

# Mid-term Review of BDRCS/IFRC/ARC CS-WASH program



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Photo: Woman from Baladanga village in Gopalganj district with her Chari filter used for filtering iron from water.

## ACRONYMS

ARCS	Australian Red Cross Society
BDRCS	Bangladesh Red Crescent Society
CDI WASH	Community Development Initiative Water and Sanitation Hygiene
CIC	Community Information Centre
CS WASH	Civil Society Water and Sanitation Hygiene
CHAST	Children Hygiene and Sanitation Training
CO	Country Office
CDC	Community Development Committee
CDRT	Community Disaster Response Team
CPC	Community Program Committee
CSP	Community Service Providers
DO	District Office (of a government department)
DoEE	Department of Education Engineering (Bangladesh)
DoE	Department of Education (Bangladesh)
DFAT	Department of Foreign Affairs and Trade (Australia)
DPHE	Department of Public Health Engineering (Bangladesh)
DSW	Department of Social Welfare (Bangladesh)
DoWA	Department of Women's Affairs (Bangladesh)
IFRC	International Federation of Red Cross and Red Crescent Societies
LBS	Look Back Study
MTR	Mid-term Review
PHAST	Participatory Hygiene and Sanitation Transformation
PRT	Program Reporting Template
SanMark	Sanitation marketing
ToC	Theory of Change
UP WASH	Union Parishad Water and Sanitation Hygiene Committee
WASH	Water, sanitation and hygiene

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## 1. Executive Summary

The Community Development Initiative 2 (CDI 2) - WASH program – also referred to as the Civil Society Water and Sanitation Hygiene (CS WASH) program targets 23,000 people (or 1600 households), including 13,000 school children in Rangpur and Gopalganj districts, who face increased levels of vulnerability living in flood-prone and arsenic-affected areas.

This midterm review is intended to help the Bangladesh Red Crescent Society continue to improve its work and document the program's relevance and effectiveness and identify lessons for improving programming and ensuring sustainability after project completion.

Taking place in September 2016, the review methodology consisted largely of focus group discussions with findings from these discussions triangulated during key informant interviews and field visits.

Overall the review found good progress has been made in improved hygiene and sanitation in the communities visited, and the program's Theory of Change is considered relevant and is being realised to a considerable degree. In addition, new and strong relationships have been cultivated between communities and local government representatives, and the relationships between BDRCS and government departments has also been strengthened.

As a second phase of the earlier CDI WASH program, communities expressed positive views about the continuation of water, sanitation and hygiene activities in the CS WASH program, although the absence of key elements such as livelihoods development from the earlier iteration were missed by communities.

One of the areas recommended for immediate action is communication particularly between BDRCS headquarters and its district units as well as with the communities and other stakeholders as a means of managing expectations of the program and mobilising social capital within communities to realise total sanitation in each village. A communications strategy would also go a long way in encouraging community-led monitoring of key elements of change.

Other recommendations for immediate action included fast-tracking relationships with microfinance institutions, reviewing payment processes for community service providers, rectifying identified issues with disabled latrines and developing a more robust monitoring framework for the duration of the program.

During the review areas to consider for future programming were identified, such as, earlier involvement of relevant government departments in the design phase; revisiting the concept of fully subsidising latrines given Bangladesh's successful history of improving sanitation without subsidies and; consider some form of long-term institutional collaboration with iDE – the project partner on sanitation marketing - to support the emerging capacity within Bangladesh Red Crescent Society in social marketing.

## 2. Introduction

The Director of Community Development at Bangladesh Red Crescent Society (BDRCS), commissioned this Mid-term Review (MTR) to uphold the BDRCS commitment to quality assurance and to a culture of lesson learning during program implementation. The MTR reviews BDRCS' and its partners' implementation of the Civil Society Water Sanitation Hygiene (CS WASH) program in the districts of Rangpur and Gopalganj.

In addition to good programming, the inability of the Australian Department of Foreign Affairs and Trade (DFAT)-funded Monitoring, Evaluation Review Panel (MERP) to visit Bangladesh to conduct a review in the first two years of the program due to security concerns, prompted the national society, with its partners, Australian Red Cross (ARC), the International Federation of Red Cross and Red Crescent Societies (IFRC) country office and iDE to conduct this mid-term review.

The review adheres to the IFRC Evaluation Standards including an examination of evaluation criteria: relevance and effectiveness. As per the Terms of Reference (Annex 2), special attention is given to the extent to conditions for sustainability of the outcomes of the program.

The MTR is intended to help the BDRCS continue to improve its work, and contribute to organisational learning. The review findings will be shared with program partners, IFRC country office, ARC and iDE Bangladesh to improve delivery on sustainable program outcomes during the remaining two years of the program.

## 3. Background & Context

### 3.1 CS WASH in BD

The Community Development Initiative 2 (CDI 2) - WASH program – also referred to as the Civil Society Water and Sanitation Hygiene (CS WASH) program - is an expansion of the CDI 1<sup>1</sup> program that enabled vulnerable individuals and communities in targeted areas to address their WASH related needs as part of a broader resilience-focussed program - including components such as shelter, livelihoods, education and disaster risk reduction in the program design. The CS WASH program is centred on a demand driven, participatory and sustainable approach tailored to specific vulnerabilities and the local context.

Concurrently, the program engages government and other stakeholders principally at district level. This approach enables key government departments' participation throughout the full project cycle, while building capacity of Bangladesh Red Crescent Society (BDRCS) at volunteer, branch and headquarters levels.

The program targets 23,000 people (or 1600 households), including 13,000 school children in Rangpur and Gopalganj districts, who face increased levels of vulnerability living in flood-prone and arsenic-affected areas. WASH activities include hygiene promotion, water testing training, sanitation marketing activities leading to latrine construction, water supply provision and water resources management.

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<sup>1</sup> The CDI 1 was implemented from May 2010 – June 2010 implemented in 4 districts (Natore, Magura, Kishitia and Nilphamari) targeting 10,000 beneficiaries

Children, women and people with disability are targeted to ensure equitable access to basic WASH facilities. To achieve the project outcomes, the project works with DPHE<sup>2</sup>, Union Parishads<sup>3</sup>, Bangladesh Betar<sup>4</sup>, public school and madrasah<sup>5</sup> teachers, student leaders, community volunteers, commercial and finance service providers. The CS WASH program is designed to engage these groups as change agents and provides a range of technical and training support as well as materials to enable them to reach and deliver support to target beneficiaries. As locally based change agents, the expectation of the program is that they will also become an informal community of good practice that will continue supporting behavioural change in hygiene practices following program completion.

### 3.2 The working environment in Bangladesh

The project is implemented in two districts, Rangpur and Gopalganj. Rangpur is a northern district of Bangladesh with a population of 2,534,365 – 90 per cent of whom are Muslims. It lies on the bank of the Ghaghat River. Its climate is generally marked with monsoons, high temperature, considerable humidity and heavy rainfall. It is well connected by highways and railway links to Dhaka. Gopalganj is one of the districts under the Dhaka division, located southwest from the capital. It is an agricultural area producing rice, jute, sugar cane and ground nut. It has a population of 1,172,415 – 50 per cent Muslims and 45 per cent Hindu.

Diarrhoeal diseases constitute a major health problem in Bangladesh, killing over 100,000 children each year ([www.water.org/country/Bangladesh](http://www.water.org/country/Bangladesh)) and there is a rich history of international development WASH projects in Bangladesh. In terms of water supply quality there are well documented issues around high mineral content. In fact, 20 million people in Bangladesh are still drinking water contaminated with arsenic with 43,000 people reported to die each year from arsenic related illness. ([www.hrw.org](http://www.hrw.org) / [www.unicef.org/bangladesh/arsenic.pdf](http://www.unicef.org/bangladesh/arsenic.pdf))

This arsenic contamination is present in the program areas of the CS WASH program as well as high iron content which although less detrimental to health is still significantly high and leads to non-use of these water sources by users. Bangladesh is also considered the first country to successfully incorporate Community Led Total Sanitation (CLTS), which is a 100 per cent non-subsidy approach, to produce open defecation free (ODF) communities. Prior to this a less successful subsidised approach by Government of Bangladesh is also well documented. Such is the rich history of WASH implementation, an NGO forum has since the 1980s been an influential standard bearer of guidelines for implementation of WASH projects for the international community. Recent research on hygiene revealed that most people in Bangladesh have knowledge about hygienic behaviour, but very few people practice it. The districts in which the project operates is typical of these conditions.

### 3.3 The Look Back Study (LBS)

A LBS was carried out in 2015 by La Trobe University, of the CDI project preceding this CS WASH program and a total of seven recommendations were made in regards to future implementation of WASH programs. While most of the recommendations were purely

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<sup>2</sup> Department of Public Health and Engineering

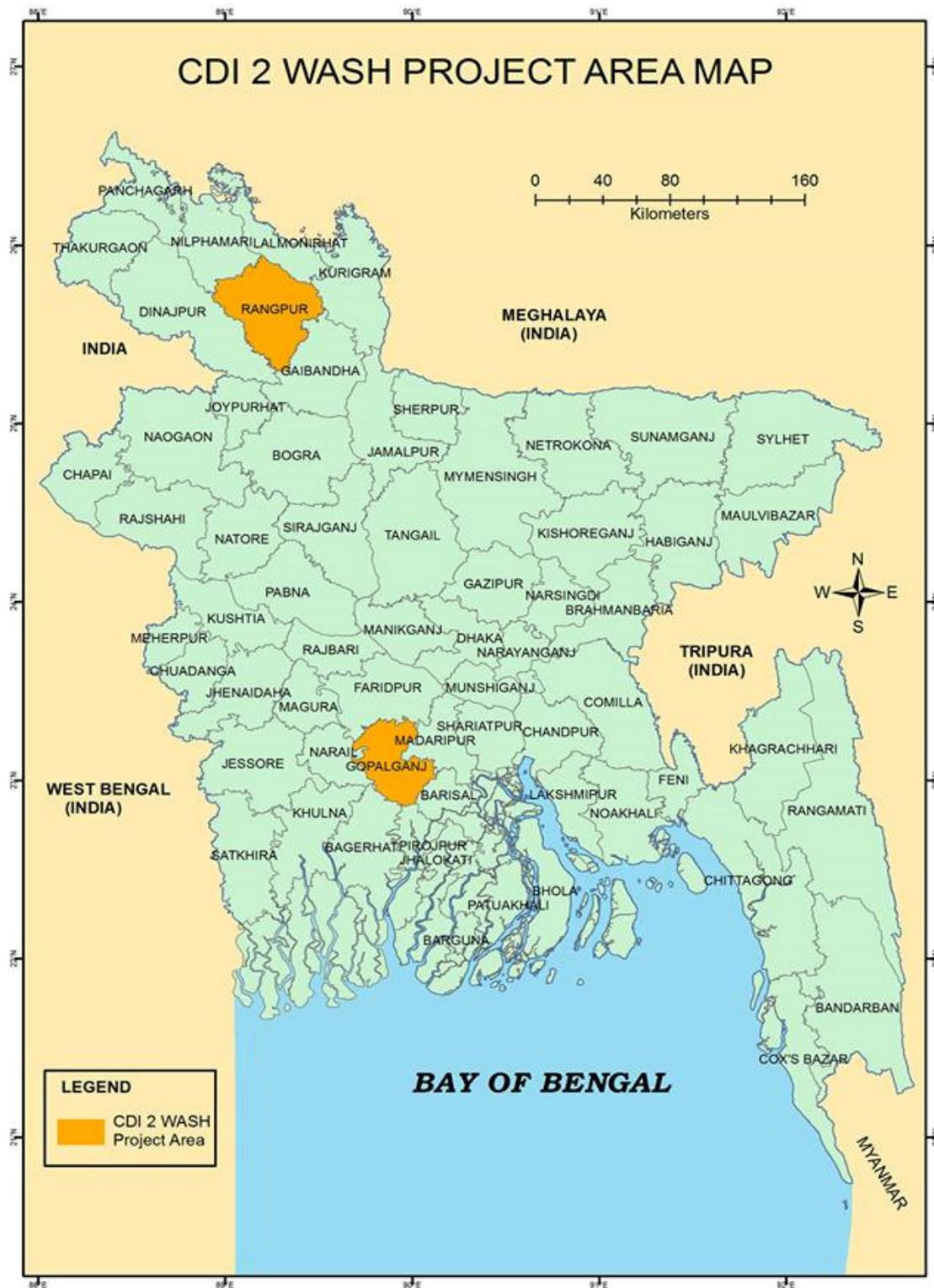
<sup>3</sup> Or Union Councils, are the smallest rural administrative and local government units in Bangladesh

<sup>4</sup> Government Community Radio

<sup>5</sup> Islamic religious schools

administrative, two were technically relevant to the field visit, e.g. testing and marking of boreholes and participatory monitoring.

A management response was developed in direct connection to the LBS and where applicable, reflection has been given within the MTR, as to the progress of those recommendations and actions.



## 4. Mid-term Review Methodology and Approach

The purpose of the review, as specified in the Terms of Reference (ToR) (Annex 2), was to document the program's relevance and effectiveness and identify lessons for improving programming and ensuring sustainability after project completion.

The mid-term review (MTR) took place in September and all of the MTR team was in country from 18-27 September 2016. This was at a time just after religious celebration of *Eid Al-Adha* when people were still returning to work from a week's public holiday.

### 4.1 Overall approach

The evaluation team conducted the evaluation in accordance with the Fundamental Principles of the Movement. Additionally, the evaluation methodology conformed to the evaluation standards and applicable practices outlined in the IFRC Framework for Evaluation and DFAT evaluation guidelines.

### 4.2 Scope of the evaluation

**Institutional:** The BDRCS is the main focus of the review, in particular, coordination and interaction with government departments and the IFRC as it pertains to program delivery.

**Geographical:** The review is focused on the program implementation districts of Rangpur (communities of Padmapukur and Nagirdhighar) and Gopalganj (communities of Baladanga and Tebari).

**Operational:** The focus will be on the delivery of the program's theory of change and what lessons can be learned for the remainder of the program implementation period.

**Time:** The review covers the period from the date of the start of program implementation (May 2014) up to and including activities during this review (September 2016).

### 4.3 Methodology

The methodology will adhere to the IFRC Framework for Evaluations and the DFAT guidelines. The core themes considered within the MTR will be as follows:

- The realisation of the project's theory of change.
- The efficiency and effectiveness of the program management tools and processes.
- The likelihood change will be sustained after the project e.g. changes in local capacity and longer-term and wider effects of social, economic, technical, and environmental effect on individuals, groups, communities, and institutions.

The MTR team included members of Bangladesh Red Crescent Society (BDRCS) and the International Federation of Red Cross and Red Crescent Societies (IFRC) with limited prior evaluation experience, therefore the approach to the MTR was to also build review/evaluation capacity among the team members using a *learning-by-doing* approach.

This was manifested largely through the focus group discussions which were facilitated by the BDRCS, IFRC and iDE team members in their local language, Bangla, following an earlier preparation session with experienced MTR team members. The findings from the focus group discussions were translated by the facilitators and shared with other members of the team for triangulation during key informant interviews and field visits.

#### 4.4 Limitations of the review

Due to constraints in timing and funding, limited numbers of key informant interviews were possible as were extended periods in the communities. The primary source of the information collected was the focus group discussion in each location where groups were determined according to their role in the project, e.g. government, community service providers, etc. At community level there was limited or no separation of men and women during discussions nor between the different age groups.

A second limitation was the lack of independent translators, including a female translator – translation was provided by members of the review team.

### 5. Review Findings

Overall the review found good progress has been made in improved hygiene and sanitation in the communities visited. In addition, relationships between the communities and local government representatives as well as between BDRCS and government departments has been strengthened.

Typically, BDRCS is recognised as a leading agency in relief and recovery operations in disasters and therefore the exposure of BDRCS tends to be limited to those areas prone to cyclones, tidal surges, floods and other disaster events. The CS WASH project has provided an opportunity for BDRCS work with communities with limited earlier exposure to their non-disaster-focussed activities, building a stronger volunteer base and greater capacity in the BDRCS unit offices in these districts.

As a second phase of the earlier CDI WASH program, communities expressed positive views about the continuation of water, sanitation and hygiene activities in the CS WASH program, although the absence of key elements such as livelihoods development from the earlier iteration have been missed by communities.

While not a specific outcome area of the CS WASH program, menstrual hygiene was raised in discussions with communities. Issues such as availability and affordability of sanitary pads were highlighted, further discussed below, and there maybe scope to address these issues within the remaining program implementation period and/or in the menstrual hygiene management program jointly managed by Australian Red Cross and BDRCS.

One of the areas requiring further improvement is communication between BDRCS headquarters and its district units as well as with the communities and other stakeholders. While the hygiene promoters and community based disaster response teams are active in the community and provide a good conduit between BDRCS and the community, during this review there were a number of mixed messages (and expectations) about the scope of the CS WASH program.

Outlined below are the findings from the focus group discussions, key informant interviews and walk-throughs of four communities visited.

## 5.1 Realisation of the project's theory of change

Feedback from the key informant interviews and focus group discussions suggests that key messages on water and sanitation and hygiene have been understood by the target groups (change agents) resulting in a change in behaviour with communities reporting a decrease in diarrhoeal disease. Strong social cohesion bonds within the community facilitate the dissemination of key hygiene messages between direct and indirect targets of the program.

The significance of the drop in illness in the community has been offered up by individuals as a reason to continue good hygiene practices as well as maintain and drink safe water. The resulting increase in income (i.e. from not spending money on medicines or travel to the doctor or medical service) has acted as a strong motivator for communities to continue with program activities. There was not time available to triangulate this feedback from community with any available epidemiological data, however, it may be useful to do so and share this information with the communities.

Walk-throughs in the communities showed that the safe drinking water boreholes had been tested and clearly marked for drinking or other uses and family latrines were clean with soap present and in some toilets there was also toilet cleaning liquid and brush. Solid waste management is encouraged through the creation and use of a composting pit and this was observed at several households during the community visits.

Improved bathing and good hygiene behaviours were disseminated, adopted and practiced with a large group of schoolboys in Rangpur. They were able to recite the five key times to wash hands when asked. Teachers also declared that they were now leading by example as they too had learnt good hygiene behaviours, for example clipping nails.

Parents' forums are attended by up to 80 per cent of parents / guardians according to the school management committee members. When school headmasters and teachers were further questioned about the attendance at these forums, there was agreement that forums were excellent in building community relationships with the school as even people without children at school attend, although the proportion was not clear. It was also mentioned, at district level, that communities have benefitted from CHAST in schools outside of the targeted communities.

Schools have already noticed increases in school attendance by girls and this has been attributed, by the teachers and girls, to the availability of latrines in schools with facilities to manage menstrual hygiene. Disposal of sanitary pads does not seem to be undertaken well at this time with inspection of MHM disposal boxes at the rear of the latrines indicating that some drainage is required because the pads are rinsed by the girls prior to disposal. Further management of the sanitary pad is unclear with disposal by burying or burning of used pads offering limited feasibility.

In addition, the apparent advocacy of sanitary pads over cloth (inadvertently or not) is promulgating class distinctions as many girls from poor families cannot afford (or regularly afford) sanitary pads. It is noted, however, that inside latrines washing stations (tap and stool to sit on) have been provided to permit washing of cloths. Therefore, it is recommended that the delivery of MHM training is reviewed to ensure the most accessible

form of MHM options are the focus of the training. Investigations into supply of clean cloths and/or bio degradable sanitary pads particularly as a livelihood option is recommended by the review team.

On inspection, in most cases the disabled latrine needs modifications for practical access - ability to independently close, lock, unlock, and open to ensure dignity and safety (security) - and does not appear to have been designed in consultation with the disabled children. During interviews with people with disabilities it appears that no consultation on the design was made prior to construction.

The only negative comment received on the school latrines was the use of tin sheeting for the roof instead of a concrete structure, but it was acknowledged that this was only a very minor issue. The decision to use tin sheeting was made based on available budget.

By actively targeting women the program has improved relationships between mothers and their daughters according to the women in the communities visited. Women have also had a stronger influence on decision making for the family since participating in the hygiene trainings. Further efforts could be directed to educating men on the benefit of empowering women to create a receptive environment for women's voices. This is supported by the district office of the Department of Women's Affairs which also suggested that the wider social and community benefits of women's empowerment should be made clearer in the communities.

In the focus group discussions, CSPs raised issues of the difficulty in moving those with unhygienic latrines to purchase hygienic latrines compared to those in the community with no latrines. Consultations with community members, hygiene promoters and the community program committee (CPC) members indicate that regular community pressure is placed on individuals to upgrade their latrines and the CSPs concern may be more of a case of behaviour change not occurring fast enough for their business objectives.

Some CSPs have already expanded their businesses to other communities and have employed additional people. During focus groups CSPs stated that they were sharing good hygiene practices with communities to encourage purchase of latrines, however, the communities said that CSPs just sell the latrines without hygiene promotion. It would be interesting to investigate this apparent contradiction in order to determine if CSPs are truly acting as agents for behaviour change. Also, baseline information of the CSPs' business was not taken and the true extent of their growth is difficult to determine. Gathering evidence at this point (midline) is being discussed in iDE.

Another issue raised by the CSPs was the trade practices of other latrine providers who were not involved in the program, specifically related to producing poorer quality latrines which in turn reduces the cost of the latrine to the purchaser. There were concerns that the lower price (and lower quality latrines) was eating into their market and they called for some measures to be made to socialise quality latrine building to these other providers.

Also, the CSPs claimed that having subsidised and non-subsidised latrines in the same village can make selling latrines more difficult. Interestingly, Bangladesh has a strong history of being able to produce open defecation free (ODF) communities with non-subsidies, and a poor record for producing ODF communities with government subsidies. The IFRC endorses

subsidising the most vulnerable in a community, however subsidising superstructures for all subsidised latrines may not be necessary or equitable.

One of the obstacles CSPs raised during the focus group session was the ability to purchase materials for latrine construction as well as communities having access to enough funds to purchase latrines from the CSPs. Payment processes may require revision as the time taken for CSPs to receive funds means they are often out of pocket for some time. It may be prudent to split the payments to enable better cash flow for the CSPs. In addition, CSPs suggested that microfinance institutions (MFIs) should be more involved in the project.

Discussions with BDRCS indicate that the program has already begun building relationships with MFIs with the objective of establishing some pathways for both CSPs and communities to access funds. Building these relationships may be an area to accelerate in order to increase rate of completion of total sanitation in the program communities.

CSPs have become more proficient in design and construction of latrines, for example one CSP has suggested offsetting the latrine to two pits to significantly prolong the life of the latrine because when one pit fills it remains dormant until the second fills, by which time it is safe for removal and even for composting.

## 5.2 Program Management

There is a strong coordinating relationship in country between BDRCS, IFRC and iDE maintained through regular meetings and phone calls to address emerging issues and manage the implementation schedule.

The CS WASH Fund program reporting template for half yearly and yearly reporting on program deliverables is regarded as adequate and informs the project's activity plan and monitoring and evaluation plan. However, day to day management, including financial monitoring is done using a combination of BDRCS and IFRC systems.

Overall the program is on track, however recent internal issues across BDRCS headquarters and units as well as the *Eid* religious holidays have resulted in small delays in the delivery of community training programs such as PHAST and CHAST. Construction has continued during this period as this activity is carried out by contractors and according to volunteers and staff of BDRCS, there will be no difficulty in getting the training schedule back on track.

Learnings, such as the recommendation to test and mark boreholes from the *Look Back Study*, have been incorporated into this project. For example, in the sites visited boreholes are clearly marked as to their water quality (pumps were marked green if safe and red if unsafe). Where arsenic levels are too high, filters (SONO filter) will be made available at a subsidised rate which was also a recommendation from the LBS.

However, while there is awareness of the health benefits to households of investing in this filter there is still some confusion about how the subsidised approach will work. This may be addressed in a communications strategy.

The LBS also recommended a more holistic planning approach to future iterations of the

WASH program. During interviews this recommendation was also supported by some district offices of government departments who believed they could have been involved more during the design and planning stages of CS WASH.

Coordination with key stakeholders such as local government offices is good, but in general, the CS WASH program is passive in communicating with stakeholders, including communities, outside of coordination meetings. The Community Information Centres (CIC), despite being the location of some training sessions, contains little visible information on the project or progress of outcomes.

Community pressure is a significant factor in driving uptake of hygienic latrines and associated good behaviours. The use of visual aids that display the progress of key indicators such as decrease in diarrhoeal disease could be used to motivate communities for further progress. In addition, sharing case studies of individuals, particularly of women, in the CIC can further cement their role as a change agent in the community by adding gravitas to their experience and achievement.

By better utilising the CIC, the program can increase its capacity to reach those community members who are not directly targeted by the program. There is also potential to turn those stories of progress into regular letters (or a newsletter) to government stakeholders to continue to raise the profile of BDRCS as a reliable partner in community development.

The Incorporation of community feedback and experience into program activities or responses is weak. However at the time of this review community response mechanism boxes have begun being placed in the communities to better seek feedback and learnings from the community as well as address any issues arising from the program implementation. The review team did not assess whether such a box is a feasible mechanism for collecting such information as it was too early to ascertain community usage of the boxes.

The use of a market-based approach to deliver sanitation to the communities appears to be working well. Referred to as sanitation marketing (SanMark), CSPs described improvements to their business since being involved in the program as people without latrines, who were now learning about proper hygiene through PHAST and were approaching them to construct new latrines for their family.

The SanMark component of the program was delivered by iDE and overall has been a positive experience for BDRCS, IFRC and iDE. The start-up phase took longer than normal to get underway largely due to the time taken to establish a working relationship between iDE, BDRCS and IFRC. Today, the ongoing program management between the organisations is much smoother and it is believed the six months taken to get this aspect of the program off the ground would be greatly reduced in another iteration. This relationship with iDE is funded until April 2017.

Overall, both the IFRC and BDRCS regard the relationship with Australian Red Cross (ARC) as positive and constructive. Communication is clear and open and ARC is responsive to requests for support.

### 5.3 Sustainability of projects

In both districts, the local BDRCS units reported that relationships with local government counterparts had been strengthened during implementation of the program. For some of the government departments, the CS WASH program had provided the first opportunity to work closely with BDRCS and the relationship was regarded as an important partnership and more engaged than other relationships with international and national non-government organisations.

Local government informants also stated that BDRCS makes a genuine attempt to involve government in stakeholder meetings offering a forum for government participation. One of the benefits of this relationship was felt at the Union Parishad (UP) level, where technical field staff are well versed and oriented to the project. These relationships have been valuable in advocating for provision of budget for maintenance of some school latrine facilities, for example.

The only negative comment on the relationship between the government and BDRCS was that regular rotations of staff in key government department positions means that relationships have to regularly be rebuilt.

While there is no difficulty expected in completing the CS WASH program within the timeframe sustaining the changes in behaviour may be more of a challenge. This was also discussed by representatives at the district DPHE and DoE offices who recommended the BDRCS approach needs to be strongly aligned with government from early on to assist long term sustainability.

For example, in Gopalganj, DPHE are committed to providing sanitation in 29 of 61 UPs at present at a rate of 70:30 subsidies and expressed that they would have been open to new ideas on BDRCS targeting the most vulnerable, while DPHE could have filled gaps, and incorporated CSPs as part of the approach. DPHE and the DOE closely coordinate the Bangladesh Rural Water Supply & Sanitation Program – a Government of Bangladesh initiative funded by the World Bank - and BDRCS could have been a strong partner in this program – particularly in the provision of the ‘software’ components.

However, the continued regular meetings held between BDRCS and local government offices which are held in high regard, provide opportunity to address any issues arising.

The relationships of UP with community have been strengthened due to several stakeholder workshops in each district. Whilst UP technical staff have benefitted in their relationships and aligned interactions with communities and representatives, Rangpur DPHE believes their office is now more open to some change agents. For example a CSP asked for an appointment with the district office and was surprised to learn that he could drop into the office anytime to discuss latrine building standards. It was suggested by DPHE that government policy for WASH could be relayed to communities as part of the project.

Mobilisation of community funds to maintain elements of the program, such as pumps, may need further clarification with community members in regards to which components are eligible for support. As the community disaster response team volunteers explained in one community, BDT1500 may be a significant amount of money for community members to

contribute for the subsidised water filters, the benefits of saving a potentially greater outlay (approximately BDT15,000) for medical bills for water related diseases needs to be better linked to create a 'change of mindset'. This comment is indicative of the thinking of all the communities visited – there is heightened awareness of the health benefits of the project but ability to link the economic benefits of the various interventions remains weak.

To further support the sustainability of the program, community sustainability plans guided by the community program committees (CPC) have been developed. However, some ongoing support on leadership, relationship and financial management capacity of the CPCs would be beneficial.

## 6 Recommendations

The recommendations of the MTR have been divided into two parts; the first part is 'Immediate Action' recommendations that may be implemented in the remainder of the CS WASH program and the second part is for 'Future Action' in new WASH programs.

### 6.1 Immediate Action

#### 1. Communications strategy

The development of a communications strategy with key messages for each stakeholder/change agent group should be developed. The key messages should clearly articulate the parameters/scope of the program in order to address conflicting information found during field visits, especially on numbers of subsidized latrines. Explanation on vulnerability criteria could also be included within the strategy.

In addition, a communications strategy should provide regular visual evidence for change in the community as a means of encouraging wider reach, e.g. a map of houses with subsidised latrines completed, those under completion, houses with newly purchased latrines, those with unhygienic latrines and those with none with details regularly changing based on community progress. Charts mapping simple epidemiological progress on water-borne/ sanitation related diseases could also be produced as well as sharing of case studies of individuals, particularly of women, can further cement their role as a change agent in the community by adding gravitas to their experience and achievement.

A communications plan would also enable participatory monitoring of community-led total sanitation by encouraging contributions for visual markers described, for example, above.

#### 2. Menstrual Hygiene Management

Three key issues identified in this review – community calls for livelihood support, disposal of sanitary pads and the promulgation of class distinctions – speak to the affordability of and access to sanitary pads by girls and women. With provision of sanitary pads being outside the scope of this project and potentially in conflict with principles of sustainability, it is recommended that the delivery of MHM training is reviewed to ensure the most accessible form of MHM options are the focus of the training and investigations into supply of clean cloths and/or bio degradable sanitary pads particularly as a livelihood option is conducted.

As such the review recommends investigating the feasibility of such biodegradable sanitary pads in Bangladesh as well as establishing relationships with organisations currently developing pads from banana fibre in India and Kenya as well as those communities using such pads.

### 3. Disabled latrines

The disabled latrine needs modifications for practical access and should be designed through participation of disabled children. This will allow independent access into the latrine, ability to independently close, lock, unlock, and open to ensure dignity and safety (security). The MHM disposal box at the rear of the latrines requires internal drainage, and consideration within the design of further disposal or burning of used pads.

### 4. Payment process of CSPs

Revision of the payment process could also be implemented to enable better cash flow with CSPs. This may be done by creating staged payments rather than a single payment on completion.

### 5. Micro finance institutions (MFIs)

Although relationships with MFIs have begun the MTR recommends expediting the creation of these relationships and their links to the program outcomes to increase access to funds by both CSPs and communities. By supporting earlier access to funds the program may be able to reach total sanitation coverage sooner in target communities.

### 6. Monitoring Plan

The MTR recommends a schedule of monitoring visits to address some of the issues (and limitations) raised in this review, e.g. specific engagement with women to verify some of the findings. A monitoring visit in this program could be used to establish evidence that CHAST and MHM can be rolled out together in schools in the district(s), paying close attention to evidence such as hygiene, or increased attendance. It is further recommended that changes to the business of the CSPs is also measured from this point until the end of the program.

## 6.2 Future Action.

1. Involve district level government in the design and planning stage of projects to allow better alignment with government WASH, education and inclusion policies. As well as sharing technical ideas and solutions and strengthen the mechanism for sustainability, including, for example training of government counterparts as required.
2. Access to fully subsidised latrines should be clearly understood by community leaders with a 'sliding scale' of subsidised components based on vulnerability ranking. For example, where vulnerability is low the amount of materials subsidy can be reduced to sub-structure only. It is recommended that program management give consideration as to whether this recommendation could be incorporated into the existing program, but it is a strong recommendation for future projects. It is also strongly recommended that any future programs take into consideration

Bangladesh's history of achieving ODF status without subsidies.

3. The use of the imported plastic latrine where the hole has a spring hinge lid used in this program is recommended to be promoted as a preferred option for latrine construction, especially as it requires less water to clean and flush. Latrines should also have offset pits as an option and the suggestion by a CSP to offset to two pits is valid and can significantly prolong the life of the latrine because when one fills, it remains dormant (2yrs+) until the second fills, by which time 1<sup>st</sup> pit is considered safe for removal and even for composting.
4. The capacity in BDRCS to deliver a market-based approach to WASH programs has been developed over the duration, to date, of the CS WASH program. It is recommended that this capacity continue to be developed within BDCRS and this may be facilitated by developing a mutually beneficial Memorandum of Understanding on sanitation marketing between BDRCS and iDE that would encourage ongoing mentoring and collaboration as feasibility permits.

## Annex 1 – Sources & Bibliography

- Operations Plan 2014
- Program Change Frame
- Monitoring and Evaluation Plan 2015
- Half year Program Report December 2015
- Annual Program Report – July 2016
- Lookback Study
- Guidelines on monitoring and evaluation – Monitoring and Evaluation Review Panel

**MID TERM REVIEW OF THE  
COMMUNITY DEVELOPMENT INITIATIVE (CDI 2) - WASH PROGRAM, BANGLADESH**

**PROJECT PARTNERS**

Australian Red Cross

Bangladesh Red Crescent Society

International Federation of Red Cross Red Crescent Societies

International Development Enterprises (iDE)

**1. Background and history to the Mid Term Review (MTR)**

The Community Development Initiative (CDI 2) - WASH program, is an expansion of the CDI 1 Program which aims to enable vulnerable individuals and communities in targeted areas to address their WASH related needs as part of the broader resilience-focused program that includes other components such as shelter, livelihoods, education and disaster risk reduction.

The program targets 23,000 people (or 1600 HH), including 13,000 school children in Rangpur and Gopalganj districts, who face increased levels of vulnerability living in flood-prone and arsenic-affected areas.

WASH activities are context specific to their surrounding environment, and include hygiene promotion, water testing training, sanitation marketing activities leading to latrine construction, water supply provision and water resources management. The project involves children, women and people with disability to ensure equitable access to basic WASH facilities and generate their input in the implementation process and products.

The project is being implemented from May 2014 to June 2018 and the current phase is the beginning of year 3. The project is supported through the Global Wash Fund, with funding provided by the Australian Government for the AUD 2.3 million project budget. Australian Red Cross holds the contract with Palladium who manages the Global Wash Fund on behalf of the Australian Government. Australian Red Cross have a Project Agreement with IFRC to deliver the CS WASH program in Bangladesh, implemented by Bangladesh Red Crescent Society and iDE, as part of an integrated Community Development Program.

**Project Goal:** To enable vulnerable individuals and communities in targeted areas to address their WASH related needs as part of broader resilience focused program that includes other components such as shelter, livelihood, education and disaster risk reduction

**Project Objectives (Outcomes in ToC):**

- Increased use of equitable sanitation service
- Improved use of equitable water supply service
- Improved hygiene behaviour
- Improved gender equality

- Improved WASH evidence and knowledge base
- Improved performance of actors in the Bangladesh WASH sector

The *Theory of Change* of the project is that deliverables provided to change agents at community, school, local government, business and media levels will lead to changes in behavior and practices of change agents and subsequent target populations, resulting in the above listed outcomes and ultimately improved health for target communities.

## **2. Purpose and Users of the Mid Term Review**

The purpose of the review is to document the programs relevance and effectiveness and identify lessons for improving programming and ensuring sustainability after project completion. This will be done primarily by assessing:

- the extent to which the theory of change is being realised
- the extent to which program tools and processes are supporting implementation and continuous learning, and
- the barriers and supporting factors influencing sustainability

In line with the programs theory of change, where change agents are central to planning, implementation, monitoring and evaluation, the review should include a reasonable sample of change agents to assess the progress made towards achieving objectives, and also explore the relationships between stakeholders.

The project conducts annual reflections at a district level, however this is the first review of the project, and provides an opportunity to document how the project is performing, draw out lessons learned and allow the team to make any necessary adjustments for the remainder of the project. It is expected that a plan of action based on agreed recommendations be developed at the end of the review to ensure progress is tracked, and there is continuous improvement and application of learnings.

The MTR is primarily intended for the project implementation and management team members (BDRCS, iDE, IFRC and ARC). A summary of the review findings will be translated and shared with all key stakeholders, including the CS WASH Fund Monitoring Evaluation Review Panel (MERP).

### **Objectives of the review**

The MTR is expected to explore three key questions focusing primarily on the relevance, effectiveness and sustainability of the project:

#### **A. To what extent is the project's theory of change being realised?**

- What evidence exists to indicate that deliverables are leading to improved performance of change agents and ultimately lasting change for target populations?
- To what extent is the theory of change (and operational plan) still relevant and meeting the needs of the target communities?

- What were/are the major factors influencing the achievement or non-achievement of objectives?
- To what extent have change agents and vulnerable groups been integrated through all aspects of the project?
- Are there any elements of the current project design that should be prioritised or adjusted for the remainder of the project?

**B. To what extent are program management tools and processes supporting efficient and effective implementation and continuous learning?**

- Are the projects tools and processes contributing to good program management and continuous learning? (key tools/processes include the PRT, monitoring and evaluation plan, budget, program coordination meetings )
- Review the timeliness and level of delivery of activities against work plan and compliance with budget (including rate of spend)
- How are previous learnings being applied to the project (including recommendations from the CDI 1 Look Back Study)?
- How effective is the project in seeking, analysing and responding to feedback from target communities?
- Are there any examples of good practice and innovation which can be documented and shared?
- What evidence exists to demonstrate that the approach of sanitation marketing has been effective in scaling up the supply and demand for improved water, sanitation and hygiene products and services?

**C. To what extent is change likely to be sustained after completion of the project?**

- To what extent are changes occurring as a result of the project, including relationships between change agents and key stakeholders, likely to be sustainable?
- What are the major factors which might contribute to the achievement or non-achievement of sustainability of the project?
- Review the project's sustainability / exit strategy, and consider if additional initiatives are required to ensure changes are sustained after project?
- Are there any unexpected changes, outcomes or impacts being noted as result of the project?

**3. Scope of the review**

This MTR will be a combination of desk based review and field based review, consisting of travel to both project districts to consult with change agents and key stakeholders.

**4. Approach and methodology**

To support skills development in conducting a mid-term review, the methodology will incorporate a *learning-by-doing* approach, that is, in-country partners will form part of the review team and be supported to develop questionnaires, conduct key informant interviews, focus groups and prioritise information and collate findings. Importantly, the methodology- especially as it pertains to soliciting information from the field - will remain flexible to enable appropriate responses to the changing security situation in-country.

The review is primarily using qualitative data collection and analysis methods. The methodology should encourage participation and incorporate feedback from change agents

and target community members. Due to constraints in timing and funding this will be primarily through workshops, supplemented with KIIs and/or FGDs.

Key Question A

**To what extent is the project’s theory of change being realised?**

Methodology	Key Informants
Workshops (each district and HQ)	Change agents (CPC, UP WASH Committees, teachers, DHPE, CSPs), project team, iDE
Key informant interviews or focus group	Branch staff, and any change agents groups that don’t attend workshop, community members including a cross section of men and women, as well as different age groups and access levels
Review of monitoring data and project plans	Project team / M&E officers PMER team

Key Question B

**To what extent are program management tools and processes supporting efficient and effective implementation and continuous learning?**

Methodology	Key Informants
Interviews/focus group discussions	Branch staff, project team, iDE
A review of key project documents / tools / processes (M&E plan, implementation plan, K&L plan, budget, coordination meetings etc)	Branch staff, project team

Key Question C

**To what extent is change likely to be sustained after completion of the project?**

Methodology	Key Informants
Interviews/focus group discussions	Branch staff, community members, project staff
Workshops (each district and HQ)	Change agents (CPC, UP WASH Committees, teachers, DHPE, CSPs), project team, iDE

**5. Guiding Principles and Values**

The Review Team are to adhere to, and be guided by, professional and ethical standards while funded by Australian Red Cross. These standards include:

- The seven Fundamental Principles of the Red Cross and Red Crescent Movement: humanity, impartiality, neutrality, independence, voluntary service, unity and universality
- International Federation of Red Cross and Red Crescent Code of Conduct
- Australian Red Cross Protecting Children And Young People Policy
- Australian Evaluation Society Guidelines for the Ethical Conduct of Evaluations

- [IFRC Framework for Evaluation](#)
- [DFAT Monitoring and Evaluation Standards](#)

## 6. Evaluation location and schedule

Date	Action	Responsible
	Finalise dates of Review Team Leaders field visit	
	Finalise ToR and methodology	
	Desk review of project documents	
	Briefings with project team in Dhaka and finalisation of workshop agendas	
	Field trips to Rangpur and Gopalganj	
	Workshop with HQ staff in Dhaka & preliminary findings	
	Record of feedback on initial findings and Development of action plan	
	Submission of draft review report	
	Feedback provided on draft report	
	Submission of final review report and summary	
	Translation of review summary translated and shared at district level	

## 7. Deliverables

The Review Team Leaders are expected to provide:

- A draft report
- A final report
- A 5-page summary of the review process and findings
- Copies of any presentations, collected data, focus group discussion

The review report should be no more than 20 pages, excluding annexes, and adequately cover all areas specified in the terms of reference. The review report should cater for the intended readership and users. It should use clear language, be succinct, be clearly laid out with different information levels and appropriate visual aids.

### Report structure:

Preliminaries	
Title page	Must include date, but not the author's name. Authors' details (bio notes) should be included in the annexes.
Table of contents	Page numbers should only be included where these are automatically generated/formatted.
Acronyms	Acronyms must be kept to an absolute minimum and in most instances be universally accepted, e.g. ICRC, UN (not BD for Bangladesh, nor DP for disaster preparedness nor DM for disaster management, nor CB for community based etc). If an acronym is unavoidable ensure that it is spelt out in full the first time with the abbreviation in brackets, e.g. Bangladesh Red Crescent Society (BDRCS); from this point on only the abbreviation is needed.
Map(s)	<ul style="list-style-type: none"> <li>• Please supply all photos used in the word document as separate JPGs.</li> <li>• Ensure the JPGs are as high resolution as possible (this is so they can be used by the designers in layout).</li> </ul>

	<ul style="list-style-type: none"> <li>• Ensure you have permission to use the photo/map for this purpose</li> </ul>
Executive Summary	<p>The executive summary should reflect the format of the main text, and clearly outline key evaluation conclusions and recommendations.</p> <p>It should be no more than five pages, including priority recommendations,</p> <p>It should not include acronyms or footnotes</p> <p>Five key priority recommendations are to be identified.</p>
<b>Main text</b>	
Introduction	Including motivation for commissioning evaluation, purpose of study, scope, approach, methods, composition of team, evaluation process constraints.
Context & constraints	in which activities took place, development or humanitarian context and response
Findings	<p>Summarise against the 7 TOC areas</p> <ul style="list-style-type: none"> <li>• Increased use of equitable sanitation service</li> <li>• Improved use of equitable water supply service</li> <li>• Improved hygiene behaviour</li> <li>• Improved gender equality</li> <li>• Improved WASH evidence and knowledge base</li> <li>• Improved performance of actors in the Bangladesh WASH sector</li> </ul>
Conclusions	The report's conclusions should flow logically from, and reflect, the report's central findings. The report should provide a clear, defensible, and evidence base basis for value judgments in each case.
Full recommendations	<p>Recommendations should be clear, relevant and implementable, reflecting any constraints to follow up. Recommendations should follow on from the main conclusions and reflect consultation with key stakeholders.</p> <p>Author should also clearly identify five (5) key recommendations to be addressed.</p>
<b>Annexes</b>	
Sources/bibliography	The evaluation report should use and refer to relevant secondary sources to support its findings, conclusions and recommendations.
Terms of reference for evaluation	
Timetable	
List of Interviewees	This should be listed in a way that does not identify the individual making the comment.
Evaluation Material	Workshop Agendas etc
Collated stakeholder feedback	on findings, conclusions and recommendations
Other appendices/annexes	

## 8. List of Relevant Project Documents for Review

The Senior Program Lead, SANA will provide a list of relevant project documents for review, including PRT, M&E Plan, CDI 1 Look Back Study, Annual Reflection Documents etc. Additional documents will be provided by the IFRC Program Manager.

## 9. Conditions

The Review Team members will be required to be aware of and compliant with the International Federation of Red Cross and Red Crescent Societies Code of Conduct.

All documents and discussions relating to this evaluation are confidential and all products remain the property of the Project to be shared only with the express approval of all partners.

### Annex 3 – Review tools - key informant interview and focus group questions guide

1. How would you describe the working relationship with BDRCS?
2. What do you see as the major successes/achievements of the project?
3. Looking ahead do you think there are any challenges for the completion of the project/ sustainability of the project?
4. If you were going to be involved in this project again – or a similar project - is there anything you would do differently?
5. How would you describe your relationships / interactions with the community / community representatives?
6. Do you think it has changed as a result of this project? In what way?
7. So far, has the project met your expectations? In what way? Why not?
8. Do you think the community as a whole has benefitted? Why?
9. How do you think women's / girl's lives have been changed by the program?
10. How do you think PWD lives have been changed by the program?

## Annex 4 – List of key informants

### Rangpur

No.	Name of participant	Designation	Address
1	Md. Yasin Arafat	Executive Engineer	DPHE Rangpur Zone
2	Md.Naimul Islam	Asst. Engineer	DPHE Rangpur Zone
3	Sayla Syed	Upazila Education Officer	Education Dpt. Sador Upazila
4	Afroza Jesmin	Upazila Education Officer	Education Dpt. Mithapukur Upzila
5	Md.Abu Taher	Sb Asst. Engineer	Education Engineer Dpt. Sador Upazila
6	Md.Rafiqul Islam	Sb Asst. Engineer	Education Engineer Dpt. Mithapukur Upazila
7	Nazmun Naher	Deputy Director	Social Welfare, Rangpur
8	Md Jakaria Sarker	Head Master	Borabiri Boyes Uddin High School
9	Sima Begum	CHAST Teacher	Faridpur Govt. Primary School
10	Sukla	CHAST Teacher	Nagirdigor High School
11	Aktheruzzaman Vutto	Member, Up WASH Committee	31 no Ward, Rangpur City Corporaton
13	Md. Afsar Ali	Chairmen, Up WASH Committee	17ne Imedpur Union Parished
14	Md. Farid Uddin	Member, Up WASH Committee	17ne Imedpur Union Parished
15	Md. Ariful Kabir	CDC Chairman	Nagirdigor Community
16	Md.Sadek Ali	CDC Member	Nagirdigor Community
17	Dilruba Begum	CDC Member	Poddopukur Community
18	Md. Abdur Razzak	CDC Chairman	Poddopukur Community
19	Md. Saiful Islam	Chairman SMC	Faridpur High School
20	Md. Hasinur Rahman	Member SMC	VIP Sahadat Hossain Junior School
21	Md. Jahangir Hossain	CSP	Nagirdigor Community
22	Md. Shaheb Ali	CSP	Nagirdigor Community
23	Md. Suruj Mia	CSP	Poddopukur Community
24	Md. Suzon	CSP	Poddopukur Community
25	Md. Robin	UDRT	BDRCS, Rangpur Unit
26	Zufa	UDRT	BDRCS, Rangpur Unit
27	Shah Md.Nabi Ullah Panna	Secretary	BDRCS, Rangpur Unit
28	Md. Mostofa Kamal	Program Officer, CDI 2 WASH Program	BDRCS, Rangpur Unit
29	Md. Tanvir Anjum Rahman	PO, CDI 2 WASH Program	BDRCS, Rangpur Unit

## Gopalganj

No.	Name	Designation	Address
01	Prodip Kumar Monda	Asst. Teacher	Gimadanga Ideal School
02	Ajit Kumar Bala	President , CPC Baladadanga Community	Baladanga, Tungipara, Gopalganj
03	Md. Bahar Sheikh	Member, CPC Tebaria comm.	Tebaria, Sadar, Gopalganj
04	Shahanara Begum	Member, WASH Tebaria Community	Tebaria, Sadar, Gopalganj
05	Anjoli Rani Sarkar	Member, CPC Tebaria comm.	Tebaria, Sadar, Gopalganj
06	Hena Biswas	Member , CPC Baladadanga Community	Baladanga, Tungipara, Gopalganj
07	Md. Farid Ahmed	Head Teacher	Hazi Khorshed High School
08	Sherin Yeasmin	Asst. Teacher	Sk. Aklima Azizur Rah.H.S
09	Atiar Sikder	CSP	Tebaria, Sadar, Gopalganj
10	Md. Mijanur Rahman	CSP	Sultanshahi, Sadar, Gopalganj
11	Md. Mijanur Rahman Litu	Member, WASH Tebaria Community	Tebaria, Sadar, Gopalganj
12	Rina Dhali	Asst. Teacher	Dumria High School
13	Sheikh Nasimul Goni	Executive Com. Member	Gopalganj Red Crescent
14	Md. Noor Islam	CSP	Baladanga, Tungipara, Gopalganj
15	Ali Nayeem Khan	Executive Com. Member	Gopalganj Red Crescent
19	Md. Fayez Ahmed	Asst. Engineer	DPHE, Gopalganj
20	Lasmot Ali	Member, WASH	Paikkandi, Sadar, Gopalganj
21	Akbar Ali Molla	Life Member	Gopalganj Red Crescent
22	Md. Nayebul Islam	Member, WASH Baladanga Community	Baladanga, Tungipara, Gopalganj
23	Md. Liton Molla	CSP	Baladanga, Tungipara, Gopalganj
24	Sheikh Mijanur Panna	Member, WASH Baladanga Community	Baladanga, Tungipara, Gopalganj
25	Raziuddin Khan	Executive Com. Member	Gopalganj Red Crescent
26	Arifuzzaman Rifu	Executive Com. Member	Gopalganj Red Crescent
27	Sultana Zahid Parvin	Officer, Upazila Social	Sadar Upazila, Gopalganj

		Welfare	
28	Tuhina Sultana	Program Officer, DWA	Gopalganj
29	Kalyanbrato Gosh	DEO	Gopalganj
30	Md. Mohiuddin Ahmed	DWAO	Gopalganj
31	Pronab Kumar Saha	Red Crescent Youth	Gopalganj Red Crescent
32	Nurul Islam Mamun	Red Crescent Youth	Gopalganj Red Crescent
33	Mim Sheikh	Red Crescent Youth	Gopalganj Red Crescent
34	Md. Monsur Ali	PO, CDI-2 WASH	Gopalganj Red Crescent
35	Dabashis Biswas	ULO	Gopalganj Red Crescent
40	Nadim Mostafa	Office Asst.	DC office, Gopalganj
43	Ashutosh Adhikary	Red Crescent Youth	Gopalganj Red Crescent

## Annex 5 – Review Schedule

Date	Activity
17 Sept	Travel to Bangladesh for ARC
18 Sept	Planning meeting for MTR; discussion of question/logic; confirmation of field arrangements
19 Sept	Travel to Rangpur Focus Group Workshop Key Informant Interviews (DoE, DPHE, DSW)
20 Sept	Field visit to two communities & schools
21 Sept	Travel to Gopalganj
22 Sept	Focus Group Workshop Key informant Interviews (DPHE, DoE, DWA, DSW)
23 Sept	Field visit to two communities & schools
24 Sept	Travel to Dhaka
25 Sept	De-brief on focus group findings/write report
26 Sept	Write report/ discuss first draft
27 Sept	Finalise report/Depart Dhaka (ARC)