



**Social Safety Net in Bangladesh: An Empirical Study on EGPP
(Employment Generation Programme for the Poorest Poor) in
Santoshpur union of Nagashwari upazila under Kurigram district**

A Dissertation by

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ID# 14272018

MAGD, 6th Batch

Submitted to the

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In partial fulfillment of the requirement for the degree of

MA in Governance and Development.

**BRAC INSTITUTE OF GOVERNANCE AND DEVELOPMENT BRAC
UNIVERSITY, DHAKA**



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**BRAC INSTITUTE OF GOVERNANCE AND DEVELOPMENT BRAC
UNIVERSITY, DHAKA, JULY 2016**

Declaration

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Supervisors' Authorization

I hereby recommend and certify that this dissertation **“Social Safety Net in Bangladesh: An Empirical Study on EGPP (Employment Generation Programme for the Poorest Poor) in Santoshpur union of Nagashwari upazila under Kurigram district** “ is a research work conducted by Khandokar Zakir Hossain, MAGD 6th batch ID #14272018. ,under my supervision for particular fulfillment of the requirements for the degree of MA in Governance and Development(MAGD), BIGD ,BRAC University, Dhaka, Bangladesh.

Dr. Rashed Uz Zaman
Professor Department of International Relations
University of Dhaka

DEDICATED TO

**My Beloved Wife Nazma Akter
&
My Loving Kids
Khandokar Abrar Anwar (Labib) and Khandokar (Zazib)**

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Abbreviations and Acronyms

ADB	Asian Development Bank
BBS	Bangladesh Bureau of Statistics
BIDS	Bangladesh Institute of Development Studies
CCT	Conditional Cash Transfer
CFW	Cash for Work
CT	Cash Transfer
DFID	Department For International Development
EGPP	Employment Generation for the Poorest Poor
FFW	Food for Work
FY	Financial Year
GDP	Gross Domestic Product
GoB	Government of Bangladesh
HIES	Household Income and Expenditure Survey
IDA	International Development Association
LSD	Local Supply Depot
MOF	Ministry of Finance
MPC	Main Program Component
OSC	Operational Support Component
PRSP	Poverty Reduction Strategy Paper
SSN	Social Safety Net
SSNPs	Social Safety Net Programs
TR	Test Relief
UP	Union Parishod
USD	United States Dollar
VGf	Vulnerable Group Feeding

Abstract

Unemployment problem is a major crisis for a developing country like Bangladesh. Rapid increasing population of our country and the limited source of job availability have made it more difficult to sustain in a better way. The EGPP is an ongoing program of Bangladesh that 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. Among the beneficiaries workers 30% is secured for the women. The beneficiaries are needed to work 7 hours in a day and get Tk. 200(Two hundred) each and they are bound to save Tk. 25 in their respective account which is not withdraw able till 1st July of each year. One Sarder is engaged to look after each project who gets extra Tk.50 per day. The Seasonal poverty is rampant in Monga prone and Char areas in Bangladesh. In these regions poor people remain unemployed and lead a precarious life during the months from October to December and from March to May, when there is very little or no farm activities. The objectives of the EGPP are to 1. To provide short-term employment to the hardcore poor in times seasonal vulnerability and 2. To develop rural infrastructure by constructing various projects under EGPP.

This research work aim to accomplish an empirical study on EGPP programme in Santoshpur Union of Nageshwari Upazila under Kurigram district. The objective of this study is to find out whether the EGPP programme is benefitting the livelihood of the poor people.

Many poor people of our country specially the people of Monga prone areas of North Bengal become unemployed or jobless during the months from October to December and from March to May, when there is very little or no farm activities. The aim of this programme is to ensure wages to manage livelihood for the poor people in the lean season.

From the research findings, it has been revealed that, food intake frequency of the EGPP beneficiaries has been increased, before involvement in EGPP 67.5% beneficiary among the interviewed beneficiary could manage to have meal twice in a day, and 25% beneficiary could

manage to have meal once in a day and 7.5% beneficiary could manage to have meal once in a day and after involvement in EGPP the scenario has been changed the percentage of people those could manage to have meal once in a day has gone off and percentage of people who could manage to have meal twice in a day also reduced to 7.5% but sudden change due to increase of purchase capability above 92.5% people are able to have meal thrice in a day which shows very significant change in purchase power of the beneficiaries. The research also shows that significant improvement in the case of items of food intake, diversification in food items, quality of food intake, quantity of food intake. Moreover, the study also shows among the beneficiaries of EGPP after involvement in that programme rice borrowing frequency has been declined and purchase capability of cloths and medicine has been improved. Furthermore, it has been revealed that after involvement in EGPP programme social status or social acceptance of the poor peoples of the research has been elevated.

However, the improvement of employment scope in the lean season of the poor people of Santoshpur of Nageshwori upazila through EGPP programme has been reflected by the respondent's opinion on the question 'opinion about EGPP Programme' 60 percent's opinion is excellent and 40 percent's opinion is good. Finally, some recommendation are made at the last chapter that would help the programme authority and policy planners concerned with social safety net sector.

CHAPTER ONE

INTRODUCTION

This chapter is an endeavor to highlight the research background, statement of the problem, scope, rationale and objectives of the research, and outline of the research methodology for better understanding. It also focuses on the analytical framework to carry out the research. Moreover, at the end of this chapter presents an outline or composition of the dissertation.

1.1 Background

Social safety net programs are not new in origin. Rather, such programs existed since the beginning of human civilization in different form. In ancient time people felt the necessity of living together to protect themselves from different natural threat and wild animals. Such cooperation formed a social bondage and fellow feelings for the group members. Social safety nets (SSNs) have a long history as a protective mechanism for the vulnerable groups that can be traced back as far as Ancient Egypt and the Roman Empire (World Bank 2000-2010). In the 'Arthasastra' of 'Kautilya' which was written about two thousand years ago, there are references to social security measure in South Asia. It appears from the English translation of 'Arthasastra' that there were provision of distributing seeds and food from royal stores on concessional term and provision like FFW program such as building forts or irrigation work for counteracting the effects of the famine (Kautilya, the Arthasastra, Rangarajan 1992). The English "Poor law of 1601" was a systematic law about the responsibility of state to provide for the welfare of the poor citizens. Under this law relief was distribute care , employment accidents, old age and disability among the deserving poor and this program continued until its amendment in 1834 (Khan,2003). The Government of Chancellor Bismark in Germany implemented the first national system of social security between 1883 and 1889. This system of social security encompassed North American and European initiatives replaced the old German concept of social security after the Second World War. However, social safety nets in Bangladesh, like elsewhere in the world, have two basic objectives: protecting individuals from falling into poverty beyond a certain level through redistribution and correcting market failures. According to UNDP report (2009), since independence of Bangladesh in 1971, when 70 per cent of the population lived

below the poverty line, the two major vehicles of social safety nets were food rations and relief work following disasters and other calamities. With the passage of time, when notable progress towards reducing widespread poverty was made, the country had to find better means of targeting. Such realization led to the emergence of new and sophisticated programs and abandonment of programs like food rations. Social safety nets or socio-economic safety nets are non-contributory transfer programs seeking to prevent the poor or those vulnerable to shocks and poverty from below a certain poverty level. Generally, safety nets are part of a broader poverty reduction strategy interacting with and working alongside of social insurance; health, education, and financial services; the provision of utilities and roads; and other policies aimed at reducing poverty and managing risk. In other words, the safety net programs are methods through which poverty is expected to fall through investment in human capital. As per Human Development Index (2014) of UNDP the total population of Bangladesh is 156.6 million and poverty rate is 31.5%, as per BBS (2014) the poverty rate has been decreased to 25.6%, number of population being added below the lower poverty line, safety net programs in Bangladesh are more than a necessary element fighting against poverty.

Unemployment problem is a major crisis for a developing country like Bangladesh. Rapid increasing population of our country and the limited source of job availability have made it more difficult to sustain in a better way. As the population increases in a geometric way so it makes impossible to provide job for each human being. It cannot be ensure that a person will get a job up to his or her satisfaction level. But this report is not on the criteria of job available rather it focuses on the unemployment problems of the poor people and the consequences of those who are unemployed and their condition and the way to address this unemployment problem. The developing world faces acute problem in employment and poverty. The poor section of the society faces the curse of being unemployed which eventually leads to a worse living condition for this section of people. Developing countries such as Bangladesh have plenty of social safety net programs which they initiated to eradicate the poverty level of the poor people and to provide them employment so that they could maintain a certain living standard which helps them to fight poverty. Over the last decade cash transfer (CT) as a safety net program emerged in the developing country which helps poor people to be included in a safety net program (Fizbein and Schady, 2009).

Cash transfers are in operation in various countries in bigger and smaller ranges. It has been successfully reducing poverty through cash distribution among the poor fixing target for the receiver in favor of receiving the cash. CTs mainly aim to enhance the living standard of the poor people by improving their health, nutrition and education. CTs may vary across nations but the main objective is to improve the livelihood of the poor people in developing countries (Fizbein and Schady, 2009).

For every developing country it is a great task for the government to provide food for the poor in the scenario of increasing population growth and demand of basic necessities like food, housing, health services and education. The social safety net programs are the oxygen for the extreme poor people to survive in this world. Bangladesh is a small country in the subcontinent with boundaries with India and Myanmar. Although it has been 43 years Bangladesh emerge as an independent nation but it is still struggling to eradicate the poverty issues. Bangladesh government unlike other developing countries has various safety net programs to reduce the poverty line and provide basic necessities for the population who are in need of these safety programs. Among the safety net programs Vulnerable Group Feeding (VGD), KBIKHA (Food for Work), Test Relief (TR) and Employment Generation Program for the Poor (EGPP) is main. The government through the Ministry of Disaster and Relief releases the government safety net programs which targets the poor people of the country.

This paper will focus the cash based workfare program called EGPP. EGPP's target population is the unemployed workforces who remain jobless during the non-harvesting time of the year. Basically it is a 40 days program for the extremely poor unemployed population in two phases. It focus to eradicate poverty by providing them work and pay them instantly so that they can take care of their livelihood during the season they are unemployed. This paper will look into how EGPP is helping the poor people in a country like Bangladesh which is already over populated and poverty is a big issue for the nation.

Bangladesh is a developing country. About 31.5% of her population lives under Poverty line, this amounts to about 47 million people, among them about 12.4% (BBS 2014) very poor. They are

called as poorest of the poor. Bangladesh is also vulnerable to chronic disasters, which pushes households further into poverty. These factors necessitate introducing mechanisms to provide succor to the poorest households to tide over the vulnerability. Considering the vulnerable situation of the poorest and for the purpose of helping it improve their livelihood the Government of Bangladesh has taken a program named Employment Generation Program for the Poorest (EGPP), implemented by the GoB's (Ministry of Disaster Management and Relief). The 100 Day Employment Generation Program was the origin of EGPP program. This program was rolled out in response to the food and fuel crisis during 2007-08 and was run by the Ministry of Food & Disaster Management. Independent assessments of the program have been positive. These assessments and the governments own assessment have also identified areas where the program can be improved upon. These include greater transparency in selection of beneficiaries, better mechanisms for payment of wages and improvements in monitoring the program. The Government is keen to make EGPP a flagship program based on strong governance and focused on results. This technical assistance emerges as an essential element in improving the efficiency of the existing and proposed future phases of the EGPP.

The EGPP is an ongoing program of Bangladesh that provides short-term employment to manual workers during lean season over two cycles. Seasonal poverty is rampant in Monga prone and Char areas in Bangladesh. In these regions poor people remain unemployed and lead a precarious life during the months from October to December and from March to May, when there is very little or no farm activities. Some of these hardcore poor people do get benefits under a number of government social safety net programs including Cash for Work (CFW), Food for Work (FFW), Test Relief (TR), VGF, and Char livelihood projects. However, the hardcore poor who do not included in government safety net programs remain out of any income sources during those months. For this group of people government has been offering a specially designed daily wage payment basis employment opportunities. Under the program the hardcore people are being employed during the lean seasons.

The EGPP project is supporting mainly the earth works as short-term employment generation

program activities. These activities help the agricultural production, better rural communication, protection during natural disaster etc. The type of sub projects are- i) canal excavating/re-excavating, ii) earthen dam construction/reconstruction, iii) rural road construction/reconstruction, iv) drain construction/ reconstruction to address the water logging, v) earth raising of community institutions like school, graveyard, play ground, fish market, vi) earthen shelter for animals to protect against cyclone, vii) excavation of public ponds/fish farms, viii) organic fertilizer production for agricultural application, ix) development of market/helipad x) water reservoirs construction for rain water conservations/drinking water.

1.2 Statement of the Problem

Bangladesh has made remarkable progress in expanding and refining its wide range of social safety net programs over the past four decades but manual workers became jobless and fell in the threat of starvation in the poverty engulfed area of the country specially Monga prone and Char areas. In lean season over two cycle the manual workers especially in the area of The EGPP is an ongoing program of Bangladesh that provides short-term employment to manual workers during lean season over two cycles. Seasonal poverty is rampant in Monga prone and Char areas in, Bangladesh. In these regions poor people remain unemployed and lead a precarious life during the months from October to December and from March to May, when there is very little or no farm activities. Some of these hardcore poor people do get benefits under a number of government social safety net programs including Cash for Work (CFW), Food for Work (FFW), Test Relief (TR), VGF, and Char livelihood projects. However, the hardcore poor who do not included in government safety net programs remain out of any income sources during those months. For this group of people government has been offering a specially designed daily wage payment basis employment opportunities. Under the program the hardcore people are being employed during the lean seasons. The International Development association (IDA) supporting EGPP through financing the Main Program Component as well as Operations Support Component.

Vast unemployed and poor people have been employed during lean period under the program. As a result their purchasing power has been increased and side by side rural infrastructure and road communication has been developed. If we look the poverty level of Bangladesh, we can see that the poverty level has been decreased from 40% to 31.5% within

1.3 Research Objectives

To find out whether the EGPP Program is benefiting the hard core poor of the Manga affected area or less economically improved area of Bangladesh in the lean season.

1.4 Research Questions

1. Does EGPP Program adequately ensuring means of earning for the hard core people in the Monga affected area or less developed area in the lean season?
2. Has EGPP program been able to change the livelihood of hard core poor of the Monga affected or less economically improved area ?

1.5 Rationale of the Study

Bangladesh is very densely populated country and unemployment or lack of wage became very critical problem in the less economically developed area of the country in the lean season, especially in the North Bengal this area is generally called Monga affected area (I,e, char area of North Bengal the poor area of Gibandha district, Kurigram district, Lalmonirhat district, Nilphomary district and other poor area of Bangladesh. In order to ensure or mitigate the suffering of the hard core people in the lean season the Government introduced EGPP program as a safety-net program.

The seasonal unemployment mainly happens during the month of September to November. There are other periods in the year where unemployment also persists but not as acute as Monga in the north-west region. The region's economy mainly depends on agriculture and in this period agricultural activity is zero and the large population who are dependent on agriculture or subsistence farmers cannot be accommodate in the non-agricultural sectors which intensify the unemployment situation. Various natural calamities in this season like floods and droughts also makes the poor people condition more miserable (Khandker, Khalily, & Samad. 2010, p.1063).

EGPP is one of the solutions for this seasonal unemployment taken by the government which directly focuses on the seasonal unemployed people and provide workfare cash transfer to eradicate their sufferings during the period.

1.6 Limitation of the Study:

The study is based on empirical data collected from only one Union Parishod area of one Upazila, i.e. Santaspur Union Parishod of Nageshwari Upazilla under Kurigram district. But collection of primary data from any rural area in Bangladesh is not an easy job. Respondents are not that much interested to talk about and or give answer of sensitive matter like own economical condition. Other important limitations are-

- Time and Resource constraints: Limited time and resources have been allotted for the completion of the study. Because of this limitation, the researcher had to select only one Union (Santaspur) of one Upazila (Nageshwari) among 485 Upazila, where EGPP Programme is running .
- Small sample size: Only Thirty respondents were selected (on the basis of random sampling) from an Union Parishod of an Upazila.
- Access to rural women: The rural women respondents usually feel shy to sit for interviews. So it was difficult to get extensive data from them.

Moreover, due to illiteracy and fear of giving interview, observation method could have been better for this purpose. But due to time constraint, it was not possible.

1.7 Methodology

Research aims to help solve problems and investigate relationships of the numerous variables that exist around us. Methodology is the study of methods and deals with the philosophical assumptions underlying the research process, while a method is a specific technique for data collection under those philosophical assumptions. Two broad methodological positions are generally discussed;

1. Positivism is the epistemological position that advocates the application of methods of the natural sciences to the study of social reality.
2. Interpretive assumes that social reality can only be understood through social constructions such as language, consciousness and shared meanings.

Research method is the functional action strategy to carry out the research in the light of theoretical framework and guiding research questions and /or the proposed hypotheses. Research method is therefore, a planned and systematic approach of investigation that denotes the detailed framework of the unit of analyses, data gathering techniques, sampling focus and interpretation strategy and analysis plan. (Aminuzzaman: 1991)

1.7.1 Research Design:

This study relies on both primary and secondary sources. The primary data was collected with the help of questionnaire in interview method and case study. Information on poverty rate, economical condition, socio-economic conditions of selected area and the country other demographic and socio economic variables for each respondent was collected using structured and closed questionnaire.

The structured type of questionnaire were set in such a way that it contained definite, concrete and pre ordinate questions and there is no options to add comment on the questionnaire on behalf of the respondent. The given questionnaire is also termed as closed questionnaire as it is categorized in such manner that the respondent have to choose the answer from a set of provided options. Respondent had no liberty to express own judgment but to respond in the light of the given categories.

Two case studies on the respondents were also done to get in depth and detailed knowledge about the impact of EGPP Program through their behavior, attitude, experience which helped to suggest some policy implications about the programme.

Table 1: Information of research methods at a glance

No	Topic	Description
1	Research Methods	i. Interview method ii. The Case Study
2	Questionnaire type	Structured and closed
3	Sample size	40 people (Respondent)

1.7.2 Data Analysis:

The collected data have been analyzed to find out the practical scenario of EGPP Programme, the benefits and the expenditure level of the respondent, and finally to suggest some policy implications about the programme.

For better interpretation, the collected data have been presented in a tabular form. For easy understanding of the readers, sometimes data have been presented in graphical or chart form. Simple statistical tools have been used to data analysis.

1.8 Organization of the Study

The study has been compiled with five chapters; each of which has been focused on a distinctive aspect of the thesis. **Chapter one** introduces the topic of the thesis. It also covers the problem statement, objectives, and research questions, rationale of the study, limitations, research methods and methodologies and lastly organization of the study. **The second chapter named ‘Literature Review’** has been arranged and discussed about the available works pertinent to the thesis topic. **The third chapter has been furnished on ‘programme concept and strategies’** of the specific programme that has been studied. **The fourth chapter is the most important one of the paper.** Here data collected from the respondents and secondary sources have been analyzed and arranged in tabular, chart, bar or other graphical form, Excel and other methods. This help to explain different findings and subsequent analyses of the study. **The fifth chapter has made up with some observations and recommendations** on the programme to fulfill the needs of Safety-net programs in Bangladesh. The last chapter has drawn the end line with concluding remarks.

Literature Review

Introduction

2.1. Definitions and Concept on Social Safety Nets:

In World Development Report on poverty, (1990) Social Safety nets – defined as ‘some form of income insurance to help people through short-term stress and calamities (World Bank 1990:90). During the 1990s, safety nets became more broadly conceived, and the term was often used interchangeably with generic social welfare programs. The World Bank extended its own definition to include interventions against chronic as well as transient poverty. Safety nets are programs which protect a person or household against two adverse outcomes in welfare: chronic incapacity to work and earn (chronic poverty); and a decline in this capacity from a marginal situation that provides minimal livelihood for survival with few reserves (transient poverty) (Subbarao *et al.* 1996:2). Similarly, Lipton 1997:1006) suggested that safety nets should target ‘poor people whose health or age prevents work, or who are made unemployed by the vagaries of climate or market demand’ – i.e., both the ‘working poor’ and labor-constrained ‘vulnerable groups’. These definitions resonate more with current conceptions of ‘social protection’ than with the narrower category of ‘social safety net’ as originally conceived. A finding from early 1990s shows that an average rural household in Bangladesh loses 20 percent of its annual income to crisis events. More recent data also confirms the significance of such shocks as a dimension of the poverty experience (Rahman, H.Z. & Hossain, M., 1995, Rethinking Rural Poverty, SAGE Publications, India) .

Literature also reveals that any food transfer to poor households increases their calorie consumption (e.g. Barrett 1999, Quisumbing 2003), and any cash transfer improves calorie consumption too (e.g. Bouis and Haddad 1992, Gibson and Rozelle 2002)). However, there are a few studies examining the effect of the SSN programmes on calorie (or nutrition) consumption of Bangladeshi households. For example, Ahmed and Del Ninno (2002) have found that Food for Education increases nutrition of preschoolers of beneficiary households. Del Ninno, Dorosh, Smith and Roy (2001) have shown that most households under Cash Transfer program can increase their income, and thereby the quality and quantity of their food intake. Matin and Hulme (2003) have

claimed that Vulnerable Group Development (VGD) increases the number of meals of beneficiary households from 2 to 3 in a day. Khanum (2000) has reported that 90 per cent of the Rural Maintenance Program beneficiaries have improved their sustainable consumption.

In National Strategy for Accelerated Poverty Reduction “Unlocking the Potential” (Government of Bangladesh (2005) Unlocking Potentials, The Report on Poverty Reduction Strategy, Dhaka, Planning Commission) it has been mentioned that Bangladesh has a robust portfolio of Social Safety Net Programmes (SSNP) which addresses various forms of risk and vulnerability and attempt to reduce poverty through direct transfer of resources to the poor. Thus, a food rationing system gave way food-for-work programme and subsequently to vulnerable group development and food-for-education programmes as well as incentive programmes such as school stipend which combine safety net objectives with human development objectives. The arguments in favour of SSN are based on the government’s policy to (a) reduce income uncertainty and variability; (b) maintain a minimum standard of living; and (c) redistribute income from the rich to the poor. The basic operational characteristics of an SSN is that it transfers resources in cash or kind directly to a specified group of people (the poor, women, disadvantaged groups, old people) through a delivery mechanism with or without certain condition being binding upon the recipients.

Ensuring safety net is also a political commitment towards the poor people as the government often relies on the votes of this population. Though politically motivated and questioned sometime the SSN is a necessity for the developing country. Also there is also always a risk for those who are just above the poverty line can anytime come below while facing a crisis like natural disaster (Rahman and Choudhury, 2012, p.1). Conditional cash transfers are programs under SSN which encourages extreme poor people to perform some operation instructed by the SSN programs like continuing education, better living standard, health issues etc. by distributing money among them.

In the PRSP document along with describing important Safety Net Programmes, took note of some of the weaknesses of the SSN programmes in Bangladesh. The noted weaknesses include (a) limited coverage (b) inadequacy of the grants per beneficiary and (c) leakages. It also took note of the lack

of an integrated national policy and inadequate understanding of the gender dimensions of poverty. The PRSP then discussed the need for developing effective Social Safety Net programmes including the issue of governance. (PRSP document, 2005). In the PRSP document various important suggestions were made for better targeting and improving efficiency, effectiveness and coordination of targeted poverty reduction programmes. In implementing such programmes, emphasis was laid on minimizing leakages, avoiding duplication and ensuring more coordinated endeavors. The need for expanding Social Safety Net Programmes and a more comprehensive social security system was highly emphasized. (M. Maniruzzaman, 2009). Conning, Jonathon and Kevane, Michael (2000) noted that the growing awareness of the importance on Social Safety Nets in developing countries has not been translated into effective action because of the failure of traditional social welfare ministries to effectively reach and engage the poor. Although SSN coverage has increased over the years, some of the very poor have not been reached and while some others, although in limited number, have received assistance from more than one source. The World Bank in its Project Information Document of Bangladesh National Social Protection Project noted existence of “considerable overlapping and duplication in program delivery” and involvement of “several ministries” with “overlapping objectives” and targeting “similar beneficiaries, with limited coordination”. Targeting efficiency was reported “moderate” as per assessment of the World Bank indicating the need for rethinking on targeting criteria and institutional delivery mechanisms (M. Maniruzzaman, 2009). David P. Coady, in a study on “Designing and Evaluating Social Safety Nets: theory, evidence, and policy conclusions” mentioned that as widely practiced, existing Social Safety Nets are perceived to have a number of shortcomings that substantially reduce their effectiveness. First, they often fail to reach the intended target group, the poorest households. Second, they are made up of a myriad of small, uncoordinated, and duplicative transfer programmes. Third, a combination of operational inefficiencies and corruption results in an unnecessarily high cost of transferring resources to households. Fourth, even when the transfers do reach intended beneficiaries, they fail to generate a sustained decrease in poverty independent of the transfers. Fifth, the transfers are often too small, and programme coverage too low, to have any noticeable effect on overall poverty.

Margaret Grosh, Carlo Del Ninno, Emil Tesliuc, and Azedine Ouerghi in a book “For Protection and Promotion the Design and Implementation of Effective Safety Nets”(Grosh M, del Ninno C, & Tesliuc E(2008), For Protection and Promotion: The Design and Implementation of Effective Safety Nets’. Washington DC: The World Bank), mentioned that- “The quality of implementation is vital. Good intentions are not sufficient; real working systems need to be developed. A badly implemented programme is not worth doing. While numerous good examples exist to show that worthwhile programmes are possible in many settings, there are still more programmes that do not deliver all they could, and some do not deliver enough to be worth the money spent”.(Grosh Margaret, Carlo del Ninno, Emil Tesliuc and Azedine Oucrgi, 2008, For Protection and Promotion-The Design and Implementation of Effective Safety Nets, The World Bank.)

Timothy Besley, Robin Burgess, and Imran Rasul in “Benchmarking Government Provision of Social Safety Nets” pointed that one of the main factors determining the effectiveness of Safety Nets is their ability to correctly target the poor. Targeting can be based either on self-reports from individuals (where incentives must be provided for individuals to truthfully report their well-being) or on measured household characteristics or regional characteristics. The other crucial issue regarding the ability of these programmes to effectively reach and be able to help the poor, is the manner in which they are implemented. For effective implementation we require a supportive institutional framework, i.e., one that is not subject to corruption or rent-seeking, or that is not plagued by bureaucracy, and where the rule of law is respected. Barakat-E-Khuda in ‘The Bangladesh Development Studies’ (volume xxxiv, 2011), in a report, “Social Safety Net Programmes in Bangladesh: a review” gave following recommendations

That Social Safety Net Programmes need for 1) high-level political commitment.2) effective Programme management and delivery 3) better targeting of beneficiaries 4) minimizing leakages 5) sound financial management and payment system 6) strengthening, monitoring and supervision at different levels.

Ninno, Carlo del (2001) of IFPRI found about 15% leakage in the case of VGD in Bangladesh based on interviewing 80 beneficiary women in 10 UP. Of the 15% leakage, 6% actually did not reach the UP

and was drained before receiving supply from the LSD. Of the remaining 9% local employee like chowkidar received some and non-card-holder poor women had to be given some amount. Some 16% beneficiary shared cards with other poor women, within kinship group Compared to VGD, the same study, based on investigation in five sites reported higher leakage in the case of FFW (16-26%). With multi-agency and multi-ministry involvement in managing safety net programs in Bangladesh (Ministry of Food and Disaster Management, Ministry of Women and Children Affairs, Ministry of Social Welfare, Ministry of Chittagong Hilltracts Special Affairs, Ministry of Local Government, Ministry of Education, Ministry of Primary and Mass Education etc.) there is also multiplicity of committees to manage various SSN programs. These might lead to lack of coordination and overlapping at the one hand and inability to reaching the most deprived on the other. One approach to addressing this problem is enhanced community involvement in the beneficiary selection and distribution process.

Conning, Jonathon and Kevane, Michael (2000) interpreted several case studies and theory on community involvement in social safety nets. They cautioned that benefits from utilizing local information and social capital may be eroded by costly rent seeking, elites capture and hinted that local preferences may not always be pro-poor and are vulnerable to declines in political support particularly in the case of locally administering centrally designed programs.

Conning, Jonathon and Kevane, Michael (2000) noted that a good part of the large and still fast growing literature on targeted spending has focused on topics such as the cost effectiveness and performance of different broad targeting methods and proxy indicators, while comparatively little attention has been devoted to the choice of intermediary agent, meaning institutional arrangement.

Conning, Jonathon and Kevane, Michael (2000) presented taxonomy of targeting methods and mechanism comprising geographic targeting, categorical targeting and self-targeting employed by central bureaucracies using community groups or *local institutions* as intermediaries. Geographical targeting can be applied in areas of high concentration of poverty, most households deserving SSN benefits and is easily administered. Categorical targeting can be applied to reach special target

groups like disabled, old, widowed women etc defined in clear terms. Self targeting designs program in such a way that the non-target household or individuals are discouraged to join or are automatically excluded such as distributing coarse grains or executing food for works at low wage.

The 2005 Household Income and Expenditure Survey (HIES) data suggests that, though the percentage of beneficiary households decreases gradually for the highest quintiles, 40 percent of beneficiary households belong to the top three quintiles.

The Household Income and Expenditure Survey (HIES) 2010 reveals that 24.57 percent families of the country have been brought under the coverage of social safety net programme. In this coverage, the share of beneficiary families in the rural area is 30.12 percent. Household Income and Expenditure Survey (HIES) 2005, the largest survey in Bangladesh. The PRSP strategic block III titled social safety nets (SSN) and Targeted Programs provided a brief review and evaluation of social safety net programs from food rationing and subsidized open market sales through Food for Works (FFW) and Vulnerable Group Development (VGD) to food for education to stipend programs (PRSP pp 117-124) The PRSP provides a comprehensive list of 25 of the total 27 programs receiving GOB and donor assistance. Of them, the most widely covered 12 programs benefits about 13.4 million people. Apart from describing important safety net programs, the PRSP took note of some of the weakness of the SSN programs in Bangladesh. The noted weaknesses include (a) limited coverage (b) inadequacy of the grants per beneficiary and (c) leakages. It also took note of the lack of an integrated national policy and inadequate understanding of the gender dimensions of poverty. The PRSP then suggested support to Monga areas include: diversifying agriculture and special food assisted infrastructure development work during the lean employment season. The PRSP considered that the expansion of the GOB's targeted income, employment and food-aided programs have been "effective" in providing the safety nets although critics may not fully agree to this claim.

Bangladesh Development Series #9 of World Bank titled Social Safety Nets in Bangladesh (2006) noted that only about 4 to 5 million people received some forms of SSN benefits while a BIDS report quoted in the PRSP (2005) indicated that 10 million of the 23.9 million extreme poor having reached

by the SSN programs. The World Bank in its Project Information Document of Bangladesh National Social Protection Project noted existence of “considerable overlapping and duplication in program delivery” and involvement of “several ministries” with “overlapping objectives” and targeting “similar beneficiaries, with limited coordination”. Shaikh, S. Ahmed (2005) looked into targeting and leakage issues that affect delivery mechanism with a comparative analysis of three programs – VGD, Primary Education Stipend Program and RMP. It noted that the 'average' beneficiaries were reasonably well off in the standards of Rural Bangladesh and some element of 'elite capture' was observed.

Conning, Jonathon and Kevane, Michael (2000) noted that the growing awareness of the importance social safety nets in developing countries has not been translated into effective action because of the failure of traditional social welfare ministries to effectively reach and engage the poor.

2.2. Guarantee of Social Safety in the Constitution of Bangladesh:

GoB's(The Ministry of Social Welfare) administers a number of safety net programs. Article 15(d) of the Constitution of the People's Republic of Bangladesh guarantees the right of the sick, unemployed, aged and disabled persons and widows and orphans to social security and public assistance. The Ministry of Social Welfare is responsible for providing these constitutional rights to the citizens. The ministry is also devoted to fulfill the constitutional obligations of the government relating to the provision of public health (Article 18), equality and opportunity (Article 19) and freedom of association (Article 38). According to the Allocation of Business the ministry is responsible for formulating National Social Welfare Policy as well as providing assistance to the backward section of the society. As a part of its duty the ministry operates a number of cash based safety net programs namely the old age, widow and disable allowances etc. Moreover, the ministry provides micro-credit and training to the poor, so as to bring them out of the poverty.

2.3. The literature suggests three clusters of Social Safety net

a) Transfer Programmes in cash and kind: These type of programmes aim at helping and protecting the poor by providing them with resources they need to maintain a minimum level of consumption. Some variants of these programmes ensure unconditional transfers to households in the form of cash or near cash. Other variants provide access to food by allocating rationed or subsidized food. They also include other food based programmes, supplements for mothers and children, school based feeding programmes and transfers. The governments may also give general subsidies for food, energy, housing and utilities.

b) Work fare Programmes: The main objective of these types of programmes is to provide low-skill jobs for the poor on public works programmes for building, repairing and improvement of local infrastructure. These programmes provide low wage payments in cash and kind to members of poor households willing to work at that pay. Such programs can complement transfers and provide opportunities for graduation out of such programs.

c) CCTs: Programmes to improve human capital and provide access to basic services for poor households: These are conditional transfers to encourage the use of education and health facilities so that they can play an important role in promoting investment in human capital.

Source : 'Grosch Margaret et al : For protection and Promotion-The Design and Implementation of Effective Safety Nets', The World Bank, 2008, P-255

2.4. Types of On-going Social Safety Net Programs in Bangladesh

Figure-1: Ongoing safety net Programs in Bangladesh

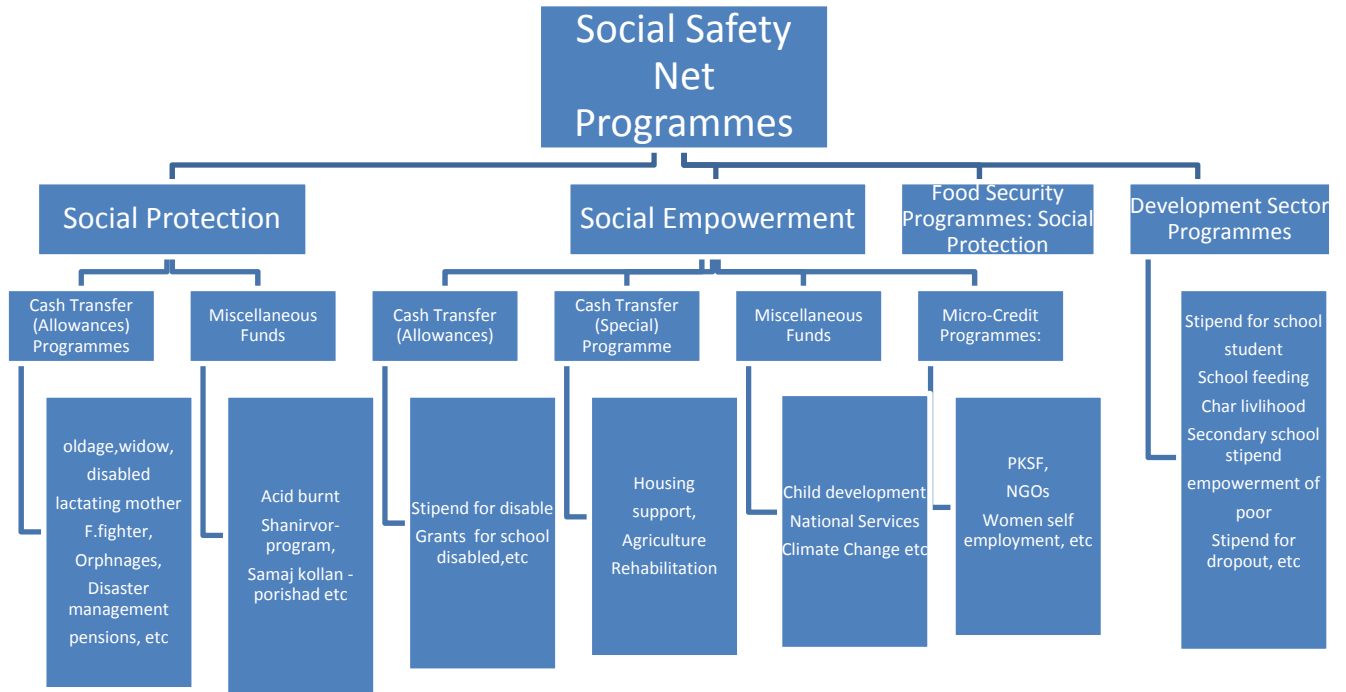


Table: 2 Prevailing Social Safety net Programme in Bangladesh (Cash)

Sino.	Name of the Programme	Purpose	Area
Cash Only			
Grant Non-Contributory & Non-Conditional	Old Age Allowance	Coping	None
	Allowance for the Widow, Desecrated and Destitute Women etc.	Coping	None
	Allowance for insolvent poor amongst ore-defined target group (disabled, freedom fighters, martyrs, mothers, homeless children, non-Bengalese, artists, etc.	Coping	None
	Disaster relief- in cash	Coping	None
In return for Services- Non-conditional	Rural Employment and Rural Maintenance Program(RMP)	Mitig. & Coping	Labor
	Cash For Work(CFW)	Miting & Coping	Labor
	Earlier 100 days Now EGPP (Employment Generation Programme for the Poorest)	Mitig. & Coping	Labor
	Rural Employment Opportunity for Public Asset	Mitig. & Coping	Labor
In return for Services- Conditional	Primary Education Stipend program(PESP), Female Secondary School Assistance Program(PSSAP)	Mitig. & Coping	Education Service
	Female Secondary School Assistance Project/Female Secondary Education Stipend	Mitig. & Coping	Education Service
	Stipend for disabled and grant to school for disabled	Mitig. & Coping	Education Service
	Stipend for primary level students	Mitig. & Coping	Education Service
	Stipend for drop-out students	Mitig. & Coping	Education Service

Source: www.mof.gov.bd, Accessed on 11/04/2016

Table: 3 Prevailing Social Safety net Programme in Bangladesh (Food/Kind)

Sino.	Name of the Program	Purpose	Area
Food/Kind			
Grant-Non-Contributory & Non-Conditional	Test Relief(TR)	Coping	Food
	Gratuitous Relief (GR) Food	Coping	Food
	Food Assistance in CHT-Hiil Tract Area	Coping	Food
	Vulnerable Group Feeding (VGF)	Coping	Food
Conditional In return for services-Non-Conditional	Vulnerable Group Development (VGD)	Mitig & Coping	Food & Asset
	Food For Work (FFW)	Mitig & Coping	Food & Labor
	Food For Education (FFE)/ Cash for Education(CFE)	Mitig & Coping	Food & Education Service
Service Conditional	School Feeding Program under FFE/CFE	LT Mitig & Coping	Food & Education Service
Community Non-Conditional Resource Transfer	Cluster village(Climate victim rehabilitation project)	LT Prevention	Land & housing
Community Non-Conditional Resource Transfer	Cluster village(Climate victim rehabilitation project)	LT Prevention	Land & housing
	Building of shelters in flood prone and river erosion area	Coping	Housing & Service
	Rehabilitation of house of landless affected by Sidr	Coping	Housing repair & maintenance
	Disaster Relief-materials	Coping	Specific materials

(Source: www.mof.gov.bd, Accessed on 11/04/2016)

Table: 4. Prevailing Social Safety net Programme in Bangladesh (Service & Subsidy)

Sino.	Name of the Program	Purpose	Area
Removing	Exclusion (Services & Subsidy)		
Food	Subsidy for open market sales (OMS)	Coping	Food
Subsidy Agriculture	Subsidize inputs to increase production	Prev & Mitigation	Input market
	Support to agriculture- small farmers	Prev & Mitigation	-
	Rural development project on partnership basis	--	--
Credit	Micro-credit	Mitigation	Credit market
	Credit for low cost housing	Mitigation	Credit & housing
Education	Primary education related program	Mitigation	Education service
	Basic education for urban working children	Mitigation	Education service
Health /Nutrition	The national nutrition project (NNP)	Mitigation	Service
	Workers welfare fund for lactating working women	Mitigation	Service
	Maternal health voucher scheme	Mitigation	Health service
Shelter	Program on shelter for the poor	Mitig. & Coping	Housing service
MIXED PROGRAMS			
In GoB agencies	Integrated Food Security Program(IFSP) a component of which is UPVGD	Mitig. & Coping	Inter-linked

	Appropriate Resources for Improving Street Children's Environment (ARISE)	Mitig. & Coping	Inter-linked
In GoB and NGO fund managed	Targeting Ultra Poor- BRAC	Mitig. & Coping	Inter-linked
	Employment for extreme poor- North	Mitig. & Coping	Inter-linked
	Economic Empowerment of the poor-Shiree/DFID	Mitig. & Coping	Inter-linked
	Char Livelihood Project – DFID	Mitig. & Coping	Inter-linked

Note: Mitig.-Mitigation, Prev.-Prevention, 'None' under area column implies cash transfer that is 'neutral', that is, does not directly influence the sector-bias in household expenditure.

(Source: www.mof.gov.bd, Accessed on,11/04/2016,)

Trend, some findings and analysis on the basis of budget 2008-09 to 2014-15 are shown below.

Table-5: Coverage of SSN from Budget 2008-2015(Persons in lac/Man Month)								
Sl.	Programmes	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
A.1Cash Transfer (Allowances) Programmes & Other Activities								
A.1.1	Social protection	42.65	46.65	49.44	49.58	50.30	57.54	60.81
A.1.2	Social Empowerment	0.25	0.28	0.31	0.31	0.31	0.47	0.69
A.2 Cash Transfer (Special) Programme								
A.2.1	Social Empowerment	9.90	29.85	26.00	26.00	26.00	32.06	34.77
	Total A (Lac-Man)	52.80	76.78	75.75	75.89	76.61	90.06	96.27
(B) Food Security Programmes: Social Protection								
B.1	Total (B Lac-Man)	467.17	308.44	478.22	388.63	385.63	302.88	330.20
B.2	Total (B Man-Month)	228.64	169.28	172.62	174.47	186.47	144.46	144.54
C.1	Micro-Credit Programmes: Social Empowerment(Lac-Man)	60.68	63.00	63.00	79.60	21.78	19.33	34.39
C.2	Miscellaneous Funds: Social Empowerment	4.83	2.04	2.05	1.57	1.22	1.78	1.84
C.3	Miscellaneous Funds: Social Protection	31.27	92.20	99.63	34.32	12.76	7.16	6.81
	Total (C Lac-Man)	96.78	157.24	164.68	115.49	35.76	28.27	43.03
	Total: Protection - Lac-man (A.1.1+B) =	509.82	355.09	527.66	438.21	435.93	360.42	391.01
	Total: Protection - Man-Month (B+C3)	259.91	261.48	272.25	208.79	199.24	151.62	151.35
	Total: Empowerment: Lac-man (A.1.2+A.2.1+C1+C2) =	75.66	95.17	91.36	107.48	49.31	53.64	71.68

(D) Development Sector Programmes: Social Empowerment								
Running Development Programmes	110.63	140.96	188.75	223.33	223.41	356.60	345.49	
New Programmes	1.68	-	0.26	2.16	-	-	-	
G. Total: Beneficiary (Lac-man) =	697.79	591.22	808.03	771.18	708.64	770.65	808.18	
G. Total: (Man-Month) =	259.91	261.48	272.25	208.79	199.24	151.62	151.35	

(Source: www.mof.gov.bd, Accessed on 11/04/2016,)

1. Remarkable increase is there in SSN beneficiary from year 2009-10 to 2010-11 (from 591 lac to 808 lac) and afterwards number of beneficiary was almost same up to 2014-15.
2. Beneficiary of social protection and empowerment decreased from 2008 to 2014-15 (table:2.4.) but social empowerment on development programme increased three times during this time.
3. Coverage for micro credit through PKSf was decreased from 60 lac to 34 lac (2008-2014) but on the other hand agriculture rehabilitation increased from 7.56 lac to 27.50 lac during this time.

Table-6: Budget in social safety net from 2008-2015 (In Tk Crore)

Sl	Programmes	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
A.1 Cash Transfer (Allowances) Programmes & Other Activities								
A.1.1	Social protection	4821.97	5527.68	6344.69	7139.74	7631.41	9567.01	12437.87
A.1.2	Social Empowerment	7.80	11.60	14.61	14.61	14.61	18.20	34.56
A.2 Cash Transfer (Special) Programme								
A.2.1	Social Empowerment	51.62	161.00	55.52	58.17	59.12	81.04	89.15
	Total A (Lac-Man)	4881.39	5700.28	6414.82	7212.52	7705.14	9666.25	12561.58
(B) Food Security Programmes: Social Protection								
B.1	Total	5282.31	4932.48	7232.12	6758.09	7072.55	8029.96	8638.47
C.1	Micro-Credit Programmes: Social Empowerment(tk)	300.70	395.00	340.02	343.57	342.70	346.00	242.00
C.2	Miscellaneous Funds: Social Empowerment	211.25	112.19	112.61	114.11	74.24	126.49	131.10
C.3	Miscellaneous Funds: Social	1257.00	2984.15	3187.77	3339.64	2776.02	1386.56	1540.79

	Protection											
	Total (C in TK)	1768.95	3491.34	3640.40	3797.32	3192.96	1859.05	1913.89				
Total: Protection - Lac-man (A.1.1+B) =		6909.97	7862.03	10289.59	10524.34	10849.82	12767.33	15828.43				
Total: Protection - Man-Month (B+C3		4451.31	5582.28	6474.99	6713.13	6630.16	6216.20	6788.70				
Total: Empowerment: Lac-man (A.1.2+A.2.1+C1+C2) =		571.37	679.79	522.76	530.46	490.67	571.73	496.81				
Grand Total (A+B+C) =		11932.65	14124.10	17287.34	17767.93	17970.65	19555.26	23113.94				
Total Non-development Budget						67,125.00	78,136.00	92,837.00	118,849	135,46	155,028	168,699
Percentage to Non-development Budget						17.78%	18.08%		18.62%	14.95%	12.61%	13.70%
(D) Development Sector Programmes: Social Empowerment												
Running Development Projects		1912.62	2581.71	3415.18	3961.75	4840.27	7098.75	7597.17				
New Development Projects				191.00	245.55	286.60		40.00				
Total: (Social Protection – Taka		11361.28	13444.31	16764.58	17237.47	17479.98	18983.53	22617.13				
Social Protection (% to Budget		12.07	12.16	12.89	10.69	9.23	8.78	9.03				
Social Protection (% to GDP)		1.85	1.95	2.12	1.88	1.68	1.61	1.69				
Total: (Social Empowerment)		2483.99	3261.50	4128.94	4737.76	5617.54	7,670.48	8,133.98				
Social Empowerment (% to Budget)		2.64	2.95	3.18	2.94	2.97	3.55	3.25				
Social Empowerment (% to GDP)		0.40	0.47	0.52	0.52	0.54	0.65	0.61				
Total: Social Protection & Empowerment		13845.27	16705.81	20893.52	21975.23	23,097.52	26,654.01	30,751.11				
Total Budget		94,140	110,523	130,011	161,213	189,326	216,222	250,506				
Percentage to Budget =		14.71%	15.12%	16.07%	13.63%	12.20%	12.33%	12.28%				
GDP		614,943	691,087	790,366	914,784	1,037,987	1,181,000	1,339,500				
Percentage to GDP		2.25%	2.42%	2.64%	2.40%	2.23%	2.26%	2.30%				

(Source: www.mof.gov.bd, Accessed on 11/04/2016)

Chapter-3

An Overview on EGPP

3.1. Background of EGPP Programme:

Bangladesh is a developing country. About 31.5% of her population live under poverty line, which amounts to about 47 million people. Among them about 50% is very poor. They are called as poorest of the poor. Roughly a third of all workers are daily agricultural wage workers, and nearly a quarter of all workers are self-employed in agriculture (HIES 2005); poverty is most prevalent among these groups of workers. Bangladesh is also vulnerable to chronic disasters, which pushes households further into poverty. These factors necessitate introducing mechanisms to provide succor to the poorest households to tide over the vulnerability.

Considering the vulnerable situation of the poorest and for the purpose of helping it improve their livelihood the Government of Bangladesh has taken a program named Employment Generation Program for the Poorest (EGPP), implemented by the Ministry of Disaster Management and Relief. The 100 Day Employment Generation Program was the origin of EGPP program. This program was rolled out in response to the food and fuel crisis during 2007-08 and was run by the Ministry of Food & Disaster Management. Independent assessments of the program have been positive. These assessments and the governments own assessment have also identified areas where the program can be improved upon. These include greater transparency in selection of beneficiaries, better mechanisms for payment of wages and improvements in monitoring the program. The Government is keen to make EGPP a flagship program based on strong governance and focused on results. This technical assistance emerges as an essential element in improving the efficiency of the existing and proposed future phases of the EGPP.

3.2. EGPP in brief:

The EGPP is an ongoing program of Bangladesh that 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. Among

the beneficiaries workers 30% is secured for the women. The beneficiaries are needed to work 7 hours in a day and get Tk. 200(Two hundred) each and they are bound to save Tk. 25 in their respective account which is not withdraw able till 1st July of each year. One Sarder is engaged to look after each project who gets extra Tk.50 per day. The Seasonal poverty is rampant in Monga prone and Char areas in Bangladesh. In these regions poor people remain unemployed and lead a precarious life during the months from October to December and from March to May, when there is very little or no farm activities. Some of these hardcore poor people do get benefits under a number of government social safety net programs including Cash for Work (CFW), Food for Work (FFW), Test Relief (TR), VGF, and Char livelihood projects. However, the hardcore poor who do not included in government safety net programs remain out of any income sources during those months.

For this group of people government has been offering a specially designed daily wage payment basis employment opportunities. Under the program the hardcore people are being employed during the lean seasons. The International Development association (IDA) supporting EGPP through financing the Main Program Component as well as Operations Support Component.

3.3. Social Works that can be done under EGPP programme:

The Project is supporting mainly the earth works as short-term employment generation program activities. These activities help the agricultural production, better rural communication, protection during natural disaster etc. The type of sub projects are- i) canal excavating/re-excavating, ii) earthen dam construction/reconstruction, iii) rural road construction/reconstruction, iv) drain construction/ reconstruction to address the water logging, v) earth raising of community institutions like school, graveyard, play ground, fish market, vi) earthen shelter for animals to protect against cyclone, vii) excavation of public ponds/fish firms, viii) organic fertilizer production for agricultural application, ix) development of market/helipad x) water reservoirs construction for rain water conservations/drinking water.

3.4. Component of the Project:

There are two component in the projects. The Main Program Component (MPC) and Operational Support Component (OSC). The Main Program Component (MPC) is the operational component of the program to provide employment to rural hardcore poor in lean seasons. The Operational Support Component (OSC) provides direct support to the Ministry of Disaster Management and Relief in strengthening its capacity including developing modern information systems, piloting electronic payment systems facilitating equipment for better implementation. and monitoring and providing training to government officials.

3.5. Objective of EGPP Programme:

The objectives of the EGPP is to 1. To provide short-term employment to the hardcore poor in times seasonal vulnerability and 2. To develop rural infrastructure by constructing various projects under EGPP.

3.6. Methodology of Allocation of Resources under EGPP :

The allocation of resources to the Districts and Upzillas are done by the government on the basis of poverty classification, most poor getting the highest amount. According to poverty level, 485 upazilas are classified into 3 broad categories as per poverty map published in 2009 shown in table-7

Table-7

No. of Upazilla	Poverty level	Poverty Index	Allocation of Resources
135	Hardcore poor (A)	35% and higher	60%
204	Poor (B)	21-34%	35%
146	Moderate (C)	20% and below	05%

Individual project is selected by Union Parishad and approved by Upazilla Project Implementation Committee. Individual beneficiary gets Taka 175/- per day for his/her labor. Each beneficiary is employed for forty working days in the project in each phase.

Vast unemployed and poor people have been employed during lean period under the program. As a result their purchasing power has been increased and side by side rural infrastructure and road communication has been developed.

3.7. Key Partner of EGPP Programme:

World Bank is key partner for this program. The People's Republic of Bangladesh has received a credit of U.S \$150 million from the World Bank to support the Employment Generation program for the poorest (EGPP). The EGPP comprises two components namely, the main program component (MPC) of USD 145 million (approx) which aims to support expansion of and reforms to the program ,and the operational support component (OSC) of approximately USD 5.00(five) million which aims to provide direct support .

3.8. Allocation for EGPP Programme from FY 2009-10 to 2014-15:

For ensuring wage for the jobless ultra poor persons as a means of Social protection allocation for EGPP Programme are shown in the table-8

Table- 8

Financial Year	Allocation of National Budget in (Crore TK.)	Allocation for Social Safety-net Programmes in (Crore Tk.)	Allocation of EGPP Programme in (Crore Tk.)
2009-10	94,140	13,845.27	1,176
2010-11	132,170	19,496.99	1,000
2011-12	163,589	22,556.05	1,000
2012-13	191,738	22,750.55	1,200
2013-14	222,491	25,371.35	1,400
2014-15	250,506	30,767	1,500

Source: www.modr.gov.bd

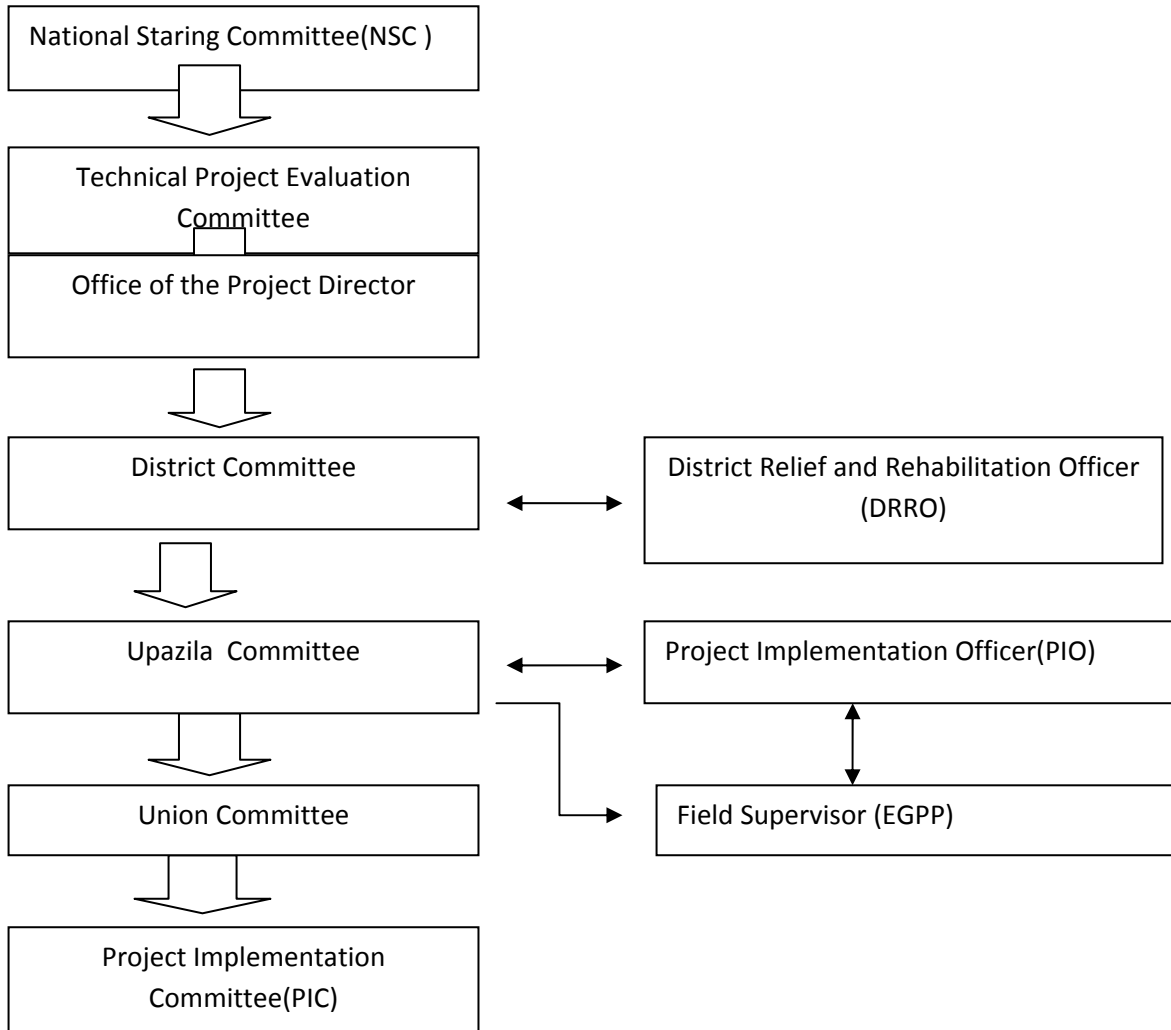
3.9. Selection procedure or requirements for the Beneficiary in EGPP :

- A) A person irrespective of sex at the age between 18 years to 60 years old who does not have 0.10 acre of own land excluding homestead and low income person who's monthly income is below Tk. 4000/= or annual income is on and average below Tk. 48,000/= having no pond for fish-culture and he/she is a an unskilled worker can be the beneficiary of EGPP.
- B) The person cannot be beneficiary of any other social safety-net programme of the Government.
- C) Among the beneficiaries 33% will be female but if the female member is died or unable to perform his work any other family member can work instead of the female worker.
- D) The union committee will inform about the deadline for selection of beneficiaries of the programme through Ward Member, Local Bank, Post Office, school/College and Local Elites.

- E) If a person is able to fulfill the requirements fixed by the concerned ministry can apply for beneficiary in the prescribed way to the concerned Ward Member.

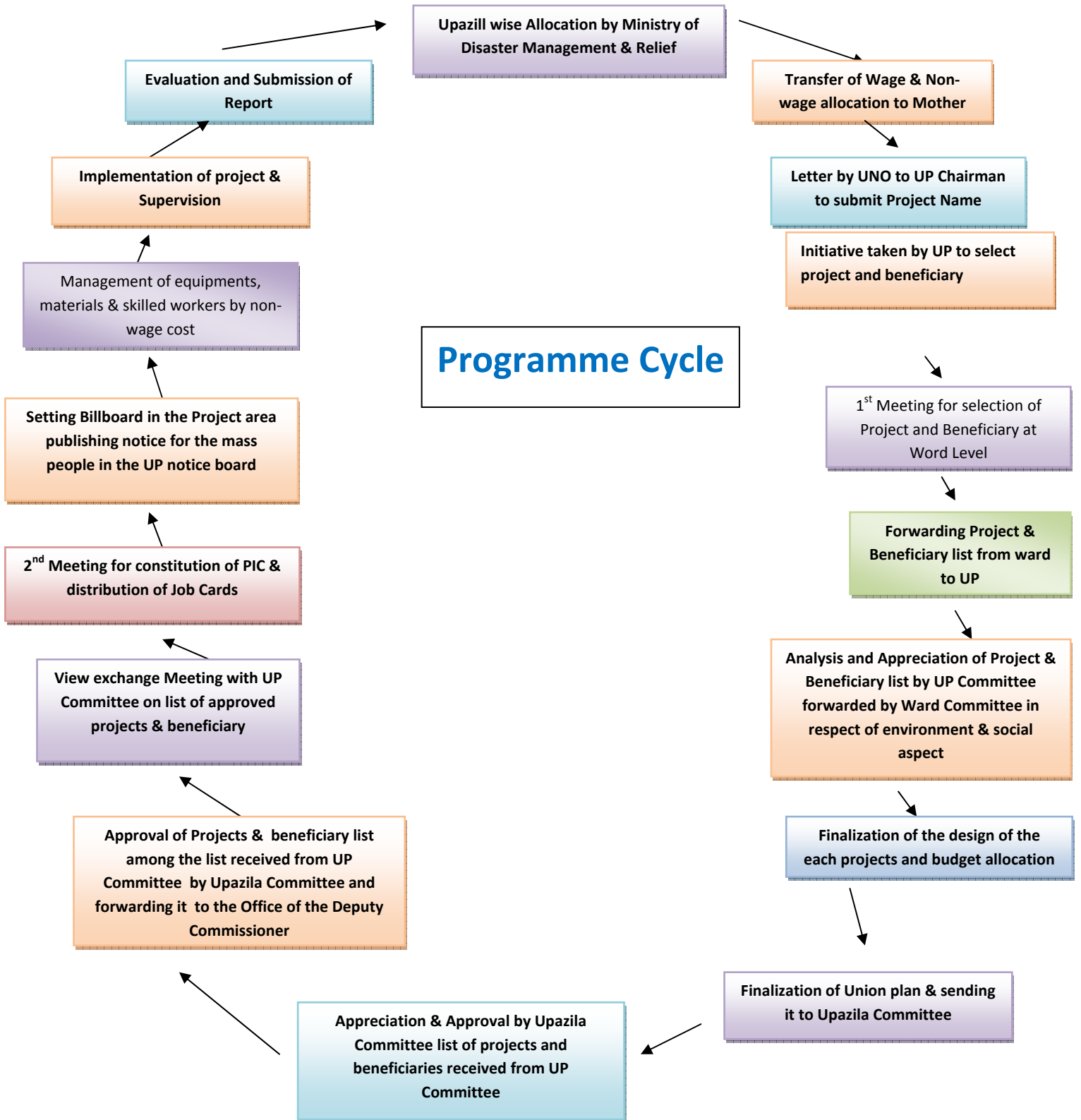
- F) The beneficiary will be selected primarily by the Union Committee at the same time the Union Committee prepare a waiting list of beneficiary as per the rule.

Fig; 2: Institutional structure of EGPP:



Source: EGPP Implementation Guideline 2013-14 published by Ministry of Disaster Management and Relief

Fig; 3: Programme Cycle of EGPP:



3.10. Brief description of the selected area;

Map; 1.: Map of Nageshwari Upazila:



Brief decription of Nageshwari Upazill:

Total land area of this Upazila is about 417.57 square kilometers, Total population is 402,101 among them 2,09,016 are male and 1,93,085 female, density of population is 966 per square kilometer, total number of village are 584, number of union is 14.

Year wise compared amount of allocation for EGPP for Nageshwar Upazila and Santoshpur Union Parishod

Starting from the year 2008-09 to 2014-15 number of bebeficiaries and amount allocation for Nagashwari Upazilla and Santoshpur Union Parishod are shown in the figure below

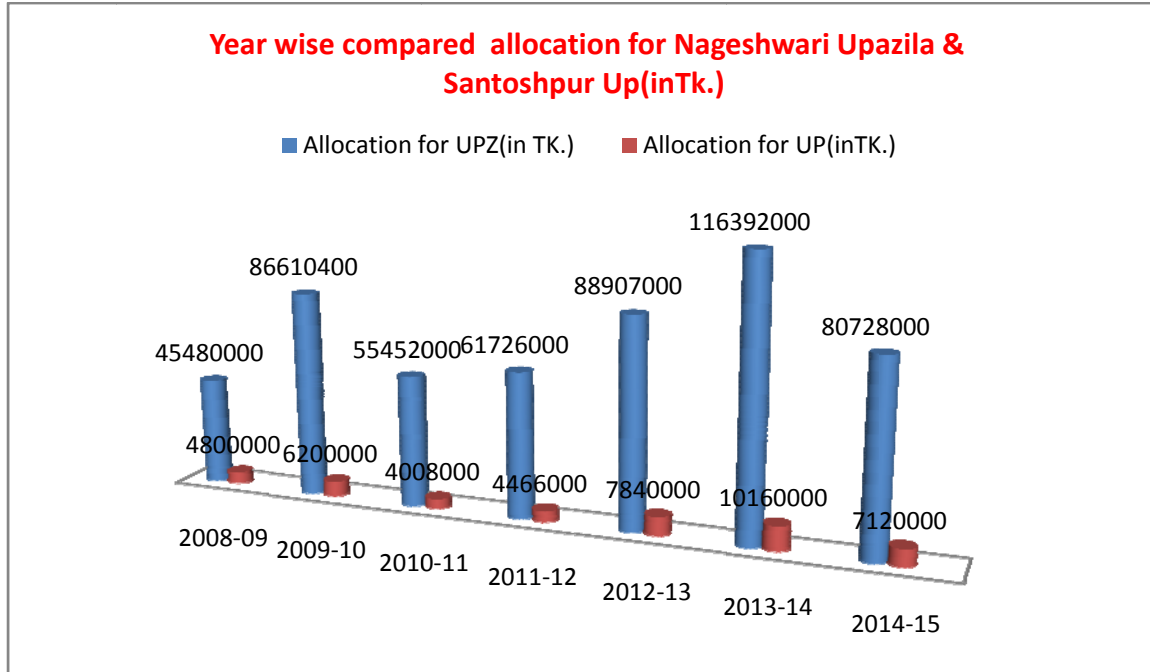


Figure-4 ; Year wise compared allocation for Nageshwari Upazila and Santoshpur Union parishod

Figure-4 , Shows year wise allocation(inTK.) for Nageaswari Upazila and Santoshpur Unionparishod for EGPP.In the figure highest allocation both for Nageshwari Upazila and Santoshpur Union Parishod happened in the year 2014-15 and lowest allocation for Nageshwari Upazila happened in the year 2008=09 and for Santoshpur Union Parishod happened in the year 2011-12. In the year 2014-15 for both the cases it has been decreased compared with previous year (2013-14)

Year wise compared beneficiaries selected of Nageshwari Upazila and Santoshpur Union Parishad

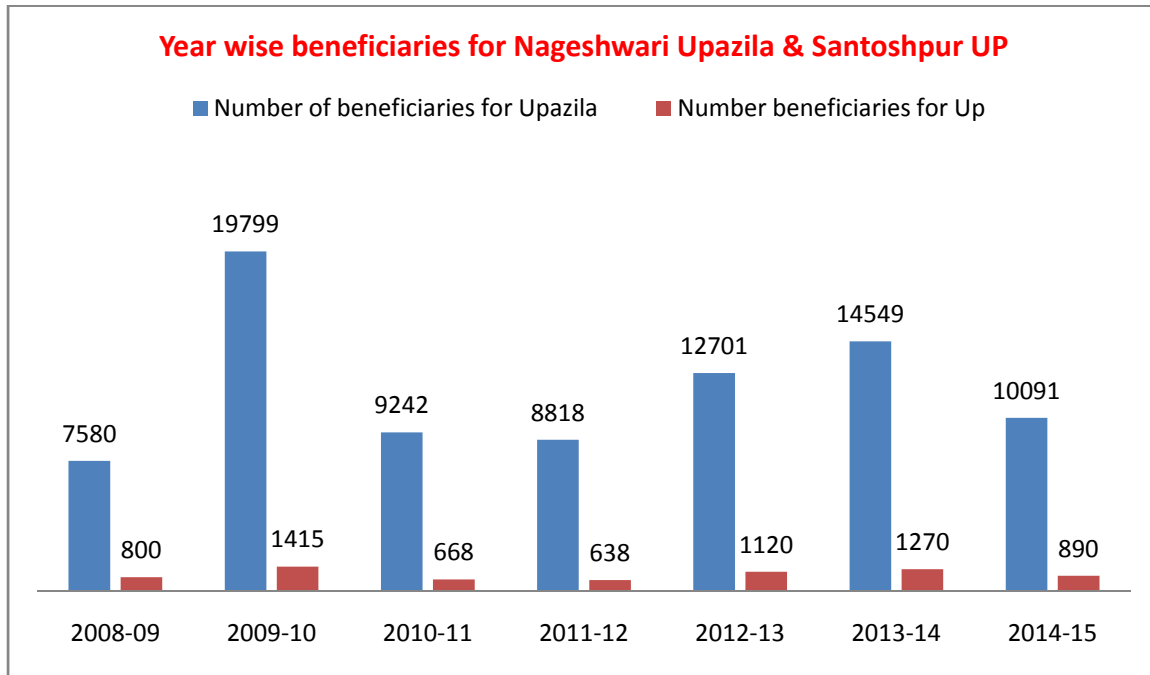


Fig-5; Year wise compared selected beneficiaries of Nageshwari Upazila and Santoshpur Union Parishad

Figure-5 shows that in the year 2009-10, highest number of beneficiaries were selected both for Nageshwari Upazila and Santoshpur Union Parishad and lowest number of EGPP beneficiaries in the case of Nageshwari Upazila selected in the year 2008-09, in the case surveyed area that is Santoshpur Union Parishad selected in the year 2011-12. In the year 2014-15 for both the cases it has been decreased compared with previous year (2013-14)

Map 2: Map of Santoshpur Union



Brief description of Santoshpur Union:

Santoshpur is a union of Nageshwari Upazila under Kurigram district. Total land area of this union is 74.53 square miles, population 29,646, density of population 3.38, literacy rate is 33%. This is one of the “Manga” prone upazila of the North Bengal. Rice is the main crop of this upazila, jute is the second largely produced crop of this upazila other than those two crops potato, mustard, vegetables and spices also produced in this area. Agriculture is the main occupation in this upazila.

CHAPTER FOUR

RESEARCH FINDINGS AND DISCUSSION

To complete the research objectives mentioned in chapter one, data have been collected from 40 beneficiaries (respondents) and 10 key informants of Santoshpur Union Parishads of Nageshwari Upazila. In this chapter the findings of field survey have been analyzed to demonstrate the impacts and implications for the EGPP program on selected beneficiaries in the study area and to identify the factors influencing the operations of the program based on selected indicators.

4.1 Profile of the Respondents (Beneficiaries)

The different particulars of the respondents especially age, occupation, household size and spouse status have been analyzed to show vulnerability of the hard core poor people in the family and society.

4.2 Age of the Respondents

The age of the respondents are categorized into five age groups (25-29, 30-34, 40-44, 45-49,)

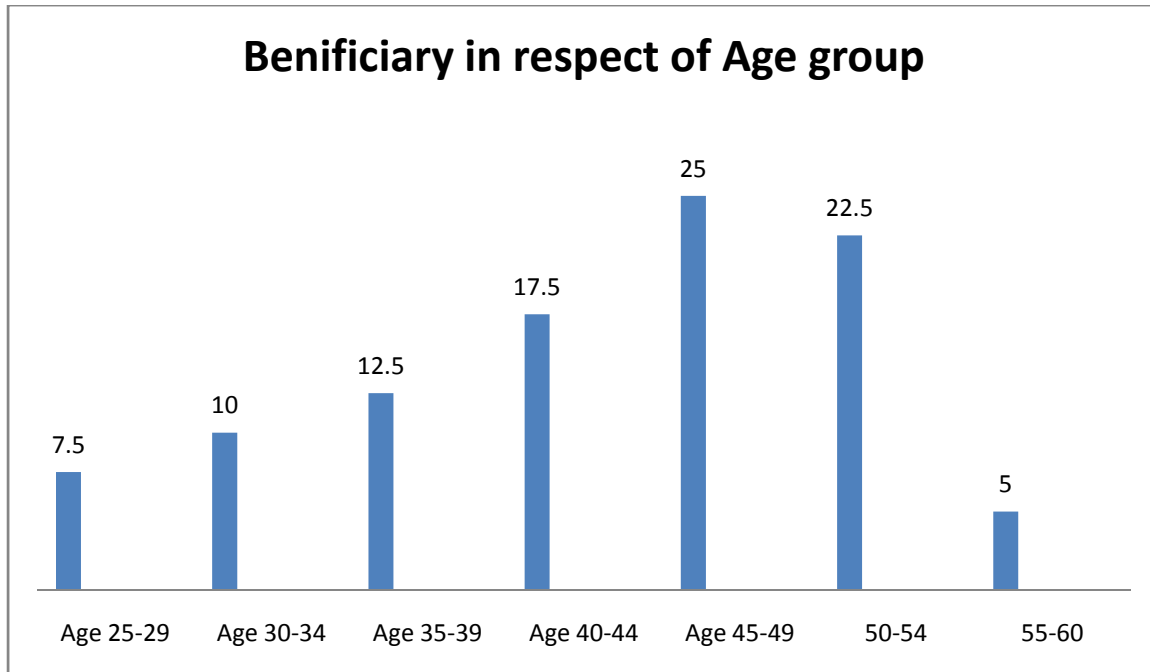


Figure: 6 : Age of respondent beneficiaries

The figure (6), shows most of the beneficiaries of EGPP programme are from the age of 45-49, the persons is older are the beneficiaries of this programme and the young persons are not interested or not attracted by this programme. Among the age groups percentage of beneficiaries Age 45-44 is the highest, Age group 55-60 is the lowest and percentage of beneficiaries from Age group 25-29 to 45-49 gradually goes up than from Age group 45-49 to 55-60 goes down. Percentage of beneficiaries from Age group 50-54 to Age group 55-60 stiffly falls down the reasons behind this is People of Age group of the surveyed area are not physically fit for EGPP based works.

4.3 Occupation Status of the beneficiaries

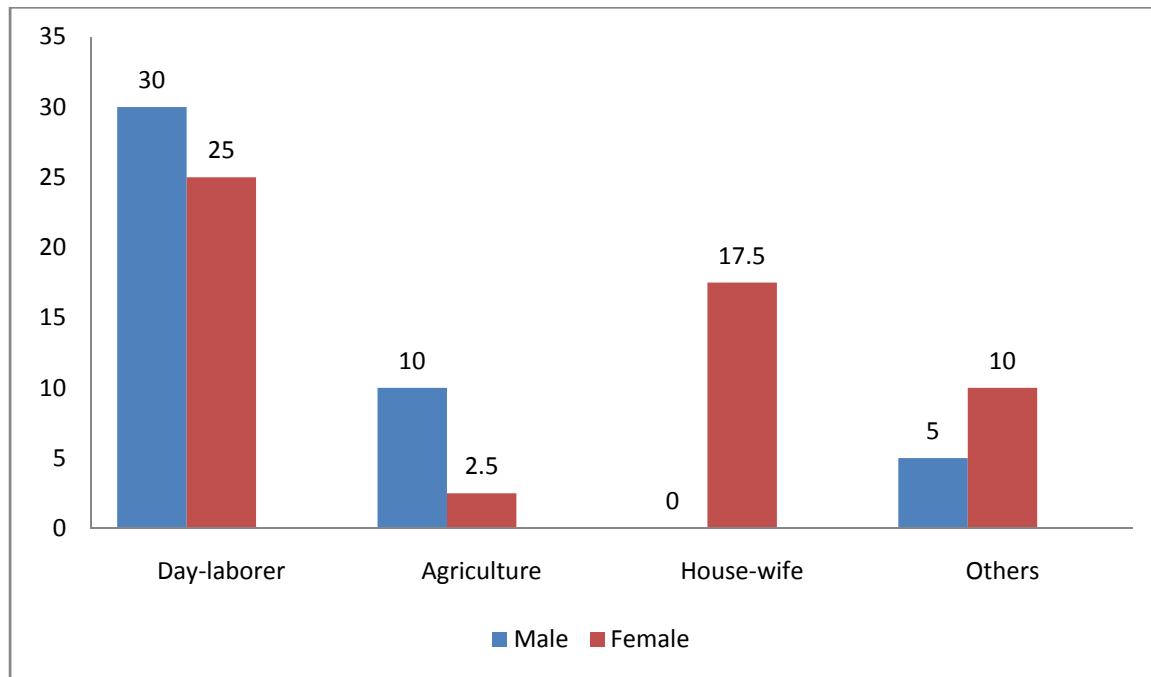
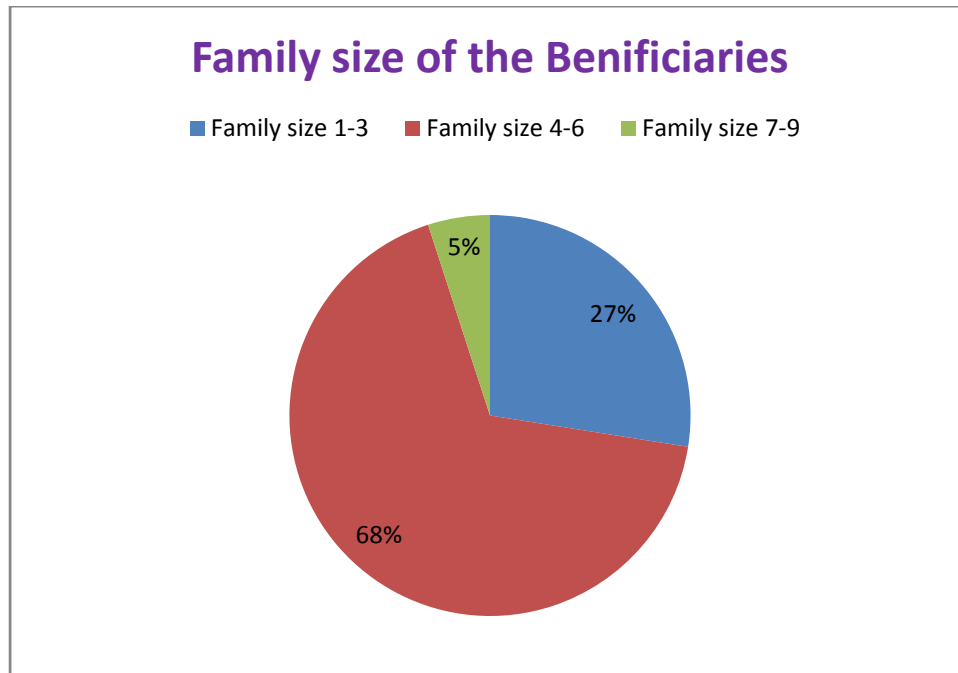


Figure- 7 ;Occupation Status

Figure (7) shows that among the beneficiaries by profession day laborer is the highest both for male and female people, housewife is the second highest, agriculture is the third highest profession and percentage of women those came from agriculture is the lowest which shows availability of job for the day laborer is very low and this indicates greater portion of unemployed people in the surveyed area.

4.4 Family size of the beneficiaries



Figure;8 :Family size of the beneficiaries

Figure -8, shows that family size of 68% beneficiary is 4-6 persons which is the highest. Family size of 27% beneficiary is 1-3 persons. Family size of 5% beneficiary is 7-9%. So, most of the beneficiary has family of moderate size that is 4-6 persons and large size of family in the surveyed area is less which indicates good sign in respect of reducing number of member in a poor family.

4.5 Spouse status of the beneficiaries

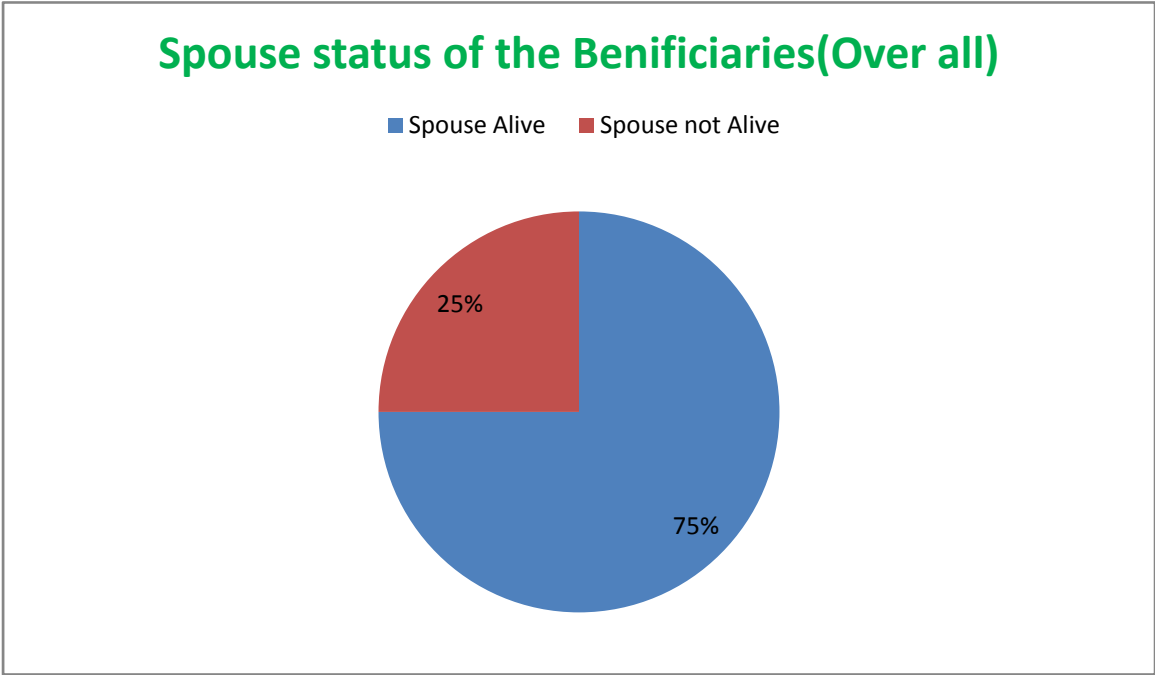


Figure: 9 Spouse status of the beneficiaries

Figure-9, shows most of the beneficiaries of EGPP having their spouse alive only 25% beneficiaries do not have their spouse alive. The figure shows persons of both category are vulnerable regarding managing their livelihood.

4.6 Percentage of male & female who does not have their spouse alive

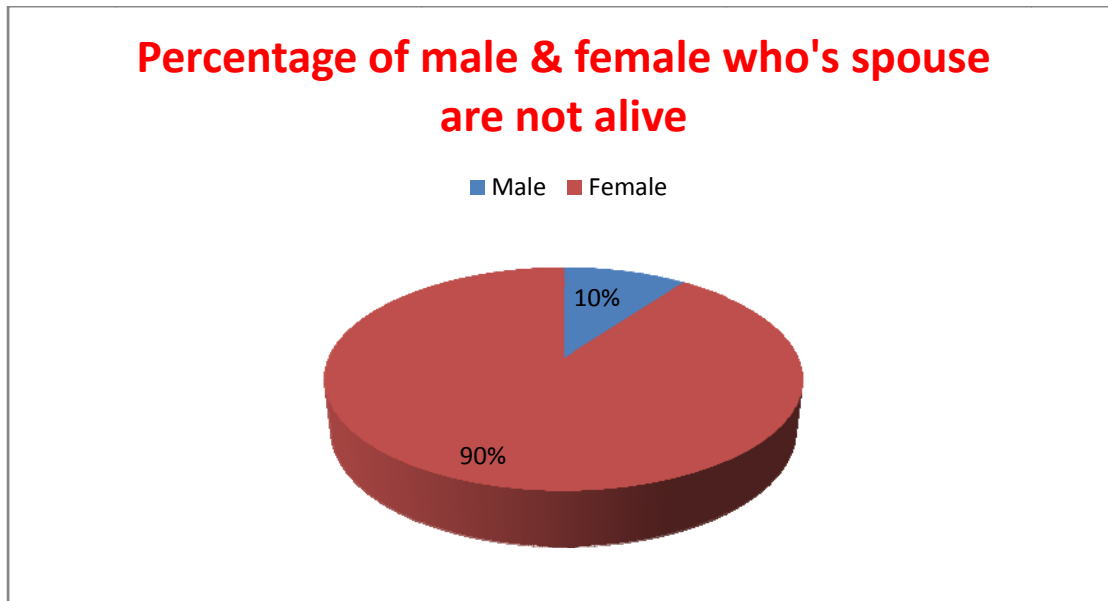


Figure :10- Percentage of male and female who does not have their spouse alive

Figure: 10, shows that most of the male beneficiary of EGPP have their spouse alive and their percentage is 90%, on the contrary most of the most of the female beneficiary does not have their spouse alive and in absence of their spouse the female beneficiaries engaged themselves in EGPP for ensuring their livelihood.

4.7 Frequency of food intake by the beneficiaries

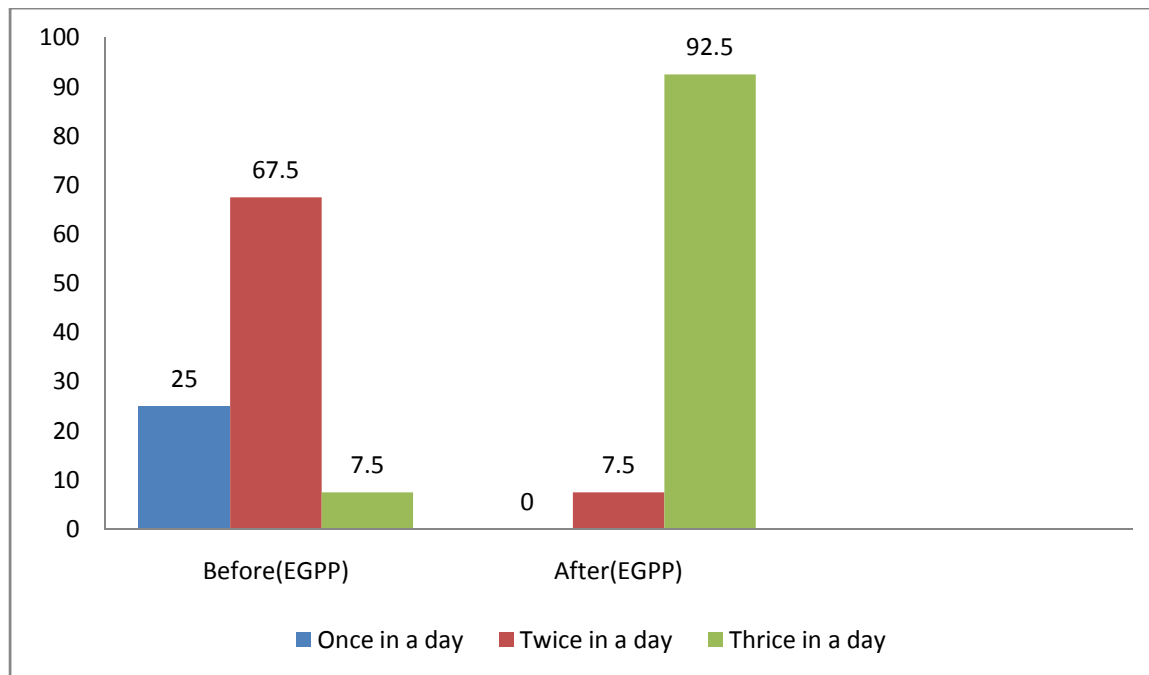


Figure:11 Food in take before and after involvement in EGPP

Figure-11, shows that before involvement in EGPP 67.5% beneficiary among the interviewed beneficiary could manage to have meal twice in a day, and 25% beneficiary could manage to have meal once in a day and 7.5% beneficiary could manage to have meal once in a day and after involvement in EGPP the scenario has been changed the percentage of people those could manage to have meal once in a day has gone off and percentage of people who could manage to have meal twice in a day also reduced to 7.5% but sudden change due to increase of purchase capability above 92.5% people are able to have meal thrice in a day which shows very significant change in purchase power of the beneficiaries.

4.8 Improvement in item of food intake

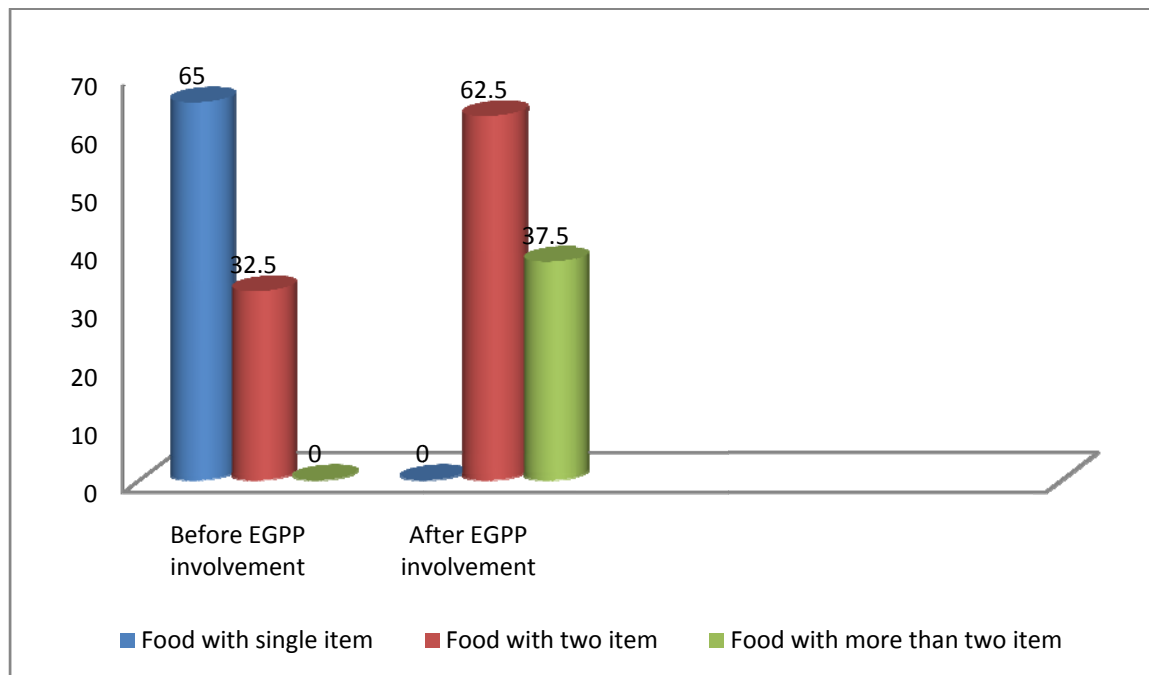


Figure:12: Improvement in item of Food intake

Figure-12; shows that before involvement in EGPP 65% beneficiaries could have single item during taking food, 32.5% could have two item during taking food and none of them could have more than two item during taking food but after involvement in EGPP 62.5% person of the beneficiaries could have two items during taking their food and more than 37.5% could have more than two items of during taking their food which indicate clear sign of improving purchasing power of the beneficiaries after involvement in EGPP.

4.9 Diversification in food item before and after involvement in EGPP

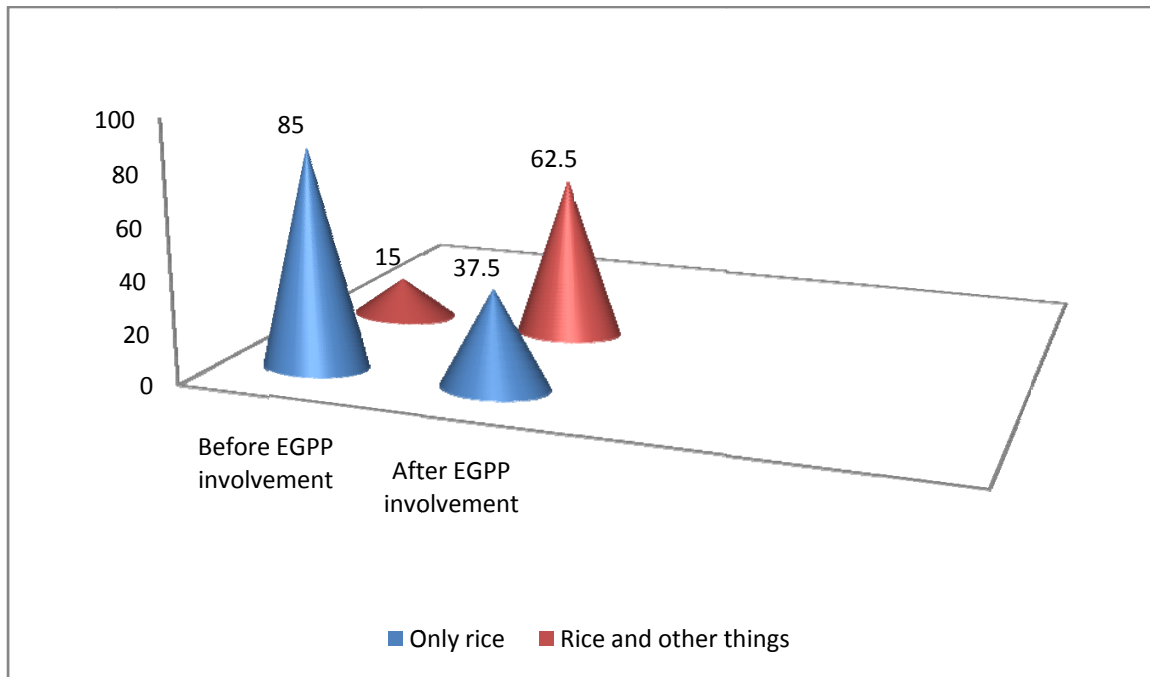


Figure:13; Diversification of food taking of the beneficiaries

Figure -13, shows that before involvement in EGPP 85% beneficiaries could have only rice and 15% beneficiaries could have rice and other additional food stuffs such as biscuits, tea etc. as their food. After involvement in EGPP 37% beneficiaries taking rice as main food in addition to rice 62.5% beneficiaries are taking biscuits, tea etc. in addition to rice as their food which indicate after meeting their hunger they are taking extra food such as biscuits, tea etc.

4.10 Rice bowing frequency before and after involvement in EGPP

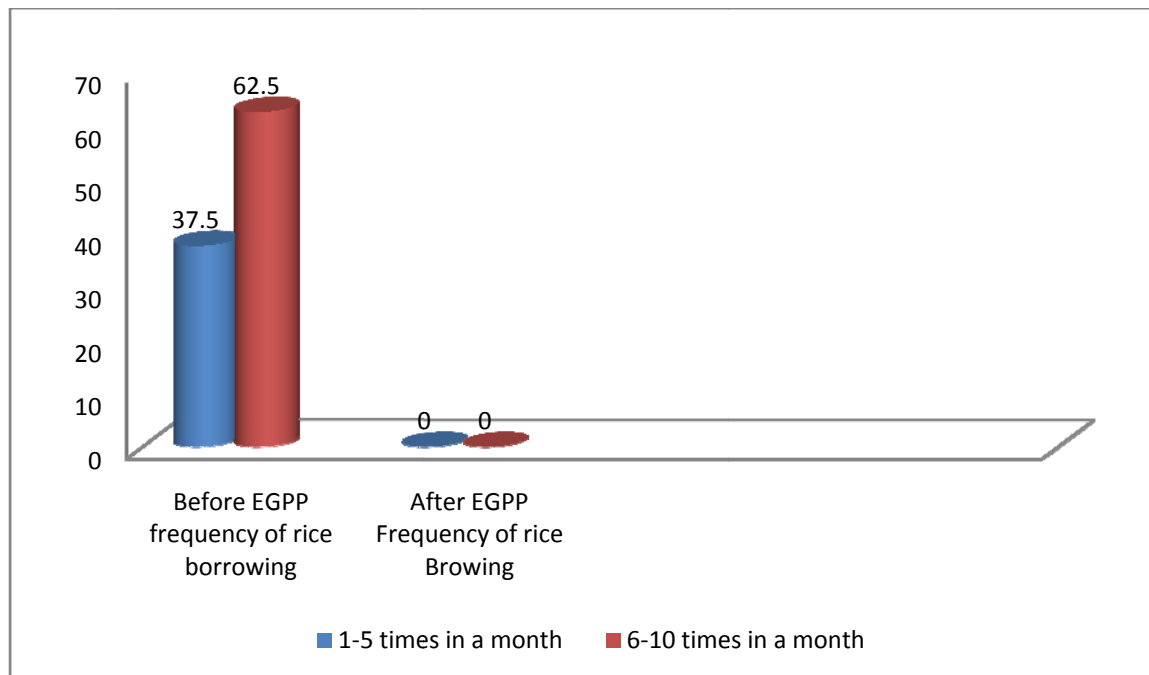


Figure:14 Changes in rice borrowing before and after involvement in EGPP

Figure- 14, shows that before involvement in EGPP 37.5% people had to borrow rice 1-5 times in a month from others and 62.5% people had to borrow rice 6-10 times in a month from others but after involvement in EGPP no beneficiary is borrowing rice from others during those months when EGPP is going on. This indicates that EGPP programme improved livelihood of the beneficiaries in its operation time so this Programme is very significant for the poor and jobless peoples of the surveyed area during lean period.

4.11 State of food purchasing capabilities before and after involvement in EGPP

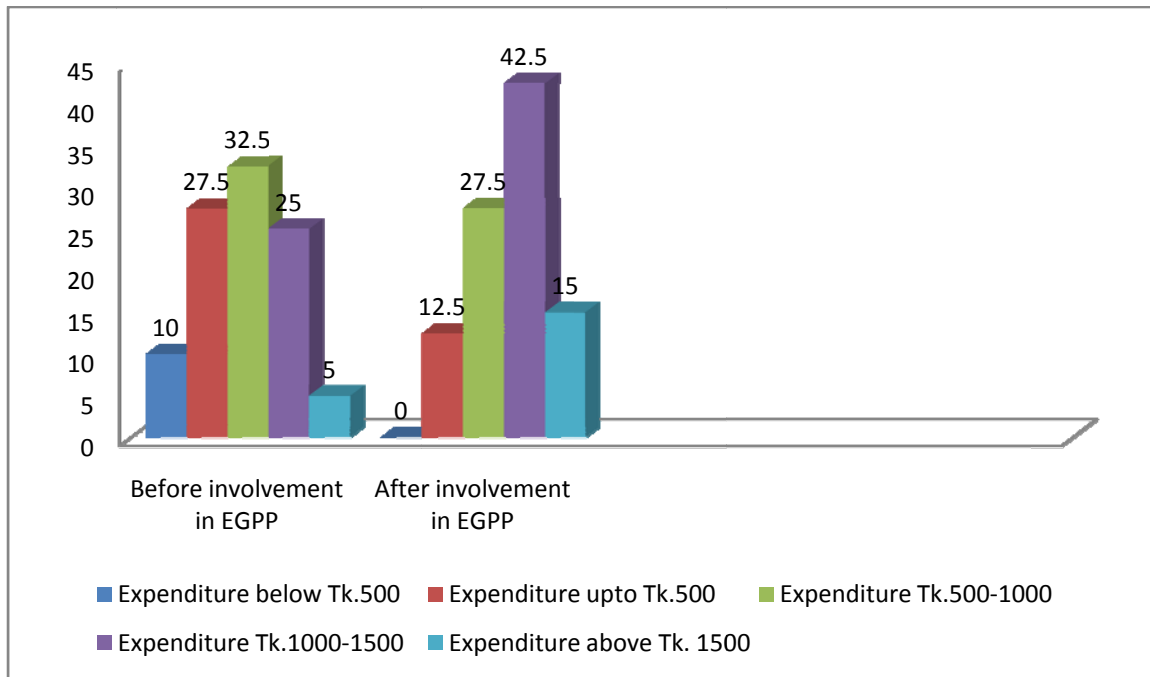


Figure: 15 Improvement in food purchasing capabilities by the beneficiaries (in %)

Figure- 15, shows that before involvement in EGPP programme 10% beneficiaries spent below Tk.500 in a month for their food, 27.5% beneficiaries spent up to Tk. 500 in a month for their food, 32.5% beneficiaries spent Tk.500-1000 in a month for their food ,25% beneficiaries spent Tk. 1000-1500 in a month for their food and 5% beneficiaries spent more than Tk.1500 in a month for their food. After involvement in EGPP it seen that 12.5% beneficiaries can spent up to Tk. 500 in a month for their food, 27.5% beneficiaries can spent Tk.500-1000 in a month for their food ,42.5% beneficiaries can spent Tk.1000-1500 in a month for their food and 15% beneficiaries can spent above Tk. 1500 in a month for their food which indicates increase in food purchase capabilities of the beneficiaries.

4.12 Medicine Purchase ability of the beneficiaries

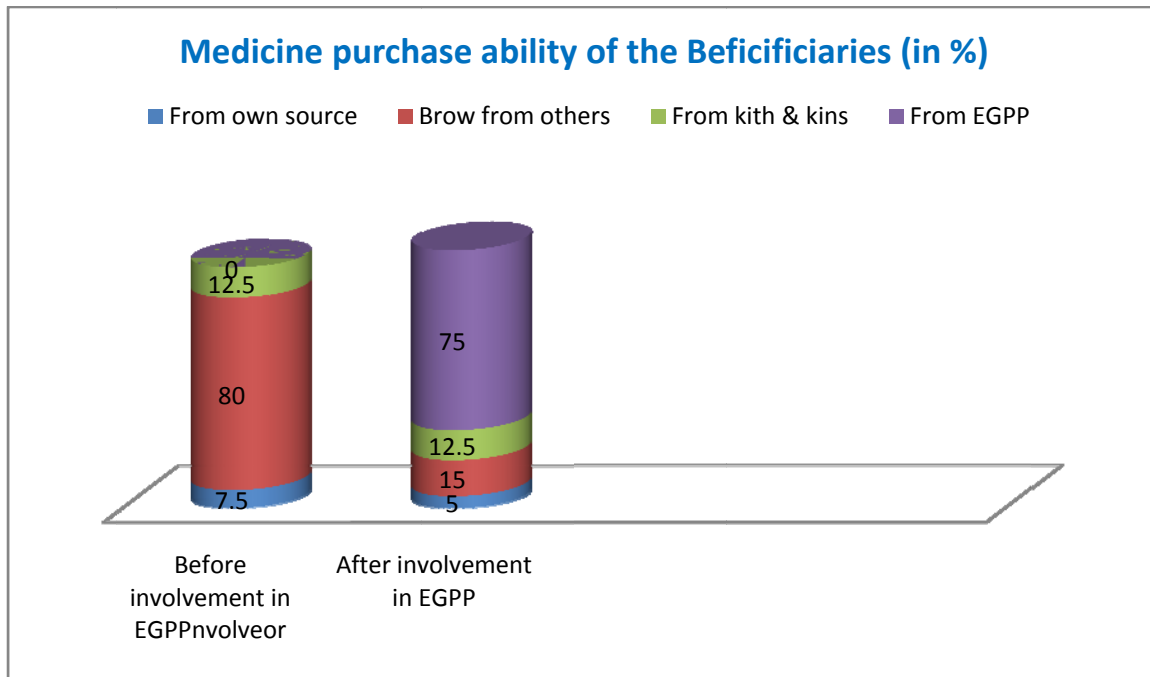


Figure:16 : Change in capability in medicine purchase before and after involvement in EGPP

Figure-16, shows that before involvement in EGPP 7.5% beneficiaries could purchase medicine by their own, 80% beneficiaries need to borrow to purchase medicine and 12.5% beneficiaries could purchase medicine for then with the help of their kith and kin. After involvement in EGPP 5% beneficiaries can purchase medicine from their own fund other than EGPP, 15% beneficiaries need to borrow money for purchasing medicine, 12.5% beneficiaries can purchase medicine by the help of their kith and kin and 75% beneficiaries can purchase medicine for them by the money which they get from allowance of EGPP. So, EGPP make them able to purchase medicine by their own money.

Before involvement in EGPP almost every beneficiaries need to get their cloths by the help of others (such as by kith and kin, other member of family, by the help of other people but after involvement in EGPP their condition has been changed

4.13 Cloth purchasing source of the beneficiaries

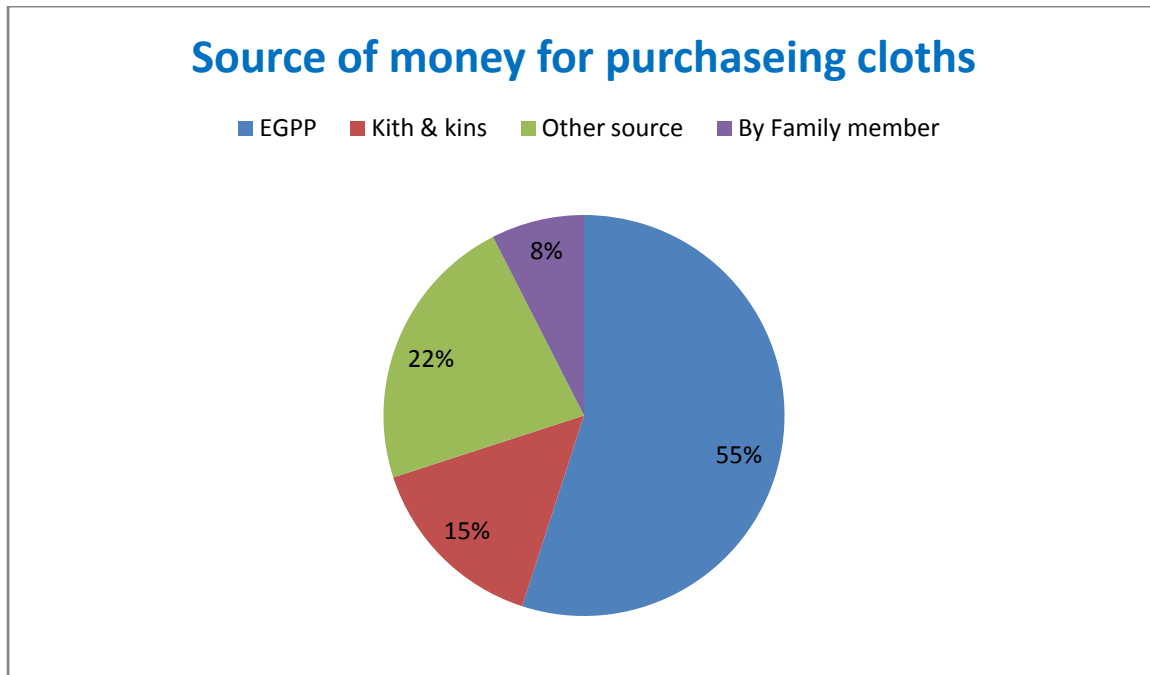


Figure-17 Source of money for purchasing cloths for the EGPP beneficiaries after involvement in EGPP

Figure-17 shows after involvement in EGPP 8% beneficiaries can purchase cloth for them by the help family members, 15% beneficiaries can purchase cloth for them by the help of their kith and kin, 22% beneficiaries can purchase cloth for them from other source and 55% beneficiaries can purchase cloth for them by the allowance of EGPP which shows huge change in their purchase power.

While taking interview it was known that before involvement in EGPP most of the persons did not possess any dignity in their family or in the society but after their involvement in EGPP their social status has been changed.

4.14 EGPP in improving family and social status

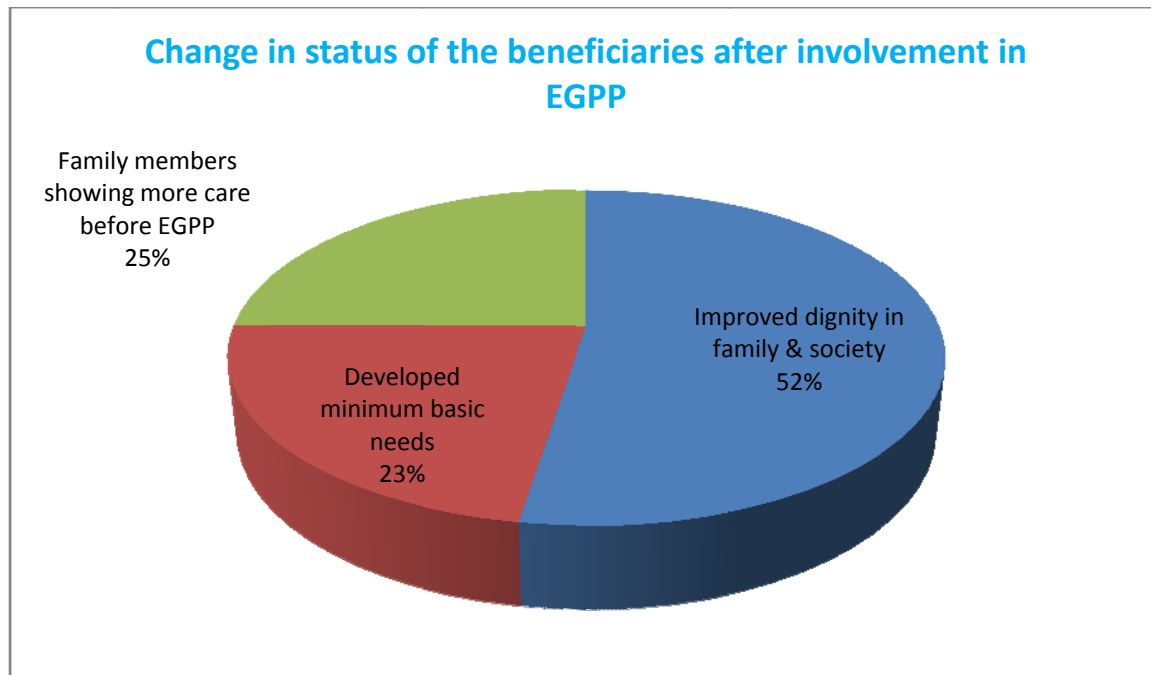


Figure- 18, Change in status of the beneficiaries after involvement in EGPP

Figure-18, shows that after involvement in EGPP in the case of 25% beneficiaries- the member of their family showing more care before EGPP involvement, in the case of 23% beneficiaries –they could developed their minimum basic needs and in the case of 52% beneficiaries they could improved their dignity in their family and society. This figure indicates after involvement in EGPP social and family status of beneficiaries has been changed which is very significant.

4.15 Food intake effect of EGPP

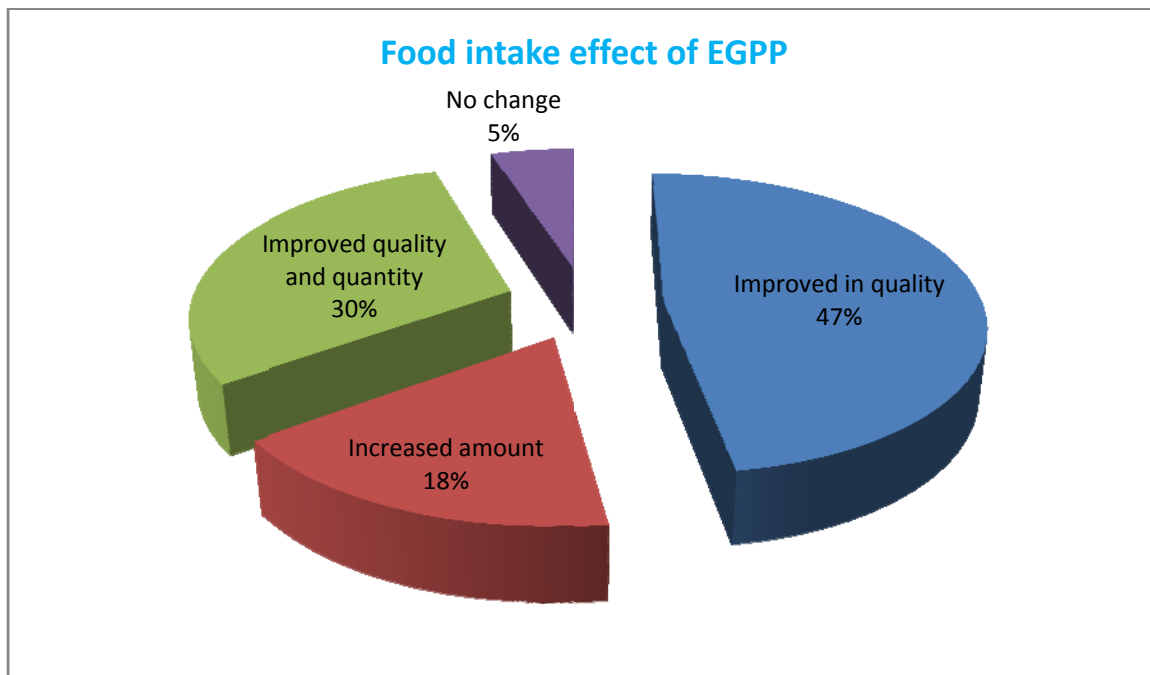


Figure: 19,: Food intake effect of EGPP

Figure- 19, shows after involvement in EGPP only in the case of 5% beneficiaries there is no change in food intake effect, in the case of 30% beneficiaries quality and quantity of food has been improved, in the case of 18% beneficiaries amount of food has been increased and in the case of 47% beneficiaries quality of food has been improved.

4.16 Expectation of EGPP by the beneficiaries

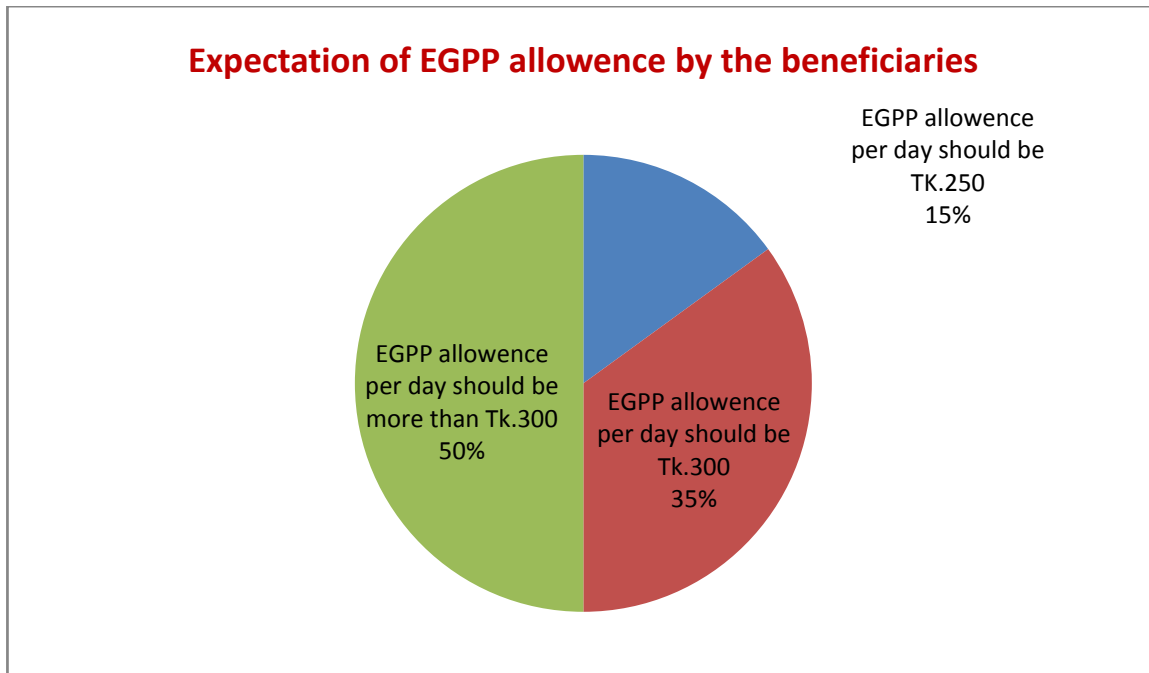


Figure ; 20 Expectation of EGPP allowance by the beneficiaries

Figure-20 shows among the beneficiaries 15% beneficiaries expect that the EGPP allowance should be Tk.250 per day, 35% beneficiaries expect that the EGPP allowance should be Tk.350 and most of the beneficiaries that is 50% beneficiaries expect that EGPP allowance should be more than Tk.300.

4.17 Opinion of key informant about EGPP

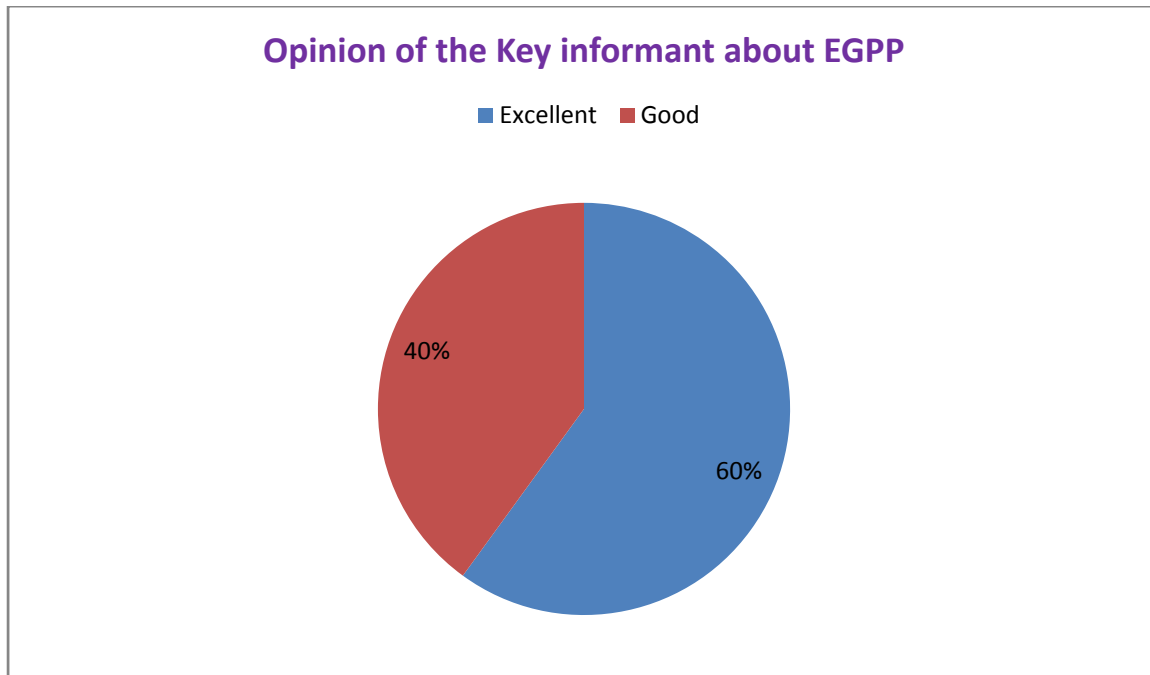


Figure :21 Opinion of key informant about EGPP

Figure- 21; shows that most of the key informant opines that the effectiveness of EGPP in respect of removing poverty, ensuring means of subsistence and developing small but essential infrastructure of village is significant. Among the key informant (from different profession and class) 40% thinks that EGPP is good and 60% thinks that EGPP programme is excellent.

Chapter Five

Recommendations & Conclusion

5.1 Recommendations

a) .Allowance of EGPP is needed to be increased

Present per day allowance is Tk.175 which is in-sufficient for accommodate basic expenditure of person. Moreover, for low allowance most of the beneficiaries of EGPP are aged or who have much demand in the daily labour market are the workers or beneficiaries of EGPP. So, it would be better if there is an arrangement of involving two categories of workers one skilled or young worker and their allowance should be not less than Tk.300 and unskilled worker and their allowance should be at least Tk.250 day which will ensure livelihood of skilled and non-skilled workers in the Monga prone areas or less economically developed area.

b). Increase of Coverage

At present coverage of this programme is very small which is needed to be extended. (Total population of surveyed area is 29,646 and number of beneficiaries in 2014-15 is 890.)

c). Family Planning programme in the Monga prone area or less developed areas is needed to be intensified

Most of the family size of the beneficiaries is 4-6 which indicate most of poor families are not well planned. So, the concerned department should give importance in this aspect.

d).Other social safety-net programme should be enlarged

During survey it was found that though there were many widow and old persons but they were not included by respective Social Safety-net programme.

e).Training programme for the beneficiaries

Training for different work in developing different infrastructure in required avoiding wastage of government money or making more efficient use of allotted government money.

f).Payment of allowance can be made in more easy and speedy way

For payment the beneficiaries need to go Upazilla Sador which can be easier and less costly by using Union Digital Center by using mobile banking.

g). Arrangement of Technical Education Programme for the Young age group peoplePortion of EGPP allocation can be used for making jobless young people trained in technical education those skilled portion of people can be used very significantly for construction and development of village infrastructure.

h).Community Participation

Active community participation of this programme can be resulted in better employment opportunities for the hard core people of Monga Prone areas.

5.2. Conclusion

EGPP is a fruitful endeavor taken by the government in a view to ensure livelihood of hard core people of Monga prone, river erosion char area and economically insolvent people of the country in the lean season when scope of work for the daily labour is scarce less efficient men who are not strong enough to work like skilled and strong person mainly get benefit of this EGPP, the other beneficiaries are aged men, widow who are not getting widow allowance and husband neglected women. Beside this village infrastructure development also done by this programme which helps to

mobilize economic activities of rural areas. The allowance of this programme at present is Tk. 200 which need to be increased immediately to accommodate basic needs for the hard core people. Effective supervision by using information communication technology, extension of its coverage, amount of wage, effective training for the workers and active community par participation can make this programme effective.

5.3 Implication of Future Research

This study has examined the impacts and implication of the programme. The findings has identified the areas where further improvement are needed for fruitful programme. Therefore, in-depth research on that area will make more effective result. Future research may also be conducted to explore some of important issues like management of fund, efficiency of the beneficiaries, and sustainability of infrastructure done by this programme.

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Social Safety Nets Programme: An Analysis on EGPP Programme in Santaspur Upazilla of Nagashwori Upazilla of Kurigram District

Survey Questionnaire for **Beneficiaries** of **EPGG** programme
(N.B: All information's will only be used for research purpose)

A. Name of the Beneficiary

B. Sex: Male /Female, C. Age:

C. Address: District: Upazila

Union WardVillage

1. What is your occupation/ How do you maintain yourself ?
a. Agriculture, b.Day-laborer, c. Beggar, d. Unemployed, e. Housewife,
f.Others

2. What is your family size?
a. 1-3, b. 4-6, c. 7-9, d. 9-11 f. >11

3. Is your spouse alive? a. Yes b. No

4. How many times you are receiving EGPP allowance?
a. Once, b. Twice, c. Thrice, d. More than 3 times

5. Beside EGPP allowance, do you receive any other allowances? (Freedom Fighter Allowance, Old age allowance, Widow Allowance, Handicap Allowance, etc.)
a.Yes b. No

6. Food intake by beneficiaries:

Questions	Before receiving EGPP allowance	After receiving EGPP allowance
a. How many times you take your food in a day?		
b. How many items do you take in your each meal?		
c. Do you take any other food items (like Biscuit, Puffed rice, cake etc) other than rice?		

d. If 'Yes', how often do you have this?		
e. Do you need to borrow rice?		
f. If 'Yes' how many times do you need to borrow rice in a month?		

7. How much money you spent to purchase your food items?

Before: a. Below, b. Tk 500, c. Tk 500-1000 d. Tk 1000-1500, e. Above Tk 1500

After: a. Below, b. Tk 500, c. Tk 500-1000 d. Tk 1000-1500 e. Above Tk 1500

8. How do you purchase your medicine during illness?

Before: a. Own, b. By family members, c. Kith and Kins, d. Borrow Others

After: a. Own, b. By family members, c. Kith and Kins, d. Borrow e. EGPP Allowance, f. Others

9. If medicines are purchased by your own, what is the source of money?

a. By family members, b. Kith and Kins, c. Borrowing, d. Allowance, e. Others

10. How much money you spent normally to purchase medicine per month for medicine?

a. Below Tk 100, b. Tk 100-200, c. Tk 200-400, d. Tk 400-600, e. Tk 600-800
f. Tk 800-1000

11. How do you buy your clothes?

a. Own, b. By family members, c. By Kith and Kins, e. Others

12. If you buy clothes at your own cost, what is the source of money?

a. By family members, b. Kith and Kins, c. By EGPP Allowance, d. Others

13. Do you have any improvement in quality of your life after receiving this allowance?

a. Yes, b. No

14. If the answer is 'Yes', what kind of improvement do you have?

a. Increase of dignity in the family and society, b. Minimum basic needs (food, clothes and medicine), c. Family members are taking more care than before, d. Others

15. After receiving this allowance, do you think that your dignity in the family has been increased? a. Yes, b. No

16. How do you think that your dignity in the family has increased?

a. Involve in decision-making in the family, b. Family members are more caring
c. Others

17. How was your food intake affected by this program?
a.Improved quality, b. Increased amount, c. Improved quality and quantity
d.No change
18. What did you do before joining this program in the lean season?
a.Agriculture, b. Day-laborer, c. Beggar, d. Unemployed, e. Others
19. Do you think that the amount of the allowance needs to be increased?
a.Yes, b. No
20. If the answer is 'Yes', how much?
a.Tk. 250, b.Tk. 300, c.More than Tk. 300
21. Are you satisfied with this present allowance (daily Tk 150)? a. Yes, b. No
22. If the answer is 'Yes', what is the level of your satisfaction?
a.Highly satisfied, b. Satisfied, c. Moderately satisfied, d Not satisfied
23. How did you get this allowance?
a.Self, b.Through UP Chairman, c.Through UP Member, d. Through Political
Leader, e.Through Illegal Process
24. For withdrawing allowance, is there any problem? a. Yes, b. No
25. If the answer is 'Yes', what are the problems you face?
a.Opening Bank Account, b. Paying 'speed money' or 'tips' in getting allowances
c.Sufferings & complications during withdrawal of allowance, d. other cost for
withdrawing allowances

Thanks for your cooperation

