



## **Piloting of Disaster Risk Reduction Integrated Employment Generation Programme for the Poorest (EGPP) for Enhancing Resilience in Chilmari, Kurigram**



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**Ministry of Disaster Management and Relief**

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## 1. Introduction

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 seventh most at-risk country from disasters (World Risk Report 2019), 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. However, Bangladesh is globally cited as a country with efficient disaster management. It has now become the source of global knowledge on disaster management and climate change adaptation. Despite the disasters impact, the country has maintained over 7% GDP growth by the last decade while disaster risk management played a vital role in protecting development gain. This has been instrumental for reducing the economic and environmental vulnerability that contributed the in LDC graduation process to declare a developing country by the UN Development Policy Committee.

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 e 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).

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.

Taking into account growing government annual development budgets, its extensive portfolio of social safety nets and the likelihood of declining international aid, the National Resilience Programme does not aim to implement local risk reduction activities at scale but to provide strategic support to enhance government capacity to do so through its own structures and programmes. The programme focused in developing replicable, cost-efficient and gender-responsive models for disaster risk reduction and resilience-building. This effort involved identifying opportunities to enhance existing government and civil society organization capacities in activity plans and implementation, as well as systematic and strategic evaluation (including value for money) of project interventions.

There is extensive social safety net programme of GoB for the poor and vulnerable people. While MoDMR have large scale safety net initiatives through its Test Relief, Food for Works and Employment Generation programme for the Poorest (EGPP) for reducing vulnerability of poor people including women and persons with disability.

### **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. Exploring the huge potential, **the sub-project has developed an approach to make Social Safety Net DRR flexible** to leverage the resource for building resilience. It's has been promoting a pilot to develop a cost-effective, gender-responsive risk informed model for supporting disaster risk reduction and resilience building through the EGPP or other SSP of MoDMR.

The NRP: DDM part piloted 8 gender responsive, disability inclusive risk informed SafeNet schemes through EGPP in four Upazilas of Kurigram and Jamalpur districts. Local level DDM officials and Union DMCs used the ward level risk reduction plan that was developed by Community Risk Assessment process for develop risk reduction interventions with the active participation of community and disaster Management Committees (DMCs)

Since its beginning NRP-DDM developed a practical guideline to facilitate GoB in the inclusion of DRR elements in the entire cycle of safety nets including identification, selection, preparation of the safety net project/schemes and implementation.

## 1.1. Purpose of the Piloting:

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 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 Ministry of Disaster Management and Relief MoDMR.

## 2. Study findings of the National Resilience Programme (NRP):DDM

The National Resilience Programme has been conducted a Study on ‘**Assessment of Existing Disaster Resilience Dividends of Employment Generation Programme for the Poorest (EGPP) and Identification of Options for Implementing Disaster Risk Reduction in EGPP**’ under following scope:

- Identify and review relevant literature on social safety nets in Bangladesh, adaptive social protection, resilience dividends, UNDP projects with transferable knowledge, flood risk and other relevant issues;
- Consult with NRP, Ministry of Disaster Management and Relief, Department of Disaster Management, SMODRRPA/EGPP programme, UNDP and other key stakeholders to identify key opportunities, challenges, strengths and weaknesses for implementing flood risk reduction and resilience building through EGPP;
- Conduct an in-depth study of current EGPP programme to identify the extent of impacts, strengths and weaknesses of EGPP towards disaster risk reduction (DRR), and. Specifically, the resilience dividends to be assessed should include:
  - Past EGPP contribution to (a) directly reduced impact of disaster events in past decade in terms of loss of lives, affected population, damage to critical infrastructure, and economic loss; and (b) building capacity of participating households and community to take action to reduce future impact of disaster and climate change;
  - EGPP contribution in faster and resilient recovery of social and community function from disasters in the past decade, in terms of restoration of key services, business continuity, and incorporation of risk reduction in activities;
  - Past EGPP contribution to creating opportunities for development (as set out in the SDG and Sendai agenda), including creation of sustainable development, coherence and integration with disaster risk reduction and climate adaptation projects, and inclusion of gender equality and persons with disability;

- An outline of advocacy agenda on the adaptive social protection programme in reducing the risk of disaster and climate change;
- Based on the assessment of past resilience dividends, the study has tried to further identify missed opportunities and future options for increasing flood resilience dividends of the safety net programme in the future;
- Develop programme package for piloting activities with operational guidelines in consultation with NRP, Department of Disaster Management (DDM) and Ministry of Disaster Management and Relief (MoDMR);

## **2.1. Objectives of the study**

One area of focus for the National Resilience Programme (NRP) is to create a 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 programme will identify and pilot options for risk reduction activities that can be implemented through the Employment Generation Programme for the Poorest. The model will be thoroughly documented and evaluated for scale-up and advocacy purposes.

The purpose of designing the model to be piloted, NRP DDM were- (a) make an assessment of existing disaster resilience dividends of the EGPP, and (b) identify options for implementing flood risk reduction activities through the programme.

## **2.2. The Study area and findings**

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 Kurigram<sup>1</sup>.

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. 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.

### 2.2.1. Study Findings:

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, madrasha 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).

**Box-1: List of Scheme/Project/Activities**

<ul style="list-style-type: none"> <li>✓ Rural road construction</li> <li>✓ Rural road re-construction, repair</li> <li>✓ Raising and repairing existing school, madrasha ground</li> <li>✓ Raising and repairing existing eid gaon, high ground/<i>killa</i></li> <li>✓ Bridge, culvert construction and repairing</li> </ul>	<ul style="list-style-type: none"> <li>✓ Raising and repairing existing community place, grave yard</li> <li>✓ Raising and repairing flood shelter (cum school) ground</li> <li>✓ Repairing damaged embankments, culvert, U-drain etc</li> <li>✓ Excavating/re-excavating pond</li> <li>✓ Restoring drainage system</li> </ul>	<ul style="list-style-type: none"> <li>✓ Planting trees along the road, embankment</li> <li>✓ Allowance/stipend for the students</li> <li>✓ Allowance for the pregnant and lactating mother</li> <li>✓ Widow allowance</li> <li>✓ Gratuitous Relief (GR) Materials like tin for house</li> </ul>
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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.

<sup>1</sup> The Multi-hazard, Vulnerability, and Risk Assessment Report, DDM, 2015.



## **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:**

### **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.

### **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 insecurity<sup>2</sup>.

### **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.
- 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.

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<sup>2</sup> Bangladesh Institute of Development Studies (BIDS), June 2018.

- 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.

### **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 to protect infrastructures and adaptation as well as mitigation.

### **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.

### **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.. Salient features of the observed project/activities are presented below.

#### **Earthen Rural Road**

##### **EGPP tried to risk informed infrastructures**

- This has been ensure the connectivity. Number road with inadequate height not enough to mitigate the flood risk
- There need culvert or structure (U-Drain) to facilitate drainage of flood water, so, damage is obvious after each flood.

### **Eidgaon Ground (community Place)**

- 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 needs protection measure to make the ground intact.

### **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 mighty Brahmaputra river) gets flooded every year, by normal flood water, and the number of house goes under water at varying depth; and
- The number community people live in the flooded home or leave for elsewhere and incurred huge loss. This suggested to raise the plinth to protect from flood, which would maximize the resources through adaptive social protection

### **Flood Shelter cum School**

- A number of flood shelter cum school ground is used as temporary shelter. Some of the school ground needs to be raised to consider the flood level.
- The ramp of the flood shelter cum school are used by the persons with disability. This can be improved further for its effectiveness.
- The tube well (and the latrine) is used and many of them can be improved for its usefulness.

### **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. They need to other options as livelihoods
- 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).

### **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.

### **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.

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

The project/scheme would add additional/new hazard for the local/vulnerable communities. The project can be focused on Risk Reduction along with resource driven approach for poverty reduction.

### **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. 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. The study recommended to the CRA or other community participatory approach for ensure risk informed interventions for building resilience.

### **2.3. Develop a Technical Guideline for DRR inclusive Safety net programme**

The study developed a draft Technical Guideline to use in the current piloting. The outcome of the piloting would be referred for recommending future safety net DRR inclusive and resilience driven. The guideline can be useful in revising the EGPP/EGPP+ and other SSN Guidelines as necessary to make the interventions risk proof for reducing the community risk. The Guideline suggest some important areas for **DRR Inclusion in Safety Nets - Scope and Opportunities**.

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’<sup>3</sup>.

Risk and vulnerability reduction have 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 use and translate the same into action/implementation, to make sure that DRR is integrated in planning, execution and evaluation. Inclusion of DRR elements is sought to suggest **in all three domains – policy/guideline, knowledge/motivation and implementation/practice**. Some piloting are completed and some are ongoing which tried to use screening and key suggestions. The findings and knowledge from the piloting interventions and draft technical guidelines are presented in the way forward (**section 5) of the report**.

### 3.1 Methodology: Scheme Selection Process for ensuring DRR inclusive Social SafetyNet

Community Risk Assessment (CRA) has been made facilitating document for 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).

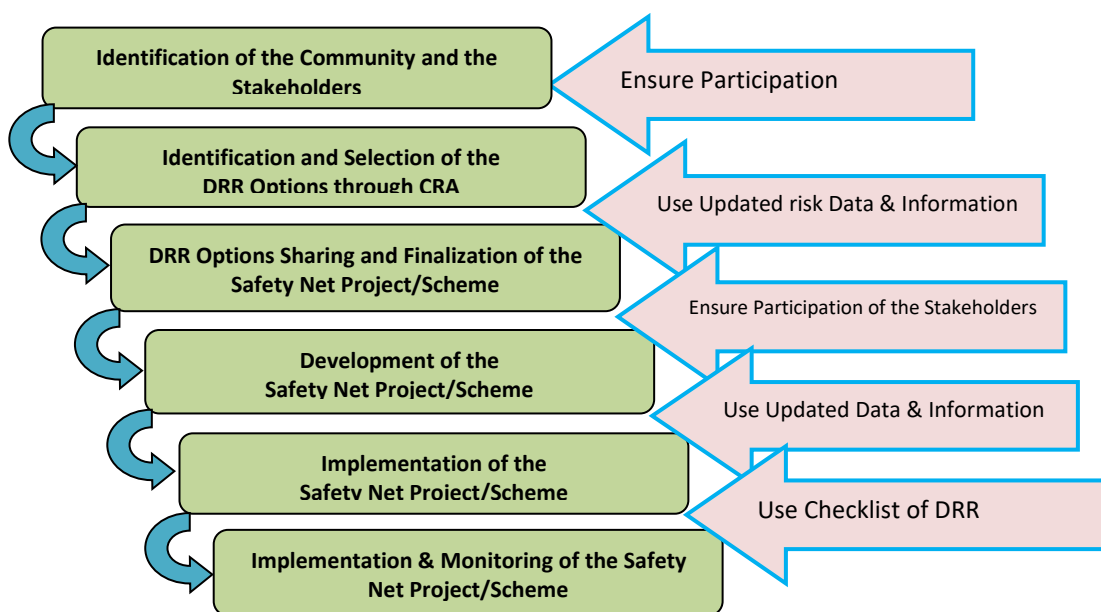


Figure – 1: Disaster Risk Assessment – Implementation Flow

<sup>3</sup> Implementation Guidelines of FFW, TR and EGPP, MoDMR, GoB

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)<sup>4</sup> of the Ministry of Disaster Management and Relief (MoDMR) has been suggested for the purpose of the work.

To develop a risk informed plan that ensure the effective participation of community people, mostly women, persons with disability, child, elderly there need a well-designed and useful toll. Through CDMP, Ministry of Disaster Management and Relief (MoDMR) developed Community Risk Assessment (CRA) tool to identify and better understand the local level disaster risks. CRA is a participatory process for assessing hazards, vulnerabilities, risks, ability to cope, preparing coping strategies and finally preparing a risk reduction action plan (called Risk Reduction Action Plan, RRAP) by the local community. The CRA method recognizes that the vulnerability, disaster loss, reduction or mitigation strategy and coping mechanism vary from community to community. So, it ensures representation of professional, community and other groups so that their views are reflected in develop risk proof interventions at local level. CRA tool plays an important role in assisting communities and disaster management committees to identify “all hazards” risk, together with the most appropriate range of risk reduction options that can be introduced to either eliminate or reduce risk to more manageable means. The well-structured and useful tolls yet remain to use its full potential and widen its scopes towards DRR and CCA. NRP has been used CRA that developed Risk Reduction Action Plan (RRAP) in 20 Unions that analyzed 180 Union Wards (the lowest administrative unit) level risk and vulnerability to undertake most effective interventions for community resilience.

### **3.1.1 Use of Risk Reduction Action Plan on selecting the piloting scheme**

The piloting interventions are applied a participatory process named Community Risk Assessment (CRA). The output of the CRA is Risk Reduction Action Plan are integrated from selection to implementation of the schemes that are most useful for risk reduction and can benefit the community people.. The process is critical that looks the risk information and suggested interventions of DRR and CCA. Community people including Disaster Management (DMCs) were engaged in the CRA process. The FPP volunteers were facilitated the process. Community people prepared social map, hazard map, livelihood’s seasonal calendar through Focus Group Discussion. Based on gathered information they selected a number of potential scheme. The project and local DDM officials Organized Local Level Planning meeting with WDMC, UDMC and other stakeholders at the local level

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<sup>4</sup> 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

#### **4. Piloting Interventions and Impact**

**Summary of Interventions:** A total of 8 innovative DRR inclusive social safety net schemes were introduced in Islampur, Jamalpur (4 number) and Chilmari, Kurigram (4 number) that prepared using the risk information and chosen most vulnerable location and community from RRAP that prepared by NRP-DDM supported project at Kurigram and Jamlpur. The project facilitates to address the flood risk and its height in design of rural infrastructures like road. The project also supported the most vulnerable households through plinth rising, common community ground for flood shelter of human and livestock. The Disaster Risk Reduction Inclusive Social Safety Net (DRRiSSN) schemes employed 237 extreme poor (female-81, male-156 in which 9 are persons with disability) for 2500 man-days. In addition, a total of 10 extreme poor households members including 8 females, 2 persons with disability were received in average 40 days employment through working with tree plantation, grass for vegetation, turfing and watering to protect road, raised homestead, flood protection ground (Eid-gah) from flood for supporting resilient infrastructures. The project also supported with guide wall and mobilized the resources from UNDP's logic project and ADP fund of UPs to build culvert for reducing water logging. Additionally, 632 people from different sectors trained on local level disaster preparedness. Another 200 EGPP beneficiaries received training and inputs on resilient livelihood aimed to support the EGPP beneficiaries get out from extreme poverty and building community resilience. It has provided inputs to incorporate DRR elements in revising guideline EGPP + which is being developed by the DDM and MoDMR for leverage the resource in building resilience. The project also working for developing technical and policy brief for advocacy and influencing to bring the transformational change of DRRiSSN through widening scopes across the sector and GoB agencies and beyond.

#### **Piloting Projects in Chilmari, Kurigram of DRR inclusive EGPP:**

There are four interventions piloted for DRR integrated Social Safety net in Chilmari, Kurigram. Out of 4 projects 3 has been initiated by NRP:DDM project and one has been implemented by the EGPP of DDM, MoDMR. Both the interventions from NRP:DDM and EGPP of GoB are contributory each other also engaged other relevant stakeholders through participatory process - named community risk assessment (CRA).

## Cluster Based Plinth Raised Schemes at Chimari in Kurigram

The cluster-based plinth raise has been considered a very effective intervention to managing flood risk locally and reducing the impact of periodic displacement due to flood. This will not only reduce the flood risk but also reduce the cost for shelter construction and preparation. Staying at home during flood also contributes to mental pleasure and ensure the social security of their resources and assets.

Within the partnership arrangement the partner NGO of NR, the ESDO finalized plinth raise model through cash for works (CFW) schemes. This has been prepared based on the *Implementation of Technical guidelines on DRR inclusive SSNP* – that drafted through NRP: DDM by commissioned a study at field. The CRA method used in project/scheme identification through the wider engagement of community people including most vulnerable people. in consultation with local government representative, of the selected villages. The has been approved by Upazila Project Implementation Officer & UP Chairman as a key player of the UzDMC and UDMC respectively. Following criteria has been maintained to select of CFW scheme:

- The households inundate by regular flooding.
- Households severely affected/damaged by flood will get priority;
- Women headed poor households and the family have member from persons with disabilities.
- Homesteads closed to river and having potential threat of erosion not been selected.
- Households received similar support from others are excluded.

**Scheme 1:** One scheme for Plinth Raise Cluster Model has been implemented at Kodaldhorepar , 04 no ward, Ranigonj up ,Chilmari ,kurigram where the homestead was raised around 5 feet above the ground that considered the flood level of 2019 including the future climatic scenario. A total of 3 poor households are supported through this intervention.. Around the project location there are 200 extreme poor and 400 poor people out of total 500 population. The scheme was designed by the Sub Assistant Engineer, PIO Office of DDM and supported in post works measurement including quality check for risk proof interventions. The Word Disaster Management Committee engaged directly in scheme identification and follow up the works

A total of 20 beneficiaries from extreme poor family in which 13 are women received BDT 300 per day that is BDT 100 more than current wage of EGPP intervention. The project would generate indirect benefit for 10 household, 80 members could take shelter during the flood. The homeowner has worked with regular payable workers on a voluntary basis. The estimated value is about is BDT 10000. And, they planted trees and grass as their own initiative to protect their homes from flood and rain cutting. Though the homestead rising EGPP beneficiaries are received employment and will get benefit those households are most at risk from flood and experienced huge flood in 2019 and 2020. Women, widows, persons with disabilities got wage-based employment. Besides this, they have been endowed with their individual sanitation & tube-well through a cluster-based approach. On the other hand, Scheme selection with maximum importance through CRA finding. Regular monitoring and



supervision in the implementation of the scheme. And ensure the maintenance of the scheme in the future.



Plinth raise Kodaldorpar, Raniganj, Chilmari

**Scheme 2:** One scheme for Plinth Raise Cluster Model has been implemented at Choruapara,05 no ward, Raniganj UP in Chilmari,Kurigram which was designed by the Sub Assistant Engineer, PIO Office of DDM and supported in post works measurement including quality check for risk proof interventions . A total of 10 poor households are supported through this intervention. The homestead was raised around 5feet above the ground that considered the flood level of 2019 including the future climatic scenario. Around the project location there are 300 extreme poor and 600 poor people out of total 1500 population. The Word Disaster Management Committee engaged directly in scheme identification and follow up the works

A total of 50 beneficiaries from extreme poor family in which 23 are women received BDT 300 per day that is BDT 100 more than current wage of EGPP intervention. The project would generate indirect benefit for 10 household, 75 members could take shelter during the flood. The

homeowner has worked with regular payable workers on a voluntary basis. The estimated value is about is BDT 10000. And, they planted trees and grass as their own initiative to protect their homes from flood and rain cutting. Though the homestead rising EGPP beneficiaries are received employment and will get benefit those households are most at risk from flood and experienced huge flood in 2019 and 2020. Women, widows, persons with disabilities got wage-based employment. Besides this, they have been endowed with their individual sanitation & tube-well through a cluster-based approach. On the other hand, Scheme selection with maximum importance through CRA finding. Regular monitoring and supervision in the implementation of the scheme. And ensure the maintenance of the scheme in the future.



Plinth rising Choruapara, Raniganj Chilmari

## 1. Raise Community Ground (Eidghaha) at Jorghach, Ramna, Chilmari, Kurigram

Ramna is the highly flood prone locations, many of the people had to take shelter on the road/embankment or raised homestead of the richer households during monsoon flood. There is no flood shelter at Jorghach, Ramna.. Sometimes, neighbours even showed reluctance in giving shelter to their house or they have no enough space to do this. With this situation the vulnerable people need to stay their home though those were inundated. This made them difficult situation and puts into risk to live with kids and keep their livestock and other assets in safe. In such a situation, the males of the family could not leave their family & go out for work purpose as they were always tensed about the flood occurrence anytime. With this situation the NRP:DDM project has made a negotiation meeting with UP and local PIO office. They find one community place at Jurghach, Ramna to raise the common ground can be used for shelter of people and keep their livestock over there. A CRA has been conducted earlier that came up with a Risk Reduction Action Plan (RRAP) which identified the potential scheme. The RRAP was endorsed and validated by the Upazila DMC, Chilmari. The joint planning with UDMC, community and project has been developed to execute with the resources from project and other. Local PIO office supported to design the interventions.

The common community ground was 100 feet in length and 60 feet width. Considering the highest flood level 4 feet height was kept in design to withstand with flood and can be used during highest level of flood in future. The total population of the scheme area is 2000 people out of them 300 are extreme poor and 900 are poor. This indicates the highest level of social vulnerability.

The scheme employed 50 day labours including 21 women, 29 men and 2 are came from persons with disabilities work. It has made several days of employment with the rate BDT of employment with the rate BDT 300 per day. The Union Parishad has deployed 2 laborers leader with regular payable workers on the basis of voluntary labor in the construction work of the common ground as flood shelter center. The estimated cost is about is BDT 6000. The UP is planting trees and grass to protect the common ground from flood and rain-cut with their own initiative. And the shelter connecting road is being planned that approved from the local administration. This will be done by the UP under the scheme of EGPP to construct 100 meters of road in the 2020-2021 fiscal year with its 2<sup>nd</sup> phase project. Sub- Assistant Engineer, PIO Office prepared the design of the scheme, previews the scheme and assisted in the post-work measurement.

UDMC selected the scheme through CRA and they played a key role in its implementation in the implementation of the scheme. And UP has ensure that they will do its maintenance in future. The raised ground will provide shelter around 500 families in the flood likely



Community Ground (temporary shelter) raised at Jorghach, Ramna, Chilmari

### **3.Interventions for Disaster Risk Reduction in EGPP scheme**

According to RRAP that developed CRA one KM long road was constructed with 2 feet height at Tetulkandi village of Raniganj Union in Chilmari. It is another flood defence over the embankment for flood protection. The total population of the scheme area is 2500 people out of them 250 are extremely poor and 1000 are poor. This indicates the level of vulnerability with the lion part of population are living with poverty at the flood prone locations with the frequent of flood events that resulted from extreme weather. The people are highly vulnerable for regular flooding

The scheme was selected through CRA by the Raniganj UDMC. The intervention was funded by the EGPP with the allocation of BDT 400,000.00.

NRP:DDM project supported with plantation of vetiver grass and tree planting on both sides of the road. Through this works 2 labour (1 woman and 1 persons with disability) are engaged in regular watering on the trees and grass. A total of 45 days confirmed at the rate BDT 300 wage per day. And the project field staff is regularly monitoring the visits and supervision work with GoB official and local UP Chair of the scheme. Participation of UDMC was instrumental in the

selection of scheme selection through CRA. UP was involved in regular monitoring and supervision in the implementation of the scheme.

Most important aspect is that UDMC mobilized resources from LoGIC, LGED/UNDP project, while CRA was instrumental for stakeholder's engagement and contribution to make the intervention useful for reduce flood risk. The project supported for constructing 100 feet guide wall and one box culvert with the cost of BDT 450,000. Though the construction of guidewal, vegetation and plantation facility is found effective to protect the road but the degin height is concern considering flood depth. The integration of resources from different project of SSN or keeping provision to make the intervention risk proof is vital.



Persons with disability in works (grass planting & watering at Ranigonj, Scheme



2 KM road renovation from house of Achars of Tetulkandi village under ward No 2 to house of Robiul of Mojartari village at Ranigonj,Chilmari



Female in works (grass planting, watering at Ranigonj,Chilmari



Box culvert was constructed in joint initiative like LoGIC at Ranigonj,Chilmari

## 5. Way forward

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. The flowing areas could be addressed to enhance the safety net programme for more on Disaster Risk Reduction and adaptation to reduce the risk of disaster and climate change:

- Incorporate some DRR elements in the EGPP guideline for risk informed scheme with resource integration from similar other sources and stakeholders to make the interventions risk proof
- Non-wage resource allocation is an integral part that need to ensure to make the intervention risk informed for building resilience
- Apply the RRAP or apply customized CRA to ensure the risk elements in the intervention through EGPP and other social safety net. Few questions may be added to the screening tool/checklist to take care of DRR, resilience and gender aspects as applicable and as possible
- Increase the amount of wage rate around BDT 500 would be critical to address the market and get maximum outcome through effective use human in the interventions for disaster risk reduction
- Cluster based plinth rising are found an effective option to reduce the flood risk of poor people and use as community ground for temporary shelter
- Renovate of flood shelter cum schools can be potential options for employment and flood risk reduction but the issue of non-wage resource needs to be accounted to maximize the benefit
- The Union Committee may be made responsible to make sure that the scheme/project includes DRR ingredients/criteria while they identify/select it.

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