



# URBAN SOCIAL PROTECTION STRATEGY AND ACTION PLAN IN BANGLADESH

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Cabinet Division and General Economics Division  
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## Executive Summary

The rapid industrialization, transformation in pattern of economic activities and disaster induced hardship in rural areas have driven massive urbanization in Bangladesh. The rapid rise in urban population is now a global phenomenon and Bangladesh experiences one of the highest rates of urbanization. This rapid growth of urban population in Bangladesh has taken place during the last four decades. Rapid urbanization has, therefore, serious implications for urban poverty trends and patterns.

The constitutional provision of the right to social security and the people-centric socio-political commitment of the Government lead to formulation of the National Social Security Strategy (NSSS) of Bangladesh. The core of the NSSS is programme coordination among the implementing ministries and consolidation of programmes along a lifecycle framework with special focus on urban social protection.

In Bangladesh, even though income poverty is much lower in urban areas, there are emerging vulnerabilities for the urban poor: social insecurity, housing, tenancy rights, health, sanitation, nutrition, etc. Research shows that the condition of life of the urban poor is normally worse than those of rural poor. The urban poverty is often induced by lack of wage employment and low-paid informal sector works.

Lack of access to housing, basic utility services, education and health services are some of the problems suffered by urban poor. Their problem is further exacerbated by violence, physical and psycho-social insecurity weak social network, and low voice and power. Therefore, the Government appreciates the need to extend social protection coverage to the urban poor and vulnerable people.

However, the NSSS does not provide any specific guidelines regarding the detailed actions for tackling urban problems. The NSSS leaves the matter on further studies and situation analysis. Therefore, the Cabinet Division and the General Economic Division, with support from the SSPS Programme undertake measures to formulate an urban diagnostic studies before preparing the present Urban Social Protection Strategy and Action Plans.

A number of meetings of the social protection focal points were held to devise a framework of the action plan. A small committee was also formed to supervise the overall process of formulating the document. The action plan is prepared for coming three years till 2022, when most of the major reform proposals of the NSSS are expected to be attained.

The urban social protection action plan has three dimensions, namely the programmes to be expanded in urban setting, labour market intervention and the social insurance. The strategic direction of urban social protection will be to import programmes from the rural areas to the urban areas, to introduce social insurance and to devise programmes measures to tackle the challenges of urban poor living in slum like situation. The broader goal of the urban strategy is to integrate and merge the system into the overall national social protection system of the country. The document provides specific action plans for different ministries having direct or indirect involvement in urban social protection.

## List of Abbreviation

ATM	Automated Teller Machine
BBS	Bangladesh Bureau of Statistics
BDT	Bangladeshi Taka
BFP	Bolsa Familia Programme
CBO	Community Based Organization
CCT	Conditional cash transfer
CMC	Central Management Committee
CVS	Compliance Verification System
DFID	Department for International Development
DSWD	Department of Social Welfare and Development
FD	Finance Division
FFC	Food Friendly Card
FFW	Food For Work
FGD	Focus Group Discussion
FID	Financial Institutions Division
FIES	Family Income and Expenditure Survey
G2P	Government to Person
GDP	Gross Domestic Product
GED	General Economics Division
GNI	Gross National Income
GoB	Government of Bangladesh
GR	Gratuitous Relief
GRS	Grievance Redress System
GSS	Ghana Statistical Service
HIES	Household Income Expenditure Survey
ICDDR,B	International Centre for Diarrheal Disease Research, Bangladesh
ICT	Information & Communication Technology
KIIs	Key Informant Interviews
LBP	Land Bank of the Philippines
LDC	Least Developed Countries
LEAP	Livelihood Empowerment against Poverty
LGD	Local Government Division
LGI	Local Government Institution
M&E	Monitoring and Evaluation
MHVS	Maternal Health Voucher Scheme
MIS	Management Information System
MRA	Microcredit Regulatory Authority
NGO	Non-Government Organization
NHTS-PR	National Household Targeting System for Poverty Reduction
NID	National Identity
NSIS	National Social Insurance Scheme
NSSS	National Social Security Strategy
OMS	Open Market Sales
OVCs	Orphans and Vulnerable Children
PMO	Prime Minister's Office
PMT	Proxy Means Test
PRSP	Poverty Reduction Strategy Paper
PWD	Person with Disabilities

RMG	Readymade Garments
SAE	Small Area Estimates
SDGs	Sustainable Development Goals
SHED	Secondary and Higher Education Division
SID	Statistics and Informatics Division
SPBMU	Social Protection Budget Management Unit
SPPs	Social Protection Programmes
SS	Social Security
SSP	Social Security Programme
SSPS	Social Security Policy Support Programme
SSS	Social Security System
TK	Taka
TMED	Technical and Madrasah Education Division
TOR	Terms of Reference
TR	Test Relief
UN	United Nations
UNDP	United Nation Development Programme
UNO	Upazila Nirbahi Officer
UPL	Upper Poverty Line
VGD	Vulnerable Group Development
VGF	Vulnerable Group Feeding
VWB	Vulnerable Women's Benefit

# 1 Introduction

The constitutional provision of the right to social security and the people-centric socio-political commitment of the Government lead to formulation of the National Social Security Strategy (NSSS) of Bangladesh. The core of the NSSS is programme coordination among the implementing ministries and consolidation of programmes along a lifecycle framework with special focus on urban social protection.

Bangladesh has recently seen rapid process of urbanization, either by migration from rural areas or by newly turning some rural areas into townships. The rapid industrialization, transformation in pattern of economic activities and disaster induced hardship in rural areas have driven massive urbanization in Bangladesh.

The rapid rise in urban population is now a global phenomenon. The UN estimates that 57 per cent of the population of Least Developed Countries (LDCs) will be living in urban areas by 2025. Amongst these countries, Bangladesh experiences one of the highest rates of urbanization. The rate of urban population has recently reached to around 30 per cent 22% in 1991. Rapid urbanization has, therefore, serious implications for urban poverty trends and patterns.

This rapid growth of urban population in Bangladesh has taken place during the last four decades. In 1974 after the independence of Bangladesh urban population was only 6.27 million which grew over 39 million in 2011 and currently it is about 60 million. Likewise, the number of municipalities was increased to 329 in 2018, where this number was only 64 in 1974. The number of city corporation is also increased to 12. The contribution of cities and towns in the national GDP accounts for more than 60 percent.

Lack of access to housing, basic utility services, education and health services are some of the problems suffered by urban poor. Their problem is further exacerbated by violence, physical and psycho-social insecurity weak social network, and low voice and power. Therefore, the Government appreciates the need to extend social protection coverage to the urban poor and vulnerable people.

## 1.1 Formulation of Urban Social Protection Action Plan

The NSSS does not provide any specific guidelines regarding the detailed actions for tackling urban problems. The NSSS leaves the matter on further studies and situation analysis. Therefore, the Cabinet Division and the General Economic Division, with support from the SSPS Programme undertake measures to formulate an urban diagnostic studies before preparing the present Urban Social Protection Strategy and Action Plans.

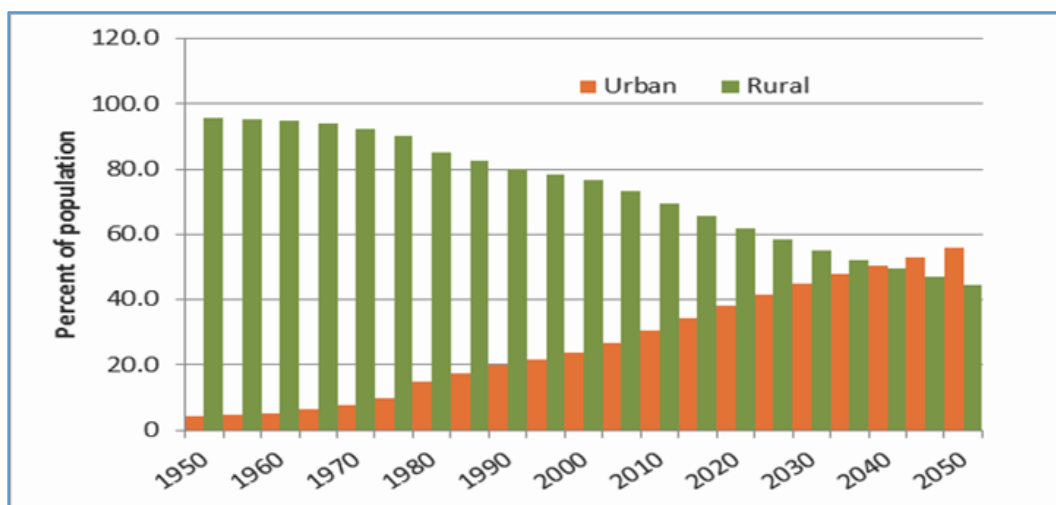
A number of meetings of the social protection focal points were held to devise a framework of the action plan. A small committee was also formed to supervise the overall process of formulating the document. The action plan is prepared for coming three years till 2022, when most of the major reform proposals of the NSSS are expected to be attained.

The urban social protection action plan has three dimensions, namely the programmes to be expanded in urban setting, labour market intervention and the social insurance. The

strategic direction of urban social protection will be to import programmes from the rural areas to the urban areas, to introduce social insurance and to devise programmes measures to tackle the challenges of urban poor living in slum like situation. The broader goal of the urban strategy is to integrate and merge the system into the overall national social protection system of the country. The document provides specific action plans for different ministries having direct or indirect involvement in urban social protection.

## 1.2 Rural-Urban Distribution of Population

The following graph shows Rural-Urban Distribution of population in Bangladesh from 1950 to 2010 and projected to 2050. It indicates that shortly after 2040 urban ratio of urban population will exceed that of rural.



## 1.3 Urban Social Protection

In Bangladesh, even though income poverty is much lower in urban areas, there are emerging vulnerabilities for the urban poor: social insecurity, housing, tenancy rights, health, sanitation, nutrition, etc. Research shows that the condition of life of the urban poor is normally worse than those of rural poor. The urban poverty is often induced by lack of wage employment and low-paid informal sector works. Lack of access to housing, basic utility services, education and health services are some of the problems suffered by urban poor. Their problem is further exacerbated by violence, physical and psycho-social insecurity weak social network, and low voice and power.

Therefore, the Government appreciates the need to extend social protection coverage to the urban poor and vulnerable people. Schemes like old age pensions, disability benefits and child benefits should be provided to both urban and rural areas in equal measure. Some of the social security schemes which are planned to be scaled up, will equally incorporate the urban poor as well. These programmes include programmes for the elderly, children, vulnerable women and people with disabilities.

Urban social protection programmes will not be limited to replicating the existing rural programmes. Rather some new programmes like Child Benefit Scheme and National Social Insurance will be initiated in the urban areas initially and afterwards it will be



extended to the rural area. Therefore, the concept of urban social protection involves two-dimensional transfer of social protection – first from rural to urban and later on from urban to rural.

However, replication of the urban grown social protection may be more complicated than vice versa. Therefore, the NSSS proposes that the social the urban based social protection programmes should be designed with plan of their subsequent expansion to the rural communities. The NSSS also suggests that the experiences of countries like Brazil and Mexico may be reviewed to determine how the scope of social insurance schemes can be expanded for the rural population.

However, Social Security cannot resolve all the problems of the urban population. Therefore, the Government will further develop policies in areas such as town planning, housing, health, education, water and sanitation, industrial safety and transport to ensure that comprehensive support is given to the most vulnerable families, complementing the Social Security imitates.

The basic principle of the NSSS is to ensure urban poor households getting similar access to social protection as rural poor households. The responsibility lies primarily with the Local Government Division, though any the other ministries having social protection in the rural areas will have to extend their rural programmes in the urban area. Thus, the issue of urban social protection is a cross cutting issue for all the line ministries.

### 1.3.1 What is Urban

The definition of urban areas within the purview of the social protection is often confusing. Conventionally people consider the major areas like metropolis and big cities and towns as urban areas. But conflicting types of definition of this term by different organizations and in legal documents demands detailed discussion on the issue.

The definition of ‘urban’ varies from country to country, and, with periodic reclassification, can also vary within one country over time. An urban area can be defined by administrative criteria or political boundaries. For example, the city corporations, and municipality areas or growth centres. It can be also defined by a threshold population size and population density. Sometimes urban areas are identified by characteristics of economic functions - for example, where a significant majority of the population is engaged in formal employment and not in agriculture. The presence of urban characteristics such as paved streets, electric lighting, sewerage system etc distinguish an area as urban.

In Bangladesh the definition of urban area used in different censuses has not been uniform. The definition of urban area used in 1981 and 2001 changed in 2011 when the growth centres have been excluded from the list urban areas. Thus, according to the present definition, there are 532 urban areas in Bangladesh including 11 city corporations, 327 municipalities, upazila headquarters, headquarters and cantonment areas.

The urban areas have been classified into six categories according to their functions and sizes. i) Mega City: It is metropolitan area having population 5 millions or more. ii) City Corporation: iii) Paurashava/Municipality Area (PSA): It includes paurashavas incorporated and administered by local government under Paurashava Ordinance, 1977.

iv) City : It is an urban area having population 1,00,000 and above v) Other Urban Area (OUA): It includes those upazila headquarters which are not municipalities. vi) Town : It is an urban area having population less than 1,00,000

#### 1.4 Prospect and Challenges of Urban Social Protection

Around 60% of Bangladesh urban population live in metropolitan cities. Only in Dhaka and Chittagong are the home to more than 48% of the urban population. Therefore, 40% of the urban population live in municipalities, and upazila headquarters. Only 12% urban people live in other municipalities. Therefore, social protection for the urban people of two mega cities will cover half of the urban people.

One of the positive aspects of implementing social protection programmes in the urban area is that it involves only change of policy and budget allocation. Such types of programmes include old age allowance and school stipend. The urban old people can be covered by only changing the circular to incorporate urban poor. The school stipend has been already expanded to the urban students by changing the policy. The following table provides a picture of major programmes with rural-urban distribution.

Description of Programme	Area of Residence		
	Rural	Urban	Total
All Social Security	85.1	14.9	100
All social insurance (SI)	79.1	20.9	100
Old age allowance: SI	84.1	15.9	100
Allowance for widowed, deserted and destitute women: SI	90.1	9.9	100
Private insurance: SI	73.1	26.9	100
Pension, Gratuity and Provident Fund: SI	59.4	40.6	100
All labour market programmes (LM)	100	0	100
100 Days employment: LM	100	0	100
All social assistance (SA)	87.0	13.0	100
GR/TR:SA	93.9	6.1	100
VGD/VGF:SA	100	0	100
Stipend: SA	93.8	6.2	100
Agriculture rehabilitation: SA	88.2	11.8	100
Private assistance: SA	83	17	100
Other assistance: SA	100	0	100
Open market sale OMS:SA	0	100	100

Some of the programmes like open market sale of rice is only for the urban people. Thus, already this programme provides significant coverage to the urban people.

But the major problem in implementing social protection for the urban poor is finding out effective mechanism for targeting the right beneficiaries as most of them are floating. However, the system of unique national identification number with biometric information may overcome this challenge. The electronic payment system will reduce any potential risks of leakages. Already the child day care centres are being established in the urban areas to facilitate continuation of jobs by mothers.

The proposed national social insurance scheme and the child benefit scheme are two major programmes which will be mainly targeted to the urban people. These are still in the planning phase, without any substantial progress. Measures should be taken to implement these programmes as early as possible.

The issue of urban social protection received dedicated focus in SDG, 11: “make cities and human settlements inclusive, safe, resilient and sustainable”. SDG 11 influences SDG3 (health); SDG8 (sustainable growth); and SDG10 (inequality); and SDG16 (inclusive societies). On the other hand New Urban Agenda (UN Habitat III, Quito 2016) emphasized the right to adequate housing, accessible urban mobility for all, and sustainable consumption. There is also explicit focus to slums, urban migrants and refugees.

Similarly, in recognition of enormity of the issue of urban social protection, the NSSS did not provide any short cut solution to the problem. It did not consider the issue of implementing a meaningful urban social protection system as a very simplistic task. Recognizing the multi-faceted challenges and complication of urban social protection in Bangladesh, the NSSS recommends that further studies should be conducted to identify the best suitable modalities for urban social protection in Bangladesh.

## 2 Provisions for Urban Poor in Bangladesh

### 2.1 NSSS Provision for Urban Poor

The Government's Social Security Strategy is seen as a core element of the other policies and programmes that together comprise the broader Social Development Framework (SDF). Social development can be achieved with a combination of policies including some sector-specific ones and other cross-cutting ones. There can be some separate core strategies for different social sectors the education strategy, the health and nutrition strategy, the strategy for water supply and sanitation, and the strategy for disaster management. Moreover, there can also be some cross-cutting strategies like poverty reduction strategy, the strategy for social inclusion, the strategy for environmental protection and climate change management, and the Social Security Strategy. The Government bears a constitutional obligation of ensuring citizens' rights to social security. The NSSS is a step toward making the social protection system more inclusive and to support people from all ages and all backgrounds to fight against different forms of poverty and vulnerability.

### 2.2 Issues and Challenges of Social Security System till 2015

The scope of the social protection system, for the last couple of decades, in Bangladesh have widened significantly. While the scope of the system has been broadened, a large number of SPPs have been designed and implemented which are often uncoordinated among different implementing agencies. Lack of coordination created scope for duplication of efforts on the one hand and exclusion of certain groups of people on the other hand. Moreover, life-cycle related risks have been broadly overlooked in the existing SPPs. Furthermore, dominance of food-transfer and rural employment programmes in terms of beneficiary participation as well as budgetary allocation are evident in the existing system.

Among a number of key structural limitations of the social protection system before the NSSS, the bias towards rural poor has been a major one. The social protection system failed to recognize the growing poverty and vulnerability in urban areas in the twenty first century. In consequence, number of urban poor increased in recent years while the rate of reduction in urban poverty has slowed down. Keeping the growth in industrialization and urbanization in mind, the recent NSSS focuses on the need for an inclusive social protection system.

### 2.3 Major social protection programmes in rural and urban areas

Programme name	Distribute location
100-Day Employment Generation Programme (EGP)	Rural
The Vulnerable Group Development (VGD)	Rural
Food For Work (FFW)Programme	Rural
Rural Employment Opportunities for Public Assets	Rural

Gratuitous Relief (GR)	Rural
Test Relief (TR)	Rural
Food-for-Education Programme (FFE)	Rural
Primary Education Stipend programme (PESP)	Urban & Rural
School Feeding Programme (SEP)	Rural
Female Secondary School Assistance Programme	Rural
Secondary Education Stipend Project	Urban & Rural
Street Children Rehabilitation Programme	Urban
Old age allowance	Urban & Rural
Livelihood Development of third gender, bede and others	Rural & Urban
The Widowed and Distressed Women Allowance	Rural
Disable Allowance	Urban & Rural
Protection of orphaned and helpless children	Urban & Rural
Honorarium for Insolvent Freedom Fighters	Urban & rural
Maternity allowance for the poor lactating mother	Urban
Urban Public Environment Health Development programme	Urban
VGF (Vulnerable Group Feeding)	Rural
Open Market Sale (OMS)	Urban
Rural Social Services	Rural
Fund for Housing for the Distressed(GrihayanTahabil)	Rural
Urban Community Development Programme	Urban

## 2.4 NSSS Provisions for Urban Poor

Based on the review of past experiences of the social protection system, the NSSS has set some priority challenges for the first five years after its adoption. Some of the priorities provide solid emphasis on more inclusion of the urban poor into the social protection system. Expanding coverage of major SPPs to the urban areas to cover a vast portion of urban poor has been mentioned as a core principle of the NSSS. However, focusing on the coverage of some groups of people including pregnant women and lactating mother, child and adolescents, vulnerable women, elderly people, and people with disabilities have also been prioritized. Hence, the NSSS aims to implement a lifecycle-based approach by consolidating programmes in a small number of priority schemes and by incorporating a higher proportion of poor and vulnerable people from both rural and urban areas. Moreover, the NSSS aims at implementing a social insurance system for the unemployed, physically ill, and victims of accidents, among others. This provision of social insurance is expected to benefit the urban poor most due to their proximity to major economic and administrative enters.

The requirement of the support from the government for the poor urban communities is noticeable from the fact that a lot of the households in the urban slums experience poverty and remain vulnerable to shocks that can threaten their well-being. To date, the national social security activities have mostly been aligned to the needs of the rural poor population. As data suggests, about one-third of the rural population receive benefits from social protection programmes while the current rural poverty headcount ratio is 26.4%. On the other hand, only nine percent of urban residents have access to social protection programmes while the urban poverty incidence stands at 18.9% (BBS, 2016). Prior to the NSSS, only six per cent beneficiaries of Old Age Allowances, and 1.7% beneficiaries of Widowed and Distressed Women Allowance were from urban areas. However, following the Assago has gradually started expanding the coverage of social protection programmes for the urban poor communities.

#### 2.4.1 Percentage of households receiving benefits from social protection programmes

Division	% of Households and Beneficiaries Receiving Benefit In 2016					
	Total		Rural		Urban	
	Household	Beneficiary	Household	Beneficiary	Household	Beneficiary
<b>National</b>	<b>27.8</b>	<b>28.7</b>	<b>34.5</b>	<b>35.7</b>	<b>10.6</b>	<b>10.9</b>
Barisal	56.2	59.9	60.8	64.5	34.7	38.0
Chittagong	17.6	18.0	21.1	21.6	08.8	09.0
Dhaka	12.4	12.8	22.0	22.3	03.0	03.1
Khulna	41.1	42.8	46.3	48.4	22.5	22.9
Mymensingh	24.9	27.7	27.6	30.9	10.5	10.5
Rajshahi	37.4	37.7	42.0	42.3	20.1	20.1
Rangpur	43.9	45.2	47.2	48.7	24.0	24.3
Sylhet	27.6	27.9	29.7	29.9	16.5	16.9

Currently, there are few urban-focused social protection programmes which are being run under various line ministries. Open Market Sales (OMS) is the largest initiative, in terms of budgetary allocation, which seeks to offer staple food items at a subsidized price for the urban poor. OMS is implemented in the major urban centres by the Ministry of Food. Moreover, allowance for low-income lactating mothers and day-care centre facilities are implemented by the Ministry of Women and Children Affairs (MOWCA). A few other programmes related to health, nutrition, and urban primary healthcare are implemented by the Ministry of Health and Family Welfare (MOHFW) to provide support to the urban poor.

## 2.4.2 Social Protection Programmes Focused on Urban Poor

Programme	Allotment in 2018-19 (crore Tk)	Responsible ministry
Open Market Sales (OMS)	832.00	MoF
Allowance for the urban low-income lactating mothers	248.50	MoWCA
Support for urban health and nutrition	38.95	MoHFW
Urban primary health care service delivery	19.91	MoHFW
Urban-based marginal women development	19.60	MoWCA
Day-care centres for low- and middle-income working women	11.74	MoWCA

Source: Finance Division, Ministry of Finance.

Number of beneficiaries under the social protection programmes for the urban poor have reportedly remained stagnant for most of the programmes. While the number of beneficiaries for the allowance of low-income lactating mothers have increased significantly over the years, beneficiaries for urban-based marginal women development has rather reduced. Moreover, beneficiaries for urban primary health care and the urban health and nutrition programmes have remained stagnant over several years.

## 2.4.3 List of programmes dedicated for urban areas only (by coverage, lakh)

Programme	2010-11	2012-13	2014-15	2016-17	2017-18
Allowances for Low-income Lactating Mothers	0.7	0.8	1.0	1.8	2.0
Urban Based Marginal Women Development	-	-	0.1	0.5	0.5
Urban Primary Health Care	-	-	2.0	2.0	2.0
Urban Public Environmental Health Care	-	-	22.4	25.0	25.0
Poverty Reduction through Urban Partnership	-	-	4.1	-	-
Support to the Urban Health and Nutrition	-	-	-	1.0	1.0
<b>Total</b>	<b>2.0</b>	<b>1.6</b>	<b>29.6</b>	<b>30.3</b>	<b>30.5</b>

Source: Finance Division, Ministry of Finance.

Distribution of benefits for the SPPs are evidently skewed to the urban areas. Data on the number of beneficiaries for two major SPPs reveal that about 90% of the beneficiaries has been selected from rural areas. The urban residents constitute only about seven percent of

the beneficiaries for old age allowance programme in 2018-19. Among millions of beneficiaries of the selected programmes, lower proportion of urban poor indicate the lack of urban-focused social protection system in Bangladesh.

#### 2.4.4 Number of beneficiaries of major SPPs in rural and urban areas in 2018-19

Regions	Old Age Allowance		Allowances for the Persons with Disabilities	
Urban	268,525	6.71%	91,150	9.11%
Rural	3,731,475	93.29%	908,850	90.89%
Total	4,000,000	100%	1,000,000	100%

Source: Department of Social Services, Ministry of Social Welfare (2019)

#### 2.4.5 Number of beneficiaries of major SPPs in urban areas of all the divisions, 2018-19

Divisions	Old Age Allowance	Allowances for the Persons with Disabilities
Barisal	21,942	3,397
Chattogram	44,900	19,022
Dhaka	76,058	32,368
Khulna	37,281	12,055
Mymensingh	11,284	3,765
Rajshahi	39,009	9,810
Rangpur	23,011	7,488
Sylhet	15,040	3,245

Source: Department of Social Services, Ministry of Social Welfare (2019)



Bangladesh is climbing the ladder of economic development and moving towards the path of achieving the status of middle-income country by fulfilling the SDGs 2030. The growing number of urban areas have been attracting investment and expanding the economic base. But the growing inequalities in living standards within the major cities have become one of the major concerns for the sustainable development of the country. Unplanned city growth, illegal encroachments on public land, poor urban governance, and lack of policy attention to the needs of the informal sector are some of the key factors exacerbating the problems of urban poverty in Bangladesh. Any effective strategy to address urban poverty is closely linked to an effective urbanization strategy. Critical policy entry points should include several concerns like mitigating public health risks, addressing the service needs of both transient settlements and more stable poor neighbourhoods, strong and effective policy support to the informal sector, and better utilization of urban land for community purposes and for the needs of the poor. Furthermore, planning should take place in a participatory way by involving communities and NGOs. These kinds of paradigm-shifting initiatives in the approaches taken by the government can for the urban poverty reduction.

### 3 Diagnostic Studies on Urban Social Protection

In the backdrop of the discussion above the government of Bangladesh, supported by the SSPS Programme of the Cabinet Division and the GED took up an initiative for conducting a study with the broader Objectives of the assignment is to prepare urban diagnostics for urban poverty and the assessment of social security needs of the urban poor. Some specific objectives of the study also included:

- Diagnostics of the types and extent of urban poverty across the country
- Analysis of urban issues affecting urban poor in Bangladesh, with an emphasis on major cities such as Dhaka and Chittagong
- Analysis of the existing policy provisions and interventions designed for urban poor
- Assessment of the structural barriers, resources availability, and current state of social security system for urban poor
- Review and analysis of NSSS provisions related to reduction of urban poverty
- Detailed analysis of the types of SPPs that can specifically meet the needs of urban poor
- Identification of the reasons behind the high rate of exclusion for urban poor in accessing social protection programmes
- Analysis of best international practices in terms of implementing and operating national urban social protection programmes
- Analysis of the needs of the urban poor and preparation of recommendations for an NSSS urban policy indicatively including social assistance, social insurance, and support services (i.e. utilities, physical infrastructure, job markets etc.)

The requirement of the support from the government for the poor urban communities is noticeable from the fact that a lot of the households in the urban slums experience poverty and remain vulnerable to shocks that can threaten their well-being. Till date, the national social protection system has been aligned mainly to the needs of the rural poor rather than that of the urban poor. It is only in the recent decade, the 7th Five-Year Plan and particularly the NSSS aims to address the issue of urban poverty through various initiatives. Though recent formulation of NSSS in 2015 by the Government anticipated expanding the coverage of social protection programmes for the urban poor communities, little has changed.

Despite the extra-ordinary achievements in terms of the income growth, human development and vulnerability reduction, poverty, especially in urban areas, has remained a major challenge for Bangladesh. Urban poverty, with its distinct features and about 19% of urban people living below the upper poverty line, remains an active threat for the

overall human development of the country. Because of its specialized nature, poverty reduction strategies and programmes require to address the issues of urban poverty from different perspectives. With the growing number of the urban population, the existing policies and programmes targeted to bring down the number of urban poor have been proved to be ineffective. Hence, formulation and implementation of effective policies and programmes are prerequisites to fight the challenges that urban poverty pose.

Unplanned city growth, illegal encroachments on public land, poor urban governance, and, lack of policy attention to the needs of the informal sector are some of the key factors exacerbating the problems of urban poverty in Bangladesh. Like the secondary literature, questionnaire survey conducted under this study reveal several forms of vulnerabilities that urban poor are facing. Higher prevalence of informal employment, lower level of literacy among the household heads, lack of training opportunities, lack of access to formal financial system, and lack of proper knowledge about the social protection system are some of the key findings from the survey. Moreover, the study also reflects the lack of access to land, housing, safe drinking water, sanitation, and utility connections by the urban poor.

As suggested by the primary and secondary data, urban poor are subject to various forms of deprivations and vulnerabilities. All the legal, institutional, economic, and political structures pose different types of challenges for the urban poor living in slums and low-income settlements. Lack of legal status in the slums restrict the ability of urban poor in accessing housing facilities as well as utility connections, registering for NID cards, and in accessing the Social Protection Programmes (SPPs). The lack of land tenure also creates the dependency structure of urban poor on the locally influential people to survive in the slums. All the systematic and unsystematic process of exclusions affect the welfare of the urban poor and restricts their ability to get included in the existing social protection system.

Urban poverty, being distinct from rural poverty in many ways, thus require customized social protection programmes contextualized with the local needs. Experience of designing and implementing social protection programmes for urban areas varies among countries, mostly in the developing world. Reviewing a number of well-acclaimed SPPs from few countries, several key lessons can be utilized in the context of Bangladesh.

- First, most of the successful social protection programmes reviewed in this study are conditional cash transfer (CCT) programmes. Success of the CCT programmes in Philippines, Ghana, and Brazil among other developing countries provide best examples of implementing CCTs for urban poor in a developing country like Bangladesh.
- Second, strict compliance to the attached conditions in the CCTs can bring positive results in terms of poverty reduction and human capital formation among the beneficiary households. Bangladesh can design CCTs with customized criteria targeting healthcare, nutrition, and education of women and children among urban poor. Monitoring the compliance to the conditions can be done by a Compliance Verification System (CVS) linked with the MIS to verify the compliance of the households for receiving health and education grants as in the case of Philippines. Furthermore, a Grievance Redress System (GRS) can be integrated with the MIS to

capture, resolve, and analyze grievances of both the beneficiaries and non-beneficiaries of the programme.

- Third, small social protection programmes can be merged into a large one to avoid coordination problem during the implementation of small SPPs. Merging small CCTs into a flagship CCT can be considered in the urban context.
- Fourth, all the successful CCTs have relied on a Single Registry System to collect, record, and update data on the extreme poor households across the country. In light of the global experience, it is a must for Bangladesh to develop a single registry system for all the poor households across the country based on NID cards and to utilize the registry system for selection of beneficiaries for different SPPs nationally.
- Fifth, adjusting different criteria for selecting beneficiaries and determining the amount grants with the needs of urban poor is a considerable option while expanding an existing CCT to urban areas.
- Sixth, transferring cash benefits directly to the beneficiaries have been proved as the most effective way to transfer the benefits transparently. In Bangladesh, with the evolution and popularity of mobile banking, cash benefits can directly be transferred to the intended beneficiaries.
- Seventh, an SPP for urban poor should consider the high mobility of urban poor and the programme should be able to continue serving beneficiaries regardless of their spatial mobility. An innovative land leasing solution under a new urban sector policy can reduce the vulnerabilities of urban poor.
- Eighth, adopting an innovative and inclusive urban sector policy in line with the NSSS provisions can be crucial for addressing a wide number of issues that the urban poor are currently facing.
- Ninth, urban employment schemes and national insurance schemes covering urban poor can be implemented. A social insurance system can be designed to enable people to invest in their own social security at a subsidized premium for the risks of unemployment, accidents and physical injuries, severe illness, and deaths of earning member of the poor households. On the other hand, training up of the unskilled labors, and expanding cash-based employment generating schemes can be implemented in urban areas by the relevant government agencies.
- Tenth, implementing agencies of the SPPs in developing countries can resort to innovative ways to create necessary awareness among urban poor. Relevant government agencies in Bangladesh can utilize both electronic and social media to create awareness among the urban poor regarding the available SPPs.

In implementing the National Social Security Strategy, it will be important to provide special attention to the urban sector. For the poor and marginalised citizens from urban areas, developing a dedicated social protection programmes a challenge. Hence, it is important to generate proper data in a central MIS for implementing any suitable support mechanisms for urban poor. In this respect, launching a central registry system for urban poor and designing a flagship CCT, instead of a number of small SPPs, can help implementation of NSSS urban policy. This study suggests further research initiatives on

designing flagship CCT programmes, merging small social protection programmes into one or more SPPs for urban poor, managing the national Single Registry System, designing an inclusive urban sector policy, designing urban employment schemes and national insurance schemes for urban poor.

### **3.1 Major Recommendation of the Studies**

#### **3.1.1 Unifying small programmes into an umbrella social protection programme**

In most of the developing countries like Bangladesh, small social protection programmes cause coordination problems during the implementation of SPPs. In Brazil, the BFP was created in 2003 by merging five existing cash transfer programmes including the Bolsa Escola (School Fund), the Bolsa Alimentação (Food Fund), the Cartão Alimentação (Food Card), and the Auxílio Gás (Cooking Gas Aid). Merging five programmes from five different ministries, a new Ministry of Social Development and Fight against Hunger was established to implement the new programme (Sarwar, 2018; Guanais, 2015). Bangladesh can take an important lesson from Brazil's experience in unifying a number of CCTs into one large programme and attach relevant compliance criteria to bring multi-dimensional benefits.

#### **3.1.2 Implementation of a Single Registry system**

All the successful CCTs have relied on a Single Registry System to collect, record, and update data on the extreme poor households across the country. In Philippines, a central Management Information System (MIS) has been created by integrating it with other modules like household registration, compliance verification system, payments, and grievance redress system. The MIS is updated with verified reports of changes in any information concerning the beneficiary households (Fernandez and Olfindo, 2011). Ghana launched their National Household Registry as a single registry database for the LEAP programme which is also being used by other government agencies for targeting potential beneficiaries of SPPs (Devereux et al., 2018). In Brazil, BFP follows a Unified Registry for Social Programmes (CadÚnico) where all the beneficiaries are registered. The Federal Ministry of Social Development and Fight against Hunger maintain this Single Registry while the municipal governments are responsible for collecting and entering the data of poor families into the registry (Torrens et al., 2016; Guanais, 2015). In light of the global experience, it is a must for Bangladesh to develop a single registry system for all the poor households across the country based on NID cards and to utilize the system for selection of beneficiaries for different SPPs.

#### **3.1.3 Adjusting the grants to the needs of urban poor**

Adjusting different criteria for selecting beneficiaries and determining the amount grants with the needs of urban poor is a considerable option while expanding an existing CCT to urban areas. In the Oportunidades-Prospera programme of Mexico, both rural and urban beneficiaries used to receive the same amount of cash benefits initially when the programme expanded to urban areas. However, the grant was later adjusted to cater to the

needs of the urban poor and the urban beneficiaries were given a bank card to withdraw cash benefits directly from ATMs. Moreover, the cost of accessing basic services and inflation need to be taken into consideration while designing a new SEPP for the urban poor (Devereux et al., 2018).

#### **3.1.4 Transferring the cash benefits directly to the beneficiaries**

Transferring cash benefits directly to the beneficiaries have been proven to be an effective way to transfer the benefits transparently. In Philippines and in Brazil, the grants are paid directly to the bank account of the beneficiary households (Sarwar, 2018; Guanais, 2015; Fernandez and Olfindo, 2011). In Ghana, LEAP introduced the electronic payment in 2016 using "ezwich" cards encoded with biometric data for withdrawal of the grant at a payment point and in the e-zwich ATMs (Sulemana et al., 2019). In Bangladesh, with the evolution and popularity of mobile banking, cash benefits can directly be transferred to the intended beneficiaries.

#### **3.1.5 Land tenure for urban poor**

Security of tenure is considered as important as access to food and water in the context of urban poverty (Mahadevia, 2010). Infrastructure and services cannot be extended to most of the slums as they are considered as illegal settlements. In consequence, the urban poor often face the threat of eviction. However, easing access to basic services, land ownership and housing can solve a lot of the troubles faced by the poor urban communities. The 7th Five-Year Plan referred to some strategies like direct land leasing to the urban poor. It also encouraged the private land-owners to set up lease contracts with occupiers which protect the interest of all parties. Moreover, the Plan brought up the concept of housing loan for the low-income households. Furthermore, the Plan has prioritized the capacity building of CBOs and NGOs in assisting the poor so that they can have collective consciousness about land leasing, ownership and rent-related programmes. Based on the suggestions made by the 7th Five-Year Plan, an innovative land leasing solution under a new urban sector policy can reduce the vulnerabilities of urban poor.

#### **3.1.6 Adoption of an Urban Sector Policy**

Urban sector policy has been drafted and revised several times since 2005 by the Local Government Division of the Ministry of Local Government, Rural Development and Cooperatives. The urban sector policy has mentioned the ubiquitous issues of urbanization and urban poverty. It has been pointed out in the urban sector policy that the government will be responsible for taking appropriate measures on reducing the urban poverty. Moreover, relevant government agencies have been advised to implement priority programmes for upgrading the living conditions in the slums and other informal settlements. Furthermore, the policy also talks about issues like special zones for the urban poor communities, smooth access to basic services and utilities in slums, and support for the informal employment for the urban poor. However, the policy is still in the draft phase and is awaiting further revision and approval from the Cabinet. Adopting an innovative and inclusive urban sector policy in line with the NSSS provisions will be crucial for addressing a wide number of issues that urban poor are currently facing.

### **3.1.7 Portability of programmes**

One of the key factors identified in accessing social protection programmes by the urban population is the high mobility of slum dwellers. In designing a flagship SPP for the urban poor, the leaders should consider the high mobility of the urban poor and the programme should be able to continue serving beneficiaries regardless of their spatial mobility. In this regard, portability of participation and portability of accessing services need to be ensured. Implementation of a central registration system for urban poor can help to track the mobile population in urban areas. One way of doing it is to handover the responsibility of informing the authority to the beneficiaries themselves. But in that case, an effective information campaign should be in place so that the evicted people can trace them and inform about their current location. In Philippines, such provision is practiced in the Pantawid Pamilya, where beneficiaries can inform the programme authority of their change of residency and still participate in the programme (Fernandez and Olfindo, 2011).

### **3.1.8 Designing insurance policies for urban poor**

A good mechanism for improving the share of social protection benefits among the urban population is to develop an insurance system for poor people, including the urban poor. A social insurance system can be designed to enable people to invest in their own social security for the risks of unemployment, accidents and physical injuries, severe illness, and deaths of earning member of the poor households. Relevant government agencies can share the price of the insurance premium and the rest of it can be paid by the beneficiaries at a subsidized rate.

### **3.1.9 Urban employment schemes**

The urban labour market in Bangladesh is different to the rural labour market. Hence, government can innovate newer strategies for generating employment for urban poor laborers. The purpose of this kind of intervention will be to ensure minimum level of income to maintain regular expenses by employing at least one adult people per household. Training up of the unskilled labours, and expanding cash-based employment generating schemes can be implemented by the relevant government agencies. The 7th Five Year Plan has mentioned about creating dedicated zones for microenterprises, street vendors and hawkers which will eventually help the urban poor. Providing training to youths on modern manufacturing sector like the Readymade Garments (RMG) sector in Bangladesh can help to promote livelihoods for youths of poor households living in urban areas.

### **3.1.10 Creating mass awareness among urban poor regarding SPPs**

Creating mass awareness among the urban poor regarding the SPPs have always remained challenging. Many developing countries have used innovative ways to create necessary awareness for the selection of beneficiaries for SPPs in urban areas. In Ghana, door-to-door visits and community meetings were some of the outreach strategies applied to make poor households aware of the registration system of the LEAP programme. On the other hand, in Mexico, mass media advertisement was used as a call for applicants instead of door-to-door visits to identify eligible households. The potential applicants, in this

instance, had to visit the recruitment offices and to submit the required documents as part of the application process (Devereux et al., 2018). Relevant government agencies in Bangladesh can utilize both electronic and social media to create awareness among the urban poor regarding the available SPPs.

In implementing the NSSS, it will be important to provide special attention to the urban sector. For the poor and marginalised citizens from urban areas, developing a dedicated social protection programme for the urban poor is a challenge. It is important to generate proper data in a central MIS for implementing any suitable support mechanisms for urban poor. In this respect, launching a central registry system for the urban poor and designing a flagship CCT, instead of a number of small SPPs, can help implementation of the NSSS urban policy.

### 3.2 Way Forward

Rapid urbanization has created both opportunities and challenges for the urban population as well as for the government of Bangladesh. On the positive side, there has been a boom in the informal sector of the economy and rural-urban migration has provided the manufacturing industries including RMGs with labour at competitive prices. While the desire for better livelihoods have attracted a large number of people to cities, large numbers of people also migrated to urban areas due to loss of assets from different forms of natural hazards. The victims of natural disasters migrate and other forms of man-made disasters move to cities and start living in slums equipped with no utility connections and social services. Statistics show that more than half of the population of this country will be living in cities by 2030. With a stagnant rate of reduction in urban poverty, a large number of urban poor may continue living in the slums unless proper social protection strategies are implemented.

Like other developing countries, slums in Bangladesh are not equipped with basic facilities such as proper housing, safe drinking water, sanitation, and healthcare. The requirement of the support from the government for the poor urban communities is noticeable from the fact that a lot of the households in the urban slums experience poverty and remain vulnerable to shocks that can threaten their wellbeing. As a large part of the urban poor are internal migrants who have migrated from rural areas to urban with limited resources at hand, the economic vulnerability they face is unparalleled. Having almost no productive assets like land and housing, and limited access to basic services like education, health, and other utility connections force the majority of slum dwellers into a vicious cycle of poverty which they mostly fail to come out of. Till date, the national social security activities have been aligned mainly to the needs of the rural poor rather than those of the urban poor. Though recent formulation of NSSS in 2015 by the Government anticipated expanding the coverage of social protection programmes for the urban poor communities, little has changed in reality.

Unplanned city growth, illegal encroachments on public land, poor urban governance, and, lack of policy attention to the needs of the informal sector are some of the key factors exacerbating the problems of urban poverty in Bangladesh. Any effective strategy to address urban poverty is closely linked to an effective urbanization strategy. Policies and strategies for the urban poor should include several concerns like mitigating public health



risks, addressing the service needs of both transient and stable settlements, effective support to the informal sector, and better utilization of urban land for urban poor. Furthermore, planning should take place in a participatory way by involving communities and NGOs.

It has been found from the literature as well from the field study that urban poor are subjects of various forms of deprivations and vulnerabilities. All the legal, institutional, economic, and political structures pose different types of challenges for the urban poor living in slums and low-income settlements. While the urban poor often lack access to basic social services and utility connections, getting jobs in the formal sector also remain difficult. Lack of legal status in the slums restrict the ability of urban poor in accessing housing facilities as well as utility connections, registering for NID cards, and in accessing SPPs. The lack of land tenure also creates a dependency structure of urban poor on the locally influential people to survive in the slums. All the systematic and unsystematic process of exclusions affect the welfare of the urban poor and restricts their ability to get included in the existing social protection system.

Urban poverty, being distinct from rural poverty in many ways, thus require customized social protection programmes. Combining the experience of national social protection system as well as the international best practices from developing countries, several key lessons can be utilized in the context of Bangladesh. First, most of the successful social protection programmes reviewed in this study are conditional cash transfer (CCT) programmes. Second, strict compliance to the attached conditions in the CCTs can bring positive results in terms of poverty reduction and human capital formation among the beneficiary households. Third, small social protection programmes can be merged into a large one to avoid coordination problem during the implementation of small SPPs. Fourth, all the successful CCTs have relied on a Single Registry System to collect, record, and update data on the extreme poor households across the country. Fifth, adjusting different criteria for selecting beneficiaries and determining the amount grants with the needs of urban poor is a considerable option while expanding an existing CCT to urban areas. Sixth, transferring cash benefits directly to the beneficiaries have been proved as the most effective way to transfer the benefits transparently. Seventh, adoption of an innovative and inclusive urban sector policy in line with the NSSS provisions can be crucial for addressing a wide number of issues that urban poor are currently facing. Eighth, an SPP for urban poor should consider the high mobility of urban poor and the programme should be able to continue serving beneficiaries regardless of their spatial mobility. Ninth, urban employment schemes and national insurance schemes covering urban poor can be implemented. Lastly, implementing agencies of the SPPs in developing countries can resort to innovative ways to create necessary awareness among urban poor.

In implementing the NSSS and designing, it will be important to provide special attention to the urban sector. For the poor and marginalised citizens living in urban areas, developing a dedicated social protection programme for urban poor is a challenge. It is important to generate proper data in a central MIS for implementing any suitable support mechanisms for the urban poor. In this respect, launching a central registry system for urban poor and designing a flagship CCT, instead of a number of small SPPs, can help implementation of the NSSS urban policy. Designing the NSSS urban policy and the

Urban Sector Policy will require further research. The areas where further research initiatives required are the following:

### **3.3 Recommended Studies**

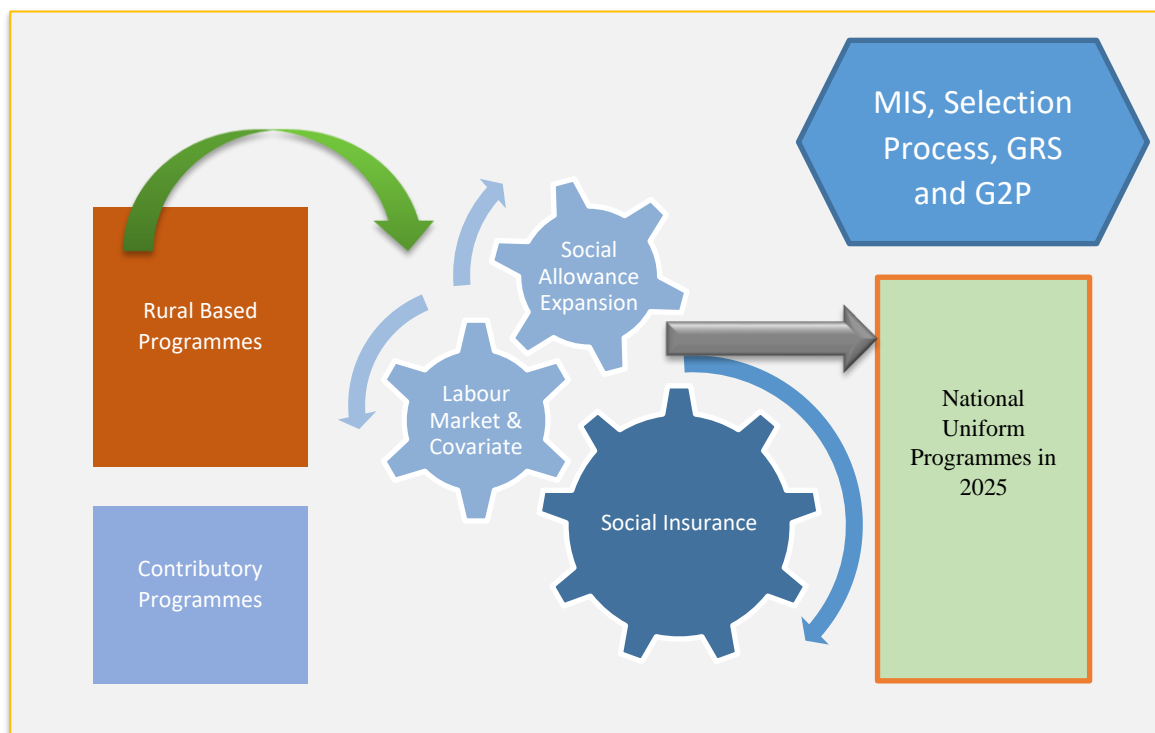
- Designing a flagship conditional cash transfer (CCT) programme for urban poor by setting the attached conditions for poverty reduction and human capital formation among the beneficiary households.
- Merging small social protection programmes into one or more SPPs for urban poor
- Designing the implementation and operation of the national Single Registry System to collect, record, and update data on the extreme poor households across the country
- Adopting an inclusive urban sector policy in line with the NSSS provisions
- Designing urban employment schemes and national insurance schemes for urban poor.

## 4 Strategic Framework of Urban Social Protection

It is evident from the previous chapters that the urban social protection will be of three dimensions, namely the programmes to be expanded in urban setting, labour market intervention and the social insurance. It is also noteworthy that the formal definition of urban areas may not include localities with similar complexities. In other words, some of the urban areas are virtually rural in characteristics. These types of less evolved urban areas will need expansion of SP programmes from the rural areas. On the other hand, the newly designed social insurance and private pension programmes will have plan for expansion in the rural areas in the long run.

Therefore, the strategic direction of urban social protection will be to import programmes from the rural areas to the urban, especially to the less evolved urban areas and introduce social insurance programmes to the urban areas like Dhaka and Chittagong which are labour intensive. The ultimate vision of the urban social protection will be to unite with the mainstream of social protection programmes to create a national uniform social protection programmes as shown in the following diagram:

### Strategic Framework



Some of the programmes will be very easy to implement as those will involve political decision, while the other types of programmes will require rigorous planning. Moreover, what is most important for both cases is the accurate data about urban people along with their economic profile and proper management information system. The selection process must follow highly meticulous statistical tools like proxy means test (PMT), supported by GRS system. The payment system should be from directly from the government to person modality what is termed in the NSSS as G2P. The NSSS Action Plan has already incorporated these operational issues in the the activities of the ministries and divisions. In

most of the cases the same system and data will be useful. But for the sake complete and comprehensive urban social protection strategy and action plan those issues have also been incorporated in this document.

In addition, the urban diagnostic studies have suggested to carry out some further research in some particular areas of urban social protection. Those have also been incorporated as important plans of relevant ministries.

## 5 Ministry of Social Welfare

### Background

Ministry of Social Welfare is one of the important ministries dealing with social security for the poor and vulnerable people of Bangladesh, being charged with the largest number of programmes. This ministry is implementing programmes like Old Age Allowances, Widow Allowances, Allowances for Persons with Disabilities, grants and aid to acid burnt victims. The vision of the ministry is “better life and caring society” for all. The mission of the ministry is “Creating a better life by providing social security, empowerment and development for the poor, vulnerable group of people and persons with disabilities”. The Ministry adopts social security as the most important tool for achieving its goals.

The main challenge for the ministry is to expand different types of social allowance programmes to the urban setting. In view of the plan of The National Social Security Strategy (NSSS) to put the Ministry of Social Welfare in the helm of implementing a lifecycle based social security, the Ministry must have deep focus in upscaling social protection programmes for urban poor.

### Situation Analysis and Action Plans

Programme name	Present Situation and	Gap Analysis	Action Plan
Urban Expansion of Old Age Allowance	The old age allowance programme is predominantly rural, though there are provisions for urban people as well. According to the NSSS it will be accessible to all elderly citizens aged above 60 who have income below 1.25 times the upper poverty line. The estimated number of eligible candidates will be around 65 lakh. [Summary, Box 5.1, Para 2.2.6, 4.3.3 of NSSS]	However, the programme being focused mostly in the rural areas, the urban poor, especially in the metropolitan and city corporation areas are being excluded. As a result, the programme for the old age needs to be expanded in the rural areas.  The detailed information about the urban poor is not also available. A thorough survey of the urban poor people above 60 needs to be conducted.	a. Conduct a thorough survey on the urban poor above 60, and a make a database.  Timeframe: June 2021  b. Prioritize the excluded urban old people for old age allowance programme. June 2022
Disability Benefits for Urban Poor	The NSSS proposes disability benefits separately for children and working age people. The NSSS also suggests that there should be	The programme for the disabled is has been upscaled to the level of universal, even beyond the goals of the NSSS action plan, if the data	a. Take measures to identify the excluded urban persons with disability and

Programme name	Present Situation and	Gap Analysis	Action Plan
	<p>disability allowance for severe disability among working age people. The NSSS encourages complementary programmes for vocational education, enterprise support and anti-discrimination in the job market. [Para 2.2.5, 4.3.4, Figure 2.4, Summary, Box 5.1 of NSSS]</p> <p>In consistence with the NSSS provision the government has already expanded programmes for disable people. The total number of beneficiaries for the disabled is around 14.5 lakh and the total budget is around 1390 Crore Taka.</p>	<p>base of the people with disability is exhaustive. However, it is most probable that the list will continue to grow as still some of the people with disability are not yet in the list. There being many floating people in the urban areas, the possibility of their exclusion is high. Therefore, more thorough survey of the disability in the urban areas should carried out. The newly identified people with disability should be included in the disability programme as early as possible.</p>	<p>incorporate them in disability benefit programmes.</p> <p><b>Timeframe:</b> June 2021</p>
<p>Expand Programmes for Orphans and Street Children</p>	<p>Orphans require special care and additional funding. The Ministry of Social Welfare will continue to provide support to orphans through the on-going programmes to ensure that they receive adequate benefits and support. [Para 2.2.5, 5.2.4 of NSSS]</p> <p>Though, the NSSS provides that the programmes for the orphans will be continued in the existing scale, still there is scope for finding out more orphans and abandoned children for protection. The situation is more true about the street children in the urban areas.</p>	<p>Currently, the Ministry of Social Welfare has a number of programmes for supporting orphans and street children. But, there are still some children out of protection in the urban areas.</p>	<p>Identify the un-targeted orphan and street children in the urban areas and bring them under social protection.</p> <p>Time frame: July 2021</p>

## **Key Actions**

- **Conduct a thorough survey on the urban poor above 60, and a make a database and bring them under old age allowance programme.**
- **Take measures to identify the excluded urban persons with disability and incorporate them in disability benefit programmes.**
- **Identify the un-targeted orphans and street children in the urban areas and bring them under social protection.**

## 6 Ministry of Food

Ministry of Food is the key ministry of the government to take decisions on the overall issues related with food security and storage. This Ministry is assigned with the task of establishment of a dependable national food security system. Procurement, storage and movement of food-grains are included as the broader activities of the ministry. The vision of the ministry is to “ensure dependable and sustainable food security for all at all times”. The specific mission of the ministry is to “ensure adequate and stable supply of safe and nutritious food through integrated public food management”.

The urban people are the most vulnerable to any type of food price shock. The Ministry of Food has therefore put much emphasis in stabilizing food market in urban areas. Such programmes include open market sale. Though the overall food security for the urban people is satisfactory, still the Ministry has to be constantly alert about food situation. The open market sale of rice etc. has been very effective programme and the ministry may continue this programme.

### Situation Analysis and Action Plans

Programme name	Present Situation and	Gap Analysis	Action Plan
Open Market Sales (OMS) of Food for Urban People	As envisaged in the NSSS the Ministry of Food has been running programmes of Open Market Sales (OMS) for the urban people. The OMS is and will remain self-targeted as at present.  [Para 4.6 of NSSS]  A budget of Tk. 949 crore has been allocated in FY 2019-20 for OMS, with a target of covering 20 million beneficiaries.	According to the present situation food price being very stable the demand for OMS is comparatively low. However, the OMS programme needs to continue as food price shock can happen anytime. Therefore, the existing favourable situation should not tempt the Ministry to relax its programmes as price hike can happen anytime without notice.	Continue the OMS programme for the urban people and always be ready for any sudden price hike.

### Key Actions

- **Continue the OMS programme for the urban people and always be ready for any sudden price hike**



## 7 Ministry of Disaster Management and Relief

### Background

Ministry of Disaster Management and Relief is mainly responsible for disaster risk management and response and is also involved in managing workfare programmes for the poor. The vision of the ministry is “To reduce the risk of people, especially the poor and the disadvantaged, from the effects of natural, environment and human induced hazards”. Its mission is to establish a more comprehensive risk reduction culture. The ministry is working for strengthening disaster relief and workfare programmes.

The primary focus of this ministry is rural as the cases of disasters happen in the rural areas and workfare programmes are also targeted for the rural unemployed. However, the programmes of the ministry in the rural areas have impacts to bring back rural people from out flow to urban areas. Therefore, The Ministry has very crucial role to reduce the burden of urban migration by taking relief and workfare programmes in the villages. However, the possibilities of urban disaster being on the rise, the ministry must take more programmes for the urban disasters.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Reduce urban migration of people by enhancing Rural Disaster Response programmes	and Relief. The NSSS also suggests that the Ministry may enhance supply of other items like medicines, clothing, temporary housing, etc.  [Para 4.6, 4.7 of NSSS]	Most of the relief programmes of the ministry are based on transfer of food. Parallel to cash transfer, other supports like medicine and temporary housing or house making materials like corrugated tins are provided.	Enhance disaster response programme for the rural poor especially the victims of river erosion and climate change, who are planning for migration
Scale up Workfare Programmes in the Urban Areas	Most of the workfare programmes of the Ministry are based in the rural areas. But also in the urban areas there is demand for workfare programmes.	Workfare programmes for the urban poor may be an effective means of social protection protection. Hardly there is any workfare programmes having urban poor as the main beneficiaries.	Expand workfare programmes for the unemployed working age people in the urban areas

## Key Actions

- **Enhance disaster response programme for the rural poor especially the victims of river erosion and climate change, who are planning for migration**
- **Expand workfare programmes for the unemployed working age people in the urban areas**

## 8 Ministry of Primary and Mass Education

### Background

Ministry of Primary and Mass Education is involved in ensuring primary education as well as mass education in Bangladesh. Thus, it has great contribution in development of human resources of the country. Ministry of Primary and Mass Education spends more than 5 per cent of the total social security budget. The vision of the Ministry is “to ensure good quality of pre-primary, primary and life-long education for all”.

One of the major social security activity of the Ministry is to scale up school stipend programme for 50% of the students of primary school. It is encouraging to note that the ministry has already made the school stipend programme universal, expanding the programme to the urban areas.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Scale up Primary School Stipend Programme with Focus in Urban Areas	<p>The NSSS provides that the primary stipend will cover 50 per cent of the primary school students.</p> <p>A school stipend may be of Tk. 300 per month for all primary and secondary school going children belonging to the poor and vulnerable households.</p> <p>[Summary, Para 2.2.2, 4.3., 5.2.3 of NSSS]</p> <p>The ministry has covered around 100% of the primary children, as the programme has been declared as universal. But the amount of the stipend money is still below Tk. 300.</p>	<p>The stipend money for the primary school is below the planned rate of Tk 300 per head. But This is not yet achieved.</p>	<p>Ensure primary school stipend programme for all the students in the urban areas and increase the stipend money</p>

## Key Actions

- **Ensure primary school stipend programme for all the students in the urban areas and increase the stipend money.**

## 9 Financial Institutions Division

### Background

The Division deals with the law and policy issues related to the banks and non-bank financial institutions, capital market, insurance sector and microcredit sector. The Financial Institution Division has been assigned by the NSSS the responsibility of creating a social insurance system which will primarily target the workers in the formal sector, especially in the urban areas.

Though the concept of social insurance is very common in the social security of developed countries, it is almost new in the Bangladesh setting. The idea is that people will invest for their own social security during their need. For this to happen, a strong legal and institutional framework is required. The NSSS strategic objective of the Division is to institutionalize a social insurance system for Bangladesh.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Implement a National Social Insurance Scheme (NSIS) for the Urban People	<p>According to the NSSS Action Plan the Financial Institution Division is assigned with the task of establishing a a system of NSIS [Summary, Para 4.3.3 of NSSS]</p> <p>The initial beneficiaries for the NSIS are the people in the urban areas. Therefore, the NSIS is one of the main pillars of urban social protection. The Financial Institution Division is working for building up an integrated system of social insurance, which will be contributory.</p> <p>The programme will be designed such a way that it can be replicated in the rural setting in the long run.</p>	The ministry is trying to create a system of NSIS though the pace is slow.	Introduce the NSIS for the urban people as early as possible.

### Key Actions

- **Introduce the NSIS for the urban people as early as possible.**

## 10 Ministry of Women and Children Affairs

### Background

Ministry of Women and Children Affairs is mandated to implement various programmes for development of women and children. It has been a focal ministry for implementation of the NSSS Gender Strategy and Action Plan. The vision of the ministry is “a society with gender equality and child protection”. The ministry is working with a mission of establishing the rights of women and children and women empowerment through mainstreaming in development”.

The main challenge as set out by the NSSS for the Ministry is to introduce two new programmes--a Child Benefit Programme and a Vulnerable Women Benefit programme. The Ministry is also assigned to take measures for ensuring workplace child-care services and formulating legislation for child maintenance payment. Most of these programmes are for the women and children in the urban setting, and therefore, this ministry has very vital role in designing and implementing a robust urban social protection system.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Child Benefit Programme	<p>The Ministry is presently running a programme for the Lactating Working Mothers in the urban areas. The ministry as another similar programme for the rural areas.</p> <p>According to the NSSS the Ministry of Women and Children Affairs will formulate a consolidated programme for the children from 0 to 4 year of age by consolidating the above-mentioned programmes. Accordingly, the ministry has been taking up pilot programmes aimed at children.</p>	<p>The ministry is supposed to cover at least 50% of the children under 05 years of age. But presently the ministry is covering only 3 lakh of children. Therefore, the ministry has to implement the planned integrated child benefit programme which will cover the urban children as well as their mothers. This programme will ensure the child nutrition and will also empower the women.</p>	<p>Enhance the implementation of consolidated child benefit scheme with special focus for urban mothers and children.</p> <p>Timeframe: June 2021</p>

Objectives	Present Situation	Gap Analysis	Action Plan
Vulnerable Women's Benefit (VWB)	<p>The Government will consolidate the Allowance for Widowed, Deserted and Destitute Women and the VGD scheme into a new Vulnerable Women's Benefit (VWB) programme.</p> <p>[Summary, Para 4.3.2 of NSSS]</p>	<p>Vulnerable women in the urban areas often go unnoticed and therefore uncovered. On the one hand, the coverage for vulnerable women in the urban area is insufficient. On the other hand the most vulnerable women are excluded. Therefore, the programme has to be expanded in the urban setting. A database of the vulnerable women with their economic profiling needs to be prepared.</p>	<p>a. Prepare a database of the vulnerable women in the urban areas</p> <p>b. Scale up the programmes to gradually cover all the vulnerable women prioritizing the poorest.</p>
Workplace Childcare Services	<p>This programme is mainly for the urban women. The Ministry of Women and Children Affairs is to coordinate with other ministries to ensure workplace childcare services in compliance with Labour Act, 2006, which stipulates that all employers (private and public) with more than 40 employees will provide childcare services.</p> <p>[Para 2.5.4, 3.5 of NSSS]</p>	<p>The Ministry has pilot programmes for day care or workplaces have facilities for childcare services. Facilities for childcare exist in some organizations. There are 94 centres under the Ministry. The number is very small compared to the requirement. The number needs to be increased. However, the ministry cannot, nor is mandated, to cover all the working mothers. Therefore,</p>	<p>a. Scale up childcare services in the urban areas</p> <p>Timeframe: Continuous</p> <p>b. Collaborate with Ministry of Labour and Employment for monitoring compliance of organizations in establishing day-care centres.</p> <p>Timeframe: Continuous</p>

## Key Actions

- **Enhance the implementation of consolidated child benefit scheme with special focus for urban mothers and children**
- **Prepare a database of the vulnerable women in the urban areas**
- **Scale up the programmes to gradually cover all the vulnerable women prioritizing the poorest. Scale up childcare services in the urban areas**
- **Collaborate with Ministry of Labour and Employment for monitoring compliance of organizations in establishing day-care centres.**



# 11 Local Government Division

## Background

Local Government Division is charged to enhance local governance and socio-economic development of the people, both in urban and rural areas. The Division is involved in implementation of different social security schemes by itself and also supports other ministries in rolling out their programmes in the field. The vision of the Division is “to establish participatory and effective local governance”.

The mission of the Division is “to improve living standard of people by strengthening local government system, rural and urban infrastructural development and implementation of socio economic programmes”. One of the major challenges for the Division is to ensure urban social protection.

## Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Strengthen urban social security	<p>The rapid socio-economic development has been accompanied by an equally rapid urbanization. There is a big segment of people in urban areas who live in abject poverty. The problem has been aggravated due to the difficulty in operating social security programmes in urban areas.</p> <p>Different ministries have urban focused programmes. Some programmes have urban components. But overall, social security required for urban poor people needs to be ensured.</p>	<p>The issue of urban social security has not been adequately recognized. Special measures should be taken to ensure that urban poor households have similar access to social security as the rural poor. Unlike the rural areas, the problems of the urban poor are complicated and multi-faceted. Therefore, the urban poverty must be addressed by a comprehensive programme.</p>	<p>a. In collaboration with the BBS conduct a thorough survey for urban poverty and vulnerability</p> <p><b>Timeframe: June 2021</b></p> <p>b. Formulate a comprehensive programme for tackling urban poverty taking into account of the survey</p> <p><b>Timeframe: June 2022</b></p>
Improve targeting, Grievance Redress System (GRS) and M&E	<p>According to the NSSS the Local Government Division is to support all the ministries in improving targeting and GRS. The support of</p>	<p>There is hardly any effective GRS for addressing the grievances with regard to social protection. The concept of using GRS</p>	<p>Prepare a framework of GRS, both online and manual, for addressing the grievances of the</p>

Objectives	Present Situation	Gap Analysis	Action Plan
	GRS is more important in the context of urban poor who are excluded only because of their floating nature. A comprehensive GRS may give them scopes for registering their demand for social protection benefits.	for targeting the excluded persons is also comparatively new. Therefore, the Local Government Division has to formulate a dedicated Grievance Redress system to address the grievances of urban people as well as utilize it as a tool for targeting the persons out of the coverage.	urban poor and design it for targeting the deprived candidates for social benefits.  <b>Timeframe: June 2021</b>

## Key Actions

- **In collaboration with the BBS conduct a thorough survey for urban poverty and vulnerability**
- **Formulate a comprehensive programme for tackling urban poverty taking into account of the survey**
- **Prepare a framework of GRS, both online and manual, for addressing the grievances of the urban poor and design it for targeting the deprived candidates for social benefits.**

## 12 Finance Division

### Background

Finance Division plays key role in social security programme design and implementation. It is responsible for allocation of budget, release, transfer, channelize and disbursement of fund, maintaining accounts and preparation of reports and audit.

The vision of the Finance Division is to “achieve high economic growth by farsighted and sustainable management of public finances”. In order to achieve that the Division has the mission of fostering growth and reducing poverty by ensuring prudent and efficient fiscal management.

The major challenged of the Division is to ensure the present share of social security expenditure in GDP by readjusting allocations among reformed programmes. Therefore, it is an inherent challenge to finance all the urban social protection programmes to be undertaken by different ministries/divisions.

In addition to that, the Finance Division has specific responsibility of creating a private pension system which will be significant part of the envisaged urban social protection system in the country. Also the Division manages the public pension, which is mainly focused in the urban areas.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Government Service Pension	Public pension may be regarded as a part of urban social protection. The NSSS provides that the Finance Division manages and continues the Government Service Pension in its present form.	Finance Division is managing the government pension programme. A dedicated unit for government pension in FD is in the process of approval. There is system of payment by EFT. But still a good number of payments is done through manual system.	Further improve the public pension payment system by use of digitization.
Private pension	Private pension which is a significant part of urban social protection system. The NSSS stipulates that private pension, like the government pension system, should be introduced.	The Finance Division has been working to formulate a framework of private pension. But still there is hardly any visible progress in this regard. The division may expedite the process of creating a system of private pension.	Introduce private pension in collaboration with the private sector employers.

## Key Actions

- **Further improve the public pension payment system by use of digitization.**
- **Introduce private pension in collaboration with the private sector employers.**

## 13 Ministry of Education

a) Secondary and Higher Education Division; and

b) Technical and Madrasah Education.

Both the Divisions of the Ministry have involvement in social protection with significant implication for urban human development. It is worth mentioning that under this ministry there are some smaller programmes which need to be consolidated through consultation. It is expected that the consolidation process will provide distinctive work plans for the two divisions working under the Ministry of Education. From the perspective of urban social protection, the divisions of the ministry have the basic role of expanding the secondary stipend programme to the urban areas.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<p><b>Scale up Secondary Education Stipend Programmes in the urban areas</b></p>	<p>The NSSS provides that the secondary education stipend should cover 50 per cent of the secondary school students. The stipend amount will be raised.</p> <p>A school stipend may be of Tk. 300 per month for all primary and secondary school going children belonging to the poor and vulnerable households.</p> <p>[Summary, Para 2.2.2, 5.2.3 of NSSS]</p>	<p>Presently the two Divisions of the Ministry of Education have stipend programmes but with only around 17 per cent of the secondary school students.</p>	<p>Ensure secondary school stipend programme for all the students in the urban areas and increase the stipend money</p>

## Key Actions

- **Ensure secondary school stipend programme for all the students in the urban areas and increase the stipend money**

## 14 Ministry of Health and Family Welfare

a) Health Services Division; and

b) Medical Education and Family Welfare Division.

The two divisions of the Ministry of Health and Family Welfare play major role in promoting affordable and quality health services to all. In order to do that a major part of the health services are carried out free and therefore come within the purview of social protection. The two divisions of the ministry have so many inter-related responsibilities that their action plan for social protection has been similar.

The social protection programmes which are emphasized for them are related with nutrition, immunization and so on. But what is most specifically assigned for them are maternal health care and maternity insurance. The maternal health care is both rural and urban, though the maternal insurance is basically for the urban working women.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Maternal Health Care</b>	A child's health is intimately linked with the health of the mother at the pregnancy stage. The Government will build on the positive experiences of the Maternal Health Voucher Scheme (MHVS) and expand coverage to all women who need this service, undertaking it in a phased manner.  [Para 4.3.2 of NSSS]	The number of beneficiaries covered by the programme is not adequate. The scheme is not available in all geographic areas. The programme needs to be scaled up, especially in the urban areas on a priority basis.	Scale up maternal health care services like Maternal Health Voucher Scheme (MHVS) programme in the urban areas on a priority basis  <b>Timeframe: Continuous</b>
<b>Maternity Insurance</b>	According to the NSSS, the maternity insurance is to be integrated in the NSIS to be implemented by Financial Institutions Division.  [Summary, 4.3.2, 4.3.3 of NSSS]  Maternity insurance is mainly targeted for the	The Ministry of Health and Family Welfare is yet to design any maternity programme for the urban working women. The maternity insurance programme needs to be introduced as	Introduce maternity insurance system for the working women in the urban areas  <b>Timeframe: June 2021</b>

Objectives	Present Situation	Gap Analysis	Action Plan
	working women in the urban areas.	early as possible.	

## Key Actions

- **Scale up maternal health care services like Maternal Health Voucher Scheme (MHVS) programme in the urban areas on a priority basis.**
- **Introduce maternity insurance system for the working women in the urban areas.**



## 15 Rural Development & Cooperatives Division

### Background

The Rural Development and Cooperatives Division undertakes different programmes for rural development by a range of activities including rural employment generation, skill development, research and formulation of relevant rules and policies. The Division has the vision of a socio-economically developed Bangladesh. To achieve the vision, the Division has the mission to eradicate poverty by means of cooperatives and integrated rural development activities, as well as research.

The Rural Development and Cooperatives Division may not have much involvement in urban social protection, but it has very crucial responsibility in slowing urban migration by enhancing rural employment and income generating activities. Thus the Action Plan of the Division is to undertake graduation programmes for the poor in the rural areas pulling back urban poor and stopping outward migration.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Scale up My House My Farm Programmes</b>	<p>Real and direct income earning opportunities and formal and informal work to the poorest is one of the most emphasized objectives of the NSSS. This would provide activities to the poor people with a means to lift themselves out of extreme poverty.</p> <p>Such programmes would support the extreme poor in staying back in their rural homes. Not only that, it will also attract back some of the urban poor reducing pressure in the urban areas.</p> <p>The Rural Development and Cooperatives Division has a great intervention for poverty reduction. The programme is called 'My House - My Farm'. This is one of the prioritized initiatives of the Honourable Prime Minister. Measures are underway to increase the number of beneficiaries.</p>	<p>The programme being under direct monitoring of the PMO, it is showing very good results. But in order to factor this programme in reducing pressure in the urban poverty this programme needs to be further scaled up.</p>	<p>Scale up My House My Farm Programmes in the urban areas to reduce urban migration of extreme poor</p>

## Key Action

- **Scale up My House My Farm Programmes in the urban areas to reduce urban migration of extreme poor**

## 16 Ministry of Labour and Employment

### Background

Ministry of Labour and Employment is responsible for ensuring labour related laws and overall social security for working people. The Ministry has been assigned by the NSSS a major task of introducing an insurance scheme for the labourers in the formal sectors, basically in the urban areas. Thus, the Ministry has a very important profile in terms of social security, particularly for urban social protection.

The vision of the Ministry is to promote welfare of the working-age people, including women. In order to achieve this vision, the ministry has the main objective of building up a social insurance for workers and thereby tackle their socio-economic risks and vulnerability. Also the ministry is in charge of enforcing the Labour Act 2006 which provides for some social security measures including that for day-care centres for the children.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Social insurance for the employees in the urban areas</b>	<p>The NSSS provides that the proposed National Social Insurance Scheme (NSIS) would incorporate unemployment insurance. A study on the NSIS is to be commissioned. The Ministry of Labour and Employment would coordinate with the Financial Institutions Division to complete the study on this part. [Para 4.3 of NSSS]</p> <p>The Ministry of Labour and Employment has some fragmented initiatives to provide insurance support to the private sector employees. The ministry, with support from the Cabinet Division and Financial Institution Division has been analyzing</p>	<p>In spite of some efforts from this ministry, there is not any visible progress in introducing a meaningful social insurance system.</p>	<p>Introduce social insurance for the employees in the private sectors, especially in the urban areas.</p>

Objectives	Present Situation	Gap Analysis	Action Plan
	the most suitable design of social insurance for urban labours.		
<b>Child day-care services at workplaces</b>	<p>The Labour Act (2006) stipulates that all employers with more than 40 employees will provide childcare services for both female and male employees. The NSSS suggests that the Ministry of Women and Children Affairs would ensure that. The Ministry of Labour and Employment, being the owner of the Labour Act, 2006 has to play a vital role in this regard. [Para 2.5.4, 3.5 of NSSS]</p> <p>Some organizations have facilities for child care. It has to be ensured in relevant private sector organizations.</p>	<p>The number of organizations having day care facilities is very few. The ministry, in collaboration with the Ministry of Women and Children Affairs has to ensure the implementation of the law.</p>	<p>Enhance monitoring activities to ensure day care services for children in organizations having 40+ employees.</p>

## Key Action

- **Introduce social insurance for the employees in the private sectors, especially in the urban areas.**
- **Enhance monitoring activities to ensure day care services for children in organizations having 40+ employees.**

## 17 Ministry of Youth and Sports

### Background

One of the objectives of the Ministry is to implement skill development programmes for young men and women to make sure that they become human resource for the country. Thus, the NSSS emphasizes the need for strengthening programmes for the youth. The Ministry of Youth and Sports is assigned with the responsibility of dealing with youth development and sports issues in Bangladesh. Skill development of the youth to accelerate youth empowerment is a prime focus of the Ministry. All the citizens aged from 18 to 35 years are considered youth in the country. Engaging them in nation-building activities by harnessing their talent through skill and motivational training is of paramount importance. The Ministry strives to tap the young potential and thus contributes to achievement of national strategic goals.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<p><b>Scale up skill development programme for young men and women in the urban areas</b></p>	<p>Many young people are school drop-outs, while a significant number of them complete secondary or higher secondary education but are unemployed or under-employed. Therefore, the NSSS emphasizes that skill development programmes for the youth will have to be enhanced.</p> <p>In Bangladesh a big segment of the youth are living in the urban areas. Lack of employment for the urban youth is more frustrating and dangerous than the rural. Therefore, skill development programmes for the urban youths need to be enhanced.</p> <p>The Ministry of Youth and Sports has a number of programmes for the</p>	<p>The Ministry of Youth and Sports has a number of programmes, but these are not sufficient. The programmes need to be extended in the urban areas for the youths.</p>	<p>Scale up skill development programmes for the young men and women in the urban areas</p> <p><b>Timeframe: Continuous</b></p>

	youth development. National Service Programme was introduced in 2009 - 2010.		
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## Key Actions

- **Scale up skill development programmes for the young men and women in the urban areas**

## 18 Ministry of Land

### Background

The Ministry of Land is mainly responsible for administration of land related matters. It has a limited range of social security programmes, specially related to provision of land. The vision of the Ministry is to create an efficient, transparent and people friendly land management system. The Ministry has a mission to ensure the best possible use of land and provide pro-people land services through efficient, modern and sustainable land management.

There are many people in the country who are socially excluded due to landlessness. Their marginalization may be overcome by providing them land. The situation of landlessness is more severe in the urban areas than in the rural areas. Therefore, the Ministry of Land has a major role to play for the urban landless people. The ministry can also reduce pressure in urban migration by allocating land to the landless people in their home villages.

Therefore, the urban social protection objective for the Ministry of Land is to ensure effective and efficient allocation of fallow land to the landless people for their social empowerment.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
Scale up allocation of land to the landless people both in the rural and urban areas	<p>The NSSS identifies landlessness as one of the causes of marginalization. Such type of marginalization should be addressed properly by providing land to the landless. [2.3.2 of NSSS]</p> <p>The Ministry of Land has some programmes for landless people, such as the Guccha Gram (CVRP) Project, Char Development and Settlement Project, etc. These programmes will have indirect effect on the urban poor as these will stop urban migration.</p>	<p>The programmes of land allocation is not sufficient. Moreover, there is hardly any programmes for land allocation to the landless in the urban areas. The people having no possibility of returning to their home village may be provided some land in the vicinity of the towns.</p>	<p>Enhance programmes for allocation of land to the landless people for reducing urban migration</p> <p><b>Timeframe: Continuous</b></p> <p>Explore possibility of providing land to the urban landless people in suburban areas</p> <p><b>Timeframe: June 2021</b></p>

## Key Actions

- **Enhance programmes for allocation of land to the landless people for reducing urban migration**
- **Explore possibility of providing land to the urban landless people in suburban areas**



## 19 Ministry of Agriculture

### Background

Agriculture is directly related to ensuring food and nutritional security, income generating opportunities, and reducing poverty reduction. Hence, improvement of the agricultural sector and acceleration of its growth is essential to reduce both rural and urban poverty and vulnerabilities. The Ministry of Agriculture has been working with the vision of ensuring sustainable, safe and profitable crop production.

The overall NSSS objective for the Ministry is to support enhanced food security and nutrition intake, especially in terms of availability of food, growth in production, and promote agricultural employment for people. The part of the action of the ministry having implication for urban social protection is in labour and livelihood for the people. The agricultural livelihood bring back rural people from migration. In addition, sufficient production of food reduced the food price saving the urban people form price shock.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Expand agricultural livelihoods</b>	<p>A large part of the work force of Bangladesh is engaged in the agriculture sector. Still there is scope for expansion of agricultural livelihoods, especially in non-food agriculture. [Para 6.3.1 and Figure 6.1 of NSSS]</p> <p>The Ministry of Agriculture has projects and programmes that are creating informal jobs for people in the agricultural sector.</p>	<p>The Ministry of Agriculture has many programmes for creating informal employment opportunities. But there is much more scope to enhance the opportunity to engage more people in this sector by reducing urban migration.</p>	<p>Expand agricultural livelihood programmes both in food and non-food agriculture.</p> <p><b>Timeframe:</b> <b>Continuous</b></p>
<b>Scale up programmes for ensuring sufficient production of different items of food</b>	<p>The NSSS suggests that food security (food availability, access and utilization) is one of the most objectives for social security programmes. [Para 6.3.1 and Figure 6.1 of NSSS]</p> <p>The Ministry of Agriculture has been successful in ensuring production of sufficient amount of different agricultural commodities. However, it is often seen that some agricultural items fall short of demand. Such situation creates pressure in the wellbeing of the urban people as the unexpected price hike may lead to difficult situation.</p>	<p>The Ministry of Agriculture implements different projects and programmes for the growth of agricultural production. But there is sometimes shortfalls of different agricultural products. Therefore, there is still scope for the ministry to make proper planning to ensure balanced production of most of the agricultural commodities.</p>	<p>Take measure for ensuring sufficient production of different commodities of agriculture for avoiding sudden price shock</p> <p><b>Timeframe:</b> <b>Continuous</b></p>

## Key Action

- **Expand agricultural livelihood programmes both in food and non-food agriculture.**
- **Take measure for ensuring sufficient production of different commodities of agriculture for avoiding sudden price shock**

## **20 Other Line Ministries/Divisions/Offices**

According to the NSSS Actin Plans there are some ministries/divisions which have some small social security programmes which may not cover significant portion of the social security budget. Such ministries are

- 1. Prime Minister's Office**
- 2. Ministry of Cultural Affairs**
- 3. Ministry of Industries**
- 4. Ministry of Water Resources**
- 5. Ministry of Housing and Public Works**
- 6. Ministry of Environment and Forests**

These ministries/division have plans to scale up and consolidate their smaller programmes to become complimentary to the core lifecycle based social protection programmes taken by other ministries.

## 21 Ministry of Housing and Public Works

In case of urban social protection, the role of the Ministry of Housing and Public Works is most significant as the present generation of urban people are already facing severing housing shortage. In the context of rapid expansion of urbanization the housing problems will further increase.

### Situation Analysis and Action Plans

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Ensure sufficient housing facilities for the Urban people</b>	The Ministry of Housing and Public Works has already taken up a number of projects for reding the housing problems of urban problems. However, the housing problems for the extreme urban poor people are not always addressed. Poor people have to live in very inhuman condition in the slums. In most of of the country the urban social protection is mainly focused to improvement of slums. Therefore, in collaboration with the city corporations and other local government organizations, the Ministry of Housing and Public Works has may need to take programmes for low cost housing facilities for the urban poor people.	The housing programmes for the urban poor people is not sufficient. The Ministry of Housing and Public Works may need to take massive housing programmes for the urban poor.	Take massive Housing programmes for the urban poor  <b>Timeframe: Continuous</b>

### Key Actions

- **Take massive Housing programmes for the urban poor**

## 22 Cabinet Division

### Background

As the apex body of the Government, the Cabinet Division has been assigned the responsibility of coordinating the social protection actions of different ministries and division in line with the vision of the NSSS. Its vision is to enhance overall good governance in the country, including the social protection sectors. The NSSS mission of the Division is to coordinate and oversee, and monitor the implementation of a consolidated and efficient social security system.

Therefore, though the Cabinet Division has no direct involvement in urban social protection, it has responsibility to monitor the urban social protection plans of other ministries/division.

### Situation Analysis

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Monitoring mechanism for the implementation of urban social protection strategy and plans</b>	The Social Security Policy Support (SSPS) Programme of the Cabinet Division and General Economics Division has provided technical support in conducting an urban diagnostic study. Based on this study, the urban social protection strategy and action plan has been developed. This has been prepared in consistence with the National Social Security Strategy (NSSS). The Division monitors the social protection initiatives of other ministries. Along with that activities, the urban social protection should be considered separately with more focused attention.	There is no exclusive measures to monitor the urban social protection performance in the country. A monitoring system should be established in accordance with the action plan of urban social protection as enlisted in this action plan.	Establish an exclusive monitoring mechanism for the implementation progress of the urban social protection strategy and actin plans  <b>Timeframe: June 2020</b>
<b>Grievance Redress System (GRS) for the Urban People</b>	The ministries will have their own grievance mechanisms for addressing grievances in targeting and delivery of benefits. The Cabinet	The Central GRS system of the Cabinet Division is for general purpose of GRS. It does not have any	Strengthen GRS system with special provision for coving grievances related with urban social

	<p>Division will strengthen the central and integrated system of grievance redress. [Figure 6.1, 6.3.1 of NSSS]</p> <p>The Cabinet Division has a centralized online system of grievance redress mechanism. The system has to be updated. Towards that end, a situation analysis has already been conducted by the Cabinet Division with support from the SSPS programme.</p> <p>The system has to be customized for meeting special requirement of the urban people. It should have provision to identify people excluded from getting social protection benefits.</p>	<p>dedicated field for covering urban social protection related grievances including exclusion errors.</p>	<p>protection and exclusion errors.</p> <p><b>Timeframe: June 2022</b></p>
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## Key Action Plans

- **Establish an exclusive monitoring mechanism for the implementation progress of the urban social protection strategy and actin plans**
- **Strengthen GRS system with special provision for coving grievances related with urban social protection and exclusion errors.**

## 23 General Economics Division

### Background

General Economics Division (GED) is the prime policy-planning organ of the Government of Bangladesh. It is charged with preparing the country's long-term and medium-term development plans and strategies. It played the leading role in formulating the National Social Security Strategy of Bangladesh which is the road map for reforming the social protection system of the country.

The GED takes up different research works relating to the burning economic issues of the country, including the social protection. It undertook a number of studies on many contemporary aspects of social protection feeding into the NSSS and the subsequent Action Plan.

The urban social protection strategy is a complex issue and it involves continuous studies. Already the urban diagnostic studies identified some specific areas for further research.

### Situation Analysis and Action Plan

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Incorporate Urban Social Protection in results-based M&amp;E System</b>	The GED is preparing a results framework using a matrix of specific indicators and evaluate the entire NSSS in a holistic approach. The GED will also be responsible for Overall coordination of the M&E framework; preparation of annual reports on the performance (based on the M&E framework) of the NSSS for the CMC; and dissemination of the evaluation results. GED will submit reports to the CMC and the concerned Parliamentary Standing Committee on the types of actions taken to respond to the findings of the evaluation reports.	The urban social protection should be specially embedded in the overall results-based M&E System which is under preparation.	Integrate the monitoring of the urban social protection performance in the results-based M&E system of social protection

Objectives	Present Situation	Gap Analysis	Action Plan
<p><b>Studies on different aspects of urban social protection</b></p>	<p>The urban social protection strategy is a complex issue and it involves continuous studies. Already the urban diagnostic studies identified some specific areas for further research. Such areas include the following</p> <ul style="list-style-type: none"> <li>- Designing a flagship conditional cash transfer (CCT) programme for urban poor by setting the attached conditions for poverty reduction and human capital formation among the beneficiary households.</li> <li>- Merging small social protection programmes into one or more SPPs for urban poor</li> <li>- Designing the implementation and operation of the national Single Registry System to collect, record, and update data on the extreme poor households across the country</li> <li>- Adopting an inclusive urban sector policy in line with the NSSS provisions</li> <li>- Designing urban employment schemes and national insurance schemes for urban poor</li> </ul>	<p>Some of the areas as identified for further studies will require research works.</p>	<p>Undertake studies on Designing a flagship conditional cash transfer (CCT) programme for urban poor; merging small social protection programmes into one; and adopting an inclusive urban sector policy in line with the NSSS provisions</p>



## Key Action

- **Integrate the monitoring of the urban social protection performance in the results-based M&E system of social protection.**
- **Undertake studies on Designing a flagship conditional cash transfer (CCT) programme for urban poor; merging small social protection programmes into one; and adopting an inclusive urban sector policy in line with the NSSS provisions.**

## 24 Statistics and Informatics Division (SID)

### Background

Statistics and Informatics Division is responsible for producing official statistics to help decision making and development progress. The Division conducts population censuses and surveys on agriculture, economic affairs and other matters including socio-economic affairs, demography and environment. The vision of the Division is to generate dependable statistics for the development of the country.

The NSSS objective for the Division is to develop, maintain and update the social security beneficiary database through creating a single registry MIS. SID is also creating a Bangladesh Household Database from which eligible social security beneficiaries can be sourced.

### Situation Analysis

Objectives	Present Situation	Gap Analysis	Action Plan
<b>Single Registry MIS of social protection with focus on urban poor</b>	<p>The NSSS indicates that the SID, through BBS, will develop, maintain and update a beneficiary database. It will commission a review of MISs across all social security schemes and based on the finding establish a Single Registry on a pilot basis within SID. Based on the results of the pilot it will be rolled out nationwide. [Figure 6.1, Para 6.3.1 of NSSS]</p> <p>The BBS of SID has almost completed the database with economic profile created by use of proxy means test (PMT) method.</p>	<p>The MIS will include the economic profile of all the population of the country. Thus the urban people will be automatically covered. However, the MIS should have some provision to identify and generate specific list of urban poor.</p>	<p>Integrate the Data of Urban Poor in the Single Registry MIS of social protection</p> <p><b>Timeframe: June 2022</b></p>

## Key Action

- **Integrate the Data of Urban Poor in the Single Registry MIS of social protection**



Social Security Policy Support (SSPS) Programme  
The Cabinet Division and General Economics Division of Planning Commission  
Government of the People's Republic of Bangladesh



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