MAXWELL STAMP PLC

FIRST SPFMSP QUARTERLY REPORT: 1ST OCTOBER – 31ST DECEMBER 2015

Prepared for Strengthening Public Financial Management for Social Protection (SPFMSP) Project

January 2016

Table of Contents

Executive Summary

This First Quarterly Report (QR) of the Strengthening Public Financial Management for Social Protection (SPFMSP) Project covers the period from October through December 2015. The SPFMSP Project began its Implementation Phase on 1 October, after a successful six-month Inception Phase that formulated the Project's methodology for the major technical work streams that would be implemented till 31 August 2017. During this three-month beginning of the implementation, the Team has focused on furthering the well-established engagements with the Finance Division (FD) of the Ministry of Finance (MoF) and the six line ministries (LM). The emphasis has been on setting up organisational structures and implementing the programme content of the Project.

The Project has achieved its four main objectives for the first quarter of implementation, namely:

1.   Operationalizing the SPBMU;
2.   Activating the Governance structure of the SPFMSP Project;
3.   Implementing activities under the Project's work streams;
4.   Coordinating and setting up the governance of the overall SGSP Programme.

This success can be attributed to the close working relationship with the FD of the Ministry of Finance and support from DFID. Their engagement and commitment to moving the Project forward lead to operationalizing the Social Protection Budget Management Unit (SPBMU) with the appointment of the Project Director, Mr. Manzoor Alam Bhuiyan, Joint Secretary and Executive Director of the SPBMU and successfully convening the Project Implementation Committee (PIC) on 30 November, 2015.

With the approval of the major Inception reports by the PIC, the Team is working closely with the FD and the six line ministries in implementing the Project during this quarter. The Terms of Reference (ToR) for the proposed diagnostic studies have been drafted and await final discussions and approval with the SPBMU. The proposed ToRs have been discussed and have the strong support of the LMs and the MoF. Several adjustments for proposed diagnostic study may be made in the final list of schemes to be studied and will be discussed further with the SPBMU and the PIC. Discussions are underway with the service providers for capacity development training and the final ToR and budget for the India Study Tour is being submitted for approval.

The Team is helping to coordinate the activities of the components of the SGSP Programme and eliminate possible overlaps through periodic briefings of partner components focusing on recent developments in Project activities in the areas of scheme analysis, research studies, and capacity development. The Team is also providing analysis of the SGSP Programme governance structure and proposing a new structure that will include GoB participation and ownership. Third meeting of the SGSP Working Group (WG) took place on 3 November 2015, followed by the second meeting of the SGSP Communications WG on 12 November.

The Project's work during this quarter has been productive despite challenges and risks in terms of staffing, organisational operations and an unstable security situation. During this quarter, two full-time staff departed from the project, including the International MIS Specialist and the Social Protection Specialist for Capacity Development. Nonetheless, the Team continued to pursue objectives of proposing an MIS methodology for the pilot systems with the SPBMU and two line ministries. The appointment of the ED and operationalization of the SPBMU as well as the convening of the first PIC meeting are welcome developments, however, some of Project activities, such as training of SPBMU staff, capacity development of LM staff, procuring diagnostic studies will lag somewhat behind the original work plan due to delays in appointments and approval for work to commence. There also could be further challenges to ongoing Project activities and meetings if the security situation remains unstable with either further terrorist action or the calling of hartals with violent strikes and blockades.

The Work Plan for the next quarter will see the implementation of a number of work stream activities. Capacity development activities during the next quarter focus on implementing national and international courses, negotiating agreements with local partners for sustainability and with the

Social Protection University (SPU) Alliance featuring the University of Mauritius. A study tour to India also is scheduled for the next quarter with the completion of the Terms of Reference (TOR) and agreement on participation. The procurement process, selection of service providers and the beginning of the analysis will take place for first two diagnostic studies during the next quarter. The Project will be working with partners to plan and deliver the launch of the SGSP Programme as well as the Sensitization Workshop for the SPFMSP Project.

Several recommendations are made at the end of this report and are useful to list below. These are priority recommendations and will be addressed at the beginning of the next quarter:

- Negotiations should begin as soon as possible for co-locating offices of the SPBMU and the SPFMSP consulting team. This will mean setting in place time-bound plans for when all the office space will be available for occupancy, for all SPBMU staff to be appointed and available for moving into Project offices, for the refurbishment to be finished and movement of furniture into offices;

- Agreement should be reached between the GoB and DFID as soon as possible, preferably before the beginning of the next quarter, on the timing of the SGSP launch (to be coordinated under the SPFMSP Communications WG). DFID would like the Minister of Finance to be the Chief Guest for the launch before the end of the next quarter, preferably in February, and it is critical that agreement is reached to accommodate the timing and format that DFID has set;

- A date certain should be discussed with the MoF/SPBMU and set for the timing of the SPFMSP Sensitization workshop, after a date has been set for the launch of the SGSP so that the Sensitization date does not conflict with the timing of the SGSP launch;

- Procurement of a service provider for software design, development and testing of the MIS should take place during the next quarter in order to adhere to the work plan schedule. The procurement first must be supported with the final MIS Methodology approved by both DFID and the PIC.

- Several staffing appointments should be made at the earliest opportunity in the next quarter in order to meet objectives in the Work Plan for that quarter: Capacity Development Specialist, MIS Specialist and the M&E Specialist. In addition, the SGSP Communications Specialist has resigned later in December and a replacement will be recruited during the next quarter. A transition plan has been, however, put in place to make sure that all key activities have been covered.

1. Introduction

The SPFMSP is a complex 32 month technical assistance (TA) project that has been working closely with the Finance Division (FD), Ministry of Finance (MoF), and six implementing line ministries including the Ministry of Social Welfare (MoSW), the Ministry of Primary Education (MoPME), the Ministry of Women and Children's Affairs (MoWCA), the Ministry of Education (MoE), the Ministry of Health and Family Welfare (MoHFW) and the Ministry of Disaster Management and Relief (MoDMR) since December 2014. The Project is co-financed by the Department for International Development (DFID) and the Department of Foreign Assistance and Trade (DFAT).

The SPFMSP project is a component of a larger five-component DFID-funded Strengthening Government Social Protection Systems for the Poor (SGSP) Programme which began in October 2013. The aim of the overall SGSP Programme is to support the GoB establish policies, budgets and plans for a more effective and efficient social protection system. Other components of SGSP are being delivered by four implementing partners: the United Nations Development Programme (UNDP), the World Food Programme (WFP), the World Bank (WB) and the Manusher Jonno Foundation (MJF), a local Bangladeshi NGO.

This 1st SPFMSP Quarterly Report covers the beginning of the Implementation Phase from 1 October to 31 December 2015. The implementation period of the Project followed on a successful end of the Inception Phase delivery of programme-content reports outlining the methodology that would be used in implementing the Project. During this three-month beginning of the implementation, the Team has focused on furthering the well-established engagements with the Finance Division (FD) of the Ministry of Finance (MoF) and the six line ministries. The emphasis has been on setting up organisational structures and implementing the programme content of the Project.

The close cooperation with the team and the commitment to the Project by the FD, and particularly by Mr Muslim Chowdhury, Additional Secretary and National Project Director (NPD), is reflected in several areas of progress, discussed in more detail under Section 2, "Activities and Achievements". First, their commitment lead to operationalizing the Social Protection Budget Management Unit (SPBMU) with the appointment of the first Project Director in mid-October (who was unable to join) and followed by the appointment in early December of the current Project Director, Mr Manzoor Alam Bhuiyan, Joint Secretary and Executive Director of the SPBMU. Second, the Project Implementation Committee (PIC) approved the draft reports of the Inception Phase and the Implementation Work Plan for the first year.

2. Activities and Achievements

Over this past three months, the SPFMSP team has focused on and successfully achieved four main objectives:

1. Operationalizing the SPBMU;
2. Activating the Governance structure of the SPFMSP Project;
3. Implementing activities under the Project's work streams;
4. Coordinating and setting up the governance of the overall SGSP Programme.

1. Operationalizing the SPBMU

The appointment of the Executive Director (ED) operationalized the SPBMU on 3 December. The team met with the ED shortly after his appointment and began discussions about bringing on other Unit staff, following up on the decisions made at the PIC meeting the week before (30 November) and locating office space that would be large enough for the SPBMU staff and the SPFMSP consulting team to sit together as originally planned for the Project. The FD has indicated that three Deputy Secretaries have been identified for positions in the SPBMU and are awaiting the processing of the official documents. Office space allocated to the FD, has been set aside to house both the SPBMU and the SPFMSP team.

2. Activating the Governance Structure of the SPFMSP Project

The National Project Director and Chairman of the Committee, convened the first meeting of the Project Implementation Committee (PIC) on 30 November at the Ministry of Finance. Participants declared this meeting a notable success in discussing and taking decisive action on several issues. It was fully attended by representatives of all designated line ministries, including the six LMs within the Project, the Bangladesh Bureau of Statistics (BBS) and the Local Government and Rural Development (LGRD) Ministry.

The Committee approved draft reports on Scheme Identification (SI) for Diagnostic Studies, the Capacity Development Strategy (CDS), and the Research Framework as well as the First Year Implementation Work Plan. Comments were noted and are being addressed for the next meeting of the PIC. The PIC approved the convening of the Project Steering Committee (PSC), the holding of a Sensitization Workshop for all ministries and organisations represented in the PIC and other stakeholders, and the proposed Study Tour to India (under CDS) to review the Indian experience in pension reform.

3. Implementing Activities under the Project's Work Streams

The team has worked closely with the FD and the six line ministries in achieving objectives for implementing major work streams through the team's Social Protection Specialists. With the approval of the PIC, implementation of the diagnostic studies, research agenda and capacity development activities has been underway. The proposed approach for implementing the Management Information System (MIS) has been delivered and awaits the review of DFID and the approval of the PIC.

Discussions have been held with key officials in line ministries, departments and directorates to provide background information on the Project and gain their support for the diagnostic and research studies, capacity development activities and a pilot MIS that will connect two line ministries to the MoF for better social protection (SP) programme management and budgeting. Champions for each LM have been identified (Appendix I) and Project Briefs and other information (the approved TAPP and approved Inception Reports) have been distributed.

The Terms of Reference (ToR) for the proposed diagnostic studies have been drafted and await final discussions with and approval by the SPBMU. The proposed ToRs have been discussed and have the strong support of the LMs and the MoF. Several adjustments for proposed diagnostic study may be made in the final list of schemes to be studied and will be discussed further with the SPBMU and the PIC.

Discussions are underway with the service providers for capacity development training and the final TOR and budget for the India Study Tour is being submitted for approval. The Social Protection University consortium, including the University of Mauritius, has been contacted for setting up the national and international training programmes. In Bangladesh, the courses will be provided through a partnership with Mauritius University and Bangladesh organisations including the Institute for Public Financing (IPF) and the Financial Management Academy (FIMA). With the appointment of the ED, a Memorandum of Understanding (MOU) will be negotiated with the partners.

4. Assisting with Coordination and Governance of the Overall SGSP Programme

Working with development partners of the five (5) component organisations through the SGSP Working Group (WG), SGSP Communications WG and bilateral meetings, the team is discussing how to coordinate programme's activities. The team is undertaking periodic briefings of components focusing on recent developments in Project activities and any possible overlap in the areas of scheme analysis, research studies, and capacity development activities and implementing an MIS in line ministries. The third SGSP WG meeting was held on 3 November at DFID to discuss progress on the Annual Review (AR) recommendations, updates from partners, SGSP governance structure and coordination issues.

As a follow up, the Team has taken the initiative to begin coordinating activities within the SGSP Programme in addition to coordination between the SPFMSP Project and other programmes. Analysis of the current governance structure of the SGSP Programme has been completed and a proposal for formulating a new governance mechanism, called the SGSP Forum, has been submitted. The proposed new structure would include GoB representatives from all projects that are part of the SGSP Programme. These Project Directors would co-chair meetings of the SGSP Forum and decisions reached in the Forum would be binding on all component members of the SGSP Programme. The draft analysis and proposal is attached at Appendix II.

In addition, the Team has taken the lead over the SGSP Communications Working Group (WG) to facilitate coordination of programme's activities in the field of communication, visibility and advocacy. Second Communications Working Group meeting was held on 12 November 2015 to discuss how the WG should function and coordinate the work under different components.

Consequently, draft ToR for the SGSP Communication Group have been prepared by the SPFMSP team and shared with DFID and SGSP partners. Furthermore, a series of meetings were held between the months of November and December among SGSP partners to discuss the details of the SGSP lunch.

3. Challenges, Risks and Lessons Learnt

This quarter has been productive, despite several challenging situations that the Project faced, from staffing, organisation and governance as well as security concerns. None of the challenges prevented the Team from accomplishing objectives of this reporting period and plans were put in place and actions taken in order to deal with the challenges and mitigate the risks of encountering further problems. The Project's updated Risk Assessment and Management Matrix is attached at Appendix III.

Staffing Changes

During this quarter, two full-time staff departed from the project, including the International MIS Specialist and the Social Protection Specialist for Capacity Development. Nonetheless, the Team continued to pursue objectives of proposing an MIS methodology for the pilot systems with the SPBMU and two line ministries. Plans are being put in place to implement the CDS and offer international and national training courses on social protection. The India Study Tour is proceeding with close engagement by the MoF which is keen to undertake the review of the Indian pro-poor and civil servant pension reform as soon as official arrangements between the governments of India and Bangladesh have been concluded. Recruitment is underway for a replacement MIS Specialist and a Capacity Development Specialist has been selected and is expected to begin work in the next quarter.

After one year of operation, the Project is evaluating staff for strengths and weaknesses, performance improvement and concerns, on a continuous basis. This is the best way to mitigate the risks of losing individuals and planning ahead for the contingencies of staff turnover. Semi-annual "stock-taking" discussions take place with staff to identify potential concerns and improve staff performance, both for the Project's success and for the career growth for individuals who may want to have more challenging assignments. Weekly team meetings take place to share information, developments and hear success stories or challenges in day-to-day work. It is important for both the Project and individuals to achieve their objectives.
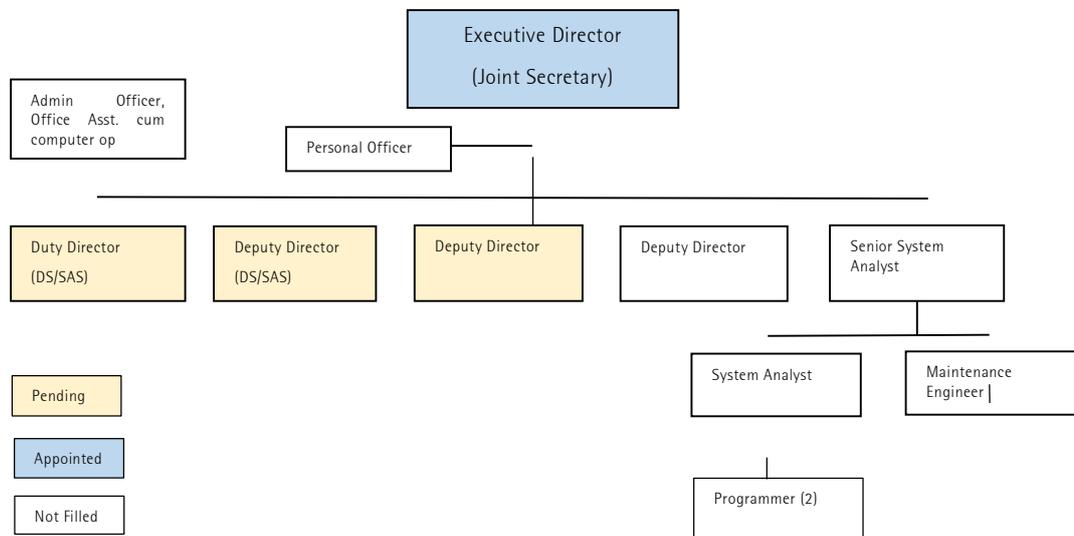
Delays in Organisational and Governance Set-up

With the convening of the PIC at the end of November and the appointment of the ED in early December, approvals of major reports have cleared the way for implementation and a working relationship with the SPBMU. This is welcome and has provided momentum for accomplishing work plan objectives in the next quarter. However, with the delay of these actions up until the last month of this quarter, there will continue to be some lag in set-up of joint offices, possibly into the third quarter of this reporting year (April-June period).

Although the delay in joint operations continues to be a challenging situation, implementation continues apace for the diagnostic studies and the capacity development training. Without staff in place, aside from the ED, however, training for the SPBMU staff will lag until individuals are brought on board. Diagram 1 below shows the staffing structure for the full complement of SPBMU staff and the positions currently appointed, pending appointment and not yet filled.

There continues to be a risk of further delays in the appointment of staff to the SPBMU and engagement in joint office operations. As with the first ED that was appointed, staff that have been selected and appointed may not be able to join the SPBMU for one reason or another. The situation will be evaluated on an on-going basis and adjustments will be made in the work-planning and approval mechanisms in order to achieve objectives during the next quarter. It is clear from the achievements of this quarter that work must move forward and contingency plans put in place in order to overcome delays that are not in the control of the Project.

Diagram 1. Staffing Positions and Structure of the SPBMU

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                                    ┌─────────────────────┐
                                    │  Executive Director  │
                                    │  (Joint Secretary)   │
                                    └─────────────────────┘
┌──────────────────────┐   ┌──────────────────┐
│ Admin      Officer,  │   │ Personal Officer │
│ Office Asst. cum     │   └──────────────────┘
│ computer op          │
└──────────────────────┘
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Duty Director (DS/SAS)	Deputy Director (DS/SAS)	Deputy Director	Deputy Director	Senior System Analyst

System Analyst	Maintenance Engineer

Programmer (2)

Pending

Appointed

Not Filled

Ongoing Security Issues

At the beginning of the Project Pre-Inception, security issues arose with the violent hartals (strikes and blockades) that were called by opposition parties to the Government. This continues to be a concern and a major challenge. Two hartals were called in November and work in the office was not required for persons facing potentially dangerous conditions in their travel to and from work. Under the Project's duty of care, the political volatility was assessed and a determination to allow work at home was made in order to keep all staff safe.

The Team has faced other security threats as foreign aid workers and Bangladeshi citizens have been killed. No one on the Project has been hurt, but the unstable situation poses a risk to team members and is both a distraction and disruption to the work environment. The risks of these threats both to staff and to Project activities have been mitigated somewhat through security plans in place and ongoing security assessments, communications via the internet and mobile messaging. The MSP Service Provider emails weekly security updates to the Team, reflecting all of the alerts and advisories sent out by the British and American Embassies and other sources of the latest news and developments. The one-year anniversary of the previously violent strikes and blockades will be coming up during the next quarter and may once again pose a disruption to Project activity.

4. Work Plan for Next Quarter

The work plan for the next quarter (January – March 2016) is discussed below according to the four major Project outputs which captures all major work streams within the Project. Highlighted under the first two outputs and in the next quarter's work plan is a delay in several project work activities of approximately two (2) months as a result of the delay in the approval of the major reports for implementation and the operationalization of the SPBMU. The updated Work Plan for the next quarter, with changes highlighted in yellow, can be found at Appendix IV.

Output 1 – *Improved GoB capacity to develop social protection policy and budgets and coordinate and monitor the implementation of the social protection system.*

Capacity development activities during the next quarter focus on implementing national and international courses, negotiating agreements with local partners, IPF and FIMA, and with the Social Protection University (SPU) Alliance featuring the University of Mauritius. Course design, procurement of service provider and selection of participants will take place during this time. Course delivery will be toward the end of the quarter.

Capacity development of the SPBMU staff should begin during the next quarter, depending on the appointment of staff and availability. This will include capacity strengthening for the SPBMU and the line ministries though a Sensitization Workshop as well as ongoing sensitization meetings with LMs, Departments and Directorates. Lists of candidates will be drawn up for national and global courses for approval by the SPBMU, if in place during the next quarter.

The Project has been analysing the issue of governance of the SGSP Programme and has proposed an SGSP Forum that will include participation GoB Project Directors and Executive Directors in the organisation, as members and as co-chairs with development partners. The SGPS Forum will be activated during the next quarter. At the same time, the Project has been given the lead in organizing the launch of the SGSP Programme. The targeted launch timing is for the next quarter as well. The Project will be working with component partners to share the work and the costs of the launch.

Depending on the timing of the approval of the MIS Methodology and appointment of an MIS Specialist, the tendering process and procurement of the MIS will begin during the next quarter. Although delayed for several months, this process may be accelerated to avoid greater delay into the next quarter.

Output 2 – *Ministry and Departments of the GoB are able to access and use a strengthened evidence base on poverty, vulnerability, nutrition and social protection.*

Discussions with the LMs about the research studies will continue during the next quarter to identify research topics and coordinate with the SPBMU for input. ToRs will be agreed, procurement and selection of service provider will take place. The first research study will begin during the next quarter with results disseminated at a workshop later in the year.

Output 3 – *Costed plans are developed for the reform of priority social protection schemes.*

Following on the approval of and comments on the Scheme Identification Report by the PIC, the Team is discussing with partners what diagnostic schemes to take up first and whether other schemes should be substituted. ToRs for the diagnostic studies will be finalized and the first two priority diagnostic studies will begin during the next quarter. The procurement will begin with the selection of service provider, design of the study and analysis will be undertaken during the first quarter. Because of the delay in the approval of the report with the follow-up on further comments, the first draft report may not be ready until the following quarter, though the Team will strive to do the utmost to achieve delivery of the draft report within the next quarter. The final report and the dissemination workshop were not scheduled until the next quarter.

<u>Output 4</u> – *Ensuring that effective programme management arrangements are established to achieve programme outputs and objectives.*

The Risk Assessment and Management Matrix has been updated and is provided at Appendix III. The stability of the current political situation and risks to staff will be continuously monitored as will be programme delivery. At this time, the Project sees no need to increase the level of risk for either security or programme delivery purposes.

A Monitoring and Evaluation (M&E) Specialist will join the Project to develop the Theory of Change and Results Framework for the umbrella SGSP Programme. We anticipate that by the end of the next quarter a Logframe/Results Framework will be in place for all components of the Programme.

When the SPBMU is fully staffed either during the next quarter or the following quarter, the Communications and Advocacy Strategy (CAS) will be finalized and submitted to the PIC for approval as per the TAPP terms of reference for the PIC. During the next quarter, the Team will work with the ED and other staff that are appointed to build capacity in the CAS and discuss what communications and advocacy could be undertaken at that time.

Next SGSP WGs meetings are scheduled for January 2016. Further consultations will take place on the SGSP launch.

5. Conclusion and Recommendations

Going into the next quarter, January through March 2016, the Project has built up momentum and should be able to accomplish its objectives. Following the appointment of the ED, the SPBMU is poised to start operations in January. The Team is ready to help build capacity with background briefings on all aspects of Project operations with a full complement of SPBMU staff in place and co-location of offices in the office space that has been allocated for the Project. With the PIC approval of several major reports and the Implementation Work Plan, the Project will move forward on planned procurement of diagnostic study service providers and capacity development activities.

In looking toward the start of the next quarter, the Team makes the following recommendations:

- Negotiations should begin as soon as possible for co-locating offices of the SPBMU and the SPFMSP consulting team. This will mean setting in place time-bound plans for when all the office space will be available for occupancy, for all SPBMU staff to be appointed and available for moving into Project offices, for the refurbishment to be finished and movement of furniture into offices;
- Agreement should be reached between the GoB and DFID as soon as possible, preferably before the beginning of the next quarter, on the timing of the SGSP launch. DFID would like the Minister of Finance to be the Chief Guest for the launch before the end of the next quarter, preferably in February, and it is critical that agreement is reached to accommodate the timing and format that DFID has set;
- A date certain should be discussed with the MoF/SPBMU and set for the timing of the SPFMSP Sensitization workshop, after a date has been set for the launch of the SGSP so that the Sensitization date does not conflict with the timing of the SGSP launch;
- Procurement of a service provider for software design, development and testing of the MIS should take place during the next quarter in order to adhere to the work plan schedule. The procurement first must be supported with the final MIS Methodology approved by both DFID and the PIC.
- Several staffing appointments should be made at the earliest opportunity in the next quarter in order to meet objectives in the Work Plan for that quarter: Capacity Development Specialist, MIS Specialist and the M&E Specialist. In addition, a Communications Specialist will be recruited during the next quarter.

Appendix I – List of Line Ministry Champions

<u>Ministry of Health and Family Welfare (MoHFW)</u>

Mr. Asadul Islam, Additional Secretary & DG HEU
Mr. Md. Helal Uddin, Joint Chief (Planning)

<u>Ministry of Primary and Mass Education (MoPME)</u>

Mr. Irtiza Ahmed Choudhury, Joint Secretary & PD Stipend Project
Dr. Imtiaz Mahmud, Deputy Chief;
Mr. Mr. Jalal Habibur Rahman, Assistant Chief (Planning-1).

<u>Ministry of Women and Children's Affiairs (MoWCA)</u>

Dr. Nasima Begum, Secretary
Mr. AKM Naser Uddin Bhuiyan, Additional Secretary, Development
Mr. BiKash Kishore Dash, Additional Secretary, Administration
Mrs. Shaheen Ahmed Chowdhury, Director General (Additional Secretary), Department of Women Affairs

<u>Ministry of Education (MoE)</u>

Mr.   Mahmudul   Islam,   Joint   Secretary,   Development   Wing
Mr.   Abdul   Mannan,   Senior   Assistant   Secretary,   Section: Dev-1
Mr. Md. Afzal Hossain, Project Director, Secondary Education Stipend Project 2nd Project (SESP), DSHE

<u>Ministry of Social Welfare (MoSW)</u>

Mr. Tariq-ul- Islam, Secretary
Mr. Md. Nurul Kabir, Joint Secretary
Mr. Gazi Mohammad Nurul Kabi, Director General (Additional Secretary), Department of Social Services (DSS)

<u>Ministry of Disaster Management and Relief (MoDMR)</u>

Mr. Md. Zakir Hassain Akondo, Additional Secretary, Relief Wing
Mr. Md. Riaj Ahamed, Director General, Department of Disaster Management
Mr. Md. Abu Taleb, Director (FFW, TR, EGPP), Department of Disaster Management
Mr. Md. Ismaiel Hossain, Deputy Secretary, Relief-2

Appendix II – Analysis of SGSP Governance Structure and Proposal for a New Structure

SGSP Programme Coordination and Governance: Challenges and Proposed Approach

Background and Discussion of Coordination and Governance

The Strengthening Government Social Protection Systems for the Poor (SGSP) is being implemented through its five components by several government agencies and development partner organisations. At the present time, there is no "nodal" agency to play a coordinating role for the Government of Bangladesh (GoB). The SGSP Programme also is not integrated into government planning and budgeting systems, inasmuch as there is no governance structure within government to oversee, monitor and coordinate the programme.

The SGSP Programme exists in the government system only through component projects such as the MSP-managed Strengthening Public Financial Management for Social Protection (SPFMSP), the UNDP-managed Social Protection Policy Support (SPPS), WFP managed Investment Component of the Vulnerable Group Development (IC-VGD) Programme and World Bank-managed project Safety Net Systems for the Poorest (SNSP) with the Ministry of Disaster Management and Relief (MoDMR). All those programmes/projects are integrated into government systems through their individual TAPPs/DPPs and have well-defined governance structures with provision for a Project Director (PD) and bodies such as a Steering Committee (SC) and Project Implementation Committee (PIC) for managing, monitoring and overseeing the project activities.

There is no forum or body within the GoB to provide inter-component coordination. There also is no government agency accountable for monitoring the progress of the SGSP Programme as a whole to ensure the attainment of the broad objectives of the programme.

The co-ordination that exists among different components is at the partner level under the stewardship of DFID. As described in the Business Case for the SGSP, two working groups were envisioned, each of which would be an implementing "arm" of the SGSP Programme and provide an opportunity for meetings of all principle stakeholders.[1] One working group would consist of the Planning Commission, Cabinet Division, the BBS, UNDP, WFP, World Bank, the DFID and DFAT, and would be headed by Planning and facilitated by UNDP. The other working group would consist of the Ministry of Finance (MoF), the six line ministries, the Service Provider (SP), the DFID and DFAT, headed by MoF and facilitated by the SP. The organisation and governance of the original working groups is depicted below:

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[1] p. 43, "Strengthening Government Social Protection Systems for the Poor (SGSP), 2013 – 2017, Business Case, DFID Bangladesh," July 2013.

The two working groups were merged into one SGSP Working Group (WG) through mutual agreement of the SGSP development partners in a meeting on 15 December 2014. The current SGSP WG is comprised of DFID, DFAT and five component partners namely MSP, UNDP, WFP, World Bank and MJF and has been meeting throughout 2015.

In the absence of a nodal agency in the government, the implementation of the SGSP Programme faces the following challenges:

- There will be no oversight and monitoring of the programme in its entirety by the GoB;
- There will be no mechanism to ensure government accountability for achieving overall objectives of the Programme, accountability will be limited to the fulfillment of individual goals and objectives of each SGSP component;
- There will be no effective co-ordination among government implementing agencies to prevent overlapping/duplication of efforts leading to inefficient use of resources. Lack of government co-ordination may also deprive each component of the benefit of sharing experiences and learning from each other as well as complementing each other.

The Business Case also envisioned a management and governance structure of SGSP through the establishment of a Steering Committee (SC) to oversee its activities, provide strategic direction and endorse work plans.[2] The proposed SC would be comprised of DFID, DFAT, UNDP, WFP and World Bank from the development partner side, from Government side, Finance Division, Planning Commission, Cabinet Division and other relevant government agencies. The Finance Division would chair the committee.

The governance structure for SGSP, as proposed in the Business Case, has not been established and the implementation of the SGSP Programme is through the five SGSP components with no government-integrated overarching body to provide strategic direction and to carry out oversight, monitoring and coordination to achieve a common goal. With the lack of integration of SGSP as a programme in the government system and the way the governance structure of each component has been established (individual SCs and PICs), it will be very difficult at this stage to set up an overarching body like the Steering Committee that would be responsible for monitoring, overseeing and providing strategic direction for the overall SGSP programme.

The following procedural limitations/constraints then will prevent the establishment of such a committee:

- There is no government instrument such as TAPP or DPP for SGSP to provide a regulatory base for forming an overarching committee having authority to monitor and oversee the different components of the programme implemented by different agencies;

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[2] Ibid, pp. 42-43.

- The fact that SGSP is absent as a programme in the planning and budgeting process of the government and as no ministry or any government agency has been authorized through the government process to lead the implementation of the SGSP, no government agency is likely to take initiative to form and operationalize such a Steering Committee as indicated in the Business Case;
- A component of the SGSP is being implemented by MJF, a non-government organisation. No government body is likely to take the responsibility of overseeing the work of an NGO.

Proposed Approach

In view of the above discussion, one possible approach would be to expand the current SGSP Working Group membership and establish a forum that would bring coordination together from both the GoB and development partner sides. The proposed approach would establish an "SGSP Development Partner-GoB Co-ordination FORUM" comprising of Project and Executive Directors (PDs/EDs) of all components, DFID, DFAT as well as representatives of development partners. The FORUM would be co-chaired by Development Partners and GoB (PDs/EDs).

The composition of the proposed FORUM would be the following:

1. Poverty and Social Protection Advisor, DFID, Co-chair
2. Representative from DFAT, Co-chair
3. Executive Director, SPBMU/MoF, Member and Rotating Co-Chair
4. Project Director, UNDP Component, Member and Rotating Co-Chair
5. Project Director, WFP Component, Member and Rotating Co-Chair
6. Project Director, World Bank Component, Member and Rotating Co-Chair
7. Representative from UNDP, Member and Rotating Secretariat
8. Representative from WFP, Member and Rotating Secretariat
9. Representative from World Bank, Member and Rotating Secretariat
10. Representative from MJF, Member and Rotating Secretariat
11. Representative from MSP, Member and Rotating Secretariat

The SGSP FORUM would take the place of the current SGSP Working Group and would act to provide broad coordination and a body in which to discuss common interests and issues. The membership and responsibilities of the FORUM would be similar to the current SGSP WG. The FORUM, though, would provide the additional advantage of having Government involvement through the PDs/EDs for each component's project. Inclusion of the PDs/EDs as members and rotating Chairs would help to provide coordination for the GoB side, the GoB perspective on issues and learning about the SGSP Programme's goals and objectives as well as the link to the Central Monitoring Committee (CMC) through each Project Steering Committee (PSC), Government representatives and reporting mechanism.

The new organisation of the SGSP FORUM is depicted in the diagram below:
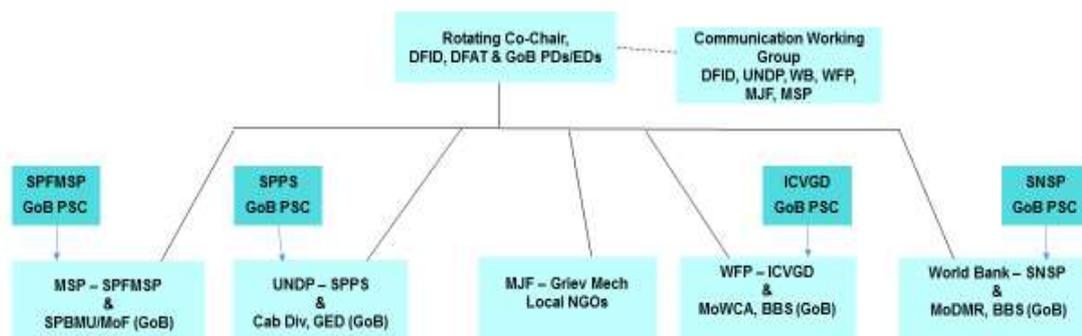
Proposed Terms of Reference (TOR)

The SGSP FORUM can make a significant contribution to the SGSP Programme by providing a setting for discussion of challenges, accomplishments and synergies among SGSP members. The FORUM can be a platform for communication and advocacy of Programme goals and objectives among development partners and GoB representatives. The FORUM will provide an opportunity for updates on and coordination of SGSP component activities with the direct involvement of the GoB. Regular meetings will provide members with information and updates that can facilitate further bilateral meetings among members and other GoB organisations.

The SGSP FORUM will have the following specific objectives:

1. To share the accomplishments and challenges of implementation of each component while providing an opportunity to learn from shared experience;
2. To identify areas of collaboration and explore possibilities of joint activities to benefit the GoB partners and provide good Value for Money (VfM) for the Programme;
3. To elaborate on common activities and work-in-progress including diagnostic/impact and research studies, capacity development and implementation of Information and Communication Technology (ICT) systems to complement and provide synergies for each component's work;
4. To discuss issues raised and address recommendations made in the SGSP Annual Reviews;
5. To report on accomplishments and coordinate responses for the Monitoring and Evaluation (M&E) and Results Framework (RF) of the overarching SGSP Programme;
6. To make decisions that will be binding on all members;
7. To highlight and discuss any additional, relevant topics that are proposed for each meeting of the SGSP FORUM.

Composition and Organisation

The SGSP FORUM is organized around the five components of the SGSP Programme. The membership, functions and responsibilities for the FORUM as described below provide a framework for the SGSP FORUM to meet on a regular basis and with a structured approach:

1. FORUM Members – The FORUM will consist of representatives from the five SGSP Components and the Government's Project and Executive Directors for the projects of those components. The five components include the UNDP, the WFP, the World Bank, the MJF, and the Service Provider (Maxwell Stamp, Plc.), and DFID and DFAT.
2. Meeting Schedule – The FORUM will meet on a bi-monthly basis, but no fewer than six (6) times per year, the timing of which will be agreed on during the previous FORUM meeting.
3. Meeting Format – Each implementing component lead will host a meeting on a rotating basis, provide meeting notices a week ahead of the scheduled meeting and meeting materials (if provided to the host when notices are sent out) to all participants. The discussion topic for each meeting will be decided at the previous meeting.

4. Meeting Minutes – Drat discussion notes for each meeting will be prepared and circulated by the host component lead to all participants within one week after the meeting. Comments and revisions will be provided by participants after an additional week to be finalized by host component lead and circulated to all participants in final form.

5. Working Group for Communication and Advocacy – A Communication Working Group (CWG) will be established to assist in highlighting the activities of the SGSP Programme and advocating for a stronger Social Protection system in Bangladesh. The CWG will facilitate the communication and advocacy of SGSP Programme activities, objectives and goals to a wider public audience. The CWG will consist of communication representatives of all FORUM members. The CWG will coordinate the distribution of information and updates from FORUM members. The CWG will operate in a similar manner as the FORUM with regular meetings, circulating minutes of meetings and reporting to the FORUM as needed for announcements and dissemination of the prepared materials. The CWG will prepare a TOR describing its responsibilities, tasks and functions.

6. Formation of Additional Committees and Working Groups – Other committees and working groups may be formed as the members believe and the need arises. The representation on and purpose of any proposed committee or working group will be agreed upon by consensus of the SGSP FORUM members and a TOR will be drafted for the proposed group.

Appendix III – Risk Assessment and Management Matrix

Appendix IV – Work Plan for Implementation Year One, Second Quarter

Outputs and deliverables	2016									
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
	4	5	6	7	8	9	10	11	12	13
	YEAR 2									
	M13	M14	M15	M16	M17	M18	M19	M120	M21	M22
Output 1: Improved GoB capacity to develop social protection policy and budgets and coordinate and monitor the implementation of the social protection system										
1.1 Partnership with National Partner										
MOU with national partner (e.g. IPF, FIMA)	▓									
Joint workplan between SPFMSP/SPBMU and national partner	▓	▓	▓							
1.2 Study Tour 1 (India, accelerated)										
Plan study tour and propose itinerary, obtain approval of the ToR from SPFMSP/SPBMU										
High-level design of study tour										
Procurement of service providers										
Accept applications of proposed participants & finalise selection										
Study tour planning										
Logistical coordination and mobilisation of study tour participants	▓									
Study tour delivery	▓	▓								
Evaluation report		▓								
1.3 Social Protection Public Finance Management Course 1										

MAXWELL STAMP PLC

	2016									
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
	4	5	6	7	8	9	10	11	12	13
Outputs and deliverables	YEAR 2									
	M13	M14	M15	M16	M17	M18	M19	M120	M21	M22
Prepare activity proposal on national training course, obtain approval of the ToR from SPFMSP/SPBMU	■	■	■							
High-level design	■	■								
Procurement of service providers	■	■								
Accept applications of proposed participants & finalise selection	■	■								
Develop course modules and finalize course design and preparation	■	■								
Logistical coordination and mobilisation of course participants	■	■	■							
Course delivery			■							
Evaluation Report				■						
1.4 Study Tours 2-6 (as per the sequence above)	■	■	■	■	■	■	■	■	■	■
1.5 Social Protection Public Finance Management Courses 2-7 (as per the sequence above)	■	■	■	■	■	■	■	■	■	■
1.6 Global courses	■	■	■	■	■	■	■	■	■	■
1.7 Other Capacity Building Activities (including CAS support such as building a foundation for a positive collaboration through early investment in capacity building such as exposing champions and supporters to evidence and experiences from other contexts.)	■	■	■	■	■	■	■	■	■	■
1.8 M&E	■	■	■							
1.9 Conduct visioning/sensitization workshops at Line Ministries	■	■	■							
1.10 Review and Revision of Capacity Building Framework			■						■	

Outputs and deliverables	2016 Jan / 4 / M13	Feb / 5 / M14	Mar / 6 / M15	Apr / 7 / M16	May / 8 / M17	Jun / 9 / M18	Jul / 10 / M19	Aug / 11 / M20	Sep / 12 / M21	Oct / 13 / M22
1.11 Tender process for MIS HW, SW development, Services	🟩	🟩	🟩							
1.12 MIS Design and Development Concurrent Phasing			🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
1.13 PILOT MIS software unit, functional and performance testing								🟩	🟩	🟩
1.14 Preparation of Training Courseware and Documentation										
1.15 Start-up of System Prototype										
1.16 Post Implementation Review; MIS Report submitted										
1.17 MIS-focussed awareness raising and communication activities (CAS)								🟪	🟪	🟪
1.18 Help SPBMU design and deliver their Communication and Advocacy Strategy	🟪	🟪	🟪	🟪	🟪	🟪	🟪	🟪	🟪	🟪
Output 2: Ministry and Departments of the GoB are able to access and use a strengthened evidence base on poverty, vulnerability, nutrition and social protection										
2.1 Design TORs for operational research framework	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
2.2. Inviting Proposals	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
2.3 Selection of Service Provider	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
2.4 Commissioning/contracting research	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
2.5 Conducting Research Studies		🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩	🟩
2.6 Micro-simulation exercises				🟩	🟩	🟩	🟩	🟩	🟩	🟩
2.7 Visioning Workshops with Stakeholders		🟩		🟩		🟩			🟩	
2.8 Research results disseminated (including conferences, workshops)								🟩	🟩	🟩
2.9 Annual review and revision of Research Framework								🟩		

18

Outputs and deliverables	2016									
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
	4	5	6	7	8	9	10	11	12	13
	YEAR 2									
	M13	M14	M15	M16	M17	M18	M19	M20	M21	M22
2.10 Supporting policy dialogue through communication and advocacy support (CAS)										
Output 3: Costed plans developed for the reform of priority social protection schemes										
3.1 Pilot Diagnostic of Two Schemes										
Development of ToR										
Request for Proposal (Response Time)										
Selection of Service Provider										
Orientation and Meetings with LM / LD										
Research Design and Tools & Techniques										
Field Visit to District 1										
Field Visit to District 2										
Data and Information Processing										
Submission of Draft Report										
Review and Suggestions										
Submission of Final Draft / Presentation										
Presentation of Findings and Final Report										
3.2 Workshop disseminating pilot results and lessons learnt										
3.3 Phased Delivery of remaining diagnostic studies (as per the above sequence)*										

19

Outputs and deliverables	2016									
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct
	4	5	6	7	8	9	10	11	12	13
YEAR 2	M1 3	M1 4	M1 5	M1 6	M1 7	M1 8	M1 9	M1 20	M2 1	M2 2
Diagnostic studies for schemes 3 and 4						▓	▓	▓	▓	▓
Diagnostic studies for schemes 5, 6, 7							▓	▓	▓	▓
detailed activity planning can be found in the Methodolody for Diagnostic Studies										
3.4 Results of diagnostic studies disseminated						▓	▓	▓	▓	▓
3.5 Development of Costed Reforms based on Results of Findings					▓	▓	▓	▓	▓	▓
3.6 Submission of draft costed reform plans per scheme developed with LMs						▓				▓
3.7 Advocating for the diagnostic work and reform agenda (CAS)	▨	▨	▨	▨	▨	▨	▨	▨	▨	▨
Output 4: Programme Management										
4.1 Financial Management Reporting			▓			▓			▓	
4.2 Programmatic reporting to DFID			▓			▓			▓	
4.3 SPFMSP Communication and Advocacy (as per CAS)	▨	▨	▨	▨	▨	▨	▨	▨	▨	▨
4.4 Secretarial support services (CommWG)	▓		▓		▓		▓			▓
4.5 Risk management and mitigation	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓
4.6 Monitoring and evaluation	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓
4.7 Staff Management	▓	▓	▓	▓	▓	▓	▓	▓	▓	▓