EXPERIENCES IN ENHANCING AN EXISTING MONITORING SYSTEM USING THE DCED STANDARD: THE CASE OF SAMRIDDHI IN BANGLADESH¹

Md. Humayun Kabir* and Zenebe B. Uraguchi**

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*Md. Humayun Kabir works for HELVETAS Swiss Intercooperation Bangladesh in the Samriddhi project as Monitoring Specialist.

**Zenebe B. Uraguchi works for HELVETAS Swiss Intercooperation Bangladesh in the Samriddhi project as International Adviser in market systems development / rural economy.
Abstract

The objective of this paper is to present the experiences of the Samriddhi project in designing and implementing its Monitoring and Results Measurement (MRM) system in compliance with the DCED Standard. Based on more than three years of “experimenting” with the Standard, this paper discusses good practices and challenges in designing and implementing the MRM system. While the paper documents the evolution of the MRM system, it does so by critically analysing underlying factors that have contributed to the success of the project in developing and implementing the system. Some of these factors include designing the MRM system to support decision making at all levels; making the MRM system part of everyone’s job by ensuring staff capacity building as a priority; and giving equal emphasis to qualitative and quantitative data with core indicators by developing an integrated MRM tool.

A “pre-audit review” of the system in March 2013 revealed that Samriddhi has clearly made considerable progress in improving its MRM system since it made the decision to gradually comply with the DCED Standard. The case presents practical experiences for overcoming core challenges (e.g. missing baseline) in order to gradually comply, as practical as reasonable, with the Standard for project staff to logically manage and explain their work in addressing poverty inclusively and sustainably. Such factors include, inter alia, availability of MRM manual describing and elaborating the “nitty-gritty” of the MRM system, the required cooperation and flexibility from the donor as well as an adequate steering of the project by the implementing agency.

In hindsight, designing and implementing the MRM system of Samriddhi based on the DCED Standard has been challenging. However, this has contributed internally to the learning process. Specifically, it has provided regular and vital information that Samriddhi needed. It has also improved good decision-making processes in order to increase the impacts. The MRM system has strengthened the way the project demonstrates impacts to the donor and other stakeholders, and thereby enhancing its credibility. Samriddhi could further engage market actors and show how their effort and involvement, in addition to accruing benefits to them as private sector enterprises, are contributing to poverty reduction.

1. Introduction

Rural markets in Bangladesh are quite dynamic. For producers, there is a good potential to sell their products at good prices at local, regional and national level markets. However, these opportunities are rarely tapped into. Accessing potential and higher markets and accordingly better price remains an obstacle for different reasons. The producers more often sell their products to middlemen, at farm gate. The low price they then get does not lead them to invest in quality, quantity and long-term viable businesses. The producers are not well organised and therefore they do not buy inputs in bulk amount, or sell products collectively. This increases production costs and decreases sales price further exacerbating their weak position.

Why some markets function well and others underperform or fail is a question that many development organisations, policy makers and researchers have been asking for long. Markets are crucial to the livelihoods of the poor for selling their produce and labour and buying inputs and other services. While encouraging progress has been made in addressing poverty through market system changes, measuring results has not been easy for many
development agencies. The complex dimension of poverty has made the process of effectively and efficiently measuring results more difficult, further increasing the challenge to the work of development agencies to logically demonstrate their contributions to poverty reduction to their donors and stakeholders.²

2. Facilitating market system changes and the need for effective MRM system

The Samriddhi project is funded by the Swiss Agency for Development and Cooperation (SDC) and implemented by HELVETAS Swiss Intercooperation Bangladesh (HELVETAS hereafter). The project aims to contribute to sustainable well-being and resilience of poor and extreme poor households through economic empowerment. Based on the Making Markets Work for the Poor (M4P) approach, the main strategic focus of the project is a strong adherence to pro-poor market systems development.

The project perceives poor people as economic actors either in their function as producers, consumers or labourers, but at the same time as members of communities striving for collective improvement of their livelihoods. The project specifically targets marginal groups like women and the extreme poor to address glaring gender inequalities in economic opportunities, access to services and decision-making processes.

As shown in Figure-1, Samriddhi is based on the impact logic that (i) if public and private services for business development are available, poor people are empowered and capacitated to access these services and that (ii) if an enabling environment for pro-poor economic growth exists, poor people can generate additional income and overcome their poverty situation in a sustainable manner.

Samriddhi (“Prosperity” in Bangla)
- **Duration:** August 2010 – April 2014
- **Location:** North-West & North-East Bangladesh
- **Funded by SDC and implemented by HELVETAS Swiss Intercooperation Bangladesh**
- **Goal:** To contribute to sustainable well-being and resilience of poor and extreme poor households through economic empowerment
- **Focus:** market systems development through farm and non-farm value chains and rural service provision system; emphasis on private sector driven market systems
- **Outreach:** more than half a million producers (about 60% women); more than 3,000 local service providers (22% women) and 100+ large private companies and local entrepreneurs

According to the Mid-term Review (MtR) of Samriddhi conducted in May 2012, the project has been successful in its result delivery, strategic focus, as well as project set-up and organisational competency. Samriddhi was generally seen as effective in facilitating improved market system changes for larger and deeper impacts. The outreach of the project has expanded to more than half a million households. About 60% of the producers are women. Functional linkages are established with more than one hundred private sector enterprises in the input and output markets through private rural service provision system. Most targets of the project are likely to be achieved during the remaining period the present phase which ends in April 2014.

Against the backdrop of the good progress made by Samriddhi, designing and strengthening the MRM system and accordingly accounting for and measuring impacts due to the project’s facilitation has been a difficult and time-consuming process. Samriddhi evolved from two previous projects which were mainly based on the livelihood approach. The MRM system was initially based on the systems of the two previous projects. At the same time, Samriddhi marks the change to a more systemic approach to market systems development. Therefore the project wanted to know whether its interventions lead to any change in the market systems and result in change in poor people’s lives.

Project staff facilitating the interventions believed that achieving inclusive and sustainable results would require having an effective and efficient system for monitoring and measuring results. There was increased interest by the project staff to measure results in a practical and credible way. Subsequent participation of staff in training programs focusing on measuring results in value chain and private sector development provided the basic skills and knowledge in designing and managing the system. The significant part of adjusting to and complying with the Donor Committee for Enterprise Development (DCED) Standard, however, has come from “learning by doing”.

The process was iterative and mainly based on the self-initiative taken by the project staff. No prescriptions were made either by the donor (SDC) or HELVETAS (Bangladesh and the Head Office in Switzerland) to follow a particular monitoring system, though they expected the project to be able to logically and systematically measure its results. In fact, as Kusek and Rist (2004: 32) noted, for establishing a functional MRM system, “a minimum of interested stakeholders and commitment is necessary for such a system to be established and take

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hold...”⁴ Extensive reviewing of case studies that had already adopted or complied with the DCED Standard was done in order to find out about good practices. Core issues relevant to Samriddhi’s context and needs were identified and applied, which contributed to improving the MRM system.

3. Objective of the paper

The main thrust of this paper is to present the experiences of Samriddhi project in designing and implementing its MRM system based on the DCED Standard. By reviewing more than three years of “experimenting” with the Standard, this paper seeks to showcase good practices and challenges in designing and implementing the MRM system. While the paper describes and documents the evolution of the MRM system, it does so by critically analysing underlying factors that have contributed to developing and implementing the system.

The discussion is also normative; it asks and presents what “should” be done for overcoming critical challenges (e.g. missing baselines) in order to gradually comply, as practical as reasonable, with the Standard. The issues discussed are a central part of the process to enable facilitators to logically manage and explain their work to address poverty inclusively and sustainably. Such factors include availability of MRM manual describing and elaborating the “nitty-gritty” of the MRM system and cooperation / flexibility from the donor and good steering of the project by the implementing agency.

4. Background to the monitoring and evaluation system of Samriddhi

Samriddhi is the merger of two predecessor initiatives: the Livelihood, Empowerment and Agro Forestry (LEAF) project and the Sustainable Access to Agroforestry Knowledge Technology and Information (SAAKTI) project. These two projects, mainly based on livelihood approaches, started in 2004 and increasingly showed complementarities. An external review carried out in June 2009 recommended to merge both projects and to work in a more systemic and programmatic way in order to achieve efficiency and effectiveness. In August 2010 the new project started under the name Samriddhi, which means “prosperity” in Bangla.

The MRM system of Samriddhi was initially based on the systems of the two predecessor projects. Samriddhi made the decision to focus more on market systems development which therefore required adjusting or revising its monitoring system. To that effect, results chains were newly introduced to Samriddhi, to be included alongside the already defined logical framework.

Figure-2 shows the monitoring system of Samriddhi during its start. Several process and system-related changes could not be fully captured and reflected by the system. Changes at the level of the producers, local service providers as well as other market actors were identified. How these changes were interlinked together and whether they indicated systemic changes, however, was harder to visualise with just the logical framework. Since Samriddhi was designed

in a way to further adopt the principles of facilitation and to follow the M4P approach, a new importance was given to the monitoring of systemic changes. The emphasis was linking interventions on market system level with changes at each level of the results chains.

Most of the targets set and included in the logical framework of Samriddhi were derived from the experiences of the project staff who were involved in implementing LEAF and SAAKTI. Other targets, mainly in relation to market systems development, were set based on the findings of value chain assessments conducted by the project in 12 value chains. What made the process complicated was the lack of an inception period for Samriddhi to establish baselines based on the findings of the value chain assessments. As a result, baselines in a number of indicators were missing, and there was lack of details in the logical flows of how the project facilitated market system changes to achieve its stated goal.

The system had two parallel components. The first was monitoring of outputs, outcomes and goal as per the logical framework of the project, defined before any value chain assessment had been carried out. The second was monitoring of the results chains at market trigger, market uptake, enterprise performance, sector growth and poverty reduction levels as per the results chains of the 12 value chains of the project. The results chains were developed after the value chain assessments.

In order to simplify and give structure to the monitoring system, Samriddhi decided and subsequently proposed to the donor (SDC) and HELVETAS Bangladesh to revise the logical framework. This was intended to make the logical framework consistent with the results chains and set up one single, coherent monitoring framework. The biggest challenge during the development of the results chains was the definition of the systemic interventions. After this step was done, the methodology of results chains development was quickly understood by the staff. Since the methodology of results chains was fairly new to the project, there have not initially been any specific guiding principles.

The project team then developed results chains and the respective indicators. The indicators focused on measuring changes along the results chains to achieve the dual goal: to see whether the links between the steps in the logic are actually working as well as to assess the quantitative changes that are leveraged by the initial interventions. Furthermore, qualitative assessment of actors’ perception complemented providing the picture.

The process has been intensive and time-consuming. Many of the logical framework indicators were reordered, some of them were modified, and new indicators were added. Where needed, the targets and tools were adjusted. The targets were revised taking into account the staff’s experiences and estimations as well as the baselines. Some indicators were deleted because of their lack of relevance, difficulty to monitor or for not being precise.
5. Rationale for introducing the DCED Standard

The project staff of Samriddhi was introduced to the DCED Standard for results measurement in a two-day workshop at the beginning of the phase. This internal workshop was organised by staff members who had received formal training on *Results Measurement in Private Sector Development* and the M4P approach. In this workshop, the project already developed some results chains for selected value chains. Through this participatory and interactive training, the staff could understand the relevance of the results chains for project planning, implementation and monitoring. After completing all value chain analyses, the remaining results chains were developed for the concerned 12 value chains of the project.

The MRM system of the project based on the DECD Standard seeks to systematically have vital information about Samriddhi’s performance and achieve more clarity on its priorities. Put differently, this relates to knowing what works and what does not, and accordingly how impacts were achieved, or why results did not unfold the way project facilitators had expected.

Senior management as well as field level staff were involved in regular exercises to practically understand the usefulness of the Standard. The keen interest in the DCED Standard has not merely been for measuring results, but also using it for day-to-day planning and project management. A number of staff had initially placed the priority on the first four elements of the Standard: articulating the results chains, defining the indicators of change, measuring changes in indicators, and accounting for attributable changes. There has, however, been increased recognition to the usefulness of other elements of the Standard in particular in knowing the actual contribution of the project to the impacts. Equally important is the extensive discussion by the project staff regarding the added value in adopting a rigorous system, and what the implications of this would be in terms of time and resources needed for implementing and
managing the system. The consensus in Samriddhi is to practically and reasonably adopt the Standard to validate the project’s assumptions and make its decisions grounded on evidence (e.g., what can / cannot be achieved).

6. Insights gained in adopting the DCED Standard

The MRM system of Samriddhi was reviewed by DCED certified external consultants in March 2013. The review was based on the DCED Results Measurement Standard version 6 and covered the overall MRM system of Samriddhi, reports and three sample value chains (bull fattening, medicinal plants and cotton crafts). The findings revealed that Samriddhi has clearly made considerable progress in improving its MRM system since it has made the decision to gradually comply with the DCED Standard.

The external review was helpful, among others, in two main ways. First, it provided more thrust to the process of adjusting the MRM system to comply with the Standard. A large number of the control points (out of the 27 must and recommended points) of the Standard were met or partially met by the project. The feedback from the reviewers provided more structured and specific inputs regarding what to prioritise on and how to coordinate the efforts towards improving the system. Second, the current phase of Samriddhi will end in 2014. The review was helpful in setting the strategic direction on firm ground for improving the system through better compliance with the Standard and hence better management of the project’s work in the new phase.

Overall, Samriddhi’s experience with the Standard has been positive. What were the underlying factors that helped the project improve its MRM system based on the Standard? The sections that follow pick up some of the relevant factors and elaborate on how they have contributed to the encouraging progress.

6.1 Flexibility from both the donor and the project to try out new ideas

Getting organisational buy-in or support, both from the donor and project team members, was especially important. It took more than eleven months to revise the logical framework and put in place the system, eventually taking longer time than initially thought. Changing the mind set of project staff from a mainly livelihood to a market system based approach (as facilitators) required time. Having the support from the donor and HELVETAS Bangladesh to see through the designing and implementation of the system and the flexibility to address concerns along the way were vital to ensure a successful rolling-out of the system.

The revision of the logical framework resulted in changes not only in the outputs, indicators, targets and interventions, but also in the activity based detailed budget. This affected heavily the baseline: data missing for the new and revised indicators, different sampling needs, etc. In short, this exercise implied collecting again a new baseline.

The project Steering Committee consisting of representation from the donor, HELVETAS Bangladesh and Samriddhi took all the initiatives, giving special attention to the finalisation of

the results chain, revision of the logical framework and establishment of the MRM system. Common understanding between SDC and HELVETAS Bangladesh about the vision, approach, strategy and guiding principles of the project was found to be one of the main driving forces to make the process successful.

6.2. Setting up a dynamic and well functioning MRM working group

The Project Support and Management Unit (PSMU) of Samriddhi took the initiative to form an MRM working group which consisted of different staff from different functions / roles. This was intended to support decision making at all levels. All the members have one common objective: achieving the goal of the project as facilitators. From the outset, the project had thought the working group would be useful by bringing people with different expertise together to address the problem at hand and explore a broad array of possible alternative points of view or solutions. Being a member of the working group did not create additional burden as the member’s day-to-day work was related to what the MRM system accomplishes. Members devoted appropriate time and resources to smoothen the role of the working group.

The roles and responsibilities of the working group were defined and developed in clear Terms of Reference (ToR). The group was tasked with coordinating, defining, refining and aligning of different levels of the logical framework and results chains; making the results of the project more “monitorable”; dealing with attribution questions; coordination of MRM events with other activities of the project, i.e. project implementation and steering. To introduce results chains based measurement systems, the MRM working group also provided support to other projects of HELVETAS Bangladesh.

As described in 6.4 below, the working group was not solely entrusted to undertake the task of designing and managing the MRM system. Instead, using multiple skills, judgment and experience of the members, the working group took the lead in planning and facilitating the process. The working group that the project had established contributed to increased horizontal and vertical peer learning among project staff. The MRM working group has harnessed the collective efforts of various working group members.

6.3 Development of an integrated MRM manual

In order to promote a common understanding and reliable practice, Samriddhi has drafted its MRM manual. The project periodically revises the manual by incorporating new and innovative ideas, field level experiences and processes of strengthening the MRM system. The manual describes the way in which the MRM system is developed. It is meant to be used as a “resource base” for the project by providing vital information on the MRM system. Since not all staff have the same level of understanding and background on the MRM system, the manual serves as basic reference.

The manual describes the overall process of the MRM system and data collection tools and methods. It also covers detailed guidelines on elements of the results measurement system. The improvement of the manual enables the project to know how information generated from the MRM system is fed back into the management decision-making. From the recent experience of the project, this has contributed to link information generated from the MRM system to the review process where strategies and interventions are reviewed and improved.
For example, Samriddhi phased out three value chains (jute, cotton and goat) in July 2013. This decision was mainly based on evidence gathered, analysed and documented using the MRM system. Similarly, the project dropped some interventions (mainly policy related) in the fish, dairy and poultry value chains. In line with the recommendation of the “mock audit” of the MRM system, Samriddhi has started revising the manual by expanding it to cover all sections of the DCED Standard. The revised manual has the following structure:

1. Project Objectives, Overall Project Logic and Logical Framework
2. Project Management, MRM System and Use of Information
3. Staff Roles and Responsibilities in MRM
4. Results Chains
5. Indicators
6. Measurement Tools
7. Estimating Attributable Changes
8. Market System Changes
9. Tracking Costs
10. Aggregation of Results and Reporting

6.4. Making MRM part of everyone’s job

One of the challenges for designing and improving the MRM system was that the Monitoring Specialist of the project was seen by other staff as the only responsible person for doing everything related to the MRM system. PSMU took the lead in changing such perception by including MRM responsibilities in job descriptions and annual staff performance review (Annual Staff Talk). This was followed by regular coaching and mentoring of staff in order to create clarity on their roles and responsibilities concerning MRM. The fact that the PSMU is based closer to the field has allowed working closely with the concerned field staff and enhancing the efficiency in implementation. Annex-1 provides staff roles and responsibilities in specific areas of the MRM system.

6.5. Capacity development in MRM as a priority

Samriddhi attaches high importance to the capacity building of its staff. For the project, capacity building is more than a one-off event that should start as early as possible and continue to bridge major capacity gaps. It periodically assesses and reviews the capacity needs of staff. The PSMU holds regular consultation with Regional Coordinators for setting performance objective, identifying appropriate strategies to address capacity gaps and allocating resources to achieve performance objective.

The project sent staff to participate in international / regional training workshops in MRM. Staff members who received training in turn provided internal training / coaching to other colleagues for mutual sharing of experiences. Exchange visits to other projects and organisations are also used as practical way for building capacity and learning. Annual Staff Talks held in December every year between managers and their colleagues include discussions on capacity development requirements and plans.

6 Staff turnover among development agencies in Bangladesh is high; hence, there are costly investments in capacity development and high risks of losing the knowledge base.
7. Challenges in complying with the DECD Standard

Not everything is rosy and easy in adopting the underlying elements of the DCED Standard. The key challenges stem from the difficulty of complying with some of the elements of the Standard. Some points identified below may be unique to Samriddhi while others seem to be common in many projects and organisations.

7.1. Full compliance vs. prioritising elements of the Standard

Samriddhi recognises that designing and strengthening the MRM system based on the DCED Standard helped to logically explain its work and show how it measures changes in the indicators. Among the eight elements, the first four were found to be by far the most helpful. This does not, however, suggest self-selection; it is rather “right-sizing” the scale of the effort by prioritising elements critical in making the right decisions. Prioritising elements of the standard (while downsizing others) seeks to keep costs of the MRM system at a reasonable level. Other elements of the Standard have been part of the long discussion in designing and managing monitoring and evaluation, such as reporting and tracking costs.

7.2. Estimating attributable changes

Samriddhi has developed its attribution strategy. This is crucial in demonstrating the causal link between results / changes and interventions by the project. The objective is not to have “airtight proofs”. The strategy simply tries to answer why and how changes happen at each step of the results chains. It relies on a combination of qualitative and quantitative methods for triangulating information. In the first method, the project uses interviews, observations, case studies, focus group discussions and trend analysis with actors such as producers and service providers. The project uses quantitative method in order to increase robustness of the causal link between intervention and results. Through the quantitative method, the project seeks to use simple quasi-experimental design (before-after comparison). In relation to other quantitative methods, the project assumes that this is relatively cheaper and less difficult despite the requirement for careful design and measurement.

However, Samriddhi has found estimating attributable changes to be one of the most difficult challenges and an arduous process. The project is active in areas with the highest concentration of NGO. Among the 2,252 NGO registered by the NGO Affairs Bureau (NGOAB) of Bangladesh as of July 2013,7 a number of these development agencies operate where Samriddhi is working. The assessment by Samriddhi in early 2012 showed more than 100 such actors are involved in rural economic development or related projects. This multiplicity of actors and complex partnerships make measuring attribution difficult and unreliable, if not impossible. Highly seasonal agricultural production systems compounded by frequent threats from disaster affect production and prices. In other words, what can be measured, what can be directly and indirectly attributed to the facilitation of the project becomes complex. Despite the tall order, there is, however, increasing recognition in Samriddhi to report with candour about results. This is in line with what R. Davies succinctly put it as “the main problem with NGO claims to effectiveness of their...work is not the lack of sophisticated methodologies for

analysing attribution, but simply that of decontextualised reporting. That is, the omission of what was not achieved by the NGO..."  

7.3. Project experience vs. organisational ownership of the MRM system

Samriddhi has made good progress in establishing and improving its MRM system. Staff employed by HELVETAS Bangladesh as implementing organisation work 100% for the project. Projects are temporary, and when Samriddhi is phased-out, all the knowledge and experience will likely not stay with the organisation. In order for this knowledge and experience repository to stay and be owned by the organisational, it requires strong and consistent MRM “champions” to introduce the system to and sustain it in the organisation.

8. Conclusion

The underlying objective of this paper was to present the experiences of Samriddhi project in designing and implementing its MRM system based on the DCED Standard. The presentation documented the aim, process, contributing factors for success and challenges of setting up and improving the system based on the Standard.

The MRM system of Samriddhi was initially based on the systems of its two predecessor projects. Samriddhi made the decision to focus more on market systems development which therefore required adjusting or revising its monitoring system. To that effect, results chains were newly introduced to Samriddhi, to be included alongside the already defined logical framework. The process has been iterative and intensive.

Looking back, the learning by doing process contributed to participatory way of setting up and strengthening the system. It also lent a hand to good and solid understanding of what was required and how to internally address the challenges encountered on the way. However, the process was time-consuming. The effort, arguably, could have yielded better results had Samriddhi sought external review of the process at an earlier time.

The main purpose of building and strengthening the MRM system was to practically and reasonably adopt the Standard to validate the project’s assumptions and make its decisions grounded on evidence. Samriddhi does not claim to have the objective of complying with the Standard for a perfect or highflying MRM system. Rather the project wants to set up and strengthen the system within the boundaries / objectives that it has set to measure changes and manage the project.

The project has found the DCED Standard valuable in building the system that can be managed by project staff. Samriddhi uses the Standard as a framework to correct gaps and make project-wide (and possibly organisational-wide) learning on results measurement easier and more structured. The overall experience of complying with the DCED Standard has contributed to making the MRM system effective in proving the relevance of the project to poverty reduction and thus fulfilling its accountability to the donor and other stakeholders. This is also crucial in improving the quality of impacts as a result of the facilitation by the project.

The main factors that have contributed to the success of the project in developing and implementing the system include building the system to support decision making at all levels,

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making the MRM system part of everyone’s job by ensuring staff capacity building as a priority, development of an integrated MRM manual and flexibility from both the donor and the project to try out new ideas. Core challenges include full compliance against prioritising elements of the Standard, estimating attributable changes and ensuring organisational ownership of the MRM system.
## Annex-1: Staff roles and responsibilities in specific areas of the MRM system

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<th>Role / Task</th>
<th>Value Chain Specialist</th>
<th>Associate Coordinator for MRM</th>
<th>Monitoring Specialist</th>
<th>Regional Coordinator</th>
<th>Value Chain Coordinator</th>
<th>Project Coordinator</th>
<th>International Adviser</th>
<th>MRM Working Group</th>
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** Lead responsibility
** Backstopping
* Approval