



United Nations Development Programme

Country: Bangladesh

Project Document



Empowered lives.
Resilient nations.

Project Title: Social Protection Programme – Component 3, Strengthening Women’s Ability for Productive New Opportunities (SWAPNO)

UNDAF Outcome(s): **Outcome 2.1:** Economic growth is achieved in an inclusive manner, extending opportunities to the rural and urban poor and protecting the vulnerable from shocks

Expected CP Outcome(s): **Outcome 2.1:** Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks
(Those linked to the project and extracted from the CPAP)

Expected Output(s): **Output 2.1.2:** Poor families are less vulnerable to external shocks through greater access to financial and insurance services, social safety nets with clear graduation strategies
(Those that will result from the project and extracted from the CPAP)

Implementing Partner: Local Government Division, MLGRD&C

Responsible Parties: LGD and UNDP

Brief Description


Drawing on the experiences of REOPA and other innovative public works programmes aiming at permanently lifting extreme poor people out of poverty, SWAPNO will be a cash transfer project for women representing ultra poor and vulnerable households. They will be engaged mainly in maintaining or rehabilitating important community assets but also in community service public works.

Women will within the employment tenure receive life skills and livelihoods skills training to ensure that the project serves purposes of both protection and promotion, making use of the transformative potential of social protection in reversing social exclusion and economic marginalization. Beneficiaries’ graduation from the project to gainful future employment with diversified climate change resilient livelihoods options is the cornerstone of the project’s graduation strategy. Women will be intensively counselled and supported to invest their cash transfer savings and expand the household asset base.

The project will also contribute to developing capacity of local government in managing social safety net projects and enhance good governance through pro-poor service delivery in support of livelihoods.

| | | | |
|-----------------------------------|------------------|----------------------------|----------------|
| Programme Period: | 5 years | Total resources required | \$ 104,000,000 |
| Key Result Area (Strategic Plan): | _____ | Total allocated resources: | _____ |
| Atlas Award ID: | _____ | • Regular | \$ 4,500,000 |
| Start date: | 1 July 2014 | • Other: | _____ |
| End Date: | 30 June 2019 | o Donor | _____ |
| PAC Meeting Date | 21 November 2013 | o Donor | _____ |
| Management Arrangements | _____ | Government | \$ 26,000,000 |
| | | Unfunded budget: | \$ 73,500,000 |
| | | In-kind Contributions | _____ |

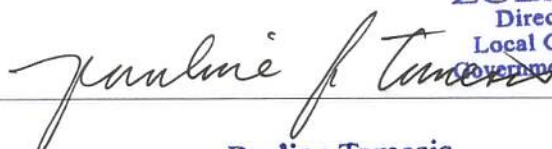
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I. SITUATION ANALYSIS

1.1 Introduction: Poverty Trap and Pro-Poorest Social Protection

Why focus on the poorest in designing social protection programmes? This, of course, originally stemmed from the idea of national security, as in the 18th century Europe, when the idea of differentiating the “paupers” (considered as “threat to the social fabric”) from the “working poor” (considered as part of the “industrial reserve army”) gained ground. In modern day democracies the compulsion for social protection however stems from the idea of social justice and welfare state.¹

But, orientation to the poorest also stems from economic consideration: the poorest are not only in a most disadvantaged situation, they are doomed to be in such state of distress unless there is help “from outside”. This is the crux of the “big-push” theory. The fault-lines lie in their initial disadvantaged status, for so long such adverse initial conditions hold, the asset-poor would continue to display sub-optimal performance. This implies that without the external big push, the chances of their escaping poverty traps are slim. This is especially true of the poorest.

The argument goes as follows. The poor are living in something that can be termed as the S-shaped world: one needs to accumulate certain threshold level of investments before one can see upward mobility of the poor within and out of poverty.² To what extent the social protection programmes are able to help the poor to generate the threshold level of assets would decide the success of anti-poverty through the social protection route. This cannot be done by encouraging proliferation of social protection programmes that often offer only modest transfers unable to make any significant dent on poverty. We call it “tokenism” in social protection.³

Some evidence seems to suggest that although the force of the “poverty trap” is less stringent now in Bangladesh compared to the situation prevailing two decades ago, the trap has not disappeared altogether. The persistence of the poverty trap indicates the need for social protection to facilitate movement out of poverty through income mobility and to prevent slippage into poverty due to shocks. Overcoming poverty trap through social protection schemes becomes even more difficult in a low macro growth context. Bangladesh however has achieved some noticeable success in overcoming the deficiencies of low macro growth syndrome over the past two decades, thus providing a more favourable backdrop for undertaking expanded and effective social protection programmes designed for the poorest.

1.2 The Country Context of Social Protection

Bangladesh's economic and social gains accumulated over the past two decades stand in sharp contrast to early dooms-day pessimisms about its long-term development prospects.⁴ These positive economic and social gains of the country need to be taken into account in the context of current discussion on social protection in general and SWAPNO project in particular.

What is durable across the see-saw of economic fortunes, natural shocks, and political circumstances is the unbeatable theme of ascendancy and progress in Bangladesh. There are

¹ The modern liberal political philosophy takes, as its point of departure, Rawls's (1971) “two principles” of social justice, one, that there should be equal liberties for all, and two, that there needs to be explicit orientation to the cause of the poorest (with maximum advantages to people with minimum advantages, i.e. the so-called “Maximin” principle). In the Rawlsian scheme of social justice, it is only after addressing these two above principles that the more accommodative views on income/ wealth inequalities are to be admissible.

² On the concept of S-shaped world where the poorest fare poorly in generating adequate future assets given the adverse initial asset conditions, see Banerjee and Duflo (2012). There is some evidence of this in the Bangladesh data. In the S-shaped world, the correlation between current and future assets is likely to be lowest for the poorer groups. Thus, using a panel of 2000 and 2008 data on nationally representative rural sample of 62-villages, we find that the coefficient of correlation between the present and future assets is extremely low for the poorer groups, ranging from 0.088 for non-agricultural labor, 0.121 for agricultural labor and can be as high as 0.339 for farming and 0.749 for business.

³ On this, see Sen and Hulme (2006).

⁴ Such pessimisms have been voiced influentially by Faaland and Parkinson (1975) and have been subjected to critical examination in BIDS (2001) and Sen and Hulme (2006).

countries which have done well in areas of growth, but not to that extent in respects of human development. There are also countries which have done well in human development but failed to match that record with impressive growth performance. Bangladesh belongs to that small group of countries which have done well on both growth and human development fronts.

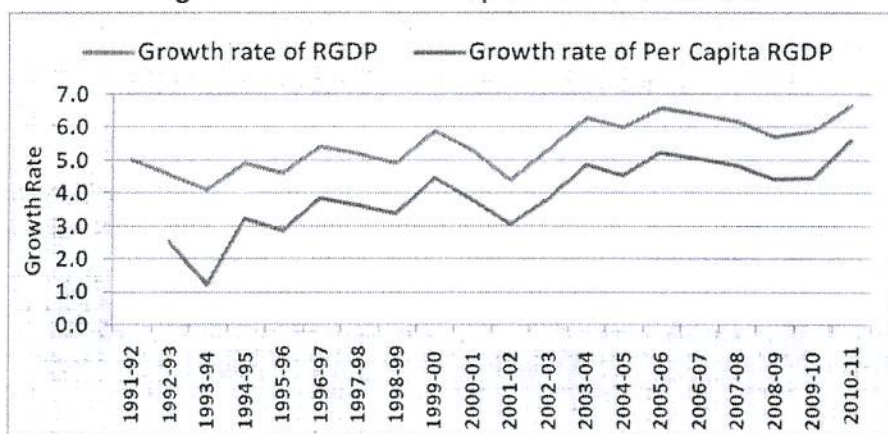
In this section we discuss these issues from the vantage point of social protection. We group these issues into 6 themes: (a) growth and structural transformation, (b) resilience against shocks, (c) poverty and inequality, (d) productive employment, (e) women's advancement, and (f) human development. Each is discussed in turn.

1.2.1 Growth and Structural Transformation

For growth with social protection, a necessary precondition is good long-term growth performance sustained and accelerated over decades. It is difficult to have inclusive social protection when growth is faltering. The higher the growth in GDP the larger is the potential for allocating growth dividends to social protection programmes. Improved growth performance leads to structural transformation of the economy, which, in turn, creates demands for new types of social protection associated with rural income diversification and urbanization.

The first thing to note is that Bangladesh's per capita GDP has more than doubled (increased by 108%) during the period between 1991/92 and 2010/11. There has been a marked acceleration in overall growth in the 2000s notwithstanding different shocks and uncertainties that faced the economy in the second half of 2000s. Thus, the level of per capita GDP increased by 33% over the decade of 1990s compared with the matched increase of 57% in the decade of 2000s (see Figure 1).⁵ The four key drivers of this improved growth performance were agriculture, labour intensive manufacturing, ready-made garment (RMG) exports, and overseas remittances. This growth acceleration was achieved while maintaining macroeconomic stability: between 1975 and 2010, the overall budget deficit averaged at around 5.5%, and inflation (until very recently) stayed in the single digit of 5-6%. All this came with less dependence on external aid: the latter was around 10% of GDP in 1980/81, which came down to less than 2% in the 2000s. In short, Bangladesh performed much better compared to the adverse initial expectations.

Figure 1: GDP and Per capita GDP Growth rate



Note to Figure 1: RGDP refers to real GDP. Source: Bangladesh Economic Review (Various Issues), Ministry of Finance, Government of Bangladesh (GoB).

The second aspect to note is the considerable structural transformation that accompanied growth acceleration. This is reflected both in terms of change in the sectoral composition of the national output and in respect of integration with global markets. Bangladesh represents the only country in the LDC league with manufactured export's share in total exports exceeding 90%. In 1977-82,

⁵ The 2009/10 growth rate estimate is 6%, while that for 2010/11 is 6.7%. The projection of the current 2011/12 is much less optimistic, given the global slow-down and rising energy prices, but still remains high at around 6.5% as per the revised budget. Even if the economy achieves 6% growth rate in the current fiscal year, it will be a positive achievement under difficult economic and political circumstances.

exports averaged about 7% of GDP; in 2000-05 it went up to 13% of GDP; in 2006-10 it rose further to about 18% of GDP. Similarly, the urbanization rate has increased from 12% in 1983/94 to 35% in 2010. Once an agrarian economy Bangladesh has become increasingly urbanized and integrated with the global economy through manufactured exports and overseas migration of workers.⁶

These structural transformations of the economy have three implications from the angle of social protection. First, rural social protection cannot be based on agro-oriented activities alone and must take into account the increasing trends towards off-farm diversification as well as ever increasing effects of domestic and international migration on rural markets and institutions.⁷ Second, increasing urbanization combined with enhanced rural-urban seasonal migration as a route to reduce rural poverty also means the growing role for urban social protection schemes.

Third, greater integration with global markets also entail added vulnerability in "bad times", creating not just pressures on short-term macro-economic management but also for greater social protection for income groups susceptible to such global economic shocks. For instance, rising inflation in recent months has implication for protecting social transfer in real terms for the poorest.⁸

However, the issue needs to be viewed not only from the perspective of the consumers, but also from the perspective of the producers of goods and services. Bangladesh has entered into a phase of rising inflation starting from 2007/08 when the growth rate started accelerating beyond 6% and poverty started to fall at a faster rate (see below). While the price shocks created new challenges for social protection, rising grain and food prices provided stimuli to the farm producers, as evidenced in the faster growth of the agricultural sector during 2007-11. The latter is aided by a supporting public policy package in the form of inputs subsidies, greater access to credit, proactive technological and extension policy to support farmers' efforts to grow more crops in unfavourable environments through the spread of drought-resistant, flood-resistant and salinity-resistant crops. Non-crop sector such as livestock, poultry and fisheries continued to display robust growth.

All these positive trends in growth acceleration and socially transformative structural change however could not prevent facing short-term macroeconomic difficulties with regard to balance-of-payment in the fiscal year of 2011/12. The immediate trigger for such difficulties stems from the reduced inflow of external aid assistance for budget support in 2011/12.⁹ The pressure on the foreign exchange reserve continues to grow, as the overall Forex dropped from US\$ 11.17 billion in December 2010 to 9.63 billion in December 2011, thus reducing the policy space for financing growth projects and generating imperatives to rationalize social protection expenditures.¹⁰

⁶ While the share of agriculture dropped from 29.2% to 20.1% during the entire period between 1990/91 and 2009/10, the share of industry (including construction) has increased from 21.0% to 29.9%. Although the service sector's share has remained unchanged at around 50%, there has been a marked shift from low-value added services to high-value added services. The openness index—a measure of integration with global market—has increased from 17% in FY1991 to 33% in FY2001, rising to 43% in FY2009. If one takes into account the share of overseas remittance as proportion of GDP (assessed at around 10% in the late 2000s), the integration with global markets would encompass more than 50% of GDP.

⁷ For instance, land which was previously cultivated by the rural rich may now be given to the rural poor under pressures of economic migration. Similarly, feminization of agriculture in the poorer households may have become more pronounced due to increased male out-migration from villages. Such changes have implications for SWAPNO aiming at livelihood improvements of the rural poorest women.

⁸ Annual average inflation which came down from 9.9% in 2007/08 to 6.5% in 2009/10 is again on rise in 2011/12. It is currently assessed at around 10.1% on point-to-point basis in March 2012.

⁹ Usually, the government budget deficit is financed by two sources (a) domestic borrowing (in the order of 3% of GDP), and (b) foreign borrowing (in the order of 2% of GDP). During the July-December 2011, there has been a net *outflow* of resources on the external aid account; as a result, the government borrowing from the banking system rose to 3% of GDP already by the middle of the year!

¹⁰ The declining foreign exchange reserves created pressures on the balance-of-payment, resulting in considerable devaluation of Taka against the US dollar. This trend is somewhat halted in the last two months (February-March 2012) with Taka stabilizing against the dollar. By January 2011, the government was compelled to adopt conservative stance on monetary policy—by reducing the supply of broad money and arresting private sector credit growth—supplemented by measures to reduce government demand—such as downsizing of the ADP, de-subsidization, and reduction in domestic borrowing-- to maintain fiscal deficit within 5-5.5% of GDP. It is expected that the IMF support package that is

1.2.2 Resilience against Shocks

As such, the country has exhibited considerable economic resilience in the face of domestic and external economic shocks. The sources of economic resilience in the past related to decent agricultural production, impressive growth in RMG exports, and generous flow of overseas remittance. These three sources of economic resilience still play an important role in sustaining country's growth and structural transformations. Agriculture's performance has exceeded expectations in the last three years. The performance of the RMG sector was even more spectacular. The RMG sector has grown into a new role by being the third global leader in RMG exports, based on the edge of low wage competitiveness, and will likely to retain this role, especially as China moves into the export of higher value added commodities and encourages more domestic consumption driven growth strategy. Opening up of Bangladeshi garment products to the Indian market in 2011/12 provides further boost to Bangladesh's exports.¹¹ Remittance earnings were, however, badly affected by the global slow-down; here the recovery was rather slow. Even then, remittance registered positive growth in the past two years.¹²

There are also shocks of other kinds related to increased environmental risks and vulnerabilities associated with climate induced change as well as changes brought about by man-made interventions whether they are conceived within the national border or beyond it (as in the case of water sharing with India). As a country of one of the highest population-densities in the world and an active deltaic region with constant exposure to ecological shocks such as flooding, storms, sea-level rise due to climate change, and ever changing courses of the rivers and endemic problems of river-erosions, ecological problems lie at the heart of Bangladesh's long-term development equation. For instance, these "natural processes" often acted in the past as deterrents to long-term private investments as private sector investors usually look for certainty and stability to returns to their investments rather than facing a growth outlook marked by uncertainty and instability. The social protection schemes thus need to be environmentally sensitive and mindful of climate-induced changes as well.

1.2.3 Poverty and Inequality

Trends in poverty and inequality have implications for the design of social protection programmes. A faster pace of decline in poverty—supported by decreasing inequality—would mean less resource requirements for social protection. The "structure of poverty"—meaning the distribution of the poor between extreme and moderate poverty—also matters, as predominance of extreme poor category among the poor would imply greater ethical claims for social protection compared to the scenario where poverty is mainly constituted by the moderate poor category. The nature of poverty dynamics is another consideration, especially the question as to whether the observed poverty reduction is a sustainable one or it is just a matter of temporary oscillation in and around the poverty line. In contexts where poverty trends are susceptible to considerable variability over time and/or across space, the claims on social protection can be larger on the part of the vulnerable non-poor. From the angle of social protection, several aspects of poverty and inequality trends are noteworthy.

First, poverty dropped from 49.8% in 2000 to 31.5% in 2010 as per the latest Household Income Expenditure Survey (HIES). This represented a marked acceleration in the pace of poverty reduction—2 percentage points per year in the first half of 2000s compared to 1 percentage point in the 1990s (see Table 1). Similar trends have been observed with respect to poverty-gap and squared poverty-gap measures, which are sensitive to the lot of the poorer groups. Besides, the

being negotiated currently will help boost the Forex situation—providing more breathing space—in this fiscal year.

¹¹ The recent evidence supports this view. Bangladesh's exports grew impressively by 41% in 2010/11 thanks to the stellar performance of the RMG sector. Even in 2011/12, the export growth starting already from a very high base is likely to be around 14% based on current trends.

¹² 6-monthly data show that it was US\$ 5.55 billion in 2010/11 (July-December) rising to 6.07 billion in 2011/12 (July-December) i.e. registering a 9.3% growth.



progress has been recorded not just in poverty head-count. The *absolute number of the poor* counted nationally has also declined during the decade of 2000s.¹³

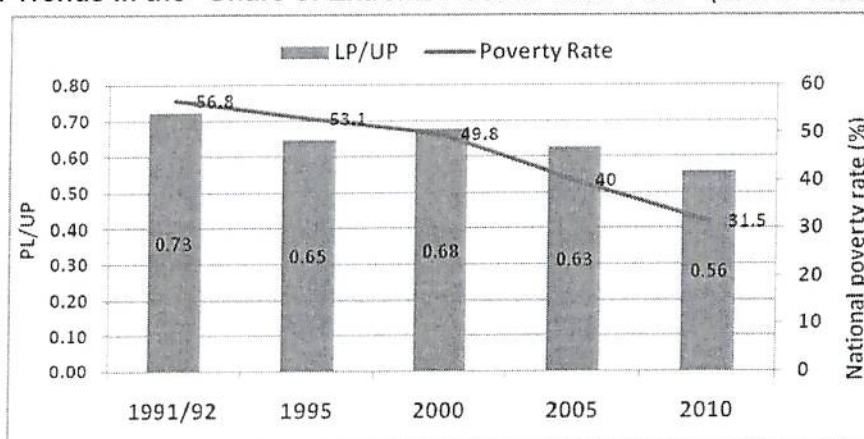
Table 1: Poverty Head-Count Rates, 1991-2010

| | Upper Poverty Lines | | | | | Lower Poverty Lines | | | | |
|----------|---------------------|------|------|------|------|---------------------|------|------|------|------|
| | 1991/92 | 1995 | 2000 | 2005 | 2010 | 1991/92 | 1995 | 2000 | 2005 | 2010 |
| National | 56.8 | 53.1 | 49.8 | 40 | 31.5 | 41.3 | 34.4 | 33.7 | 25.1 | 17.6 |
| Urban | 42.6 | 35 | 36.6 | 28.4 | 21.3 | 23.6 | 13.7 | 19.1 | 14.6 | 7.7 |
| Rural | 59.0 | 56.7 | 53.1 | 43.8 | 35.2 | 44.0 | 38.5 | 37.4 | 28.6 | 21.1 |

Source: HIES Report, various issues, Bangladesh Bureau of Statistics (BBS).

Second, the drop in the rate of extreme poverty seems to be higher compared to the rate of moderate poverty during the entire period between 1991/92 and 2010. This is consistent with other trends such as the rise in real agricultural wages, especially since the mid-2000s. In fact, the ratio of extreme poverty to total poverty dropped over the past two decades (see Figure 2). Nevertheless, the extreme poor still constitutes the majority of the poor—accounting for 56% of the national poor and 60% of the rural poor. It is only in case of the urban areas that the extreme poverty claims a minority share of 36%.

Figure 2: Trends in the “Share of Extreme Poor in Total Poor” (LP/UP ratio), National



Note to Figure 2: The “share of extreme poor in total poor” gives the indication of preponderance of extreme poverty and is measured by the “headcount as per the lower poverty line” expressed as a ratio to the “headcount as per the upper poverty line”.

Third, the poverty-reducing growth process in 2000s has been accompanied by a rising and relatively high level of income inequality, which remains a challenge to achieving an “inclusive development”. Had the inequalities been contained the rate of poverty reduction in Bangladesh could have been way faster. Thus, the Gini ratio of income inequality for rural areas has increased secularly from 0.276 in 1991/92 to 0.356 in 2000 and went up further to 0.404 in 2005 and 0.431 in 2010 (see Table 2). Similarly, the Gini ratio of income inequality for urban areas has increased from 0.327 in 1991/92 to 0.437 in 2000, rising further to 0.475 in 2005, though registering some (perhaps intriguing) drop to 0.452 in 2010.¹⁴

¹³ This can be judged by comparing the annual *percent* decline in headcount with the annual population growth rate over the same period. Thus, the national poverty headcount has dropped by 3.56 *percent* per year during 2000-2010 compared to the population growth rate of 1.5% in the same period.

¹⁴ The Gini series of 1991/92 through 2000 is taken from Khan and Sen (2006); the 2005 number is from Khan (2005); the 2010 number represents official BBS estimate (BBS 2011). Note that the alternative series of income inequality estimates are based on precise definition of “income” compared to the deficient definition adopted by BBS. The other important difference is that the BBS estimates of Gini index for earlier years are based on “per household classification” rather than on the theoretically desirable “per capita classification” adopted in the alternative estimates (on these issues, see Khan and Sen 2000; Khan and Sen 2006).

Table 2: Income Inequality in Bangladesh, 1991-2010

| | Alternative Estimates | | | | | BBS Estimates | | | | |
|----------|-----------------------|-------|-------|-------|------|---------------|-------|-------|-------|-------|
| | 1991/92 | 1995 | 2000 | 2005 | 2010 | 1991/92 | 1995 | 2000 | 2005 | 2010 |
| National | 0.303 | 0.359 | 0.405 | 0.438 | Na | 0.388 | 0.432 | 0.451 | 0.467 | 0.458 |
| Urban | 0.327 | 0.389 | 0.437 | 0.475 | Na | 0.398 | 0.444 | 0.497 | 0.497 | 0.452 |
| Rural | 0.276 | 0.310 | 0.356 | 0.404 | na | 0.364 | 0.384 | 0.393 | 0.428 | 0.430 |

Source: Alternative Estimates refer to Khan (1995); Khan and Sen (2001). The BBS estimates are from HIES reports.

Fourth, results of the Gini decomposition of per capita income by income sources suggest that non-farm self-employment income, remittance income from abroad, and salaried income are the key disequalizing sources of income, meaning that benefits from these sources went disproportionately in favour of the non-poor. Among these, the most significant contributor to a rise in rural income inequality is associated with unequal access to international migration, explaining 70% of the increase in rural income inequality (see, Osmani and Sen 2011).

Fifth, the other important feature of the distributional dynamics of the decade of 2000s relates to the divergent dynamics between consumption and income inequalities in rural areas (Tables 2 and 3). Thus, the consumption Gini has remained stable in the decade of 2000s while the income Gini has increased. This is explained by the fast expansion of the access of the lower quintiles to MFIs which has eased the liquidity constraints faced by the rural poor, led to improved inter-temporal consumption smoothing, and helped finance faster consumption growth in the poorer income groups (see, Osmani and Sen 2011). The sustainability of MFI-led consumption growth process, however, remains an unresolved question, as the microfinance market is fast nearing a saturation point.

Table 3: Consumption Inequality in Bangladesh, 1991-2010

| | World Bank Estimates | | | | BBS Estimates | |
|----------|----------------------|-------|-------|-------|---------------|-------|
| | 1991-92 | 1995 | 2000 | 2005 | 2005 | 2010 |
| National | 0.26 | 0.31 | 0.31 | 0.31 | 0.332 | 0.321 |
| Urban | 0.311 | 0.361 | 0.364 | 0.347 | 0.365 | 0.338 |
| Rural | 0.249 | 0.277 | 0.281 | 0.280 | 0.284 | 0.275 |

Source: BBS (2011); Khan (2005); World Bank (2006).

1.2.4 Productive Employment

Productive employment generation is an integral part of discussion on inclusive growth and directly relevant to social protection programmes as many of the latter actually take the form of work-fare schemes. In the case of Bangladesh, the role of jobs is fundamental for understanding the developmental transformations.

Bangladesh's success story in achieving growth acceleration, reducing poverty and maintaining social cohesion in the face of rising income/ wealth inequality and political uncertainties over the past two decades has largely hinged upon its ability to foster upward income/ occupational mobility of the relatively unskilled labour of rural areas. This has been achieved by increasing land/ labour productivity in agriculture (to release surplus labour) and by encouraging non-agricultural diversification as well as domestic rural-urban migration at low skill levels (both in construction and manufacturing sectors). The stimuli for the growth in construction and manufacturing came from the growth in overseas remittance and export sectors, respectively.

The story of the upward mobility of the relatively unskilled labour via access to productive employment is consistent with other evidence. First, there is the tightening of the labour markets with declining under-employment and open unemployment in both rural and urban areas. The evidence suggests declining underemployment (defined as 35 hours of work per week); the latter has dropped from 43.4% to 34.2% between 1989 and 2002. There is also a tightening of the rural labour market (with substantial increase in real wages in agriculture from a level equivalent to less than 2.5 kg of rice in 1983 to currently about 5 kg of rice).

Second, there has been a silent increase—contrary to the initial expectations—in the share of operated land under share and fixed rental arrangements—from 20% in 1988 to about 40% in 2008—providing enhanced land access to the poor via tenancy market (Hossain and Bayes 2009). This was one of the key channels of upward mobility of the rural poorest, as evidenced from the experience of the Rural Employment Opportunities for Public Assets (REOPA) project.

Third, there has been pronounced sectoral shifts towards non-crop and non-farm employment opportunities in rural areas combined with a noticeable rise in rural-urban migration and rapid pace of urbanization, especially in the decade of 2000s.¹⁵ All these point to the gradual decline of the surplus labour (especially male) from agriculture and emergence of the non-agricultural sectors as the key drivers of national economic growth.

1.2.5 Women's Advancement

Although precise data are not easily available based on consistent definition, there is little debate about the substantial increase in the female labour force participation rate over the past two decades. Increased participation of female labour was already visible in the 1990s: the female labour force participation (based on conventional definition) at the national level increased from 8.9% in 1983/84 to 18.3% in 1995/96, rising further to 22.3% in 1999/00 (Mahmud 2003). This has registered further increase in the decade of 2000s—rising to 26.1% in 2002/03 and 29.2% in 2005/06.

The role of female labour has been instrumental in achieving key national economic and social goals. These have been largely “women's advancement led success stories”, stories that cut across sectoral divides. Female labour has been the lynchpin of the stellar performance of the RMG export sector based on low-wage competitiveness; it provided the main social base for the rapid expansion of MFI programmes in rural and urban areas; its role has been a key to understanding the performance of the country on basic educational and health MDGs. In recent years, following gradual withdrawal of male labour from agriculture, there has been a noticeable feminization of employment activities in crop and non-crop agricultural sectors—a pattern that has implications for the design of SWAPNO-type projects.

1.2.6 Human Development

Bangladesh appears to be on-course in meeting the poverty MDG target, contributing to the target #1 of the goal #1 i.e. to halve the incidence of poverty. It has already achieved the MDGs on “infant and child mortality” (MDG4). Although the target of “completion rate in primary education” (target 2.2 of MDG2) is yet to be achieved, the country made impressive strides in increasing “net primary enrolment rate” (target 2.1 of MDG2), assessed at 92% in 2008. Noticeable progress has been made also in increasing net enrolment rate at secondary education level. The country has already achieved the MDGs on “gender equality in primary and secondary schooling” (i.e. MDG3). The country is also on-course in meeting the maternal mortality target (i.e. indicator 1 of MDG5).¹⁶ There are many (and new) challenges on the MDG front, but the achieved successes were not inconsequential.

Some of the new challenges facing MDGs are in the nature of second-generation problem and require action on the growth front. For instance, Bangladesh has done well in rice production, but not as much in other food crops. Agriculture needs to grow with a decent rate to ensure the supply of adequate micronutrients available in fruits, vegetables and animal proteins. This growth measure needs to be combined with emphasis on nutritional security by targeting the health of adolescent girls, mothers and children, especially in the child's first 24 months.

Other challenges to MDGs stem from social sectors. Thus, high prevalence of dowry rate leads to early (adolescent) marriages below the legal age of 18—accounting for 70% of all rural marriages—which, in turn, cause high maternal and child malnutrition. Here just providing social

¹⁵ Such shifts have been more pronounced in the portfolio of rural income and assets and not as much in the structure of rural employment, which is still dominated by agriculture.

¹⁶ Thus, the maternal mortality ratio (MMR) has gone down to 194 deaths per 100,000 live births in 2010, declining from a level of 322 per 100,000 live births in 2001.

protection through nutritional feeding programmes will not be adequate to address the challenge of meeting the nutritional MDG.

Successes of MDGs also create new generation economic problems. Thus, success in secondary education stipend schemes creates aspirations for female jobs beyond the orbit of domestic economy, and failing to do so, may create frustrations among the educated female youth. The same applies to a large extent to the entire issue of educated youth employment where there may be growing mismatch between what is being offered in the job market and the level of initial expectations of the prospective job-seekers.

The increasing trade-offs between quantity and quality have become increasingly visible both in areas of education and health.

1.3 Social Protection Programmes: Profile, Trends, and Challenges

Improved growth performance also meant that the country was able to allocate more resources to social protection programmes in course of the past two decades. The growth effect on social protection is likely to be greater in electoral democracies, as many of the social protection programmes often assume the nature of a political good, as observed in many countries across the world. The allocation for social protection programmes (broadly defined) that are partly or wholly financed through government participation has increased from a mere 5% of total budgetary expenditures in the early 1990s to about 11% in 2010/11. The reach of government-supported social protection, now amounting to about 1.8% of GDP according to one estimate, aims to assist the extreme poor channelled through over 80 safety net programmes.¹⁷

Social “safety nets”, food security and livelihoods development projects implemented in Bangladesh are complementary and supplementary to each other. Social protection programmes implemented in Bangladesh have been broadly classified in four areas in the 2010 budget speech by the Finance Minister: Allowances, Employment generation, Food security and Human development.¹⁸ Some of these programmes are targeted to the poorest areas and often driven by a heightened electoral awareness to address extreme and chronic poverty.

However, there are problems of household and geographic mistargeting (*inclusion and exclusion errors*), pursuit of similar programmes across Ministries and lack of coordination at the inter-Ministry level (*or fragmentation*), modest allocation without thinking through the long-term poverty effects (*or Tokenism*), and leakage/ corruption. In short, misgovernance continues to persist in many—if not most—of these programmes. In this section, we summarize some of the key features of the social protection programmes, foregrounding the rationale for SWAPNO in the broader social protection context and practice in the country.

1.3.1 Benefits from Social Protection Schemes

The first thing to observe is that not only the overall allocations have increased for social protection over time with growth acceleration in Bangladesh, the beneficiary coverage—as reported by the HIES data—has also increased in keeping up with this positive trend. While the overall coverage (defined as proportion of households participating in at least one safety net programme) has increased from 12.6% in 2005 to 20.9% in 2010, the matched share for the bottom 10% has increased from 23.1% to 37.1% during the same period (see Figure 3).

¹⁷ The Ministry of Finance website lists 89 programs under the broad category of social protection. Excluding pension for the government employees, open market sales (OMS), and 4 microcredit programs, the number of such programs turn out to be 83, with allocations of about Taka 14, 342.50 crore (1 crore = 10 million) under the revised budget of 2010/11, amounting to 1.81% of GDP and 11.03% of total public expenditure. Even within these programs not all would strictly qualify under the social protection schemes though.

¹⁸ SWAPNO (i.e. REOPA II) will address the problems of destitute women aged 18-50 years who are not covered by other safety net programs, and falls mainly under the category Employment generation, but also Human development in terms of post-project employability.

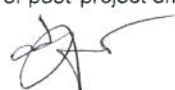
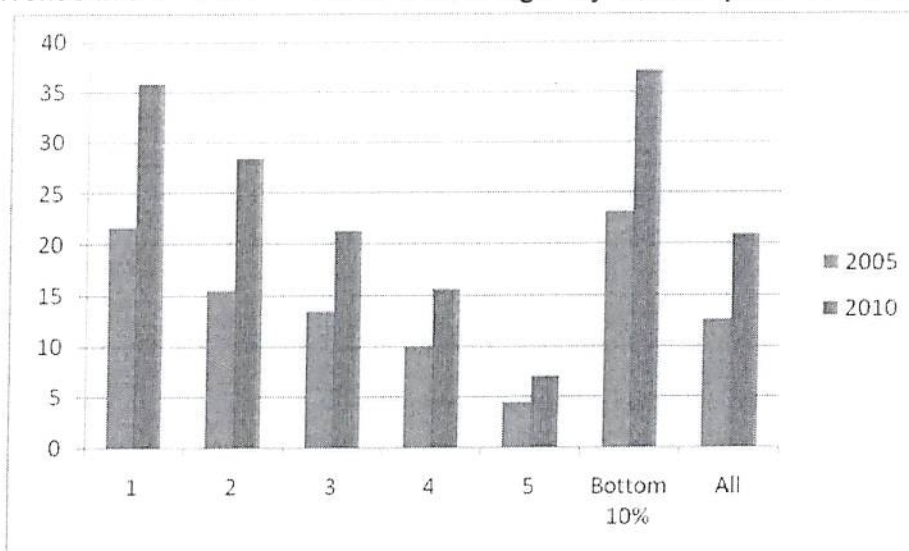


Figure 3: Trends in the “Social Protection Coverage” by Consumption Quintiles, 2005-2010



Note to Figure 3: Social Protection coverage is defined as the proportion of households participating in at least one safety net programme. Source: Zaman (2011).

Second, a recent PPRC study indicates significant household income gains due to participation in the social protection programmes (PPRC 2012). The same study also reveals significant rise in financial savings, greater financial inclusion in terms of access to finance, enhanced access to land market via tenancy / lease market, faster accumulation of livestock assets, and higher sanitation coverage (the “before-after comparison” was done over a period of 3-years through memory recall in absence of panel data). The observed quantitative change in income, savings and assets is also borne out by qualitative perception of the beneficiaries themselves.

1.3.2 Pitfalls and Challenges

However, there are several pitfalls in the current pattern of allocations for social protection schemes. First, there is a tendency of distributing budgetary resources rather thinly across the social protection programmes. As many as 40 programmes have annual allocation below Taka 500 million. At the other end of spectrum, 28 programmes have allocations exceeding Taka 1000 million, 18 programmes have allocations exceeding Taka 2000 million, and only 9 programmes have allocations exceeding Taka 5000 million as per the revised budget of 2010/11.¹⁹

Second, what is also striking from the emerging pattern of budgetary allocations is the marginal role that the health programmes play in the profile of social protection schemes.²⁰ This is in sharp disregard of one of the main findings of the poverty dynamics literature in Bangladesh which suggests that health shocks alone constitute about 35% of downward slippage into poverty (see, Sen 2003; Rahman and Hossain 1995).

Third, among the government and NGO-run social protection programmes, the largest income impact over a three-year period has been registered by REOPA (an increase by 28.5%), TUP (an increase by 23.7%), CLP (an increase by 25.3%). This may be compared to only 13.4% increase in income for VGD, 11.8% increase registered in case of old-age pension, 11.3% for secondary

¹⁹ These top 9 programs are as follows: Old Age Allowance (Taka 891 crore), VGF (Taka 1473 crore), FFW (Taka 1294 crore), TR (1039 crore), VGD (Taka 729 crore), Employment Generation Programme for the Ultra Poor (Taka 1000 crore), Fund for Climate Change (Taka 700 crore), Stipend for Primary Students (Taka 865 crore), and Stipend and Access Increase for Secondary and Higher Secondary Level Students (Taka 672 crore).

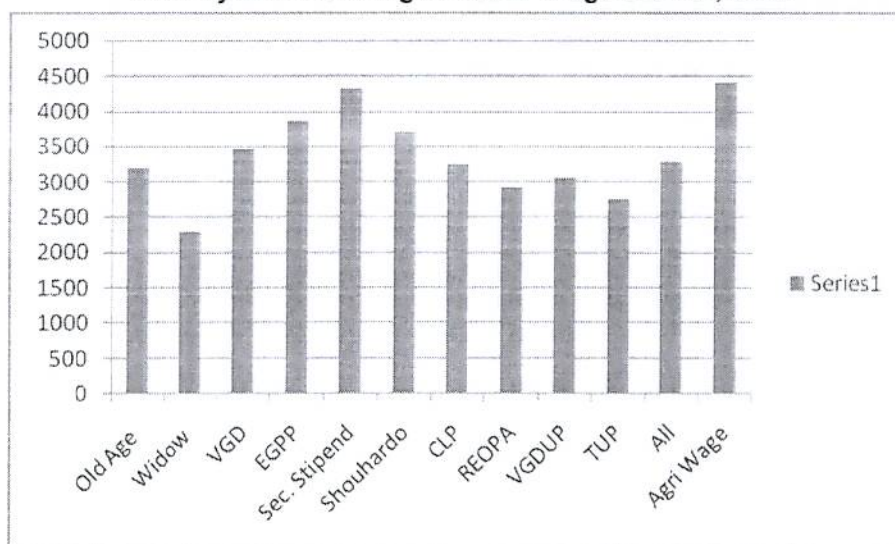
²⁰ Thus, Maternal Health Voucher Schemes has an allocation of only Taka 66 crore and National Nutrition Programme has an allocation of only Taka 215 crore, while another Taka 210 crore has been allocated for Revitalisation of Community Health Care Initiative. This pattern is followed by miniscule programs such as Allowance for Urban Low-Income Lactating Mothers (Taka 28 crore), Micro-Nutrient Supplementation (Taka 22 crore), National Sanitation Project (Taka 20 crore), and Urban Public Environmental Health Development Program (Taka 15 crore), and Protection of Children at Risk (Taka 10 crore).

stipend scheme, 11% for widow allowance, and 10.4% in case of EGPP. One possibility is that REOPA, TUP and CLP have recorded much higher infusion of transfers per beneficiary compared with other programmes that reported rather modest income growth effects.

Fourth, even though all the 10 programmes included in the PPRC (2012) study have reported income increase per beneficiary, the achieved outcome seems to fall short of the required threshold level of investment needed to escape poverty. One way of judging this would be to compare the average monthly household income of the programme beneficiary as per the PPRC survey with the average agricultural wage income—based on the prevailing agricultural wage rate in 2010—for unskilled male wage labourers in rural areas.²¹

The exercise is illuminating of the *embedded tokenism* in these programmes. The current monthly household income—even after taking into account the otherwise beneficial programme effects—is still way below the potential income of a male agricultural labourer household (considered to be worst poverty category) based on the ongoing agricultural wage rate (see Figure 4). One way of explaining this divergence is to take note of the market segmentation by gender for the wage labour, as most of the beneficiaries in most programmes tend to be the female members whose shadow price of labour is way *below* that of the male agricultural labour. Nevertheless, this result shows that more needs to be done by way of injection of higher amount of transfers.²²

Figure 4: Monthly Household Income per Programme Beneficiary Compared with Average Monthly Income of Agricultural Wage Labour, 2010



Note to Figure 4: Programme beneficiary data are from PPRC (2012, Table 7.6, p. 82); the wage income estimate is by the authors.

1.3.3 Public Works Programmes

Conventional typologies from global lessons of social protection experience identify a range of public works models, but usually exclude the approach most appropriate to Bangladesh's context. By embedding the most successful features of public works programmes globally with a broader developmental approach, Bangladesh's most effective programmes define a new type of public works programmes, achieving a critical combination of objectives:

²¹ This is done for illustrative purposes. The average wage rate for unskilled male agricultural wage labor is about Taka 200 per day. We assume further that such agricultural laborers have access to such work for two-thirds of a year (a proposition consistent with the prevailing employment pattern as per the labor force survey). This gives us an average agricultural wage income per month (@ 22 working days norm per month) in the order of Taka 4400. This is, of course, a conservative estimate.

²² The other possibility is that the income level reported by the PPRC (2012) survey is grossly underestimated. This is indicated by the very high amount of reported "financial savings" in the PPRC survey, which often constitutes—on the face value of the data presented—ranging from 38 to 168%. The average savings rate (for the 10 programs included in the PPRC study) as proportion of current household income turns out to be 71%, which is an implausibly high figure (see, Table 7.7 and 7.8 of PPRC 2012 report, p. 82). This suggests that either the reported financial savings is grossly exaggerated or the income estimate is severely biased downward.

- (1) Effectively addressing chronic poverty for the most vulnerable
- (2) Creating sustainable, high quality pro-poor assets
- (3) Enabling socially protective participation by women without compromising other critical responsibilities and developmental opportunities
- (4) Leveraging the labour-intensive public works model to expand resources and training for sustainable asset transfer development approaches.

The absence of this combination in the global literature suggests that Bangladesh's most innovative programmes offer the potential to cost-effectively deliver social protection while contributing to larger national development objectives – by sustaining a “graduation” effect that promotes household development, more sustaining livelihoods and a national dynamic of pro-poor and inclusive economic growth. This is relevant to Bangladesh’s national policy objectives – and of interest to many other developing countries around the world.

REOPA stands apart from other ultra-poor oriented programmes in one striking aspect, i.e. creation of community (public) assets, mainly earthen roads and other infrastructural assets used by the village community. This benefit has been generated by REOPA in addition to the graduation benefits that are directly accrued to the REOPA ultra-poor beneficiaries.

An independent assessment of “present market value” as applied to REOPA earth work, based on interviews with key informants, has been carried out in early 2012, after the end of the project ²³. Such an assessment is not unproblematic given the missing market for public land transactions. Moreover, the value varies vastly between regions as the underlying market value of earthen roads is expressive of variations in local economic vibrancy.

Imposing the restriction to exclude outlier high value estimations, the study has estimated that the total value of 23,085 km of earthen roads maintained by REOPA over two successive cycles would be in the order of BDT 114,200 million. This value is more than 60 times higher than the wages paid for road maintenance and well over 40 times the entire cost of the REOPA project.

The value estimation of REOPA earthen roads is also vindicated by community perceptions about the social benefits of a well maintained local road network and the growth benefits of earthen roads maintained by REOPA as shown in Table 4.

Table 4: Perception about Social Benefits and Growth Benefits of REOPA Roads

| Social Benefits | Percentage | Growth Benefits | Percentage |
|---------------------|------------|----------------------|------------|
| Large benefits | 53.03 | Large increase | 50.76 |
| Small benefits | 13.64 | Small increase | 42.42 |
| Somewhat benefitted | 32.58 | Remain similar | 5.30 |
| Not benefitted | 0.76 | Not increased at all | 1.52 |

These findings indicate significant community asset creation under REOPA and are a strong argument for creating/maintaining community assets through REOPA type programmes, over and above the orientation towards ultra-poor women's exit from poverty.

1.3.4 Concluding Remarks

Bangladesh has achieved considerable economic and social success over the past two decades. The level of per capita GDP has more than doubled between 1990 and 2011, growth rate has significantly accelerated in the decade of 2000s, consumption poverty has declined at a faster rate, substantial progress has been achieved in generating employment for the rural poor, a number of MDGs has already been achieved (or are on-course being achieved), women's participation in economic and social affairs has risen noticeably, and, with increasing growth dividends, there has been perceptible increase in government commitments to social protection programmes. These are not inconsequential achievements.

²³ Community Valuation of Public Assets Created by REOPA, Annex 4-C.

However, the extreme poverty still dominates the profile of the poor and is yet to be eradicated. Social protection programmes still do not pay adequate attention to preventing health shocks, and health insurance schemes are yet to receive policy attention at the budgetary level that they deserve. Social protection programmes, while benefiting the poorest and the poor, often suffer from tokenism of minuscule transfers per beneficiary, thus failing to break the vicious cycle of poverty—an act that demands much higher threshold level of investments to overcome the persisting poverty traps.

Just “staying on the course” policy is not the answer to country’s pressing development problems. The stagnation in the overall macro investment rate at around 24% for over a decade is a case in point. Such stagnation is partly due to changes in political regimes, market uncertainties in times of global slow-down, and in part due to commensurate lack of improvements in governance conditions. The above mentioned structural factors—high population density combined with ecological vulnerability for a large section of populace every year—makes the case for good governance even more compelling. Clearly, the progress could have been faster, and more quality-driven outcomes could have been achieved, had there been commensurate improvements in the system of economic, administrative, and political governance.

Fostering competitiveness by raising the relatively low skill level of the country’s labour force is a strategically hitherto neglected arena of economic policy. Improving the skill level of the labour force can lead to the virtuous cycle of increased FDI inflows (where the country has lagged behind compared to its South East Asian neighbours), facilitate faster pace of technology transfer, diversify the rather narrow export base, and in general give momentum to modern sector growth.

But, fostering skills is only one part of the economic challenges ahead: social conditions for growth need to improve as well. Progress on curbing population growth needs to be made faster, as indicated by stalling contraceptive prevalence rate (CPR) in recent years. Creation of more and better jobs especially in non-agricultural sectors is important to sustain the momentum in poverty reduction. Growth dividends from educating an increasingly higher proportion of women need to be exploited in full by creating enabling conditions for higher female work force participation backed by adequate remuneration, improved work status, and greater “voice” in the society in general. Food, health and nutritional security need to be placed on top of the social policy agenda.

While the participation of women in economic aspects of development has increased over time and played a socially instrumental role in achieving success in expansion of MFIs, boosting export growth, encouraging human development, much need to be done to consolidate this success and tackle new challenges to further economic advancement of women, especially with respect to their economic empowerment. It is in this context the analytical relevance of SWAPNO needs to be framed and its design issues need to be settled.

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II. STRATEGY

2.1 Main strategy and features of the proposed SWAPNO project

A new Social Protection Policy Support (SPPS) Programme forms the major part of UNDP's contribution to address Outcome 2 of the United Nations Development Assistance Framework (UNDAF) – *“Economic growth is achieved in an inclusive manner extending opportunities to the rural and urban poor, and protecting the vulnerable from shocks”*. Activities specifically respond to Output 2.1.2 – *“Poor families are less vulnerable to external shocks through greater access to financial and insurance services, Social Safety Nets with clear graduation strategies”*.

The SPPS Programme is designed to strengthen the governance of social protection programmes in Bangladesh (Component 1), develop a modern system with emphasis on payment delivery mechanisms and the means of monitoring (Component 2) and alongside this as Component 3 implementation of a social protection delivery scheme, promoting and testing innovations via a scalable pilot that will inform work under the other two components.

This third component of the programme will build on the Ministry of Local Government, Rural Development & Cooperatives' and UNDP's expertise and experience in implementing developmental social protection initiatives to deliver an effectively designed programme appropriate to Bangladesh's social and policy context. UNDP has long championed innovations in social protection delivery, notably with the REOPA project. These provide opportunities for downstream application of a host of innovative delivery approaches at local level, which is also scalable and replicable throughout Bangladesh. The next generation innovative model named SWAPNO – Strengthening Women's Ability for Productive New Opportunities – has evolved from the highly successful REOPA project.

Bangladesh's governmental and non-governmental programmes are recognised in the global social protection literature for their effectiveness in promoting developmental impact (sometimes referred to as “graduation”) and supporting sustainable livelihoods development. Programmes implemented by non-governmental organisations (such as BRAC's Challenging the Frontiers of Poverty Reduction) or private sector consulting companies (such as the Chars Livelihoods Programme) have demonstrated remarkable success in sustainably lifting households out of poverty, but face challenges in terms of achieving government ownership with the resulting potential for national delivery. The cost structures of their initial asset transfer approach limit their potential scale. Other programmes—such as the government's Old Age Allowance programme—offer greater potential for large scale coverage, yet do not offer the same potential for developmental impact that has become the hallmark of successful initiatives in Bangladesh. Analysis of the country's social protection models identifies an “impossible trinity” of essential characteristics that an appropriate and nationally scalable programme will possess:

(1) Government ownership

Even in a country with some of the world's most effective non-governmental development organisations, the depth of poverty and vulnerability can only be comprehensively and sustainably addressed through coordinated public action—led and owned by the Government of Bangladesh. While reliance on non-governmental organisations and other non-State actors provides a valuable interim strategy, only the Government can own and deliver an effective and sustainable long-term social protection solution.

(2) Transparency and accountability

Efficiency and cost-effectiveness require transparency and accountability in the delivery of programme benefits. Transparent and accountable programmes will effectively reach the poorest and most vulnerable households, minimising both exclusion and inclusion targeting errors. Effective mechanisms for assuring quality delivery standards will protect the rights of programme participants, and reduce the fraud, corruption and leakage that can threaten the political sustainability of social protection programmes.



(3) Developmental impact - graduation from poverty combined with building public assets

Bangladesh's social protection hallmark is developmental impact. Asset transfer programmes, integrated with comprehensive training and support services, can lift households onto a sustainable development path that enables households to progressively advance from severe poverty to sustainable and more sustaining livelihoods. The "initial asset transfer" model adopted by many non-State actors has demonstrated remarkable success, but faces constraints to national scale-up. The Local Government Division, in partnership with EU and UNDP, has successfully piloted an alternative model (REOPA), which linked public asset creation and financial inclusion initiatives to finance a subsequent private asset transfer. Given the depth of poverty and the fiscal constraints the Government of Bangladesh faces, such an approach can more likely generate the long-term financial resources required for achieving national scale. Selection of public works relevant to needs and vulnerabilities of poor communities can provide powerful transmission mechanisms of the impact from public assets to the wellbeing of poor households for reinforcement of the pathway out of poverty.

Based on a careful analysis of lessons of experience from Bangladesh and around the world, the second component of this programme proposes a social protection delivery mechanism that combines government ownership, transparency and accountability and developmental impact. A recent PPRC-UNDP research initiative maps out a framework that characterises an appropriate instrument²⁴:

- ▶ A two-track approach both consolidates scalable models (such as developmental initiatives based on existing Government of Bangladesh experience) while innovating more effective design features in terms of benefits and enhancing developmental impact ("graduation").
- ▶ In light of the severe challenge posed by child malnutrition, the programme requires an enhanced focus on nutrition, food security and the associated linkages with social protection outcomes.
- ▶ The programme needs to be embedded within a larger development planning framework, organized within an integrated structure of ministries and other organizations that can deliver mainline programme benefits and services as well as complementary institutions that maximise developmental impact.
- ▶ The cost of programmes that successfully deliver multi-dimensional levels of developmental impact can be offset through linkages to programme features that build community assets, such as community infrastructure including roads, water-bodies, protective embankments, social infrastructure, market infrastructures, social forestry and others.

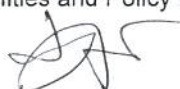
2.2 Expected outputs

Consistent with this strategic approach, the second component of this programme will deliver a prototype delivery mechanism that aims to integrate the strategic principles described above. The aim is to provide a model of a government-owned, transparent and accountable initiative that delivers long-term developmental impact for both vulnerable participants and their communities. The project will directly provide productive employment for vulnerable women in the coastal belt and *monga* prone areas and other poverty pockets of Bangladesh, with the aim that participants can finance sustainable livelihood activities building on successful community and climate change adaptive asset development, as well as access to basic social services.

The overall goal/objective of the delivery component – Strengthening Women's Ability for Productive New Opportunities (SWAPNO) – is stated as "Economic growth is achieved in a more inclusive manner, with economic opportunities reaching rural poor women, and vulnerable groups are protected against shocks". Delivery of core activities summarized below is expected to result in the following project outputs:

- ▶ Core beneficiary households are able to protect their food security and livelihoods post-project

²⁴ Rahman, Hossain Zillur and Liaquat Ali Choudhary (2011) Social Safety Nets in Bangladesh; Volume 2; Ground Realities and Policy Challenges. A PPRC-UNDP Research Initiative.



- ▶ Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice
- ▶ Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing
- ▶ Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities
- ▶ Local communities have better capacity to withstand natural disasters and recover after disasters
- ▶ Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach

2.3 Key actions

SWAPNO will primarily be implemented in Southern coastal and Northern *monga* affected districts, covering Dhaka, Barisal, Khulna, Rajshahi and newly formed Rangpur administrative divisions (taking care not to overlap with other programmes), but will also include remaining pockets of poverty in other parts of Bangladesh. Updated geographic targeting procedures will identify priority districts and Upazilas, taking into account vulnerability inflicted due to climate change, geographical remoteness, poverty incidence, riverbank erosion and vulnerability to natural disasters.

SWAPNO will as Component 3 of the Social Protection Programme in an initial first phase be implemented in two districts – Satkhira in the coastal belt and Kurigram in the *monga* prone area – with an outreach to around 4,500 core beneficiary households over a two-year period. However, the model is scalable and will from year 3 begin a cascading expansion to another 20 districts. This Project Document outlines the actions of a fully expanded 5-year project.

The delivery of the project will involve a sequencing of core activities:

- ▶ Identifying targeted communities and participating women
- ▶ Selecting appropriate community asset development schemes and protecting household consumption
- ▶ Improving basic service delivery
- ▶ Building capacity and financial inclusion
- ▶ Disaster risk reduction
- ▶ Promotion of expanded household asset base for sustainable livelihoods development
- ▶ Resilience support for successful pathways out of poverty.

A first set of key actions address the conventional financing constraint that limits the scope of programmes implemented by non-State actors, by leveraging community asset development to generate (explicitly or implicitly) the returns that justify subsequent investments in asset transfers. 65,000 ultra-poor women employed in teams at the Union Parishad (UP) level will during an 18-month employment tenure build, rehabilitate and/or maintain community assets that generate pro-poor social and/or economic impacts, as determined by rigorous mechanisms that involve community participation in the project identification process. Participating workers will earn wages at a rate adjusted for increased costs of living and in particular food price inflation. In addition to wages regularly paid, an end-of-employment bonus will be set aside as a development fund/account. This fund, together with financial and livelihoods-oriented awareness and capacity building, will enable participants to finance acquisition of productive assets at the end of the employment-based project phase. Voluntary regular savings to serve as a cushion during times of hardship will also be promoted to motivate saving behaviour. The protocols for the productive project employment will depart from conventional approaches to public works, to the extent that some of these conventional design features have at times limited the socially protective character of the programmes, and in other cases failed to achieve pro-poor

developmental impact. Community assets created through public works will be integrated into the graduation pathway to underpin the benefit.

A second set of activities will provide a package of technical assistance for enhancing productivity, employment generation and thus income. This component will enhance cooperation between the UPs and service delivery departments, which will have positive impacts on the livelihood activities to be undertaken by the participating workers and aim to strengthen developmental impact. These will include services to directly promote livelihoods like agricultural extension, veterinary services, fisheries services, services to cottage industries, etc., but also health and education services for the entire household. Financial inclusion will be given prominence. Banks will not merely be a channel for the transfer of funds; they also have an important role to play in the graduation process, by opening entry to safe savings deposits and easy, low-cost access to credit. Financial services through MFIs as required will also be explored, including a delivery model for micro-insurance.

A third set of activities will work to build the capacities of both implementing institutions as well as the participating women. Strengthening local government capacity not only supports effective project implementation but also strengthens a range of service delivery mechanisms. Effective capacity for pro-poor and gender sensitive service delivery requires both capability and commitment, and is vital for successful implementation of the project. Likewise, the training of participants for downstream economic opportunities is globally recognised as an essential design feature for sustainable developmental impact. Training in livelihoods skills during their participation is a means of ensuring that the project serves the purposes of both protection and promotion, making better use of the transformative potential of social protection interventions. Capacity development for project staff development will include in-house, in-country and cross-country training, exchange visits, on-the-job training and peer learning.

A fourth set of activities will include the implementation of schemes to address the challenges posed by climate change, and reduce risks associated with natural disasters. These can include raising the height of the existing embankments, building, rehabilitating and/or maintaining cyclone and flood shelters, and other local assets that reduce the risks communities face. Local communities would propose climate change adaptive infrastructure schemes to be funded under a special challenge fund. Vulnerability is reduced both by the protective impact of physical infrastructure and the economic impact of the employment generated, and the associated wage income bolstering the resources of poor households. This represents an "adaptive social protection" response in several ways:

- ▶ By targeting areas and beneficiaries based on their vulnerability to climate change and natural disasters and other hazards;
- ▶ By identifying infrastructure schemes that aim to reduce natural disaster risk or facilitate recovery after disasters;
- ▶ By providing livelihoods opportunities that both improve resilience to climate change and are inherently more "climate-proof".

2.4 What are the design improvements made based on REOPA learning?

- ▶ SWAPNO will give more emphasis on future employability by enhanced human capital and job placement in local SMEs in addition to self-employment. Lack of skills amongst poor women is a main constraint to more gainful and lasting employment.
- ▶ There will be even more pronounced emphasis on access to essential services to promote livelihoods and family welfare.
- ▶ There will be a more concerted effort to harness the potential for financial inclusion through participating commercial banks and post offices.
- ▶ There will be integration between Social Protection, Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA). This will be applied for instance to the selection of project area and vulnerable beneficiaries, selection of public works and selection of livelihood activities.



- ▶ Public works in cash-for-work will not be limited to roads, but will cover a wider range of public assets and public works in a broader sense, like community service, will also be considered. Road maintenance will include roadside tree plantation.
- ▶ There will be an improved mechanism for transfer of wages, utilizing IT for electronic transfers and possibly m-banking as such services are becoming available.
- ▶ Provision of micro-insurance will be arranged (through the policy component).
- ▶ "Post-graduation" support will be reinforced to enhance project beneficiaries' resilience to future shocks.

2.5 Bringing in a fifth dimension

The project will follow the emerging set of global good practices identified as characterising successful developmental social protection initiatives.

Conventional typologies from global lessons of social protection experience identify a range of public works models. Four distinct forms of public works programmes, defined on the basis of core design features and primary objectives, have been identified²⁵:

- i) Type A - those offering short-term employment,
- ii) Type B - government programmes offering some form of employment guarantee,
- iii) Type C - those promoting labour intensification of government infrastructure spending,
- iv) Type D - programmes which enhance supply-side characteristics, promoting 'employability'.

However, Bangladesh's most effective programmes define a new type of public works programmes that achieve a critical combination of addressing chronic poverty for the most vulnerable, creating sustainable pro-poor assets, enabling socially protective participation by women and leveraging labour-intensive public works to expand resources and training for sustainable asset transfer development approaches. This contributes to a national dynamic of pro-poor and inclusive economic growth, very relevant to Bangladesh's national policy objectives.

These innovative programmes represent an extended Type D version, absent in the global literature. They are integrated into a broader developmental framework by providing an extensive set of inputs required for deeper developmental impact, they aim to protect participants and their households from poverty and vulnerability, they develop skills for more productive future employment and provide support for appropriate livelihoods development.

The SWAPNO delivery component of the programme, learning from REOPA's success and challenges, is positioned as a fifth "Type E" alternative to the four global models typologized. It follows international recommendations on what is required for a public works programme to achieve objectives of escape from chronic poverty.

- ▶ The public works programme will be integrated with other developmental initiatives. SWAPNO proposes initiatives related to basic service delivery, DRR and CCA. Micro-enterprise activities, with required linkages, skills and financing, will be the cornerstone of the graduation strategy.
- ▶ Public works employment will be sustained over a sufficiently long period, required to help extreme poor households permanently move out of poverty.
- ▶ Public works will focus on assets that directly impact on reducing vulnerability and promoting livelihoods. These assets will be selected through community consultation to ensure that they are relevant to needs and vulnerabilities of poor communities.
- ▶ Terms of employment – a 6-hour work day – will allow participating women to combine public works employment with family care obligations and to some extent other livelihoods opportunities.
- ▶ The wage rate including bonus will be set at market rates, being sufficiently high for achieving the objective of poverty exit and avoiding social stigma of participating in a low-wage project.
- ▶ The project will include effective poverty targeting measures based on set criteria.

²⁵ See "Global Lessons of Experience for the Design and Implementation of Public Works Programmes", Annex 3 to the Project Document, for further details.

As a fifth 'Type E' alternative to global models of public works social protection programmes, SWAPNO addresses global concerns about issues that can compromise the usefulness and relevance of such interventions. A summary of how the design of SWAPNO is countering weaknesses associated with workfare schemes is given in the table below.

How SWAPNO addresses challenges of public works programmes

| Issue of concern | SWAPNO design response |
|---|--|
| There are significant opportunity costs for recipients, who have to give up other income generating activities to participate in the programme. | SWAPNO participants – mostly widowed, divorced and abandoned women – face very limited economic opportunities and are not economically active when enrolled into the programme. Some depend on begging or limited remittances from outside the household. Without skills or market opportunities, they have no dependable access to income-earning activities. |
| The obligation to participate in public works to receive cash transfers can undermine the ability of people to invest in their own production. | SWAPNO participants prior to their entry into the programme have no access to land or other productive assets that will enable them to invest in their own production. The main emphasis of SWAPNO is not the employment tenure in itself, but to utilize the tenure to build confidence and skills for future employability, as well as using saved cash transfers for productive investment post-tenure. SWAPNO makes use of public works employment as a platform that empowers vulnerable women to engage in future income generation and employment. |
| The assets built in workfare schemes are often of low quality and of little use. | SWAPNO will engage local communities in selection of schemes of maximum utility. The selection is further refined by a pro-poor lens and by being related to recognized community needs for disaster risk reduction and localized adaptation to climate change. Evaluations of REOPA's public works assets have documented high quality products that directly benefit the poor in participating communities. In addition, SWAPNO will include social services-oriented public works models that have been proven to be both labour-intensive and highly pro-poor in terms of their returns to the poorest households. |
| Women's participation in workfare programmes tends to result in neglected household chores, which can negatively impact on child care, child nutrition and school attendance. | SWAPNO recognizes women's double burdens, with a work day limited to 6 hours (8 AM – 2 PM) when children in school age attend school, leaving most of the afternoon free for family care and other activities. The experience of REOPA, on which SWAPNO is modelled, is the increase of school attendance by more than 50% and a robust nutritional improvement for the entire family. |
| There is considerable corruption in workfare programmes. | A financial control framework similar to REOPA, which was successful in controlling corruption and enhancing accountability, will be applied. Further, direct electronic payments to participants' accounts circumscribe the scope for financial mismanagement. |
| Workfare programmes tend not to reach the poorest households. | SWAPNO is designed to reach marginalized women, who are excluded from the social and economic life of local communities, and further serves to reintegrate them in society. Reviews of REOPA have documented an attributable 26% reduction in poverty headcounts, a 47% reduction in poverty gaps and a 58% drop in poverty severity – a pattern of impacts that demonstrates effective reach of the poorest in the participating communities. While conventional workfare programmes in a number of countries have failed to reach the poorest, Bangladesh's models of developmental social protection programmes are emulated globally in part because of their documented success in reaching the very poorest. |

In a not unlikely scenario of diminished importance given to public works employment programmes in the future social protection portfolio of Bangladesh, but with an acknowledged need to retain effective schemes, the design features applied for SWAPNO will serve to demonstrate how programmes that include a pro-poor public works component can be implemented with optimal results in terms of both social protection benefits and development impact. With the right design, such programmes can be a cost-effective investment, which is beneficial for poor families, local communities and the economy as a whole. Further, the National Social Protection Strategy of Bangladesh is expected to emphasize special support to vulnerable women of working age, and SWAPNO is designed to provide evidence how an initial public works programme can serve the

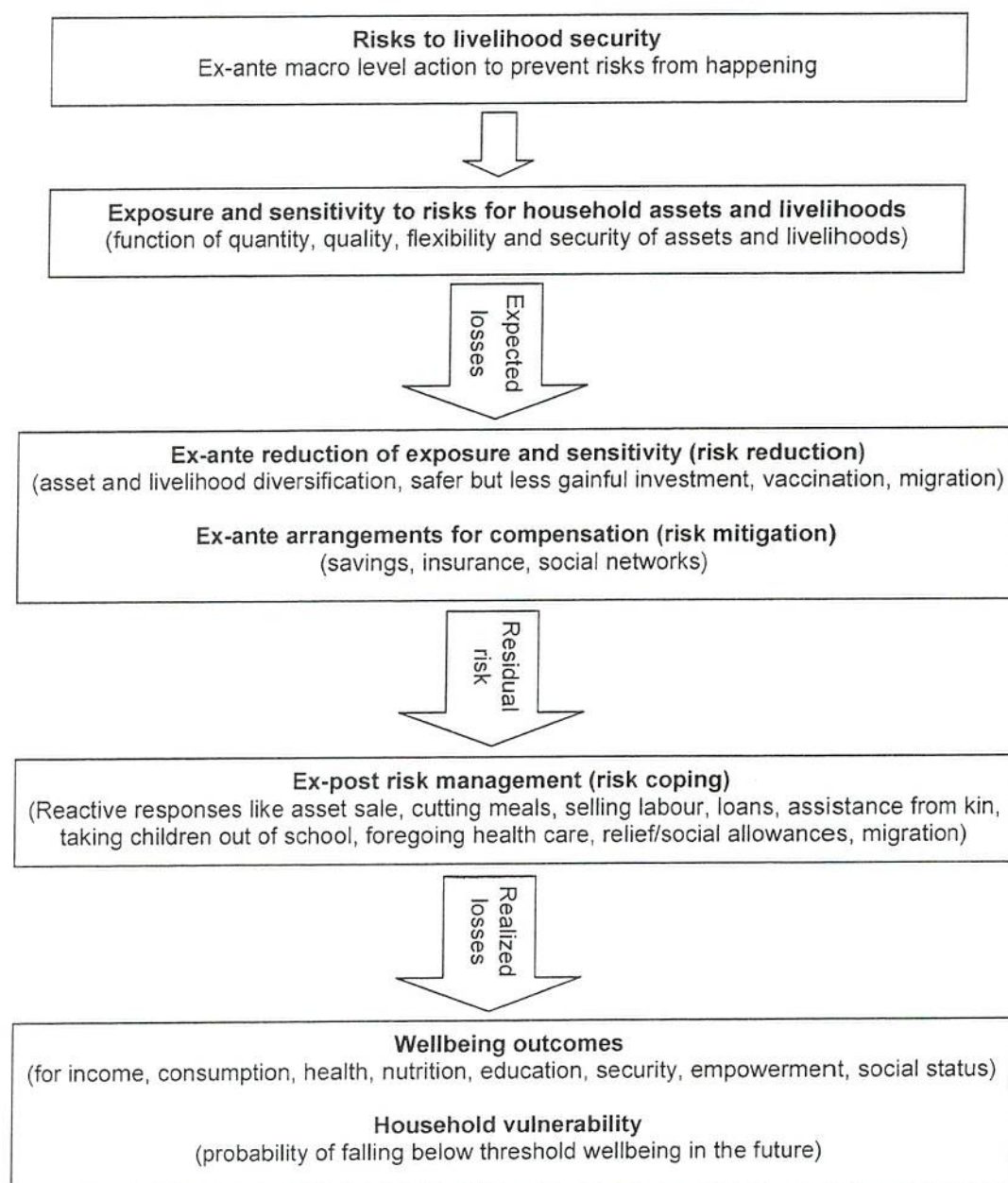


purpose of enhanced access to the labour market for vulnerable women who are devoid of employment opportunities.

2.6 From vulnerability to ability

Poor people's choice of livelihood strategies, their willingness to take risks, the asset accumulation and other outcomes they can achieve through a combination of own agency and social transfers are heavily influenced by powerful external factors which constitute their vulnerability context. In determining benefit packages of programmes including a graduation trajectory, it is important to have a deep understanding of the vulnerability situation to address. Vulnerability is both a symptom of poverty and a cause of poverty – vulnerability and poverty reinforce each other. Poor households are more exposed to all kinds of risks than non-poor households but they have less ability to manage these risks. Two of the most important risk mitigation tools are seriously deficient in case of the poor; they have less opportunity to save for their own protection and they have very limited access to formal insurance.

Figure 5: Risk-Vulnerability Chain



Vulnerability is also closely linked to ownership of assets; the more assets households have, the less vulnerable they are. The main concern of the extreme poor is to protect consumption without having any reserves in store to fall back on. This can be called their survival strategy, which includes both reactive strategies to cope with hardships when they occur and proactive strategies to mitigate risks. The ability of households to manage risks and cope with hazards without undermining the livelihoods households rely on for their wellbeing is called resilience. Poor households have to negotiate an environment of multiple risks with a number of counter-measures as illustrated in Figure 5 below. Marginalized and vulnerable people are forced to be industrious to make ends meet and they are more expert than most in pursuing livelihood activities in a risky environment, but the odds are stacked against them.

Given the complexity of vulnerabilities, it is necessary to unpack or disaggregate them. While social protection interventions are often triggered by natural disasters or market fluctuations like global economic recessions causing massive unemployment locally, it is important to realize that vulnerabilities are endemic to the situation of poor and disadvantaged groups and not the result of any single dramatic event, not even in disaster-prone Bangladesh. Vulnerabilities are caused by socially constructed systems with embedded structural inequalities that result in market exclusion and inability to take advantage of opportunities for some groups, discrimination and rigid social norms that result in social marginalization or exclusion with limited access to social networks, exposure to hazards caused by natural calamities or degrading environment conditions, poor health or disabilities, old age, lack of access to rights, etc. Threats can take the form of sudden shocks, long-term trends, seasonal cycles or obstacles ingrained in structures. Vulnerabilities are also influenced by location, like areas prone to natural disasters.

Women's vulnerability to risks is different from men's, largely because women also have a reproductive role, in addition to household chores and productive responsibilities. Their curtailed freedom and mobility inhibits human development and makes women easy victims of hazards. Women's lower status in households and communities and their exclusion from independent ownership of assets reinforce their vulnerability. However, women are also experienced risk managers through the family care activities traditionally assigned to them.

Proper use of the transformative potential of social protection can go a long way in doing away with some of the root causes of vulnerability, by empowering poor people and giving them a voice and thereby reversing social and political exclusion and economic marginalization. SWAPNO will work along these lines through measures of confidence building and harnessing social capital, drawing on lessons learned from the successful REOPA model. This work will be based on the premise that social stigmatization makes it very difficult for some people to at all participate in the economic life of the local community, avail of opportunities and become productive. Therefore, exclusion has to be tackled by more than inclusion in a social protection programme; it is about inclusion in the society and economy.

There is large body of evidence how REOPA has contributed to transformation in the local community. Divorced and abandoned women, who were previously marginalized in their communities, are now treated as full members of the society, women who were beggars three years ago have been contesting local government elections, women's mobility has increased 18 times, their access to public services has increased nine times, access to financial services increased six times, awareness of entitlement to services rose 14 times, 96% of previously destitute women have been economically empowered, are now economically active in productive activities and have built skills and self-confidence to be able to exert control over them.

Social protection can also assist poor households to upgrade their survival strategies to dynamic livelihood strategies, including a diversified livelihoods portfolio to spread the risks. Beneficiaries of social cash transfers use them to invest in productive activities and assets, which sets a multiplier effect in motion. They feel more secure to take up more rewarding but also riskier activities if there are benefits from a social safety net – predictable and regular transfers and savings accumulated – to fall back on. They also do not have to resort to damaging and often irreversible coping strategies like distress sale of productive assets if affected by shocks.



While social safety net projects including public works schemes are often seen as instruments to help vulnerable households better cope with transient poverty, REOPA has demonstrated that they can also work to assist poor households in finding trajectories out of chronic poverty. This was achieved through a sustained intervention combining social protection and livelihood promotion agendas, and specifically by building up a more secure household asset base.

In contrast to asset transfer programmes where productive assets are bestowed as a gift, REOPA women had to work to build up the savings capital required, to themselves finance the assets. This enhanced the intrinsic value of the asset and gave immense personal dignity. In addition, the period of preceding labour – being employed by local government for important work – lent both inward self-confidence and outward social acceptance, which provided a robust platform for future livelihood activities.

SWAPNO will, drawing on the experiences of REOPA and BRAC's CFPR-TUP and other promotional safety programmes, devise a graduation pathway that shifts the risk management focus from reactive coping – that all too often serves the purpose of smoothing consumption in the short run but leads to increased vulnerability and chronic poverty in the long run – to proactive risk reduction and risk mitigation strategies. The project will aim not only to provide escape ladders to climb out of poverty but also to make core beneficiary households more resilient in protecting the wellbeing outcomes of the project. This is a crucial aspect of "Strengthening Women's Ability" in the acronym SWAPNO.

Even though a focus on ex ante risk management will enhance beneficiaries' ability to better deal with risks and reduce both exposure and sensitivity to risks, there are very legitimate concerns that "graduated" households remain vulnerable to shocks. Destitution can be only one illness or one cyclone away. The project will therefore track the "post-graduation" trajectory out of poverty by looking forward to how assets can continue to build up to gradually safer ground and livelihoods can incrementally become ever more sustainable over time.

2.7 Description of activities under each project Output

For Output 1, "Core beneficiary households are able to protect their food security and livelihoods post-project", activities include.

- Selection of 65,000 extreme poor women as core beneficiaries
- Employment of 65,000 extreme poor women in public works for an 18-month tenure
- Skills training of 65,000 extreme poor women for economic opportunities and post-project employability
- Promotion of expanded household asset base for sustainable livelihoods development
- Deposit of end-of-employment bonus
- Promotion of savings habits amongst beneficiary households
- Counselling of graduated women in selection and operation of a sufficiently large and diversified business portfolio that can protect future livelihoods
- Job placement arrangements with local SMEs
- Creation of social capital in support of graduated women and their post-project livelihood activities

The purpose of these activities is that core beneficiary households will be able to permanently move out of poverty. Beneficiaries will be assisted to cross critical thresholds so that they can avail of opportunities and participate in markets they previously had no access to.

Union Parishads (UPs) will, with the assistance of participating NGOs, select and recruit eligible women beneficiaries as per set criteria through advertising campaigns undertaken by UPs as part of the selection process. Final selection will be done through open lottery amongst long-listed women confirmed to be eligible. Duplication with participation in other social protection projects will be avoided in the selection process. To the extent available, the new SID/BBS poverty database will be used in beneficiary identification. Selection and recruitment will be done in two employment cycles in 15 districts – each cycle recruiting 36 women per union – and one cycle in 7 districts.



Selected beneficiaries will be employed in full-time year-round employment schemes targeted at maintenance and rehabilitation of rural earthen roads and other public assets. The total employment duration will be 18 months. Wages will be paid fortnightly; two-thirds of the daily wage rate will be directly paid to ensure food security and satisfaction of other essential household needs during employment and one-third will be set aside as end-of-tenure bonus to be used for productive investment to secure livelihoods after completed employment. Savings habits will also be promoted through mechanisms like Rotating Savings and Credit Associations (ROSCA).

Each woman will be assisted in selecting viable micro-enterprises based on aptitude and market considerations and beneficiaries will before, during and after graduation be counselled in building up and operating a sufficiently large and diversified business portfolio that can protect their future livelihoods. Women will in this be guided by a menu of more climate change resilient livelihood options.

Training on skills needed for micro-enterprises selected will be provided, along with general entrepreneurship training, training in market literacy and financial education for own accounts business. Entrepreneurship & micro-enterprise training will be imparted by specialized trainers. Apprenticeship training, along with SME job placement opportunities, will also be explored.

For Output 2, "Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice", activities will include:

- Life skills training of 65,000 extreme poor women
- Nutrition awareness campaigns
- Reporting and redressing violence against and abuse of women

The purpose of these activities is to develop human capital that builds confidence and awareness, boosts resilience to shocks and adverse trends, reverts previous social exclusion and thwarts inter-generational transmission of poverty.

Training will enable disadvantaged women who are employed for maintenance works to graduate from the project as confident individuals capable of managing their own lives, so that they do not return to their previous destitute condition. The training programme will address issues and topics related to nutrition, primary health, sanitation, gender equity, rights and entitlements. This life skills training of disadvantaged women will be done by NGOs.

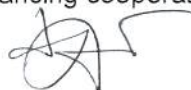
Formation of groups is an important way to establish a collective voice for marginalized women, which can enable them to be heard. Women will be trained in group formation, formulating constitutions or by-laws, decision making procedures and electing leaders and conflict management and leadership skills.

In view of prevalent malnutrition amongst women and children in Bangladesh, the project will pay special attention to awareness about nutrition and encourage the use of beneficiaries' increased income for a balanced diet with acceptable calorie, protein and micronutrient intakes.

Women may actually become vulnerable to abuse and even violence by participating in programmes set up to assist them as these programmes often expose them and can challenge deeply entrenched community norms on women's roles. The project will devise a system for reporting and redressing violence against and abuse of women.

For Output 3, "Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing", activities will include:

- Participatory identification of needs for services
- Establishment of linkages between service providers, in particular Upazila service providing departments, and SWAPNO beneficiary households and other poor households in participating local communities
- Enhancing cooperation between the UPs and service delivery departments



- Provision of saving deposit facilities with participating banks and post offices
- Provision of special funds for priority basic services requested by beneficiary households and other poor households
- Affiliation with local NGOs
- Provision of micro-insurance through MFIs

The purpose of activities under this output is to improve poor households' access to essential services and at the same time improve the quality of supplied service delivery. Activities will enhance cooperation between the UPs and service delivery departments, which will have positive impacts on the livelihood activities to be undertaken by the core beneficiaries, and will reinforce the graduation strategy.

This will include services to directly promote livelihoods like agricultural extension, veterinary services, fisheries services, services to cottage industries, etc., but also health and education services for the entire family. Financial inclusion through banks, post offices, NGOs and MFIs will be given prominence. Advocacy with banks will be done to ensure that they provide decent customer service to project beneficiaries.

Block grants for priority service delivery will be transferred to UPs. The schemes are expected to ensure easy access of the core beneficiaries to various services they might require to sustain livelihoods after project employment. Identification of the needs and selection of the services to be delivered will be done using participatory methods.

For Output 4, "Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities", activities will include:

- Selection of priority public assets through community consultations
- Maintenance/creation/rehabilitation of public assets selected
- On-the-job training to crew groups on techniques of quality maintenance work
- Payment of wages
- Provision of supplies (tools, tree saplings, uniforms, cell phones, etc.)
- Monitoring and supervision of work and its quality

The purpose of these activities is to maintain and develop public assets that are central for the economic and social life of local communities, and are of special relevance for the rural poor.

The 65,000 women selected as core beneficiaries of the project will be employed in Women Crew Groups (WCGs) for public works. With the main purpose of providing social transfer employment, public works safety net programmes need necessarily to create or maintain public assets that are useful for the local community and can promote inclusive growth. A rigorous mechanism of community involvement in selection of priority assets will be applied. Selection of the different works to be undertaken will be done through a participatory process. The UP will be involved in the decision making after consultation with pro-poor representatives.

Maintenance of local earthen roads stands out as a very urgent community need. Good road communication has proved to be decisive for poverty reduction, but most UPs have poorly maintained roads, with detrimental socio-economic consequences for poor rural communities.

However, public assets other than roads are equally important. Public works may include embankments and barrages, canals, ponds, tree plantation, ground raising works to mitigate the effects of floods and water logging, works to improve drainage, protection of ecosystems, and so forth. Rehabilitation of assets damaged by natural disasters will be given priority, and work in a broader sense, like community service, will also be considered.

Apart from maintaining roads and other public assets, WCGs will be involved in roadside plantation, nursing of tree saplings and protecting saplings so that cattle do not destroy the plantation. Tree plantation will offer meaningful employment during the monsoon season, when

other earth work is difficult to implement. The project budget includes an allocation (equivalent to 10% of the budget of payments to WCGs) for tree saplings and other materials required for erosion control to make earth work more durable.

The public works employment offered in SWAPNO requires semi-skilled labour. Women need to be trained on-the job in for instance correct compaction of earth, maintaining correct slope angles, grass turving, tree plantation and after-care of tree seedlings. Such hands-on training will go along with day-to-day supervision of crew groups.

For Output 5, "Local communities have better capacity to withstand natural disasters and recover after disasters", activities will include:

- Selection of priority public assets through community consultations
- Selection of poor women and men to develop/maintain/restore public assets
- Developing and maintaining community assets that reduce the risks of natural disasters
- Restoring community assets damaged by natural disasters
- Payment of wages
- Provision of supplies (tools, etc.)
- Monitoring and supervision of work and its quality

This special set of activities has the purpose to address the challenges and vulnerabilities posed by climate change and reduce risks associated with natural disasters. Schemes can include raising the height of the existing embankments, building, rehabilitating and/or maintaining earthen mound cyclone and flood shelters, ground raising works to mitigate the effects of floods, works to improve drainage and other local assets that reduce the risks communities face. Schemes will be both proactive to mitigate the effects of future natural calamities and reactive to repair community assets damaged by a disaster to help communities recover.

SWAPNO crew members will be used to repair infrastructure like embankments, while earthen mound cyclone and flood shelters and topping up embankments with reinforcements will require employing additional labourers. Rehabilitation and creation of such schemes will employ casual labourers to be selected amongst poor landless women and men. The total number of individuals to be incorporated in these schemes will be known only after selection of schemes by the communities, but it is estimated that around 60,000 labourers will be employed for an average duration of 50-60 days.

Vulnerability will be reduced both by the protective impact of physical infrastructure and the economic impact of the employment generated, and the associated wage income bolstering the resources of poor households.

For Output 6, "Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach", activities will include:

- Baseline survey
- Development of Operational Manual
- Development of Internal Control Framework
- Training needs assessment
- In-country and cross-country training
- On-the-job coaching
- Peer training by best practitioners / horizontal learning
- Financial monitoring with parallel knowledge transfer of good practices
- District workshops
- Impact surveys including monitoring of the development of UP capacities

In order to achieve the project outputs 1-5 described above, Local Government Institutions will need increased capacities and improved management skills, with particular attention to their responsiveness to the needs and demands of the poor. The purpose of this set of activities is to



promote good governance in implementing social transfer programmes and pro-poor service delivery with respect to accountability, responsiveness and inclusive development.

Capacity development of participating Local Government Institutions will include activities like training needs assessment, curriculum development, selection of trainers, training of trainers, conducting courses, monitoring of training and training impact assessments. This will be done by the Technical Assistance team together with National Institute of Local Government (NILG). In addition to classroom training, there will be continuous on-the-job coaching by Technical Assistance staff, including knowledge transfer of good practices by a financial monitoring team.

Both REOPA and NILG have good experience of using best practitioners for peer training or horizontal learning and this cost-efficient training method will be given priority.

Capacities of Union Parishads are of central importance for successful project implementation as UPs will be responsible for local delivery of the project. Key tasks of Union Parishads include:

- (a) Arrange for selection of core beneficiary women and guide formation of crew groups;
- (b) Assist in selection of roads and other public works;
- (c) Monitor task assignment and performance of crews through a Standing Committee; solve critical problems; prepare reports; ensure management, supervision and payment;
- (d) Facilitate cooperation between the UP and service delivery departments for effective service delivery to project beneficiaries; establish contact between women and service providers.
- (e) Identify priority service needs and manage service delivery block grants for essential needs;
- (f) Facilitate cooperation from participating banks and other payment agents and assist in account opening for core beneficiary women;
- (g) Provide graduated women with follow-up and counselling for sustainable livelihoods;
- (h) Select casual labourers and ensure management, supervision and payment, etc;
- (i) Maintain all records, registers, accounts, etc. prescribed.

Union Parishads will, as part of their capacity development, be assisted by a Technical Assistance team and by Partner NGOs in their implementation of the project. Detailed ToR for the engagement of NGOs in SWAPNO will be worked out during the inception phase. However, main scope of work envisaged for NGO field staff, working closely with Union Parishads, is listed below:

- (a) To assist UPs and local communities in correct selection of core beneficiary women based on set criteria;
- (b) To assist UPs in selection of priority community assets and other public works through community consultation;
- (c) To impart on-the-job training in road maintenance to core beneficiary women;
- (d) To monitor the quality of maintenance work performed;
- (e) To organize and deliver relevant life skills development training programmes to core beneficiary women, aiming at awareness on issues like nutrition, primary health, sanitation, gender equity, rights and entitlements;
- (f) To support group organisation and leadership development;
- (g) To arrange for micro-enterprise training by specialised organisations and apprenticeship training with job placement opportunities;
- (h) To counsel and monitor graduated women engaged in micro-enterprises;
- (i) To facilitate linkages between service providers and beneficiary households;
- (j) To report incidents of violence against and abuse of women for further action.

III. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:

Outcome 2.1: Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

- Percentage of women's participation in labour force; percentage of poorest quintile in national consumption; rate of extreme poverty headcount in urban areas (CBN)
- Number of households benefiting from United Nations social safety net programmes (Baseline 2010: 24,000; Target 2016: >100,000)
- Female-headed households as percentage of United Nations social safety net programme beneficiaries (Baseline 2010: n/a; Target 2016: >50%)
- Number of households with increased incomes in project-based areas (Baseline 2011: n/a; Target 2016: 50,000)

Applicable Key Result Area (from 2008-11 Strategic Plan): Poverty reduction and Millennium Development Goals achievement

Partnership Strategy

Project title and ID (ATLAS Award ID):

| INTENDED OUTPUTS | OUTPUT TARGETS FOR (YEARS) | INDICATIVE ACTIVITIES | RESPONSIBLE PARTIES | INPUTS |
|--|--|---|--|---|
| <p>Output 1 Core beneficiary households are able to protect their food security and livelihoods post-project</p> <p>Baseline: NA</p> <p>Indicators:</p> <p>1.1 % of beneficiaries in public works engaged in activities generating income at least equal to public works wages 18 months after end of project employment tenure</p> <p>1.2 % of graduated women with improved resilience to cope with crises and lean seasons</p> <p>1.3 % of graduates employed or self-employed six months after cash transfer completion</p> <p>1.4 % of households with % increase in incomes against baseline and poverty line</p> <p>1.5 % of households with expanded asset base and improvement in household living standards</p> <p>1.6 # of participants exiting cash transfers into waged or self employment</p> | <p>Targets (year 1) - 4,464 women selected and employed as core beneficiaries (piloting in 2 districts)</p> <p>Targets (year 2) - 4,464 women trained in income generating activities</p> <p>- 4,464 women exiting cash transfers into waged or self employment</p> <p>Targets (year 3) - 27,900 women selected and employed as core beneficiaries in 15 districts</p> <p>Targets (year 4) - 27,900 women trained in income generating activities</p> <p>- 27,900 women exiting cash transfers into waged or self employment</p> <p>- 32,616 women selected and employed as core beneficiaries</p> <p>- At least 2/3 of 1st cycle beneficiary</p> | <ul style="list-style-type: none"> - Selection of 65,000 extreme poor women as core beneficiaries - Employment of 65,000 extreme poor women in public works for an 18-month tenure – 2 cycles in 15 districts; 1 cycle in 7 districts - Skills training of 65,000 extreme poor women for economic opportunities and post-project employability - Promotion of expanded household asset base for sustainable livelihoods development - Promotion of savings habits amongst beneficiary households - Counselling of graduated | <p>LGD assisted by UNDP and Partner NGOs</p> | <p>End-of-tenure bonus: USD 22,952,600</p> <p>Skills Training: USD 5,030,700</p> <p>UP based NGO support: USD 2,749,000</p> |

| INTENDED OUTPUTS | OUTPUT TARGETS FOR (YEARS) | INDICATIVE ACTIVITIES | RESPONSIBLE PARTIES | INPUTS |
|--|---|--|--|------------------------------------|
| <p>1.7 % increase of household consumption and savings from income transfers from public works</p> <p>1.8 % of beneficiary households that receive public work wages reporting no distress sales of assets to meet food needs</p> <p>1.9 Average number of days in a year that households report being food insecure</p> <p>1.10 # of beneficiaries trained in income generating activities</p> | <p>households earn at least equal to public works wages</p> <p>Targets (year 5)</p> <ul style="list-style-type: none"> - 32,616 women trained in income generating activities - 32,616 women exiting cash transfers into waged or self employment - At least 2/3 of 1st cycle beneficiary households earn at least equal to public works wages - The poverty gap has been halved as against baseline | <p>women in selection and operation of a sufficiently large and diversified business portfolio that can protect future livelihoods</p> <ul style="list-style-type: none"> ▪ Job placement arrangements with local SMEs ▪ Creation of social capital in support of graduated women and their post-project livelihood activities | | |
| <p>Output 2</p> <p>Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice</p> <p>Baseline: NA</p> <p>Indicators:</p> <p>2.1 % primary & secondary school enrolment and completion rates (disaggregated by gender) in supported households</p> <p>2.2 % of beneficiary children 0-5 years old with complete immunizations for their age group</p> <p>2.3 % of beneficiary children 0-5 years old with stunted growth</p> <p>2.4 Frequency-weighted diet diversity improvement in household food consumption</p> <p>2.5 % of beneficiary women with improved health status (self-reported) as against baseline status</p> <p>2.6 % of beneficiary women with Body Mass Index \geq 18.5</p> <p>2.7 % of beneficiary women having a say in household decision making</p> | <p>Targets (year 1)</p> <ul style="list-style-type: none"> - 4,464 women trained in life skills <p>Targets (year 2)</p> <ul style="list-style-type: none"> - Nutrition awareness campaign arranged <p>Targets (year 3)</p> <ul style="list-style-type: none"> - 27,900 women trained in life skills <p>Targets (year 4)</p> <ul style="list-style-type: none"> - 32,616 women trained in life skills - Project-wide nutrition awareness campaign arranged <p>Targets (year 5)</p> <ul style="list-style-type: none"> - At least 90% of beneficiary children 5-17 years old are enrolled in school - At least 80% of core beneficiary households have acceptable food security (based on WFP FCS) - Incidence of BMI <18.5 has been halved for 1st cycle beneficiary women - All beneficiary women have a say in household decision making | <ul style="list-style-type: none"> ▪ Life skills training of 65,000 extreme poor women ▪ Nutrition awareness campaigns | <p>LGD assisted by UNDP and Partner NGOs</p> | <p>Training: USD 2,515,300</p> |

| INTENDED OUTPUTS | OUTPUT TARGETS FOR (YEARS) | INDICATIVE ACTIVITIES | RESPONSIBLE PARTIES | INPUTS |
|--|--|--|--|---|
| <p>2.8 # of reported cases of beneficiary women being victims of violence and/or sexual oppression</p> <p>2.9 % of participants demonstrating understanding or passing skill tests at the end of each training</p> <p>2.10 # of training courses on different relevant issues conducted</p> <p>2.11 # of participants trained</p> | | | | |
| <p>Output 3</p> <p>Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing</p> <p>Baseline: NA</p> <p>Indicators:</p> <p>3.1 % of beneficiary households having access to a menu of UP and Upazila services</p> <p>3.2 % of beneficiary households having access to financial services (disaggregated by savings facilities, loans and insurance)</p> <p>3.3 % of core beneficiary women with NGO affiliation</p> <p>3.4 # of contacts established between service providing agencies and disadvantaged women</p> | <p>Targets (year 1)</p> <ul style="list-style-type: none"> - 4,464 women have access to saving facilities <p>Targets (year 2)</p> <ul style="list-style-type: none"> - Contacts established between service providing agencies and 4,464 women - Micro-insurance pilot scheme introduced <p>Targets (year 3)</p> <ul style="list-style-type: none"> - 32,364 women have access to saving facilities <p>Targets (year 4)</p> <ul style="list-style-type: none"> - Contacts established between service providing agencies and 32,364 women <p>Targets (year 5)</p> <ul style="list-style-type: none"> - Contacts established between service providing agencies and 65,000 women - At least 2/3 of core beneficiary households have access to a menu of UP and Upazila services - 65,000 women have access to financial services | <ul style="list-style-type: none"> ▪ Establishment of linkages between service providers, in particular Upazila service providing departments, and SWAPNO beneficiary households and other poor households in participating local communities ▪ Enhancing cooperation between the UPs and service delivery departments ▪ Provision of saving deposit facilities with participating banks and post offices ▪ Provision of special funds for priority basic services requested by beneficiary households and other poor households ▪ Affiliation with local NGOs ▪ Provision of micro-insurance through MFIs | <p>LGD assisted by UNDP and Partner NGOs</p> | <p>Basic service delivery block grants: USD 1,164,500</p> |
| <p>Output 4</p> <p>Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are</p> | <p>Targets (year 1)</p> <ul style="list-style-type: none"> - 124 UPs in 2 pilot districts selecting priority public assets through community consultations and beginning to | <ul style="list-style-type: none"> ▪ Selection of priority public assets through community consultations ▪ Maintenance/creation/ | <p>LGD assisted by UNDP</p> | <p>Wages: USD 45,905,200</p> <p>Supplies: USD 7,350,800</p> |

| INTENDED OUTPUTS | OUTPUT TARGETS FOR (YEARS) | INDICATIVE ACTIVITIES | RESPONSIBLE PARTIES | INPUTS |
|---|---|---|-----------------------------|----------------------|
| <p>maintained and developed for the benefit of the poor of the participating rural communities</p> <p>Baseline: NA</p> <p>Indicators:</p> <p>4.1 # of people with access to improved economic infrastructure (roads, markets, etc.) as a result of public works completed through the project</p> <p>4.2 % of rural community households having better usage of targeted public assets</p> <p>4.3 Estimate of # of users (including pro-poor profiles) of maintained/rehabilitated public assets for each type/purpose of asset</p> <p>4.4 % of public assets operational and maintained one year after completion</p> <p>4.5 % of public works assessed to be satisfactory</p> <p>4.6 # of local communities benefiting from at least one public works scheme</p> <p>4.7 # of km of roads maintained annually, satisfying Operational Manual quality monitoring criteria</p> <p>4.8 # of work days provided in labour intensive public works schemes</p> <p>4.9 # of workers in project public works schemes</p> | <p>maintain/create/rehabilitate them</p> <p>- 4,464 workers in public asset schemes</p> <p>- 1,223,000 work days created in public works schemes</p> <p>Targets (year 2)</p> <p>- 124 UPs continuously maintaining/creating/rehabilitating community assets</p> <p>- 4,464 workers in public asset schemes</p> <p>- 1,223,000 work days created in public works schemes</p> <p>Targets (year 3)</p> <p>- 775 UPs maintaining/creating/rehabilitating community assets</p> <p>- 27,900 workers in public asset schemes</p> <p>- 10,183,500 work days created in public works schemes</p> <p>Targets (year 4)</p> <p>- 1030 UPs maintaining/creating/rehabilitating community assets</p> <p>- 37,080 workers in public asset schemes</p> <p>- 12,719,500 work days created in public works schemes</p> <p>Targets (year 5)</p> <p>- 906 UPs maintaining/creating/rehabilitating community assets</p> <p>- 32,616 workers in public asset schemes</p> <p>- 10,229,500 work days created in public works schemes</p> <p>Targets (year 1)</p> <p>- No target</p> <p>Targets (year 2)</p> <p>- No target</p> <p>Targets (year 3)</p> | <p>rehabilitation of public assets selected</p> | <p>LGD assisted by UNDP</p> | <p>USD 7,742,000</p> |
| <p>Output 5</p> <p>Local communities have better capacity to withstand natural disasters and recover after disasters</p> <p>Baseline: NA</p> | <p>Targets (year 1)</p> <p>- No target</p> <p>Targets (year 2)</p> <p>- No target</p> <p>Targets (year 3)</p> | <ul style="list-style-type: none"> ▪ Developing and maintaining community assets that reduce the risks of natural disasters ▪ Restoring community assets damaged by natural disasters | <p>LGD assisted by UNDP</p> | <p>USD 7,742,000</p> |



| INTENDED OUTPUTS | OUTPUT TARGETS FOR (YEARS) | INDICATIVE ACTIVITIES | RESPONSIBLE PARTIES | INPUTS |
|--|---|---|----------------------|--|
| <p>Indicators:</p> <ul style="list-style-type: none"> 5.1 # of public asset schemes serving the purpose of reducing natural disaster / climate change risk 5.2 % of such public assets operational and maintained one year after completion 5.3 Estimate of # of users (including pro-poor profiles) of such public assets maintained/rehabilitated 5.4 # of public assets rehabilitated/restored after disasters 5.5 # of work days provided in labour intensive public works schemes 5.6 # of workers in project public works schemes | <ul style="list-style-type: none"> - 70 UPs develop and maintain community assets that reduce the risks of natural disaster - 21,000 workers in public asset schemes - 1,260,000 work days created in public works schemes <p>Targets (year 4)</p> <ul style="list-style-type: none"> - Another 70 UPs develop and maintain community assets that reduce the risks of natural disaster - 21,000 workers in public asset schemes - 1,260,000 work days created in public works schemes <p>Targets (year 5)</p> <ul style="list-style-type: none"> - Another 60 UPs develop and maintain community assets that reduce the risks of natural disaster - 18,000 workers in public asset schemes - 1,080,000 work days created in public works schemes | | | |
| <p>Output 6</p> <p>Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach</p> <p>Baseline: NA</p> <p>Indicators:</p> <ul style="list-style-type: none"> 6.1 % of beneficiary households perceiving local government institutions having transparency, capacity and responsiveness 6.2 % of local governments sensitive to inclusiveness (including gender aspects) and able to make pro-poor plans 6.3 % of UP project committees with improved management skills in planning, supervision, | <ul style="list-style-type: none"> - Inception workshops held in 2 project districts - Operational Manual finalized and approved - Internal Control Framework finalized and approved - 124 UPs and 14 Upazilas in 2 districts receive project induction training <p>Targets (year 2)</p> <ul style="list-style-type: none"> - 124 UPs and 14 Upazilas in 2 districts receive training in pro-poor planning - 4,464 women provided with follow-up and counselling for sustainable livelihoods | <ul style="list-style-type: none"> ▪ Baseline survey ▪ Development of Operational Manual ▪ Development of Internal Control Framework ▪ In-country and cross-country training ▪ On-the-job coaching ▪ Peer training by best practitioners / horizontal learning ▪ Financial monitoring with parallel knowledge transfer of good practices | LGD assisted by UNDP | <p>Human resources: LGD: USD 593,500 TA: USD 3,294,000</p> <p>Office, travel and vehicle costs: LGD: USD 1,139,000 TA: USD 1,369,000</p> <p>Training: USD 904,400</p> <p>Evaluations, external audit, monitoring, workshops:</p> |

| INTENDED OUTPUTS | OUTPUT TARGETS FOR (YEARS) | INDICATIVE ACTIVITIES | RESPONSIBLE PARTIES | INPUTS |
|--|---|--|---------------------|---------------|
| <p>monitoring, record keeping, reporting and conflict resolution for public works schemes</p> <p>6.4 # of disadvantaged women provided with follow-up and counselling for sustainable livelihoods</p> <p>6.5 # of participatory meetings and exercises organized by local government institutions</p> <p>6.6 # of local government representatives/officials trained</p> | <p>Targets (year 3)</p> <ul style="list-style-type: none"> - Inception workshops held in 13 new project districts - 651 UPs and 66 Upazilas in 13 districts receive project induction training <p>Targets (year 4)</p> <ul style="list-style-type: none"> - Inception workshops held in 7 new project districts - 255 UPs and 26 Upazilas in 7 districts receive project induction training - 651 UPs and 66 Upazilas in 13 districts receive training in pro-poor planning - 27,900 women provided with follow-up and counselling for sustainable livelihoods <p>Targets (year 5)</p> <ul style="list-style-type: none"> - 255 UPs and 26 Upazilas in 7 districts receive training in pro-poor planning - 1030 UPs and 106 Upazilas trained in post-project responsibilities - 32,616 women provided with follow-up and counselling for sustainable livelihoods - At least 2/3 of UPs rated overall moderate or good in UP capacity assessments | <ul style="list-style-type: none"> ▪ District workshops ▪ Impact surveys | | USD 1,290,000 |

IV. ANNUAL WORK PLAN

(To be reviewed and finalized during the inception phase)

Year 1:

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|--|-----------|----|----|----|---------------------------------------|---|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| Output 1 Core beneficiary households are able to protect their food security and livelihoods post-project Indicators: # of women selected/employed as core beneficiaries Targets: 4,464 women selected and employed as core beneficiaries Related CP outcome: Outcome 2.1: Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks | Selection of 4,464 extreme poor women as core beneficiaries Employment of 4,464 extreme poor women in public works for an 18-month tenure Promotion of savings habits amongst beneficiary households Deposit of end-of-tenure bonus | X | X | X | X | LGD assisted by UNDP and Partner NGOs | End-of-tenure bonus UP based NGO support | 788,400 115,200 |
| Output 2 Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice | Life skills training of 4,464 extreme poor women Reporting and redressing violence against and abuse of women | | | X | X | LGD assisted by UNDP and Partner NGOs | Training | 172,800 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|---------------------------------------|----------------|------------------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description Amount |
| Indicators: # of training courses on different relevant issues conducted # of participants trained % of participants demonstrating understanding or passing skill tests at the end of each training # of reported cases of beneficiary women being victims of violence and/or sexual oppression Targets: 4,464 women trained in life skills Related CP outcome: Outcome 2.1 above | | | | | | | | |
| Output 3 Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing Indicators: % of beneficiary households having access to financial services Targets: 4,464 women have access to saving facilities Related CP outcome: Outcome 2.1 above | Provision of saving deposit facilities with participating payment agents Participatory identification of needs for services Enhancing cooperation between the UP's and service delivery departments | | | | | LGD assisted by UNDP and Partner NGOs | | 0 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|-------------------------|--|-----------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 4 Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities</p> <p><i>Indicators:</i> # of local communities benefiting from at least one public works scheme # of km of roads maintained, satisfying Operational Manual quality monitoring criteria # of workers in project public works schemes # of work days provided in labour intensive public works schemes</p> <p><i>Targets:</i> - 124 UPs selecting priority public assets through community consultations and beginning to maintain/create/rehabilitate them - 4,464 workers in public asset schemes - 1,223,000 work days created in public works schemes</p> <p><i>Related CP outcome:</i> Outcome 2.1 above</p> | <p>Selection of priority public assets through community consultations Maintenance/creation/rehabilitation of public assets selected On-the-job training to crew groups on techniques of quality maintenance work Payment of wages Provision of supplies (tools, tree saplings, uniforms, cell phones, etc.) Monitoring and supervision of work and its quality</p> | X | X | X | X | LGD assisted by UNDP | Wages | 1,576,800 |
| | | | X | X | X | | Supplies (tools, tree saplings, uniforms, cell phones, etc.) | 271,800 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|---|---|-----------|----|----|----|----------------------|--|--------------------|------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount |
| | | | | | | | | | |
| Output 5 Local communities have better capacity to withstand natural disasters and recover after disasters Indicators: NA Targets: No target in year 1 Related CP outcome: Outcome 2.1 above | No activity in Year 1 | | | | | | | 0 | |
| Output 6 Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach Indicators: # of participatory meetings and exercises organized by local government institutions # of local government representatives/officials trained Targets: - Inception workshops held in 2 project districts - Operational Manual finalized and approved - Internal Control Framework finalized and approved - 124 UPs and 14 Upazilas receive project induction training Related CP outcome: Outcome 2.1 above | Baseline survey Development of Operational Manual Development of Internal Control Framework Inception workshops Project inception training Training needs assessment On-the-job coaching Financial monitoring with parallel knowledge transfer of good practices | X | | | | LGD | GoB | 55,500 | |
| | | X | | | | UNDP | UNDP | 263,500 | |
| | | X | X | | | LGD | GoB | 179,200 | |
| | | X | X | X | X | UNDP | UNDP | 71,300 | |
| | | X | X | X | X | LGD assisted by UNDP | Training | 51,500 | |
| | | | | | | LGD assisted by UNDP | Baseline survey, monitoring, workshops, visibility | 40,000 | |
| TOTAL | | | | | | | | | 3,586,000 |

Year 2:

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|---------------------------------------|--------------------------------------|---------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 1</p> <p>Core beneficiary households are able to protect their food security and livelihoods post-project</p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> # of beneficiaries trained in income generating activities # of participants exiting cash transfers into waged or self employment <p><i>Targets:</i></p> <ul style="list-style-type: none"> - 4,464 women trained in income generating activities - 4,464 women exiting cash transfers into waged or self employment <p><i>Related CP outcome:</i></p> <p><i>Outcome 2.1: Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks</i></p> | <p>Employment of 4,464 extreme poor women in public works for</p> <p>Promotion of savings habits amongst beneficiary households</p> <p>Deposit of end-of-tenure bonus</p> <p>Skills training of 4,464 extreme poor women for economic opportunities and post-project employability</p> <p>Promotion of expanded household asset base for sustainable livelihoods development</p> <p>Counselling of graduated women in selection and operation of a sufficiently large and diversified business portfolio that can protect future livelihoods</p> <p>Job placement arrangements with local SMEs</p> <p>Creation of social capital in support of graduated women and their post-project livelihood activities</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | End-of-tenure bonus | 788,400 |
| | | X | X | X | X | | Skills training UP based NGO support | 345,600 |
| | | | | | | | | 115,200 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|-----------|----|----|----|---------------------------------------|---|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| Output 2 Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice Indicators: # of reported cases of beneficiary women being victims of violence and/or sexual oppression # of nutrition awareness campaigns % of participants demonstrating understanding after awareness campaign Targets: Nutrition awareness campaigns in 2 districts Related CP outcome: Outcome 2.1 above | Nutrition awareness campaigns Reporting and redressing violence against and abuse of women | X | X | X | X | LGD assisted by UNDP and Partner NGOs | (Nutrition awareness covered under UP based NGO support under Output 1) | |

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|-----------|----|----|----|---------------------------------------|-------------------------------------|--------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 3</p> <p><i>Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing</i></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> % of beneficiary households having access to financial services # of contacts established between service providing agencies and disadvantaged women % of core beneficiary women with NGO affiliation # of insured women <p><i>Targets:</i></p> <ul style="list-style-type: none"> - 4,464 women have access to saving facilities - Contacts established between service providing agencies and 4,464 women - Micro-insurance pilot scheme introduced <p><i>Related CP outcome:</i></p> <p><i>Outcome 2.1 above</i></p> | <p>Participatory identification of needs for services</p> <p>Establishment of linkages between service providers, in particular Upazila service providing departments, and SWAPNO beneficiary households and other poor households in participating local communities</p> <p>Enhancing cooperation between the UPs and service delivery departments</p> <p>Provision of saving deposit facilities with participating payment agents</p> <p>Provision of special funds for priority basic services requested by beneficiary households and other poor households</p> <p>Affiliation with local NGOs</p> <p>Provision of micro-insurance through MFIs</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | Basic service delivery block grants | 80,000 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|--|-----------|----|----|----|----------------------|--------------------------------|-----------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| Output 4 <i>Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities</i> Indicators: # of local communities benefiting from at least one public works scheme # of km of roads maintained, satisfying Operational Manual quality monitoring criteria # of workers in project public works schemes # of work days provided in labour intensive public works schemes Targets: - 124 UPs continuously maintaining/creating/rehabilitating community assets - 4,464 workers in public asset schemes - 1,223,000 work days created in public works schemes Related CP outcome: Outcome 2.1 above | Maintenance/creation/rehabilitation of public assets selected On-the-job training to crew groups on techniques of quality maintenance work Payment of wages Provision of supplies (tree saplings, etc.) Monitoring and supervision of work and its quality | X | X | X | X | LGD assisted by UNDP | Wages | 1,576,800 |
| | | X | X | X | X | | Supplies (tree saplings, etc) | 236,300 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|--|-----------|----|----|----|----------------------|---|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| Output 5 Local communities have better capacity to withstand natural disasters and recover after disasters Indicators: NA Targets: No target in year 2 Related CP outcome: Outcome 2.1 above | No activity in year 2 | | | | | | | |
| Output 6 Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach Indicators: # of local government representatives/officials trained # of disadvantaged women provided with follow-up and counselling for sustainable livelihoods Targets: - 124 UPs and 14 Upazilas in 2 districts received training in pro-poor planning - 4,464 women provided with follow-up and counselling for sustainable livelihoods Related CP outcome: Outcome 2.1 above | Training of UPs and Upazilas in pro-poor planning On-the-job coaching Peer training by best practitioners / horizontal learning Financial monitoring with parallel knowledge transfer of good practices | X | X | X | X | LGD | Human resources, GoB | 55,600 |
| | | X | X | X | X | UNDP | Human resources, TA | 290,500 |
| | | X | X | X | X | LGD | Office, travel and vehicle costs, GoB | 54,200 |
| | | X | X | X | X | UNDP | Office, travel and vehicle costs, TA | 71,300 |
| | | | | | | LGD assisted by UNDP | Training | 52,100 |
| | | | | | | LGD assisted by UNDP | Evaluations, audit, monitoring, workshops, visibility | 25,000 |
| TOTAL | | | | | | | | 3,691,000 |

Year 3:

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|---------------------------------------|----------------------|-----------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 1</p> <p>Core beneficiary households are able to protect their food security and livelihoods post-project</p> <p><i>Indicators:</i></p> <p># of women selected/employed as core beneficiaries</p> <p><i>Targets:</i></p> <p>27,900 women selected and employed as core beneficiaries</p> <p><i>Related CP outcome:</i></p> <p>Outcome 2.1: Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks</p> | <p>Selection of 27,900 extreme poor women in 15 districts as core beneficiaries</p> <p>Employment of 27,900 extreme poor women in public works for an 18-month tenure</p> <p>Promotion of savings habits amongst beneficiary households</p> <p>Deposit of end-of-tenure bonus</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | End-of-tenure bonus | 6,570,000 |
| <p>Output 2</p> <p>Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice</p> | <p>Life skills training of 27,900 extreme poor women</p> <p>Reporting and redressing violence against and abuse of women</p> | | X | X | X | LGD assisted by UNDP and Partner NGOs | UP based NGO support | 720,000 |
| | | | X | X | X | LGD assisted by UNDP and Partner NGOs | Training | 1,080,000 |

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | | | | | | |
|---|--|-----------|----|----|----|-------------------|----------------|--------------------|--------|--|--|--|--|---|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount | | | | | |
| <p><i>Indicators:</i></p> <ul style="list-style-type: none"> # of training courses on different relevant issues conducted # of participants trained % of participants demonstrating understanding or passing skill tests at the end of each training # of reported cases of beneficiary women being victims of violence and/or sexual oppression <p><i>Targets:</i></p> <p>27,900 women trained in life skills</p> <p><i>Related CP outcome:</i></p> <p>Outcome 2.1 above</p> | | | | | | | | | | | | | | |
| <p>Output 3</p> <p><i>Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing</i></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> % of beneficiary households having access to financial services # of insured women <p><i>Targets:</i></p> <p>32,364 women have access to saving facilities</p> <p><i>Related CP outcome:</i></p> <p>Outcome 2.1 above</p> | <p>Provision of saving deposit facilities with participating payment agents</p> <p>Provision of micro-insurance through MFIs</p> <p>Participatory identification of needs for services</p> <p>Enhancing cooperation between the UPs and service delivery departments</p> | X | X | X | X | X | X | X | | | | | | 0 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|-----------|----|----|----|----------------------|--|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| Output 4 Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities Indicators: # of local communities benefiting from at least one public works scheme # of km of roads maintained, satisfying Operational Manual quality monitoring criteria # of workers in project public works schemes # of work days provided in labour intensive public works schemes Targets: - 775 UPs maintaining/creating/rehabilitating community assets - 27,900 workers in public asset schemes - 10,183,500 work days created in public works schemes Related CP outcome: Outcome 2.1 above | Selection of priority public assets through community consultations Maintenance/creation/rehabilitation of public assets selected On-the-job training to crew groups on techniques of quality maintenance work Payment of wages Provision of supplies (tools, tree saplings, uniforms, cell phones, etc.) Monitoring and supervision of work and its quality | X | X | X | X | LGD assisted by UNDP | Wages | 13,140,000 |
| | | X | X | X | X | | Supplies (tools, tree saplings, uniforms, cell phones, etc.) | 2,182,800 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|-------------------|---------------------------|-----------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 5</p> <p><i>Local communities have better capacity to withstand natural disasters and recover after disasters</i></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> # of public asset schemes serving the purpose of reducing natural disaster / climate change risk # of workers in project public works schemes # of work days provided in labour intensive public works schemes <p><i>Targets:</i></p> <ul style="list-style-type: none"> - 70 UPs develop and maintain community assets that reduce the risks of natural disaster - 21,000 workers in public asset schemes - 1,260,000 work days created in public works schemes <p><i>Related CP outcome:</i></p> <p><i>Outcome 2.1 above</i></p> | <p>Selection of priority public assets through community consultations</p> <p>Selection of poor women and men to develop/maintain/restore public assets</p> <p>Developing and maintaining community assets that reduce the risks of natural disasters</p> <p>Restoring community assets damaged by natural disasters</p> <p>Payment of wages</p> <p>Provision of supplies (tools, etc.)</p> <p>Monitoring and supervision of work and its quality</p> | X | X | X | X | | Public asset block grants | 2,710,000 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|------------------|------------------|------------------|------------------|--|--|--|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| Output 6 Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach <i>Indicators:</i> # of participatory meetings and exercises organized by local government institutions # of local government representatives/officials trained <i>Targets:</i> - Inception workshops held in 13 new project districts - 651 UP's and 66 Upazilas in 13 districts receive project induction training <i>Related CP outcome:</i> Outcome 2.1 above | Baseline survey Inception workshops in 13 new project districts Project inception training Training needs assessment On-the-job coaching Peer training by best practitioners / horizontal learning Financial monitoring with parallel knowledge transfer of good practices Mid-term evaluation | X X X X | X X X X | X X X X | X X X X | LGD UNDP LGD UNDP LGD assisted by UNDP LGD assisted by UNDP | GoB UNDP GoB UNDP Training | 160,800 840,000 551,500 356,200 284,000 400,000 |
| TOTAL | | | | | | | | 28,995,300 |

Year 4:

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|-----------|----|----|----|---------------------------------------|--------------------------------------|----------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 1 Core beneficiary households are able to protect their food security and livelihoods post-project</p> <p><i>Indicators:</i> # of women selected/employed as core beneficiaries</p> <p><i>Targets:</i> - 27,900 women trained in income generating activities - 27,900 women exiting cash transfers into waged or self employment - 32,616 women selected and employed as core beneficiaries</p> <p><i>Related CP outcome:</i> Outcome 2.1: Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks</p> | <p>Selection of 32,616 extreme poor women as core beneficiaries</p> <p>Employment of 32,616 extreme poor women in public works</p> <p>Promotion of savings habits amongst beneficiary households</p> <p>Deposit of end-of-tenure bonus</p> <p>Skills training of 27,900 extreme poor women for economic opportunities and post-project employability</p> <p>Promotion of expanded household asset base for sustainable livelihoods development</p> <p>Counselling of graduated women in selection and operation of a sufficiently large and diversified business portfolio that can protect future livelihoods</p> <p>Job placement arrangements with local SMEs</p> <p>Creation of social capital in support of graduated women and their post-project livelihood activities</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | End-of-tenure bonus | 8,206,100 |
| | | X | X | X | X | | Skills training UP based NGO support | 2,160,000 956,900 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|--|--|-----------|----|----|----|---------------------------------------|----------------|--------------------|--------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount |
| Output 2 Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice <i>Indicators:</i> # of training courses on different relevant issues conducted # of participants trained % of participants demonstrating understanding or passing skill tests at the end of each training % of participants demonstrating understanding at the end of nutrition awareness campaign # of reported cases of beneficiary women being victims of violence and/or sexual oppression <i>Targets:</i> - 32,616 women trained in life skills - Project-wide nutrition awareness campaign arranged <i>Related CP outcome:</i> Outcome 2.1 above | Life skills training of 32,616 extreme poor women Nutrition awareness campaigns Reporting and redressing violence against and abuse of women | X | X | X | X | LGD assisted by UNDP and Partner NGOs | Training | 1,262,500 | |

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|--|-----------|----|----|----|---------------------------------------|-------------------------------------|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| <p>Output 3</p> <p>Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing</p> <p>Indicators:</p> <ul style="list-style-type: none"> # of contacts established between service providing agencies and disadvantaged women % of beneficiary households having access to financial services # of insured women <p>Targets:</p> <ul style="list-style-type: none"> - Contacts established between service providing agencies and 32,364 women <p>Related CP outcome: Outcome 2.1 above</p> | <p>Participatory identification of needs for services</p> <p>Establishment of linkages between service providers, in particular Upazila service providing departments, and SWAPNO beneficiary households and other poor households in participating local communities</p> <p>Enhancing cooperation between the UPs and service delivery departments</p> <p>Provision of saving deposit facilities with participating payment agents</p> <p>Provision of micro-insurance through MFIs</p> <p>Provision of special funds for priority basic services requested by beneficiary households and other poor households</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | Basic service delivery block grants | 500,000 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|-----------|----|----|----|----------------------|--|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| Output 4 <i>Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities</i> <i>Indicators:</i> # of local communities benefiting from at least one public works scheme # of km of roads maintained, satisfying Operational Manual quality monitoring criteria # of workers in project public works schemes # of work days provided in labour intensive public works schemes <i>Targets:</i> - 1030 UPs maintaining/creating/rehabilitating community assets - 37,080 workers in public asset schemes - 12,719,500 work days created in public works schemes <i>Related CP outcome:</i> Outcome 2.1 above | Selection of priority public assets through community consultations Maintenance/creation/rehabilitation of public assets selected On-the-job training to crew groups on techniques of quality maintenance work Payment of wages Provision of supplies (tools, tree saplings, uniforms, cell phones, etc.) Monitoring and supervision of work and its quality | X | X | X | X | LGD assisted by UNDP | Wages | 16,412,300 |
| | | X | X | X | X | | Supplies (tools, tree saplings, uniforms, cell phones, etc.) | 2,680,000 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|--|-----------|----|----|----|-------------------|---------------------------|-----------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| Output 5 <i>Local communities have better capacity to withstand natural disasters and recover after disasters</i> <i>Indicators:</i> # of public asset schemes serving the purpose of reducing natural disaster / climate change risk # of workers in project public works schemes # of work days provided in labour intensive public works schemes <i>Targets:</i> - Another 70 UPs develop and maintain community assets that reduce the risks of natural disaster - 21,000 workers in public asset schemes - 1,260,000 work days created in public works schemes <i>Related CP outcome:</i> Outcome 2.1 above | Selection of priority public assets through community consultations Selection of poor women and men to develop/maintain/restore public assets Developing and maintaining community assets that reduce the risks of natural disasters Restoring community assets damaged by natural disasters Payment of wages Provision of supplies (tools, etc.) Monitoring and supervision of work and its quality | X | X | X | X | | Public asset block grants | 2,710,000 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|--|---|-----------|----|----|----|----------------------|----------------|---|-------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount |
| Output 6 | | X | | | | LGD | GoB | Human resources, GoB | 160,800 |
| <i>Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach</i> | Inception workshops | X | X | | | UNDP | UNDP | Human resources, TA | 950,000 |
| <i>Indicators:</i> | Project inception training | X | X | | | LGD | GoB | Office, travel and vehicle costs, GoB | 196,100 |
| <i># of participatory meetings and exercises organized by local government institutions</i> | Training needs assessment | X | X | | | UNDP | UNDP | Office, travel and vehicle costs, TA | 435,100 |
| <i># of local government representatives/officials trained</i> | Training of UPs and Upazilas in pro-poor planning | X | X | | | LGD assisted by UNDP | | Training | 387,000 |
| <i>Targets:</i> | On-the-job coaching | X | X | | X | LGD assisted by UNDP | | Evaluations, audit, monitoring, workshops, visibility | 375,000 |
| <i>- Inception workshops held in 7 new project districts</i> | Peer training by best practitioners / horizontal learning | X | X | | X | | | | |
| <i>- 255 UPs and 26 Upazilas in 7 districts receive project induction training</i> | Financial monitoring with parallel knowledge transfer of good practices | X | X | | X | | | | |
| <i>- 651 UPs and 66 Upazilas in 13 districts receive training in pro-poor planning</i> | | | | | | | | | |
| <i>- 27,900 women provided with follow-up and counselling for sustainable livelihoods</i> | | | | | | | | | |
| <i>Related CP outcome:</i> | | | | | | | | | |
| <i>Outcome 2.1 above</i> | | | | | | | | | |
| TOTAL | | | | | | | | | 37,391,800 |

Year 5:

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|---|-----------|----|----|----|---------------------------------------|---|-----------------------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 1 <i>Core beneficiary households are able to protect their food security and livelihoods post-project</i></p> <p><i>Indicators:</i> % of beneficiaries engaged in activities generating income at least equal to public works wage % of graduated women with improved resilience to cope with crises and lean seasons % of graduates employed or self-employed six months after cash transfer completion % of households with % increase in incomes against baseline and poverty line % of households with expanded asset base and improvement in household living standards # of participants exiting cash transfers into waged or self employment % increase of household consumption and savings from income transfers from public works % of beneficiary households that receive public work wages reporting no distress sales of assets to meet food needs</p> | <p>Employment of 32,616 extreme poor women in public works Deposit of end-of-tenure bonus Promotion of savings habits amongst beneficiary households Deposit of end-of-tenure bonus Skills training of 32,616 extreme poor women for economic opportunities and post-project employability Promotion of expanded household asset base for sustainable livelihoods development Counselling of graduated women in selection and operation of a sufficiently large and diversified business portfolio that can protect future livelihoods Job placement arrangements with local SMEs Creation of social capital in support of graduated women and their post-project livelihood activities</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | End-of-tenure bonus Skills training UP based NGO support | 6,599,700 2,525,100 841,700 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|--|---|-----------|----|----|----|---------------------------------------|----------------|--------------------|--------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount |
| <p>Average number of days in a year that households report being food insecure</p> <p># of beneficiaries trained in income generating activities</p> <p><i>Targets:</i></p> <ul style="list-style-type: none"> - 32,616 women trained in income generating activities - 32,616 women exiting cash transfers into waged or self employment - At least 2/3 of 1st cycle beneficiary households earn at least equal to public works wage - The poverty gap has been halved as against baseline <p><i>Related CP outcome:</i></p> <p><i>Outcome 2.1: Economic growth is achieved in a more inclusive manner, with economic opportunities reaching the rural and urban poor and the protection of vulnerable groups against shocks</i></p> | | | | | | | | | |
| <p>Output 2</p> <p>Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice</p> | Reporting and redressing violence against and abuse of women | X | X | X | X | LGD assisted by UNDP and Partner NGOs | | | 0 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|--|--|-----------|----|----|----|-------------------|----------------|--------------------|--------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount |
| <p><i>Indicators:</i></p> <ul style="list-style-type: none"> % primary & secondary school enrolment and completion rates (disaggregated by gender) in supported households % of beneficiary children 0-5 years old with complete immunizations for their age group % of beneficiary children 0-5 years old with stunted growth Frequency-weighted diet diversity improvement in household food consumption % of beneficiary women with improved health status (self-reported) as against baseline status % of beneficiary women with Body Mass Index ≥ 18.5 % of beneficiary women having a say in household decision making # of reported cases of beneficiary women being victims of violence and/or sexual oppression | | | | | | | | | |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|--|-----------|----|----|----|-------------------|----------------|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| <p>Targets:</p> <ul style="list-style-type: none"> - At least 90% of beneficiary children 5-17 years old are enrolled in school - At least 80% of core beneficiary households have acceptable food security - Incidence of BMI <18.5 has been halved for 1st cycle beneficiary women - All beneficiary women have a say in household decision making <p><i>Related CP outcome: Outcome 2.1 above</i></p> | | | | | | | | |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|---------------------------------------|-------------------------------------|--------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description |
| <p>Output 3</p> <p>Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing</p> <p>Indicators:</p> <ul style="list-style-type: none"> % of beneficiary households having access to a menu of UP and Upazila services % of beneficiary households having access to financial services (disaggregated by savings facilities, loans and insurance) % of core beneficiary women with NGO affiliation # of insured women # of contacts established between service providing agencies and disadvantaged women <p>Targets:</p> <ul style="list-style-type: none"> - Contacts established between service providing agencies and 65,000 women - At least 2/3 of core beneficiary households have access to a menu of UP and Upazila services - 65,000 women have access to financial services <p>Related CP outcome: Outcome 2.1 above</p> | <p>Participatory identification of needs for services</p> <p>Establishment of linkages between service providers, in particular Upazila service providing departments, and SWAPNO beneficiary households and other poor households in participating local communities</p> <p>Enhancing cooperation between the UPs and service delivery departments</p> <p>Provision of saving deposit facilities with participating payment agents</p> <p>Provision of special funds for priority basic services requested by beneficiary households and other poor households</p> <p>Affiliation with local NGOs</p> <p>Provision of micro-insurance through MFIs</p> | X | X | X | X | LGD assisted by UNDP and Partner NGOs | Basic service delivery block grants | 584,500 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|--|-----------|----|----|----|----------------------|--------------------------------|------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| Output 4 Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities Indicators: # of local communities benefiting from at least one public works scheme # of km of roads maintained annually, satisfying Operational Manual quality monitoring criteria # of workers in project public works schemes # of work days provided in labour intensive public works schemes Targets: - 906 UPs maintaining/creating/rehabilitating community assets - 32,616 workers in public asset schemes - 10,229,500 work days created in public works schemes Related CP outcome: Outcome 2.1 above | Maintenance/creation/rehabilitation of public assets selected On-the-job training to crew groups on techniques of quality maintenance work Payment of wages Provision of supplies (tree saplings, etc.) Monitoring and supervision of work and its quality | X | X | X | X | LGD assisted by UNDP | Wages | 13,199,300 |
| | | X | X | X | X | | Supplies (tree saplings, etc.) | 1,979,900 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|---|--|-----------|----|----|----|-------------------|---------------------------|-----------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Amount |
| <p>Output 5</p> <p><i>Local communities have better capacity to withstand natural disasters and recover after disasters</i></p> <p><i>Indicators:</i></p> <ul style="list-style-type: none"> # of public asset schemes serving the purpose of reducing natural disaster / climate change risk % of such public assets operational and maintained one year after completion Estimate of # of users (including pro-poor profiles) of such public assets maintained/ rehabilitated # of public assets rehabilitated/ restored after disasters # of workers in project public works schemes # of work days provided in labour intensive public works schemes <p><i>Targets:</i></p> <ul style="list-style-type: none"> - Another 60 UPs develop and maintain community assets that reduce the risks of natural disaster - 18,000 workers in public asset schemes - 1,080,000 work days created in public works schemes <p><i>Related CP outcome:</i> <i>Outcome 2.1 above</i></p> | <p>Selection of priority public assets through community consultations</p> <p>Selection of poor women and men to develop/ maintain/restore public assets</p> <p>Developing and maintaining community assets that reduce the risks of natural disasters</p> <p>Restoring community assets damaged by natural disasters</p> <p>Payment of wages</p> <p>Provision of supplies (tools, etc.)</p> <p>Monitoring and supervision of work and its quality</p> | X | X | X | X | | Public asset block grants | 2,322,000 |

| EXPECTED OUTPUTS And baseline, associated indicators and annual targets | PLANNED ACTIVITIES List activity results and associated actions | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | | |
|---|--|-----------|----|----|----|----------------------|--|--------------------|--------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description | Amount |
| Output 6 Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach Indicators: % of beneficiary households perceiving local government institutions having transparency, capacity and responsiveness % of local governments sensitive to inclusiveness (including gender aspects) and able to make pro-poor plans % of UP project committees with improved management skills in planning, supervision, monitoring, record keeping, reporting and conflict resolution for public works schemes # of disadvantaged women provided with follow-up and counselling for sustainable livelihoods # of participatory meetings and exercises organized by local government institutions # of local government representatives/officials trained | Training of UPs and Upazilas in pro-poor planning On-the-job coaching Peer training by best practitioners / horizontal learning Training of UPs and Upazilas in post-project responsibilities Financial monitoring with parallel knowledge transfer of good practices End-line survey | X | X | X | X | LGD | Human resources, GoB | 160,800 | |
| | | X | X | X | X | UNDP | Human resources, TA | 950,000 | |
| | | X | X | X | X | LGD | Office, travel and vehicle costs, GoB | 158,000 | |
| | | X | X | X | X | UNDP | Office, travel and vehicle costs, TA | 435,100 | |
| | | | | | | LGD assisted by UNDP | Training | 129,800 | |
| | | | | | | LGD assisted by UNDP | Evaluations (including end-line), audit, monitoring, workshops, visibility | 450,000 | |

| EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i> | PLANNED ACTIVITIES <i>List activity results and associated actions</i> | TIMEFRAME | | | | RESPONSIBLE PARTY | PLANNED BUDGET | |
|--|---|-----------|----|----|----|-------------------|----------------|------------------------------|
| | | Q1 | Q2 | Q3 | Q4 | | Funding Source | Budget Description Amount |
| <p><i>Targets:</i></p> <ul style="list-style-type: none"> - 255 UPs and 26 Upazilas in 7 districts receive training in pro-poor planning - 1030 UPs and 106 Upazilas trained in post-project responsibilities - 32,616 women provided with follow-up and counselling for sustainable livelihoods - At least 2/3 of UPs rated overall moderate or good in UP capacity assessments <p><i>Related CP outcome:</i> Outcome 2.1 above</p> | | | | | | | | |
| TOTAL | | | | | | | | 30,335,900 |

Summary Budget for SWAPNO Project (in USD)

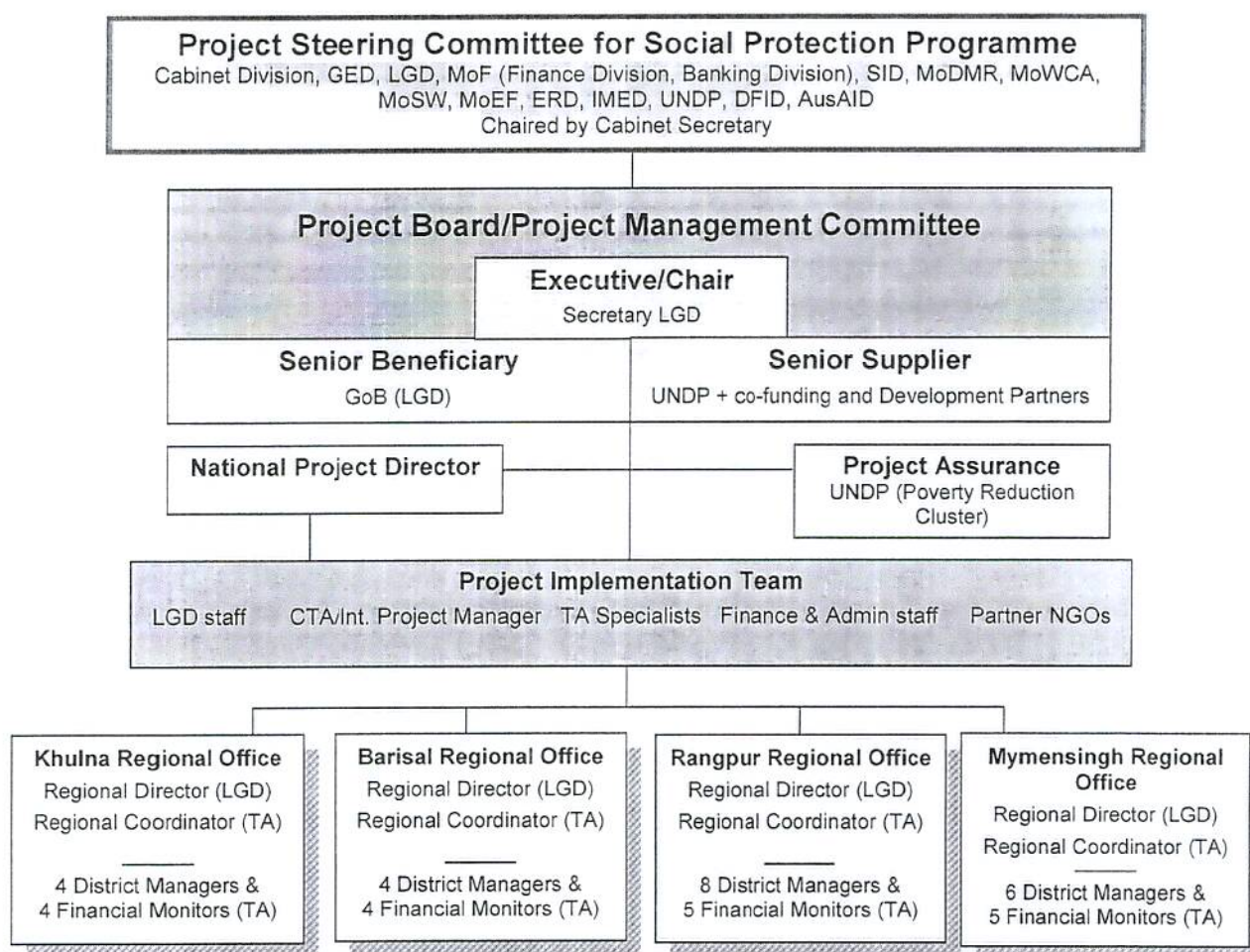
| Description | Year | | | | | | Total, 5 years |
|--|------------------|------------------|---------------------|-------------------|-------------------|-------------------|--------------------|
| | 2014 | 2015 | Total, 2-year pilot | 2016 | 2017 | 2018 | |
| 1. Wages for employment of destitute women in 18-month cycles | 2,365,200 | 2,365,200 | 4,730,400 | 19,710,000 | 24,618,400 | 19,799,000 | 68,857,800 |
| 2. Training of women participants, with emphasis on future employability | 172,800 | 345,600 | 518,400 | 1,080,000 | 3,422,500 | 2,525,100 | 7,546,000 |
| 3. Material cost for durable asset rehabilitation, including tree saplings | 271,800 | 236,300 | 508,100 | 2,182,800 | 2,680,000 | 1,979,900 | 7,350,800 |
| 4. Climate change adaptive infrastructure engaging (totally up to 60,000) unemployed men and women | - | - | - | 2,710,000 | 2,710,000 | 2,322,000 | 7,742,000 |
| 5. Pro-poor service delivery block grants | - | 80,000 | 80,000 | - | 500,000 | 584,500 | 1,164,500 |
| 6. NGO and semi-volunteer localised support | 115,200 | 115,200 | 230,400 | 720,000 | 956,900 | 841,700 | 2,749,000 |
| 7. Training of Local Government Institutions, Partner NGOs, volunteers | 51,500 | 52,100 | 103,600 | 284,000 | 387,000 | 129,800 | 904,400 |
| 8. Human resources | 319,000 | 346,100 | 665,100 | 1,000,800 | 1,110,800 | 1,110,800 | 3,887,500 |
| 9. Office, travel and vehicle costs | 250,500 | 125,500 | 376,000 | 907,700 | 631,200 | 593,100 | 2,508,000 |
| 10. Evaluations, policy advocacy, seminars, publicity, audit, monitoring | 40,000 | 25,000 | 65,000 | 400,000 | 375,000 | 450,000 | 1,290,000 |
| Total Budget | 3,586,000 | 3,691,000 | 7,277,000 | 28,995,300 | 37,391,800 | 30,335,900 | 104,000,000 |
| Funding by GoB (25%) | | | 1,819,000 | | | | 26,000,000 |
| Funding by UNDP | | | 4,500,000 | | | | 4,500,000 |
| Unfunded budget | | | 958,000 | | | | 73,500,000 |

V. MANAGEMENT ARRANGEMENTS

Oversight of the project will be provided by a Project Board / Project Management Committee (PMC), which is the group responsible for consensus management decisions for the project when guidance is required, including approval of project plans and revisions. Project Board/PMC oversight should ensure accountability, transparency, effective project management and best value for money. Annual reviews, work plans and budgets will be prepared and presented by the Project Management to the Executive and other members of the Project Board/PMC for review and approval. Quarterly reports will be prepared by the Project Manager, under the guidance of the National Project Director (NPD), and submitted to UNDP, who will share narrative and financial reports with co-funding development partners.

The composition of the Project Board/PMC and the overall project structure are given in Figure 6.

Figure 6: Programme Management and Implementation Structure



The Project Board/PMC will be responsible for strategic management of SWAPNO. The Project Board/PMC will be chaired by the Secretary, Local Government Division, MLGRD&C with NPD as the ex-officio member secretary and will apart from Project Board/PMC members comprise standing members representing Ministries and Government Departments concerned with the implementation of the project. The Project Board/PMC will assist the Implementing Partner by giving strategy directions and will review main reports provided by the project. The Project Board/PMC will consider strategic implications of Overall and Annual Work Plans and budgets before they are sent for final consideration and approval

There will be a Project Steering Committee (PSC) for the larger UNDP assisted Social Protection Programme of which SWAPNO will be a part (along with the Social Protection Policy Support Programme - SPPS). The PSC, chaired by the Cabinet Secretary, will be responsible for policy

guidance and co-ordination between all institutions and groups involved in the Social Protection Programme. This PSC will also be connected with the DFID funded Social Protection Programme.

Programme activities will be managed by LGD in accordance with UNDP's National Execution Modality (NEX). SWAPNO will be implemented by the LGD of MLGRD&C through Union Parishads (UPs), while UNDP will provide support focused on (a) provision of technical assistance to promote and embed, within national frameworks, best policy and practice on social safety net development; (b) capacity development across all levels with a special focus on participating UPs and Upazilas; (c) undertake key aspects of project monitoring and quality assurance services; and (d) support to human resource management, procurement and fiduciary services, to ensure high levels of accountability in line with international standards, as required.

The Project will be headed by a National Project Director deputed from GoB, who will also lead the Project Implementation Team. The Team will have an international Chief Technical Advisor (CTA) (for the initial 2 years), providing technical and managerial support. Once the project is being scaled up, an International Project Manager will be hired for these responsibilities. The National Project Director and the CTA/IPM will be stationed in Dhaka.

There will be four Regional Offices, one in Khulna to cover Khulna, Satkhira, Bagherhat and Jessore districts; a second one in Barisal to cover Barisal, Barguna, Patuakhali and Gopalganj districts; a third one located in Rangpur to cover Kurigram, Nilphamari, Lalmonirhat, Rangpur, Gaibandha, Panchagarh, Thakurgaon and Naogaon districts; and the fourth regional office, covering Mymensingh, Jamalpur, Tangail, Kishoreganj, Habiganj and Sirajganj districts, will be set up in Mymensingh. Smaller district offices will be set up on the basis of number of Upazilas to be covered per district and distance between districts.

The UPs will implement the project at the local level. They will select and recruit direct project beneficiaries based on set criteria, distribute works and monitor progress.

5.1 Key Project Staff

National Project Director

A National Project Director (full-time from the third project year) will be responsible for guiding the overall management of project activities, ensuring that they are consistent with the signed Project Document and approved Annual Work Plans. The Project Director will lead the LGD Project Implementation Team through planning, implementing and managing the delivery of activities approved in project documents and annual work plans. The Project Director is responsible for the day to day operational management of the project, including developing and overseeing work & procurement plans, financial management and preparation of project progress reports. The Project Director will also facilitate anchoring project experience with policy implications within the Government system to smooth the process of policy response and facilitate cooperation required with other Ministries and Government Departments for effective SWAPNO implementation.

International Project Manager/CTA

The Project Manager/CTA is responsible for ensuring that the project is managed in an effective and accountable manner, complying with UNDP guidelines and reporting requirements. S/he will support the project's activities and its partners and stakeholders. The Project Manager/CTA is a specialist in social protection and poverty reduction and will lead the Technical Assistance Specialist Team and ensure that it is effectively deployed to provide required capacity development services to LGD in general and the SWAPNO Project Implementation Team in particular in the implementation of SWAPNO, including the provision of technical expertise related to social safety nets with graduation strategies, as well as the project's interface with disaster risk reduction and climate change adaptation. The Project Manager/CTA will ensure a feedback loop of project experience into the SPPS and actively engage in feeding information to UNDP and Government on project lessons with implications for social protection strategy and policy. S/he will function as counterpart to the National Project Director.

Training Specialist

The Training Specialist will lead the capacity development of participating Local Government Institutions by assisting curriculum development, selection of trainers, training of trainers, monitoring of training and training impact assessments. S/he will have similar responsibilities for training module development, training of trainers, monitoring of training and training impact assessments related to human development training of project beneficiaries. The Training Specialist will oversee the performance of trainers involved through field observations. S/he will undertake an initial training needs assessment and will through field observations identify existing capacity gaps in the performance of Local Government Institutions and Partner NGOs and devise need based training as required.

M&E Specialist

The M&E Specialist will be responsible for setting up and operating the project's M&E and MIS systems. S/he will initiate, guide and facilitate baseline surveys and subsequent results appraisals and special studies. S/he will provide assistance to scheduled Mid-Term Evaluation and End-of-project Evaluation. The M&E Specialist will be responsible for collecting MIS data from the field through an MIS Expert and regional M&E Officers and feeding such data into quarterly and annual progress reports and assist in report writing. S/he will, together with the MIS Expert, devise the process of feeding MIS data from Union Parishad up, ensure implementation of effective MIS reporting and arrange for capacity development training as required.

Livelihood Specialist

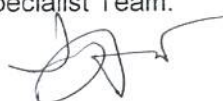
The Livelihood Specialist will bear the responsibility for devising effective strategies and input packages for sustainable post-employment livelihood activities of core beneficiary households. S/he will actively liaise with the organisation(s) contracted for training in micro-enterprise skills and set up links for apprenticeship training. S/he will oversee inventories of skills in demand from local SMEs, with possible job placement, and give guidance on skills training plans accordingly. The Livelihood Specialist will outline a menu of more climate change resilient livelihood options, as well as lists of activities sensitive to climatic events, based on area-specific conditions and take action to ensure that women are counselled accordingly when building up a business portfolio. S/he will set rapid market appraisals for key livelihood activities in motion and facilitate market considerations in selection of activities.

Social Development Specialist

The Social Development Specialist will ensure that the graduation strategy for core beneficiary women is implementable considering local gender conditions and engage in advocacy to remove obstacles and create a more congenial environment. S/he will advise on specific training needs of women UP representatives and devise training modules accordingly. S/he will devise a system for reporting incidents of violence against and harassment of women, related to both conditions on SWAPNO work sites and in the family context, and facilitate that required action is taken, including counselling victims of violence. S/he will appraise existing child care arrangements of working beneficiary women and give recommendations for improvements as required. The Social Development Specialist will also keep an eye on the nutrition of women and children and participate in nutrition campaigns.

Regional Project Coordinator

The Regional Project Coordinator will, together with a counterpart Regional Director, bear responsibilities for all kinds of project operation being implemented according to the Project Document and approved Annual Work Plans in the region under his/her jurisdiction. This will in particular pertain to correct beneficiary selection as per set criteria, selection of public works through community consultation, active engagement of local project committees, submission of timely and correct monitoring/MIS reports and proper financial management. The Regional Project Coordinator will oversee that NGO field workers and organisation(s) contracted for training in micro-enterprise skills are effectively deployed. S/he will guide the work of District Managers in the region assigned and identify the need for field assistance by specialists of the Technical Assistance Specialist Team.



District Manager

S/he will ensure proper implementation of project activities in the district, establish good working relationship with all Government counterparts involved in project implementation, organize capacity strengthening training and district workshops, coach local government representatives/officials and Partner NGO field workers on-the-job for their capacity development, guide and monitor the work of NGO field workers and organisation(s) contracted for training in micro-enterprise skills, liaise with local SMEs for apprenticeship training and job placement opportunities, assist UPs and Upazilas in monitoring of project activities, network to disseminate knowledge of project activities, document and report project activities in the district, identify problems and bottlenecks and contribute to solving them.

Financial Monitoring Team

The Financial Monitoring Team will have overall financial control responsibility for financial management of approved project budgets at Union Parishad level and the implementation of operational strategies, control of Union Parishad project accounts and fund management, as well as facilitation of knowledge building and sharing. The team will ensure effective implementation of the Internal Control Framework, with mechanisms and various activities clustered under three broad categories: a) preventive controls that protect against risks before they happen; b) detective controls that identify risk incidences soon after they occur; c) certain controls that deter risks of non-compliance and misconduct.

Administrative and Financial Support TA

Administrative and financial support staff will provide services on finance, human resources management, procurement and logistics, etc. They will facilitate budgeting and expenditure tracking, prepare financial reports, assist recruitment and payment of UNDP staff and manage the procurement that is done through UNDP.

Apart from the National Project Director, following key GoB staff will be deployed with central roles to play.

Manager, Programme

The Manager, Programme will, as a member of the LGD Project Implementation Team, assist the National Project Director in his overall management responsibilities. This will include preparation of reports, especially those required by the Government, drafting of Government Orders, any required DPP revision, cooperation and coordination with other Ministries and Government Departments, cooperation with NGOs and training institutions, preparations for and follow-up of Project Steering Committee meetings, arrangements of workshops and visibility events, development of the project's Operational Manual, assistance in the monitoring of field activities and so forth.

Manager, Finance

The Manager, Finance will, as a member of the LGD Project Implementation Team, be responsible for proper financial management of the project, including implementation of budgets, payments and preparation of all types of financial reports. S/he will provide financial and project management support, ensure regular maintenance and updating of project books and accounts and assist in preparing periodic financial and accounting records, maintain inventory of project assets and maintain delivery records. S/he will ensure cooperation with participating banks and other payment agents selected. The Manager, Finance will in carrying out his duties liaise with government departments, UNDP, donor partners, NGOs and other key stakeholders.

Regional Director

The Regional Director will, assisted by a Regional Project Officer and his/her team, bear responsibilities for all kinds of project operation being implemented according to the Project Document and approved Annual Work Plans in the region under his/her jurisdiction. This will in particular pertain to correct beneficiary selection as per set criteria, selection of public works

through community consultation, active engagement of local project committees, submission of timely and correct monitoring/MIS reports and proper financial management. The Regional Director will inform the Project Implementation Team about capacity gaps and bottlenecks found with recommendations for remedies. The Regional Director will as a prime responsibility liaise with all Deputy Commissioners and Deputy Directors Local Government involved in project implementation and ensure their full support of and cooperation with the project.

5.2 Partnerships

SWAPNO is a Government project and will locally be implemented through Local Government Institutions. However, partnership with Civil Society Organisations is an essential part of good governance. REOPA, also implemented by LGD, entered partnerships with six local NGOs for tasks related to monitoring and capacity training of beneficiaries. A variant of the REOPA NGO partnership is proposed for consideration in SWAPNO, with details to be worked out during the inception phase.

It is proposed that Union level support staff should be sourced locally from amongst unemployed educated youth, with affirmative action to recruit women. SWAPNO would then also contribute to develop human capital of grassroots development cadres to build up local poverty reduction competence and to sustain the lessons learned in the local community. They could be recruited under grants contracts with 'umbrella' NGOs after a Request for Proposals process. Such field staff would be used as trainers to support group organisation and leadership development and awareness raising on issues like nutrition, primary health, sanitation, gender equity, rights and entitlements. They would also assist UPs in correct selection of project beneficiaries and impart on-the-job training in road maintenance, along with monitoring quality of the work. This field staff would also counsel and monitor graduated women engaged in micro-enterprises and facilitate linkages between service providers and beneficiary households. They would be trained for the job by the NGOs recruiting and supervising them. Detailed TOR for the engagement of NGOs in SWAPNO will be worked out during the inception phase.

When it comes to training beneficiary women in micro-enterprise skills, a more specialised organisation needs to be engaged for quality training. An arrangement could be made to partner with an institution like Micro-Industries Development Assistance and Services (MIDAS) for providing entrepreneurship training. MIDAS has a cadre of trainers conducting a combination of business planning + vocational skills training. The standard business training in "start your own business" has a duration of six days. Vocational training is offered for 22 various trades, with training duration typically varying between 13 and 18 days.

Vocational training could also be imparted through apprenticeship arrangements with local SMEs, with a plan for subsequent job placement. Also graduated REOPA women who are successfully running retail business like grocery shops and tea stalls could be used as resource persons in apprenticeship training. Linkage with the ILO vocational training programme TVET, Component 5 for underprivileged groups, via its Training for Rural Economic Empowerment (TREE), could facilitate incorporation of more substantial vocational training than what is now offered in social safety net programmes. ILO has also assisted Bangladesh in the development a Code of Practice of Informal Apprenticeship and a national strategy for gender equality in vocational training that are useful supporting instruments in private sector engagement in vocational training of women.

The National Institute of Local Government (NILG), placed under the Local Government Division of MLGRD&C, is the only Government institute with responsibilities for training of Local Government officials and elected representatives. Using NILG to deliver capacity development training of Local Government Institutions participating in SWAPNO would further reinforce LGD ownership over the project through a model that is institutionally sustainable. By building on the peer learning experiences of both NILG and REOPA it would also contribute to ongoing capacity development of NILG itself. Supported by the UNDP Technical Assistance Specialist Team, NILG could be engaged in responsibilities of curriculum development, sourcing local trainers, training of trainers, monitoring of training and training impact assessments.



Partnership will also include linkages with other UNDP supported projects for synergy benefits, including the Union Parishad Governance Project and the Upazila Governance Project (as related to LGI capacity development) and the Access to Information (A2I) Project and its Union Information & Service Centres (as related to payment platforms and MIS).

5.3 Audit

The project will be subjected to audit of the Foreign Aided Project Audit Directorate under the office of the Comptroller and Auditor General of Bangladesh (annually) and through UNDP audit of projects under NEX implementation modality. Co-funding Development Partners' audit requirements will be adhered to.



VI. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

The project will be subjected to a Mid-Term Evaluation in Year 3 and an End-of-project Evaluation at the end of Year 5. An ex post Impact Assessment for selected sustainability indicators is also envisaged one year after project completion.

The project will set up an M&E system enabling analysis of impact and attribution of impact (see Annex 2 for a detailed M&E Plan). Crucial for such analysis will be to establish pre-project baselines for critical indicators and the use of control groups for impact analysis related to the treatment group of core beneficiaries. Survey methodologies will be finalized during the inception phase. The impact assessment will adopt a rigorous experimental design, linked with appropriate quasi-experimental approaches as necessary. For example, one option is a randomised control trial using a rolling baseline with pipeline controls, combined with propensity score matching approaches to correct for potential selection bias. Alternatively, another option not requiring a quasi-experimental component is a pure randomised control trial, with a lottery employed to select participants from a pre-qualified list, and the resulting non-participants serving in the control group. There are advantages and disadvantages to alternative approaches, which will be analysed during the inception phase in order to finalise the methodological approach. In addition, the inception process will employ the statistical power analysis required to determine the necessary sample size for the impact assessment.



6.1 Quality Management for Project Activity Results

(To be reviewed and finalized during inception phase)

| OUTPUT 1: Core beneficiary households are able to protect their food security and livelihoods post-project | | |
|---|---|--|
| Activity Result 1 (Atlas Activity ID) | Short title to be used for Atlas Activity ID | Start Date: 1 July 2014 End Date: 30 June 2019 |
| Purpose | Core beneficiary households will be able to permanently move out of poverty | |
| Description | <ul style="list-style-type: none"> ▪ Selection of 65,000 extreme poor women as core beneficiaries ▪ Employment of 65,000 extreme poor women in public works for an 18-month tenure ▪ Skills training of 65,000 extreme poor women for economic opportunities and post-project employability ▪ Promotion of expanded household asset base for sustainable livelihoods development ▪ Deposit of savings bonus ▪ Promotion of savings habits amongst beneficiary households ▪ Counselling of graduated women in selection and operation of a sufficiently large and diversified business portfolio that can protect future livelihoods ▪ Job placement arrangements with local SMEs ▪ Creation of social capital in support of graduated women and their post-project livelihood activities | |
| Quality Criteria | Quality Method | Date of Assessment |
| <ul style="list-style-type: none"> ▪ Beneficiaries in public works are engaged in activities generating income at least equal to public works wages 18 months after end of project employment tenure ▪ Graduated women have improved resilience to cope with crises and lean seasons ▪ Graduated women are employed or self-employed six months after cash transfer completion ▪ Households have increase in incomes against baseline and poverty line ▪ Households have expanded asset base and improvement in household living standards ▪ All participants exit cash transfers into waged or self employment ▪ Household consumption and savings are increased from income transfers from public works ▪ Beneficiary households that receive public work wages report no distress sales of assets to meet food needs ▪ Average number of days in a year that households report being food insecure is substantially reduced | <ul style="list-style-type: none"> ▪ Household surveys, tracer studies of ex-participants; survey data from interviews ▪ Household surveys, tracer studies of ex-participants; survey data on coping strategies from interviews ▪ Household surveys, tracer studies of ex-participants; survey data from interviews ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups, tracer studies; survey data from interviews ▪ MIS, Partner NGO records ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; survey data from interviews | <ul style="list-style-type: none"> End of project and ex post evaluation Baseline, mid-term and at end of project Mid-term and at end of project Baseline, mid-term and at end of project Baseline, mid-term and at end of project At end of each cash transfer cycle Annually against baseline Baseline, mid-term and at end of project Baseline, mid-term and at end of project |
| OUTPUT 2: Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice | | |
| Activity Result 2 (Atlas Activity ID) | Human capital development | Start Date: 1 July 2014 End Date: 30 June 2019 |
| Purpose | To develop human capital that builds confidence and awareness, boosts resilience to shocks and adverse trends, reverts previous social exclusion and thwarts inter-generational transmission of poverty | |
| Description | <ul style="list-style-type: none"> ▪ Life skills training of 65,000 extreme poor women | |

| | | |
|---|--|---|
| | <ul style="list-style-type: none"> ▪ Nutrition awareness campaigns ▪ Reporting and redressing violence against and abuse of women | |
| Quality Criteria <ul style="list-style-type: none"> ▪ Boys and girls, 5-17 years old, of supported households are enrolled in primary & secondary school and complete school going ▪ Children 0-5 years old have complete immunizations ▪ Children 0-5 years old have reduced frequency of stunted growth ▪ Improved household food consumption ▪ Beneficiary women have improved health status as against baseline status ▪ Beneficiary women have increased Body Mass Index ▪ Beneficiary women have a say in household decision making ▪ Cases of beneficiary women being victims of violence and/or sexual oppression is reducing ▪ Training participants demonstrate understanding or pass skill tests at the end of each training | Quality Method <ul style="list-style-type: none"> ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; data from measurements ▪ Food Consumption Score surveys for treatment and control groups ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; data from measurements ▪ HH surveys for treatment and control groups; survey data from interviews ▪ Baseline, mid-term and at end of project ▪ Post training checklist; training records | Date of Assessment <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Continuous</p> |

OUTPUT 3: Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing

| | | |
|--|------------------|---|
| Activity Result 3 (Atlas Activity ID) | Service delivery | Start Date: 1 July 2014 End Date: 30 June 2019 |
|--|------------------|---|

| | |
|----------------|--|
| Purpose | To improve poor households' access to essential services and at the same time improve the quality of supplied service delivery |
|----------------|--|

| | |
|--------------------|--|
| Description | <ul style="list-style-type: none"> ▪ Participatory identification of needs for services ▪ Establishment of linkages between service providers, in particular Upazila service providing departments, and SWAPNO beneficiary households and other poor households in participating local communities ▪ Enhancing cooperation between the UPs and service delivery departments ▪ Provision of saving deposit facilities with participating banks and post offices ▪ Provision of special funds for priority basic services requested by beneficiary households and other poor households ▪ Affiliation with local NGOs ▪ Provision of micro-insurance through MFIs |
|--------------------|--|

| | | |
|---|--|---|
| Quality Criteria <ul style="list-style-type: none"> ▪ Beneficiary households have access to a menu of UP and Upazila services ▪ Beneficiary households have access to financial services ▪ % of core beneficiary women with NGO affiliation ▪ # of contacts established between service providing agencies and disadvantaged women | Quality Method <ul style="list-style-type: none"> ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; survey data from interviews ▪ HH surveys for treatment and control groups; survey data from interviews ▪ UP and Partner NGO records | Date of Assessment <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Baseline, mid-term and at end of project</p> <p>Annually</p> |
|---|--|---|

OUTPUT 4: Public assets for the benefit of the poor of the participating rural communities

| | | |
|--|---------------|---|
| Activity Result 4 (Atlas Activity ID) | Public assets | Start Date: 1 July 2014 End Date: 30 June 2019 |
|--|---------------|---|

| | |
|----------------|--|
| Purpose | Public assets maintained and developed will promote local economic regeneration, improve social conditions and enhance environmental conditions for the benefit of the |
|----------------|--|

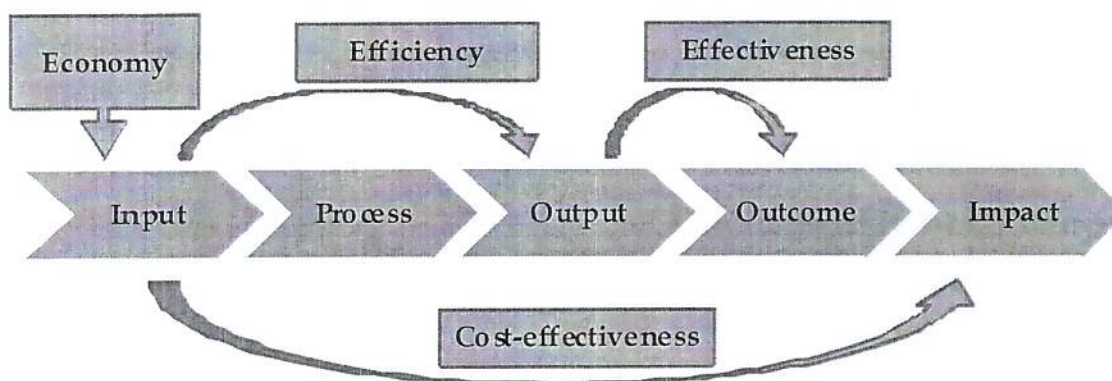
| | | |
|--|---|--|
| | poor of participating rural communities | |
| Description | <ul style="list-style-type: none"> ▪ Selection of priority public assets through community consultations ▪ Maintenance/creation/rehabilitation of public assets selected ▪ On-the-job training to crew groups on techniques of quality maintenance work ▪ Payment of wages ▪ Provision of supplies (tools, tree saplings, uniforms, cell phones, etc.) ▪ Monitoring and supervision of work and its quality | |
| Quality Criteria | Quality Method | Date of Assessment |
| <ul style="list-style-type: none"> ▪ # of people with access to improved economic infrastructure (roads, markets, etc.) as a result of public works completed through the project ▪ Community households having better usage of targeted public assets ▪ Estimate of # of users (including pro-poor profiles) of maintained/rehabilitated public assets for each type/purpose of asset ▪ Public assets operational and maintained one year after completion ▪ Public works assessed to be satisfactory (based on durability sub-criteria such as erosion resilience, tree survival, etc.) | <ul style="list-style-type: none"> ▪ Household surveys, Focus Group Discussions, Key Informant Interviews; survey data from interviews and recorded discussions ▪ Household surveys, Focus Group Discussions, Key Informant Interviews; survey data from interviews and recorded discussions ▪ Rapid Appraisal through Focus Group Discussions, Key Informant Interviews ▪ Facility surveys, Focus Group Discussions, Key Informant Interviews; on site management assessment of stratified sample ▪ Technical audits; on site technical assessment of stratified sample | <ul style="list-style-type: none"> End of project End of project Mid-term and at end of project Mid-term and at end of project Mid-term and at end of project |
| OUTPUT 5: Local communities have better capacity to withstand natural disasters and recover after disasters | | |
| Activity Result 5 (Atlas Activity ID) | DRR public assets | Start Date: 1 July 2016 End Date: 30 June 2019 |
| Purpose | To address the challenges and vulnerabilities posed by climate change and reduce risks associated with natural disasters | |
| Description | <ul style="list-style-type: none"> ▪ Selection of priority public assets through community consultations ▪ Selection of poor women and men to develop/maintain/restore public assets ▪ Developing and maintaining community assets that reduce the risks of natural disasters ▪ Restoring community assets damaged by natural disasters ▪ Payment of wages ▪ Provision of supplies (tools, etc.) ▪ Monitoring and supervision of work and its quality | |
| Quality Criteria | Quality Method | Date of Assessment |
| <ul style="list-style-type: none"> ▪ Public asset schemes serving the purpose of reducing natural disaster / climate change risk operational and maintained one year after completion ▪ Estimate of # of users (including pro-poor profiles) of such public assets maintained/rehabilitated ▪ Public assets satisfactorily rehabilitated/ restored after disasters | <ul style="list-style-type: none"> ▪ Facility surveys, Focus Group Discussions, Key Informant Interviews; on site management assessment of stratified sample ▪ Rapid Appraisal through Focus Group Discussions, Key Informant Interviews ▪ Technical audits; on site technical assessment of stratified sample | <ul style="list-style-type: none"> Mid-term and at end of project Mid-term and at end of project Mid-term and at end of project |
| OUTPUT 6: Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach | | |
| Activity Result 6 (Atlas Activity ID) | Local Government capacity development | Start Date: 1 July 2014 End Date: 30 June 2019 |

| | | | |
|--|--|--|--|
| Purpose | To promote good governance in implementing social transfer programmes and pro-poor service delivery with respect to accountability, responsiveness and inclusive development | | |
| Description | <ul style="list-style-type: none"> ▪ Baseline survey ▪ Development of Operational Manual ▪ Development of Internal Control Framework ▪ Training needs assessment ▪ In-country and cross-country training ▪ On-the-job coaching ▪ Peer training by best practitioners / horizontal learning ▪ Financial monitoring with parallel knowledge transfer of good practices ▪ District workshops ▪ Impact surveys | | |
| Quality Criteria | Quality Method | Date of Assessment | |
| <ul style="list-style-type: none"> ▪ Beneficiary households perceive local government institutions as having transparency, capacity and responsiveness ▪ Local government institutions are sensitive to inclusiveness (including gender aspects) and able to make pro-poor plans ▪ UP project committees have improved management skills in planning, supervision, monitoring, record keeping, reporting and conflict resolution for public works schemes ▪ Disadvantaged women are provided with follow-up and counselling for sustainable livelihoods ▪ Occurrence of fraud, corruption and leakage is minimized/eliminated | <ul style="list-style-type: none"> ▪ Household surveys, participatory M&E tools; survey data from interviews and recorded discussions ▪ Local government capacity surveys based on checklists; survey data from interviews and recorded discussions ▪ Local government capacity surveys based on checklists; survey data from interviews and recorded discussions ▪ UP and Partner NGO records ▪ Internal audit, social audit | <ul style="list-style-type: none"> Mid-term and at end of project Mid-term and at end of project Annually, with first survey serving as benchmark Annually Continuously | |

6.2 Value for Money Discussion

SWAPNO offers a cost-effective developmental approach to tackling severe and chronic poverty, as conceptualised by DFID's value-for-money framework. The key linkages among economy, efficiency and effectiveness that create cost-effectiveness and value-for money are illustrated in Figure 7 below. The following discussion documents how SWAPNO provides excellent value-for-money at each link in the chain.

Figure 7: Economy, Efficiency and Effectiveness in a value-for-money approach



Source: DFID 2011, "DFID's Approach to Value for Money (VfM)"

[Handwritten signature]

Economy as measured by unit cost

In terms of economy, SWAPNO compares favourably to other gold-standard programmes supported by development partners, including BRAC's CFPR-TUP and the Chars Livelihood Programme (CLP). In all of these programmes, destitute women face greater difficulties in lifting themselves, and their children, out of poverty, which inevitably requires greater efforts and resources. Daily wages paid to women participating in REOPA during project employment, represented a large cash transfer of around USD 1,110 per household, but were still not adequate to provide per capita incomes above the lower poverty line. The documented poverty-reducing impacts – as measured by headcount, poverty gap and severity measures – demonstrate that participating women leveraged REOPA as a springboard to propel themselves out of poverty. In the context of severe and chronic poverty in Bangladesh, small benefits fail to generate the critical mass required for sustainable impact. Successful programmes invest sufficiently to generate multiplier benefits.

The Chars Livelihoods Programme (CLP) and SWAPNO have similar beneficiary identification approaches and both projects offer a big push approach, so that the extreme poor can permanently lift themselves out of poverty. Excluding direct costs not targeting CLP2 core beneficiary households, the unit cost per core household may be approximated at USD 1,740. The unit cost in SWAPNO for 65,000 core beneficiary households, for which graduation out of poverty is the prime concern, comes to around USD 1,460, of which USD 1,060 is the monetary benefit received by core beneficiaries.

Of this unit cost, USD 1,170 is at the same time communities' benefit of having well maintained or rehabilitated community assets. The benefits of such assets for local communities are significantly high (as discussed in Annex 4 and under section 1.3.3 of the Situation Analysis). A rural population of 9.5 million people, of which 3 million below the poverty line, have benefitted from the roads maintained under REOPA.

SWAPNO also aims at benefits of first and second order to entire communities, which tempers a relatively high unit cost. SWAPNO includes an additional 60,000 households in shorter term employment to create or rehabilitate climate change adaptive infrastructure, rendering an all inclusive unit cost of USD 833 per direct beneficiary household (USD 200 per person), not counting a substantial number of other poor households that will benefit from such community assets.

Alternatively, the unit cost of ODA can be analysed. The Government has a strong ownership of SWAPNO, reflected by a committed 25% cost share – a significant increase of ownership stake compared to 1.7% in REOPA. Considering only the requirement of 75% ODA funding, the cost per SWAPNO core beneficiary household is below USD 1,100 (USD 260 per person). At the same time, there will be the double benefit of well maintained or rehabilitated community assets improving poor communities' access to markets, education and health care and so forth. These costs also include a robust fiduciary control arrangement through UNDP to provide guarantees for corruption-free use of taxpayers' money.

As an indication of comparative benefits, it is worth noting that REOPA stood out as having best outcome for almost all indicators among ten social safety nets assessed in the PPRC research study, and – notably – SWAPNO is designed as an improvement on REOPA, at lower unit cost.

Efficiency and effectiveness

Considering unit cost as a measure of economy is only one dimension of a Value-for-Money analysis. SWAPNO's model also offers significant cost-effectiveness through the efficiency provided by its design, and the programme's effectiveness is strengthening long-term developmental impact.

Promotional social transfer programmes tend to be more expensive, since the ambition is a one-off treatment to enable destitute households to permanently move out of poverty. Including per capita income defining the extreme poverty line in the graduation assessment, as proposed in SWAPNO, makes the task much more demanding, compared to programmes where the income level is not

included in the graduation criteria or where the income threshold is set lower than per capita income of the national extreme poverty line. However, graduation out of extreme poverty is, even in a medium term perspective, more cost-efficient as the increased cost is offset against future savings – the alternative of perpetual dependence on social protection for non-graduated recipients is even costlier. Graduated social transfer participants will also be able to participate in, benefit from and contribute to the process of economic growth.

As discussed above, the public asset model to be applied in SWAPNO achieves efficiency through two channels: (i) directly supporting livelihoods of participating households, and (ii) creating pro-poor public goods (assets) that benefit the larger community and contribute to inclusive economic growth. This yields multiplier benefits that improve the efficiency of the investment. The longer term effectiveness in terms of strengthening developmental impact – by not only employing the previously un-utilised labour power of the household but also improving its productivity – provides a sustainable contribution to cost-effectiveness and real value-for-money. SWAPNO's integrated developmental model – linking financial inclusion, human capital development, gender equity, and other comprehensive elements – strengthens economic and social impacts and generates sustainable and deepening impacts. It is recognised, however, that cost-benefit calculations for comprehensive social protection programmes are very difficult, as quantifying the full span of benefits poses significant challenges.

The quality assessment of SWAPNO will include cost efficiency measurements like average unit costs of infrastructure compared to other programmes, operating costs as a share of total costs, average cost per direct beneficiary household and an estimate of the benefit-cost ratio. This ratio is proposed to be measured two ways: a BCR looking at graduation benefits and another one including also assessment of the value of community assets. Key development indicators will be measured both at baseline and endline, and then after programme activities end, in order to assess the sustainability of the impacts and the extent to which developmental outcomes deepen over time.



VII. LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

ANNEXES

Risk Analysis, Annex 1

M&E Plan, Annex 2

Global Lessons of Experience for the Design and Implementation of Public Works Programmes, Annex 3

Graduation from Extreme Poverty by REOPA Members, Annex 4-A

Assessment of REOPA Training Component, Annex 4-B

Community Valuation of Public Assets Created by REOPA, Annex 4-C



Annex 1: Risk Log

(To be reviewed and finalized during the inception phase)

| Project Title: Social Protection Programme – Component 3, SWAPNO | | | | | | | Award ID: | | Date: | |
|--|--|-----------------|----------------|--|---|---------------------------|--------------------------|-------------|--------|--|
| # | Description | Date Identified | Type | Impact & Probability | Countermeasures / Management response | Owner | Submitted, updated by | Last Update | Status | |
| 1 | Political instability/unrest | Oct. 2013 | Political | Project implementation may be temporarily stalled. Probability = 2 Impact = 2 | The project will develop a contingency plan to deal with such situations, with cautious observation of the political situation and ensuring approval of key programme activities before major political events. | LGD | Project formulation team | | | |
| 2 | Delay in appointing government staff for the project | Oct. 2013 | Operational | May hamper project implementation Probability = 1 Impact = 3 | Meetings with LGD to expedite the process as required. | LGD | Project formulation team | | | |
| 3 | Frequent transfer of GoB staff assigned to the project | Oct. 2013 | Organizational | May retard implementation Probability = 1 Impact = 2 | Agreement may be reached to retain key staff in their positions for at least three years. | LGD | Project formulation team | | | |
| 4 | Mismanagement of funds by UPs | Oct. 2013 | Financial | Breach of trust vis-à-vis poor project beneficiaries. Project will fail to attain optimum result. UNDP credibility in use of financial resources will suffer. Probability = 2 Impact = 4 | Internal Control Framework including prevention, detection and deterrence instruments to be executed by a UNDP financial monitoring team. Three bank account signatories at UP. Awareness raising and empowerment of beneficiary women. Encouraging and protecting whistleblowers. Electronic payments directly to beneficiaries' accounts. | Financial Monitoring Team | Project formulation team | | | |
| 5 | Major natural calamities (cyclones/floods) | Oct. 2013 | Environmental | Financial and physical capital of the individual women to continue their livelihood activities would be depleted/lost. Probability = 2 Impact = 5 | Project will include Disaster Risk Reduction and Climate Change Adaptation measures in e.g. selection of livelihood activities. Ex ante risk mitigation through micro-insurance. | LGD and UNDP | Project formulation team | | | |
| 6 | Establishing partnership and linkages with NGOs that are not working with LGD would be difficult | Oct. 2013 | Operational | Project implementation may be temporarily stalled. Probability = 2 Impact = 2 | Guideline of NGO selection will incorporate key relevant issues that will ensure an open flow of communication between different counterparts. | LGD and UNDP | Project formulation team | | | |
| 7 | Extreme food price inflation | Oct. 2013 | Regulatory | Cash transfers would be insufficient to ensure food security. Future livelihoods would not be well protected. Probability = 2 Impact = 3 | Budget provision to allow revised wage rate to compensate for increased costs of living. | LGD | Project formulation team | | | |

| # | Description | Date Identified | Type | Impact & Probability | Countermeasures / Management response | Owner | Submitted, updated by | Last Update | Status |
|---|--|-----------------|----------------|--|--|-------|--------------------------|-------------|--------|
| 8 | Co-ordination and co-operation between different GoB departments do not function effectively | Oct. 2013 | Organizational | <p>Range of public works would be more limited, with less community benefit. Graduated women would receive less benefit from service providing departments.</p> <p>Probability = 2 Impact = 2</p> | Steering Committee, and Project Management Committee, with relevant departments attending will give policy guidance and resolve stalemates. | LGD | Project formulation team | | |
| 9 | Banks do not provide decent customer service to project beneficiaries | Oct. 2013 | Organizational | <p>Short interest payment, high bank charges and discourteous behaviour would induce project beneficiaries to close their savings accounts, depriving them of saving deposit facilities.</p> <p>Probability = 3 Impact = 1</p> | <p>Introduction of direct electronic government-to-person payments via cash-point agents, including m-banking.</p> <p>High level and regional meetings with banks.</p> <p>Frequent interaction between banks & cash-point agents and women during cash transfers to foster mutual trust.</p> | LGD | Project formulation team | | |

Annex 2: M&E Plan with Key Performance Indicators

| Outcome/Output | Key Performance Indicators | M&E Event with Data Collection Methods | Time or Schedule and Frequency | Responsibilities | Means of Verification: Data source and type | |
|--|--|---|---|--|--|-----------------------------|
| Core beneficiary households are able to protect their food security and livelihoods post-project | % of beneficiaries in public works engaged in activities generating income at least equal to public works wages 18 months after end of project employment tenure | Household surveys, tracer studies of ex-participants | End of project and ex post evaluation | Commissioned external consultant | Survey data from interviews | |
| | % of graduated women with improved resilience to cope with crises and lean seasons | Household surveys, tracer studies of ex-participants | Baseline, mid-term and at end of project | Project M&E Unit | Survey data on coping strategies from interviews | |
| | % of graduates employed or self-employed six months after cash transfer completion | Household surveys, tracer studies of ex-participants | Mid-term and at end of project | Project M&E Unit | Survey data from interviews | |
| | % of households with % increase in incomes against baseline and poverty line (also measured by nominal and real size of income increase) | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews | |
| | % of households with expanded asset base and improvement in household living standards (also measured by size of increase) | HH surveys for treatment and control groups, tracer studies | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews | |
| | # of participants exiting cash transfers into waged or self employment | MIS | | At end of each cash transfer cycle | Partner NGOs | Partner NGO records |
| | % increase of household consumption and savings from income transfers from public works | HH surveys for treatment and control groups | | Annually against baseline | Project M&E Unit | Survey data from interviews |
| | % of beneficiary households that receive public work wages reporting no distress sales of assets to meet food needs | HH surveys for treatment and control groups | | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| | Average number of days in a year that households report being food insecure | HH surveys for treatment and control groups | | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| | # of beneficiaries trained in income generating activities | MIS | | Annually | Project M&E Unit | Partner NGO records |
| | Core beneficiaries and their dependents have improved their human capital in terms of nutrition, health, education and voice | % primary & secondary school enrolment and completion rates (disaggregated by gender) in supported households | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| | | % of beneficiary children 0-5 years old with complete immunizations for their age group | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| % of beneficiary children 0-5 years old with | | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews | |

| Outcome/Output | Key Performance Indicators | M&E Event with Data Collection Methods | Time or Schedule and Frequency | Responsibilities | Means of Verification: Data source and type | |
|---|---|--|---|--|--|-----------------------------|
| <p>Core beneficiary households have access to public services essential for their livelihood activities and family wellbeing</p> <p>Public assets promoting local economic regeneration, improving social conditions and enhancing environmental conditions are maintained and developed for the benefit of the poor of the participating rural communities</p> | stunted growth | and control groups | and at end of project | Unit | measurements | |
| | Frequency-weighted diet diversity improvement in household food consumption (including protein, fruits, vegetables and milk) | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Food Consumption Score surveys | |
| | % of beneficiary women with improved health status (self-reported) as against baseline status | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews | |
| | % of beneficiary women with Body Mass Index \geq 18.5 | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from measurements | |
| | % of beneficiary women having a say in household decision making | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews | |
| | # of reported cases of beneficiary women being victims of violence and/or sexual oppression | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews | |
| | % of participants demonstrating understanding or passing skill tests at the end of each training | Post training checklist | | Continuous | Partner NGOs | Training records |
| | # of training courses on different relevant issues conducted | MIS | | Quarterly | Partner NGOs | Training records |
| | # of participants trained | MIS | | Quarterly | Partner NGOs | Training records |
| | % of beneficiary households having access to a menu of UP and Upazila services (agriculture, livestock, fisheries, health services, etc.) | HH surveys for treatment and control groups | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| | % of beneficiary households having access to financial services (disaggregated by savings facilities, loans and insurance) | HH surveys for treatment and control groups | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| | % of core beneficiary women with NGO affiliation | HH surveys for treatment and control groups | HH surveys for treatment and control groups | Baseline, mid-term and at end of project | Project M&E Unit | Survey data from interviews |
| | # of contacts established between service providing agencies and disadvantaged women | MIS | MIS | Annually | UPs and Partner NGOs | UP and Partner NGO records |
| # of people with access to improved economic infrastructure (roads, markets, etc.) as a result of public works completed through the project | Household surveys, Focus Group Discussions, Key Informant Interviews | Household surveys, Focus Group Discussions, Key Informant Interviews | End of project | Commissioned external consultant | Survey data from interviews and recorded discussions | |
| % of rural community households having better usage of targeted public assets | Household surveys, Focus Group Discussions, Key Informant Interviews | Household surveys, Focus Group Discussions, Key Informant Interviews | End of project | Commissioned external consultant | Survey data from interviews and recorded discussions | |
| Estimate of # of users (including pro-poor profiles) of maintained/rehabilitated public | Rapid Appraisal through Focus Group Discussions, | Rapid Appraisal through Focus Group Discussions, | Mid-term and at end of project | Commissioned external | Survey data from interviews and | |

| Outcome/Output | Key Performance Indicators | M&E Event with Data Collection Methods | Time or Schedule and Frequency | Responsibilities | Means of Verification: Data source and type |
|---|--|---|--|----------------------------------|--|
| Local communities have better capacity to withstand natural disasters and recover after disasters | assets for each type/purpose of asset | Key Informant Interviews | | consultant | recorded discussions |
| | % of public assets operational and maintained one year after completion | Facility surveys, Focus Group Discussions, Key Informant Interviews | Mid-term and at end of project | Commissioned external consultant | On site management assessment of stratified sample |
| | % of public works assessed to be satisfactory (based on durability sub-criteria such as erosion resilience, tree survival, etc.) | Technical audits | Mid-term and at end of project | Commissioned external consultant | On site technical assessment of stratified sample |
| | # of local communities benefiting from at least one public works scheme | MIS | Annually | UPs | UP records |
| | # of km of roads maintained annually, satisfying Operational Manual quality monitoring criteria | MIS | Annually | UPs | UP records |
| | # of work days provided in labour intensive public works schemes | MIS | Quarterly | Union Parishad (UP) | UP records |
| | # of workers in project public works schemes | MIS | Quarterly | UPs | UP records |
| | # of public asset schemes serving the purpose of reducing natural disaster / climate change risk | MIS | Annually | UPs | UP records |
| | % of such public assets operational and maintained one year after completion | Facility surveys, Focus Group Discussions, Key Informant Interviews | Mid-term and at end of project | Commissioned external consultant | On site management assessment of stratified sample |
| | Estimate of # of users (including pro-poor profiles) of such public assets maintained/rehabilitated | Rapid Appraisal through Focus Group Discussions, Key Informant Interviews | Mid-term and at end of project | Commissioned external consultant | Survey data from interviews and recorded discussions |
| Local government has capacity to implement social transfer projects with accountability, transparency, gender sensitivity and pro-poor approach | # of public assets rehabilitated/restored after disasters | MIS | Annually | UPs | UP records |
| | # of work days provided in labour intensive public works schemes | MIS | Quarterly | Union Parishad (UP) | UP records |
| | # of workers in project public works schemes | MIS | Quarterly | UPs | UP records |
| | % of beneficiary households perceiving local government institutions having transparency, capacity and responsiveness | Household surveys, participatory M&E tools | Mid-term and at end of project | Commissioned external consultant | Survey data from interviews and recorded discussions |
| | % of local governments sensitive to inclusiveness (including gender aspects) and able to make pro-poor plans | Local government capacity surveys based on checklists | Mid-term and at end of project | Commissioned external consultant | Survey data from interviews and recorded discussions |
| | % of UP project committees with improved management skills in planning, supervision, | Local government capacity surveys based | Annually, with first survey serving as | Commissioned external | Survey data from interviews and |

| Outcome/Output | Key Performance Indicators | M&E Event with Data Collection Methods | Time or Schedule and Frequency | Responsibilities | Means of Verification: Data source and type |
|--|--|--|---|---|--|
| | <p>monitoring, record keeping, reporting and conflict resolution for public works schemes</p> <p># of disadvantaged women provided with follow-up and counselling for sustainable livelihoods</p> <p># of participatory meetings and exercises organized by local government institutions</p> <p># of local government representatives/officials trained</p> | <p>on checklists</p> <p>MIS</p> <p>MIS</p> <p>MIS</p> | <p>benchmark</p> <p>Annually</p> <p>Quarterly</p> <p>Quarterly</p> | <p>consultant</p> <p>UPs and Partner NGOs</p> <p>UPs</p> <p>Trainers</p> | <p>recorded discussions</p> <p>UP and Partner NGO records</p> <p>UP records</p> <p>Attendance sheets</p> |
| Value for money/cost efficiency | <p>Average unit costs of infrastructure (compared to other programmes)</p> <p>% of operating costs as a share of total costs</p> <p>Average cost per direct beneficiary household</p> <p>Benefit-cost ratio (a BCR looking at graduation benefits and another one including also assessment of the value of community assets)</p> | <p>Routine annual reporting</p> <p>Routine annual reporting</p> <p>Routine annual reporting</p> <p>Desk survey</p> | <p>Annually</p> <p>Annually</p> <p>Annually</p> <p>End of project</p> | <p>Finance Unit</p> <p>Finance Unit</p> <p>Finance Unit</p> <p>Commissioned external consultant</p> | <p>MIS, accounts</p> <p>Accounts</p> <p>Accounts, MIS</p> <p>Various impact surveys and accounts</p> |
| Risks | <p>It is ethically problematic to identify a control group to be excluded from any future project benefit at the outset of the project, which may make difference-in-differences analysis difficult and allow only single difference analysis; alternatively permit a 'quasi-baseline' for a control group after all intake of project beneficiaries has been completed at project mid-point.</p> <p>Household income is inaccurately recalled</p> <p>Food consumption findings may not capture seasonal variations (conflict of accurate short recall period and less accurate long recall period)</p> <p>Very difficult to assign a value to many benefits like intangible assets</p> <p>UPs do not maintain accurate or complete records</p> <p>USD 1,290,000</p> | | | | |
| Resources | | | | | |

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UN-3 Branch
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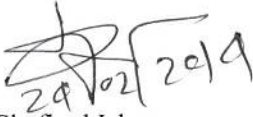
Date: 24/02/2014

Sub: Signed Project Document of "Strengthening Women's Ability for Productive New Opportunities (SWAPNO)" Project.

This is to inform you that the project document of above mentioned has been signed among ERD, UNDP and Local Government Division on 23 February, 2014.

One copy of the signed project document is forwarded herewith for your record and necessary action.

Enclosure: One (01) Project Document.


24/02/2014

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| ACTION: | | | |

CC:

P.O to Additional Secretary (UN), ERD.