

UNDP/WFP/AusAID/DFID Mission on the Bangladesh National Social Protection Strategy (NSPS)

(06 March 2012)

Report 1: Action Plan for Building a National Social Protection Strategy

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List of Abbreviations

BBS- Bangladesh Bureau of Statistics
BDI- BRAC Development Institute, BRAC University, Dhaka
BIDS - The Bangladesh Institute of Development Studies, Dhaka
CD-CMC - Cabinet Division - Central Monitoring Committee for SSNs
CIP – Country Investment Plan
CPD – Centre for Policy Dialogue, Dhaka
CSO – Civil Society Organisation
DFID – Department for International Development (UK)
DP – Development Partner
ERD- Economic Relations Division, Ministry of Planning
FPMU- Food Policy and Monitoring Unit
GDP – Gross Domestic Product
GED - General Economics Division, Ministry of Planning
GoB- Government of Bangladesh
IFPRI - International Food Policy Research Institute (Washington DC)
IMF – International Monetary Fund
LCG – Local Consultative Group
MIC-Middle Income Country
MoLGRD&C – Ministry of Local Government, Rural Development & Cooperatives
NSPS - National Social Protection Strategy
PMO – Prime Minister’s Office
PPRC- Power and Participation Research Centre, Dhaka
PRSP – Poverty Reduction Strategy Paper
PRI – Policy Research Institute, Dhaka
PWP- Public Works Programme
SP – Social Protection
SSN - Social Safety Net
SFYP - Sixth Five Year Plan
TA – Technical Assistance
UNDP – United Nations Development Programme, Bangladesh
WFP – World Food Programme (UN)

Executive Summary

This report sets out an action plan for the preparation of a National Social Protection Strategy for Bangladesh by December 2012. It explains the rationale for such a strategy as primarily being rooted in the need for reform in order to support Bangladesh's progress to middle income country (MIC) status. In spite of many positive features the present system is fragmented and fails to focus sufficiently on poverty, risk reduction in an industrializing economy and social cohesion. There is an urgent need to consolidate good practices and provide a framework through which the social dislocations associated with economic growth and major changes taking place in Bangladesh, and the on-going environmental risks can be mitigated.

It identifies a four phase process to produce a final Strategy by the end of December 2012 for Cabinet examination in January 2013. These are:

1. Establishment of the Basic Institutional Framework (by mid-March 2012)
2. Strategy Development Process (completed before end of September 2012)
3. Launch of, and consultations on, the draft National Strategy (by end of October 2012)
4. Consolidation and official adoption of the National Strategy (by end of December 2012)

To drive this process the Cabinet Division will need to mobilise its Central Monitoring Committee for Social Safety Nets (CD-CMC) and appoint a Task Force of up to 10 members to drive the strategy development process forward. The Task Force will need to be chaired by a Government Secretary with the ability and energy to achieve cross-ministerial collaboration and members committed to long-term national development (not just day-to-day implementation). The General Economics Division (GED) in the Ministry of Planning is well placed, at least initially, to manage technical support and inputs, and provide the secretariat for such a Task Force (with inputs from inter alia national think tanks and international consultants) until such time that the CD-CMC Task Force establishes an alternative arrangement.

This report also calls on the development partners (DPs) to do all that they can to support the drafting and design process, through technical assistance and direct support. This appeal extends beyond the four partners who commissioned this report. A companion report (Report 2) has been prepared to identify the specific inputs which might be provided by DPs, indicative costs and how this support should be managed. However, the Mission Team underlines that the strategy design process must be nationally owned, and ultimately the resulting system, should be sustainable within national budgetary resources.

1. Introduction

At the conference on ***Scaling-up Social Protection in Bangladesh: Providing Ladders out of Poverty and Social Safety Nets*** held in Dhaka in October 2011, the Honourable Prime Minister highlighted the role of social safety nets (SSNs) in Bangladesh's development and the Honourable Minister of Planning committed the Government of Bangladesh to develop a National Social Protection Strategy (NSPS) for Bangladesh in the official *Communiqué* (see Appendix 1). This sought to have a draft of the National Strategy, and the institutional framework that would drive it forward, developed by September 2012. The process of developing and launching the National Social Protection Strategy requires consultations with multiple national stakeholders and development partners in order to produce a coherent vision, effectively scale-up progressive social safety net programmes, improve their coordination for better poverty reduction impact, risk reduction and social cohesion - and crucially also, to meet the emerging needs of a country approaching middle-income status.

The purpose of this report is to make the case for, and set out the key elements of, developing a National Social Protection Strategy in Bangladesh. It has been commissioned by four development partners (UNDP, WFP, DFID and AusAid) in response to a request for assistance from the Government of Bangladesh (GoB). It has four principal sections: the first provides context for the discussion and proposals which follow; the second sets out the core rationale for reform and identifies the ideal features of a future system; the third makes proposals for the development of the NSPS and provides a proposed plan of action; and the fourth concludes by re-iterating the key messages and recommendations of the mission.

2. Background and Context

The Dhaka Conference Communiqué creates a point of entry for policy reform as the social protection concept and roles are an integral part of the ninth chapter of the Sixth Five Year Plan (SFYP). Alongside the SFYP, other national strategic documents, notably the Country Investment Plan (CIP), also underline the necessity to take the social protection agenda forward. The SFYP commits the Government to initiate a process of policy reform and identify institutional arrangements to extend existing safety nets programmes and to design a coherent National Social Protection Strategy. The division of labour between the major actors within GoB remains to be decided but it is clear that ministerial and secretary level 'champions' will need to be identified to drive the agenda forward.

The NSPS in Bangladesh will need to build on the successes of existing programmes and schemes, whilst addressing issues of targeting errors and efficiency short-falls. In Bangladesh existing safety net, including safety ladder, schemes are estimated to cost USD 2.8 billion per annum (approximately 2.5 per cent of GDP). The majority of these programmes are state financed. There are multiple social safety net programmes fragmented across various sectors, geographical areas and ministries. Some 84 schemes are presently managed and implemented by 20 different ministries. There is a clear need to consolidate and rationalize these programmes in order to increase their coherence and to scale up the most successful programmes. This operational diversity hampers the performance of SSN schemes. The delivery of social safety nets could be more effective if issues of leakage and duplication were overcome by a better and more transparent coordination of the schemes. The General Economics Division (GED) of the Planning Commission has requested inputs and assistance with the initial task of drawing up an Action Plan for a National Social Protection Strategy and for mobilizing resources from development partners.

In response to this, the four development partners commissioned this mission to both support the GoB in developing the NSPS by providing a suggested *Action Plan*, and to provide guidance to the development partner community on the support required. The Mission's full Terms of Reference are provided in Appendix 2. The team included: David Hulme (head); Lynn Brown; Nicholas Freeland; Göran Jonsson and Mathilde Maitrot. They undertook a five day field programme in January 2012 (for details of the meetings held see Appendix 3). The team identified the challenges faced by the Government of Bangladesh in the development of a National Social Protection Strategy. This report explains the rationale and proposals for the action plan and development partners' support for the plan (for further details of development partners' potential role see the second report 2 titled ***Development Partners Support for Building a National Social Protection Strategy for Bangladesh***).

3. The Rationale

In line with the 2021 vision for Bangladesh there is an urgent need to move forward with the preparation of the National Social Protection Strategy. Bangladesh has had great development success in recent decades with economic growth of around 6 per cent per annum and 1.7 population percentage points per annum decline in poverty over 2000 to 2010. Despite the impressive growth and poverty performance, however, acute malnutrition

rose by more than half from 10% to 16% between 2000 and 2007, above the emergency threshold level of 15%. This illustrates that as Bangladesh moves towards becoming a middle income country it needs an approach to social protection that ensures inclusive growth and eradication of chronic poverty. This will need to deal with the problems of an industrializing country engaged in global trade, moving beyond the problems of the past – feeding a subsistence-based rural population. Indeed, in recent years Bangladesh has undergone considerable structural change, including rapid industrialization, urbanization and rural-urban mass migration. These dynamics lie at the heart of the country's export-led growth model, and while initially highly pro-poor (due to the level of labour intensity), the model is now generating inequalities in the size and spatial distributions of income. Moreover, these dynamics have also resulted in social dislocations, particularly within urban areas. A progressive social protection system, made up of best practice delivery alongside effective strategic level coordination, is an important part of the policy response. This is the foundation stone for addressing chronic poverty in all its forms (hunger and undernutrition, access to education and health care). Including countercyclical protection of the poor against macro-economic shocks within the IMF programme that the GoB is in the final stages of formulating would also be crucial for effective economic stabilization.

It is critically important to underline that the articulation of the National Social Protection Strategy will be undertaken by the GoB. The team and the development partners' role is to support government processes that will produce this Strategy. The content of the Strategy will be for GoB institutions to determine. As acknowledged at the October 2011 conference, and as the team observed in January, at present the GoB lacks a clearly articulated vision around which to frame the proposed NSPS. SSN and disaster relief programmes have proven their effectiveness in the past but now need to be linked with a longer term view of 'safety ladders' or 'graduation' that can support poor or vulnerable people throughout their life-cycle, with access to shelter, food, education and health care, and help them graduate out of poverty. This will also require changes in the present day institutional arrangements. Developing the framework for the National Social Protection Strategy, and designing and implementing the institutional arrangements it will need, demands strong political and administrative leadership.

The Dhaka Conference Communiqué recognized that the present-day portfolio of SSN programmes has evolved to address vulnerabilities associated with food insecurity and disaster relief. More recently it has started to address longer-term needs of vulnerable population groups through cash transfers (conditional and unconditional). In order to develop a comprehensive vision for the National Social Protection Strategy it will be necessary to

adopt a **life cycle approach** looking at the particular needs people have over their entire life. This starts from ensuring well-nourished pregnant women have access to good quality pre-natal care; moves to ensuring infants are well-nourished and children are healthy and educated; introduces youths to the labour market; provides people with the economic security to raise their productivity and take economic risks during their working life; and, ensures that in later life those with limited assets have access to a social pension.

The team identified a broad consensus amongst the key development partners and a high level of commitment to actively support the GoB. The partners are keen to provide significant technical assistance and financial support to GoB in the development of a National Social Protection Strategy. However, it is important to note that there are significant concerns about the bureaucratic and other obstacles around social protection reforms. The Action Plan presented in this report sets out a schedule for the steps and activities that need to be undertaken by the different key stakeholders. Within a timeframe of 12 months the Action Plan seeks to help the GoB produce, and commence the implementation of, the National Social Protection Strategy. Yet the responsibilities and leadership must come from the GoB in consultation with key external and internal partners.

4. Action Plan to develop the National Social Protection Strategy

This is the most substantive section of the report and outlines the basic institutional requirements for the development process and provides a template of actions to be undertaken by the GoB over the course of the coming year. As noted previously, the *Action Plan* will be supported by a series of development partner inputs, which will be enumerated in a separate report.

4.1 Institutional Roles

There are 20 ministries involved in delivering social safety net and safety ladder programmes in Bangladesh. In addition, Ministry of Finance and Ministry of Planning have oversight functions. While all these parties need to engage in formulation of a National Strategy at some stage, the lead role has to be assigned to (and accepted by) a single Government body that is well positioned for the task. Although many ministries are only marginally involved in SSNs there are a few ministries (Food and Disaster Management; LGRD&C; Social Welfare; Women and Children Affairs) that have significant SSN service delivery responsibilities.

Therefore, at the outset of embarking on a plan of action for developing a Social Protection Strategy it has to be determined which Government institution has the mandate, commitment and technical capacity to drive the process forward over the next 12 months. Various options exist and international experience reveals three main approaches have been applied to produce a consolidated Social Protection Strategy:

- (1) House the main agency within a strategic high-level oversight institution;
- (2) House the main agency in a line ministry that can ensure collaboration with other line ministries;
- (3) Establish a new agency with specific responsibility for social protection strategy and coordination of implementation.

The team explored the roles that some of the major ministries could play in framing the Strategy. A matrix of possible institutional roles is presented in Table 1. Based on an analysis of this material the team concluded that the lead role should be assigned to a Task Force under the Cabinet Division Central Monitoring Committee for Social Safety Nets (CD-CMC), with GED initially functioning as Secretariat to manage technical support and coordinate support from development partners, consultants, advisory think tanks and so forth.

The Cabinet Division Central Monitoring Committee for Social Safety Nets is best placed to convene the inter-ministerial Task Force, and ensure effective representation and participation of the key ministries. The CD-CMC has already been charged with issuing guidelines for field implementation of the various social safety net programmes and to coordinate the social safety net work plans of ministries and divisions. However, given the 30-member size of the CD-CMC, it would not be feasible for that committee to speedily and effectively carry out the strategy development work. The CD-CMC is mandated to set up special working committees, representing the participating ministries, so it could promptly set up a Task Force for the purpose of developing a National Strategy for Social Protection (this covers social safety nets including ladders to help poor and vulnerable people graduate out of poverty, as well as potential new instruments such as health insurance, social pensions, etc.). It is understood that, subsequent to the mission's visit, this Committee met on 8 February 2012 and endorsed such an approach. (However, the team is still awaiting official confirmation of this).

It is important that the chairpersonship of the Task Force should fall to a Government Secretary who has the vision (i.e. an ability to see the big picture as opposed to focus on a

single Ministry); can motivate people; and can drive the agenda forward. It is emphasized, however, that the Chairperson would be elected by the Task Force and endorsed by the CD-CMC. Other members should be drawn from the small number of key ministries delivering Safety Nets, as well as any that are envisaged to have a major role in the future. This Task Force needs to be large enough to ensure cross-ministry ownership, but small enough to be functional. This probably means about 10 members, but not more. The Task Force would present drafts of its proposals to CD-CMC so that all concerned ministries can contribute to the National Social Protection Strategy.

While this Task Force would shape the vision and strategy going forward, it would need support from a unit that can provide, or secure from other sources, technical information on current experience (locally and internationally); evidence on the performance and costs of different safety nets and ladders, (including those not currently used in Bangladesh); draft sections of the Strategy under the guidance of the Task Force; arrange for consultants to advise the Task Force; and, generally respond to the needs of the Task Force. It is felt that GED in the Ministry of Planning would initially be best placed to perform this secretariat role, given their existing cross-ministerial and analytical roles related to poverty reduction. GED is also represented in the CD-CMC.

Further, developing a strategy would require considerable consultation with GoB bodies, civil society organizations and think tanks and GED has considerable previous experience in leading such consultative processes at national and regional levels. The Team recommends this is recognized by formalizing GED's role as an *ex officio* member of the *Task Force*. This role would comprise organizing and convening meetings and providing, in addition to technical inputs, any required administrative support. The CD-CMC Task Force would then determine the appropriate longer term institutional locus for this coordination function.

The Mission Team wishes to emphasize again that these institutional proposals are recommendations only, based on their experience and the field studies undertaken. The GoB must be the prime mover behind establishing the basic institutional framework, and ultimately, in crafting the National Strategy.

Table 1 Strengths, Potential Weaknesses and Possible Roles of Major Ministries in Developing the NSPS

Option	Institution	Strengths	Potential Weaknesses	Possible Role in NSPS
1. Cross-sectoral	Prime Minister's Office	Convening power over line ministries Potential champions in PM's Adviser cadre Potential for positive politicisation Locus of anti-corruption unit	Danger of negative politicisation Danger of overload of major cross-cutting thematic responsibilities on the PMO (e.g. climate-change, etc.)	Top-level political commitment
	Cabinet Division	Official coordination mandate across ministries Sits above line ministries Key administrative/political interface Central Monitoring Committee (CD-CMC) for SSN already in place	CD-CMC not yet functioning as per full directive Sporadic meetings No operational capacity for drafting strategy	Political leadership, strategic oversight and catalytic role Initiation of Strategy development through setting up SP Task Force
	Ministry of Finance	Well-resourced Overall fiduciary & fiscal responsibility Cross-ministerial committee for old age allowance	Pressure to reduce costs may conflict with National Social Protection Strategy Preoccupation with budget caps	Financial management and monitoring of all programmes
	Ministry of Planning	Current driver of strategy processes GoB poverty reduction focal point Responsible for development budget Locus for donor liaison through ERD Synchronization with SFYP Experience in consultative processes (SFYP, PRSP)	Lack of authority over recurrent spending Limited capacity to prompt effective policy implementation	GED secretariat for strategy development by SP Task Force Coordination with think tanks & CSOs National and regional consultations Technical coordination
2. Line ministries	Ministry of Food & Disaster Management	History of successful programme management (disaster, PWP and food/in-kind/cash transfers) Strong technical capacity - Presence of FPMU Well-resourced (responsible for 55% of SSN budget) Pro-active Minister and Secretaries	Lack of authority over other line ministries Historical focus on disaster response (and in-kind transfers) Almost total lack of urban programme experience Donor dependency of FPMU	Implementation of Strategy Potential champion for Strategy development (Minister & Secretary) Technical coordination
	Local Government Division, MoLGRD&C	History of programme management (PWP) Decentralised structure and extensive outreach Pro-active Secretary	Lack of authority over other line ministries Lack of technical expertise outside PWP Little SP experience in urban areas	Implementation of Strategy Potential role as champion for Strategy Development (Secretary)
	Ministry of Social Welfare	History of programme management (cash transfers) Specific mandate for social assistance Some urban experience	Lack of authority over other line ministries Absence of overall strategic SP vision Limited mandate as per rules of business Capacity challenges	Implementation of Strategy Technical coordination
	Ministry of Women & Children Affairs	History of programme management (cash transfers) Pro-active Minister Outreach to very relevant target groups	Lack of authority over other line ministries Absence of overall strategic SP vision Limited mandate as per rules of business Capacity challenges	Implementation of Strategy Potential champion or deputy champion role for strategy development (Minister)
3. New actor	New Agency	Free of historical baggage Potential for innovation Stronger cross-ministry mandate could be given	Long time needed to establish agency Need to build credibility Potential parallel structures Lack of operational experience and authority within government	Coordination benefits

4.2 Phases of Action Plan

The Mission Team proposes that the Strategy is developed in four consecutive phases. A summary of these and the associated activities is provided in Table 2. It must be noted that, to achieve the deadline identified in the Minister of Planning's Communiqué, Phase 1 needs to be expedited immediately. Moreover, it is important that donor support be aligned at an early stage, and as noted, this is addressed in a separate report.

Phase 1: Establishment of the Basic Institutional Framework

The first critical step is the establishment of an inter-ministerial Task Force under the authority of the CD-CMC. This Task Force should have convening power across ministries and be of sufficient stature that it can put the resulting National Social Protection Strategy before the Cabinet for approval. It would be crucial for the CD-CMC to identify government secretary level champions, in terms of ability and energy, from key ministries that would contribute to the dynamism of the Task Force. Genuine leadership abilities will be needed to achieve the ambitious goal, specified in the Communiqué, of a draft strategy by September 2012.

Ideally, the Task Force should be convened by the end of February 2012. Since the Task Force members cannot be expected to work full time on the Strategy, the Task Force would, in its first meeting, establish a GED Secretariat and determine the needs for the staffing of this support unit. The GED Secretariat would inject analytical knowledge and spirit required for drafting the strategy and provide technical guidance.

An additional early requirement is the provision of adequate information sources to support the development and adoption process. UNDP has commissioned two analytical studies from PPRC which can help with this. These were published under the joint title ***Social Safety Nets in Bangladesh***. Volume 1 of this series provided an inventory of the current social safety net system and an application of international best practice and academic thinking on social protection to Bangladesh. Volume 2 provided a review of ten major programmes, with the objective of reporting national best practices and providing guidance on future model programmes. Additionally, it would be desirable if an external panel of national experts could be set up to assist the Task Force on an on-going basis on these matters. Links might also be established with key contacts at the Bangladesh Bureau of Statistics (BBS).

Development partners have two key roles during Phase 1¹: The first role would be ensuring that the spotlight remains on strategy development and encouraging key Government of Bangladesh officials to support and participate in the process. This could include encouraging civil society to be active participants in soliciting strategy development. One potential focus would be the launch of Volume 2 of the PPRC/ UNDP study on Social Safety Nets and Ladders. Fostering media reporting and debate would also be important, potentially by references to Social Protection during different events especially at the Bangladesh Development Forum.

A second role for development partners is ensuring the availability of evidence on both existing programmes and innovative new programmes. While the PPRC/UNDP studies cover the major safety net programmes currently operational in Bangladesh, nothing is yet available on the recent innovative interventions that are currently being piloted in the country. These include actions such as social health insurance, maternal care vouchers, and mobile phone facilitated cash transfers. Most of these programmes have been spearheaded by development partners and therefore compiling an inventory of these across partners could be done by an international consultant. Thought should also be given to a document that details innovative programmes that have been used in other countries and are potentially appropriate for Bangladesh. It is important that the Task Force has information with which to think 'outside the box' as it looks forward to Bangladesh in 2021 as opposed to focusing only on instruments that are currently used in the country. This is an important step in moving from the current disaster and safety nets focus to a more future-oriented social protection approach, including contributory programmes, as Bangladesh approaches middle income country status.

Phase 2: Strategy Development Process

This would be the most substantive and demanding phase of work on the Strategy. The core tasks would lie with the Task Force supported by GED. It would be important that members of the Task Force and GED can assimilate information as quickly as possible, particularly with regard to (i) the ways in which vulnerability and poverty in Bangladesh have and are changing and (ii) innovation and opportunity in social safety nets and ladders. GED would engage think tanks, research institutes, consultants, and would, as noted above, appoint a panel of national advisers in this process. Possible expertise to draw on includes PPRC, CPD, PRI, BIDS, IFPRI, BDI, and other sources.

¹ The support role of development partners is elaborated in a separate document (Report 2), but major functions are incorporated here for a holistic presentation of the plan of action.

The strong links into PPRC, in particular, could be built on and the evidence in Volumes 1 and 2 of the PPRC/UNDP study should be utilised. Given the rich assortment of current Social Safety Net programmes, it is obvious that the Strategy needs to address issues of integration and synergies between the various actors involved – line ministries, field-level agencies, local government, NGOs and community-based organizations. Volume 1 of the PPRC/UNDP study provides the basis for the inventory of SSN programmes needed for this analysis.

However, special attention will have to be given to emerging and new needs in vulnerability and poverty in drafting a strategy that goes beyond mere coordination and streamlining of the currently fragmented set of existing programmes. Examples of such new patterns of vulnerabilities that require a social protection response are:

- increasing challenges of migration and urbanization (before 2030 there will be more poor people in urban areas than rural areas);
- the increasingly young population, and the number of young people entering the labour market;
- persistent widespread under-nutrition despite falling income poverty levels (individual level food security must be analysed alongside national food security);
- escalated livelihood vulnerabilities due to climate change;
- effects of recurrent and protracted global economic downturns as the country is increasingly tied into the global economy;
- potential strains on the social fabric associated with increasing inequality and moving towards Middle Income Country status without adequate inclusive growth.

Moving beyond the present focus on social safety nets, the Strategy will need to explore how to transform these nets to include promotional ladders or graduation programmes that can provide lasting trajectories out of poverty. It will need to analyse 'graduation out of poverty' through self-employment and skills development built on a strong foundation of human development – healthy, well nourished and educated people.

A comprehensive strategy document will have to articulate how social protection incorporates and links to other interventions that address multi-dimensional attributes and causes of poverty; related to health and nutrition, education, employment and livelihoods, social exclusion and so forth. Embedding social protection within a development planning framework will reinforce the credibility of the Strategy and maximise the likelihood of achieving critical policy objectives.

An example, to illustrate integration of initiatives, is the Scaling Up Nutrition (SUN) movement, with Bangladesh being one of 22 countries officially committed worldwide. While a *life-cycle* approach to social protection is recommended, the window of opportunity to reduce child under-nutrition, which impacts on all future stages of the life-cycle, is short and therefore absolutely crucial for an effective overall approach. However, while the SUN initiative recognizes the need for a multi-sectoral approach, it does not address structural causes of under-nutrition and underlying poverty. The NSPS should place the SUN initiative and other sectoral approaches within a comprehensive framework combining focused interventions in synergy envelopes that can achieve larger, sustainable impact.

For effective targeting, the Strategy would also have to address the issue of national identity cards. A national data-base of the extreme poor, and how it will be maintained, accessed and updated, could be considered, but feasibility is a major concern. It must be noted that such data-bases have proved infeasible in most other countries. The SSN coverage that can be achieved is closely linked to fiscal space and the Strategy needs to strike a balance between anticipated long term outlooks and affordability in the short to medium term. Evidence presented at the October 2011 Conference (especially by Barrientos) provides international comparisons of affordability.

The Task Force should first address the difficult issue of the scope and cover of the NSPS; and should aim to have a draft outline of the proposed structure of the Strategy document and the building blocks (milestones, timing of training programmes, schedule and TOR for national and international advisors, dates for regional and national consultations, etc.) of the Strategy prepared by end of March 2012 to present to the CD-CMC for feedback and approval. This is an important step in ensuring government- wide ownership of the process. The outline should assign main responsibilities for strategy development under the various building blocks and various sections of the Strategy, whether to individual ministries best situated for the task, to an expert panel or to members of the Task Force itself.

A zero draft of the Strategy should then be developed by end of June 2012, for the next stage of discussions with the CD-CMC. While the official version of the Strategy might be best developed in Bangla (and at all stages an Executive Summary in Bangla will be needed), a parallel English version will be prepared to facilitate the simultaneous dialogue with development partners. Following review and input by the CD-CMC and any other relevant parties, which should be completed by July 2012, the Task Force would revise the zero draft Strategy into a draft report for public circulation by end of September 2012.

The CD-CMC Task Force will have to meet at regular intervals during this phase. The Task Force will have the main responsibility for forging cross-ministerial ownership of the Strategy as it is being drafted and this will require ministerial consultation and agreement, for which meetings of the full CD-CMC under the political leadership of the Cabinet Division would be required. The GED Secretariat will have a very important supporting role to play in sourcing writers for sections of the Strategy, ensuring that completion dates are met and making parallel English and Bangla text versions available.

Development partners could support this phase using a variety of instruments – on-site training courses; international training courses; expert briefings; and, visits to operational programmes in other countries for key groups in the strategy development process. This includes members of the Task Force, GED, ministers and key members of civil society and the media. Additionally, development partners should be prepared to provide technical assistance support to GED. This may include supporting the drafting of inputs for the Strategy under the guidance of GED. A forthcoming Bangladesh Development Forum, planned during the period of strategy preparation, presents an opportunity for development partners to centre-stage the social protection agenda and ensure that short-term macroeconomic concerns do not over-ride the centrality of the National Social Protection Strategy for the achievement of Vision 2021.

Phase 3: Launch and consultations on the draft National Strategy

The draft National Social Protection Strategy would be released for external comment at the end of September 2012, and this would mark the beginning of an intensive and carefully scheduled month long consultation phase. It is important that consultations take place with all major stakeholder groups and at national and sub-national level. Three regional consultations are proposed, possibly at Chittagong, Rajshahi and Khulna, alongside a national consultation workshop. The consultations would engage in a dialogue with government institutions, civil society organizations and the private sector. GED would play an important role in organizing these consultations, and also in ensuring local government and civil society engagement. While some meetings should be public others might be convened for specific stakeholders (e.g. ministries involved in service delivery; think tanks that have evaluated SSNs; local governments).

There are two main roles for development partners during this phase. The first is to support Government, where appropriate, in holding and managing consultations. Secondly,

development partners would also review the draft during this phase, and ensure that they coordinate their responses through existing mechanisms. It will be important that development partners speak with one voice and not a multiplicity of voices with different priorities: if they cannot harmonise their position at this stage they could slow down or stall the process. In addition, they will need to recognise that national ownership of the National Social Protection Strategy is more important than producing a 'best practice' strategy that belongs only to external actors. This might be facilitated by undertaking discussions within, and consolidation of comments through, the LCG Poverty Working Group as advised by the Special Subgroup on Social Protection. (Development partners might also look at the DP Compact in Nepal that supports the creation of a national social protection strategy in that country).

Phase 4: Consolidation and official adoption of the National Strategy

Following intensive consultations it will be important for GED (or an alternative secretariat appointed by the Task Force) to pull together input from all contributors in a coherent way. Technical support (by high level consultants financed by development partners) may be required to assist the secretariat to manage this process of consolidation of feedback on the Strategy to a tight deadline. The consolidated feedback would be discussed by the Task Force and also potentially by the CD-CMC. The Task Force would then be responsible for making decisions as to how to incorporate the feedback into the final Strategy document.

Part of this process discussion should take place at the LCG on Social Safety Nets to ensure harmonization of development partners and a continued strong engagement with the Government of Bangladesh around the new National Social Protection Strategy. The final Strategy document should be published by the end of December 2012. This would then enable it to be presented to the Cabinet in the first quarter of 2013 (ideally in January 2013), before upcoming National Elections distract national leaders from day to day business.

A summary table of action to be taken by Government institutions in developing the Strategy and support to be provided by development partners is given in Table 2. The timeline has been developed to recognize key periods when progress may be limited, such as Ramadan and the Eid holidays. The Mission Team recognizes that this is a tight and demanding timetable. It is important that the Task Force and its Chairperson, supported by the secretariat, undertake close management of the process ensuring any bottlenecks are resolved, and any delays in particular phases are made good, by accelerating progress elsewhere.

Table 2 Action Plan for Preparation and Launch of National Social Protection Strategy by December 2012

Action Plan for GoB	Development Partner Support	Completion dates
<p>Phase One: Establishment of the Basic Institutional Framework</p> <ul style="list-style-type: none"> • 10-person Task Force from Cabinet Division (CD-CMC) on SSN established • Support for institutional learning hubs (GoB and think tanks) • Identify champions in the civil service and encourage them to take on Task Force Chair and Member responsibilities • GED Secretariat for Task Force established • Establish standing panel of external advisers 	<ul style="list-style-type: none"> • Encourage GoB to prioritize SP Strategy • Identify champion(s) and encourage them to take on Task Force roles • Support for NGO and CSO analysis and advocacy • Launch event and/or national consultation on Volume 2 of PPRC/UNDP study • Inventory of new programmes, innovations and learning opportunities • Continued funding of innovative programmes • Support for evidence creation and dissemination • Media and public awareness activities 	Mid-March 2012
<p>Phase Two: Strategy Development Process</p> <ul style="list-style-type: none"> • Outline of Strategy to CD-CMC for review (31 March) • Task force member attend training courses/briefings • Expert briefings scheduled • Contracting of consultants for preparing chapters in NSPS and for full document review • Submission of zero draft Strategy to CD-CMC for review (30 June) • CD-CMC reviews and comments on zero draft back to Task Force (by 15 July) 	<p>As above, and</p> <ul style="list-style-type: none"> • Training course for Task Force on SP in-Bangladesh • Expert briefings on social protection to Task Force members • Ensure SP Strategy is central to Bangladesh Development Forum 	Strategy ready for launch before end of September 2012
<p>Phase Three: Launch and consultations on the draft National Strategy (40 pages max.)</p> <ul style="list-style-type: none"> • National consultations on the draft Strategy are invited • National level – GoB and Civil Society Organizations • Carry out regional consultations (maximum of 3) 	<ul style="list-style-type: none"> • Development partners review draft Strategy • Support for regional consultations and national consultations • Local Consultative Group review draft Strategy • Consolidated comments on draft Strategy from Development Partners 	Completed by 27 or 28 October (Beginning of Eid-ul-Azha)

Action Plan for GoB	Development Partner Support	Completion dates
<p>Phase Four: Consolidation and official adoption of the National Strategy</p> <ul style="list-style-type: none"> • Production of final Strategy, consolidation of changes etc from consultation rounds • Cabinet examination and consideration of Strategy (during January 2013) • Cabinet approval of Strategy 	<ul style="list-style-type: none"> • Development partners review final Strategy • LCG meetings on Strategy and consolidated set of comments • Design of technical assistance and project support for Strategy implementation • Design of modalities for development partners • Technical assistance for Strategy implementation starts • Modalities established • Significant TA and financial support for Strategy 	<p>End of Dec 2012 (Publication of Strategy)</p>

5. Conclusions and Summary of Recommendations

This report sets out an action plan for the preparation of a National Social Protection Plan for Bangladesh by December 2012. It explains the rationale for such a Strategy (the present system does not take full account of Bangladesh's industrialization and progress to middle-income country (MIC) status and it is very fragmented) and identifies a four phase process to produce a finalised Strategy by the end of December 2012 for cabinet examination in January 2013. To drive this process the Cabinet Division will need to mobilise its Central Monitoring Committee for SSNs (CD-CMC) and appoint a Task Force of up to 10 members to drive the strategy development process forward. The Task Force will need to be chaired by a government secretary with the ability and energy to achieve cross-ministerial collaboration and comprised of members committed to long-term national development (not just day-to-day implementation). GED can provide the technical support and secretariat for such a Task Force (with inputs from national consultants and think tanks and international consultants); and development partners can provide technical support and clear indications of contributing resources for implementation.

For clarity, a summary of the key recommendations of this report follow below:

1. The GoB urgently establishes the basic institutional framework to support production of a National Social Protection Strategy. This includes having regular meetings of the CD-CMC; ensuring that this activity is a priority for all GoB agencies; assigning roles/responsibilities; and, providing basic information and resources for technical support.

2. The above should include the setting up of a *Task Force* comprising the main social safety net delivery ministries and leading strategic and coordination ministries. The Chair of this group, an energetic Government Secretary, must have the drive, authority and awareness to push the process forward.
3. An *Action Plan* is adopted to support preparation of the National Social Protection Strategy, on the basis of the activities and schedule provided within Table 2 of this report. The process would comprise four time-limited phases as detailed above: (1) Establishment of the Basic Institutional Framework by mid-March 2012; (2) Strategy Development Process (draft strategy completed before end of September 2012) ; (3) Launch of and consultations on the draft National Strategy (completed by end of October 2012); (4) Consolidation and submission of final National Strategy for Cabinet consideration (by end of December 2012).
4. Development partner support is sought to enable this process to be achieved within the recommended timetable. As such, a separate report by the mission team sets out an inventory of activities and technical assistance inputs; and makes proposals for a resource allocation mechanism which specifically recognizes the role of Government in driving the development process. Development partners will need to harmonise their inputs to the process and ensure that they do not delay progress by engaging in details rather than supporting the overarching Strategy.

Appendix 1 Dhaka Conference Communiqué

Building a Comprehensive Social Protection Strategy for Bangladesh

Communiqué issued by Honorable Planning Minister at the end of
the international conference -

*Scaling up Social Protection in Bangladesh: Providing Ladders out of
Poverty and Social Safety Nets*

Dhaka, 9-10 October, 2011

A Comprehensive Social Protection Strategy: A Pressing and Urgent Priority

Risks and vulnerability are mainstream problems in the lives of the average Bangladeshi, and especially the poor, and have been prioritized as such by the Government of Bangladesh. The Sixth Five Year Plan (SFYP) states *“a coherent and integrated national social protection strategy based on a comprehensive mapping of existing and emerging vulnerabilities will be developed. This strategy will also draw on good international practices... A rigorous evaluation of current Social Safety Net Programs will be done to identify weaknesses and improve their effectiveness.”* (SFYP, Page 142).

Risk reduction and social protection are important not only in themselves but also because atmosphere of pervasive risks has negative psychological consequences for the livelihoods of the poor and threatens social cohesion. A comprehensive and scaled-up social protection strategy combining both protective and promotive elements is good for growth and good for poverty reduction. It is thus central to the Vision 2021 goal of achieving middle income status with economic and social equity.

The Foundations Have Been Laid

Historically, safety net efforts in Bangladesh have clustered around the twin themes of food rations and post-disaster relief. Over time, however, safety nets have become a mainstream social and developmental concern. The annual outlay on safety net programs today amounts to Taka 22556 Crore (US\$ 2.8 Billion) which is approximately 2.5 % of GDP (as given in the Budget Speech 2011). A program portfolio has evolved which addresses the key risk categories of: transient food insecurity; the long-term needs of population groups with special needs; and the graduation for some of the chronic poor. The bulk of the safety net programs are implemented through government channels. However, non-government channels play an important supportive role particularly those programs focused on sustainable graduation. The growth of safety net programs in Bangladesh has also seen a number of innovations over the years.

The Challenge of Scaling Up

Some of the challenges of scaling up are clear. Foremost, existing coverage is inadequate for the needs faced. The SFYP envisages safety net allocations rising to the equivalent 3% of GDP.

Expansion is to be encouraged but, in addition, better utilization of current and future allocations is critical. Four key issues are: (1) improving the quality of targeting through better program design; (2)

ensuring more effective monitoring & coordination; (3) strengthening participatory processes to ensure better alignment with ground realities and aspirations; and (4) streamlining institutions and implementation strategies. The Government's recent initiative with donor support to establish a data-base of the poor is expected to be a crucial platform to assist in meeting these goals.

While the Government will continue to give priority to core social protection programs, efforts will also be made to explore the use of contributory programs, for non-poor and middle class households. This is important to ensure the sustainability of program expansion. The possibility of introducing a National Pension Plan will be examined. Social insurance schemes, which are beginning to be experimented with, will become a key focus. A vigorous effort will be made to tap relevant international experiences to avoid the wholesale re-invention of systems, while also developing customized solutions for Bangladeshi realities.

A two-track approach of scaling up programs with proven track records and consolidating innovations in emerging program areas (child nutrition, urban poverty, regional disparities, universal health-care and free education to graduation level) will be pursued. Ineffective and small scale programs will need to be discontinued and a coherent portfolio of major programs developed. Specific initiatives, on both tracks, will be achieved through rigorous assessment of current programs and effective mechanisms for continuous consultations among key stakeholders such as government agencies, NGOs, local government bodies and civil society organizations.

Several operational priorities can be identified. First, as evidence continues to suggest that the chronic poverty remains severe, tackling the needs of this group must be addressed urgently. Developing a better understanding of the graduation process and how promotional programs are meaningfully designed and sustainably scaled-up is important. Additionally, given limited resources, efficiency gains through innovative use of technology will have to be actively explored. Technological innovations such as the proposed beneficiary data-base, payments through banks or post offices, unique identity cards and so forth, have demonstrated their potential here and elsewhere. The development and testing of these tools are also delivery priorities.

A Road Map towards a Comprehensive Strategy

This conference provides an opportune platform to initiate a national process towards the SFYP goal of developing a meaningful, comprehensive and sustainable social protection strategy for Bangladesh. The process of developing such a strategy will be anchored in the following principles:

- A consultative process encompassing grass-root actors, implementing agencies, NGOs, civil society organizations, and, policy-makers;
- Rigorous assessment of current programs;
- Utilization of good practices as emerging from program assessments;
- Learning from international best practices;
- A focus on innovations that maximize program choice, cost rationalizations, and, implementation efficiency;
- Integration into the overall strategy of inclusive growth alongside the achievement of middle income status;
- Maintenance of a focus on the needs of the most poor and vulnerable.

The Government:

- ***Resolves to have a comprehensive Social Protection Strategy finalized and ready to launch preferably by September 2012.***
- ***And calls on Development Partners and Civil Society to contribute to the process of developing the social protection strategy and in further improving the delivery of individual programs over the coming years.***

The following processes and milestone dates are envisaged:

<i>Process and Milestones</i>	<i>Period/ end dates</i>
Adoption of a detailed road-map outlining necessary processes & actions	October- December, 2011
Consultations and program reviews	January-April, 2012
Drafting of the National Social Protection Strategy	May-June, 2012
Review and finalization of the strategy	July-August, 2012
Launch Strategy (by)	September, 2012

Appendix 2 Mission Terms of Reference

United Nations Development Programme (UNDP); World Food Programme (WFP); Australian Aid Program (AusAid); United Kingdom Department for International Development (DFID)

Terms of Reference (TOR)

Design of Technical Assistance (TA) facility to the Government of Bangladesh (GoB) to support development of a National Social Protection Strategy

1. Introduction

In October 2011, at the Dhaka Social Protection Conference, the Honourable Minister of Planning assured that the Government of Bangladesh to developing a comprehensive National Social Protection Strategy. A copy of the closing Communiqué (attached as an Appendix to this TOR) includes an ambitious timetable which envisages that National Strategy would be drafted and launched for consultation by September 2012. The Strategy would provide an institutional framework to drive the scaling-up and improvement of current social protection provision in line with international best practice. This would include addressing issues of coverage, linkages to poverty reduction via promotional safety nets, policy and management coordination, efficiency failures and targeting errors.

There is now an urgent need to move forward with the preparation and development of the strategy. The General Economics Division (GED) of the Planning Commission has requested inputs and assistance with the initial task of planning and scheduling of activities and a mechanism for mobilizing resources from development partners (DPs). A number of likeminded DPs, who supported the Dhaka conference (specifically UNDP, WFP DFID and AusAid) have come together to support GED and to examine, more broadly, how the Social Protection agenda might be taken forward in Bangladesh. This consortium is now seeking to appoint a high level mission to design a package of support to GED and to provide overall advice to GoB and DPs.

The purpose of this TOR is to set out the requirements, and seek applicants to undertake, this mission. The following text includes three principal sections: Rationale and Context, which provides essential background for the mission; Mission Objectives and Deliverables, detailing the desired mission outcomes; Team and Skills Specification, setting out the basic competency requirements; and Ancillary Issues, covering duration, remuneration and reporting.

2. Context and Rationale

The existing social protection system is extensive in Bangladesh. Ministry of Finance estimates quote total expenditure at USD 2.8 billion which equates to approximately 2.5 per cent of GDP. Although independent estimates suggest a somewhat lower outlay, social protection expenditure is sizeable. Moreover, the major donors and UN agencies also have major field programmes operating outside the recurrent budget. In spite of this, the overall contribution to poverty reduction remains in question.

A diagnosis of the challenges faced by the existing system has been provided by a number of research studies, the most recent being the major PPRC-UNDP two volume survey – *Social Safety Nets in Bangladesh*. Issues can be identified at various levels. Firstly, at the strategic level, there

is no national framework for setting policy objectives, nor is there any mechanism to guide allocations or monitor outputs and outcomes. Secondly, at the programming level, considerable fragmentation has taken place within and between the various subsectors and programmes. There are some 70-80 schemes in place and the potential gains from consolidation and rationalization of programmes are substantial. Thirdly, at the delivery level, performance outcomes are mixed and major administrative failures are apparent. Fourthly, there are opportunities for innovation in existing programmes bringing in use of technology in targeting and distribution.

Although, the Conference Communique is a major point of departure, the basis for reforms in Bangladesh had already been established. Social protection features extensively in the Poverty Chapter of the Sixth Five Year Plan (SFYP). Other strategic documents, notably the Country Investment Plan (CIP) developed with the support of FAO, also reference its importance. The SFYP commits the Government to a process of modernization of existing provision, and cites the drafting of a comprehensive social protection strategy as a major outcome. Following the initiative of the Prime Minister's Office, a Cabinet Committee was established to examine the issues under the Chairmanship of the Cabinet Secretary. Most recently, given the SFYP and its policy-level responsibility for poverty reduction, the General Economics Division (GED) within the Ministry of Planning has engaged with development partners in a series of initiatives. These have included supporting dissemination of research findings arising out of the major research study undertaken by PPRC (funded by UNDP) and partnering within the Social Protection Conference.

However, a number of issues still have to be clarified. The most significant is the division of roles and responsibilities within Government, and specifically which actor/ actors, should take on the main strategic leadership functions. UNDP has had a dialogue with GED, the Cabinet Office and the Finance Division, all of which are potential candidates. Following a request for technical advice, UNDP, after taking soundings with sister UN agencies and the principal partners, provided a briefing to the Cabinet Secretary suggesting the following distribution of functions:

- Cabinet Division: to undertake strategic oversight of the process and provide a high-level political interface;
- GED (Ministry of Planning): to provide overall coordination and technical support, leading on drafting of the strategy and the institutional arrangements ;
- Finance Division (Ministry of Finance): to lead on fiscal and fiduciary matters.

Additionally, the major line ministries (notably Food and Disaster Management, Social Welfare, Local Government) would be fully consulted throughout, and at a later stage brought directly into the strategy development process. This would include ownership of key functions within the national strategic framework of areas within the Ministries' specific mandates.

However, it is important to note that there are alternative conceptions of the way forward, major line ministries, have suggested that strategic coordination may be better hosted outside the central ministries. Notably, a DFID and AusAid-commissioned study into the political economy of social protection reform has provisionally found that the Ministry of Food and Disaster Management is well-placed to lead on these matters.

The Government's position on these questions has not fully crystalized. The Cabinet Division has however, indicated that it will convene a meeting of the Standing inter-ministerial committee,

and moreover, their recommendations for the immediate strategy development process would follow the template provided by the UNDP briefing (subject to any changes arising out of the discussions). In line with this, and the pressing need for action, this TOR cites GED as the main delivery partner. However, recognizing the importance of line ministry inputs and capacities, the scope of the work has been extended to provide a wider consideration of the framework needs.

3. Mission Objectives and Deliverables

In order not to lose the impetus generated last year, this mission will take place even though the final the roles to be played by the various actors are still to be fully resolved. Indeed, the mission may make further suggestions in this regard. This process will be further facilitated by a later joint seminar (during Spring 2012) to launch the second volume PPRC/ UNDP research study. Regardless of the final distribution, the various actors face an equally demanding agenda. The mission should seek to support the GoB following whatever division is agreed, and pay regard to functionality of the wider system. The four DPs have no preconceived position on these matters and are keen to ensure maximum ownership of the development process. However, a basic working assumption is that GED would retain the initial National Strategy drafting function.

The mission would comprise a short field study (one week) followed by on-going desk-based work. Four principle tasks (and three tangible deliverables) are identified:

- The first task is to provide a pared down **review of the tasks faced by the Government and the likely challenges faced**, focussing on the main issues at hand – development of the strategy and a basic associated institutional framework. This should include brief assessments of the capacity of each of the core actors named above, versus the roles assigned to them (to be attached as annexes to the summary report). As such the key deliverable will be the report (ten pages maximum including appendices). This will be addressed to the lead Government actor (assumed to be GED) and the DPs. This should, be preceded by a presentation of the basic findings and direction, after the end of the field studies.
- Second, to provide a **Road Map** (recognizing that the delivery agents have still to be finalized) setting out a realistic timetable for development of the national strategy and the basic institutional framework (recognizing that the delivery agents have still to be finalized). This should include the scheduling of the various tasks and assignment of accountabilities (where possible). The timeframe should extend no more than 18 months, but may reference the longer term tasks. This should follow the agreed GoB division of responsibilities and recognize GED's imperative to have (at minimum) a draft or outline strategy in place by the 30th September 2012 deadline. The Road Map (in matrix form with introductory notes and no more ten pages in total) than should be consulted on with the key partners prior to being finalized.
- Third, prepare an outline (and if possible costed) **Programme of Donor and UN-agency Support** to underwrite the activities given above, identify where support would be required and at what level, and if possible, the potential delivery partners. Where possible, delivery options should be provided to allow donors to carry-out cost and quality appraisals. This should build on the Road Map and the initial analysis of GoB capacities and needs. This will

be a document of approximately 10 pages, but should also include a proposal as an annex, for the establishment of a donor Trust Fund and management arrangements, including criteria for allocation of resources to TA activities to support the development of the national strategy. This facility would resource on-going and ad hoc initiatives, would operate as a quick disbursing challenge fund over the initial 18 month period, and will include preliminary interventions to sustain the momentum from GoB and relevant stakeholders². However, the team should also have regard to the medium to longer term also, in enabling the trust fund arrangement to evolve to address more substantial levels of support, notably support to GoB delivery. It is recommended that allocation criteria be framed around four core principles: government ownership; accountability and transparency; productivity gains and graduation and from poverty; the potential for scalability and innovation through use of technology.

- Fourthly, a key intangible output is the maintenance of the impetus established within policy circles during last year's Social Protection Conference. The mission should support high-level political buy-in and ownership of the policy development process, and also ensure the involvement of all relevant stakeholders.

4. Team Skills and Competencies Specification

It is envisaged a high level team would be assembled comprising two (three?) international consultants drawn from the various partners, complemented by one national consultant. Local logistical support will be provided by UNDP, but the team should also establish a backstopping/ contact point to facilitate remote working, following completion of field studies.

Each of the consultants should have some standing in the social protection field (given by at least 7 years direct experience in the design of social protection systems and/or a strong publication record). The ability to command authority is essential as a key part of the assignment will be influencing senior decision makers, to ensure the strategy development process is evidence-based remains and rooted in global best practice. However, it is also underlined that the team should be committed to national ownership of the strategy and to the Government's primary policy objectives. As such GED should be identified as the primary client for the deliverable outputs.

Specific areas of competence to be represented within the mission team are:

- Design and strategy development of progressive social protection systems, focusing on graduation and productivity goals;
- Public sector Institutionalization and institution building;
- Fiscal and fiduciary competences, including budgeting and financing;
- Political economy issues and achieving reform within challenged environments;
- Multi-donor liaison and reporting.

It is vital that one consultant assume a lead role in coordination, report preparation and submission of the deliverables. A degree of flexibility on the part of all team members is

² Examples might be: training courses, exposure visits, analyses, seminars, debates and media programmes.

desirable in completing this assignment. The team should be available to support some on-going work after the mission is has ended, and some time contingency will be built in for this purpose. The partners are also amenable to negotiating a retainer-type arrangement to ensure on-going continuity of support.

5. Ancillary Issues: Duration, Remuneration and Reporting Arrangements

Given the urgent time constraint faced by the GoB client, this mission is pressing and the field study should be carried-out during the final weeks of January 2012. The subsequent activities imply completion no later than 31st March 2012.

The initial field study is timed for 5 working days, with 3 days preparation time and 2 days allowed for travel. Desk-based analysis and report preparation time (at remote locations) is budgeted 10 days. A contingency of a further 5 days is to be allocated as needed. The total allocation per consultant is therefore 25 days, but note, up to an additional 5 days may be allocated to the designated Lead Consultant.

Individual contracts will be agreed on the basis of negotiated daily rates with the selected consultants. Payments will be made according to milestones defined by delivery of the reacquired outputs. The shares and phasing is set out below:

Timeline:	Payment (% of total):	Milestone:	Conditional on:
Prior to assignment date	(20%)	Appointment & acceptance	Acceptance of assignment & contact terms
On completion of field study	(20%, DSA plus Travel Expenses)	Completion of Field study	Presentation on initial findings & thinking on deliverables
Two weeks after study	(20%)	Initial Reporting	Production of <i>Initial Report & Road Map</i>
One month after field study (draft Programme); final Programme two weeks hence	(40%)	Programme Proposal	Agreement of Final version of the <i>Programme of Donor and UN Support</i>

UNDP will serve as the lead partner for commissioning and resourcing the mission. Deliverables should be submitted to Majeda Haq (email: majeda.haq@undp.org) as the designated lead contact officer. A Donor Contact Group (DCG) will be established to oversee the mission and review submitted deliverables. The DCG will contain at least one contact from each of the key partners (AusAid, DFID, UNDP and WFP).

Appendix 3 Schedule of Mission Meetings and Field Work Undertaken

Programme Schedule of Technical Mission to the Government of Bangladesh to Support Development of a National Social Protection Strategy

Lead: Dr David Hulme

Supported by: Mr Nicholas Freeland, Ms Lynn Brown & Ms Mathilde Maitrot

Advisory inputs: Dr Michael Samson, Dr Hossain Zillur Rahman

Coordinated by: Mr Göran Jonsson

- All meetings are confirmed except where marked TBC -

Phase 1: Reviewing documents, drafting programme outline, 16 - 21 January 2012

Phase 2: Field mission in Dhaka, 22 - 26 January 2012

Date	Time, Venue	Event
22 Jan. Sunday	3.15 pm	David Hulme and Mathilde Maitrot arrival in Dhaka
	7.00 pm, Venue: Sajna, Banani, Road 11	Team Dinner
23 Jan. Monday	9.00 – 9.45 am IDB Building	Meeting with Stefan Priesner, UNDP Country Director
	10.10-11.00 am 17 th Floor, WFP IDB Building	Meeting with Christa Räder, Country Director WFP
	11.00 – 2.15 am 18 th Floor Mini Conference Room, IDB Building	Team Meeting
	2.30 - 3.30 pm Planning Commission, Agargaon	Meeting with Planning Commission Dr Shamsul Alam, Member GED Mr Fakrul Ahsan, Division Chief, GED
	6.30 - 8.30 pm Venue: Heritage Restaurant, Gulshan 2	Meeting & dinner with leading National Social Policy Experts (Dr Hashemi, Shakhawat Ali -BDI, Dr Binayak Sen, BIDS, Dr Mustafiz. CPD, Dr Sajjad Zohir)
24 Jan. Tuesday	8.30 – 10.00 am AusAid, Australian High Commission	Meeting with AusAid & DFID staffs
	10.30 - 11.30 pm EU, Gulshan 2	Meeting with Milko van Gool, Head of Cooperation, EU Delegation
	12.30-1.30	Meeting with Dr Iffath Sharif, World Bank Dhaka
	1.30 – 3.00 pm UNDP, IDB Building	Lunch meeting with UN SP Group: UNDP, WFP, UNICEF, ILO, FAO, WHO

Date	Time, Venue	Event
	3.30 - 6.30 pm Venue : PPRC Office, Dhanmondi	Meeting with Dr Hossain Zillur Rahman, Executive Chairman, PPRC
	7.45 pm Venue: Sajna, Banani (Cancelled due to sickness of Mr Mustapha of USAID)	Dinner Meeting with Dr Mustapha El Hamzaoui, Director, Office of Food, Disaster and Humanitarian Assistance, USAID/Bangladesh
25 Jan. Wednesday	9.30 -10.30 am Building 1, Room 301 Bangladesh Secretariat	Meeting with Mr Musharraf Hossain Bhuiyan, Secretary, Cabinet Division
	10.30 - 11.30 am Building 6, Bangladesh Secretariat	Meeting with Mr Tarik Ul Islam, Secretary, Ministry of Women and Child Affairs
	12.00 - 1.00 pm Building 7; Bangladesh Secretariat	Meeting with Mr. A.R.M. Nazmus Sakib, Joint Secretary Finance Division (Treasury & Debt Management Wing)
	1.00 -2.15 pm Building 4, MDRCC 4 th Floor, Bangladesh Secretariat	Meeting with Dr M. Aslam Alam, Secretary, Disaster Management & Relief Division, Ministry of Food and Disaster Management
	2.30 pm – 3.30 pm Building 6 Bangladesh Secretariat	Meeting with Mr Ranjit Kumar Biswas, Secretary, Ministry of Social Welfare
	4.00 pm - 4.30 pm Building 7, Room # 602 Bangladesh Secretariat	Meeting with Mr Abu Alam Md. Shahid Khan, Secretary, Local Government Division.
	5.00 pm UNDP, Baridhara	Team Meeting: Way forward
	7.00 pm Venue: Hotel Lake Shore, Gulshan 2	Dinner hosted by Mr Neal Walker, UN Resident Coordinator.
26 Jan. Thursday	9.00 – 10.00 am GED (Room 14 Block 14 -Office of Division Chief)	Meeting with LCG Social Protection Subgroup
	10.30 - 11.30 am GED, Agargaon	Wrap-up meeting with Dr Shamsul Alam, Member, GED Mr Fakrul Ahsan, Division Chief, GED Mr Dilip Kumar Das, Joint Secretary (UN), ERD
	12.00 – 13.00 am Planning Commission, Agargaon	Meeting with Honorable Planning Minister Air Vice (Rtd) AK Khondker
	1.30 - 2.30 pm UNDP, IDB Building	Closing de-briefing over lunch
	2.30 pm	Departure for Airport for Kolkata Flight