental coordination mechanism to address food security and nutrition	A government supported structure that functions well and that aims to ensure the coherence of food security and/or nutrition interventions at the country-level in an effort to avoid duplications and gaps across various stakeholders.	This indicator signals commitment to a multisectoral approach to FSN. It is measured against four criteria: the existence of governmental coordination mechanisms to address FSN at national and at subnational levels and the level of functionality of the coordination mechanisms at both levels. National coordination mechanisms include central government and national-level institutions and focus on national-level coordinated planning and decision-making processes, whereas subnational coordination mechanisms include local government and concentrate on coordinated actions on the ground and local planning processes.	Score is based on <i>expert opinion survey</i> with the following values: a) Existence of governmental coordination mechanisms to address FSN at national level: 1 = governmental coordination mechanism exist; 0 = no governmental coordination mechanism exist; x = coordination mechanism exists but set up and managed by humanitarian/development partners (not the government) b) Level of functionality of national-level governmental coordination mechanism (only if national-level governmental coordination mechanism exists) 1 = strong functioning coordination mechanism (at least 5 out of the 8 criteria currently apply) 0.5 = moderate functioning mechanism (3 to 5 of the criteria apply) 0 = weak functioning (less than 3 criteria apply) c) Existence of governmental coordination mechanisms to address FSN at

		<p>The level of functionality of the national and subnational level coordinating mechanisms is measured against the presence of one or more of the following eight conditions:</p> <ul style="list-style-type: none"> - it has a clear mandate; - it holds regular meetings; - all members actively participate in meetings and decision-making and contribute to the dialogue; - the coordination mechanism has an adequate number of staff dedicated to its functioning; - it has adequate financial resources allocated to the functioning of the coordination system - It has regular information exchange - it engages in national food security policy/programme formulation; - it has power over its stakeholders to enforce recommendations and hold them accountable. 	<p>subnational level: 1 = governmental coordination mechanism exist; 0 = no governmental coordination mechanism exist; x = coordination mechanism exists but set up and managed by humanitarian/development partners (not the government)</p> <p>d) Level of functionality of subnational level governmental coordination mechanism (only if subnational level governmental coordination mechanism exists) 1 = strong functioning coordination mechanism (at least 5 out of the 8 criteria currently apply) 0.5 = moderate functioning mechanism (3 to 5 of the criteria apply) 0 =weak functioning (less than 3 criteria apply)</p>
<p>C4. Multistakeholder participation and civil society engagement</p>	<p>Extent to which different institutions representing different sectors are included in the coordination mechanism.</p>	<p>This indicator demonstrates commitment to a multisectoral approach and multistakeholder partnership for FSN. The indicator is measured against two criteria:</p> <ul style="list-style-type: none"> • representation of different stakeholders, including civil society; 	<p>a) Representation of different stakeholders, including civil society: score is based on <i>expert opinion survey</i> with the following values (only if national coordination mechanism exists): 1 = the coordination mechanism has a strong representation of different stakeholders (government, NGO, research, and/or donor), including civil society 0.5 = moderate representation – no representation of civil society 0 = low representation different stakeholders – no representation of civil</p>

		<ul style="list-style-type: none"> • representation of different sectors. 	<p>society</p> <p>b) Representation of different sectors: score is based on <i>expert opinion survey</i> with the following values (only if national coordination mechanism exists): 1 = the coordination mechanism has a strong representation of different sectors, including agriculture, health/nutrition, social protection and organizations with a mandate in gender equality and FSN. 0.5 = moderate representation (nutrition, social protection and/or organizations with a mandate in gender equality and FSN is not represented) 0 = low representation of different sectors (a few sectors)</p>
<p>DIMENSION 4: EVIDENCE-BASED DECISION-MAKING</p>			
<p>D1. Existence of a highly functional and comprehensive national FSN information system</p>	<p>The government formally supports and/or manages a highly functional and comprehensive information system that compiles, analyses and disseminates information and gender-disaggregated data related to FSN to the public.</p>	<p>A national FSN information system indicates the government’s interest in accountability and informed decision-making. This indicator is measured against the following six criteria:</p> <ul style="list-style-type: none"> • existence of national FSN information system; • adequacy of human resources and technical capacities dedicated to the functioning of the information system; • adequacy of financial resources dedicated to the functioning of the information system; • level of comprehensiveness; • level of use by different stakeholders; • occurrence of regular comprehensive FSN assessments. 	<p>a) Existence of a national FSN information system: 1 = governmental national FSN information system exist; 0 = no governmental national FSN information system exist; x = national FSN information system exists but managed by development partners (not the government)</p> <p>b) Adequacy of human resources and technical capacities dedicated to the functioning of the information system: score is based on <i>expert opinion survey</i> with the following values (only if government FSN information system exists): 1 = adequate number of staff with relevant know-how is dedicated to the functioning of the system. 0.5 = adequate number of staff but technical knowledge is inadequate 0 = limited number of staff and/or relevant knowledge is constraining factor</p> <p>c) Adequacy of financial resources dedicated to the functioning of the information system: score is based on <i>expert opinion survey</i> with the following values (only if government FSN information system exists): 1 = adequate financial resources allocated to the functioning of the system. 0.5 = financial resources allocated to the system are insufficient 0 = limited financial resources are constraining factor for functioning of system</p> <p>d) Level of comprehensiveness: score is based on <i>expert opinion survey</i> with the following values (only if government FSN information system exists): 1 = comprehensive information system (5 of the 5 criteria apply) 0.5 = incomplete information system (3 to 4 of the criteria apply)</p>

			<p>0 = weak information system (less than 3 of the criteria apply)</p> <p>Criteria:</p> <ul style="list-style-type: none"> - regular update of information - covers different dimensions of food security - covers underlying causes - identifies and describes the food insecure and vulnerable groups - socio-economic data is disaggregated by gender <p>e) Level of use by different stakeholders: score is based on <i>expert opinion survey</i> with the following values (only if government FSN information system exists):</p> <p>1 = different stakeholders make use of the information system for their FSN planning and programming</p> <p>0 = different stakeholders make limited to no use of the information system for their FSN planning and programming</p> <p>f) occurrence of regular comprehensive FSN assessments: Score based on <i>expert opinion survey</i>:</p> <p>1 = government conducts FSN assessments on a regular basis (at least annually or biannually)</p> <p>$\frac{2}{3}$ = government conducts only food security assessments regularly; nutrition assessments are lacking/undertaken only sporadically or vice versa</p> <p>$\frac{1}{3}$ = government conducts food and/or nutrition assessments sporadically</p> <p>0 = government has not conducted a food and nutrition assessments in the last 5 years</p> <p>X: FSN assessments are conducted on a regular basis by development partners (not the government)</p>
<p>D2. Existence of a highly functional mapping system of FSN action</p>	<p>Highly functional national system in place that maps ongoing FSN interventions in the country with information on resource allocation to specific actions.</p>	<p>This indicator measures whether a tracking or mapping system of ongoing FSN actions is in place that is highly functional and allows users to better program and coordinate their interventions, identify gaps and overlaps, and prioritize resource allocation. This indicator is measured</p>	<p>a) Existence of national system to track or map actions in FSN:</p> <p>1 = governmental national FSN mapping system exists</p> <p>0 = no governmental national FSN mapping system exists</p> <p>x = national FSN mapping exists but is managed by development partners (not the government)</p> <p>b) Adequacy of government human resources and technical capacities dedicated to the functioning of the mapping system: score is based on <i>expert</i></p>

		<p>against five criteria:</p> <ul style="list-style-type: none"> • existence of national system to track or map actions in FSN; • adequacy of government human resources and technical capacities dedicated to the functioning of the mapping system; • adequacy of government financial resources dedicated to the functioning of the mapping system; • level of comprehensiveness; • level of use by different stakeholders. 	<p><i>opinion survey</i> with the following values (only if government mapping system exists): 1 = adequate number of staff with relevant know-how is dedicated to the functioning of the system 0.5 = adequate number of staff but technical knowledge is inadequate 0 = limited number of staff and/or relevant knowledge is constraining factor</p> <p>c) Adequacy of government financial resources dedicated to the functioning of the mapping system: score based on <i>expert opinion survey</i> with the following values: 1 = adequate financial resources allocated to functioning of the system 0.5 = financial resources allocated to the system are insufficient 0 = limited financial resources are constraining factor for functioning of system</p> <p>d) Level of comprehensiveness: score is based on <i>expert opinion survey</i> with the following values (only if mapping system exists): 1 = comprehensive mapping system (4 of the 4 criteria apply)* 0.5 = incomplete mapping system (2 to 3 of the criteria apply) 0 = weak mapping system (less than 2 of the criteria apply)</p> <p>* Criteria: - national coverage - all ongoing FSN interventions are included - information on financial resources included - sex-disaggregated information on resource allocation to specific target groups included</p> <p>e) Level of use by different stakeholders: score is based on <i>expert opinion survey</i> with the following values (only if government mapping system exists): 1 = different stakeholders make use of the mapping system for their FSN planning and programming 0 = different stakeholders make limited to no use of the mapping system for their FSN planning and programming</p>
<p>D3. Existence of a highly functional government structure for regular monitoring</p>	<p>Highly functional government structure that is responsible for regular monitoring of national FSN responses and for</p>	<p>This indicator measures whether the government has an independent structure in place (e.g. monitoring and evaluation unit) that is highly functional</p>	<p>a) Existence of a government structure for regular monitoring and evaluating of food security responses. Either a government structure for monitoring/evaluation of FSN exists or not. Value is assigned as follows: Yes = 1; No = 0</p>

<p>and evaluating of FSN policies/ strategies and national programmes</p>	<p>evaluating their outcome.</p>	<p>and tasked with monitoring the implementation of national FSN policies and/or programmes and/or carrying out impact evaluations. It is measured against the following six criteria:</p> <ul style="list-style-type: none"> • existence of government structures for regular monitoring and evaluating of food security responses; • adequacy of government human and technical capacities dedicated to monitoring/evaluation structure; • adequacy of government financial resources dedicated to the monitoring/evaluation structure; • occurrence of integrated impact analysis of shocks on FSN; • occurrence of evaluations of FSN responses; • level of use by different stakeholders. 	<p>b) Adequacy of government human resources and technical capacities dedicated to the monitoring/evaluation structure: score is based on <i>expert opinion survey</i> with the following values (only if government structure for monitoring/evaluation exists): 1 = adequate number of staff with relevant know-how is dedicated to monitoring/evaluation 0.5 = adequate number of staff but technical knowledge is inadequate 0 = limited number of staff and/or relevant knowledge is constraining factor</p> <p>c) Adequacy of government financial resources dedicated to the monitoring/evaluation structure: score is based on <i>expert opinion survey</i> with the following values (only if government structure for monitoring/evaluation exists): 1 = adequate financial resources allocated to functioning of the structure 0.5 = financial resources allocated to the structure are insufficient 0 = limited financial resources are constraining factor for functioning of the structure</p> <p>d) Occurrence of integrated impact analysis of shocks on FSN: score is based on <i>expert opinion survey</i> with the following values: 1 = government monitors impacts of shocks (like price increases of staple crops) on FSN status and identifies vulnerable groups $\frac{2}{3}$ = government monitors impacts of shocks on food security only (not nutritional status) $\frac{1}{3}$ = government monitors impacts of shocks on food and/or nutrition security only sporadically 0 = no monitoring of impacts of shocks on FSN x: impacts of shocks (like price increases of staple crops) on food security and/or nutritional status are monitored by development partners (e.g. WFP Market Assessments and Bulletins), not by the government</p> <p>e) Occurrence of evaluations of government FSN responses: score is based on <i>expert opinion survey</i>, using the following values: 1 = government is organizing independent evaluations to learn from its FSN responses and inform decision-making 0.5 = independent evaluations of government FSN responses are conducted only sporadically</p>
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			<p>0 = no independent evaluations of FSN responses have been carried out in the last 10 years</p> <p>f) Level of use by different stakeholders: score is based on <i>expert opinion survey</i> with the following values (only if government structure for monitoring/evaluation exists): 1 = different stakeholders make use of the monitoring/evaluation data for their FSN planning and programming 0 = different stakeholders make limited to no use of the monitoring/evaluation data for their FSN planning and programming</p>
D4. Uptake of relevant information and analysis for decision-making for designing/updating policies and programmes for FSN	Government makes active use of FSN data (e.g. from information and mapping systems and generated through its monitoring and evaluation mechanism) to inform its decisions on food security policies and programming, allocation of resources and coordinated actions.	This indicator measures the extent to which governments make actual use of food security information for decision-making.	<p>Score is based on <i>expert opinion survey</i> with the following values: 1 = government makes active/regular use of food security data for informed decision-making purposes 0.5 = government makes moderately/occasionally use of food security data for informed decision-making purposes 0 = government makes limited use of food security data for informed decision-making purposes</p>

Annex 2. Scoring and classification of the four dimensions

Dimension	Indicators	Maximum points	Weight of points in final score for each dimension	Classification
Policies, programmes & legal frameworks	Existence of a current national cross- or multisectoral policies/strategies that includes an explicit objective to improve food security and/or nutrition	1	100%	Total maximum points = 4 High = 4 (3.5 - 4.0) Medium-High = 3 (2.5 – 3.4) Medium-Low = 2 (1.5 – 2.4) Low = 1 (0.5 – 1.4) No/Negligible = 0 (0 – 0.4)
	Existence of a national government cross- or multisectoral investment programme that addresses food security and/or nutrition	1	100%	
	Comprehensive government policy and programming response to hunger, food insecurity and malnutrition	5	20%	
	Legal protection of the Right to Adequate Food	1	100%	
Human and financial resources	Adequacy of public expenditure to achieve FSN targets	6	16.7%	Total maximum points = 4 High = 4 (3.5 - 4.0) Medium-High = 3 (2.5 – 3.4) Medium-Low = 2 (1.5 – 2.4) Low = 1 (0.5 – 1.4) No/Negligible = 0 (0 – 0.4)
	Adequacy of government human resources to achieve FSN targets	3	33.3%	
	Adequacy of food security/nutrition knowledge enhancement efforts	2	50%	
	Effective and efficient resource use	2	50%	
Governance, coordination mechanisms and partnerships	Existence of high-level FSN policy-setting mechanism involving relevant ministries and public institutions	1	100%	Total maximum points = 4 High = 4 (3.5 - 4.0) Medium-High = 3 (2.5 – 3.4) Medium-Low = 2 (1.5 – 2.4) Low = 1 (0.5 – 1.4) No/Negligible = 0 (0 – 0.4)
	Accountability mechanism	1	100%	
	Existence of highly functional governmental coordination mechanisms to address FSN	4	25%	
	Multistakeholder participation and civil society engagement	2	50%	
Evidence-based decision-making	Existence of highly functional and comprehensive national FSN information system	6	16.7%	Total maximum points = 4 High = 4 (3.5 - 4.0) Medium-High = 3 (2.5 – 3.4) Medium-Low = 2 (1.5 – 2.4) Low = 1 (0.5 – 1.4) No/Negligible = 0 (0 – 0.4)
	Existence of highly functional mapping system of FSN action	5	20%	
	Existence of highly functional government structures for regular monitoring and evaluating of FSN policies/strategies and national programmes	6	16.7%	
	Uptake of relevant information and analysis for decision-making for designing/updating policies and programmes for FSN	1	100%	

Annex 3. List of persons consulted

1. Shamsul Alam, General Economics Division Member, Planning Commission, Government of Bangladesh
2. Ahmed Ahabab, Independent consultant involved in the formulation of the second phase of the project and in the institutional assessment of FPMU. Retired senior government official
3. Feroz Al Mahmud, Associate Research Director, Food Planning and Monitoring Unit, Ministry of Food, Government of Bangladesh
4. Joaõ Anselmo, Attaché – Programme Manager, Food Security, European Union, Bangladesh
5. Mostafa Faruq Al Banna, Additional Director, Food Planning and Monitoring Unit, Ministry of Food, Government of Bangladesh
6. Stefania Battistelli, Programme Officer, FAO, Bangladesh, Member of the Team evaluating gender in FAO in Bangladesh
7. Nurun Nahar Begum, Senior Assistant Chief, Ministry of Women and Children’s Affairs, Government of Bangladesh, Thematic Team member
8. Lalita Bhattacharjee, Nutritionist, NFPCSP, FAO
9. Shahidur Rahman Bhuiyan, Senior Food Security and Agriculture Policy Advisor, USAID, Bangladesh
10. Naser Farid, Director General, Food Planning and Monitoring Unit, Ministry of Food, Government of Bangladesh
11. Ciro Fiorillo, Chief Technical Advisor, NFPCSP, FAO
12. Md. Rafiqul Hasan, Deputy Director, Monitoring, Department of Agricultural Extension (DAE), Ministry of Agriculture, Government of Bangladesh, Thematic Team member
13. Md. Abul Hashem, Research Officer, Food Planning and Monitoring Unit, Ministry of Food, Government of Bangladesh
14. Naomi Hossain, Fellow, Institute of Development Studies, Sussex, UK. Team leader of the projects ‘Life in a Time of Food Price Volatility’ (2012–15)’ and of ‘Food Riots and Food Rights: the Moral and Political Economy of Accountability for Hunger’ (2012–14), which both cover the case of Bangladesh.
15. Mohammad Mizanul Haque Kazal, Professor and chairman, Department of Development and Poverty Studies, Sher-e-Bangla Agricultural University. Researcher in two projects funded by NFPCSP under the Research Grant Scheme
16. Reza Ahmed Khan, Assistant Chief, Department of Marketing, Ministry of Agriculture, Government of Bangladesh, Thematic Team Member
17. Marco Knowles, Economist, FAO, Rome
18. Md. Abdul Mannan, National Nutrition Advisor, NFPCSP, FAO
19. Nasreen Masud, Deputy Programme Manager, National Nutrition Services (NNS), Institute of Public Health and Nutrition (IPHN), Ministry of Health and Family Welfare, Thematic Team member
20. Quraishia Merzouk, Socio-economist, NFPCSP, FAO
21. Arifur Rahman, Livelihoods Advisor, DFID, Bangladesh
22. Md. Mahbubur Rahman, Associate Research Director, Food Planning and Monitoring Unit (FPMU), Ministry of Food, Government of Bangladesh
23. Mostafizur Rahman, Executive Director, Centre for Policy Dialogue (CPD)
24. Mike Robson, FAO Representative in Bangladesh, FAO
25. Nazma Shaheen, Provost, Institute of Nutrition and Food Science, Dhaka University. Researcher in a project funded by the NFPCSP under the Research Grant Scheme to update food composition tables

26. Rezaul Karim Talukder, National Access Advisor, NFPCSP
27. Shahin Yaqub, Economist, NFPCSP, FAO
28. Sajjad Zohir, Director, Economic Research Group, Bangladesh

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³⁸ These lists are not exhaustive as the intention was not to review the integrity of NFPCSP's outputs but rather to get a general sense of them.

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Annex 5. Data input for spider web showing the degree of a balanced approach towards FSN (YES scores 1, NO scores 0)

Dimension/Indicator	Twin-track approach		Dependency of response capacity	
	Short-term/humanitarian responses	Medium- to long-term/resilience responses	Domestic support	Reliance on external support
National policy or government investment programmes that address food security and/or nutrition	Based on content analysis of policy and programme documents: Yes: includes concrete actions to address immediate needs	Based on content analysis of policy and programme documents: Yes: includes concrete actions to address medium- to long-term needs	-	-
Expenditure on FSN	Based on <i>expert opinion survey</i> : Yes: public expenditure in agriculture/food security includes concrete funding for humanitarian activities	Based on <i>expert opinion survey</i> : Yes: public expenditure in the agriculture sector includes concrete funding for longer-term responses	Based on <i>expert opinion survey</i> : Yes: public expenditure allocated to agriculture is significantly greater than ODA flows into agriculture sector	Based on <i>expert opinion survey</i> : No: ODA flows into agriculture sector are significantly greater than public expenditure allocated to agriculture
Coordination mechanisms to address FSN	Based on <i>expert opinion survey</i> : Yes: coordination is oriented to humanitarian action	Based on <i>expert opinion survey</i> : Yes: coordination is oriented at development/longer-term action	Based on <i>expert opinion survey</i> : Yes: a government managed coordination mechanism exists	Based on <i>expert opinion survey</i> : Yes: coordination mechanism managed by development partners exists
National FSN information system	Based on <i>expert opinion survey</i> : No: information/mapping system includes concrete humanitarian-oriented/early warning information	Based on <i>expert opinion survey</i> : Yes: information/mapping system includes concrete development information	Based on <i>expert opinion survey</i> : 0.5: government-managed national food security information system exists (this is in the process of being developed hence the score)	Based on <i>expert opinion survey</i> : No: national FSN information managed by development partners exists
National FSN information system	-	-	Based on <i>expert opinion survey</i> : 0.5: food and nutrition data is regularly collected by government (this is done sporadically hence the score)	Based on <i>expert opinion survey</i> : 0.5: food and nutrition data is regularly collected by development partners (DPs also collect information but also sporadically and on only some aspects, hence the score).
Total score	3	4	3	1.5

Annex 6. Country commitment and capacity profile – indicators and related scores for dimension 1 (policies, programmes and legal frameworks)³⁹

Indicators	How it is measured	Data type	Data Source	2005	2013
Existence of a current national cross- or multisectoral policy/strategy that includes an explicit objective to improve food security and/or nutrition	Scores are assigned on the basis of secondary data and an expert opinion survey, using the following values: 1 = a cross-sectoral FSN policy/strategy exists 2/3 = different single-sector policies/strategies with an explicit objective to improve food security and/or nutrition co-exist (agriculture, health, education, social protection, etc.) 1/3 = a single-sector policy/strategy with an explicit objective to improve food security and/or nutrition exists (e.g. agricultural policy) 0 = no policy/strategy with an explicit objective to improve food security and/or nutrition exists	Secondary	NFP 2006 A large number of sectoral policies, plans, acts, etc. (see Annex 7 for details).	0	1
Existence of a national government cross- or multisectoral investment programme that addresses food security and/or nutrition	Scores are assigned on the basis of secondary data and an expert opinion survey, using the following values: 1 = national cross-sectoral government food security/nutrition programme exists (i.e. addressing FSN through different sectors) 0.5 = national sectoral government food security/nutrition programme exists (i.e. more narrow approach to FSN, focusing on 1 sector) 0 = national government food security/nutrition programme does not exist	Secondary	NFP PoA and CIP monitoring reports Papers written about food security policy in Bangladesh pre-2005 ⁴⁰ .	0	1

³⁹ For details of information obtained through secondary sources, see Annex 7.

⁴⁰ For example Chowdhury *et al.* (2006) or Shahabuddin (2000)

Comprehensive government policy and programming response to hunger, food insecurity and malnutrition	<p>A content analysis of the portfolio of national food and/or nutrition security policies/strategies and/or national programmes (if they exist) against each of the five criteria below:</p> <p>a) Comprehensive and evidence-based policy/programme formulation: 1 = strong situational analysis (all of the 5 criteria apply)* 0.5 = moderate situational analysis (3 to 4 of the criteria apply) 0 = inadequate/weak situational analysis (less than 3 criteria apply)</p> <p>* Criteria: - description of FSN situation in terms of access, availability and utilisation (i.e. not only focus on production) - description of key underlying causes of FSN in the country - description and identification of the vulnerable populations - description of the target group/area - use of recent statistics from an authoritative source</p>	Secondary	<p>National Food Policy NFP PoA and CIP monitoring reports</p> <p>Theme papers prepared for the Bangladesh Food Security Investment Forum 2010</p>	0	1
	<p>b) Twin-track approach: twin-track approach adopted or not Yes = 1; No = 0</p>	Secondary	NFP PoA and CIP monitoring reports	0	1

	<p>c) Gender-sensitive design 1 = strong gender-sensitive design (i.e. specific needs/constraints of women and men are addressed in situational analysis and measures to reduce existing gender disparities and/or empower women are included in the policy/programme document) 0.5 = moderate gender-sensitive design (i.e. gender is mainstreamed in situational analysis but no measures to reduce existing gender disparities and/or empower women are included) 0 = no gender-sensitive design – neither situational analysis nor measures are included</p>	Secondary	<p>NFP PoA and CIP monitoring reports Birner et al. (2010)</p>	0	0.5
	<p>d) Environmental sustainability 1 = strong focus on agro-environmental concerns (i.e. situational analysis addresses agro-environmental concerns and agro-environmental measures are included in the objectives and/or intended actions) 0.5 = moderate focus on agro-environmental concerns (i.e. situational analysis addresses agro-environmental concerns but no agro-environmental measures are included in the objectives and/or intended actions) 0 = agro-environmental concerns are not addressed</p>	Secondary	<p>NFP PoA and CIP monitoring reports</p>	0	0.5
	<p>e) Explicit nutrition objectives 1: explicit nutrition objectives are included in food security policy/programme 0: no explicit nutrition objectives included in food security policy/programme</p>	Secondary	<p>NFP PoA and CIP monitoring reports Common narrative on nutrition for Bangladesh⁴¹ and several technical papers, programme proposals and project documents in nutrition</p>	0	1
<p>Constitutional guarantee of the Right to Food</p>	<p>Composite indicator with the following values:</p>				

⁴¹ UN REACH, IFAD, EU, DFATD Canada, DFID, USAID & World Bank. 2013. *Undernutrition in Bangladesh: A Common Narrative* (draft)

	<p>a) adherence to, accession or ratification of the International Covenant on Economic, Social and Cultural Rights (ICESCR) and the Optional Protocol to the International Covenant on Economic, Social and Cultural Rights (OP-ICESCR) 1= yes (ICESCR + OP-ICESCR); 0.5 = yes (ICESCR); 0 = not</p> <p>Weight for scoring= 30%</p>	Secondary	UN treaty series website	0	0
	<p>b) Constitutional recognition of the Right to Food 1 = explicit constitutional provision on the right to food (direct and general, specific groups and/or part of standard of living) $\frac{2}{3}$ = implicit in broader rights $\frac{1}{3}$ = explicit as a goal or directive principle within the constitutional order 0 = no recognition of right to food in constitution (explicit nor implicit)</p> <p>Weight of this component for scoring: 35%</p>	Secondary	Knuth and Vidar, FAO (2011)	0	1/3
	<p>c) Existence of a Food Security Framework Law/RtF Law 1 = law that: i) explicitly mentions the realization of the RtF as part of the objectives of the law; ii) includes a substantial clause on the RtF ; and iii) refers to human rights and governance principles that guide institutional implementation 0.5 = law that establishes an institutional framework for coordinating food security policies in the country 0 = there is no Law</p> <p>Weight of this component for scoring: 35%</p>	Secondary	Islam (2013)	0	0
Total weighted score				0	2.9

Annex 7. The food security commitment and capacity portfolio – secondary data collection sheet

This table brings together all the information needed for the FSCCP indicators that rely on secondary data. The possible answers are given for both 2005 and 2013 using the indicators provided by the methodology, along with a list of the documents consulted.

Period of data collection: September–October 2013				
1. Existence of policies, programmes and legislation for addressing food insecurity and malnutrition				
	2005		2013	
Are there recent national cross- or multisectoral policies/ strategies that have an explicit objective to improve food security and/or nutrition?	<p>No: a cross- or multiple sector FSN policy/strategy exists</p> <p>Yes: different single-sector policies/strategies co-exist with an explicit objective to improve food security and/or nutrition (agriculture, health, education, social protection, etc.)</p> <p>No: a single-sector policy/strategy exists with an explicit objective to improve food security and/or nutrition (e.g. agricultural policy)</p> <p>No: no policy/strategy with an explicit objective to improve food security and/or nutrition exists</p>	<p>GoB, National Agriculture Policy 1999, MoA</p> <p>GoB, New Agricultural Extension Policy 1996, MoA</p> <p>GoB, Bangladesh Plan of Action on National Agriculture Policy 2004, MoA and UNDP</p> <p>GoB, DAE Strategic Plan 1999-2002, MoA</p> <p>GoB, National Seed Policy 1993, MoA</p> <p>GoB, National Fisheries Policy 1998, MoFish</p> <p>GoB, National Livestock Policy 1992, MoFL</p> <p>GoB, National Rural Development Policy 2001, MoLGRD</p> <p>GoB, National Cooperative Policy 1989, MoLGRD</p> <p>GoB, Bangladesh National Food and Nutrition Policy 1997, MoHFW</p> <p>GoB (1997) Bangladesh National Plan of Action for Nutrition, MoHFW</p> <p>GoB, Bangladesh Pure Food Rules, 1997</p> <p>GoB, The Essential Commodity Act, 1964</p> <p>GoB, The Bangladesh Fish Protection and Conservation Act</p>	<p>Yes: a cross- or multiple sector FSN policy/strategy exists</p> <p>With also:</p> <p>Yes: different single-sector policies/strategies co-exist with an explicit objective to improve food security and/or nutrition (agriculture, health, education, social protection, etc.)</p> <p>No: a single-sector policy/strategy exists with an explicit objective to improve food security and/or nutrition exists (e.g. agricultural policy)</p> <p>No: no policy/strategy exists with an explicit objective to improve food security and/or nutrition exists</p>	<p>GoB (2006) National Food Policy 2006, Ministry of Food</p> <p>(Developed post-NFP)</p> <p>GoB, Food Safety Act, 2013</p> <p>GoB, National Agricultural Extension Policy 2012, MoA</p> <p>GoB, Integrated Minor Irrigation Policy 2012, MoA</p> <p>GoB, National Livestock Extension Policy 2013, MoA</p> <p>GoB, National Education Policy 2010, MoEd</p> <p>GoB, Skills Development Policy 2011, MoEd</p> <p>GoB, National Salt Policy in 2011, Mol</p>

		<p>1950, (amended in 1995) GoB (1985) The Bangladesh Standards and Testing Institution Ordinance GoB (2003) The Bangladesh Standards and Testing Institution (Amendment) Act GoB (2000) Bangladesh Bio-safety Guidelines, MoEF GoB (2004) Bangladesh Biosafety Act GoB, National Health Policy, 2000 (in Bangla), MoHFW</p>		
<p>Are there national cross- or multisectoral investment programmes that address food security and/or nutrition objectives?</p>	<p>No: national cross- or multisectoral government food security/nutrition programme exists (i.e. addressing FSN through different sectors)</p> <p>No: national sectoral government food security/nutrition programme exists (i.e. more narrow approach to FSN, focusing on 1 sector)</p> <p>Yes: national government food security/nutrition programme does not exist</p>	<p>Based on a review of papers written about food security policy in Bangladesh pre-2005⁴².</p>	<p>Yes: national cross- or multisectoral government food security/nutrition programme exists (i.e. addressing FSN through different sectors)</p> <p>No: national sectoral government food security/nutrition programme exists (i.e. more narrow approach to FSN, focusing on one sector)</p> <p>No: national government food security/nutrition programme does not exist</p>	<p>GoB (2011)</p> <p>GoB (2008a)</p>

⁴² For example Chowdhury *et al.* (2006) or Shahabuddin (2000)

<p>Do the policy/ strategy and national programme (together) comprise a balanced and comprehensive government response?</p>	<p>a) comprehensive and evidence-based policy/ programme formulation:</p> <p>No: description of FSN situation in terms of access, availability and utilization (i.e. not only a focus on production)</p> <p>No: description of key underlying causes of FSN in the country</p> <p>No: description and identification of the vulnerable populations</p> <p>No: description of the target group/area</p> <p>No: use of recent statistics from an authoritative source</p>	<p>Based on a review of papers written about food security policy in Bangladesh pre-2005.</p>	<p>a) comprehensive and evidence-based policy/ programme formulation:</p> <p>Yes: description of FSN situation in terms of access, availability and utilization (i.e. not only focus on production)</p> <p>Yes: description of key underlying causes of FSN in the country</p> <p>Yes: description and identification of the vulnerable populations</p> <p>Yes: description of the target group/area</p> <p>Yes: use of recent statistics from an authoritative source</p>	<p>Clear from the NFP objectives:</p> <p>Objective 1: adequate and stable supply of safe and nutritious food</p> <p>NFP Objective 2: increased purchasing power and access to food of the people</p> <p>NFP Objective 3: adequate nutrition for all individuals, especially women and children</p> <p>And reflected in the National Food Policy Plan of Action 2008-2015 and the Bangladesh Country Investment Plan (CIP)</p> <p>Papers prepared for the Bangladesh Food Security Investment Forum as well as the <i>NFP PoA Monitoring Report 2010</i> provided a firm grounding for the development of the CIP</p>
<p>b) No: twin-track approach</p>	<p>b) No: twin-track approach</p>	<p>Based on a review of papers written about food security policy in Bangladesh pre-2005.</p>	<p>b) Yes: twin-track approach</p>	<p><i>Notes:</i> The NFP PoA adopts a twin-track approach, combining short-term instruments to improve food access by vulnerable households (such as cash and food transfers) with long-term interventions aimed at improving productivity and income generation</p>

<p>c) gender-sensitive design</p> <p>No: strong gender-sensitive design (i.e. specific needs/constraints of women and men are addressed in situational analysis and measures to reduce existing gender disparities and/or empower women are included in the policy/programme document)</p> <p>No: moderate gender-sensitive design (i.e. gender mainstreamed in situational analysis but no measures to reduce existing gender disparities and/or empower women are included)</p> <p>Yes: no gender-sensitive design – neither situational analysis nor measures included.</p>	<p>Based on a review of papers written about food security policy in Bangladesh pre-2005</p>	<p>c) gender-sensitive design</p> <p>No: strong gender-sensitive design (i.e. specific needs/constraints of women and men are addressed in situational analysis and measures to reduce existing gender disparities and/or empower women are included in the policy/programme document)</p> <p>Yes: moderate gender-sensitive design (i.e. gender is mainstreamed in situational analysis but no measures to reduce existing gender disparities and/or empower women are included)</p> <p>No: No gender-sensitive design – neither situational analysis nor measures are included</p>	<p>The third objective of the NFP is to, “ensure adequate nutrition for all (especially women and children).”</p> <p>For the access objective, one of the proposed strategies is to, “support to women and the disabled in income generating activities”...“Women-centred initiatives relating to production and marketing activities for cereals, livestock (including poultry) and non-cereal commodities will get special priority.”</p> <p>The CIP only moderately concentrates on gender in spite of the fact that a themed paper on gender was prepared for the Bangladesh Food Security Investment Forum (2010) in preparation for the CIP: Birner <i>et al.</i> (2010)</p>
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<p>d) environmental sustainability</p> <p>No: Strong focus on agro-environmental concerns (i.e. situational analysis addresses agro-environmental concerns and agro-environmental measures are included in the objectives and/or intended actions)</p> <p>No: Moderate focus on agro-environmental concerns (i.e. situational analysis addresses agro-environmental concerns but no agro-environmental measures are included in the objectives and/or intended actions)</p> <p>Yes: Agro-environmental concerns not addressed</p>	<p>Based on review of papers written about food security policy in Bangladesh pre-2005.</p>	<p>d) environmental sustainability</p> <p>No: Strong focus on agro-environmental concerns (i.e. situational analysis addresses agro-environmental concerns and agro-environmental measures are included in the objectives and/or intended actions)</p> <p>Yes: Moderate focus on agro-environmental concerns (i.e. situational analysis addresses agro-environmental concerns but no agro-environmental measures are included in the objectives and/or intended actions)</p> <p>No: Agro-environmental concerns not addressed</p>	<p>Policy documents and programmes mention environmental issues and in some cases, point out that measures should be environmentally sustainable (e.g. “In this context, strengthened efforts to raise productivity and efficiency in foodgrain production, to support agricultural commercialization and diversification, in due consideration of environmental impacts (agricultural conservation), will be paramount.” NFP PoA p23) but the focus is not very strong</p>
<p>e) No: explicit nutrition objectives</p>	<p>Based on review of papers written about food security policy in Bangladesh pre-2005.</p>	<p>e) Yes: explicit nutrition objectives</p>	<p>The third objective of the NFP is to, “ensure adequate nutrition for all (especially women and children)” and three out of the 12 CIP programmes are about food utilization</p>

2. Human and financial resources and administrative capacity			
	2005	2013	Source
What was the public expenditure on agriculture out of the total government expenditure in this or last year?	7.5%	7.5%	ADB (2006) GoB (2012a)
Is public expenditure on agriculture allocated to both short-term/ humanitarian responses to cover immediate food insecurity needs and to medium- to long-term responses to build resilience?	Public expenditure is mainly allocated to medium- to long-term responses to build resilience with only a few projects dealing with emergency response	Public expenditure is mainly allocated to medium to long-term responses to build resilience with limited projects dealing with emergency response	Ministry of Agriculture, see list of ongoing projects: http://www.moa.gov.bd/projects/all_projects.htm
How does public expenditure on agriculture compare to ODA flows into agriculture (external funding)?	Public expenditure is significantly greater than ODA flows.	Public expenditure is significantly greater than ODA flows Public expenditure on agriculture alone is about 7.5% or US\$1.4 billion of the total budget of US\$18 billion in 2011 whereas aid to agriculture and food security is reported as having been a mere US\$158 million in 2011	Development Initiatives website: http://devinit.org/wp-content/uploads/2013/09/Investments_to_End_Poverty_Chapter_10.pdf
What is the (estimated) coverage of public social protection among the poorest 20% of the population? Social protection or public transfer programmes include:	15-49% coverage of eligible population Only 28.8% of the poorest 20% of the population and 24.7% of the next 20% poorest of the population are covered by public social protection programmes in a context of 40% of households being below the poverty line	15-49% coverage of eligible population Based on the BBS <i>Household and Income Expenditure Survey 2012</i> , Barkat <i>et al.</i> (2013) find that 34% of people living below the poverty line receive some kind of safety net	World Bank Social Protection Atlas and Barkat <i>et al.</i> (2013)

<p>social insurance (old age and survivors' pensions, disability benefits, social security and health insurance), labour market programmes (unemployment benefits and active labour market programmes), and social assistance (cash transfer programmes, social pensions, conditional cash transfers, in-kind food programmes, school feeding programmes, cash-for-work, food-for-work, public works, other social assistance programmes?)</p>			
<p>What is the level of progress made on meeting the MDG hunger target?</p>	<p>Yes: on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p> <p>In 2005, the proportion of the population below the minimum level of dietary energy consumption was estimated to be on track with the proportion of the population below the 1805 kcal level of dietary intake falling to 19.5% against a target of 19.6% (GoB, 2007)</p> <p>The prevalence of underweight children below age five fell from 67% in 1990 to 39.7% in 2005, well below the target of 46.6% for this year (GoB, 2007)</p>	<p>Yes: on track/target reached No: progress insufficient/ possible to achieve if changes are made Yes: no progress or deterioration/off track.</p> <p>According to FAO estimates, which use an indicator based on apparent per capita caloric consumption, the MDG hunger target has been reached in terms of the proportion of people below the minimum level of dietary energy consumption (undernourishment). A different story emerges when using nationally produced data using the Direct Calorie Intake poverty</p>	<p>GoB (2007) GoB (2013a)</p>

		<p>estimates. While these have not been made available from the Household Income and Expenditure Survey 2010, projecting the trend emerging from previous surveys shows that the undernourishment target is out of reach (GoB, 2013a)</p> <p>Bangladesh is estimated to be able to reach the 33% MDG target from the current 36% (GoB, 2013a).</p>	
<p>What is the level of progress made on the MDG universal education for all target?</p>	<p>Yes: on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p> <p>Bangladesh recorded remarkable success in increasing primary school enrolment to 87.2% in 2005 against the target of 79.2%, from 60.5% in 1990 (GoB, 2007).</p>	<p>Yes: on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p> <p>By 2010, the net enrolment ratio for primary education was 95%–99.9% for girls (GoB, 2013b).</p>	<p>GoB (2007)</p> <p>GoB (2013b)</p>
<p>What is the level of progress made on the MDG drinking water and sanitation target?</p>	<p>Yes <i>but</i> (see below): on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p> <p>By 2006, the proportion of the urban population without access to safe drinking water had been reduced to 0.1%. However, in rural areas, because of arsenic contamination of ground water, a positive trend was reversed with an increase in the rural population without access to safe drinking water from 6.9% to 21.4% in 1991. In <i>Omitting the issue of arsenic</i>, MDG reports estimated the goal of no person being left without access to safe drinking water by 2015 to be easily attainable (GoB, 2007 and 2008b).</p>	<p>Yes <i>but</i> (see below): on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p> <p>By 2011/12, the Department of Public Health Engineering estimated that the safe water supply for domestic use among households was 98.4%, but 86% if adjusted for arsenic contamination, based on 2009 data (GoB, 2013b).</p>	<p>GoB (2007)</p> <p>GoB (2008b)</p> <p>GoB (2013b)</p>
<p>What is the level of progress made on the MDG elimination of gender disparity in primary and secondary education target?</p>	<p>Yes: on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p> <p>Bangladesh achieved gender parity in primary and secondary education in 2005 (GoB, 2007). The ratio of girl to boy students at the primary level rose from 45:55 in 1992 to 53:47 in 2005 and to 52:48 in 2007; and the ratio of girl to boy students at the secondary level rose from 34:66 in 1992 to 50:50 in 2005 and to 52:48 in 2006 (GOB, 2008b). This was</p>	<p>Yes: on track/target reached No: progress insufficient/ possible to achieve if changes are made No: no progress or deterioration/off track.</p>	<p>GoB (2007)</p> <p>GoB (2008b)</p> <p>GoB (2012b)</p>

	attributed to a number of public sector interventions focusing on girls, such as stipends and exemption of tuition fees for girls in rural areas or the stipend scheme for girls at the secondary level.		
What is the government effectiveness index (GEI)?	<p>No: strong governance (GEI = +1.25 to +2.5) No: moderate governance (GEI = 0 to +1.25) Yes: inadequate governance (GEI = < 0 to -1) No = weak governance (GEI = < -1)</p> <p>It was -0.70 in 2007.</p>	<p>No: strong governance (GEI = +1.25 to +2.5) No: moderate governance (GEI = 0 to +1.25) Yes: inadequate governance (GEI = < 0 to -1) No = weak governance (GEI = < -1)</p> <p>It was -0.83 in 2011.</p>	World Bank Statistics
What is the score for control of corruption?	<p>No: strong control (+1.25 to +2.5) No: moderate control (0 to +1.25) No: inadequate control (GEI = < 0 to -1) Yes: weak control (GEI = < -1)</p> <p>The country had a score of -1.05 in 2007 and belonged to the 11.17th percentile of over 200 countries for which the World Bank indicator was computed.</p>	<p>No: strong control (+1.25 to +2.5) No: moderate control (0 to +1.25) Yes inadequate control (GEI = < 0 to -1) No: weak control (GEI = < -1)</p> <p>In 2012, this index had increased to -0.87 and was placed at the 21.05 percentile.</p>	World Bank Statistics

Annex 8. Country commitment and capacity profile – indicators and related scores for dimension 2 (human and financial resources)

Indicators	How it is measured	Data type	Data source	2005	2013
Adequacy of public expenditure to achieve food security and nutrition targets	a) Public expenditure on agriculture: 1 = 10% or more public budget allocation to agriculture 0.5 = 5-9% budget allocation 0 = less than 5% allocation	Secondary	ADB (2006) GoB (2012a)	0.5	0.5
	b) Coverage by public social protection: score is based on the World Bank Social Protection Atlas. Value is based on the non-proportionate 4 point grading scale developed by Action Aids' Hunger Free Scorecard: 1 = 75-100% coverage of eligible population ¾ = 50-75% coverage of eligible population ½ = 15-49% coverage of eligible population 0 = less than 14% coverage of eligible population	Secondary	World Bank Social Protection Atlas and Jha <i>et al.</i> (2013) Barkat, A. <i>et al.</i> (2013)	1/3	1/3 (2010)
	c) Progress made towards MDG hunger target 1 = target already achieved or very likely to be achieved by 2015/on track 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if changes are made 0 = no progress or deterioration/off track	Secondary	GoB (2007) GoB (2013b)	1	0.5 to 1 (depending on source of data used for under-nourishment)
	d) Progress made towards the MDG universal primary education for all target 1 = target already achieved or very likely to be achieved by 2015/on track 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if changes are made 0 = no progress or deterioration/off track	Secondary	GoB (2007) UNDP Bangladesh website	1	1
	e) Progress made towards the MDG drinking water and sanitation target 1 = target already achieved or very likely to be achieved by 2015/on track. 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if some changes are made 0 = no progress or deterioration/off track	Secondary	GoB (2007) GoB (2008b) GoB (2013b)	0.5 to 1 (depending on whether arsenic contamination is taken into account)	0.5 to 1 (depending on whether arsenic contamination is taken into account)

	f) Progress made towards the MDG target on elimination of gender disparity in primary and secondary education 1 = target already achieved or very likely to be achieved by 2015/on track. 0.5 = progress insufficient to reach the target if prevailing trends persist/possible to achieve if some changes are made 0 = no progress or deterioration/off track	Secondary	GoB (2007) GoB (2008b) GoB (2013b)	1	1
Adequacy of government human resources to achieve food security and nutrition targets	a) Adequacy of government human resources dedicated to FSN at the national level 1 = adequate number of staff 0 = insufficient number of staff (constraining factor)	Primary	Expert opinion survey	0	0
	b) Adequacy of government human resources dedicated to FSN at subnational level 1 = adequate number of staff 0 = insufficient number of staff (constraining factor)	Primary	Expert opinion survey	0	0
	c) Extension staff coverage 1 = adequate number of male and female agricultural extension staff and adequate geographical coverage 0 = insufficient number of male and female agricultural extension staff and/or inadequate geographical coverage (constraining factor)	Primary	Expert opinion survey and Karim <i>et al.</i> (2009)	0	0
	d) Dedicated human resources for effective ⁴³ gender mainstreaming in food and nutrition responses 1: gender focal point(s) effectively working on food and/or nutrition security located in sector ministry/ministries 0: no gender focal point(s) effectively working on food and/or nutrition security located in sector ministry/ministries	Primary	Expert opinion survey KfW Bankengruppe (2006)	0.5 ⁴⁴	0.5 ⁴⁵

⁴³ Effectiveness has been added from the original tool because having gender focal points that do not succeed in mainstreaming this agenda into food and nutrition responses is of little use.

⁴⁴ Half a point was given for the presence of focal points. Their effectiveness in mainstreaming gender into food and nutrition responses, however, is not clear.

⁴⁵ See footnote above.

<p>Adequacy of food security/ nutrition knowledge enhancement efforts</p>	<p>a) Adequacy of food security/nutrition knowledge enhancement efforts for national staff 1 = strong knowledge enhancement efforts of staff related to food security and/or nutrition (3 of 3 criteria apply)* 0.5 = moderate knowledge enhancement efforts of staff (1 or 2 criteria apply) 0 = weak to no staff capacity building efforts related to food security/nutrition</p> <p>*Criteria: -regular possibilities for staff to attend training courses, seminars, conferences, workshops, etc. that focus on FSN knowledge enhancement efforts include training/sessions on gender and social vulnerabilities related to FSN; - knowledge enhancement opportunities target a wide group of government staff involved in FSN</p>	<p>Primary</p>	<p>Expert opinion survey</p>	<p>0</p>	<p>1</p>
	<p>b) Adequacy of food security/nutrition knowledge enhancement efforts for subnational staff 1 = strong knowledge enhancement efforts for staff related to food security and/or nutrition (3 of 3 criteria apply)* 0.5 = moderate knowledge enhancement efforts for staff (1 or 2 criteria apply) 0 = weak to no staff capacity building efforts related to food security/nutrition</p> <p>See criteria above</p>	<p>Primary</p>	<p>Expert opinion survey</p>	<p>0</p>	<p>0</p>
<p>Effective and efficient resource use</p>	<p>a) Government Effectiveness Index: score is based on the World Bank Government Effectiveness Index (GEI), which uses a scale of -2.5 to +2.5 with higher scores corresponding to better governance. Value is based on a non-proportionate 4 point grading scale of GEI 1 = strong governance (GEI = +1.25 to +2.5) ⅔ = moderate governance (GEI = 0 to +1.25) ⅓ = inadequate governance (GEI = < 0 to -1) 0 = weak governance (GEI = < -1)</p>	<p>Secondary</p>	<p>World Bank Statistics</p>	<p>1/3 (2006)</p>	<p>1/3 (2011)</p>

	<p>b) Control of corruption: score is based on the World Bank estimate of control of corruption, which uses a scale of -2.5 to +2.5 with higher scores corresponding to better control. Value is based on a non-proportionate 4 point grading scale:</p> <p>1 = strong control (+1.25 to +2.5) $\frac{2}{3}$ = moderate control (0 to +1.25) $\frac{1}{3}$ = inadequate control (GEI = < 0 to -1) 0 = weak control (GEI = < -1)</p>	Secondary	World Bank Statistics	0 (2007)	1/3 (2011)
Total weighted score				1.1-1.2	1.6-1.8

Annex 9. Country commitment and capacity profile – indicators and related scores for dimension 3 (governance, collaboration mechanisms and partnerships)

Indicators	How it is measured	Data type	Data source	2005	2013
Existence of high-level FSN policy- setting mechanism involving relevant ministries and public institutions	This is a yes/no indicator – either a high-level inter-ministerial FSN unit exists or not. Yes = 1; No = 0	Primary	Expert opinion survey	1	1
Accountability mechanism	1 = strong independent national human rights institution/s addressing violations of the Right to Food (3 of the 3 criteria apply)* 0.5 = moderate independent national human rights institution addressing violations of the Right to Food (1 or 2 of the criteria apply) 0 = weak or no independent national human rights institution addressing violations of the Right to Food *Criteria: - citizens can successfully file cases before court - citizens make recommendations to government - realization of the RtF in-country is monitored	Primary	Expert opinion survey	0	0
Existence of highly functional governmental coordination mechanisms to address FSN	a) Existence of governmental coordination mechanisms to address FSN at the national level: 1 = governmental coordination mechanism exists; 0 = no governmental coordination mechanism exists; x = coordination mechanism exists but is set up and managed by humanitarian/development partners (not the government)	Primary	Expert opinion survey	1	1
	b) Level of functionality of national-level governmental coordination mechanism (only if national-level governmental coordination mechanism exists) 1 = strong functioning coordination mechanism (at least 5 out of the 8 criteria currently apply) 0.5 = moderate functioning mechanism (3 to 5 of the criteria apply) 0 =weak functioning (less than 3 criteria apply) *Criteria: -it has a clear mandate -it holds regular meetings -all members actively participate in meetings and decision-making and contribute to the dialogue -the coordination mechanism has an adequate number of human resources -it has adequate financial resources allocated to the functioning of the coordination system	Primary	Expert opinion survey	0	1

	-it has regular information exchange -it engages in national food security policy/programme formulation -it has power over its stakeholders to enforce recommendations and hold them accountable				
	c) Existence of governmental coordination mechanisms to address FSN at the subnational level: 1 = governmental coordination mechanisms exist 0 = no governmental coordination mechanisms exist x = coordination mechanisms exist but they are set up and managed by humanitarian/development partners (not the government)	Primary	Expert opinion survey	1	1
	d) Level of functionality of subnational level governmental coordination mechanism (only if subnational level governmental coordination mechanism exists) 1 = strong functioning coordination mechanism (at least 5 out of the 8 criteria currently apply) 0.5 = moderate functioning mechanism (3 to 5 of the criteria apply) 0 = weak functioning (less than 3 criteria apply) Criteria: see b)	Primary	Expert opinion survey	0	0
Multistakeholder participation and civil society engagement	a) Representation of different stakeholders, including civil society: score is based on expert opinion survey with the following values (only if national coordination mechanism exists) 1 = the coordination mechanism has a strong representation of different stakeholders (government, NGO, research, and/or development partners), including civil society 0.5 = moderate representation – no representation of civil society 0 = low representation of different stakeholders – no representation of civil society	Primary	Expert opinion survey	0	0.5
	b) Representation of different sectors: score is based on expert opinion survey with the following values (only if national coordination mechanism exists) 1 = the coordination mechanism has a strong representation of different sectors, including agriculture, health/nutrition, social protection and organizations with a mandate in gender equality and FSN 0.5 = moderate representation (nutrition, social protection and/or organizations with mandate in gender equality and FSN is not represented) 0 = low representation of different sectors (a few sectors)	Primary	Expert opinion survey	0	1
Total weighted score				1.5	2.5

Annex 10. Representation of different sectors in government food security coordination groups

	Ministries and Divisions represented in the Thematic Teams ⁴⁶	Ministries and Divisions represented in the Food Policy Working Group ⁴⁷	National Committee ⁴⁸	Members of the Food Policy Monitoring Committee (FPMC) ⁴⁹
Team on food availability	FPMU, Ministry of Food Bangladesh Chemical Industries Corporation, Ministry of Industry Ministry of Agriculture Food Division, Ministry of Food Ministry of Fisheries and Livestock Ministry of Water Resources	Food Division, Ministry of Food Finance Division, Ministry of Finance ERD, Ministry of Finance IMED, Ministry of Planning GED, Ministry of Planning Crop Wing, AWRRRI Department, Planning Commission	Minister Ministry of Food Secretary, Ministry of Finance Secretary, Economic Relations Division Secretary, Ministry of Health and Family Welfare Secretary, Ministry of Agriculture Secretary, Ministry of Fisheries and Livestock	Minister of Food and Disaster Management Minister of Finance Minister of Agriculture Ministry of Local Government and Rural Development & Cooperatives Minister of Commerce Economic Advisor to Prime Minister Secretary, Cabinet Division
Team on food access	FPMU, Ministry of Food Disaster Management and Relief, Ministry of Food Ministry of Social Welfare Local Government Division, Ministry of Local Government and Rural Development & Cooperatives Rural Development Cooperatives Division, Ministry of Local Government and Rural Development & Cooperatives	Fisheries and Livestock Wing, Planning Commission Health Wing, SEI, Planning Commission Agriculture Wing, BBS, Ministry of Planning Statistics and Information Division, BBS, Ministry of Planning Ministry of Agriculture Food Availability, FPMU, Ministry of Food Food Access, FPMU, Ministry of Food Food Utilization, FPMU, Ministry of Food	Secretary, Ministry of Water Resources Secretary, Ministry of Disaster Management and Relief Secretary, Ministry of Food Secretary, Implementation Monitoring and Evaluation Division, Ministry of Planning Members from the Planning	Secretary, Finance, Ministry of Finance Secretary, Agriculture, Ministry of Agriculture Secretary, Food Division, Ministry of Food Secretary, Ministry of Disaster Management and Relief Secretary, Planning Division

⁴⁶ From GoB (2013a)

⁴⁷ Drawn from Romano & Ahbab (January 2013)

⁴⁸ From GoB (2013a)

⁴⁹ From the MoFDM website: http://www.fd.gov.bd/English/index.php?option=com_content&view=article&id=76:committee&catid=36:link-build-up&Itemid=85

<p>Team on food utilization</p>	<p>FPMU, Ministry of Food Ministry of Primary and Mass Education Institute of Public Health and Nutrition, Ministry of Health and Family Welfare Ministry of Women and Children Affairs Local Government Division, Ministry of Local Government and Rural Development & Cooperatives</p>	<p>Management Information and Communication, FPMU, Ministry of Finance FPMU, Ministry of Finance</p>	<p>Commission (General Economics Division and Agriculture, Water Resources and Rural Institutions Division) Vice Chancellor of BAU Executive Chairman of BARC President of FBCCI Mission Director of USAID Representative of FAO DG of BIDS Country Director of World Bank Chief of Party of IFPRI</p>	<p>Secretary, Internal Resources Division, Ministry of Finance. DG FPMU</p>
<p>Team of data exchange</p>	<p>FPMU, Ministry of Food Department of Agriculture Extension, Ministry of Agriculture BBS Department of Agriculture Marketing, Ministry of Agriculture DG Food, Ministry of Food Implementation Monitoring and Evaluation Division, Ministry of Planning Finance Division, Ministry of Finance</p>			

Annex 11. Country commitment and capacity profile – indicators and related scores for dimension 4 (evidence-based decision-making)

Indicators	How it is measured	Data type	Data source	2005	2013
Existence of a highly functional and comprehensive national FSN information system	a) Existence of national FSN information system: 1 = governmental national FSN information system exists 0 = no governmental national FSN information system exists x = national FSN information system exists but is managed by development partners (not the government)	Primary	Expert opinion survey	0	0.5 ⁵⁰
	b) Adequacy of human resources and technical capacities dedicated to the functioning of the information system: score is based on <i>expert opinion survey</i> with the following values (only if government FSN information system exists): 1 = adequate number of staff with relevant know-how is dedicated to the functioning of the system 0.5 = adequate number of staff but technical knowledge is inadequate 0 = limited number of staff and/or relevant knowledge is constraining factor	Primary	Expert opinion survey	n.a.	0
	c) Adequacy of financial resources dedicated to the functioning of the information system: score is based on <i>expert opinion survey</i> with the following values (only if system exists) 1 = adequate financial resources allocated to the functioning of the system 0.5 = financial resources allocated to the system are insufficient 0 = limited financial resources are a constraining factor for the functioning of the system	Primary	Expert opinion survey	n.a.	0
	d) Level of comprehensiveness: score is based on <i>expert opinion survey</i> with the following values (only if system exists): 1 = comprehensive information system (5 of the 5 criteria apply) 0.5 = incomplete information system (3 to 4 of the criteria apply) 0 = weak information system (less than 3 of the criteria apply) *Criteria: - regular update of information - covers different dimensions of food security - covers underlying causes of food security and malnutrition	Primary	Expert opinion survey	n.a.	0.5

⁵⁰ The information system being developed by the FPMU is still under construction but some parts are already operational, hence the score given.

	- identifies and describes the food insecure and vulnerable groups - socio-economic data is gender-disaggregated to the extent possible				
	e) Level of use by different stakeholders: score is based on <i>expert opinion survey</i> with the following values (only if system exists): 1 = different stakeholders make use of the information system for their FSN planning and programming 0 = different stakeholders make limited to no use of the information system for their FSN planning and programming	Primary	Expert opinion survey	n.a.	0.5 ⁵¹
	f) Occurrence of regular comprehensive FSN assessments: score is based on <i>expert opinion survey</i> : 1 = government conducts FSN assessments on a regular basis (at least annually or biannually) ¾ = government conducts only food security assessments regularly; nutrition assessments are lacking/undertaken only sporadically or vice versa ½ = government conducts food and/or nutrition assessments sporadically 0 = government has not conducted food and nutrition assessments in the last 5 years x: FSN assessments are conducted on a regular basis by development partners (not the government)	Primary	Expert opinion survey	1/3	1/3
Existence of a highly functional mapping system of FSN action	a) Existence of national system to track or map actions on FSN: 1 = governmental national FSN mapping system exists 0 = no governmental national FSN mapping system exists x = national FSN mapping system exists but managed by development partners (not the government)	Primary	Expert opinion survey	0	1
	b) Adequacy of government human resources and technical capacities dedicated to the functioning of the mapping system: score is based on <i>expert opinion survey</i> with the following values (only if government mapping system exists): 1 = adequate number of staff with relevant know-how dedicated to the functioning of the system 0.5 = adequate number of staff but technical knowledge is inadequate 0 = limited number of staff and/or relevant knowledge is a constraining factor	Primary	Expert opinion survey	n.a	0
	c) Adequacy of government financial resources dedicated to the functioning of the mapping system: score is based on expert opinion survey with the following	Primary	Expert opinion survey	n.a	0

⁵¹ A 0.5 score has been allocated given the widespread use of what is currently available through the system, even though it is still under construction.

	<p>values: 1 = adequate financial resources allocated to the functioning of the system 0.5 = financial resources allocated to the system are insufficient 0 = limited financial resources are a constraining factor for the functioning of the system</p>				
	<p>d) Level of comprehensiveness: score is based on <i>expert opinion survey</i> with the following values (only if mapping system exists): 1 = comprehensive mapping system (4 of the 4 criteria apply)* 0.5 = incomplete mapping system (2 to 3 of the criteria apply) 0 = weak mapping system (less than 2 of the criteria apply)</p> <p>* Criteria: - national coverage - all ongoing FSN interventions are included - information on financial resources is included - gender-disaggregated information on resource allocation to specific target groups is included</p>	Primary	Expert opinion survey	n.a.	0.5
	<p>e) Level of use by different stakeholders: score is based on <i>expert opinion survey</i> with the following values (only if government mapping system exists): 1 = different stakeholders make use of the mapping system for their FSN planning and programming 0 = different stakeholders make limited to no use of the mapping system for their FSN planning and programming</p>	Primary	Expert opinion survey	n.a.	1
Existence of a highly functional government structure for regular monitoring and evaluation of FSN policies/ strategies and national programmes	<p>a) Existence of government structures for regular monitoring and evaluating of food security responses. Either a government structure for monitoring/ evaluation of FSN exists or not. Value assigned as follows: Yes = 1; No = 0</p>	Primary	Expert opinion survey	0	1
	<p>b) Adequacy of government human resources and technical capacities dedicated to the monitoring/evaluation structure: score is based on <i>expert opinion survey</i> with the following values (only if government structure for monitoring/evaluation exists): 1 = adequate number of staff with relevant know-how is dedicated to monitoring/evaluation 0.5 = adequate number of staff but technical knowledge is inadequate 0 = limited number of staff and/or relevant knowledge is a constraining factor</p>	Primary	Expert opinion survey	0	0

	<p>c) Adequacy of government financial resources dedicated to the monitoring/evaluation structure: score is based on <i>expert opinion survey</i> with the following values (only if government structure for monitoring/evaluation exists): 1 = adequate financial resources allocated to the functioning of the structure 0.5 = financial resources allocated to the structure are insufficient 0 = limited financial resources are a constraining factor</p>	Primary	Expert opinion survey	0	0
	<p>d) Occurrence of integrated impact analysis of shocks on FSN: score is based on <i>expert opinion survey</i> with the following values: 1 = government monitors impacts of shocks (like price increases of staple crops) on FSN status and identifies vulnerable groups $\frac{3}{4}$ = government monitors impacts of shocks on food security only (not nutritional status) $\frac{1}{2}$ = government monitors impacts of shocks on food and/or nutrition security only sporadically 0 = no monitoring of impacts of shocks on FSN x: impacts of shocks (like price increases of staple crops) on food security and/or nutritional status are monitored by development partners, not by the government</p>	Primary	Expert opinion survey	1	1
	<p>e) Occurrence of evaluations of government FSN responses: score is based on <i>expert opinion survey</i>, using the following values: 1 = government is organizing independent evaluations to learn from its FSN responses and inform decision-making 0.5 = independent evaluations of government FSN responses are conducted only sporadically. 0 = no independent evaluations of FSN responses have been carried out in the last 10 years</p>	Primary	Expert opinion survey	0.5	0.5
	<p>f) Level of use by different stakeholders: score is based on <i>expert opinion survey</i> with the following values (only if government structure for monitoring/evaluation exists): 1 = different stakeholders make use of the monitoring/evaluation data for their FSN planning and programming 0 = different stakeholders make limited to no use of the monitoring/evaluation</p>	Primary	Expert opinion survey	0	0.5 ⁵²

⁵² Some use is reported although there is a lot of scope for improving its frequency.

	data for their FSN planning and programming				
Uptake of relevant information and analysis for decision-making for designing/ updating policies and programmes	<p>1 = government makes active/regular use of food security data for informed decision-making purposes</p> <p>0.5 = government makes moderate/occasional use of food security data for informed decision-making purposes</p> <p>0 = government makes limited use of food security data for informed decision-making purposes</p>	Primary	Expert opinion survey	0	0.5
Total weighted score				0.22	2.31

Annex 12. Activities listed in the NFPCSP work plan

PHASE 1

OUTCOME 1: increase the capacity of the FPMU and the members of the TRTs to perform their functions associated with the implementation of the National Food Policy

Activity 1.1. Refurbishment/ equipment of FPMU

Activity 1.2. On-site training

Activity 1.3. Secretariat and analytic work

- FPMU/TRT work plan development
 - Development/finalization and approval of the NFP Plan of Action
 - NFP PoA monitoring, policy analysis and advice
 - Establishing an effective knowledge management system
- Activity 1.4. Training abroad

OUTCOME 2: improved research and dialogue in civil society to inform and enrich the implementation of the National Food Policy

Activity 2.1: formation of the Research Grant Scheme Panel

Activity 2.2: preparation of research needs digests

Activity 2.3: dialogue within civil society

Activity 2.4: inception seminar

Activity 2.5: awarding research grants

Activity 2.6: benchmark survey of food security research

Activity 2.7: facilitation of CF and PR research and of dialogue within CS and GoB

Activity 2.8: evaluation of civil society research institutions

PHASE 2

OUTCOME 1: strengthen the capacity of the FPMU to monitor food security and provide immediate policy support

Output 1: institutional and managerial capacities of FPMU enhanced

Activity 1.1 Assess institutional capacities

Activity 1.2 Support organizational management

Activity 1.3. Support information and knowledge management

- Plan for information and knowledge management development
- Strengthen FSN data management
- Establishment of a documentation centre and access to electronic resources
- Upgrade NFPCSP/FPMU website

Activity 1.4 Support training on IT use and basic communication skills

Output 2: technical capacities of FPMU enhanced

Activity 2.1 Provide on-the-job training in food security monitoring and policy analysis

Activity 2.1.1 Support FPMU monitoring reports

- Support the coordination/ preparation of NFP PoA monitoring reports
- Preparation of advisory notes/papers

Activity 2.2 Support short-term specialized training on food security monitoring and policy analysis

Activity 2.3 Support long-term training on food security and policy analysis

- Postgraduate training abroad
- Establishment of a national postgraduate programme on food security and policy analysis

Output 3: contributions of partner ministries to FPMU's work are enhanced

Activity 3.1 Facilitate interministerial collaboration on the monitoring of the NFP PoA

Activity 3.2 Facilitate other collaborations

OUTCOME 2: capacity of FPMU to provide research-based policy guidance on medium- and long-term issues strengthened

Output 4: MT/LT food security research undertaken in support of FPMU's work

Activity 4.1 Revise research guidelines

Activity 4.2 Facilitate the formulation of FPMU research agenda tailored to GoB priorities

Activity 4.3 Prepare TOR for research studies

Activity 4.4 Call for proposals and select research proposals

Activity 4.5 Monitor/facilitate research

Output 5: food security policy issues regularly debated between GoB and main stakeholders

Activity 5.1 Consultations on research findings and food policy issues

Activity 5.2 Contribute to the FSN security debate and inform the interventions of DPs

- Facilitation/inputs into FS debates
- Inputs into DPs programmatic activities

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