



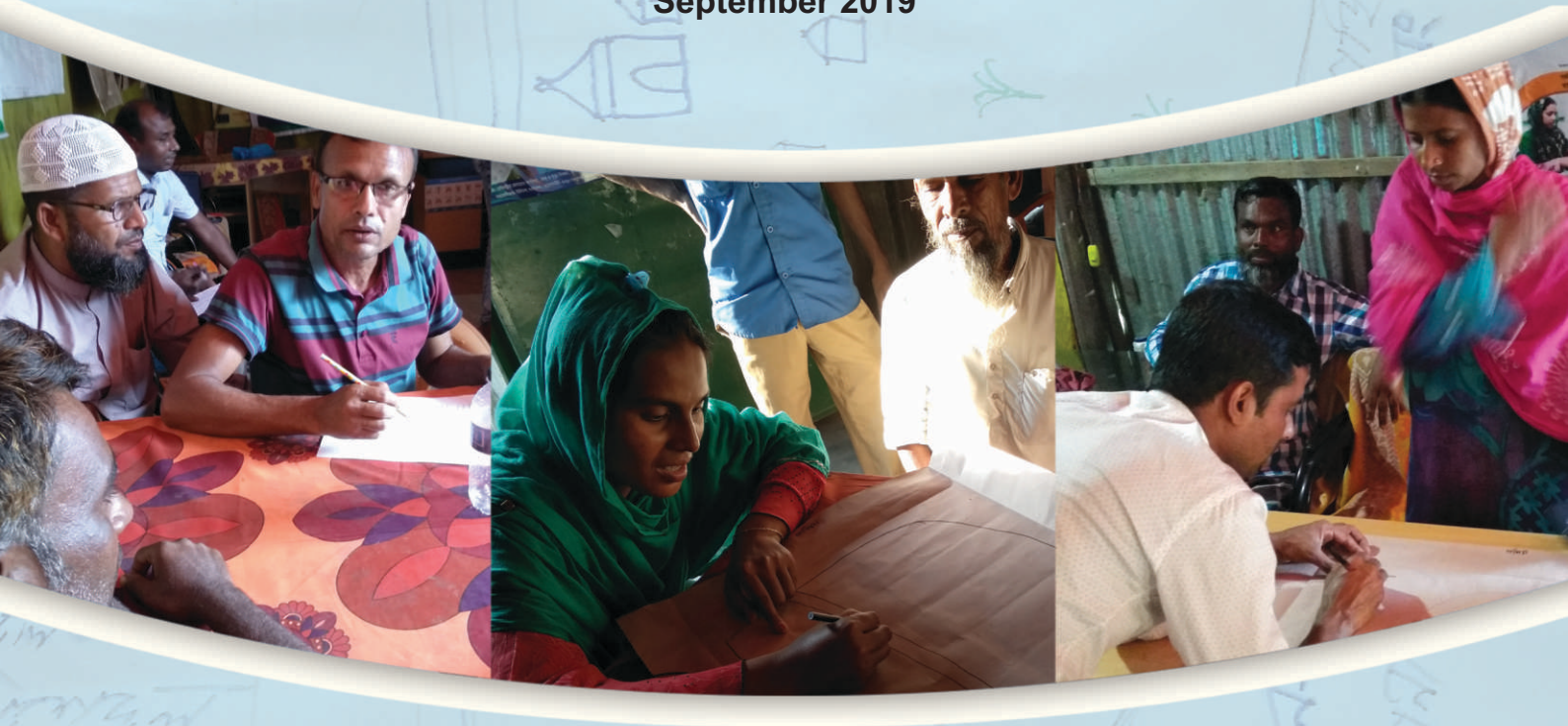
National
Resilience
Programme



DRR Inclusive Social Safety Net Programmes

PRACTICAL GUIDELINE

September 2019



National Resilience Programme (NRP)
Department of Disaster Management
Ministry of Disaster Management and Relief




Inclusion of DRR Elements in the Social Safety Net Programmes

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Ministry of Disaster Management and Relief (MoDMR)
(With the support of National Resilience Programme (NRP) – DDM Part)

September 2019



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Practical Guideline

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Ministry of Disaster Management and Relief (MoDMR)
(With the support of National Resilience Programme (NRP) – DDM Part)

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Practical Guideline for Inclusion of DRR Elements in the Social Safety Net Programmes

“While access to social protection mechanism or social safety net programmes help people/community to increase capacity and thus decrease vulnerability, greater inclusion of the DRR elements in the protection and safety net mechanism and/or actions may continually enhance the capacity and hence resilience of the people/community concerned.” World Food Programme (WFP) 2017.

A. Background

The National Resilience Programme (NRP) is a unique partnership between Bangladesh government and United Nations Development Programme (UNDP), UN Women and United Nations Office for Project Services (UNOPS). Funded by the Department for International Development (DfID) and the Swedish International Development Cooperation Agency (SIDA), the programme with USD 12 million, is being implemented by the Ministry of Disaster Management and Relief (MoDMR). The programme is designed to provide strategic support to sustain the resilience of human and economic development in Bangladesh through inclusive, gender-responsive disaster management and risk informed development. The purpose of the Programme is to achieve substantial increase in resilience and reduction in disaster risk, loss of lives and livelihoods of men, women, girls and boys and communities in Bangladesh.

The NRP, Department of Disaster Management (DDM) part, works towards improving community resilience by creating replicable, cost-effective models for local disaster risk reduction and risk management through Social Safety Nets. NRP also works on Forecast-Based Financing and Ward-Level Earthquake Preparedness and institutionalization the Flood Preparedness Programmes that have shown promise in earlier initiatives. One area of focus for the National Resilience Programme (NRP) will be creating models to leverage existing social safety nets of the MoDMR.

With a view to find out the scope of integration of DRR in the safety net programmes and improve community resilience through models, NRP undertook an assessment of social safety nets of MoDMR (Assessment Report in ANNEX-1) and thus prepare the ‘Practical Guideline’ as an easy-to-use tool to complement present safety net implementation process.

B. Purpose and Scope of the Guideline

Implicit objective all safety net programmes of MoDMR is to reduce peoples’ vulnerability due to socio-economic destitution and natural disasters. Each and every safety net programme has ‘Implementation Guideline’ for the purpose of effective operation and management of the programmes. Considering the increased vulnerability of the poor safety net beneficiaries to various natural disasters, there is a critical need of some guiding tool for the inclusion of disaster risk reduction (DRR) in the safety net programmes.

The present guideline is prepared to support and contribute to the execution of the safety net programmes of MoDMR with particular focus on disaster risk reduction. The sole purpose of the practical guideline is to support implementation of the present and future safety net programming in a way that those are inclusive of disaster risk reduction (DRR).

It is expected that the guideline continually strives to the effective integration of essential elements of disaster risk reduction, from identification to implementation and till evaluation of the safety net project/scheme. The guideline seeks to strengthen the current practice of DRR inclusion in the safety net programmes of MoDMR and thus deepen the focus of resilience development of the disaster vulnerable communities.

Present guideline includes the safety net programmes of the Ministry of Disaster Management and Relief (MoDMR) with particular focus on the Food for Work (FFW) i.e. Kabikha/Kabita Programme, Test Relief (TR) Programme and Employment Generation for the Poorest Programme (EGPP).

The practical guideline is not meant to replace steps and processes of the implementation guidelines of various social safety net programmes (e.g. FFW, TR and EGPP) rather it facilitates the inclusion of DRR elements in the entire cycle of safety nets including identification, selection, preparation of the safety net project/schemes and implementation.

Ministry of Disaster Management and Relief (MoDMR) and its executing agencies are expected to use this guideline as a supplement to the 'Implementation Guideline' of FFW, TR and EGPP in particular.

C. Social Safety Net in the Changing Paradigm of DRR and Resilience

Persistent poverty and increasing vulnerability to shocks due to natural disasters highlights the need for a DRR inclusive complementary approach to the existing social protection system¹.

Disasters caused by vulnerability to natural hazards exert an enormous toll on development including rural development. They pose significant threats to poverty alleviation and the achievement of the SDGs and this challenge is likely to be exacerbated as the historical data and prediction for future suggest. On the other hand, the process of development itself has a huge impact, both positive and negative, on disaster risk. With similar patterns of natural hazards a country may experience widely differing impacts when similar scale events occur on various communities. This varying impact depends in large part on the kind of development choices they usually make.

Disaster risk reduction (DRR) is the concept and practice of reducing disaster risks through systematic efforts to analyze and reduce the causal factors of disasters. Reducing exposure to hazards, lessening vulnerability of people and property, wise management of land and the environment, and improving preparedness and early warning for adverse events are all examples of disaster risk reduction. Disaster Risk Reduction (DRR) aims to reduce the damage caused by natural hazards like floods, droughts, earthquakes and cyclones through an ethic of prevention. Disaster risk reduction (DRR) is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development.

¹ UNDP, 2018, Social Security Policy Support (SSPS) Programme, GED, GoB

While resilience is "the ability of a community to coexist, cope with, and manage disasters through an integrated, comprehensive, participatory and positive approach", positive approach in resilience paradigm emphasizes on more efforts for better condition in the future not previous conditions. Another issue is that resilience is ability of compatibility vs compromise. Compatibility is coexisting with risk beside of trying to change to the better conditions, but compromise is accepting the existing conditions with no effort for change. As the concept of build back better is better than build back, the concept of bouncing forward is do more appropriate rather than bouncing back.

Disaster risk remains unmanaged, as residual risk, for the poor and most vulnerable communities even when disaster reduction measures, response and recovery facilities are in place. That means the presence of residual risk implies a continuing need to develop and support effective capacities for socio-economic supports such as safety nets and risk transfer mechanism along with the DRR, emergency, preparedness, response and recovery activities (UNISDR, 2017). Globally, developing and transition countries use an average of 1.5% of GDP for safety net programmes (World Bank, 2019).

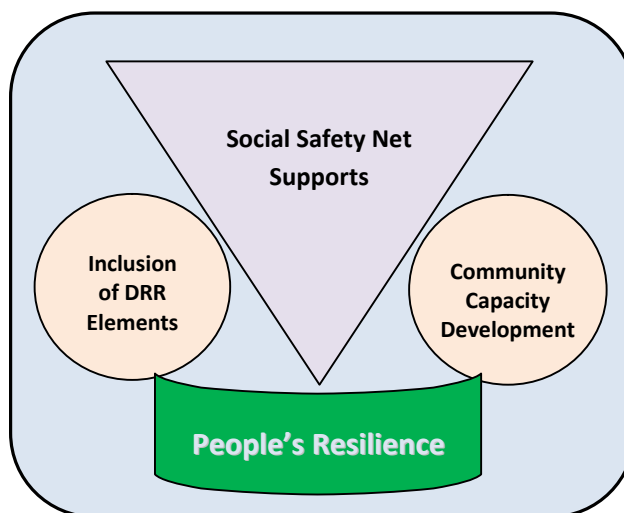


Figure - 1: Building People's Resilience through Social Safety Net Supports with DRR²

Social safety net has been recognized as a critical strategy to reduce poverty, build resilience and enable development. It has positive impacts in terms of food security, nutrition, economic and productive capacity of the poorest and most marginalized communities. It is believed that beyond the poverty alleviation, the combination of social and economic impacts can strengthen resilience by enhancing capacity of the poor households to cope with, respond to and withstand natural hazards and other crises. In a situation of recurrent disaster, access to regular social safety net supports can protect the poor and vulnerable households from the impacts of shocks, including erosion of productive assets and can minimize negative coping. In the longer term,

² Adapted from Adaptive Social Protection, World Bank Group, 2017

social safety nets can help to build capacity, allow investment that contributes to building people's resilience to future threats and crisis³ (Figure-1).

D. Policy Mandate and Obligation – National to Global

Disaster management in Bangladesh is guided by a number of national policies and international drivers. Similarly, social protection or social safety net programmes follow some national strategies and sectoral guidelines. The acts, policies, strategies and directives on DRR and SSNP depict the purpose and also directives as how to alleviate poverty and at the same time reduce the disaster risk by implementing various programmes and initiatives for the poor and vulnerable people of Bangladesh.

The primary and most important regulatory framework on disaster is the 'Disaster Management Act 2012' that describes different directives in various sections. Section 20/sub-section 2 spells out that the local DMC (UDMC) shall prepare local level disaster risk management plans according to the local hazards. Similarly, section 27/sub-section 1 writes about the government supports to the disaster victims for the rehabilitation and risk reduction with especial attention to the elderly, women, children and the disable.

Standing Orders on Disasters 2010 (Part 5/5.1 – 5.5) clearly advises local level officials to ensure that the risk reduction action plans are fully aligned with the development plan's priority areas, as part of their responsibility during the risk reduction/normal phase of the year. The UP members are advised to participate in the Community Vulnerability and Risk Assessment

process, prioritize the risks, prepare the risk reduction action plans for their respective unions. Resource mobilization for the implementation of the risk reduction action plans are also described in the section/s.

Disaster Management Policy 2015, section 6/sub-section 6.1 describes that community risk assessment (CRA) needs to be undertaken and risk reduction action plan (RRAP) shall be prepared in each area with the participation of community people. On the other hand, section 9/sub-section 9.1 states that the social safety net programmes shall be undertaken to reduce disaster risk and create employment opportunities of the poor and vulnerable communities.

National Plan for Disaster Management (2016-2020) (Draft) (Page – 18) spells out that the Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA) is not the business of the government only. It is everyone's business. DRR and CCA involve every part of society, every

DM Act, SOD, DM Policy, SFDRR (2015-2030), other national and global frameworks highlight DRR inclusion in safety net programmes for resilience development through –

- ✓ Risk/Vulnerability Assessment
- ✓ Community Participation
- ✓ Social and Gender Inclusion
- ✓ Inclusion of People with Disability
- ✓ Use of Scientific Information
- ✓ More Private Sector Investment

³ FAO Social Protection Framework 2017.

part of the government, and every part of the professional and private sector and support the vulnerable population with all sorts of supports in normal time, during and after any disaster.

A global, agreed policy of disaster risk reduction is set out in the United Nations endorsed Sendai Framework for Disaster Risk Reduction 2015-2030, adopted in March 2015. Priority 3 of SFDRR (2015-2030) i.e. investing in disaster risk reduction for resilience (C) states, “Strengthen, as appropriate, disaster resilience public and private investments, particularly through: structural and functional disaster risk prevention and reduction measures in critical facilities, in particular schools and hospitals and physical infrastructures; building better from the start to withstand hazards through proper design and construction, including the use of principles of universal design and the standardization of building materials; retrofitting and rebuilding; nurturing a culture of maintenance; and taking into account economic, social, structural, technological and environment impact assessment.”

Goal 1 of Sustainable Development Goals (SDG) i.e. End Poverty in all its Forms Everywhere states that more than 90% of deaths due to disasters occur in low- and middle-income countries. It also confirms that 55% of the world’s population ‘has no access to social protection’. Poverty has many dimensions, but its causes include un-employment, social exclusion, and high vulnerability of certain population to disasters, diseases and other phenomena which prevent them from being productive.

According to the National Social Security Strategy (NSSS 2015) there are classified social protection/safety net programmes to mitigate covariate risks or disaster risk mitigation and reduction programmes. According NSSS section 2.6.1/Disaster Risk Mitigation Programmes, main purpose of the safety net programmes is to lower the sufferings of disaster victims by providing food and cash supports given the main attention to address poverty risks arising from seasonal unemployment.

The Government of Bangladesh (GoB) allocates significant resources to implement a wide spectrum of social security programmes. Seventh Five Year Plan (SFYP) elaborates on the response of GoB to disaster risk reduction (DRR) and climate change adaptation (CCA). In FY 2019, a budget of approximately BDT 642 billion, or equivalent to 2.5% of the Gross Domestic Product (GDP), has been allocated for the this purpose. Among these, about BDT 372 billion is being used to implement safety net programmes as per the globally recognized classification. They are in the form of cash allowances, public works, and education and health incentives for poor and vulnerable households, which aim to contribute to the fight against poverty and improving human capital (World Bank, 2019).

E. Gender, Age and Disability Inclusive DRR – Policy Imperative

Government of Bangladesh is relentlessly trying to promote gender, age, ethnicity and disability agenda/issues in all activities, initiatives and fora both at national and global scale. Inclusion of the issues is similarly and gradually being done in all national policies, strategies and plans through a mainstreaming process. Women—with their extensive knowledge of communities, social roles of managing natural environmental resources, and caring responsibilities—

increasingly play a critical role in disaster risk reduction/management. Empowering women is the key to strengthening disaster resilience of communities.

Inherent dignity, equal and inalienable rights of human beings, to experience non-discrimination, protection, full accessibility and effective participation in decision making processes, equalization of opportunities, individual autonomy and independence of persons with disabilities has been adopted in the Dhaka Declaration on Disability and Disaster Risk Management⁴. It acknowledged that the inclusive and effective disaster risk management is based upon collaborative approaches, shared values and common concern for those disproportionately affected and to live in a hazard and risk-prone situations.

It also recognized that individuals and communities are differently impacted by disasters due to gender, disability, age, culture, socio-economic factors, geographical locations, levels of governance, a lack of awareness and lack of communication within the society (from you to elder persons, women to men, children to adult and vice versa). Inclusive disaster risk management policies and relevant and appropriate laws and regulations are essential to create an enabling environment for reducing existing disaster risks, preventing new risks, building resilient communities and facilitating effective local, national, regional and global cooperation to increasing already incremental investment in inclusive disaster risk management.

Government of Bangladesh is committed to provide all out supports to the most vulnerable people due to disaster in each and every disaster event. According to the Article 27 of the Disaster Management Act 2012, the Government of Bangladesh is responsible to provide supports to the disaster victims particularly the poorest and underprivileged section including the elderly, women, children, persons with disability and ethnic minorities.

Similarly, the Standing Orders on Disaster (SOD 2010) provides clear and specific guidance about the responsibilities of the disaster management committees at all levels to take care about gender, age, ethnicity and persons with disability (PWD). Say, for example the Union Disaster Management Committee (UDMC) is responsible to i) identify the most vulnerable people including women, persons with disability (Section 3.5.4.1.4) during risk reduction period and ii) ensure security of the women, children, persons with disability during disaster period (Section 3.5.4.3.6).

There are other national and global framework and protocols (e.g. SDG, SFDRR etc) which embark on and promote inclusive disaster risk reduction/management focusing on the gender, age, ethnicity, people with disability etc. The Dhaka Declaration (2018) put forward some specific guidance for actions, like i) Ensure the meaningful participation, inclusion and leadership of women, men, girls and boys with disabilities ii) Strengthen Governance, partnership, cooperation, collaboration among Governments at all levels, development agencies, UN, NGOs, CBOs, persons with disabilities, DPOs, professionals, iii) Ensure that governments and other stakeholders establish effective mechanisms and guidelines to collect

⁴ Dhaka Declaration on Disability and Disaster Risk Management, May 2018

sex, age and disability disaggregated data at all stages of DRM, iv) Promote Empowerment and Protection and Support inclusive community-based disaster risk management initiatives, risk analyses and data banks and v) Strengthen the self-reliance of persons with disabilities and care-givers at local and national levels through removing all kinds of barriers (cultural, social, economic, procedural, physical, communication and attitudinal), and others.

F. DRR and Safety Nets of MoDMR – Interface and Remaining Gaps

Social safety net/protection contributes to resilience building through adaptive, anticipatory and absorptive capacities of the vulnerable communities through its primary functions of protecting basic needs during times of hardship, preventing people from falling further into poverty after a shock or disaster and promoting livelihoods to improve their living standards in the long term⁵.

Ministry of Disaster Management and Relief (MoDMR) deals with natural disaster and ensure availability of food at country level, and responsible for coordinating national disaster management interventions across all agencies. It operates various food aid, cash transfer and test relief programmes (FFW, TR, EGPP etc). As per the objectives, MoDMR is also responsible to formulate and implement laws, policies and action plans for DRR, emergency response and disaster management.

Rules of Business of the MoDMR describe the major mandates, roles and responsibilities of the ministry. Section-3 of the document writes about the responsibilities in regard to relief and disaster risk reduction programmes, planning, monitoring and evaluation. On the other hand section-7 states that MoDMR looks after implementation of disaster related programmes/projects undertaken due to the adverse impact of climate change. Most importantly according to section-9 MoDMR is responsible for approval, administration and monitoring of social safety net programmes such as FFW, TR, VGD, VGF, risk reduction programmes etc. According to section-10 MoDMR is also responsible for the construction and maintenance of small bridges/culverts, multipurpose disaster shelters, cyclone/flood shelters with a view to reduce disaster risks.

The MoDMR provides overall framework and guideline for the operation and management of the social safety net programmes under the ministry. Almost all safety net programmes of MoDMR follow more or less similar cycle for implementation and management, starting from the issuance of 'Allotment Letter' from the ministry, distribution and mobilization of resource and complete the phase by receiving completion report from other end. Safety net programmes of MoDMR have been administered by written guidelines and official directives with enough description of the purpose and objectives, steps and process of implementation and duties and responsibilities of the concerned authorities and representatives.

The MoDMR has a huge portfolio of social safety net programmes in-terms of amount of resources and volume of works and processes involved in each and every safety net. An institutional structure and human resources are in place for administering the entire business of 'Safety Net Programmes' which is headed by a senior official (*Additional Secretary*) and supported by large pool of officers and staff dedicated for the purpose at the ministry and

⁵ Based on *Devereux and Sabates-Wheeler (2004) and **Bahadur et al. (2015).

department. There are committees at all levels from the national (Ministry) to the local (Union) who are responsible for implementation, management and supervision of the programme.

Activities of the safety net programmes (of FFW, TR and EGPP in particular) may be grouped into three major heads like programme formulation-administration, implementation and supervision. As per the available documents and information, different levels of officials and representatives are involved from the formulation to the implementation and supervision of the safety net programmes. It is found that there remain further scope and areas for the inclusion and improvement of DRR and resilience at different stage and steps of the safety net programmes of the MoDMR, from formulation to implementation/completion and reporting.

Although there may be few differences in different safety nets, however, a common cycle of implementation and management is followed for almost all safety net programme/projects as per the implementation guidelines (Figure-2).

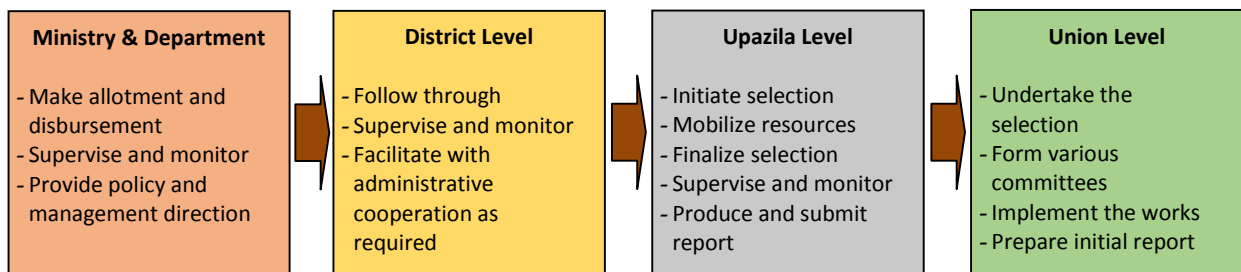


Figure - 2: Safety Net Programme Implementation Flow Diagram of the MoDMR

The importance of DRR and resilience have been captured well in the overall purposes of the safety net programmes, FFW, TR and EGPP in particular, which might be in compliance and conformity with the regulatory requirement of the disaster management of Bangladesh. That means that the areas and interfaces for inclusion (of DRR and resilience) are already there in the documents which could be taken forward for greater incorporation, adaptation, practice and promotion throughout the programmes – from raising motivation to creating momentum.

Safety net programmes, while supporting with employment generation and food security for the poorest, have not always been successful in reducing vulnerability to disaster shocks, as per the findings and observation. Finding from the BIDS study on ‘Implication of Employment Generation Programme for the Poorest (EGPP) to Reduce Disaster and Gender Vulnerability’ shows that “When exposed to a shock or disaster, majority of the households were not able to adopt any measure to mitigate the adversity of the event (approximately 41% of the beneficiary)”⁶. This may be true in case of the seasonal hazard (e.g. monsoon floods 2017 and 2019) in the northern districts like Kurigram, Jamalpur where the poor vulnerable people suffer a lot.

⁶ Bangladesh Institute of Development Studies (BIDS), June 2018.

G. DRR Inclusion in Safety Nets - Scope and Opportunities

If the development plans are not based on the risk assessment and risk analysis, it cannot reduce the risk and sufferings of the people and also generate new disaster risks or exacerbate existing ones. So in planning for a new infrastructure or extension, need to think whether it will address the root cause, reduce the human sufferings and will not create additional problem in future. UNESCAP 2017.

The MoDMR safety net programmes aim to reduce disaster risk and enhance adaptation to climate change and thus increase food security of the vulnerable poor community through the development of rural infrastructure. Risk reduction (due to socio-economic and natural disaster) has been the key objective of the safety net programmes of MoDMR like FFW, TR and EGPP as highlighted in their 'Implementation Guidelines'⁷.

Risk and vulnerability reduction has been highlighted in almost all acts, policies and plans in relation to disaster management and disaster risk reduction in Bangladesh. Given the critical importance of risk reduction of the vulnerable people, it needs to take care and translate the same into action/implementation, to make sure that DRR is integrated in planning, execution and evaluation. Acknowledging that it might be an institutional as well as a behavioural challenge, inclusion of DRR elements is sought to suggest in all three domains – policy/guideline, knowledge/motivation and implementation/practice (Figure-3).

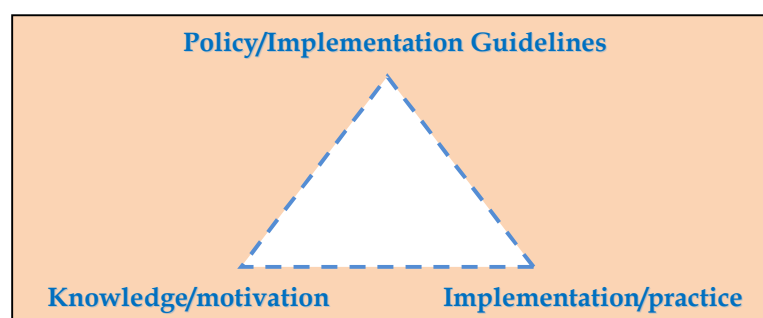


Figure - 3: DRR Inclusion Domains in the Safety Nets

Scope and opportunities as well as the areas for attention, for inclusion of DRR elements and/or improvement in the present programmes, are described in the sub-sections below.

g.1 Policy and Procedures/Implementation Guidelines

The safety net programmes (FFW, TR, EGPP, others) of MoDMR follow guidelines for the implementation of safety net project/schemes at the rural areas. The guidelines have a detailed guiding rules and steps of activities as how to draw and utilize the resources (food, cash etc). Roles and responsibilities of the agencies and officials concerned are also described in the guidelines.

⁷ Implementation Guidelines of FFW, TR and EGPP, MoDMR, GoB

g.1.1 Process of identification and selection of project/scheme

As a general practice, the identification and selection of the beneficiaries and project/scheme at the union/rural level is mainly done once the UP receives letter from the higher/Upazila authority. Selection at the rural/village level follows a usual systematic procedure administered by the UP Chairman and undertaken by the Ward Members with the support from the Field Supervisor (FS)⁸.

Participation of the community people (potential beneficiaries, others) has not been made mandatory at different steps of the identification and selection process. The identification and selection are rather done through a routine way of accomplishing the job within a definite period of time. Similarly, there is no indication to undertake the formal risk/vulnerability assessment (for example CRA) for the identification and selection of safety net project/schemes like construction of a rural road or a *kill*.

Area for attention: Inclusion of the Community Risk Assessment (CRA) or similar risk & vulnerability assessment method or tool in the identification and selection process could ensure that the DRR elements are considered in the identification process and thus integrated in the project/scheme. This could also make sure that the participation of the vulnerable (deserving) community. The above areas may be considered to be incorporated in the implementation/other guiding documents as applicable and as appropriate. The risk assessment method must be gender inclusive and thus ensure equal representation of each vulnerable and diversified group so that it could identify gender specific risk, vulnerability and capacity.

g.1.2 Use of disaster and related criteria during selection

g.1.2.1 Project/scheme selection under different safety net programmes considers some basic criteria like the population, poverty and others of the area. For example, in FFW (Guideline Section – 4/GHA) project is selected/accepted on the basis of population to be benefitted, internal communication among the unions, coordination with the govt and private and social institution/organizations etc. Similar criteria are followed in case of EGPP (Guideline Annex-1/Section – 2.2).

Area for attention: Population exposed to the hazard/disaster should be included as a criterion along with other criteria like the population to be benefitted, poverty etc. It must include gender inclusive criteria specially to include female headed household, HHs with pregnant, lactating mother, aged, people with disability, adolescent girls at risk to violence against women. A clause/sentence may be included in the section that the selection also considers the area exposed to disaster (flood, cyclone, upsurge, drought etc). As a ready reference ‘Multi-hazard Risk and Vulnerability Assessment (MRVA)’ tools (available at www.ddm.gov.bd website) could be used to calculate and find the population exposed or at risk due to disaster.

⁸ Implementation Guidelines of FFW, TR and EGPP, MoDMR, GoB

g.1.2.2 There are checklist/screening tools being used to check/fill-up while completing the task of selection and prioritization of project/scheme. For example, a social and environmental screening process is followed in EGPP (Guideline Section – 3.6: KA, KHA and GA) and TR (Guideline Section – 3/10).

Area for attention: Few questions may be added to the screening tool/checklist to take care of DRR, resilience and gender aspects as applicable and as possible. Similarly, in case of identifying new project/scheme, CRA/Vulnerability/Risk Assessment could be done as a pre-requisite of undertaking/implementing project/schemes those have direct/indirect bearing with natural and climate induced disasters.

g.1.3 Roles and responsibilities of the implementing officials

g.1.3.1 The responsibilities of the local level implementers, the upazila officials and the local public representatives, are embraced mainly with resource mobilization, utilization and supervision. For example, EGPP/Section – 2.4.2: describes about the roles and responsibilities of upazila level officials. The Project Implementation Officer (PIO) and Field Supervisor (FS) of EGPP are responsible to look after the environmental and social screening including gender and disaster impact assessment (DIA) of the identified scheme/project.

Area for attention: Integration of DRR elements and ensuring follow-up for implementation, monitoring and evaluation require few additional words, sentences and/or re-phrasing the sentences. The upazila officials, the PIO in particular, may be made responsible to make sure that DRR, gender, disability issues and questions are also asked and resolved while identifying and selecting the scheme/project. Similarly the FS should be engaged in asking the DRR, gender, disability questions and clarifying criteria during the identification and selection of scheme/projects in the Union Parishad (UP).

g.1.3.2 FS is responsible to support/facilitate the Chairman of the Union Committee to prepare the Union Plan (EGPP/Section – 3/GA:), although, it is not clear as what does the Union Plan mean.

Area for attention: The FS may be engaged to make sure that the said union level plan be aligned with the existing Rural Risk Reduction Plan (RRAP) or similar plan of the union, if there is any. If needed, the FS should be responsible to organize Community Risk Assessment (CRA) or Vulnerability or Risk Assessment and prepare the DRR Plan of the particular union. The UP needs to prepare the DRR/similar plan and update on a regular basis which could be treated the 'Master Plan' and any new intervention for the union has to follow the master plan without leaving chance of duplication and over lapping.

g.1.3.3 Union Committees are responsible for the implementation of the scheme/project according to the guidelines of various safety nets (EGPP/Section – 2.5 and FFW/Section – 8/CHA).

Area for attention: The Union Committee may be made responsible to make sure that the scheme/project includes DRR ingredients/criteria while they identify/select it. They should be accountable (in this section) to ensure that CRA/Vulnerability/Risk Assessment is done before selection/finalization of any scheme/project

g.1.3.4 Roles of UNO and PIO are described in some sections of the implementation guidelines of different safety net programmes (FFW/Section – 9/UMO-CHA and TR/Section – 8). As usual, the roles and responsibilities are mostly administrative and operational including the issuance of letter, to mobilize the people and institutions concerned and supervision thereafter.

Area for attention: Upazila/Paurasava, other local committees and the officials (UNO and PIO in particular) may be made responsible/accountable to ensure CRA/Vulnerability/Risk Assessment is done before selection/finalization of any project/scheme. Or, otherwise, they have to make sure that the new project/scheme is aligned with the existing DRR plan (RRAP), if there is any.

g.2 Knowledge and Motivation – Change the Way of Thinking and Applying

Safety net programmes of the MoDMR is administered, implemented and supervised by huge number of officials and staff from national to local levels. Local govt officials and public representatives are the key implementers at different steps and throughout the programme from initiation to the closure of the programme. There are large numbers of committees at different levels to look at the implementation, undertake supervision and perform advisory roles. While the ‘Implementation Guideline’ of various safety net programmes provide detailed method and steps of processes, however, developing knowledge and awareness for the inclusion of DRR elements stand vital.

As far as the principal purpose of the safety net programmes is concerned, resources mobilization for ‘Earth Work’ for the construction, improvement and repair/maintenance of the rural infrastructures has still been the primary focus, if not the only one. Although the implicit ‘Risk Reduction’ objective has remained high in the agenda for discussion as per the guideline but not been ensured in the implementation. So, given the need for risk reduction of the vulnerable communities through the safety net interventions, the conceptual clarification, knowledge and skill development is still critical for the official/peoples involved. As such a strong motivation is required, for almost all, for ‘Changing Focus’ towards the inclusion of DRR and thus achieving resilience of the communities concerned.

A strong motivation is required, for almost all, for ‘Changing Focus’ towards the inclusion of DRR and thus achieving resilience of the communities concerned through -

- **insertion of DRR in the SSNP training modules**
- **capacity development in risk/ vulnerability assessment**
- **access to and use of updated/ scientific information and data**

All field level officials (PIO, FS in particular) receive foundation training on the entire subject of ‘Disaster Management’ along with other topics and project implementation and management. A basic community risk assessment (CRA) training is also provided in the training programme.

Despite the transfer and turnover of the officials at various levels (national and local), the PIO and FS (Project Based) remain there at the Upazila level as a regular staff to provide need based supports and services to the local/vulnerable communities. While the senior officials may require some conceptual understanding and policy relevance with regard to the inclusion of DRR in the safety net programmes so that they could provide timely advise to the implementation level people, the field level staff should be provided with technical as well as motivational training so that they are mobilized to apply/translate the DRR and Resilience in the implementation of the safety net project/schemes.

Undertaking community risk assessment and preparation of local DRR plan/RRAP has been considered as a critical requirement of any risk reduction project or scheme or activity in any area of the country. Therefore, in order to institutionalize the approach and method, community risk assessment (CRA) and/or any other Risk/Vulnerability Assessment method and process should be taught to the implementers concerned.

A provision of innovations through pilot initiatives might be undertaken to ensure a full cycle learning process for community and stakeholders. A participatory and inclusive way is suggested to follow so that a culture of evidence based programming and informed policy making process is established, nurtured and promoted for a DRR inclusive safety net.

g.3 Implementation and Practice – Translating Concepts to Actions

In line with the overall purpose of DRR inclusion in the safety net programmes, present guideline works as a guiding tool for the implementers at the ground. It is critical to raise common understanding about the vulnerability/risk identification, preparation of risk reduction action plan or local DRR plan and preparation of DRR project/scheme among the implementers and beneficiaries. Practices in the field is suggested to include –

- a) undertake community risk assessment (CRA) and prepare risk reduction action plan (RRAP) or local DRR plan;
- b) prepare the DRR project/scheme (design and specification); and
- c) integrate DRR elements in the ongoing safety net project/schemes.

Community Risk/Vulnerability Assessment by using CRA methodology or any other suitable method/tool has to be a regular and mandatory activity for any safety net project/activity. On the other hand it should be mandatory that all new project/schemes are based on or drawn from the existing risk reduction action plan (RRAP) of the particular union, if the UP has prepared and followed the RRAP.

Community participation has to be ensured in all aspects of DRR inclusive safety net activities i.e. identification, selection and finalization of the project/schemes. The formal letter sent to the UP representatives should contain the specific direction for the inclusion of community representatives considering gender, age, disability and ethnicity.

While the actions to be taken in the real field is very specific as per the local level plan, however, the change needs to be brought starting from conceptual understanding and

motivation of the implementers and local/public representatives. So, they (UP Chair, others) are required to bring on board of common understanding on the changing focus on ‘Inclusion of DRR in the Safety Net Projects’.

g.3.1 Undertaking Community Risk Assessment (CRA)

Community Risk Assessment (CRA) has been made mandatory in all policy documents of MoDMR while undertaking/implementing any risk reduction and development project/interventions for the community people. Given the critical need of inclusion of DRR in the safety net programmes, undertaking risk assessment is a pre-requisite to understand and document the risks, problems and prepare the local level plans in order to include DRR elements in the safety net project/schemes at the ground in a more precise way. The risk assessment work may be done according to the implementation flow as under (Figure-4).

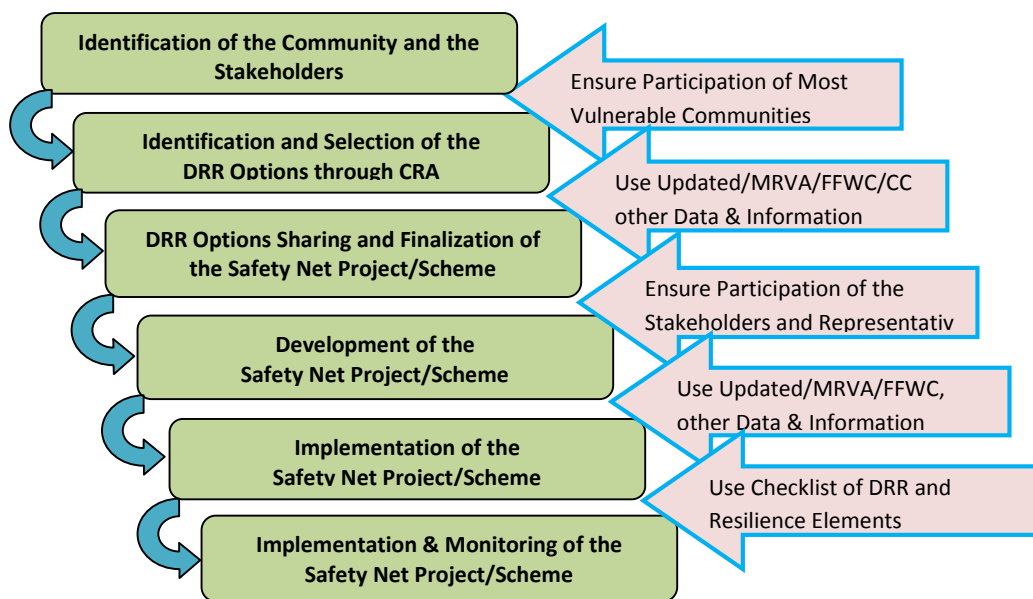


Figure – 4: Disaster Risk Assessment – Implementation Flow

According to the broader framework of PRA, basic methodological outline of CRA is proposed to be followed for the purpose of identification of DRR options, preparation of local DRR plan, validation and preparation of DRR Inclusive Safety Net Project/scheme. The ‘Practical Guidebook for Community Risk Assessment and Developing Local level Risk Reduction Action Plan’ prepared under Comprehensive Disaster Management Programme (CDMP II)⁹ of the Ministry of Disaster Management and Relief (MoDMR) has been suggested for the purpose of the work (ANNEX-2).

g.3.1.1 Keeping up with the CDMP II CRA Guidebook, the entire work of the CRA is proposed to be accomplished in four (4) steps starting from the identification of participants to the preparation of DRR inclusive safety net project/schemes. Following major steps and activities are suggested to undertake and complete the CRA work in the target area/UP (Table-1).

⁹ Practical Guidebook for Community Risk Assessment and Developing Local level Risk Reduction Action Plan, CDMP II, Ministry of Disaster Management and Relief (MoDMR), GoB, 2015

Table - 1: Major Steps of Activities of CRA

Step/ Critical Elements	Step – 1: Doc Review and Identification of Participants & Stakeholders	Step – 2: Conducting CRA at Local (UP) Level	Step – 3: Sharing and Validation	Step – 4: Preparation of DRR Project/ Scheme
Objective	Ensure the appropriate representation from all sector/agency/communities	Identify the DRR options and prepare the local DRR plan	Ensure recognition and acceptance from local stakeholders	Integrate DRR elements in the project/scheme
Participant/ actors	PIO, Supervisor, UP Chair, UP Members including Women Members	Representatives from most vulnerable community people and Ward members*	UP/Uz representative, govt officials, NGOs, women, teacher, others	PIO, Engineer
Duration	As per the need	1 Day	½ Day	As per the need
Location	UP	UP/Local	UP/Uz	UP/Uz
Responsible	PIO/Supervisor/UP Chair/UP Members/Women Members	Supervisor/UP Chair/UP Members	PIO/Supervisor	PIO/Supervisor/Engineers
<p>Note: It is noted that Step-2 is only for the community participants and it takes only one (1) day. Step-3 is only for the stakeholders. Step-1 and Step-4 could be done from the office and desk work only with the involvement of the PIO and Supervisors, others as required.</p> <p>*Equal representation of men, women, girls, boys, person living with disability, aged people, children, adolescent, ethnic & religious minority, transgender people etc.</p>				

g.3.1.2 Participants for the CRA should be selected prior to the actual assessment at the field. Given the importance of community participation, participants need to be identified from all areas (all Wards) and must be from the most (disaster) vulnerable areas and poorest section of the community. Participants should comprise of the representatives from the male, female, persons with disability and from all religious and ethnic groups (Table-2). Similarly, stakeholders from the concerned govt departments, public representatives, school teachers, religious leaders, social workers, others should be identified on the basis of their engagement and contribution in the DRR activities.

Table-2: Selection Criteria

Selection Criteria for the Participants		Selection Criteria for the Stakeholders	
1	Most vulnerable due to hazard/disaster	1	Govt agencies work in the social safety nets
2	Poorest as per the National/BBS Data (male, female, persons with disability and from all religious and ethnic groups)	2	Non-govt organization, agencies work in the area and social safety nets
3	Interested to and able to work (as per SSNP criteria)	3	Local public representatives, teachers, others
<p><i>Note: The selection criteria, in no way, supersede/replace the existing criteria of the implementation guidelines, however, re-emphasize the participation of most vulnerable communities and other stakeholders.</i></p>			

g.3.1.3 The entire CRA work is planned to be facilitated and managed well with participation and contribution of all involved in the process in different stages of the activities. Recognizing that PIO and Supervisor are the responsible and nodal for almost all works in relation to the MoDMR safety net and disaster management works at local level, they should be made overall responsible for the purpose.

A team of staff/officials/representatives may undertake and complete the entire CRA work starting from the selection of participants, stakeholders to the preparation of the safety net

project/scheme. The local level team may be comprised of PIO and Supervisor with officials and representatives from the Upazila and Union Parishad. Basic qualification/skills (of the team members) required to undertake CRA and preparation of project/scheme in placed in the annex (ANNEX-3):

g.3.2 Preparing DRR Project/Scheme (Design and Specification)

The entire work of identification, prioritization and finalization of DRR option/activities lead to the preparation of individual/specific 'DRR Project/scheme' with technical details and specifications. Adequate attention should be given to use and apply updated and scientific information and data for the preparation of the project/scheme. As a ready reference 'Multi-hazard Risk and Vulnerability Assessment (MRVA)' tools could be used to for the purpose and thus prepare the project/scheme (www.ddm.gov.bd).

Checklist-1:

- ✓ How do the proposed DRR option/activities reduce the vulnerability/risk of the local community?
- ✓ What sorts of local knowledge are available about flood/other natural or climate induced hazard/disasters?
- ✓ What sort/s of updated and scientific data available to be used to prepare the DRR project/scheme?
- ✓ How the knowledge and information/data could best be used for the preparation of DRR Inclusive Safety Net Project/schemes?
- ✓ How could you make sure that the elements of gender and disability are included in the project/scheme?

g.3.3 Making ongoing project/schemes DRR inclusive

Assessment of the social safety net (SSN) activities (EGPP for example) at the field under MoDMR reveals that lots of project/schemes (e.g. rural road, school ground, killa etc) are being implemented at the ground for income and employment generation and also to reduce disaster risk. However, there are some scope/opportunities for addition and adjustment in regard to the reduction of disaster risk of the communities the programmes serve and thus enhance their resilience over the period of time. The areas of changes proposed for the implementation guidelines should also be translated into actual action during the implementation of the project/schemes at local level.

Some sorts of technical and supervisory supports may be provided to include and augment the DRR interventions in the present safety net projects which could potentially enhance the Resilience to Disaster Risk of the particular project/area/community and eventually realize the 'Disaster Resilience Dividend'.

In view of the above observations, other considerations, the project/scheme may need to undergo a scrutiny with the DRR lens to make sure that necessary adjustment/improvement is made. A checklist could be used to accommodate some DRR element/criteria in the ongoing safety net project/schemes so that those could be DRR inclusive and so thus the vulnerable

communities of the area could be turned resilient (ANNEX-4). Examples of some adjustment are presented hereunder, as drawn from the field assessment.

Adjustment of height of the infrastructure/establishment – Height of any infrastructure must be adjusted according to historical height of flood, sea surge etc. Long-term prediction data from the climate study (model, others) should also be used to fix the height of the future structures like road, embankment, *killa*, house, flood/cyclone shelter, school/community/bazar ground, tube well, latrine etc.

Facilitating drainage and water flow – Flood or flash flood due to incessant rainfall or sudden onrush of water from the upper catchment may cause drainage congestion and hence damage to infrastructures, institutions, crops, trees, poultry and livestock. Installation of drainage infrastructure/facilities (culvert, U-drain) at certain points, intervals are required to drain out excess water to save the infrastructures, crops and other assets.

Protection of earthen structure from soil erosion – Soil may be eroded from the newly constructed road, embankment or raised ground like *killa*, school ground, eid gaon due to rain, flood or human interventions. Planting trees along the edge of the infrastructures and grass (e.g. *Binni Ghaas*) on the slope of the road/area may be required for the protection of soil, thus compaction and settle down permanently. Guide/Retaining Wall (*with expensive concrete work*) or Palasiding work (*with low cost tin/drum sheet and bamboo/pillar*) may be done along the side/edge of the raised ground to protect from the damage due to regular and seasonal flood water.

Income/employment generation for economic resilience – Arrange/provide skill development training to the SSNP labourers on various areas/trades (identified/suggested by them): like sewing machine, vaccination, operator/mechanic on tractor/power tiller/shallow machine/tube well/engine boat, cattle fattening, poultry/goat rearing, vegetable gardening, handicrafts etc. Token Financial support may be provided to the women beneficiaries who really deserve it and who have willingness, experience, scope and solid plan to initiate entrepreneurial/livelihood/income generating activities.

Ensure Accessible Environment/Setting for people with disability – Given the importance of supporting the people with disability appropriate environment should be established at UP Complex, Upazila Office, School, Hospital, Flood/cyclone Shelter etc. These could be, for examples, approach road from the main road to the flood/cyclone shelter, ramp/stair at school, hospital, shelter, office, ramp/landing gear at the ferry/launch/*kheya ghat*, train/bus station,



EGPP Supported Earthen Rural Road at Islampur, Jamalpur

- Height is low, not enough to protect the community from normal flood, flood water may damage the standing crops;
- Road side/slope is open, sometimes completely bare to side canal, pond; and
- No culvert or structure (U-Drain) to facilitate drainage of flood water, so, damage is obvious after each flood.

special/comfortable sitting/resting space at office, public place, community center, flood/cyclone shelter etc.

g.3.4 Monitoring and Quality Assurance

Monitoring and supervision of project/scheme work is planned to be conducted as indicated in the social safety net programmes document/guidelines. Considering the importance of the inclusion of DRR elements in the project/scheme, it is necessary that certain critical DRR feature/criteria are examined and ensured during the monitoring and supervision of the project/scheme.

Major areas for consideration for the supervision/monitoring include i) social criteria like participation of the community people who are the most vulnerable (representing all gender, age, disability, ethnicity etc), ii) technical aspect like the height and width of the structure to withstand in the hazard/disaster (flood, upsurge etc), iii) drainage facilities, iv) provision for soil erosion protection. The criteria may be used to supplement existing monitoring and supervision activities.

g.3.5 Reporting, Communication/Dissemination and Advocacy

A simple and one-page report may be produced based on the monitoring and supervision findings and results, highlighting the inclusion of DRR elements, which could be fed into the regular and periodical reports produced for the SSNP project/scheme.

g.3.6 Accountability – Roles and Responsibility

The implementation of activities is mostly completed at the union/upazila level. Therefore, the officials and the public representatives primarily responsible to ensure the timely implementation with quality outputs and results. They must be accountable to the senior officials, especially, to make sure that the DRR elements are included while identifying/selecting, preparing and implementing the project/scheme. However, the senior officials at the higher (district/national) level should be vigilant to remind the field level officials for the inclusion of DRR things in the entire process and outcome.

Assessment Report

Social Safety Nets & DRR in MoDMR: Current Feature & Scope for Improvement

Submitted

to

**National Resilience Programme (NRP), DDM Part, MoDMR, GoB
United Nations Development Programme (UNDP)**

Submitted

by

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Prepared Under the Consultancy Contract of “Assessment of Existing Disaster Resilience Dividends of Employment Generation Program for the Poorest (EGPP) and Identification of Options for Implementing Disaster Risk Reduction in EGPP”

Assessment Report

Social Safety Nets & DRR: Current Feature and Scope for Improvement

1. Introduction and Objectives

Bangladesh is often said to be the most vulnerable countries of the world in terms of natural and anthropogenic hazards. Data suggests that country's economy is at risk of growing loss and damage due to frequent disaster events and climate stresses over the years. Ranked as the tenth most exposed country in the world in terms of natural hazards and the fifth most at-risk country from disasters (World Risk Report 2016), managing disasters and their impact has been a major area of focus for the country. Bangladesh is losing a large amount of its gross domestic product (GDP) each year due to the disaster events making the economy more vulnerable and unpredictable. The impact of natural hazards in the country has significant implications for public finance: increasing expenditure and simultaneously reducing domestic revenue.

The National Resilience Programme (NRP) is a unique partnership between Bangladesh government and United Nations Development Programme (UNDP), UN Women and United Nations Office for Project Services (UNOPS). Funded by the Department for International Development (DfID) and the Swedish International Development Cooperation Agency (SIDA), the programme with USD 12 million, will be implemented by the Ministry of Disaster Management and Relief (MoDMR). The programme is designed to provide strategic support to sustain the resilience of human and economic development in Bangladesh through inclusive, gender-responsive disaster management and risk informed development. The purpose of the Programme will be to achieve substantial increase in resilience and reduction in disaster risk, loss of lives and livelihoods of men, women, girls and boys and communities in Bangladesh.

The NRP DDM part will work towards improving community resilience by creating replicable, cost-effective models for local disaster risk reduction and risk management through Social Safety Nets, Forecast-Based Financing and Ward-Level Earthquake Preparedness, and institutionalizing the Flood Preparedness Programmes that have shown promise in earlier initiatives. One area of focus for the National Resilience Programme (NRP) will be creating models to leverage existing social safety nets, such as the Employment Generation Programme for the Poorest (EGPP) in the Ministry of Disaster Management and Relief, so it does not just create employment for the poor but also works to reduce risk in flood-affected areas. The model will be thoroughly documented and evaluated for scale-up and advocacy purposes.

The present assessment of EGPP in particular and social safety nets in general aimed to identify options and scope for implementing disaster/flood risk reduction activities through the present EGPP and other safety net programmes, as applicable.

Specifically the assessment was undertaken to -

- identify the scope in the on-going EGPP, other safety net programmes for disaster risk reduction/resilience (DRR) interventions; and
- find out DRR options which could potentially be incorporated in the on-going EGPP, other safety net programmes for improvements, adjustments and value addition.

2. Social Safety Nets in Bangladesh

Disaster risk remains unmanaged, as residual risk, for the poor and most vulnerable communities even when disaster reduction measures are in place and for which emergency response and recovery capacities must be maintained. That means the presence of residual risk implies a continuing need to develop and support effective capacities for socio-economic supports such as safety nets and risk transfer mechanism along with the emergency, preparedness, response and recovery activities (UNISDR, 2017). Globally developing and transition countries use an average of 1.5% of GDP for safety net programmes (World Bank, 2019). In many countries, in Asia and the Africa, social protection or social safety nets are recognized as a critical strategy to reduce poverty, build resilience and thus enable development¹⁰.

¹⁰ FAO Social Protection Framework 2017.

There are more than 140 social safety net programs, covered 25% households and 1.6 billion US\$ disbursed to date in Bangladesh. It is found that poverty has come down to below 25% and extreme poverty down to around 12%¹¹. However, unemployment and income uncertainty are basic economic problem of Bangladesh. It is considered to be the greatest obstacle in the way of economic development of the country. Twice a year before the harvests, fewer labourers are needed to cope with the grain production and there is a shortage of employment opportunities in rural Bangladesh. The seasonal job drought hits the poorest the hardest as they struggle to put food on the table and cater for basic needs of their families.

Social Safety Net Programme came first into the discourse during the 1980's in response to the (presumably short-term) adverse effects of structural adjustment (Adato et al., 2004). The concept was later popularized in East Asia during the financial crisis (Paitoonpong *et al.*, 2008). During the last several decades many countries in the world have implemented social safety net Programmes (SSNPs) to serve the vulnerable and underserved peoples as a means of 'protection' but also as 'promotion'. Early proponents of SSNPs consider it as an instrument of equality. From experience it has been learned that SSNPs play both redistributive and productive roles. Given their importance and implications to the protection of the under deserved, SSNPs always get considerable attention from researchers, development practitioners, academicians, and policy makers.

According to BBS (2007), 13% of the households in the country receive benefits from one of the social protection programs. However, 90% of total safety net programs is directed toward the rural areas (BBS 2007). While various safety net programs make a difference to the lives of the beneficiaries, there are millions of people who require assistance, but have not yet been targeted. Thus, the problem is both with increasing coverage and improving efficiency through better targeting and minimizing leakages.

Numerous studies have been undertaken across the globe to analyze the impact of safety net Programmes. However, limited numbers of research and analyses have been carried out in Bangladesh to look at the status of SSNPs. Attempt was made to find out some relevant and recent studies in the areas of social safety nets Programmes in the context of Bangladesh in particular. This section provides a review of literature on the status, coverage, impacts and lessons and their recommendation as way forward.

According to BBS (2007), 13 percent of the households in the country receive benefits from one of the social protection programmes. However, 90 percent of total safety net programs is directed toward the rural areas (BBS 2007). While various safety net programs make a difference to the lives of the beneficiaries, there are millions of people who require assistance, but have not yet been targeted. Thus, the problem is both with increasing coverage and improving efficiency through better targeting and minimizing leakages.

Barakat *et al.* (2013) found from the study 'Improving the Targeting Effectiveness of Social Safety Nets in Bangladesh' that the committees for supervision of safety nets are non-functional and often ceremonial and none of them can play effective role in proper implementation of the safety net Programmes. Ultimately the responsibilities go solely to the officials of the concerned department and the elected representatives. They observed that within objective to derive political advantage in future, especially in the union parishad elections, UP chairman and members frequently enlist non-eligible beneficiaries. Therefore, the supervision of the safety net Programmes is very weak which creates both targeting errors as well as leakages.

In 2012, in their study entitled, "The Old-age Allowance Programme in Bangladesh: Challenges and Lessons," Begum and Wesumperuma reviewed Bangladesh's Old Age Allowance Programme and found that the Programme bears immense value to the country's poor older people by assisting them in meeting their basic needs, enhancing their status at home, and improving their psychosocial well-being, through providing a reliable source of income. It also has some spill over effects to other household members as well as macro impacts. The Programme does not cover all poor older people. Nor has it been effective in reaching the target population.

Barkat *et al.* (2011) in their study, "Social Safety Net Programmes in Bangladesh: A Review", evaluated 15 major public safety net Programmes in Bangladesh under three broad categories - conditional, unconditional, and education stipends Programmes. They reviewed the documented information about

¹¹ Bangladesh Institute of Development Studies (BIDS), June 2018.

targeting/eligibility, kind and amount, frequency and delivery mechanism of the Programmes as per the circulars, guidelines or directives prepared by the respective implementing agencies and at the same time enquired into what mechanism is followed in the field and thus depicted clear picture of background, eligible beneficiaries, eligibility criteria, targeting and delivery mechanism, kind of benefit and amount etc.

Rahman H. Z. *et al.* (2011) in their analysis of “Social Safety Nets in Bangladesh, Review of Issues and Analytical Inventory” explained that Social safety net Programmes are important instruments that countries like Bangladesh may utilize to facilitate such transfers. By mitigating the shocks of various types, both of an idiosyncratic and covariate nature, well functioning safety nets can reduce the impact of such shocks in the short-run and 'improve the long term growth prospects of the poor by reducing the compulsion among households to adopt coping strategies in the aftermath of a shock that leads to loss of human and physical capital and income generating capacity.' What is very significant about the Bangladesh case is that given the massive nature of poverty in Bangladesh and low per capita income, corresponding size of vulnerable population in Bangladesh at the risk of falling into or deeper into poverty is very large. The most frequently reported shocks for all households have been of an idiosyncratic nature in the form of shocks relating to illness (expenses related to illness and/or forgone income), and, dowry and wedding related expenses.

Khandker *et al.* (2011) examined the impacts of Food for Work (FFW) to improve rural road projects using household-level panel data from Bangladesh and found that rural road investments reduced poverty significantly through higher agricultural production, higher wages, lower input and transportation costs, and higher output prices. Rural roads also lead to higher girls' and boys' schooling. Road investments are pro-poor, meaning the gains are proportionately higher for the poor than for the non-poor.

Ahmed *et al.* (2009) assessed the operational performance of food or cash transfer delivery, beneficiary preferences for the transfer form, targeting accuracy, impact of Programme participation on food security, livelihood and gender related outcomes using propensity score matching approach. Impacts were not uniform, such as targeting of the Programmes was well but transfers were irregular, income increased and poverty reduced etc.

Using both quantitative and qualitative approaches Alim and Sulaiman (2009) determined the role of BRAC's *Polli Shomaj* in targeting effectiveness in beneficiary selection of 100-day employment generation Programme. The process of selecting beneficiaries by the union Parishad chairmen and ward members was more or less similar despite the presence of *Polli Shomaj*. Nepotism, bribery, vote bank and poverty were the criteria to select the beneficiaries. There was no significant difference in the targeting effectiveness in beneficiary selection between areas with and without *Polli Shomaj*.

In a very in-depth research Ahmed *et al.* (2007) examined relative efficacy of food and cash transfers in improving food security and livelihoods of the ultra-poor in Bangladesh with a focus on four interventions, including (i) IGVD and (ii) Food Security VGD (FSVD) (iii) Food for Asset-creation (FFA) component of the Integrated Food Security (IFS) Programme, and (iv) Rural Maintenance Programme (RMP). Most participants express a preference for the transfer type provided by the Programme they are participating -72 percent of IGVD participants prefer only food; 57 percent of RMP participants prefer only cash; and 75 percent of FFA and 48 percent of FSVD participants prefer a combination of food and cash. No major contravention of Programme rules in the beneficiary selection process across the Programmes. Participation by an adult female does not lead to increased caloric intakes by preschool-age children in any of the four Programmes. A monthly transfer of 100 Tk. increases household income by a significantly smaller amount for FFA (Tk. 32/month) and RMP households (Tk. 85/month).

Dar, Amit *et al.* (2006) in their assessment 'Social Safety Nets in Bangladesh: An Assessment' explained that the manner in which some Programmes have been implemented makes it difficult to evaluate rigorously their impact against their stated objectives. The evidence tells a mixed story, some studies concluding that safety net Programmes have had a positive role in alleviating poverty in Bangladesh; others questioning whether the Programmes really do provide a strategy for poverty alleviation or only for consumption and income smoothing. It is also difficult to say whether Programme participation has increased household consumption and income levels or has had a beneficial impact on human capital accumulation and longer-term income generation. Some studies point to a lack of long term asset creation and little impact on enhancing educational quality. They conclude that while the Programmes are valuable in smoothing consumption they do not aid in structural changes in poverty.

Ahmed and Del Ninno (2002) have showed that Food for Education (FFE) Programme has largely fulfilled its objectives of increasing school enrolment, promoting school attendance, and preventing dropouts. The authors found that enrolment was greater for girls than for boys. In addition, the authors found that there still remained some problems in targeting because a sizable number of poor households remain excluded from the Programme while many non-poor households are included.

3. Employment Generation Program for the Poorest (EGPP)

Social Safety Net Programme came first into the discourse during the 1980's in response to the (presumably short-term) adverse effects of structural adjustment (Adato et al., 2004). The major safety net programs (SNPs) in Bangladesh can be divided under four broad categories: (i) employment generation programs, (ii) programs to cope with natural disasters and other shocks, (iii) incentives provided to parents for their children's education, and (iv) incentives provided to families to improve their health status. These four broad categories can be divided into two types, depending on the mode of payment: (a) cash transfers, including conditional cash transfers (Cash-for-Education Program, Primary Education Stipend Program, Female Secondary School Assistance Project, Old Age Allowance, and Rural Maintenance Program); and (b) food transfers (Food-for Work Program, Vulnerable Group Development Program, Vulnerable Group Feeding Program, Test Relief and Gratuitous Relief).

The aftermath of the food price hike of 2007 saw new policy thinking on workfare programs that sought to strengthen the safety net aspect through the introduction of an innovative element of employment guarantee scheme. The employment guarantee programme for the poorest that was initially known as the 100 days employment program when first introduced in 2008, and was renamed as EGPP in 2009. This workfare program has quickly emerged as a flagship safety net program both for its scale- it is one of the top ten safety net programs in operation- and the high level of policy engagement that has seen incrementally systematic improvement in operation and outcomes. Employment Generation Program for the Poorest (EGPP) Program for Bangladesh provides the short-term employment on community sub-programs to enable households to better cope with vulnerability, while strengthening program implementation. This provides short term employment to manual workers during lean season over two cycles 80 days work is done.

First cycle starts from the month of October to December and second cycle starts from the month of March to April. The EGPP targets the most vulnerable in society in a number of ways. First, a greater proportion of funds are channeled to the poorest Upazilas (sub-districts), especially along the coastal regions. Second, only households with less than half an acre of land and where the household head is a manual laborer are eligible. Third, wages are set at below market wage level to attract only those who need the money the most. Furthermore, one-third of all beneficiaries include women. This gender quota increases the probability of particularly female-headed households who are particularly vulnerable, to benefit from EGPP.

EGPP is a cash-based workfare programme targeted to the rural extreme poor that provides a hitherto unavailable element of employment guarantee. Each participant has access to two seasonal packages of bulk employment of 40 days each- one in March through May and the other in October through December. The program typically requires participant to do physical work for rural community infrastructure through schemes chosen by the local community and local government bodies. The program utilizes the banking process to make payments.

EGPP is being implemented by the Ministry of Disaster Management (MoDMR) and is supported by the World Bank through an IDA funded investment operation that supports the existing Government program. Purpose of EGPP is to (i) provide short-term employment to the hardcore poor in lean seasons over two cycles (March to May and October to December) and (ii) develop rural infrastructure by constructing various programs under EGPP, mainly earthworks. Special characteristics of EGPP are –

- Employment of ultra-poor targeted who need the money the most, one third is female
- 95 percent of sub-programs help to build and repair rural roads
- 50 million work days have been created per year
- 100 percent of payments are made via beneficiary bank accounts

One of the implicit objectives of the EGPP program is reducing exposure to/monetary losses due to disasters and shocks.

4. Assessment Methodology and Tools

In accordance with the terms of reference (ToR) and scope, the assessment was done by using a rigorous yet participatory approach and processes. A qualitative yet comprehensive methodology was used that employed a combination of desk review, interview, group discussion, consultation, sharing and validation.

The assessment was conducted by using various PRA tools like Focus Group Discussion (FGD), Semi-structured Interview (SSI), Key Informant Interview (KII), Consultation, Case Studies, Observation of Project Site/activities etc.

4.1 Assessment Location and Respondents

As per the discussion and agreement with the project management the assessment work was conducted in Islampur Upazila of Jamalpur and Chilmari Upazila of Kurigram districts. The districts and upazilas were selected purposively considering their disaster and vulnerability context and also the potential of DRR interventions in the on-going EGPP/Safety net activities in the areas. The assessment locations are presented as under (Table-1).

Table – 1: Assessment Location

District	Upazila	Union
Jalampur	Islampur	Islampur Sadar and Belgacha
Kurigram	Chilmari	Raniganj and Thanahat

Assessment was done with a range of respondents from the national (Dhaka) to local (district, upazila and union) levels. They included govt officials, public representatives, local elites, school teacher, NGO staff, social workers and project beneficiaries as per the following distribution (Table-2).

Table – 2: Types of Assessment Respondents

Dhaka	District	Upazila	Union	Project Site/Village
Additional Secretary, Deputy Secretary of MoDMR	DRRO	Upazila Nirbari Officer (UNO)	Union Parishad Chairperson	Project/EGPP Beneficiaries
DG, Directors and Project Directors of DDM/EGPP/SNSP		Project Implementation Officer (PIO)	Ward Member	
Joint Secretary/National Project Director, GED, Planning Commission		Sub-Assistant Engineer (SAE)		
DG, IMED, Planning Commission		Upazila Women Development Officer		
Director, DoWA, MoWCA		Upazila Socail Welfare Officer		
Director, FSW, DAE		Upazila Agriculture Officer Upazila Engineer		

4.2 Document Review

At the outset of the assessment work, a list of the relevant documents and papers was prepared according to the suggestion of NRP, MoDMR and UNDP. The documents were collected and reviewed as per the guidance of the ToR and advice from the NRP Project Management and UNDP. The list is attached in the annexure (Annex-1).

4.3 Semi-structured Interview (SSI)

Semi-structured interviews were conducted with the senior government officials and policy makers, donor agencies, civil societies, professionals at the national level. The interviews were facilitated with a checklist/semi-structured questionnaire at the offices of the respondents as per their availability. The respondents included officials from the Ministry of Disaster Management and Relief (MoDMR), Department of Disaster Management (DDM), Safety Net Systems for the Poorest (SNSP) Project, General Economic Division (GED), Implementation Monitoring and Evaluation Division (IMED) of Planning Commission, Department of Women Affairs (DoWA), Department of Social Welfare (DoSW), Department of Agricultural Extension (DAE), United Nations Development Programme (UNDP), World Bank (WB), others. The list of respondents is attached in the annexure (Annex-2).



4.4 Focus Group Discussion (FGD)

As per the plan Focus Group Discussions (FGD) were arranged at the upazila level by the upazila level officials. The discussion sessions were imparted by using a checklist of major and specific agenda/questionnaires and standard guideline. A total of two (2) FGDs were completed at two (2) upazilas. The FGDs were participated by the EGPP beneficiaries from different unions of the upazilas. EGPP Sub-Assistant Engineer (SAE) provided necessary supports to organize the meetings and during the discussion. In total twenty two (22) participants came up in the meetings in two upazilas (Table-3).



Table-3: Upazilawise Focus Group Discussion Participants

Name of Upazila	Number of Participants attended		
	Male	Female	Total
Islampur, Jamalpur	6	4	10
Chilmari, Kurigram	5	7	12

4.5 Key informant interview (KII)

KIIs were done at the union parishads, upazila offices and district offices with a view to collect information on the social safety net programme/activities in general from a range of respondents. The KII respondents included Union Parishad Chairman, Project Implementation Officer (PIO), Upazila Social Welfare Officer, Upazila Agriculture Officer, Upazila Women Development Officer, Upazila/Sub-Assistant Engineer, Upazila Nirbahi Officer (UNO) and District Relief and Rehabilitation Officer (DRRO).

4.6 Case Studies

In order to capture some interesting results/impacts, opportunities and challenges of the project interventions three (3) case studies were conducted, one (1) in Islampur and another two (2) in Chilmari. Ms. Julena Begum from the Gangapara Village, Islampur Sadar Union under Islampur Upazila, Ms. Rokeya Begum, Kodaldhoarpar Village, Raniganj Union and Mr. Asar Uddin, Beler Vita Village, Thanahat Union of Chilmari Upazila sat in the discussion with the consultant and provided their background, involvement with the EGPP, livelihood changes and challenges.



4.7 Consultation

Inputs and suggestions were also collected from a section of the local people, professionals through consultations. Two (2) consultations were conducted in two upazilas where a small group of respondents comprising school teacher, NGO staff, social worker, local elites attended at the PIO offices of the upazilas (Table-4).

Table-4: Consultation

Name of Upazila	Number of respondents	Type of respondents
Islampur, Jamalpur	4	School Teacher, Social Worker, NGO Staff
Chilmari, Kurigram	5	School Teacher, NGO Staff, Local Elite

4.8 Observation of EGPP Project Activities

EGPP project sites, both at the Islampur and Chilmari Upazilas, were visited while talked to the beneficiaries, supervisors, community people and also inquired/explored the scope/opportunities for DRR/Resilience interventions in those ongoing projects like the earthen road, school ground, eidgaon/ground, beneficiaries house (plinth), IGA activities, others. The project sites were visited along with the Project Implementation Officers (PIO), Sub-Assistant Engineers (SAE) of EGPP, UP members, supervisors, others.

5. Disaster Context of the Assessment Area

The flood of Bangladesh is categorized in flash floods caused by the overflowing of hilly rivers in eastern and northern Bangladesh (in April-May and September-November). Rain floods are caused by drainage congestion and heavy rains. Monsoon floods are caused by major rivers usually in the monsoon (during June-September). Floods of 2004 and 2007 were particularly catastrophic, resulting in large-scale destruction and loss of lives in many parts of Bangladesh. Regular river floods affect 30% of the country increasing in and around 70% in extreme years. Approximately 37%, 43%, 52% and 68% of the country is inundated with floods of return periods of 10, 20, 50 and 100 years respectively.

Riverbank erosion is a common problem along the major and minor rivers in Bangladesh mainly due to deltaic topography and it has been forcing people to migrate or resettle in marginal areas which are equally vulnerable. Along the Jamuna, Padma, Meghna and Tista rivers about 88,462, 29,854 and 33,121 hectares of land have eroded respectively during the period of 1973 to 2015. Around 180-200,000 people have displaced annually due to river erosion in Bangladesh.

Islampur upazila of Jamalpur and Chilmari upazila of Kurigram are the most vulnerable areas due to flood and river erosion. Both the districts and upazilas are situated along the mighty Jamuna, Brahmaputra and Tista rivers and are annually flooded from the onrush of water from the upper catchment. Vast areas of the upazilas are eroded every year due to river erosion and the poor local residents are forced to leave the ancestral land and take shelter in and thus settle mostly in the riverine chars of Jamuna river along the upazilas. Recent flood in 2017 damaged the crops, houses and other assets of both Islampur and Chilmari upazilas of Jamalpur and Kurigram.

Jamalpur and Kurigram are the most flood affected districts of Bangladesh due to their geographical location, river system, history of deltaic formation and alluvial formation. The districts are exposed to natural hazards such as, flood, flash flood, river erosion, droughts, cold waves etc. The episode of these natural events are often coupled with vulnerability of local communities results in disasters that further drive the area towards greater environmental degradation, hunger, poverty and socio-economic deprivation. The livelihood base of the local community suffers significantly due to the recurrent exposure of diverse natural hazards.

The flood damage potential in Jamalpur and Kurigram is increasing due to climate change, urban concentration, encroaching of settlements into flood-prone areas, and overreliance on the safety provided by flood control works such as embankments, levees, reservoirs and other structures. Due to the various unplanned development work and rapid growth of settlement in rural and urban areas, the floodwater is likely to increase inundation depth and duration of flood. Both annual floods and low-frequency floods of high magnitude can inundate up to 20% and more than 35% of the area respectively of Jamalpur and Kurigram¹².

¹² The Multi-hazard, Vulnerability, and Risk Assessment Report, DDM, 2015.

6. Socio-economic Condition and the Coping Mechanism of the Beneficiaries

Both Jamalpur and Kurigram belong to the highest poverty area 51.1% and 63.7% (upper poverty line) respectively¹³ of Bangladesh. On the other hand Jamalpur and Kurigram are the most vulnerable districts due to flood and river erosion. The respondents from the EGPP beneficiaries represent mostly the poorest section of the community and work as the wage labourers as their major source of income. The occupation of the poor local community constitutes mainly two categories i.e. agriculture and non-agriculture.

As per the understanding from the assessment and data from the study poor households have wage labour as a major source of income. More than 40% of the people belong to the day labour category and sell their labour either in agriculture or non-agriculture sector as a principal occupation in the assessment area. The feature is same across the unions and assessment respondents. In all cases, however, they have shown a general tendency of seasonal migration to the cities especially in the lean season where there are no employment opportunities in the area. In addition to the above there is also a heterogeneous mix of work/activities like daily labour, ricksaw/van pulling, farming, small business and so on.

The local people, the poorest in particular, struggle to fix their livelihood and food security given the extent and severity of damage from annual occurrence of flood. They follow certain strategies to cope up and thus adapt with the frequent natural hazard like flood. A few examples are presented below which are mostly dependent on people's cultural and socio-economic context rather than the vulnerability, severity or risks.

Protecting houses and homesteads: Almost all respondents observed that they think about their house, homesteads and other assets first, once they were informed/warned about onset or arrival flood/disaster. Before the flood season, many respondents tied their house with strong rope or wire to tie four sides to large trees in a secure and balanced way.

Storing essential items: Most of them preserved fuels, matches, dry food (such as rice, puffed rice, flattened rice, chili, pulses, gur, onion, and potato) and keep these in polythene bag, jute bag, plastic container and aluminium pots at home. Women were found to be responsible to do the store/preservation of the items and other valuables under the soil to protect them from being washed away by floods.

Food security after the disaster: Most commonly found flood coping strategy followed by majority of respondents for food security was that they purchased or borrowed food on credit only in two months (the period of severe food insecurity). Few of them felt that they could buy/manage food by the saved money after the occurrence of the flood/disaster.

Protecting livestock, poultry and other assets: When flood water reaches at the level of the livestock shed, the respondents keep their livestock and poultry at home or on the ceiling of their home. Since, grass is not available, respondent used to give straw, kitchen by-product leaves of bamboo and banana, etc. as a feed to their livestock.

Migration to cities and other places: As the respondents explained during flood period (June through August), many household heads go and stay in other places/cities for working as agricultural labourer and other labour-intensive jobs to earn livelihoods for their family. That time, the female members take all responsibilities of the family.

7. Safety Net Activities including EGPP in the Assessment Area

Various types of construction, reconstruction and repair works were getting implemented in the project unions as found during the field visit and discussion with different types of respondents. The beneficiaries reported to have been constructing/reconstructing roads, repaired damaged infrastructures and grounds such as school grounds, madrasa grounds, eid gaon, mosques, bazar, flood shelter etc. The list of major activities done under the EGPP, MoDMR sponsored safety net project/s, as received from the respondents include, for example, as follows (Box-1).

¹³ Zila Level Poverty Map Estimate, World Bank, WFP and BBS, 2010

Box-1: List of Scheme/Project/Activities

<ul style="list-style-type: none"> ✓ Rural road construction ✓ Rural road re-construction, repair ✓ Raising and repairing existing school, madrasha ground ✓ Raising and repairing existing eid gaon, high ground/<i>killa</i> ✓ Bridge, culvert construction and repairing 	<ul style="list-style-type: none"> ✓ Raising and repairing existing community place, grave yard ✓ Raising and repairing flood shelter (cum school) ground ✓ Repairing damaged embankments, culvert, U-drain etc ✓ Excavating/re-excavating pond ✓ Restoring drainage system 	<ul style="list-style-type: none"> ✓ Planting trees along the road, embankment ✓ Allowance/stipend for the students ✓ Allowance for the pregnant and lactating mother ✓ Widow allowance ✓ Gratuitous Relief (GR) Materials like tin for house
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Similarly, as the respondents reported, other departments like the Social Welfare, Women Development, Education had been implementing various social safety net programmes for different vulnerable groups like mother, widow, students etc as above.

8. Current Status: Case Study EGPP

The EGPP beneficiaries work for 80 days in two phases of the year and earn a total of BDT16000.00 per person and most of them could hardly earn this sum based on their ability. They termed the benefits they had been receiving from involvement in the EGPP activities are excellent and helpful to their well-being in comparison to their earlier days while there was no EGPP. The benefits or dividends may be explained as follows.

8.1 Economic incentive

One of the implicit objectives of the EGPP is to reduce the monetary loss of the beneficiaries due to man-made, natural and socio-economic shocks. During the FGD almost all of the beneficiaries acknowledged the wage as an assured and regular income that supports their families a lot. Recognizing themselves as the poorest of the community/population, they did not have enough skill for other jobs available in the area. While they were found satisfied with the employment and income opportunity from the EGPP, they showed some discontent about the amount/rate of wage in comparison with the present market values of livelihood commodities.

8.2 Food and livelihood security

As the respondents described they were in better position in regard to food and livelihood security, once they failed to ensure food for all the family members. Most of the FGD respondents affirmed that they could manage three square meals for their family members, at least with plain rice and some other available items. The findings are almost consistent with the findings of the BIDS which said that the beneficiaries were relatively less exposed to food insecurity¹⁴.

8.3 Risk reduction and resilience to flood/disaster

The beneficiaries could not talk much about the disaster risk and resilience as such. However, they explained well about the capacities they have gained over the period and how they could use the capacities to cope with the flood/disaster situation and manage to ensure foods, clothing and other emergency requirements. Findings from the field were also supported by the essence of discussion with the senior officials of Safety Net Systems for the Poorest (SNSP) and others of the MoDMR. Examples of some of the contributing factors to improve their resilience to disaster are presented hereunder:

- Stable income - beneficiaries believed that due to the regular income they had been able to maintain a stable economic condition and they could save money to be utilized for emergency purpose especially during/after the flood/disaster.

¹⁴ Bangladesh Institute of Development Studies (BIDS), June 2018.

- Stored food for emergency – almost all of them assured that they had started to save some food because they are financially better off from EGPP income. Could utilize the saved/stored food to feed the family members during and after the flood/disaster.
- Raised house plinth – only a few of them claimed that they had spent some of their savings and raised their house plinth a little above the previous level and that could save them, their house and assets from regular flood/disaster.
- Better preparedness – project beneficiaries were found to assert that they had been better prepared against any disaster like flood since they faced natural disasters such as flood, heavy rain fall, riverbank erosion for long and they were adapted with the situation.

8.4 Environmental and other co-benefits

The beneficiaries had been receiving some more benefits from the EGPP activities in addition to regular income. The road and other structures built in the areas provided them easy communication facilities to the growth centers, bazar, community centers, health centers and other place/destinations. The road/embankments built in the areas (if high enough) could save them, their houses, crops from on-rush of sudden flood water. Trees planted in some of the roads, education institution, other places provided them some environmental co-benefits like more oxygen, timely rainfall and cool weather, as observed by the respondents attended in the consultation.

8.5 Community solidarity

Members of many local poor families had been involved in the EGPP, other safety net programmes. A strong community relationship and solidarity had been developed among the worker/beneficiaries while the male and female members had been working for a whole cycle of the EGPP/other safety net programmes. The members were found happy to share that they provided support and help each other in any need or emergency like during and after any disaster/flood.

9. Current Features of the Safety net & EGPP Projects in the Assessment Areas

Many EGPP projects were getting implemented at the unions in Islampur upazila of Jamalpur and Chilmari upazila of Kurigram. Some interesting stories and cases were found from field visit in the project areas/villages. Salient features of the observed project/activities are presented below.

9.1 Earthen Rural Road

- Height is low, not enough to protect the community from normal flood, flood water may damage the standing crops;
- Road side/slope is open, sometimes completely bare to side canal, pond; and
- No culvert or structure (U-Drain) to facilitate drainage of flood water, so, damage is obvious after each flood.

9.2 Eidgaon Ground

- With its usual purpose, the Eidgaon (high ground) is used by the local community and take shelter and keep their livestock for certain period of time during regular/yearly flood;
- The side/edge of the ground is filled-up with soil from EGPP support, however, there is no protection measure to make the ground intact; and
- Since there is a canal alongside, flood water comes in every year and soil from the side of the ground erodes and the ground shrinks.

9.3 House Plinth

- EGPP Labourers belong to the poorest section of the community who own poor living house/hut mostly with tin/ thatched roof/structures;
- Since the area (along the might Brahmaputra river) gets flooded every year, by normal flood water, and the house goes under water at varying depth; and
- The community people live in the flooded home or leave for elsewhere and loose everything.

9.4 Flood Shelter cum School

- The flood shelter cum school ground is low and gets under water and the school is forced to close down/class suspended during each flood season;
- The stair and ramp of the flood shelter cum school are close to each other and the ramp is not useful/effective during the flood season due to faulty construction; and
- The tube well (and the latrine) is out of order and the people take shelter during flood season have to struggle and cannot get fresh drinking water.

9.5 Evacuation Boat for Flood Affected/Char People

- Most of the areas of both Islampur and Chilmari are flooded in every year. People living in the Chars face the dire consequence of flood, they lose almost everything if the flood water raises high;
- Flood affected people have little option to be evacuated during sudden/flash flood and get stuck in their poor hut, made up of thatched or tin room which goes under water; and
- No boat, other transport for emergency evacuation. The pregnant, lactating mother, disable people, elderly and children suffer huge.

9.6 IGA for Building Livelihood Resilience

- EGPP Labourers are poor people with hand to mouth and do not have other occupation, mostly depend on the income/ wage from the EGPP work that meets their daily needs for some months of the year. The amount is not enough for family with more members and the poor labourers face difficulty during any family emergency like health problem; and
- EGPP Labourers are the unskilled people, however, they have interest to learn some new skills to do some additional work and earn more money to support the family in the lean period (while there is not EGPP work or if they are graduated in any case).

9.7 Solar Light for Vulnerable/Char People

- Rural people, especially those who live in the riverine char, suffer a lot during and after any flood/disaster, as found out during the discussion with the EGPP beneficiaries, Chairmen, member and PIO/Engineers;
- Respondents gave some examples of the Effectiveness Solar Light system during the flood season, they particularly mentioned the benefits during the 2017 flood while the solar system in the home, community/market areas helped them a lot in absence of power supply from the national grid for a longer period.

10. Scope and Opportunities for DRR/resilience Interventions

Assessment of the social safety net (SSN) programmes under MoDMR reveals that there is some scope/opportunities for addition and adjustment in regard to the reduction of disaster risk of the communities the programmes serve and thus enhance their resilience over the period of time.

10.1 SSN Implementation Guidelines and Process

The SSN programmes (FFW, TR, EGPP, others) of MoDMR follow guidelines for implementation of the project/schemes. The guidelines have a detailed guiding rules and steps of activities as how to draw and utilize the resources (food, cash etc). Roles and responsibilities of the agencies and officials concerned are also described in the guidelines. Identification, selection and implementation process of project/scheme are detailed out so that the people involved in the entire process are conversant and apply the same as well.

10.1.1 Gap in understanding and application in risk and vulnerability

The guidelines currently in use presents following goal/objectives with the focus on hazard/disaster reduction.

EGPP	FFW	TR	HA/VGF/GR
Create employment opportunities for the poor by constructing small scale rural infrastructure	Provide food aid to the poor rural community to reduce disaster risk and enhance climate change adaptation by constructing rural infrastructures	Develop and maintain rural infrastructure to reduce disaster risk by providing food aid to the poor rural community	Provide food aid to reduce disaster risk, improve CCA during and after any disaster

Similarly, the project/scheme selection process is asked to use environmental and social screening form, as below.

EGPP	FFW	TR
Undertake environmental screening	Consider highest flood level to fix the road/embankment height	Consider highest flood level to fix the road/embankment height

However, the project/scheme implemented in the ground was not always found to follow the rules and procedures. The project/scheme might create additional/new hazard for the local/vulnerable communities, as found in the field visit and discussion.

The guidelines are used, as observed, as a steps and process for resource allocation and utilization for 'Over Utilized' concept and practice of 'Earth Work' in almost all areas. Appeared from the field visit and discussion with the representative/implementers at various tiers that project/schemes are more 'Resource Driven' and less focus on 'Risk Reduction'.

10.1.2 Selection of project/scheme through risk assessment

Field visits and discussion with the implementers revealed that they followed the guideline/s (FFW, TR, EGPP, others) to identify, review and finalization of the project/schemes. The guideline/s writes about the use of social and environmental screening tools (EGPP), checklist/question to verify if any project/scheme reduce disaster risk (FFW). As per the guideline/s height of a road/embankment has been fixed to be higher than the highest flood level (previous) as indicated in the design description. However, it is not clear from the guideline/s as how the risk and vulnerability of the area and community are considered while preparing the project/scheme in the entire project/scheme implementation cycle.

Disaster Management Act 2012, Section 20/sub-section 2 spells out that the local DMC (UDMC) shall prepare local level disaster risk management plans according to the local hazards. Similarly the Disaster Management Policy 2015, section 6/sub-section 6.1 describes that community risk assessment (CRA) needs to be undertaken and risk reduction action plan (RRAP) shall be prepared in each area with the participation of community people.

Standing Orders on Disasters clearly advises undertaking the Community Risk Assessment (CRA) and preparing Risk Reduction Action Plan (RRAP) at the Union level by the UDMC and follow the

plan while undertaking any risk reduction and/or development project/s. Disaster Impact Assessment (DIA) is also asked to be done for the same purpose/s (Section 4.1.6/Revised SOD 2019).

So, taking the above statement of policy direction in due consideration undertaking CRA and preparation of RRAP has found to be a critical requirement of any risk reduction project or scheme or activities in any area of the country. Accordingly, vulnerability and risk assessment practice, with the participation of the local and vulnerable community, has to be built in the implementation process since the beginning of identification and selection of new project/scheme. The selected project/scheme, should otherwise, be aligned with the local/Union Risk Reduction Plan which has already been prepared and followed by the local authority/UDMC/UP.

10.1.3 Allocation of resources for the affected/vulnerable people

It is found from review of the safety net guidelines that, in general, three major criteria like the area, poverty and population are considered to calculate the amount of resources for the vulnerable and affected communities. Given the over arching aim of reducing risk from various hazard/disaster, any social safety

net project/scheme/activity needs to be identified/selected, also, in accordance with the vulnerability and risk profile of the area and community concerned.

'Multi-Hazard Risk and Vulnerability Assessment, Modelling and Mapping (MRVAM)' was prepared from the Emergency Cyclone 2007 Recovery and Restoration (ECRRP) Project and thus prepared, Department of Disaster Management (DDM). MRVAM Atlas provides some critical data and information on i) number of HHs, infrastructures are exposed to or at risk of hazard/s, ii) livelihood option/opportunities at risk and iii) number of critical facilities (hospital, education, cyclone/flood shelter) first responder (fire, police stations) exposed to hazards. As per the MRVAM, the exposure information for population for any upazila is based on the gender, age, ethnicity, employment, education, disability and poverty (MRVAM Atlas, DDM Website).

Therefore taking both the statements in account, the process of allocation of resources may be considered to be reviewed and necessary adjustment/adaptation may be made in order to accommodate updated data and information on disaster risk and vulnerability. MRVAM Atlas may be utilized as reference document for the purpose. Necessary inclusion, improvement in the current guidelines and instructions to the people concerned may be provided so that the entire steps of activities and the processes are DRR and resilience inclusive.

10.2 Programme implementation/practices at the ground

Field visits to some of the project unions, discussion with the people of various levels (from local to national) and review of literature revealed that there were scope and opportunities for further addition/adjustment in the ongoing projects, especially in regard to the risk reduction and building resilience to disaster. Some small interventions/activities/supports (from NRP) may be provided to augment the DRR interventions of EGPP projects, other safety net projects. The addition of such interventions/activities/supports (from NRP) could potentially enhance the Resilience to Disaster Risk of the particular project/area/community so that they could realize the 'Disaster Resilience Dividend'. Examples of the potential DRR/resilience interventions are described hereunder:

10.2.1 Raise Height of Earthen Road

As per the field observation, the height of the earthen rural roads are low and may not be able to protect the houses, other properties and crops of the beneficiaries and community of the project areas. Following intervention/activities are suggested to improve the present situation/status.



- ✓ **Raise the height of the earthen road** higher than the flood height of 2017 (a reference year for major flood of the area). Better to use the climate change prediction applicable for the area/region to fix the height of the road;
- ✓ **Install culvert, U-drain** at certain point/intervals to facilitate drainage/removal of sudden on-rush of flood water so that the roads are not damaged; and
- ✓ **Plant grass and trees** along and by the side of the road to stabilize the soil so that soils are not eroded and the roads are not damaged. Trees add value to the project and the local community can fetch environmental/other co-benefits.

10.2.2 Protect Killa/Eidgaon/High Ground

The Eid gaon ground found during the field visit could be made resilient with only by doing few adjustment. Soils were added into two sides of the ground with EGPP supports. However, field observation suggested that the sides of the ground need to be protected by the following ways.

- ✓ **Guide/Retaining Wall** (with expensive concrete cement) or Palasiding work (with low cost tin/drum sheet and bamboo/pillar) along the side/edge of the ground to protect



from the damage due to regular and season flood water, since there was a canal flowing by the side of the eid gaon; and

- ✓ **Grass and trees** might be planted for stabilization of the soil and thus protect the ground from flood water, for the sake of the entire community (especially the vulnerable poor people). The trees might bring additional environmental co-benefits for the community in general.

10.2.3 Raise House Plinth

EGPP/other safety projects are getting operated in the most disaster vulnerable areas of the country and the beneficiaries/workers belong to the poorest section of the community. It was found from the field visit that they hardly had capacity to rebuild their house or raise the plinth with their present income and socio-economic status. So, some supports might be extremely helpful for them to raise their house plinth and thus protect their house/assets from the damage of seasonal and recurrent flood/disaster.

- ✓ **Raise plinth height** up to/at least last flood height or flood of 2017 (as a reference of the area). Better to use the climate change prediction applicable for the area/region to fix the height; and
- ✓ The structure of the house might be considered for strengthening so that it might not be damaged by the flood water any more.

10.2.4 Repair Flood Shelter cum School

Few adjustment and/or repair works might be needed for the flood shelter cum school (found during the visit) in order to increase the longevity of the structure and also to accommodate more flood/disaster victims during the disaster period.

- ✓ **Raise school/shelter ground** up to/at least last flood height or flood of 2017 (as a reference of the area) so that it does not go under water during seasonal flood.
- ✓ **Reconstruct/repair the ramp** and/or other parts of the shelter to facilitate the people with disability, pregnant women, young/elderly to get into and take shelter comfortably; and
- ✓ **Re-install/repair tube well and latrine** to be used by the students and the flood victims during the flood/disaster period.



10.2.5 IGA for Building Livelihood Resilience

Almost all beneficiaries/workers of the EGPP/other safety net programmes were found to be very poor, hand to mouth and dependent on the only income from the project. They were found to know some new income opportunities elsewhere, they felt that some sort of technical and initial financial supports to start any new enterprise. They expressed their eagerness to learn some new skills so that they could earn some money for the family even if they are graduated from the project. While checked with the upazila level govt offices (Agriculture, fisheries, livestock, women development, social welfare etc) they were found positive towards providing training and regular technical supports to the beneficiaries.

- ✓ **Arrange/provide skill development training to the EGPP labourers** on various areas/trades (identified/suggested by them): like sewing machine, vaccination, operator/mechanic on tractor/power tiller/shallow machine/tube well/engine boat, cattle fattening, poultry/goat rearing, vegetable gardening, handicrafts etc.
- ✓ **Token Financial support** may be provided to the women beneficiaries who really deserve it and who have willingness, experience, scope and solid plan to initiate entrepreneurial/livelihood/income generating activities.



10.2.6 Ensure Accessible Environment/Setting for the C/PWDs

As per Ministry of Social Welfare in the country there are a total 16 lac persons with disabilities. It is recognized that children/people with disability (C/PWDs) have limited or no access to most of the activities and support/services and similarly they suffers most in disaster situation. During any disaster (e.g. flood) C/PWDs struggle to get attention from the family, society and institutions and hardly have access to facilities and support services. They deserve disability responsive and inclusive environment and settings so that they are able to access all facilities and supports from society and institutions¹⁵.

- ✓ **Ensure accessible environment/setting/premises for children/persons with disability (C/PWDs)** at UP Complex, Upazila Office, School, Hospital, Flood/cyclone Shelter etc. These could be, for examples, approach road from the main road to the flood/cyclone shelter, ramp/stair at school, hospital, shelter, office, ramp/landing gear at the ferry/launch/*kheya ghat*, train/bus station, special/comfortable sitting/resting space at office, public place, community center, flood/cyclone shelter etc.
- ✓ **Arrange knowledge and skill development training/orientation programmes** on disability inclusive disaster risk reduction/management for C/PWDs, their families and others involved.

11. Conclusion

It is believed that social protection/social safety nets work beyond poverty alleviation, the combination of social and economic impacts can strengthen resilience of the community people. That means it enhances the capacity of vulnerable and poor households to cope with, respond to and withstand natural and human-induced crises.

The assessment went well in terms of the preparation and execution of the same with the participation of the respondents and office/institution/organizations. The assessment took note and documented the findings, observation and presented in the preceding sections.

¹⁵ Inception Workshop Report, National Resilience Programme (NRP), 2018

Annex-1: List of Documents Reviewed

1. National Resilience Programme (NRP) Project Document
2. Implication of Employment Generation Programme for the Poorest (EGPP) to Reduce Disaster and
3. Gender Vulnerability, Bangladesh Institute of Development Studies (BIDS), 2018
4. Employment Generation for Poorest Project Implementation Guideline (Bangla)
5. NRP – DDM Inception Workshop Report, 2018
6. National Social Security Strategy (NSSS), 2015
7. Social Safety Nets in Bangladesh, PPRC-UNDP, 2011
8. Effectiveness of Social Safety Nets in Poverty Reduction, 2011, S. M. Mohiuddin
9. Social Safety Nets and Productive Outcomes: Evidence and Implications for Bangladesh, FAO, 2014
10. National Strategy for Social Safety Net, Ministry of Planning, Government of Bangladesh, 2015, Dhaka
11. Vulnerable Group Feeding Rules and Regulation, Ministry of Food and Disaster Management, Government of Bangladesh, 2014, Dhaka
12. Guideline for the Rural Infrastructure Improvement Programme, Ministry of Food and Disaster Management, Government of Bangladesh, 2014, Dhaka
13. Implementation Manual for the Allowance Programme of Husband Deserted Destitute Women and the Widow, Ministry of Social Welfare, Government of Bangladesh, 2013, Dhaka
14. Implementation Manual for the Allowance Programme of the Insolvent Persons with Disability, Ministry of Social Welfare, Government of Bangladesh, 2013, Dhaka
15. Old Age Allowance Program Implementation Manual, Department of Social Services, Ministry of Social Welfare, Government of Bangladesh, 2011, Dhaka
16. Vulnerable Group Development Programme Implementation Guideline, Ministry of Woman and Child Affairs, Government of Bangladesh, 2011, Dhaka
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Annex-2: List of People Met/Interviewed in Dhaka

Sl #	Name and Designation	Office/organization/agency/address
1	Md. Akram Hossain Additional Secretary (Relief)	Ministry of Disaster Management and Relief (MoDMR), GoB
2	Md. Mohsin National Project Coordinator (NPC), NRP and Additional Secretary	Ministry of Disaster Management and Relief (MoDMR), GoB
3	Abu Syed Mohammad Hashim Director General	Department of Disaster Management (DDM) MoDMR, GoB
4	Mr. Satyen Ch. Sarker Project Director	Safety Net System for the Poorest Project (SNSP) Department of Disaster Management (DDM)
5	Md. Yousuf Ali Project Director and Additional Secretary	Construction of Flood Shelter Project Department of Disaster Management (DDM)
6	Md. Abu Bakar Siddique Project Director and Joint Secretary	Food for Work Project (Kabikha) Department of Disaster Management (DDM)
7	Mr. Atiq Omor Project Director, NRP and Deputy Secretary	Ministry of Disaster Management and Relief (MoDMR), GoB
8	Mr. Arif Abdullah Khan Programme Specialist	United Nations Development Programme (UNDP)
9	Ms. Saudia Anwer Disaster Risk Reduction Specialist	United Nations Development Programme (UNDP)
10	Mr. Ashiq Aziz Senior Social Protection Specialist	Social Protection and Jobs The World Bank
11	Ms. Rubaba Anwar Operations Analyst	Social Protection and Jobs The World Bank
12	Mr. Suman Kar Data Management Specialist	Safety Net System for the Poorest Project (SNSP) Department of Disaster Management (DDM)
13	Md. Abdul Mannan Director General and Additional Secretary	Implementation Monitoring Evaluation Division (IMED), Planning Commission, GoB
14	Md. Jehsan Islam Director General and Joint Secretary	Implementation Monitoring Evaluation Division (IMED), Planning Commission, GoB
15	Faizul Islam National Project Director and Joint Chief	Social Security Policy Support Programme GED
16	A M Morshed Project Manager	National Resilience Programme, Planning Division Planning Commission, GoB
17	Md. Ataur Rahman Project Director, NRP and Director	Department of Women Affairs (DoWA) Ministry of Women and Child Affairs (MoWCA)

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CRA Implementation Process

Process at the Union level:

1. Identifying the specific areas where the government/other implementing agency will
2. conduct CRA.
3. The government/other implementing agency will inform the relevant Union, District administration, Upazilla administration, government departments and other relevant agencies regarding the conduction of CRA.
4. Implementing organization will form necessary number of facilitator groups including voluntary and skilled members of the Union Disaster Management Committee (UDMC) with approval from the UDMC and Upazilla Disaster Management Committee (UzDMC).
5. Implementing organization will organize basic training on the important issues of CRA
6. implementation after formation of facilitator groups.
7. Assigning two representatives from the facilitator groups for collecting information from the secondary sources.
8. Deciding the feasible time for conducting CRA in consultation with UDMC.
9. Organizing an inception meeting for implementation of CRA and setting the time and other necessary steps to conduct CRA in the selected Union based on consultation with the UDMC.
10. Completing the steps of CRA at the Union level within 4 days according to the CRA
11. guidebook.
12. Developing risk reduction action plan for the Union and sending the list of non-implementable interventions (at the Union level) to the Upazilla level.

Process at the Upazilla level:

1. Preparing list of various activities undertaken by different government agencies, donor agencies and other development partner agencies at the Upazilla level.
2. Consultation with officials from all sectors to develop an action plan based on the risk reduction interventions compiled from different Unions during the UzDMC meeting.
3. Compiling the plans from different Unions and identifying sector-wise specific needs through organizing a two day workshop.
4. Developing Upazilla level integrated action plan that might be a part of the multi-year development plan and then ensuring effective initiative regarding the implementable interventions through the government departments and other agencies.
5. Development of integrated Upazilla level community risk assessment (CRA) report.

Facilitation, management and logistics for CRA

The entire CRA work is planned to be facilitated and managed well with participation and contribution of all involved in the process in different stages of the activities. Recognizing that PIO and Supervisor are the responsible and nodal for almost all works in relation to the MoDMR safety net and disaster management works at local level, they should be made overall responsible for the purpose.

A team of staff/officials/representatives may undertake and complete the entire CRA work starting from the selection of participants, stakeholders to the preparation of the safety net project/scheme. The local level team may be comprised of PIO and Supervisor with officials and representatives from the Upazila and Union Parishad.

Basic qualification/skills (of the team members) required to undertake CRA and preparation of project/scheme:

- I. Have thorough knowledge and skills on PRA
- II. Experienced to facilitate CRA/similar method and tools
- III. Strong exposure to rural development and disaster risk reduction
- IV. Have access to and well versed about the use of updated/scientific information

The team needs to take the following preparation well ahead of the CRA works:

- a. Inform the local authority/representative through formal letter from the concerned authority;
- b. Invite and confirm participants following the selection criteria of the safety net programmes (and including as suggested in the operation guidelines i.e. the most disaster vulnerable ones);
- c. Collect updated/scientific information, data, maps etc on local hazards, disasters, impacts, vulnerabilities, risks and climate parameters;
- d. Collect and procure materials, arrange venue, food and other logistics and others as required; and
- e. Take required preparation for facilitation (preparation of template, materials etc).

Checklist of Elements for DRR Inclusion in ongoing Safety Net Project/schemes

SI #	Elements for Consideration	Local Reference	Updated Reference
1	Historical data/height of last flood/upsurge	Local People's Understanding	DDM/MRVA Data
2	Possibility of water logging/exposure	Local People's Understanding	DDM/MRVA Data
3	Requirement of culvert/mitigation	Local People's Understanding	LGED Data
4	Requirement of U-drain/mitigation	Local People's Understanding	LGED Data
5	Requirement of tree plantation/mitigation	Local People's Understanding	Department of Forest Data
6	Area of flood exposure	Local People's Understanding	DDM/MRVA Data
7	Area of crop damage	Local People's Understanding	DAE Data
8	Number of population affected (Women, Persons with Disability)	Local People's Understanding	BBS Data
9	Number of infrastructure damaged	Local People's Understanding	DDM/MRVA Data
10	Number of community center/bazar/club damaged	Local People's Understanding	LGED Data

-----**End of the Practical Guideline**-----