

Bangladesh

National progress report on the implementation of the Hyogo Framework for Action

Name of focal point : Mr. K H Masud Siddiqui

Organization : Ministry of Food and Disaster Management

Designation : Director General, Disaster Management Bureau

E-mail address : dmb@bttb.net.bd

Telephone : 8858755, 8859635

Fax : 880-2-8851615

Additional Focal points/ other comments :

Reporting period : 2007-2009

Last updated on : 19 February 2009

Print date : 09 Jun 2009

Reporting language : English

An HFA Monitor update published by PreventionWeb

<http://www.preventionweb.net/english/countries/asia/bgd/>

Strategic goals 1

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Strategic Goal Statement:

Over the years, GoB with support from its development partners has made significant progress in shifting the focus from relief centric approach to DRR. Much has been learnt during last three years, which created the basis for following current key focuses under HFA strategic goal 1:

- Incorporate DRR into all national policies, planning and programmes at all ministries and all levels .
- Establish and sustain budgetary allocation and dedicated funds on climate change adaptation (CCA), climate change mitigation (ccm) and DRR.
- Research and development in pilot appropriate approaches for DRR and CCA and scaling them up at national level.
- Encourage local actions and community based organizations to strengthen disaster risk reduction.
- Enact and Implement the National Disaster Management Act and National Disaster Management Plan.

- Enhancing regional, sub-regional and bi-lateral cooperation including early warning, dissemination networking and sharing of good practices. Contributing global efforts on disaster risk reduction by sharing its knowledge, experience and effective practices through periodic monitoring of HFA implementation.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Strategic Goal Statement:

Current organisational structure and roles within the MoFDM and other ministries are based on previous interpretations of disaster management functions. There is a need to address organisational issues as the basis for the current national focus.

- Strengthening the institutional mechanism to mainstream DRR, CCA, CCM
- Institutionalize a national training, educational curriculum and research facilities on Disaster Management.
- Scaling up effective DRR approaches to all hazard-prone locations in the country.
- Establishing and expanding information network on DRR at all levels.
- Implement revised allocation of business of the MoFDM to incorporate DRR.
- Develop capacities at community level through awareness, education and training; and strengthening the local disaster management committees.
- Promote multi-stakeholder coordination through the mechanism of national platform.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Strategic Goal Statement:

Based on the experience in responding flood and cyclone 2007, current national focus is to develop approaches and principles for 'build back better' in post disaster recovery and reconstruction including DRR:

- Foster practice of DRR in the planning and implementation of social safety net programme.
- Roll out recently simplified cyclone early warning signal system; and initiate a public awareness campaign on the use of 'disaster messages (outlining likely cyclone impact and a message on preparedness)' introduced in 2008.
- Explore effective community alerting system involving various mass media and strengthen existing early warning mechanism including cell broadcast system, institutions and network.

Priority for action 1

Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.

Core indicator 1

National policy and legal framework for disaster risk reduction exists with decentralised responsibilities and capacities at all levels.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

The Mandate of the Ministry of Food and Disaster Management and its agencies is widened with the revision of its Allocation of Business considering the current national, regional and global disaster management priorities that has already been approved by the Secretarial Committee for Administrative Management. During the reporting period, existing national legal framework and polices were revised in the context of current trend and nature of disaster and in the light of national priorities (goal 1-3), through multi-stakeholder consultation at local and national levels. A final draft of the National Disaster Management Act is already submitted for approval process. Similarly, a National Disaster Management plan awaits approval from the cabinet. Standing Order on Disaster Management, which is the key administrative tool for roles and responsibility of various government functionaries at local to national level, also being updated incorporating DRR elements focusing multi-hazard context. As a first step, a number of sectoral plans (agriculture, water, livestock, fisheries and handloom etc) have been revised incorporating DRR elements.

Context & Constraints:

Introducing DRR culture and practices takes time to replace age-old relief culture, though much has been achieved. Therefore, revision of existing legal framework requires acceleration of common understanding and shifting mindset.

Core indicator 2

Dedicated and adequate resources are available to implement disaster risk reduction plans and activities at all administrative levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

There is an increasing trend of revenue allocation and expenditure in the area of disaster management, which continued throughout the reporting period. Natural Disaster Risk Reduction Fund established in 2004 from government revenue budget continued in the same period, which reached to an average annual allocation of USD 12 million. GoB also established specific programme to reduce seasonal unemployment in specific 12 food insecure districts. In mid 2008 GoB has launched a new national-scale 100 days employment generation programme with a total portfolio of around USD 300 million. For disaster risk reduction and climate change adaptation GoB has declared a billion climate change fund with a total annual allocation of round USD 45 million. Under the CDMP initiative of the MoFDM USD 3.2 million were spent to implement small scale community level risk reduction projects involving NGOs and local level disaster management committees. A good number of DRR projects were implemented in this reporting period by the NGOs with external support.

There has been an increasing commitment for resources from various development partners i.e. DFID, DANIDA, EC, SIDA, the World Bank and UN agencies to support national DRR initiatives. At the same time, more number of donors are increasing their engagement on DRR.

Context & Constraints:

However, allocated resources are far from adequate in the highly populous country with multiple hazards. The potential to utilise various resources allocated under different various ministries and departments needs to be explored. Often, limited coordination in funding allocation (by different government and non-government sources) limits optimisation of available resources.

Core indicator 3

Community Participation and decentralisation is ensured through the delegation of authority and resources to local levels

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Country has made good progress in mobilising capacity of the vulnerable people including women and persons with disabilities in DRR through their active participation. Around 200 CRAs, 4000 LDRRF completed and 30000 DMC members, journalists and civil society members have received training on DRM. This resulted in various actions planned by the GoB and NGOs at community level. However, key challenge remains decentralised decision making and resource allocation. The revised SOD may most likely to unlock that potential. There are initiatives to strengthen local government system with support from development partners. GoB established a commission for strengthening local government, which has proposed a plan to incorporate DRR.

Context & Constraints:

Overall effort to strengthening decentralised planning oppose to a historical centralised planning and decision making required further acceleration. The capacity of the local government bodies to plan DRR remains a challenge

Core indicator 4

A national multi sectoral platform for disaster risk reduction is functioning.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

The country has a long tradition to work in multi-sectoral and multi stakeholder environment and culture, which has been reflected in the SOD. National Advisory Committee is the national multisectoral platform for DRR which needs be activated, as embodied in the draft Act.

Context & Constraints:

The roles and functions of the said committee in relation to DRR are not well-defined.

Priority for action 2

Identify, assess and monitor disaster risks and enhance early warning

Core indicator 1

National and local risk assessments based on hazard data and vulnerability information are available and include risk assessments for key sectors.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

National risk assessment for flood and cyclone exist, but they require updating in the context of changes in environment, topography and population and demography. MoFDM has initiated detailed risk assessment for earthquake and tsunami.

The local risk assessment is done in most high risk areas, by the GoB and various humanitarian actors using array of participatory tools. The same is true regarding river bank erosion and prediction model has been developed. Drought prone areas are identified and adaptation processes are being developed in the same period.

Action-oriented researches are underway to generate more knowledge on the impact of climate change at local and international levels. Progress has been made in assessing risk in agriculture. Some activities also initiated to assesses risk in selected hospital, schools and cyclone shelters by various stakeholders.

Context & Constraints:

Country promoted diversity in testing various methodologies in local risk assessment, led by various public and private organizations. But there has been a perceived need to standardize methodology for risk assessment and mapping. Risk assessment of critical sectors such as health, water and sanitation, shelter, education and food security is urgent priority. A digital elevation model (DEM) needs to be developed with updated contour data for better inundation information with depth during flood and storm surges

Core indicator 2

Systems are in place to monitor, archive and disseminate data on key hazards and vulnerabilities

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Systems have progressively evolved to monitor, archive and disseminate key hazard information. At the same time, limited progress is made in designing indicator, data collection and analysis of vulnerability,

though specific aspect exists such as food related vulnerability and poverty monitoring, including location, specification on base line poverty for better understanding the coping capacity. An ongoing project led by BBS/World Bank/WFP is updating poverty maps, which would be used as one input for risk assessment at pre-crisis situation. By the reporting period, significant amount of research-based information generated on vulnerability of number of high risk districts by GoB and NGOs, which can be a basis for a systematic monitoring vulnerability. Early warning dissemination has considerably been improved and further attention is required for wider dissemination at community level.

Context & Constraints:

Vulnerability as an important element in disaster management is increasingly been recognised for practice in recent time in Bangladesh. A national system remains underdeveloped to monitor vulnerability to different hazards. However, much of the information needed for monitoring exist with different agencies often on different websites.

There is a current effort by DMB to create a portal website through the DMIC to centralize this information, focused on hazard and disasters. DMB/DMIC not yet achieved in delivering information. Whilst it should be easily accessible through the internet, there must also be a system for the local level planners (DMCs) to access that information base who do not have internet facilities.

Core indicator 3

Early warning systems are in place for all major hazards, with outreach to communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

Country has well developed early warning and dissemination system for cyclone and flooding. However, based on recent experience, the cyclone early warning system is revised in early 2008. Stakeholder consultation is ongoing to define a rollout the system. Number of studies initiated during the reporting period by FFWC to pilot people centered dissemination of flood warning and forecasting. Country has piloted 10 days predication of flood, which has created a significant opportunity for country to strengthen it multi-hazard warning. A river erosion perdition modelling has also been developed as a pilot. Tsunami early warning centre has been established at Bangladesh Metrological department (BMD) in collaboration with Intergovernmental Oceanographic Commission (IOC). In addition to existing one, new three seismic observatories have been established at Dhaka, Sylhet and Rangpur.

Context & Constraints:

Bangladesh is located in a delta of a three major river system, overflow of which is one of the reasons for flooding. Space based technologies are being explored. SAARC framework has created an opportunity in regional cooperation. Bangladesh Flood cannot be mitigated without establishment of regional data sharing and cooperation, considering flooding (and other hazards) as common hazard in the Ganges, Bharmaputra and Meghna basins. Simple earning warning dissemination of outreach to local communities is also being tested. Tornado forecasting model need to be more enhanced and coordination is needed between BMD and SPARRSO as tornado generates in the land and provided minimum time for early warning and forecasting.

Core indicator 4

National and local risk assessments take account of regional / trans boundary risks, with a view to regional cooperation on risk reduction.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Institutional arrangements exist between FFWC and neighbouring countries (India central water commission) upstream to limited exchange of hydro meteorological data. Arrangements are in place to facilitate information sharing regarding AVIAN influenza out breaks near borders.

Context & Constraints:

Information exchange regarding AVIAN influenza needs to be strengthened. Application of research and findings on hazards is limited. Establishment of SAARC Disaster Management Centre and adoption of SAARC Comprehensive Framework on Disaster Management created opportunity for more regional cooperation in risk assessment at regional scale and exchange of information.

Priority for action 3

Use knowledge, innovation and education to build a culture of safety and resilience at all levels

Core indicator 1

Relevant information on disasters is available and accessible at all levels, to all stakeholders (through networks, development of information sharing systems etc)

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

The country has a culture of sharing of disaster related knowledge and lessons through various means, including media and public discussion. There have been functional networks and forums exist on DRR at various levels that include civil society, NGOs, CBOs and other development partners. Increased use of information technology further strengthens that process. For example, key government ministries, research institutions and civil society organisations have established websites. Recently established Disaster Management Information Centre (DMIC) providing information services, which has established network with 64 district head quarters and 232 upazilas. The early warning information, particularly flood information is available through email and websites, reaching across agencies and stakeholders. Bangladesh Metrological Department (BMD), Cyclone Preparedness Programme (CPP) and Flood Forecasting and Warning Center (FFWC) of Water Development Board have been contributing significantly in dissemination of early warning and disaster messages. Revised Early Warning System approved by the Advisory Council in mid 2008 included decision to introduce disaster message with early warning. Following cyclone Sidr, decision also taken to encourage and support Community Radio throughout the coastal belt. Mobile Network has been contributing to share the disaster messages and like in early warning and preparedness information in the community and country and abroad throughout.

Context & Constraints:

Though DMIC is established some years back, it was tested and found effective in cyclone and flood in 2007. Use of internet has been very useful in enhancing access to information. Accessibility and availability still constrained for the professionals and agencies outside Dhaka by physical location and infrastructural facilities such as access to internet. There is also lack of effective coordination in created reliable information at various levels. The major area of challenge remains with availability of Earthquake related information.

There is prerequisite to develop regional cooperation in terms of information dissemination regarding the

weather forecast within SAARC and other forum . At the same time, local level awareness and warning mechanism need to be enhanced at a optimum level.

Core indicator 2

School curricula , education material and relevant trainings include disaster risk reduction and recovery concepts and practices.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Disaster Management as a content has been introduced in primary, secondary and higher secondary education curriculum. Number of initiatives underway to revisit the existing curriculum on disaster management. Disaster Management has been included as curriculum by some Public and Private Universities. Following GoB decision in 1997, initiative taken to introduction of DRR in various training institutions, universities, research institutions and public services training centres. The draft act also included a plan to establish an independent institute for DM training and research. Pilot initiatives were ongoing throughout the reporting period by a number of NGOs to make schooling safer. Also IEC materials developed for the planners in education to continue education during and after disaster. MoPME and MoE of GoB decided to make number of school-cum-flood shelter in the flood-prone areas including the climate change related training and IEC materials. Based on climate and hazards variation school building are being redesigned and new building are being constructed using GIS mapping under the MoE.

Context & Constraints:

While disaster is introduced in the school curriculum, limitations exist in availability of material on DRR for training of the teachers. Sharing of indigenous and local survival coping mechanism need to be institutionalize in education system both formal and non formal ways to address the disaster risks and hazards. Adolescents and early married women and people with disability who never entered in formal education system or dropped out early from schooling should be reached through different forms of IEC system, to be given specialized education on disaster risks reduction, survival and safety measures.

Core indicator 3

Research methods and tools for multi-risk assessments and cost benefit analysis are developed and strenghtened.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Community Risk Assessment methods and tools have been developed and practised in Bangladesh before the reporting period. Risk Assessment Mechanism is also being practised by different development organisations in their respective working areas based on their own research methodology. During the reporting period, similar research methodology and tools are under developed for earthquake and tsunami risk assessment. A awareness raising orientation and training program is going on for the teachers and students in the selected schools of Dhaka, Sylhet and Chittagong city (through MoE). Under the MoPME, DRR issues has been incorporated in the sub cluster training modules of Primary teachers.

Context & Constraints:

While the country has generated substantial knowledge on disaster management by promoting diversity in use of research methods and tools, there is not central location to preserve the findings. The continuity of research initiatives is also a big challenge because most of them are done under various projects. There has been increasing recognition to have uniform methodology in assessing common risks. Proposed institute on disaster management is expected to address some of these challenges. Research methods and tools that have been developed in assessing risks need to be applied in a coordinated way and comprehensive training is needed for conducting action research on risks. A central data Bank needs to be developed for sharing the present available information for DRR inclusive sustainable development mechanism in all sector.

Core indicator 4

Countrywide public awareness strategy exists to stimulate a culture of disaster resilience, with outreach to urban and rural communities.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

Draft National disaster management plan 2005-15, included an element of public awareness on different hazards. Media has been identified as key driver in public awareness. GoB has established annual Media Award provision to encourage media in disaster related reporting. Considering high earthquake risk, substantial investment made on public awareness through developing IEC materials by GoB and NGOs. Annual calendar of DMB included disaster messages that continued throughout the reporting period. National debate on disaster issues has been organised each year in the television channels. Following cyclone in 2007, media has been producing significant number of discussion in climate change and DRR issues. Bangladesh Television has introduced a regular program since April 2008 on Disaster Risk Reduction. Observation of National Disaster Preparedness Day and IDDR by the GoB and NGOs continued in the reporting period. (Sectoral initiatives by the different GoB departments such Department of Agriculture Extension, Department of Environment, Directorate of Health, Directorate of Fisheries)

Context & Constraints:

Often awareness raising initiatives assume their audience as homogeneous group, thus do not lead to action by the users. Wide acknowledgement exists to place more systematic knowledge investment in developing and updating key disaster messages for various agro-ecological and settlement context. There is no systematic process to understand impact of and need for public awareness on various risks. Many community led initiatives introduced by the NGO are in limited in scale. A national public awareness strategy (does not exist currently) is seen as a potential means to create synergy and accelerate dynamic public awareness activities which should consider social groups such as in terms of class, gender, age, sex, caste, religion, ethnic minority, old age population, people with disability and hard core poor so that heterogeneous groups can able to grasp the knowledge and severity of risks.

Priority for action 4

Reduce the underlying risk factors

Core indicator 1

Disaster risk reduction is an integral objective of environment related policies and plans, including for land use natural resource management and adaptation to climate change.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

The issue of climate change has received greater attention in past several years in Bangladesh. Draft of a National Adaptation Programme of Action is already prepared. During the reporting period, GoB proposed for the creation of a Climate Change Fund. Bi-lateral and multi-lateral donors are also exploring the possibility of creating a multi-donor trust fund to accelerate financing for research and adaptation in Bangladesh. At present the functions and institutional location of the Climate Change Cell are being reconsidered and it is possible that some of its functions and activities will be relocated within government to contribute to the broader GoB effort in addressing climate change.

Ministry of Environment and Forests in partnership with relevant stakeholders finalized and adopted the National Capacity Self Assessment for Environment and Natural Resource Management which addresses risk reduction issues in the policies and plans. This project identified the policy and planning gaps and in consensus recommended the road map for actions and development of capacity building plans and programmes. During the review period the Government has also initiated Sustainable Land Management Programme which is intended to cover land related risk reduction issues including mining. Ministry of Land is implementing Coastal Land Zoning Project. Ministry of Agriculture and its technical agencies are engaged and in continuous process to develop climate resilient crop varieties in the context of salinity intrusion, drought and submergence. A project is launched in early 2008 by FFWC and ActionAid with support from Danida to understand effectiveness of expandable DRR approaches into climate change context in three agro-ecological zones.

Context & Constraints:

Research and piloting of climate change adaptation at the community level is necessary to inform various areas of intervention on CCA. Key constraints includes (i) small scale and isolated pilot initiatives which needs to be scaled up and mainstreamed; (ii) much more investment needed for large scale research and development investment and its dissemination; (iii) Short term, medium term and long term human resource development policies and plans are needed in order to make all risk reduction efforts sustainable. On top of that exact institutional frameworks and financing mechanisms for a national level climate change initiative have yet to be fully finalised.

Core indicator 2

Social development policies and plans are being implemented to reduce the vulnerability of populations most at risk.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Country has established a number of social safety net programmes, which has been diversified and extended in recent times. During the reporting period, DRR has been included in the manual of two most important safety net schemes-food and cash for work. GoB also introduced policy guidelines for 100 days employment generation, which supports vulnerable people to ensure food security and avoid migration. NGOs in Bangladesh working in various risk-prone areas also invested in social development issues and emergency response in reducing the vulnerability of the population. Few examples are: (i. Hundred days safety net programme by GOB targeting 'reduction of Food Insecurity' in poorest regions and hard core poor population in different districts which covered around 2 million of poorest families utilized 134 million USD as a mechanism of DRR to prevent the 'monga' – silent disaster. (ii. HNPS (Health, Nutrition & Population Sectoral Program) of ministry of health and welfare

contributing a lot in reducing vulnerabilities for the community

(iii. Food Assistance for Poverty Reduction – a project of department of fisheries of GOB.

Context & Constraints:

As a country is high concentration of poor people caused by layers of historical problems, it is an imperative to accelerate social investment that reduces vulnerability. Safety net programme in urban areas are insignificant. Particularly social development policies and plans from the perspective of potential earthquake is yet to take into active consideration.

Core indicator 3

Economic and productive sectorial policies and plans have been implemented to reduce the vulnerability of economic activities

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Agriculture is the major sector that employ majority of the rural population in Bangladesh. As a result, new studies initiated to understand approaches to make agricultural more resilient to disaster in the context of climate change and variability in flood, saline prone and drought-prone areas. DAE introduced new crop varieties. Coastal and wetland biodiversity project of the government is implementing in partnership with the community and civil society for sustainable management of four ecologically critical areas the coastal and wetland sites. This is a pilot demonstration which is intended to incorporate in the policy and legislation for replication in other ecological critical areas.

Following the flood and cyclone in 2007, major economic recovery initiatives incorporated DRR as one of the key element. Support to small scale enterprise affected by the disasters is an example, practiced by all development and humanitarian partners of the government.

Context & Constraints:

Economic and productive sectorial policies are implemented by various ministries and line departments at local level. Mainstreaming objectives are yet to be achieved beyond MoFDM and ministry of agriculture. Inadequate harmonization of policies and planning and coordination among the sectoral Ministries as well as its enforcement are among the key constraints.

Core indicator 4

Planning and management of human settlements incorporate disaster risk reduction elements, including enforcement of building codes.

Level of Progress achieved:

2: Some progress, but without systematic policy and/ or institutional commitment

Description:

Ministry of Land is preparing for National Land Zoning which is supposed to identify safe settlement zones. Adaptation to Climate Change through Coastal Afforestation project of the Ministry of Environment and Forest in collaboration with the Land and Water Resources Ministries are planning to identify vulnerable coastal zone and protection of coastal settlement from potential natural hazards. Building codes are introduced in urban areas. Rural and Urban Landuse planning is under active consideration of the Government. Government prepared a plan to resettle the vulnerable people in the Chittgong Hill Tract to safer places. Building Code document includes a guideline on planning

settlement. GoB hosted a regional workshop to develop a guideline on community based risk reduction.

Context & Constraints:

Building codes are in place but yet to be enforced appropriately. Updating of Building codes is one of the constraint.

Core indicator 5

Disaster risk reduction measures are integrated into post disaster recovery and rehabilitation processes

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

DRR incorporation in post disaster rehabilitation and recovery process is initiated. Following flood and cyclone in 2007, government developed a minimum standard for housing reconstruction with specific standard for disaster resistance. Number of national consultations held to develop a design for cyclone resistant housing. Joint need assessment process, following cyclone in 2007, incorporated need for DRR in the assessment procures. Early recovery actionplan of the GoB, supported by its development partners, included DRR as an important element. Post disaster response and recovery projects implemented by NGOs incorporated DRR in terms of health, watsan, shelter and livelihood sectors.

Context & Constraints:

Tools and methodologies for integrating DRR post disaster reconstruction is a new area in Bangladesh. Many cases, disaster managers prioritise implementation of highly time bound projects, rather investing on innovation in DRR. The additional time and resource allocation to integrate DRR is an urgent priority in post disasters recovery plan and policy

Core indicator 6

Procedures are in place to assess the disaster risk impacts of major development projects, especially infrastructure.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Mainstreaming disaster risk reduction out of the MoFDM remains a key national challenge. GoB has introduced a revised Development Project Pro-forma and Executive Committee of National Economic Council (ECNEC) approval forms. These include a section on risk identification and mitigation.

Context & Constraints:

However, developing new ways of working with a greater range of GoB ministries and departments is now the challenge, in order to raise the focus of risk reduction across a government wide dimension, and to have impact at scale. There is no formal focus for DRR mainstreaming within the current organization charts of MoFDM and SOD. Current efforts for mainstreaming require further acceleration to reach all actors in development planning and implementation.

Priority for action 5

Strengthen disaster preparedness for effective response at all levels

Core indicator 1

Strong policy, technical and institutional capacities and mechanisms for disaster risk management, with a disaster risk reduction perspective are in place.

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

GoB has prepared a final draft of National Disaster Management Act and National Disaster Management Plan. Standing Order on Disaster (SOD) is being updated to incorporate tsunami and earthquake hazards. Two major projects formulation mission to strengthen country's capacity in disaster been launched during the reporting period, i.e. CDMP phase II and Earthquake preparedness project in CHT. GoB revised Cyclone early warning signals in a view to make to simple. Equipment for search and rescue have been provided to Armed Forces Division (AFD) and Fire Service and Civil Defence (FSCD) for strengthening the operational capacities to address earthquake and fire hazards. Seismic hazard vulnerability maps have been developed for major three cities of the country identified as highly vulnerable to earthquake.

Context & Constraints:

While the country has developed sound policy and framework, it lacks adequate capacity to implement all aspects of those policy and framework. The inadequate capacity include, adequate staffing, financial and technical resources such as space based technology. Often GoB institutions and departments with adequate staff do not have technical skills and logistical resources.

Core indicator 2

Disaster preparedness plans and contingency plans are in place at all administrative levels, and regular training drills and rehearsals are held to test and develop disaster response programmes.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

Preparation of contingency plans with regard to earthquake hazard at national, city and agency levels are in processes. Various pilot initiatives on preparedness in school, hospitals and garments industries are underway during the reporting period. Prepared training modules on Earthquake Preparedness for Religious Leaders, construction workers and for the staff of Fire Service and Civil Defence.

At agency level Earthquake Contingency Plan have been developed for AFD, FSCD, DGHS and DRR. A total of 30,000 members of local Disaster Management Committees (DMCs) across the country imparted training on " Comprehensive Disaster Management".

As part of implementation processes of Contingency Planning, Command Post Exercise on Disaster Management special focus on Earthquake in collaboration with US Marine Force. Recently scenario based simulation exercise workshops have been conducted in three cities for assessing the effectiveness of the contingency plans.

To accelerate capacity building activities both at national and city levels, training workshops on Incident command system for disaster management and formulation guideline for contingency planning regarding utilities lifeline service providers have been conducted.

Context & Constraints:

DMB has been encouraging relevant departments and institutions to develop respective contingency

plans. Some agencies have developed the same. However, sustaining this effort requires regular follow-up and support. This is an area where MoFDM needs logistical and human resource support. DRR mainstreaming has taken place in limited sectors.

While Local Disaster Plans are being formulated in some areas at local level, such plan is not in place at all administrative levels. Hazard specific contingency plans has been acknowledged as priority. But earthquake Contingency Plan is not in place for whole country except few interventions by Directorate of Health and Armed Forces Division for Dhaka City only. Training is small scale and drills and rehearsals only occasional. The process initiated by different stakeholders at local level/small area has not been scaled up at the national level as a result of inadequate resources.

Core indicator 3

Financial reserves and contingency mechanisms are in place to support effective response and recovery when required.

Level of Progress achieved:

3: Institutional commitment attained, but achievements are neither comprehensive nor substantial

Description:

National relief fund continues as key contingency funding mechanism for sudden disasters. Draft disaster management act requires GoB to establish a contingency fund. On top of that discussion taking place to establish a Disaster Response Fund (DRF) with an amount of USD 300 million for sudden onset disaster together with a catastrophe risk financing mechanism for rare disaster events. Contingency stock of rice and NFI, e.g. blankets, house building materials etc. are in place. In addition GoB has allotted an amount of taka 300 crores from its revenue budget for addressing climate risk in Bangladesh. GOB has finalized a Climate Change Strategy and Action Plan which was launched in UK last September 2008. UK government has promised 75 million GBP to the support of climate change action plan while Government of Royal Netherlands promised 10 million EURO.

Context & Constraints:

The contingency fund is not adequate to meet the need to recurrent damage and losses by the increasing trends of disasters.

Core indicator 4

Procedures are in place to exchange relevant information during hazard events and disasters, and to undertake post-event reviews

Level of Progress achieved:

4: Substantial achievement attained but with recognized limitations in key aspects, such as financial resources and/ or operational capacities

Description:

The relevant way to exchange information during disasters is more conventional, i.e. through phone, mobiles, internet, megaphones and through volunteer network. However, a volunteer network currently only exists for cyclones covering only 11 out of 16 cyclone prone district with 45 000 volunteers (approx. 60 % of the cyclone prone areas nationwide). A lesson learned workshop done for 2007 floods.

Context & Constraints:

Post disaster review is an important part of national disaster risk reduction culture. But this culture is yet to be institutionalised at a national level as a regular business. Yet to activate DMIC. Constraint is conventional info sharing system /process. More modern systems should be adopted and DMIC should

be activated with a stand-by redundant emergency communication system. Furthermore, the capacity of DMB (DMIC) needs to be strengthened.

Drivers of Progress

a) Multi-hazard integrated approach to disaster risk reduction and development

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Do studies/ reports/ atlases on multi-hazard analyses exist in the country/ for the sub region?:

No

Description (Please provide evidence of where, how and who):

Most parts of Bangladesh face multiple hazards although the intensity varies. Thus the draft Disaster Management Act and draft National Plan for Disaster Management significantly incorporates a multi-hazard context. The government has a network of well developed disaster management committees throughout the country at all levels. However, these committees are generally active during a disaster. Activation of these committees in normal time is a priority. This concept is well factored in the community level vulnerability analysis, though in selected geographical areas. Scaling up of such approach also remains key priority. The vibrant NGO sectors are engaged in managing risk in different environments, however they do generally focus on single hazards rather than a comprehensive approach. Development partners and multilateral organizations support government to incorporate a multi-hazard perspective at a national level, although more needs to be done at the local level. PRSP 2 document has incorporated the DRR.

b) Gender perspectives on risk reduction and recovery adopted and institutionalized

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

Again, Bangladesh has a long tradition in incorporating gender aspects and promoting women leadership in DRR at local and national level through policy directions (such as designating a seat). However, true gender mainstreaming in DRR is limited. As part of the cyclone and flood response plans gender issues were incorporated and the national disaster management planning does priorities violence against women as a key priority to protect women interests in disaster management. Revised, SOD has specifically asked to include women representative in various committees at local level, but much work remains to be done to ensure that the gender perspective is undertaken. Creative and innovative culturally appropriate actions need to be developed to meet these challenges.

Many number of studies specifically focused on women issues have been conducted by various actors in disaster management. For example, GoB has commissioned a study to understand the impact of climate change on women.

c) Capacities for risk reduction and recovery identified and strengthened

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

While investment is being made in the capacity building of MoFDM staff at national and local level, as well as various disaster management committees, it remains limited for the case of various other line ministries vital for DRR. This is albeit an ambitious objective. New training institutions are proposed, MoU signed with research, training and educational institutions. While people in Bangladesh are highly resilient to disaster events, more work needs to be done in building communities general capacity to manage and prepare for hazards other than floods and cyclones. The challenge of mainstreaming DRR and sensitizing people to a multi-hazard approach remains partially fulfilled.

Key achievements

- Most of the MoFDM staffs have been well trained in DRR.
- NGO staffs are also well trained in DRR
- IT networking established from central to Local levels for DM information dissemination and sharing. Necessary computers have been installed with broadband at District and Upazila levels.
- Contingency plans of PNGOs have been developed
- Other different Ministries have trained their own staffs on basic DM issues.
- Coordination both at national and local levels has been strengthened.

d) Human security and social equity approaches integrated into disaster risk reduction and recovery activities

Levels of Reliance:

No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Description (Please provide evidence of where, how and who):

Human security as a concept has yet to be fully embodied in the national DRR efforts, although some aspects of human security are already incorporated. Nationally, equity approaches are required to be further unpacked for practice beyond the traditional targeting of the most vulnerable. While much work has been done on the policy side, however compliance and monitoring remains very limited. Preparedness for post-disaster actions (such as search and rescue is limited), ensuring gender-sensitive shelter facilities etc are not uniformed.

e) Engagement and partnerships with non-governmental actors; civil society, private sector, amongst others, have been fostered at all levels

Levels of Reliance:

No/ little reliance: no acknowledgement of the issue in policy or practice; or, there is some acknowledgement but nothing/ little done to address it

Description (Please provide evidence of where, how and who):

Bangladesh has a long tradition of working with CSO in disaster management. The newly adopted Act and action plan call for CSO partnership in all disaster management committees. CSOs and public sector are part of recently introduced cluster approach, often taken lead role in number of sub-clusters. The DER group has been further strengthened by shifting its leadership to DMB. Development partners and multilateral organisations are partnering with the government on various programmes. However, a true partnership as an approach requires further investment and attention to make it broad-base between various stakeholders. GoB, Donors and NGOs including CSOs, CBOs have good relation and networks in DRR.

f) Contextual Drivers of Progress

Levels of Reliance:

Partial/ some reliance: Full acknowledgement of the issue; strategy/ framework for action developed to address it; application still not fully implemented across policy and practice; complete buy in not achieved from key stakeholders.

Description (Please provide evidence of where, how and who):

National Climate change strategy and action plan promotes sectoral planning process by addressing the vulnerabilities and risks related to climate changes in all ministries.

Future outlook

Area 1

The more effective integration of disaster risk considerations into sustainable development policies, planning and programming at all levels, with a special emphasis on disaster prevention, mitigation, preparedness and vulnerability reduction.

Overall Challenges:

Compare to country's exposure to various types of risk and their regular occurrence; require substantial financial resources to protect life and livelihood of the most vulnerable population through both structural and non-structural mitigation. To strengthen participation of vulnerable groups in the (decision making processes) related to Disaster Risk Reduction. Establish accountability mechanisms in DRR process. Lack of national common understanding of DRR. Inadequate financial and human resources for DRR.

Future Outlook Statement:

- Construct national consensus among all stakeholders on DRR that include representatives from all layers of society and localities of Bangladesh.
- Strengthen monitoring mechanism of the implementation of DRR process.
- Establish mechanism for real participation of vulnerable groups in the formulation of disaster management and implementation policies.
- Increase the involvement of local governments in the formulation of disaster management policies and plans.
- Building synergy among various initiatives under common objectives.
- Use of Equity and justice based approach in DRR.

Area 2

The development and strengthening of institutions, mechanisms and capacities at all levels, in particular at the community level, that can systematically contribute to building resilience to hazards.

Overall Challenges:

Limited systematic approach to capture communities' practices for DRR for replicating/scaling up across the country. Two important challenges are here: a). availability of funding and sustaining its inflow for strengthening DRR at community level and b). strengthening the local DMCs with adequate authority and resources to plan and implement DRR.

Future Outlook Statement:

Inculcate a culture and establish a systematic approach to capture communities' practices for DRR for replicating/scaling up across the country.

Area 3

The systematic incorporation of risk reduction approaches into the design and implementation of emergency preparedness, response and recovery programmes in the reconstruction of affected communities.

Overall Challenges:

Bangladesh as a disaster-prone country, where disaster poses such a huge challenge where post disaster reconstruction generally focuses on the immediate needs, that makes it difficult to incorporate longer terms concerns of DRR. At the same time there is a need to enhance understanding of DRR and related tools. The national capacity in disaster response has been developed based on the assumption that the country may face one national-scale disaster a year. But Bangladesh face two national scale disasters in 2007, lesson of which required further validation of the underlying assumption, particularly in the context of climate change.

Future Outlook Statement:

- Acquire adequate equipments, logistical resources and trained human resources to face sudden onset disasters.
- Development of national policy and guidelines for incorporation of DRR in emergency preparedness, response and recovery programmes in the reconstruction of affected communities.
- Establish appropriate institutional mechanism to promote DRR into disaster response, preparedness and recovery.
- Develop a training programme to build the capacity to implement the DRR guidelines.