Comprehensive Disaster Management Programme (2010-2014)

Mid–Term Review

September 2012

United Nations Development Programme Bangladesh

Review team:

Abhijit Bhattacharjee (team leader)
Khurshid Alam
Christine Apikul
Nizamuddin Al-Hussainy
Caxton Etii

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Disclaimer
The views and opinions expressed in this report do not necessarily reflect the views and opinions of the Government of Bangladesh or of implementing agencies, or of any of the institutions referred to in the report.

All errors and omissions remain the responsibility of the authors.

Abhijit, Khurshid, Christine, Nizam, Etii   13 September 2012

Table of Contents

Tables

Annexes

Annex 1: Terms of Reference – CDMP II Mid Term Review
Annex 2: CDMP II Mid Term Review – Inception Report
Annex 3: Itinerary of Mid Term review Team
Annex 4: List of Key Documents Studied
Annex 5: List of Interviewees and Site Visits

Abbreviations

ADP	Area Development Plan
AusAID	Australian Agency for International Development
AWP	Annual Work Plan
BCCSAP	Bangladesh Climate Change Strategy and Action Plan
BDMERTN	Bangladesh Disaster Management Education, Research and Training Network
BTOR	Back to Office Report
FSCD	Fire Service & Civil Defence
BMD	Bangladesh Meteorological Center
BUET	Bangladesh University of Engineering and Technology
CBO	Community Based Organization
CC	Climate Change
CCA	Climate Change Adaptation
CDMP	Comprehensive Disaster Management Programme
CO	Country Office
COP	Conference of Parties
CPP	Cyclone Preparedness Programme
CRA	Community Risk Assessment
CSO	Civil Society Organization
DAE	Department of Agricultural Extension
DDMC	District Disaster Management Committee
DER	Disaster Emergency Response
DFID	Department for International Development
DM	Disaster Management
DMB	Disaster Management Bureau
DMC	Disaster Management Committee
DMIC	Disaster Management Information Center
DMIN	Disaster Management Information Network
DMRD	Disaster Management and Relief Division
DNPD	Deputy National Project Director
DoE	Department of Environment
DoF&L	Department of Fisheries and Livestock
DPD	Deputy Project Director
DPHE	Department of Public Health Engineering
DRR	Disaster Risk Reduction
DoRR	Directorate of Relief and Rehabilitation
DoWA	Directorate of Women Affairs
DRRO	District Relief and Rehabilitation Officer
DPP	Development Project Proforma
ECNEC	Executive Committee of the National Economic Council
EU	European Union
FAPAD	Foreign Aided Project Audit Directorate
FFWC	Flood Forecasting and Warning Center
FGD	Focus Group Discussion
FTCRA	Fast-tracked Community Risk Assessment
GIS	Geographic Information Systems/Remote Sensing
GoB	Government of Bangladesh
GSB	Geological Survey of Bangladesh
HR	Human Resources
INGO	International/Non-Government Organization
ICT	Information and Communication Technology
IMDMCC	Inter-Ministerial Disaster Management Coordination Committee
IMED	Implementation, Monitoring and Evaluation Division
INSARAG	International Search and Rescue Advisory Group

IT	Information Technology
IVR	Interactive Voice Response
KII	Key Informant Interview
LDRRF	Local Disaster Risk Reduction Fund
LGSP	Local Governance Support Programme
LoA	Letter of Agreement
Logframe	Logical Framework
M&E	Monitoring and Evaluation
MoEF	Ministry of Environment and Forest
MoFDM	Ministry of Food and Disaster management
MoP	Ministry of Planning
MOU	Memorandum of Understanding
MSU	Management Support Unit
MTR	Mid-Term Review
NARRI	NGO Alliance for Risk Reduction Initiatives
NCTB	National Curriculum and Textbook Board
NDMP	National Disaster Management Policy
NDRCC	National Disaster Response Coordination Centre
NEX	National Execution (manual/modality)
NGO	Non-Governmental Organization
NPD	National Project Director
NPDM	National Plan for Disaster Management
OECD/DAC	Organisation for Economic Cooperation and Development/ Development Assistance Committee
PC	Planning Commission
PIO	Project Implementation Officer
PM	Project Manager
ProDoc	Project Document
PRSP	Poverty Reduction Strategic Paper
RRAP	Risk Reduction Action Plan
SAARC	South Asian Association for Regional Cooperation
SIDA	Swedish International Development Cooperation Agency
SMS	Short Message Service
SOD	Standing Orders on Disasters
TAG	Technical Advisory Group
Taka	Bangladeshi currency (US$1=Taka 84)
ToR	Terms of Reference
TPP	Technical Project Proforma
UDMC	Union Disaster Management Committee
UN	United Nations
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UDMC	Upazila (sub-district) Disaster Management Committee
US$	American Dollar

Glossary:

Parishad	Council
Taka	National currency of Bangladesh (US$1=Taka 84)
Upazila	Sub-district

Spell-check dictionary:

UK English

Executive Summary

> *The Comprehensive Disaster Management Programme (CDMP) is a joint initiative of the Government of Bangladesh (GoB) and UNDP. Following a first phase (2003-2009) of the project, a second phase (CDMP II) was launched in 2010, with a multi-hazard approach to disasters, moving from relief and rehabilitation to more focused activities on risk reduction. The goal of CDMP II is to further reduce country's vulnerability to adverse natural and anthropogenic events through technical assistance in risk reduction and comprehensive disaster management activities.[1] CDMP II also attempts to improve linkages with, and synergies between, disaster risk reduction (DRR) and adaptation to climate change.*
>
> *As per the monitoring and evaluation (M & E) plan of the project, an independent mid-term review (MTR) is now due. In fulfilment of this requirement, this review was undertaken during July and August 2012 by a team of five independent consultants, three international and two national.*
>
> ***This report presents findings and conclusions of the MTR.***

This mid-term review of Comprehensive Disaster Management Programme (CDMP) II assesses effectiveness and results of the five-year programme. While examining results of the project, the review particularly assessed how the project outcomes contributed to higher level goal of building long-term capacity of the Government of Bangladesh (GoB) to achieve a paradigm shift in thinking on disaster risk reduction.

The UNDP country office (CO) in Bangladesh commissioned the review.

Overall Finding:

CDMP II project design has given it, broadly, two different roles – (a) as a *platform,* facilitating and setting the conditions for all key institutions in the country to insitutionalise disaster risk reduction (DRR) and climate change adaptation (CCA) in all aspects of development work; and (b) in its *operational* role, strengthen delivery of risk reduction outcomes for at-risk communities at the grassroots level.

At the national level, CDMP has created a paradigm shift from disaster response to risk reduction, and good progress continues to be made on policy development at national level. In phase II, CDMP's core success has been, besides directly contributing to major policies and Standing Orders on Disasters in the country, in enhancement of technical capabilities in seismic-zonation which is likely to influence future urban planning in the country. That several GoB Ministries now have strongly articulated their commitment to integrating DRR in their work is attributable to CDMP's *platform* role*.*

CDMP's *operational* role, however, in phase II remains constrained by three key factors – one external and two internal:

1. CDMP's main GoB counterpart which ought to take forward the agenda of mainstreaming DRR across the country is the Disaster Management Bureau (DMB) in the Ministry of Food and Disaster Management. It is under-resourced and has very limited capacity for providing leadership in mainstreaming DRR and CCA in the country.
2. CDMP's approach to capacity building and engagement with local authorities in districts, sub-districts (upazila) and unions has proved to be of limited effectiveness, and needs major reorientation.
3. CDMP's own internal leadership and management system and practices are not fully geared to galvanising the staff resources it has into a strong result-oriented team.

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[1] The objectives of CDMP II are designed around delivery of the following outcomes: 1) professionalising disaster management system; 2) rural risk reduction 3) urban risk reduction; 4) response preparedness; 5) mainstreaming and institutionalising DRR; and 6) community climate change adaptation.

Detailed Findings:

Professionalising and mainstreaming disaster management and DRR

In phase II, CDMP has continued its strong engagement with professional training and academic institutions which are contributing to creating a strong pool of trained professionals in disaster management (DM) and DRR. CDMP's intent of creating a paradigm shift from disaster response to risk reduction has been more effective at national level than at local level where government apparatus still remain entrenched in a relief-mindset. CDMP's capacity building approach lacks systemic efforts based on a comprehensive analysis of institutional strengths and weaknesses of the institutions it intends to support.

Rural risk reduction

At the local level, i.e., districts, upazilas and unions, while awareness about DRR has increased, absorption and adoption of DDR and CCA principles remain limited. The current implementation approach for Local Disaster Risk Reduction Fund (LDRRF) activities is not conducive to building sustained capacity at the local government level.

Urban risk reduction

CDMP's investment over last seven years has resulted in greater policy attention to urban risk management. CDMP's core success in phase II lies in enhancement of technical capabilities in seismic-zonation which is likely to influence future urban planning. Further investment is required for creating appropriate institutional arrangement within city governments to deal with disasters, and institutionalising the role of community volunteers, with adequate equipment support, working alongside other key actors in times of disasters.

Preparedness and response

Work carried out through the Disaster Management Information Centre (DMIC) has strengthened early warning capacity in the country, although going into the future, DMIC needs to focus its efforts at the local level, and develop plans to strengthen the preparedness and response capacity of relevant local government officials and Disaster Management Committee (DMC) members, which needs to go beyond the provision of training and equipment.

Community climate change adaptation

CDMP's contributions are in generation and validation of CCA knowledge and practices for various levels of stakeholders and people. Based on the lessons so far, there may be new areas for consideration, especially in strengthening the convergence of DRR and CCA across ministries/sectors/agencies, and trials and application of adaptation strategies and knowledge at users levels. CDMP's climate change adaptation work requires in-depth analysis to determine its distinctive contribution in identifying and applying adaptive livelihood at the local community level.

CDMP's role

In the light of several initiatives on various aspects of DRR and CCA ongoing in the country, CDMP II needs to reassess some of the activities it has been undertaking to ensure that these are closely aligned with what others are doing and that these are built on CDMP's distinctive competence. In terms of delivery role, CDMP needs to articulate its role and scope with greater clarity. CDMP's structural interventions at community level potentially can have significant impact on DRR if the structures were planned in a more comprehensive manner involving assessment and mapping of total village hazards and implemented to a scale that can have a significant impact on major hazards.

The expectation that CDMP II, because of commanding a bigger budget than its precursor, can somehow directly reach out to 2,000 unions and make a significant impact on delivery of DRR solutions directly at community level is over-ambitious and unrealistic, given the resources and capacity CDMP currently has. CDMP still remains essentially a pilot in so far as its LDRRF programme is concerned – generating models that are capable of providing

DRR outcomes that can be replicated.

Structure and system

The ProDoc has left room for confusion in the management structure of CDMP which is causing under-achievement and frustrations within the programme. Unless this is addressed, CDMP is unlikely to operate at an optimal level of performance. Furthermore, originally unplanned increase in funding following the inception of the project has over-stretched staff capacity. In terms of key system within CDMP, weak monitoring and quality assurance of LDRRF projects may have on some occasions led to compromising on efficiency and cost-effectiveness. CDMP's reports and information management is weak on its emphasis on outcome.

Innovation, knowledge management and communication

CDMP has done well in terms of developing scalable and innovative models which are already being replicated in the country. CDMP's communication and knowledge products have raised the profile of DRR and CCA within the country as well as internationally. Its lessons-sharing, however, remains targetted at national and regional audiences, and not enough attention is given at local /grassroots level. The engagement and knowledge sharing between education network members remain limited.

Sustainability

The policy, knowledge management and advocacy work of CDMP are likely to sustain in the long run, although further support may be needed beyond 2014 as key institutions are still evolving. The risk reduction work funded directly by CDMP through LDRRF can be made sustainable by deepening the engagement and capacity building work with DMCs and grassroots institutions, and this calls for a change in approach.

Recommendations:

Based on the above findings, the MTR makes the following recommendations. Recommendations have been categorised into four groups based on their criticality in terms of contributions to results and impact of CDMP in the remaining duration of the project.

Most-critical

1. Streamline and bolster CDMP's leadership and management capacity:

R14:(pp45)   UNDP to discuss with GoB and CDMP and clarify managerial responsibilities of National Project Director and Project Manager and draw clear lines of reporting and operational responsibilities for staff at various levels, and ensure that appropriate mechanisms for team consultation and planning are put in place within CDMP.

R15:(pp45)   UNDP to undertake a rapid review of CDMP staff capacity and draw up plans to ensure that staff capacity match the needs of a scaled-up programme.

R13:(pp42)   In order to develop a systematic engagement with DMCs and build their capacity for planning and delivery of DRR outcomes, CDMP needs to strengthen its staff capacity at field level, or outsource tasks to professionally experienced organisations which have experience in capacity building at local government level as well as capacity to implement projects at community level.[2]

2. Determine what CDMP's role should be beyond 2014 and start moving toward that:

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[2] It is understood that CDMP has now decided to involve NGOs with professional capacity in this area to support in the capacity building work.

R19: (pp51)   By the end of 2012, CDMP needs to initiate the process of planning for phase III which ought to have greater focus on capacity building at district, upazila and union levels, and on working closely with other key initiatives and Departments which have similar aims.

R20:(pp51)   A rapid review of CDMP's LDRRF component of the work needs to be undertaken by mid-2013 to assess their contributions to capacity building and sustainability, and this ought to determine the scope and size of direct funding of risk reduction activities by CDMP in phase III.

Critical

3. Ensure that all activities that have potential to create direct impact on communities are followed through for optimal results:

R1:(pp27)   CDMP needs to build closer relationship with upazila and union DMCs, and develop a first-hand understanding of the area and communities where it implements structural interventions; CDMP's staff capacity for community vulnerability analysis needs to be strengthened so that upazila-led planning does not become a substitute for involvement of the most-vulnerable directly in decision making process.

R2:(pp27)   While all hazards in a village may not be addressed through CDMP supported interventions, the activities implemented must have potential to make significant effect on a major disaster in the villages where CDMP interventions are made.

R3:(pp30)   Working with the Inter-Ministerial Disaster Management Coordination Committee (IMDMCC), CDMP to help GoB identify a suitable 'home' for urban volunteers so that they are able to work within a coherent and well-equipped structure with clear lines of communication and leadership.

R6:(pp33)   Invest in identification of institutional arrangement and capacity to sustain the training programme for DMCs and school safety initiatives.

R16:(pp45)   UNDP needs to help CDMP in putting to practice an effective quality assurance plan which was developed, and support in developing simplified outcome reporting format and mechanism.

Important, though not critical

4. Building on achievement so far, further strengthen the quality and effectiveness of some of the successes:

R18:(pp49)   CDMP needs to recruit the Learning and Development Specialist urgently.

R10:(pp37)   In DRR, CDMP needs to engage with the urbanisation issue and explore where it can add distinctive value to city governance in the future in the context of climate change.

R5:(pp30)   UNDP to help Fire Services and Civil Defence (FSCD) in establishing close links with International Search and Rescue Advisory Group (INSARAG).

R8:(pp33)   For support to DMCs, DMIC needs to step away from a purely IT-driven outlook and focus on the processes. In the roll out of the databases and information management systems, there are numerous challenges that are often more political and social, rather than technical, and these need to be addressed by DMIC together with the relevant stakeholders.

R11:(pp42)   CDMP to work with DAE, Department of Fisheries and Department of Public

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Health Engineering to explore how the activities funded by the former through these agencies can be better aligned with activities funded through DMCs/NGOs.

R21:(pp51)   CDMP needs to develop approaches for strengthening active citizen's participation and activism to make demands on the State for DRR measures.

Continuous improvement

5. Develop good practices, tools and guides which contribute to capacity for early warning and awareness about DRR.

R4:(pp30)   Develop a systematic approach to public awareness on urban disaster by diversifying tools and methods with the help of professional institutions, and develop a systematic monitoring system for tracking changes in public perception. This should target both urban and rural population.

R7:(pp33)   Invest in addressing gaps in the country's early warning capacity for location-specific warnings.

R9:(pp37)   Design a longitudinal study to examine effectiveness of DRR approaches in various climate change scenario.

R12:(pp42)   Develop practical guidelines and training for DMC officials and village heads to show how DRR can take into account CCA challenges in programming terms.

R17:(pp49)   Mainstream knowledge sharing in CDMP project planning and budgets by making knowledge sharing a part of programme work processes. For example, transforming monitoring visits into a learning and knowledge sharing exercise. Or, making release of funds to implementing partners linked with entry/update of project information in a projects database, and/or the sharing of results and lessons learned based on a template provided by CDMP, which can be completed online on the Disaster Management Information Network (DMIN) portal and shared.

Section 1

Introduction, Purpose and Methodology of the Review

1.1 Background to the Review:

The Comprehensive Disaster Management Programme (CDMP) is an initiative of the Government of Bangladesh (GoB) designed to extend and expand the risk reduction efforts in a comprehensive manner. The goal of CDMP II is to further reduce country's vulnerability to adverse natural and anthropogenic events – including cyclones, hurricanes, floods, tidal surges, earthquakes, climate change and variability, avian flu, fire, toxic chemical/gas/pollutant leaks – through technical assistance in risk reduction and comprehensive disaster management activities. Following a first phase (2003-2009) of the project, a second phase (CDMP II) was launched in 2010, with a multi-hazard approach to disasters, moving from relief and rehabilitation to more focused activities on risk reduction. CDMP II works in partnership with various government ministries and departments, development partners, civil society and NGOs. CDMP II also attempts to improve linkages with, and synergies between, disaster risk reduction (DRR) and adaptation to climate change. This applies both at the community and at policy level.

As per the monitoring and evaluation (M & E) plan of the project, an independent mid-term review[3] (MTR) is due at the end of two years of programme implementation. In fulfilment of this requirement, this review was undertaken during July 2012 by a team of five independent consultants, three international and two national.

This report presents findings and conclusions of the MTR.

1.2 Purpose and Objectives of the Review:

1.2.1 Purpose

As outlined in the terms of reference (ToR, Annex 1), this exercise is a mid-term review to assess the effectiveness and results of the five-year CDMP II programme. While examining results of the project, the review particularly assessed how the project outcomes contributed to higher level goal of building long-term capacity of the GoB to achieve a paradigm shift in thinking on disaster risk reduction. Based on the lessons and findings from the review, the MTR has made comments and suggestions for future direction of this programme.

1.2.2 Scope and objectives

The review assessed the overall performance against key performance indicators in the logframe and analysed the external and internal factors that have contributed to or hindered the project implementation and outcome, and drew lessons from these. Towards this end, the MTR had the following specific objectives:

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[3] In this report, the phrases 'review' and 'evaluation' have been used interchangeably.

- Assess the progress of the project[4] vis-a-vis the original plan and logframe and suggest any course correction that may be necessary.

- Assess the function and role of the project Steering Committee in providing guidance, coordination and oversight in implementation of the project, and examine the technical assistance provided to the project by UNDP.

- Examine the management and administration of the project at national and sub-national levels.

- Analyse the extent of participation of local institutions and stakeholders in the project, and assess the institutional cooperation and cross-sectoral synergies created by the project.

- Assess the contribution of the project toward mainstreaming disaster risk reduction (DRR) and climate change agenda in development planning and implementation by core government Ministries in the country. Examine CDMP's contribution in strengthening national preparedness capacity.

- Examine how the project has engaged with the Ministry of Food and Disaster Management (MoFDM) and other relevant entities of the GoB at policy level in terms of developing effective legislative and policy framework for taking forward DRR and climate change adaptation (CCA) in the country.

- Assess the factors that affect CDMP's performance: i) in delivering the project on time and ii) demonstrate its accountability to stakeholders in terms of value for money.

- Comment on the sustainability of the project and its demonstrative effect and replicability – what lessons can be drawn from the project for future?

While the review examined progress made and challenges faced in the course of implementation over the last two years of CDMP II, the emphasis was on learning and need for continuous improvement in implementation of the programme over the remaining period of its duration.

1.3 Organisation of the Evaluation:

The evaluation was commissioned by the UNDP country office (CO) in Bangladesh and managed by a Programme Analyst who oversees the CDMP II project. Through an international recruitment process a group of five independent consultants were selected and tasked to carry out the evaluation. The field visit for the evaluation took place during 05 July to 19 July 2012. The CDMP II team provided support in arranging meetings and interviews, field visits and ensured that the MTR team had access to necessary documents.

The evaluators and declaration of any bias:

Abhijit Bhattacharjee is an independent evaluation and strategy expert with over twenty-nine years of senior management and consulting experience in international organisations in various parts of the world. With extensive experience in NGOs, the United Nations, Government aid agencies and Red Cross/Red Crescent Movement, he has carried out short-term consulting assignments for UNDP (and other UN agencies) from time to time, but has never sought or occupied any full- or part-time staff position in any of the UN agencies, and had not worked with or for CDMP in the past.

Khurshid Alam is a disaster and climate change specialist with more than 15 years of experience in 30 countries in Asia, Africa, Europe and the Caribbean. He works extensively with governments, the UN, NGOs and policy institutions on policy/strategy development, project design and evaluations. He played key role in drafting disaster

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[4] In this document, unless otherwise specified, the terms project and programme have been used interchangeably and both refer to CDMP II

policies of government of Malawi and Cambodia—part of UNFCCC's technical team in developing DRR and CCA technical paper for COP. Khurshid has never worked for CDMP or UNDP as staff member.

Christine Apikul is a knowledge management and communication specialist with 15 years of international development experience in various sectors, including DRR, education, environment, gender, information and communication technology, and urban development. She has held management positions and undertaken consultancies for UN agencies, NGOs and the Red Cross/Red Crescent Movement. She has held service contracts with various UN agencies including UNDP, but has not occupied any staff position at CDMP or UNDP.

Nizamuddin Al-Hussainy is a freelance consultant with experience in Government, UN and NGO services. He joined the Bangladesh Government service in 1988 where he served in different positions till 2011. He also worked as a Gender and Development/ M&E consultant for the UN, EC, and NGO, but has never sought or occupied any full- or part-time staff position in any of the UN agencies, and had not worked with or for CDMP in the past.

Caxton Etii is a rural development expert with18 years of experience in post-crisis environments including Uganda, Solomon Islands and South Sudan. He has worked for Government, NGOs and UN organisations like UN HABITAT, UNDP, Uganda Country Office, and UNDP Fiji Multi-Country Office (Solomon Islands sub office). Mr Etii has not worked for CDMP before.

Following a series of initial briefings and meetings in Dhaka and prior to the commencement of fieldwork, the mid-term review (MTR) team produced an inception report[5] outlining key elements of the evaluation approach, framework and methodology which were agreed with the CO and CDMP II Project Manager. In the fieldwork phase, the evaluators travelled to several districts to gather data from an extensive range of sources, including district, Upazila (sub-district) and Union (lowest tier of local government) government authorities, beneficiary communities and staff of implementing partners including NGOs. A full itinerary of the evaluators is given at Annex 3. At the end of the field visit two exit debriefs were conducted in Dhaka with CDMP staff and management, and a wider group involving key UNDP staff, donors and Ministry officials from key government counterparts where the team presented preliminary findings, following which draft reports were circulated for comments and further validation before the report was finalised.

1.4 Methodology:

1.4.1 Methodological approach

The overall methodology was based on both inductive and deductive approaches using qualitative data gathered through a mixed-method approach from a carefully selected range of sources as indicated below.

The data collection for this review was mainly done through purposively selected key informant interviews (KIIs), semi-structured discussions, documents research, case studies and carefully structured focus group discussions (FGDs) with local authorities and communities in selected districts (Khulna, Rajshahi, Faridpur, Shatkhira, Chittagong) which were visited during the review. The review also used data from documents made available by CDMP II, UNDP and stakeholder-Ministries.

1.4.2 Review framework

The review used performance indicators in the logframe (results and resources framework) to answer the key review questions detailed in the ToR. The specific criteria used by the review are the following ones based on the OECD/DAC criteria[6] for evaluation of development projects:

> *Relevance*: examine the extent to which the project is contributing to local and national development priorities and organisational policies vis-a-vis DRR, building resilience and supporting CCA;

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[5] Attached as Annex 2.

[6] OECD/DAC. *DAC Criteria for Evaluating Development Assistance*(www.oecd.org/dac/evaluation), 2002.

Effectiveness: assess the extent to which project objectives have been achieved and are likely to be achieved in the remaining period of the project;

Efficiency: comment on the value for money and cost-effectiveness of the project;

Results and outcomes: determine the positive and negative changes and effects driven by project-supported interventions;

Sustainability: assess the likelihood of the project-supported interventions to continue to deliver benefits for an extended period of time beyond the project duration.

Key review questions, sources of data and methods of gathering these are detailed out in the inception report (Annex 2) attached with this report.

Key methods and sources of data

1. <u>Semi-structured interviews, focus group discussions and site visits</u>

The review conducted key informant interviews, semi-structured interviews (SSI) and focus group discussions (FGD) with the stakeholders – CDMP/UNDP staff, senior and mid-level government officials, community members, beneficiary communities, individual farmers/villagers.

Overall, the MTR team met with 23 government officials in various Ministries in Dhaka, 17 district/Upazila and Union officials (in five districts and eight unions), 23 UNDP/CDMP staff, 21 NGO staff (implementing partners) and conducted FGDs in 13 villages/groups. All total, 91 individuals were interviewed through a semi-structured process, besides dozens others (individual beneficiaries) who were randomly spoken to without any structured process. The following table shows the breakdown of primary data sources (key informants, FGDs, semi-structured interviews and site visits) in different locations during the fieldwork:

Table 1: Details of interviews and site visits conducted by the MTR team

Primary data sources	Dhaka	Districts/Upazila
UNDP staff	6	0
CDMP	17	0
GoB officials	18	5
District/Upazila/Union officials	0	17
Donor Agencies	6	0
NGOs/academic/others	11	11
FGDs with groups (Farmers/beneficiaries)	0	13 groups

A full list of all interviews and FGDs is provided at Annex 5.

2. <u>Documents</u>

Key documents were also used to supplement data gathered through case studies, KIIs and FGDs. Some of the vital documents which were examined by the MTR are as follows:

1. CDMP II Project document (ProDoc), Inception report

2. CPAP Bangladesh document

3. UNDAF Bangladesh document

4. CDMP I Project document, MTR and terminal evaluation reports

5. CDMP II Annual Progress Reports 2010, 2011

6. Financial data showing breakdown of expenses on different activities/ interventions in the project

7. Several mission reports by UNDP regional office staff

8. Results and resources framework, CDMP II

9. Back-to-office reports (BTORs) by UNDP and CDMP staff.

A detailed list of the key documents consulted is attached as Annex 4.

Triangulation of data

Triangulation is a core principle in mixed-method data collection as it ensures that the results are linked up into a coherent and credible evidence base. This review mainly relied on:

Source triangulation. The consultants compared information from different sources, i.e. at various management levels in different implementing partners, functional units, CDMP II partners (Government, NGOs), and donors.

Method triangulation. The consultants compared information collected by different methods, e.g. interviews, focus group discussion, documents review.

Researcher triangulation. Comparison and collation of information collected by different team members during the course of their desk research.

Oral presentation of preliminary findings and conclusions to CDMP II Management, UNDP and relevant key stakeholders in the country as part of the validation process.

As a principle, the review ensured that opinions, views and perspectives offered by each interviewee or key informant were tested against information obtained from other interviewees and documents. Any perspective or data offered by an individual that could not be validated against data obtained from other sources has been considered 'unreliable evidence' for the MTR and, hence, has not been included in the analysis.

1.5 Limitations:

The MTR suffers from the following limitations:

1. As CDMP II is a continuation of CDMP I, the MTR found it hard to obtain disaggregated data which can be distinctly attributed to individual phase on several key areas of CDMP's work, for example: policy development (outcome 1), mainstreaming (outcome 5) and preparedness (outcome 4).

2. The review team was given a total of three weeks to undertake fieldwork, desk review and report writing for the MTR. Given the large scope of the review and in view of limited time given to the team, at the inception stage, it was agreed with UNDP that the MTR would concentrate and focus more on programmatic performance and results orientation than conducting in-depth investigations on financial and administrative issues. This limitation also contributed to the team being unable to gather sufficient data to comment on cost-effectiveness and efficiency of the large number of various activities CDMP is involved in, although wherever reasonably verifiable data was available to the team, the MTR has made specific observations in this area.

Section 2

Introduction to CDMP II Project Context and Content

2.1 The Programme Context and Objectives:

2.1.1 Overview

The context within which this programme is being implemented is described in detail in the project document.[7] CDMP I significantly contributed among others to the establishment and implementation of a national disaster management framework, and CDMP II builds on these foundations and aims to further institutionalise disaster risk reduction (DRR) across the GoB in the latter's planning and development process. The core idea of the CDMP II was to up-scale the risk reduction approaches innovated by the CDMP I.

The goal of CDMP II is to further reduce the country's vulnerability to adverse natural and anthropogenic events – including cyclones, hurricanes, floods, tidal surges, earthquakes, climate change and variability, avian flu, fire, toxic chemical/gas/pollutant leaks – through technical assistance in risk reduction and comprehensive disaster management activities. CDMP II works in partnership with various government Ministries and departments, development partners, civil society and NGOs. CDMP II also attempts to improve linkages with, and synergies between, disaster risk reduction and adaptation to climate change. This applies both at community and policy level.

CDMP II aims to institutionalise adoption of risk reduction approaches, not only in its host Ministry of Food and Disaster Management (MoFDM), but more broadly across key ministries and agencies both in programming and in practical action.[8] Accordingly, 13 departments of 12 different ministries are designated as CDMP partner agencies within the Government.[9]

2.1.2 Phase I to Phase II – main challenges

As was noted in the terminal evaluation of CDMP I,[10] Phase I aimed at comprehensive review of existing disaster management policies and system with a view to building foundations for long term disaster risk reduction programmes and reforms in the country. In the phase II which is a scale up phase, the main challenges include strengthening the capacities of DMRD/MoFDM and other Ministries, and administrative set up at district, upazila and union levels for planning, implementation and monitoring of activities; strengthening the project activities; and monitoring capacity of CDMP management team both quantitatively and qualitatively so that it has adequate staff to follow up and support the work of large number of stakeholders/implementing partners.

The emphasis in CDMP II is to increase Government's involvement in project implementation to institutionalise adoption of DRR and CCA approaches, not only within the host Department of Ministry of Food and Disaster Management, but more broadly across key ministries and

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[7] GoB-UNDP Project Document: *Comprehensive Disaster Management Programme Phase II (2010-2014)*
[8] Janki Andharia. *Comprehensive Disaster Management Programme, Phase-II Bangladesh - A Review of CRA and RRAP Facilitator's Guidebook* (2010)
[9] GoB. *CDMP II Inception Report*, August 2010. The list of implementing partners has been expanding through signing of MOU with a range of other government departments (HBRI, UDD, PWD, AFD, BAF, DoPE, CAAB, etc)
[10] Nicholas Russel et al. *Bangladesh CDMP Terminal Evaluation 2009.*

agencies.

As per ProDoc the risk reduction interventions were to be extended to 40 districts (in phase I, only 16 districts were covered).

2.1.3 CDMP II objectives

The objectives of CDMP II are designed around delivery of the following outcomes:

Outcome 1 - professionalising disaster management system: Development of strong, well-managed and professional institutions in Bangladesh that are able to implement a comprehensive range of risk reduction programmes and interventions at the national level, as well as contributing to regional actions, international learning and best practice.

Outcome 2 – rural risk reduction: Reduced risk to rural populations through structural and non-structural interventions, empowerment of rural communities and improved awareness of, and planning for, natural hazard events, including the likely impacts of climate change.

Outcome 3 – urban risk reduction: Reduced risk to urban populations through structural and non-structural interventions, improved awareness of natural hazard events and the piloting of urban community risk reduction methodologies targeting the extreme poor.

Outcome 4 – response preparedness: Improved overall effectiveness and timeliness of disaster preparedness and response in Bangladesh by strengthening management capacity and coordination as well as networking facilities at all levels.

Outcome 5 – mainstreaming and institutionalising DRR: Better disaster proofing of development funding across thirteen ministries. This will be achieved by generating increased awareness of hazard risks and the provision of technical information, advisory services and resources to stimulate positive changes in planning and investment decisions over the long-term.

Outcome 6 – community climate change adaptation: Community-level adaptation to disaster risks from a changing climate is effectively managed.

The key targets/results that are to be delivered against each outcome are summarised in Table 2 below:

Table 2: Key outputs against the outcomes targetted by the project

Outcomes	Key Results/targets[11]
Outcome 1	1.1 DRR and CCA policy directives incorporated within the planning and budgeting processes of 12 partner ministries.
	1.2 95% of development projects of the 12 partner ministries meet the requirement of the ECNEC (Executive Committee of the National Economic Council) decision on risk reduction.
	1.3 DER (Disasters Emergency Response) Secretariat is a fully operational arm of the MoFDM.
	1.4 National communications strategy developed, approved and implemented.
	1.5 DMRD, DMB and DRR officials are well conversant of the established regulatory frameworks.

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[11] Derived from CDMP II Inception Report

	1.6 National disaster management committees and platforms are fully functional and driving the country's risk management initiatives.
	1.7 Institutionalise disaster management (DM) training and education within major public training and educational institutions.
Outcome 2	2.1 Strengthened institutional capacity of DDMC, UzDMC and UDMC.
	2.2 Communities in 2000 unions in high-risk districts are well conversant of risks and vulnerabilities and risk reduction options, and benefitted from structural and non-structural risk reduction/adaptation interventions implemented through LDRRF (Local Disaster Risk Reduction Fund).
	2.3 Effectiveness of microfinance in DRR and CCA tested and adapted.
	2.4 Risk assessment and risk reduction plans for highly vulnerable occupational groups, char dwellers and ethnic minorities developed and implemented.
Outcome 3	3.1 Earthquakes risk assessed and vulnerable infrastructures identified for all 8 major cities including Dhaka, Chittagong and Sylhet.
	3.2 Ward level risk reduction plans for earthquakes put in place.
	3.3 City dwellers are well aware and volunteers trained and well equipped for emergency response.
	3.4 Improved efficiency of major fast-responders on search and rescue.
	3.5 Community Risk Assessment/Risk Reduction Action Plans (CRA/RRAPs) conducted in 45 slums and appropriate structural and non-structural interventions carried out.
Outcome 4	4.1 District level contingency plans exist in 40 high-risk districts.
	4.2 National warning system incorporating community risk indicators and complementary preparedness actions developed.
	4.3 GoB disseminates early warning to general population through instant communication methods during disasters, and all upazilas connected to DMIN portals and DRRO/PIO staff receive basic ICT training.
	4.4 Established community/ district information centres receive and disseminate DMIC information to the community.
Outcome 5	5.1 Developed sector-specific DRR and CCA guidelines for different ministries and departments.
	5.2 Strengthened capacity of BMD for early warning.
	5.3 Strengthened flood forecasting and warning centre early warning capacity.
	5.4 Ensuring mainstreaming DRR in the health sector, in land use planning and in the Department of Public Health Engineering, and in women's and children affairs development activities.
	5.5 Strengthened capacity of Bangladesh Fire Service and Civil Defence.
	5.6 Enhanced skills and technical capability of Geological Survey of Bangladesh.

Outcome 6	6.1 Climate change impacts integrated within community adaptation strategies in selected districts.
	6.2 Non-farm adaptation options generated.
	6.3 Adaptive risk reduction tools for marginalised communities developed through pilot testing.
	6.4 All RRAPs are climate change sensitive.
	6.5 DM issues are incorporated in the books of primary to higher secondary schools.

2.2 Implementation Modality and Management:

Within UNDP, the project comes under what is called National Implementation modality (NIM or NEX[12]) whereby the primary ownership of the project and responsibility for implementation lies with the national government, and funds are channelled by UNDP through government agencies. The Disaster Management and Relief Division (DMRD) of the Ministry of Food and Disaster Management (MoFDM), as the Executing Agency of the Government, is primarily responsible for the overall management of project activities, reporting, accounting, monitoring and evaluation of the project, supervision of the implementing agents and financial management of the programme resources. DMRD is accountable to the Government and to UNDP for production of outputs and for achievement of project objectives. Within the DMRD, the programme's main counterparts are the Disaster Management Bureau (DMB) and Directorate of Relief and Rehabilitation (DoRR) and its offices at district and upazila levels. Besides these, there are 12 other Ministries (13 Departments) of the GoB who act as implementing agents in different sectors.

UNDP as administrator of the project provide operational support services to CDMP II and plays an assurance role on behalf of development partners of the project. UNDP also supports in implementation of large scale-technically complex procurements, recruitments, and brings in specialist and technical input to improve programme quality and enable delivery of results.

At the national level, the CDMP II is led by a full-time National Project Director (NPD) who is an Additional Secretary deputed by the GoB, supported by a Deputy NPD. There is a Project Board headed by the NPD which meets quarterly and comprises the Deputy NPD, UNDP and development partners.

The implementing agencies include the following government agencies that signed a Letter of Agreement with the project to provide technical services and carry out project activities:

> National Curriculum and Textbook Board, Ministry of Education
> Department of Public Health Engineering (Ministry of Local Government, Rural Development & Cooperatives)
> Department of Agricultural Extension (DAE), Ministry of Agriculture
> Department of Fisheries and Department of Livestock Services, Ministry of Fisheries and Livestock
> Department of Environment, Ministry of Environment and Forests
> Fire Services & Civil Defence Directorate, Ministry of Home Affairs
> Bangladesh Meteorological Department, Ministry of Defence
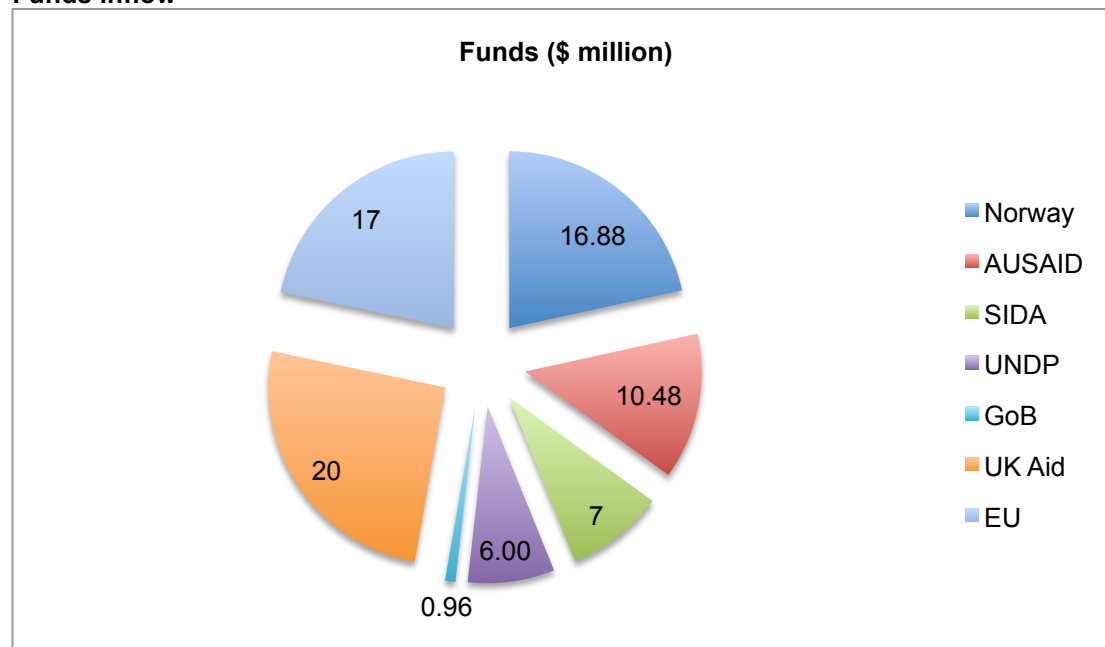> Ministry of Land

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[12] National Execution

Department of Women's Affairs, Ministry of Women and Children Affairs
Directorate General of Health Services, Ministry of Health and Family Welfare.
Flood Forecasting and Warning Centre (FFWC), Ministry of Water Resources
Geological Survey of Bangladesh, Ministry of Power, Energy and Mineral Resources

2.3 CDMP II Resources:

Funds inflow[13]

Funds ($ million)

- Norway — 16.88
- AUSAID — 10.48
- SIDA — 7
- UNDP — 6.00
- GoB — 0.96
- UK Aid — 20
- EU — 17

Outcome wise funds allocation (revised):

Outflow	Amount (US$ million)	%	Cumulative spend up to June 2012 (US$ million)	% spent (2010-June 2012)
Outcome 1: Professionalising DM	2.09	2.67	0.42	20
Outcome 2: Rural risk reduction	37.28	47.6	3.23	9
Outcome 3: Urban Risk reduction	4.89	6.24	1.06	22
Outcome 4: Response preparedness	5.90	7.53	1.93	33
Outcome 5: Mainstreaming DRR	10.77	13.75	4.13	38
Outcome 6: Climate change adaptation	1.65	2.11	0.46	28
Technical Assistance & Project management	10.11	12.90	3.39	34
General Management service	4.67	5.96	0.55	12
GoB	0.96	1.23	0.16	16
Total	**78.32**	**100**	**15.32**	**20**

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[13] Source: CDMP II. Briefing to Mid Term Review team, 5 July 2012 (PPT)

Section 3

Review Findings - Outcomes

3.1 Professionalising Disaster Management in Bangladesh:

3.1.1 Overview

CDMP seeks to help develop strong, well-managed professional institutions in Bangladesh that are able to address disaster risk reduction agenda at the national level, as well as contribute to regional actions and learning internationally. While continuing the substantive work on policy development, education and training it started to facilitate in phase I, CDMP II intends to strengthen the capacity of 12 key Ministries of the Government of the People's Republic of Bangladesh (GoB) to incorporate DRR and CCA strategies in their planning and programme implementation.

3.1.2 Key findings

a. Policy development and guidelines:

CDMP continues to successfully advocate for and assist various Ministries of the GoB in developing national policies and guidelines. CDMP supported the Disaster Management and Relief Division (DMRD) in drafting disaster management section of the Sixth Five Year Plan 2012-2016.[14]The National Disaster Management Council (NDMC) approved in April 2010the revised Standing Orders on Disaster (SOD) which guide Government, NGOs, civil society organisations and public representatives in carrying out disaster risk reduction, emergency response management and climate change adaptation activities. The revised SOD lay strong emphasis on DRR. The NDMC also approved National Plan for Disaster Management (2010-2015) which outlines the planned activities of DMRD and its agencies i.e. Disaster Management Bureau (DMB), Directorate of Relief and Rehabilitation (DoRR) and Cyclone Preparedness Programme (CPP) for the coming years.[15]

Some of the other notable achievements during 2010-2012 were:[16]

1. Draft DM policy submitted, DM Act endorsed by Cabinet, technical guidelines were verified;
2. DRR and CCA incorporated in key policies like: the 6th Five Year Plan; Perspective Plan; National Sustainable Development Strategy; Agricultural Master Plan; Planning Commission's compliance procedures (Development Project Proforma);
3. Cyclone shelter guideline developed;
4. National Platform on Disaster Risk Reduction (NPDRR) was established at DMRD, MoFDM consisting of 40 GoB relevant departments, institutes, and research organisations, INGOs, National NGOs;
5. CDMP assisted DMRD to compile South Asia Association of Regional Cooperation (SAARC) Member Countries' policy and plan into a draft SAARC Plan of Action for Disaster Management (2011-2015).[17]

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[14] CDMP II. *Annual Progress Report 2011*
[15] CDMP II: *Annual Progress Report 2010*
[16] Source: *Briefing for the MTR team*, CDMP, 7 July 2012 (ppt presentation)
[17] CDMP II. *Annual Progress Report 2011*

In 2009, the GoB produced Bangladesh Climate Change Strategy and Action Plan (BCCSAP) which identified comprehensive disaster management as one of the six pillars of the strategy to deal with climate change. The BCCSAP identified key agencies and departments of the GoB with specific roles and responsibilities in addressing the climate change agenda, and mentioned CDMP as one of the core institutions. The climate change cell in DoE, established under CDMP I, played an important role in the formulation of BCCSAP.

Interviews with senior GoB officials, NGOs, academic institutions and CDMP unanimously confirmed CDMP's consistent role in shaping the country's DRR discourse and policy development. That DM in general and DRR in particular is now deeply rooted in the thinking and planning of CDMP partner-Ministries and gets support from senior officials and political leadership of the GoB owes a lot to CDMP's contribution. The Ministry of Planning (MoP) now requires for all Ministerial plans an assessment of how planned activities take into account DRR in the Development Project Proforma (DPP). The DPP is used by all Ministries while submitting development proposals to Planning Commission for approval.

Overall, the MTR noted that policy aspect of disaster management continues to be an area for which CDMP needs to regularly provide inputs and advocacy support, and this will remain a critical need until such time the GoB has put in place appropriate structure and capacity to take over this role (such as the training and research Institute now under consideration – 3.1.2(b) below).

b. National structures on DRR:

During phase II, CDMP, jointly with UNDP, helped set up the Poverty, Environment and Climate Mainstreaming (PECM) project in the MoP. PECM was launched to ensure incorporation of DRR and CCA agenda in the development planning, programming and capacity development of planning staff of all development ministries. The project is now functioning without direct support from CDMP and undertakes assessment and appraisals of all projects/development activities using the DPP which incorporates DRR-lens. In 2010-2011 the structure and TOR of Disaster Emergency Response (DER) consultative group[18] was revised and operationalised making the Secretary of DMRD as Chair and UN Resident Coordinator (UNRC) as co-chair. The DER still does not have a full-fledged secretariat as was planned in CDMP II, but now sits in the DMRD,[19] with secretarial assistance provided by CDMP.

Under CDMP II, the project was to support establishment of a National Platform on Disaster Risk Reduction with sectoral ministry representatives. This, however, overlapped with the existing Inter-ministerial Disaster Coordination Committee (IMDMCC), and it is now understood that the idea of National Platform as a separate entity is almost abandoned. CDMP is in the process of supporting and formalising IMDMCC to serve as DRR national platform in Bangladesh.

CDMP's key counterpart in the GoB, the DMB, which ought to be the ideal agency of the Government to take forward the task of policy development in future, remains weak in its capacity. DMB is under-resourced,[20] and according to most of the interviewees, does not carry much political weight in the GoB structure.

The structural weakness of the DMB is something only the GoB can resolve. The MTR noted that CDMP staff are now called upon to assist several government counterparts (MoP, DMRD, MoFDM) with drafting of almost everything related to DRR. Some senior CDMP staff spend significant amount of time reacting to major and minor, mostly ad hoc requests from these Ministries for support in drafting policies and documents which the latter ought to be capable of doing on their own. While this support may be a useful service to provide and

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[18] Set up in 2000, DER was initially administered by WFP, then UNDP.
[19] Previously World Food Programme was running the Secretariat.
[20] According to one senior official, DMB has most of the mandate on DRR/DM, and DoRR has most of the resources, with limited, but politically important, mandate of providing relief and rehabilitation.

shows CDMP's expertise being recognised, CDMP needs to consider whether this is sustainable in the long run. It is understood that the GoB is now considering a proposal to set up a Disaster Management Training and Research Institute under the aegis of the MoFDM, and a proposal to this effect is pending with the Ministry of Planning. CDMP needs to start an engagement with this early on, and explore how this Institute, once formed, can be supported to gradually take forward some of the policy work that CDMP now undertakes.

c. Disaster management training and education:

CDMP advanced further mainstreaming of the DRR and CCA knowledge into the training and education curricula of 43 institutions. MOUs were signed with 16 universities and 8 training institutes of which 21 were provided with financial supports by CDMP.[21] The country has now at least two Universities (Patuakhali and Rangpur) which offer full-fledged undergraduate course in DM. In the University of Dhaka visited by the MTR team, a two-year Masters degree course is offered for working professionals who are already involved in some capacity in planning and managing DM interventions in the Government or NGO sector. For GoB officials attending the course, CDMP pays all tuition fees (approximately Taka 60,000) for two years. Classes for this course take place in the evenings so as to enable working professionals to attend.

The Ministry of Education incorporated DM and climate change issues in textbooks at the primary level; and five tertiary education institutions commenced DM education programmes.[22] In civil service training in the country, the GoB has now introduced a six-hour module covering DRR and DM which is compulsory for all civil servants to go through.

During the past year, ten e-leaning centres have also been set up in different regions of Bangladesh. These e-learning centres will offer basic courses in DM and enhance learning and knowledge sharing. During the MTR visit, the e-leaning centres were not fully operational and waiting to go online. CDMP developed bilingual e-learning modules on Introductory Disaster Management (IDM) and Comprehensive Disaster Management (CDM) using the IDM and CDM training materials produced in CDMP I. The modules are being disseminated as DVD-ROMs and will be available online once the CDMP server capacity is increased.

A professional network of all educational institutions involved in DM research, training and teaching (Bangladesh Disaster Management Education, Research and Training Network, BDMERTN) was set up during phase I and has continued functioning in phase II. This network enables professional experts and institutes to share their expertise and discuss common issues. Interviews with nearly a dozen practitioners and academics indicate that in the past 8-9 months, CDMP has not been able to provide much support to the educational networks, and some of the momentum that was created in the country may have been lost. This is due to CDMP not being able to replace a Learning & Development Specialist who left the country last October.

It has been suggested that the focus on universities may not directly contribute to the institutional development and associated professional skills enhancement of key Ministries,[23] i.e., MoFDM, sectoral Ministries and local level government officials. The MTR team holds the view that the value of creating a pool of professionally trained DM experts in the country, whether they work with NGOs or with various Government Ministries, should not be under-estimated. Moreover, CDMP is currently sponsoring the participation of 19 GoB officials of different partner ministries in the DM Masters degree course which is going to enhance the capacity of the respective Ministries and departments. Going into the future, there is scope for greater engagement of DMB and DoRR with the educational networks which can be of mutual benefit.

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[21] CDMP II: *Annual Progress Report* 2011
[22] CDMP II: *Annual Progress Report* 2010
[23] Sanny Jegillos Mission Report. *Review of Learning and Development Strategy of CDMP I and enhancing CDMP's proposed activities under Phase II*. December 2010

d. Capacity building of DMRD and DoRR:

DMRD and its operational wings, namely the DMB and DoRR,are the primary drivers of professionalisation of disaster management in the country, and are among the principal recipients of CDMP's support and services. CDMP Phase II considers technical backstopping to these agencies as of paramount importance. The 2012 Annual Workplan of CDMP makes clear resource allocations to support these agencies performing their roles and functions, as provided in the Allocation of Business and the SOD. However, aside of incidental requests and provision of technical supports and particular task-based undertakings, the institutional strengthening function has no explicit and agreed roadmap.

Besides support at the Ministerial level, CDMP has targetted district, Upazila and Union level Disaster Management Committees (DMCs) for developing their capacity. At district level, NGOs now find the district administration more inclined to engage on DRR issues which was not the case a few years ago.[24] Through the National Institute of Local Governance (NILG),[25] CDMP has also provided newly elected union chairmen and members (1500) basic training in DM and concepts of DRR. The MTR team met with number of officials at upazila and unions in various districts and found them well sensitised on DRR concepts and theory.

To build capacity in districts and upazilas for effective delivery of DM activities, CDMP (both I and II) supplied computers and associated IT hardware to District Relief and Rehabilitation Officer (DRRO) and Project Implementation Officer (PIOs) in upazilas. During the MTR visits, it was observed that in a large majority of the cases, the offices did not have access to internet although some of the equipment was provided in phase I and some during phase II. All offices complained that they did not have enough budget to undertake repairs of the equipment which they felt ought to have been provided for by CDMP as some of the equipment are very sophisticated and require expensive supplies.

Technically, many of the phase-II capacity building activities are based on assessment of capacity gaps done in phase-I. However, the evaluation concluded that the capacity building approach has predominantly been a supply-oriented model, with CDMP providing certain equipment and one-off training, apart from funding some of the meetings at district and upazila levels for stakeholders to discuss DRR and DM plans. In the absence of a systemic and comprehensive approach to capacity development at different levels - for example, training on DRR that is complemented with institutional restructuring, access to resources and opportunities to practice what is learnt in the training course - the capacity building investments will remain ad hoc and their effect limited.

In the case of DMIC, the inappropriateness of some ICT equipment, the lack of "helpdesk" support after an introductory training, and the lack of direct relevance to the day-to-day work (of those trained) means that they are not using the ICT equipment for DRR. Systems and procedures are yet to be put in place for DRROs and PIOs to input data and document information on computers, make information available online and/or email information to relevant persons. A comprehensive capacity development approach should address these aspects.

Conclusions:

1. Good progress continues to be made on policy development at national level, but institutional weakness of DMB, CDMP's main counterpart, remains a major limitation.

2. CDMP's capacity building approach lacks systemic efforts based on a comprehensive analysis of institutional strengths and weaknesses.

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[24] Based on interviews by MTR team with NARRI members at CDMP office on 15/07/2012
[25] Source: *Briefing for the MTR team*, CDMP, 7 July 2012 (ppt presentation)

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3.2 Rural Risk Reduction:

3.2.1 Overview

This is the largest component of CDMP II, with nearly half the budget allocated for the outcome. A significant departure from CDMP I is that implementation of the activities are being planned and undertaken through involvement of upazila and union authorities in order to ensure that there is ownership by the local government. Activities are geared towards promoting community level risk reduction and resilience by building community infrastructures and developing livelihood security and adaptation strategy for specific marginalised groups of people. The delivery through local governments is a way towards more genuine empowerment of the DMCs to have significant role in promoting and fostering DRR and CCA initiatives.

The Local Disaster Risk Reduction Fund (LDRRF) is the main mechanism through which rural risk reduction work is supported. A Rural Risk Reduction Action Plan (RRAP) is produced following a participatory Community Risk Assessment (CRA) which identifies critical risks and hazards, and then the LDRRF provides funds for implementing village level interventions which help in community-based disaster risk management. Funding high priority disaster risk reduction interventions gives the local DMCs at the union level an opportunity to get involved in implementation of these measures. This encourages local authorities to take ownership of DRR initiatives and increases the level of community participation in such programmes.

Till December 2011, CDMP II completed implementation of the 746 household and community level small scale risk reduction schemes in 12 cyclone-affected unions of six coastal districts (Shatkhira, Barguna,Patuakhali, Pirojpur, Bagerhat and Khulna) initiated in 2010 and benefitting over 47,000 community people living in those unions, of which 48.73% were women. The schemes include installation of 54 pond sand filters, 103 deep tube wells, 13 rain water harvesting units, 527 hygienic toilets, 15 earth works, four brick works, 20 cyclone resilient houses and four solar panels.[26] CDMP continues pilot implementation of two Disaster Resilient Village projects for rehabilitating 203 households from their temporary shelters to their own villages. CDMP through fast track CRA also identified 48 projects comprising 122 schemes from 49 unions which are under different stage of processing.

3.2.2 Key findings

a. Institutional capacity of Disaster Management Committees:

CDMP II aims to institutionalise the adoption of risk reduction approaches, not only in its host Ministry of Food and Disaster Management (MoFDM) and 12 partner-Ministries, but more broadly across 40 selected disaster-prone districts and upazilas. The aim is to reduce vulnerability to natural hazards and climate change impacts for at least 2 million people through implementing a range of small scale structural and non-structural risk reduction/ adaptation interventions in selected rural communities. CDMP works through the DMCs which, according to the SOD, constitute the main mechanism at district, upazila and union levels for all disaster management work. CDMP's support to the DMCs' institutional capacities are in the areas of training for its leaders and officers, facilitation of regular meetings, conduct of CRAs, and the integration of RRAPs into local development planning. In addition, the DMCs are provided with ICT equipment through its member secretaries, i.e, the DRROs and PIOs at district and upazila levels respectively.

In several of the Unions visited by the MTR team (in Faridpur, Khulna and Jessore districts), CRAs were undertaken during 2007-2008 (phase I), and activities are being implemented now (2012).[27] During phase II, although CDMP has developed a Fast Tracked CRA (FTCRA) to complement and revisit the elaborate CRA done earlier, the long gap between planning and implementation caused some loss of initial momentum that was generated by a

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[26] CDMP II. *Annual Report 2011*
[27] CDMP I also implemented projects identified through CRA with LDRRF funding in those districts.

participatory CRA process. In several instances, this has also led to weak link between CDMP's intervention and normal development activities funded through other national programmes like the Area Development Programme (ADP), Food for Work and Local Government Support Project (LGSP)[28] which are being implemented through district and local authorities. One recent staff Back-to-Office-Report (BTOR)[29] stated: "*It is difficult to identify the ADP, LGSP and CDMP roads, as all of the agencies are supporting for preparation of same type and same width BFS road through Union Parishad.*" Part of the problem lies in lack of continuity: in CDMP I, training of officials, CRA exercise and RRAP were all linked together, but as some officials would have changed in the intervening years, and CDMP II has not been able to always ensure that all local officials are trained in aspects of DM and DRR before implementation of activities commence.

b. Structural interventions at village level:

The MTR team visited eight districts covering 15 Unions and rural communities and saw evidence of increased awareness among union officials, village heads and communities on DRR and CCA. Interventions like CRA and orientation training on monsoon/ cyclone preparedness have created awareness in the rural areas of the need for risk reduction measures. The structural interventions like raised embankments, village access roads and raising plinth level of houses are beginning to reduce risks to rural population. However, CDMP's budget limitation and pressure to cover as many villages as possible (2000 Unions are targetted during CDMP II) has meant that activities supported in a village may have addressed only a fraction of what was needed to be done to make an impact on disaster hazard. In Jhapa union (Jessore district) where CDMP supported constructing an earthen embankment (3.2 km), the funds could only cover part of what was essentially needed to make the structure capable of protecting the village from flooding.[30] The MTR team saw staff mission reports highlighting similar issues in other villages as well. In Kolbari Barsha Union (Shatkhira district), CDMP "*approved only 300 meter though it required more 1.5 km to connect the village........The 300 meter road (is) hardly could bring any remarkable impact for the community, where the total requirement is about 2 km for connecting the community with service centers.*"[31]

> In Banishanta Union, CRA was carried out in 2007 involving Union DMC, community and other stakeholders. The CRA identified waterlogging during rainy season and salinity, apart from cyclone, tidal surge and river bank erosion as the main problems. Based on the CRA, a risk reduction plan was developed under which construction of 66 hygienic toilets and 1.2 km long brick-paved access road was constructed in the village. 9 rain water harvesting pans and 15 pond sand filters for preserving drinking water were also provided to individual families identified by the Union Parishad. The implementation of the activities was done during October 2010 to March 2011. (*Source: CDMP. Risk reduction interventions at Banishantha Union, Dacope Upazila, Khulna (undated)*`

As was noted in an evaluation[32] of CRA/RRAP, implementing single standalone interventions without analysing their impact on the overall risk reduction within the village or taking into account linkages with other interventions limits the potential impact. The evaluation team has seen CDMP's policy guidelines developed in 2011 which state that during phase II, CDMP would move away from stand-alone interventions and develop comprehensive approach to addressing risk reduction within a village. However, as the pace of implementation has been slow, the evaluation team has not seen enough evidence of change on the ground to reflect this policy.

c. Livelihood security and adaptation strategy for marginalised groups:

In addition to interventions at community infrastructure level, LDRRF also supports activities

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[28] Funded by World Bank, the LGSP's aim is to strengthen Union Parishads (UPs) to become accountable and responsive, supported by an efficient and transparent intergovernmental fiscal system.
[29] Anonymous. *Comprehensive Disaster Management programme (CDMP II) Field Monitoring, June 25-29, 2012*
[30] The funds were just enough to raise embankment of two side flanks of the village, leaving a central portion which has a primary school open to flooding. Moreover, according to several villagers spoken to, the side flanks needed brick-lining to prevent being washed away during severe floods.
[31] Anonymous. *Comprehensive Disaster Management programme (CDMP II) Field Monitoring, June 25-29, 2012.* It is understood that CDMP has now taken a decision to extend the road to cover the entire length.
[32] Janki Andharia. *Comprehensive Disaster Management Programme, Phase-II Bangladesh - A Review of CRA and RRAP Facilitator's Guidebook (2010)*

like installing hand pumps for drinking water, rainwater harvesting tanks, and toilets for households in vulnerable groups. In all the villages and sites visited by the MTR team, wherever direct benefits to any individual household was involved (hand pumps, water points for piped water supply, rainwater harvesting tank), the beneficiaries were generally the relatively better-off in the village. CDMP and/or implementing partners (NGOs) state that they leave the selection of beneficiaries in the hands of upazila officials and union Chairmen, and this invariably leads to a bias towards those who wield power and influence in the local power structure. Several Staff BTORs have also flagged up this issue from time to time, at least since last year. One report noted that in Burigoalini union of Shayamnagar upazila, socio-economic status of beneficiaries of rainwater harvesting structure did not qualify them to be included in the project – some already had their private structures installed in their houses.[33] A UNDP staff visit report to Dhulishar Union noted that benefits went mostly to the "*rural elites and less for the vulnerable section of the community........The selection of beneficiaries have largely undermined the most vulnerable section of the communities while rewarding deep tube-wells and latrines........(benefits are) very often restricted to people having close ties with the UDMC chairman or the members.*"[34]

This also has implications for how gender issues are taken into account in selection of beneficiaries or location of projects as the union or upazila officials are mostly men – at least the Chairmen and vocal members the MTR team met were all men. The result can be further reinforcement of prevailing gender issues in the country, as eloquently expressed by the UNDP visitor referred to above: "*A deep tube-well.......installed inside the compound of a mosque. Although much appreciated by local men but has restricted scope for women to......use. Similarly, a latrine was installed next to the Dholai market aiming shop keepers and customers, who are also predominantly men. Moreover, the local shopkeepers already had a latrine beside the newly installed though in a dilapidated condition. So, neither gender and nor economic capacity of the users were factored in selection of beneficiaries.*"

Besides these interventions intended to target the vulnerable, working with microfinance institutions (MFI), CDMP is looking into rural insurance against disasters. Work is at a preliminary stage now and research is currently underway.

Conclusions:

1. Integration of CDMP II activities with other local development plans may be often weak, especially where there has been a large time-gap between undertaking a comprehensive CRA, RRAP and activity implementation.

2. CDMP's structural interventions at community level potentially can have significant impact on DRR if the structures were planned in a more comprehensive manner involving assessment and mapping of total village hazards and implemented to a scale that can have a significant impact on major hazards.

3. CDMP II implementation remains weak when it comes to addressing the needs of the most-vulnerable people as local elites dominate the planning and implementation process which shows a general bias towards better-off sections of rural community.

Recommendations:

R1:   CDMP needs to build closer relationship with upazila and union DMCs, and develop a first-hand understanding of the area and communities where it implements structural interventions; CDMP's staff capacity for community vulnerability analysis needs to be strengthened so that upazila-led planning does not become a substitute for involvement of the most-vulnerable directly in decision making process.

R2:   While all hazards in a village may not be addressed through CDMP supported interventions, the activities implemented must be to a scale that has potential to make significant effect on a major disaster in the villages where CDMP interventions are made.

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[33] Amirul Islam Khan. *Comprehensive Disaster Management program (CDMP II) - Field Monitoring Report, Khulna & Shatkhira Districts*, November 28-30, 2011
[34] UNDP. BTOR – Sifayet Ullah, 31 March 2011

3.3 Urban Risk Reduction:

3.3.1 Overview

Historically Bangladesh's disaster management has had a rural focus due to recurrent cyclone and floods in the country's rural areas. Although GoB made significant investment in controlling urban flood, urban disaster as a concept and strategic priority received sufficient attention only in recent years, and arguably CDMP phase one played an important role in shaping this shift. Although the country has witnessed earthquake of high intensity several decades ago, these were forgotten by the current generation.

To address the challenge, the phase II of the programme adopted three approaches. First, support to the city planning regime with advance seismic-zonation and by creating database of vulnerable buildings - studies are already underway in partnership with Asia Disaster Preparedness Centre (ADPC). Second, reduction of risk through public awareness campaign, training of masons and bar-binders, and small-scale mitigation through LDRRF. Third is the 'response planning' by developing contingency plans, development of urban volunteers, simulation exercise and equipment support to Fire Services and Civil Defence (FSCD).

3.3.2 Key findings

a. Clear focus on earthquake as key strategic risk:

Although the urban areas in Bangladesh are vulnerable to multiple hazards, CDMP's focus on earthquake is appropriate considering the risk it poses on life and economy. Urbanisation is growing in Bangladesh and awareness about earthquake is significantly low among the city planners and policy makers. Likewise, capacity is significantly low among the agencies responsible for planning and responding to likely event of an earthquake. Broadly speaking, country's city planning does not consider earthquake vulnerabilities due to limited capacity and unavailability of seismic assessment information. CDMP's contribution is significant and strategic in this area. It has already completed seismic assessment in Chittagong, Dhaka and Sylhet, and further work is underway in six more cities. Asian Disaster Preparedness Centre (ADPC), a regional agency commissioned to conduct the study, has engaged some of the world's best experts in this project.

The investment has already enhanced country's technical capabilities in assessing seismic vulnerabilities for urban planning. Geological Survey of Bangladesh (GSB), University of Dhaka and Bangladesh University of Engineering and Technology (BUET) are among the institutions engaged in the process and are reported to have acquired technology and knowledge to conduct similar studies in future.

CDMP has identified a set of core activities and methodologies that have potential to reduce risk to earthquake: risk-induced urban planning, training of construction workers, building the capacity of the city corporations on building code, urban CRA, urban Volunteers, and school safety. CDMP has also been able to identify all the core agencies and actors relevant to urban DRR and response planning.

b. School Safety programme in urban areas:

Disasters affect all aspects of education. The UN and NGOs have implemented a few approaches to school safety, education in emergencies and DRR through school. CDMP's focus is to institutionalise the school safety and support evacuation drills in urban areas. The phase one of the programme conducted a number of pilots that MTR team observed in Chittagong. A number of challenges were noted: i) lack of follow-up from CDMP after the first round of simulation and training; ii) weak support or demand from education authorities; and iii) absence/weak implementation of guidelines for the schools.[35]

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[35] It is reported that an earthquake school safety guideline was developed in CDMP phase I and distributed to all school across the country, but its practice may have been limited.

Current emphasis is to support Ministry of Primary and Mass Education to integrate the approach within their regular schools programme which the MTR team recognises as important value addition by CDMP. While the strategy may help reach wide coverage (country has as high as 100,000 schools), the challenges it may face are the issues of quality and regular follow-up. This would require CDMP to bring in extra capacity to ensure that international best practices are utilised in planning and development of quality training programme. MTR team also encourages CDMP to learn from UNICEF's Disaster Risk Reduction and Preparedness in School programme.

c. Earthquake awareness:

Awareness component of the programme is a strategic intervention to influence the mindset and behaviour of citizens in building constructions and preparedness practice. The component includes IEC materials and planned earthquake simulation exercise that is being disseminated through various organised events and in the schools. The MTR team noted that awareness campaign was yet to go into an effective scale, perhaps due to capacity gap in the programme. It has only distributed awareness materials to schools and people through the volunteers. MTR team thinks that the awareness campaign requires engaging a professional development communication expert (or organisation).

d. Urban volunteers:

The idea of and need for urban volunteers is not something new in Bangladesh. NGOs have trained urban volunteers in Dhaka and Chittagong in the past with limited success in retaining and making use of them due to limited buy in from the responsible agencies.[36] CDMP made important contribution to scale up the idea and take it forward as a political priority of the government.

The current plan is to recruit and train 32,000 volunteers (through CDMP funds) by end of 2012 that will contribute to 62,000 volunteers targetted by the Government. Fire Services and Civil Defence (FSCD) department took the lead in training and sustaining the effort; so far 12000 volunteers have been trained. There were evidences of usefulness of these volunteers in recent landslide in Chittagong. However, an important gap that CDMP needs to help address is the question of institutionalisation of the volunteer programme: FSCD does not have adequate capacity and management mechanism in place to continue providing support to the volunteers on an ongoing basis. This needs a political decision and resource allocation by the Government.

e. Complexities of urban disaster management:

While much progress has been made at national level in promoting urban risk reduction agenda, this has not been translated into practical capacity of the city governments. Bangladesh has no urban DM strategy, although SOD has now clarified the role of city governments as lead agency for all aspects of DRR. Current capacity of the city corporations and municipalities, however, remains weak to perform their duties and roles as per the SOD. For example, Chittagong City Corporation, while having a mandate to coordinate and lead all aspects of DRR within the city, does not have any DM specialist institution.

The revised SOD provides clarity about the institutional setup for and role of disaster management for municipalities and city corporations. CDMP can utilise this scope and invest in strengthening such functions and role.

All of these raise complex issues for CDMP to address in order to clearly spell out a long-term strategy on urban DM, including direct support for local initiatives through LDRRF in urban areas.

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[36] ActionAid developed groups of volunteers in Chitagong under DipECHO III programme.

> **Conclusions:**
>
> 1. CDMP's investment over last seven years resulted in greater policy attention to urban risk management. Key gaps and priorities are already identified and revised SOD has clarified management and leadership roles in urban disasters. CDMP's core success so far lies in enhancement of technical capabilities in seismic-zonation which is likely to influence future urban planning.
>
> 2. Further investment is required for creating appropriate institutional arrangement within city governments to deal with disasters, and institutionalising the role of community volunteers, with adequate equipment support, working alongside other key actors namely, army, para-military, international and national institutions in times of disasters.
>
> **Recommendations:**
>
> R3:   Working with the IMDMCC, CDMP to help GoB identify a suitable 'home' for urban volunteers so that they are able to work within a coherent and well-equipped structure with clear lines of communication and leadership.[37]
>
> R4:   Develop a systematic approach to public awareness on urban disaster by diversifying tools and methods with the help of professional institutions, and develop a systematic monitoring system for tracking changes in public perception. This should target both urban and rural population.
>
> R5:   UNDP to help FSCD in establishing close links with International Search and Rescue Advisory Group (INSARAG).

3.4 Response Preparedness:

3.4.1 Overview

Improving overall effectiveness and timeliness of disaster preparedness and response nationwide is a key pillar of CDMP II. Four components make up this outcome: i) establish appropriate policy to support preparedness; ii) enhance country's early warning capabilities; iii) build capacity of institutions for preparedness and response; and iv) establish information management system for efficient and timely decision making on disaster response.

3.4.2 Key findings

a. National preparedness:

CDMP worked very well in identifying gaps in national preparedness and to put together number of policies and preparedness instruments. The Standing Orders on Disaster (SOD) is already revised to reflect the DRR dimension and currently preparation of a Bangla version is underway. CDMP also plans to publish a smaller version of SOD relevant to DMCs at local levels. CDMP supported preparation of national policy guidelines for government to maintain all cyclone shelters in the country. Formulation of a national disaster response strategy is underway.

According to the CDMP staff, it has supported the disaster management cell of the Prime Minister's Office, managed by the Armed Forces Division. The cell is now connected to the National Disaster Response Coordination Cell located in the DMRD. CDMP provided high quality training to the airport authorities in Dhaka and Chittagong under 'get airport ready' programme. However, the MTR team was not able to have discussion with the civil aviation on this, according to CDMP staff interviewed, in all likelihood, the training was not institutionalised, and further support from CDMP could not be provided. It is understood that

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[37] Lessons need to be learned from the CPP - factors that made the CPP programme a success and sustainable were leadership, appropriate structure and equipment support.

the Civil Aviation Authority and DHL have now agreed to enter into an MOU with CDMP in the coming weeks to institutionalise the capacity building efforts.

The Cyclone Preparedness Programme (CPP) plays a very important role in the country's defence against cyclone. Expansion of CPP has always been high on national DRR agenda, and through CDMP's support, it has now expanded to five more upazilas affected by Aila and Sidr. CDMP support will also be utilised for purchasing equipment and establishing communication facilities.

b. Local preparedness capacity:

MTR team observed that preparedness at district, upazila and union level is inadequate - line functions of Directorate of Relief and Rehabilitation i.e. Project Implementation Officers (PIOs) at upazila level and DRRO at district levels have considerable human resource and logistical constraints. GoB's current capability and institutional arrangement is inadequate for providing regular support to the DMCs. PIOs lack logistical and human resource capacity to communicate and ensure that UDMCs remain active. The weakest link remains communication between UDMC and households. DMCs observed by the MTR team in Rajshahi, Chapai Nawab Ganj and Sirajgong at various levels were not functional. Factors range from lack of motivation, limited follow-up support and, above all, change in union leadership after every election. CDMP plans to provide training to these committees. It plans to develop disaster management plan for each levels. It has already developed training materials together with DMB, DRR and UNDP (Early Recovery Programme). The project will be implemented by NGOs and selection process is underway.

c. Country's early warning capability:

CDMP's contribution to enhance country's early warning capacity is considerable. Flood Forecasting and Warning Centre (FFWC) now has technical ability to increase lead time from three to five days (including augmentation of flash flood modeling in the North East Region), although, according to its Director, more experimentation is required to reach accuracy level. Similarly, with CDMP II support, the Bangladesh Meteorology Department (BMD) acquired enhanced computing capability and high-speed internet facility. BMD also plans to obtain professional training from reputed companies to enhance its capacity. According to the Director of the BMD's Storm Surge Unit, the enhanced technical capacity has resulted in faster download and analysis of satellite data in shorter period of time (down from 2 hours to 10 minutes now). Currently, CDMP is working to establish a pilot warning system for flash flood areas of the country.

Several gaps exist in country's EW capacity that include: institutional arrangement; scientific and systematic risk appraisal for issuing advisory to public; and inclusion of topographical factors in developing cyclone and flood early warning. CDMP should examine further gaps in early warning and invest in risk appraisal capacity of the country to interpret various cyclone signals to support location-specific warning.

Through a partnership with a local mobile phone company, the Disaster Management Information Centre (DMIC) has developed an Interactive Voice Response (IVR) system that allows the caller to retrieve information by pressing keys on the telephone keypad. DMIC also worked with the BMD and the Flood Forecasting and Warning Centre (FFWC) to record their forecasts for the IVR system. Currently, the IVR system includes the following five forecasts: warning for fishermen, river condition, weather forecast, cyclone forecast and flood forecast. MTR team believes that this intervention would increase access to early warning by the population groups.

d. Disaster Management Information Centre (DMIC):

Apart from the IVR mentioned above, DMIC is developing the following media for disseminating early warning and vital information on disasters:

(i) *Cell broadcasting*: Cell broadcasting is a one-to-many location specific messaging service, which means that messages can be tailored to multiple phone subscribers located within a given part of its network coverage. As cell broadcasting is not affected by traffic load, it may be used during a disaster when load spikes tend to crash networks.[38]

During CDMP I, early warning dissemination through cell broadcasting was piloted in two districts. In CDMP II, the plan is to make this technology available in 16 coastal areas. Currently, this technology cannot be rolled out as telecommunication operators could not reach an agreement on the sharing of revenue. To move forward, DMIC has decided to partner with Grameenphone to make cell broadcasting available to the coastal areas. Grameenphone is the largest mobile operator with a market share of 43%.[39]

(ii) *Bulk SMS system with CityCell for DMCs to union level*: DMIC is working with a local mobile operator to disseminate warning messages to DMC members at the district, upazila and union levels. DMIC is in the process of collecting mobile phone numbers of all DMC members into a database to operationalise the bulk SMS system.

(iii) *Databases*: In addition to the database of DMC member contacts, DMIC has developed or is developing a number of other databases including:

• 4W (who, what, where, when) database for NGOs
• Web GIS-based interactive cyclone shelter database
• LDRRF Interventions database

All the databases will be available on the Disaster Management Information Network (DMIN) portal for public access.

DMIC is developing union level base maps and is making available in the DMIN portal the union factsheets produced under outcome 6.These are well appreciated by government and NGOs. DMIC also plays training and support role in relation to: (a) providing ICT training and basic and advanced GIS training to government officers at the national, district and upazila levels; (b) assisting the National Disaster Response Coordination Centre (NDRCC) by making its information, databases and tools available for decision-making at NDRCC; and (c) supporting BMD and FFWC in setting up audio studios to increase the quality of the voice recordings for the IVR system. DMIC is also in the process of supporting the information management function of the humanitarian coordination task team.

e. DMIN network and portal

According to the informants who are subscribers to DMIN, they have been receiving the Situation Reports via email. The DMIN currently has over 600 subscribers. The portal has not been actively updated. The union factsheets (http://www.dmic.org.bd/factsheet/) and cyclone shelter database (http://www.dmic.org.bd/csdb/) that are already online are not easily accessible from the homepage or any menus. DMIC is in discussion with the UNDP supported Access to Information (A2I) Programme (through which people are able to access information related to education, agriculture, health, law, human rights, and more through the network of information and service centres at the district, upazila and union levels) to make disaster-related information available through the district government portals and other platforms established.

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[38] Christine Apikul, "ICT for Disaster Risk Reduction in Asia and the Pacific: An Overview of Trends, Practices and Lessons", in UN-ACICT/ESCAP, *ICT for Disaster RIsk Reduction: ICTD Case Study 2*, 2010 (http://www.unapcict.org/ecohub/ict-for-disaster-risk-reduction-1/?searchterm=ictd%20case%20study%202, accessed 20 July 2012).
[39] infosaid, *Bangladesh Media and Telecoms Landscape Guide*, May 2012.

> **Conclusions:**
>
> 1. CDMP identified gaps in the preparedness and early warning system and developed right strategy, but progress in implementation has not always been even. While it made significant progress in number of areas such as clarifying policy options, addressing early warning needs and information management, CDMP is yet to make a systemic impact on the DMCs and local authorities' preparedness to respond to major disasters.
>
> 2. Work carried out through the DMIC has strengthened the early warning capacity in the country, although going into the future, DMIC needs to focus its efforts at the local level, and develop a plan to strengthen the preparedness and response capacity of relevant local government officials and DMC members, which needs to go beyond the provision of training on ICT and GIS.
>
> **Recommendations:**
>
> R6:   Invest in identification of institutional arrangement and capacity to sustain the training programme for DMCs.
>
> R7:   Invest in identifying and addressing gaps in the country's early warning capacity for location-specific warnings for flood and cyclone.
>
> R8:   For support to DMCs, DMIC needs to step away from a purely IT-driven outlook and focus on the processes. In the roll out of the databases and information management systems, there are numerous challenges that are often more political and social, rather than technical, and these need to be addressed by DMIC together with the relevant stakeholders. They include issues regarding ownership of the databases and systems, and their sustainability; their acceptance and incorporation in everyday work processes; the standardisation of methodology for data collection, validation and analysis; and the usability and relevance of the information produced and disseminated in the local contexts.

3.5 Mainstreaming and Institutionalising DRR:

3.5.1 Overview

CDMP II lays strong emphasis on mainstreaming DRR in various Ministries of the GoB, and ensuring greater ownership of the work of CDMP by the GoB. Apart from developing policies and guidelines that enable different Ministries to develop their capacity to address DRR issues in plans, CDMP II specifically seeks to strengthen early warning and response capacity of several key institutions namely, the BMD, FSCD, Geological Survey of Bangladesh and the Flood Forecasting and Warning Centre (FFWC).

3.5.2 Key findings

a. Ownership:

CDMP is implemented under UNDP's National Execution/Implementation modality. The GoB demonstrated greater ownership of CDMP II by appointing a full-time National Project Director (NPD) who is a senior GoB official. UNDP is responsible for managing direct liaison with donor agencies, disbursement of funds on quarterly basis, approving annual workplans (AWP),[40] ensuring quality control and conducting mid-year review; and the DMRD is responsible for providing oversight on behalf of the GoB. A multi-stakeholder Steering Committee chaired by the Secretary of DMRD is responsible for overall policy of CDMP.

This strong ownership does create a powerful platform for CDMP to engage with different Ministries and Departments of the GoB on the DRR agenda. A powerful evidence of this is seen in the country's Poverty Reduction Strategy Paper (PRSP). Considering the direct linkage between poverty and disaster, the PRSP included one separate policy on

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[40] AWPs require joint approval by UNDP and the NPD

comprehensive disaster management. The policy envisages:[41]

- mainstreaming DM and risk reduction into national policies, institutions and development processes
- strengthening DM and RR capacity
- ensuring knowledge management (KM) capacity
- enhancing community level capacity for DRR

Since its inception, the Comprehensive Disaster Management Programme (CDMP) has directed its efforts to changing people's mindset from a response and relief focus to a broader, more comprehensive and proactive approach to reducing disaster risk and building resilience. This change has been more evident at the national level, with changes to institutional arrangements (e.g. establishment of the Disaster Management and Relief Division (DMRD), revision of the SOD, and the development of the National Plan for Disaster Management 2010-2015, all of which CDMP had played a key role in advocating for. CDMP has also provided extensive technical support to revision of the SOD and development of the National Plan. The fact that several former staff members from CDMP I have taken on senior and/or strategic positions in government offices may have also contributed to the paradigm shift from response to disaster risk reduction (DRR).

However, the same level of priority given to DRR issues is not seen at the local level. The district and upazila DMC members are still very much response-oriented. "*We are only active when there is a disaster. When there is no disaster we do nothing*" is a common attitude. This is despite the fact that although some of the DMCs may have high awareness about DRR, in terms of implementation, they continue to be response-oriented.

It appears that the positive changes to directives at the national level have not been matched with support in providing resources and capacity development at local level to implement those changes. The MTR team's findings are in line with the latest Hyogo Framework for Action (HFA) Progress Report in which dedicated and adequate resources available to implement DRR plans and activities is rated 4 out of 5, meaning: "Substantial achievement attained but with recognised limitations in key aspects, such as financial resources and/ or operational capacities."[42]

At the district and upazila levels, GoB officials and DMC members continue to wait for instructions from the national level. It appears that DMC members may not have an overall sense of how the community interventions contribute to DRR and climate change adaptation (CCA). For example, in a district where CDMP excavated a number of ponds, CDMP is perceived as a programme that excavates ponds. This particular district received training and had CRAs and RRAPs conducted in 2005, and pond excavation began in 2012 following a FTRA[43] which enabled revisiting the original RRAP. Between 2005 and 2012, DMC members had little interaction with CDMP. CDMP reported that the FTRA resulted in comprehensive project proposals, although for a start, CDMP decided to implement only small to medium scale physical infrastructure through the DMCs, and leave other interventions for a later date. However, the comprehensiveness of the plans may not have been communicated to the DMCs who still perceive CDMP as supporting only one-off interventions like pond digging, road construction, etc.

b. Sector-specific support towards mainstreaming:

Twelve Ministries, besides the MoFDM, are receiving support from CDMP to develop guidelines for their Ministries to address DRR issues. Each Ministry has appointed a focal point on DRR; additionally, various departments which are receiving funding from CDMP have each nominated a focal point on DRR. The ministries and departments each formed a

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[41] Government of the People's Republic of Bangladesh. *National Plan for Disaster Management, 2010-2015*. April 2010
[42] DMB, *Bangladesh: National progress report on the implementation of the Hyogo Framework for Action (2009-2011)*, 11 April 2011 (http://www.preventionweb.net/english/cou
ntries/asia/bgd/, accessed on 20 July 2012).
[43] DMC and local villagers interviewed by the evaluators had no idea about the FTRA.

Technical Advisory Group (TAG) to finalise their respective Project Implementation Plans.[44]The Ministry of Women's Affairs has already developed a risk reduction action plan and trained its staff at central as well as district levels on DRR and CCA issues related to their programme and service delivery. Similar guidelines have also been initiated for fisheries, agriculture, livestock and environment sectors. Interviews during the MTR indicate that progress on developing guidelines and plans in different partner-Ministries remain uneven, ostensibly because for some Ministries the funds made available by CDMP are so small[45] that, according to CDMP, it becomes difficult to engage them effectively in taking forward the DRR agenda.[46]

c. Capacity building of key departments to strengthen DM and risk reduction:

Through the support provided by CDMP II, several departments of the GoB have made significant strides to put in place systems and mechanisms which are already helping communities in DRR. Some of the significant examples are:

- FFWC is developing and validating a model for flood forecasting with five days' lead time, instead of three days as was the practice previously; a consultant from International Water Management Institute is now working on developing a flash flood forecasting model;
- 20 out of the 80 technical personnel of the Bangladesh Meteorological Department (BMD) Department completed four batches of data processing capabilities training which is geared toward enabling BMD to produce more location-specific meteorological forecasts;
- The FSCD has trained 12,000 volunteers in urban locations to deal with urban disasters and equipment are now being provided to them;
- Support to Department of Agricultural Extension for number of research and field demonstration, including the testing of adaptive crop varieties suitable for different agro-ecological zones.

In addition to the above, CDMP is supporting the Department of Agricultural Extension (DAE) in various activities, one of which is to strengthen DAE's agricultural information and early warning system by building the ICT capacity of DAE. It included upgrading DAE's Control Room with ICT equipment, and at the community level, the establishment of agriculture information centres and the installation of climate monitoring equipment.

DMIC provided technical support to the DAE in the design of software applications for data collection on rainfall, crop production, etc. Although the DAE was collecting this information previously, the software application has made it easier for them to input, track, analyse and disseminate data and information. The DAE through its field officers have good linkages with the communities and farmers and are able collect as well as disseminate information through field officers.

> **Conclusions:**
>
> 1. CDMP's intent of creating a paradigm shift from disaster response to risk reduction has been more effective at national level than at local level where Government apparatus still remain entrenched in a relief-mindset.
>
> 2. With an investment of US$10 million going into 13 different departments (spread over 12 Ministries), the result has been uneven, with Departments like FSCD, DAE, FFWC, BMD, GSB having made significant progress, while for several others the outcome so far remains unclear in terms of their contribution to DRR.

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[44] CDMP II. Annual Report 2010
[45] About US$100,00-200,000
[46] CDMP II Annual Report 2011

3.6 Climate Change Adaptation at Community Level:

3.6.1 Overview

According to the UN Intergovernmental Panel on Climate Change (IPCC), Bangladesh is ranked as the most climate-vulnerable country in the world. IPCC Working Group II reported that the production of rice and wheat in the country might drop by 8% and 32% respectively by 2050. Bangladesh is especially susceptible to increasing salinity of its groundwater as well as surface water resources due to increase in sea level and as a direct impact of global warming.[47]The effect of climate change now and in future on the lives and livelihoods of people cannot be under-estimated. The outcome of CDMP II on climate change comprises four major components: i) knowledge and innovation; ii) capacity development of key personnel from ministry to the local government institutions; iii) mainstreaming climate change in CDMP's work; and iv) piloting of climate-change resilient options. Climate change adaptation work is also embodied in the work done by various ministries such as the Department of Agricultural Extension, Department of Environment, Department of Fisheries and Department of Livestock Services; and also in micro-level project implementation through LDRRF.

3.6.2 Key findings

a. Identification and addressing the knowledge gap:

CDMP conducted a national workshop to identify issues for research in climate change. It has conducted a number of important studies on changing pattern of climate, drought and non-farm livelihood options. These reports are done by credible organisations in the country. Since the formulation of the Bangladesh Climate Change Strategy and Action Plan (BCCSAP) in 2009, the landscape for funds flow and work on climate change has changed considerably. CDMP is no longer a sole player with capacity building focus as several other initiatives have already been launched.[48]

Data and analysis about climate change prediction is still an area of important gap that CDMP can meet for the key planning agencies.[49] CDMP can demonstrate its added value on CCA by developing linkage between policies and practice – just as it did by integrating CC principles in CRA at grassroots level. CDMP needs to place emphasis on coordination and joint planning with PECM project of MoP supported by UNDP. While PECM's focus is on capacity building of public planning professionals at national level, CDMP can do similar work for local government planning using similar approach and principles. Additionally, the expertise of UNDP-supported project, Local Governance Support Programme (LGSP), can also be leveraged in CDMP's capacity building work. Currently, the programme team has limited overview and linkage with work being done by various ministries, due to capacity constraints.

b. Capacity building of key personnel:

CDMP is developing a training manual on climate change adaptation to provide training to managers, officers, representatives from national to local levels. A training workshop has been conducted for senior officials of the government and other organisations to provide them knowledge on scientific basis of climate change, institutional linkages, adaptation and local level application of knowledge. A plan has been drawn up to engage national level training institutes to arrange capacity building activities across the agencies and levels.

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[47] Government of the People's Republic of Bangladesh. National Plan for Disaster Management, 2010-2015. April 2010

[48] PECM by Planning Ministry supported by UNDP, Climate funds also established by GoB and donors, and ADB has a climate capacity building project.

[49] Personal interaction with the Project Manager, Poverty Environment Climate Change Mainstreaming (PECM), managed by Ministry of Planning.

c. Mainstreaming climate change in CDMP's work:

CDMP has developed a climate lens framework to integrate climate change issues in the CRA process. While MTR team considers this an important strategic step, its contribution toward mainstreaming climate change into CDMP's overall work is yet to develop – for example, while CPP work is making valuable contributions to risk reduction at community level, proactive thinking and planning needs to go into dealing with cyclones with greater frequently and intensity. Design of a longitudinal study to answer whether current DRR approaches are effective in various climate change scenario, and their social and environmental impacts, could lead to important lessons for policy and practice.

CDMP is now rightly emphasising on urban DRR. It needs to be noted however that in terms of adaptation challenges, there are complex issues that the country will need to deal with. As climate-induced disasters rise, people will be moving to urban areas at much higher rate than in the past. This is already happening in Bangladesh. Dhaka, the capital city has the urbanisation annual rate around 6%, making it one of the fastest but unplanned growing cities of South Asia. The city's current 14 million people are to spawn to more than 20 million by 2025. Meanwhile, other cities' annual growth rate is 4% or more which is very high compared to the global ratio.[50] The big challenge of adaptation is going to be how to deal with increasing urbanisation and urban planning systems which will overstretch the capacity of city governments to provide services and habitat for this overcrowding.

d. Piloting climate change adaptation options:

CDMP made a sizeable investment on technical aspects of climate change adaptation in crop production, resilient habitat and solution to drinking water. MTR team observed a number of activities implemented in the dry zones of Bangladesh. Department of Agricultural Extension (DAE)'s project to increase capacity of farmers to adapt their farming system to climate change is underway. The project undertakes field demonstration of crops that were developed by agricultural research institutes and carries out extension programme. The key challenge for DAE is that the crop varieties developed so far are not yet capable of thriving in extreme climatic conditions.

Ponds have been excavated in Nachol Upazila with local government to meet the water needs during dry season. This intervention, although small in investment size, has good adaptive potential if ownership and control over water from this pond is resolved[51] through agreements with local authorities that these ponds would not be leased out for fish culture, and people will have access to water during dry season

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Conclusion:

1. CDMP's CCA work requires an in-depth analysis to determine where CDMP's distinctive contribution lies in this area which is now receiving increasing support from several other initiatives in the country.

Recommendations:

R9:   Design a longitudinal study to examine effectiveness of DRR approaches in various climate change scenario: it can consider all DRR approaches of CDMP in the study.

R10:   Going beyond urban DRR, CDMP needs to engage with the urbanisation issue and explore where it can add distinctive value to city governance in the future.

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[50] CDMP. _Towards Resilience_, March 2012
[51] Ponds constructed on public land in this area are leased out for fishing, thus barring villagers from using the water from the pond.

Section 4

Review Findings – Assessment against Review Framework

4.1 Relevance:

Questions addressed: *How relevant are the objectives and design of the project in terms of addressing national priorities in the disaster management sector? How well current and future disaster risks of Bangladesh are analysed, factored and addressed by the project? Is the project strategy in line with the national development strategy and will it sufficiently contribute for the realisation of sector objectives? Are the activities that have been implemented and being planned appropriate? Are there any activities in the project that are not mission-critical?*

The six outcomes around which CDMP is designed address critical issues related to the country's DRR capacity, and make strategic contributions in the way GoB institutions and other players think of disaster management in general. As discussed in section 3, CDMP's *think-tank* role in DM has meant that it has been ahead of others in developing analyses, policies and guidelines that have found their way into national priorities and shaped key policies and practices of several institutions. The MTR team concludes that the way outcomes and outputs are currently designed have strong relevance in the context of DRR challenges in Bangladesh.

CDMP's work involves large number of stakeholders working on inter-related issues in terms of activities and this makes the project a highly complex one. In simple terms, CDMP's role can be differentiated into two categories: (1) a '*platform*' role – bringing ideas, knowledge and institutions together to take forward the DRR/CCA agenda, and (2) operational role – making an impact at community level in terms of DRR/CCA and through this, influencing others to do the same.
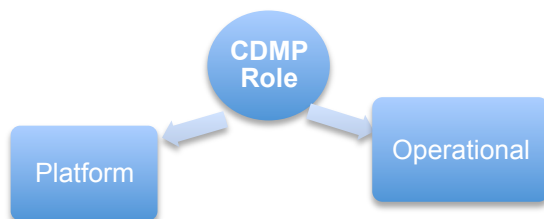
In terms of platform role, CDMP needs to continuously monitor its role as a facilitator which is to create space for others, but not occupy the space itself. Some years ago, when CCA came into the country as a new concept, CDMP played a critical role in developing the climate change cell in the MoEF and now the former has become independent. There are several new projects/initiatives by various donors which are taking forward the climate change agenda. CDMP needs to examine its role in relation to these various actors and identify the most critical areas where its value addition in future is going to be.

Likewise, in its operational role which requires delivering DRR/CCA solutions at community level, it needs to be borne in mind that no matter how much resources CDMP has, on its own, it can neither reach out to all 4,694 Unions in the country, nor should it attempt to address all the disaster risk related needs of all the communities. To this extent, CDMP's strong emphasis on working with local government machinery at the point of delivery is highly relevant. However, the current approach of spreading it too thinly with occasional interactions

and engagements with DMCs on one or two activities, and expecting that this would lead to capacity being built for the local authorities to plan and implement effective DRR/CCA interventions in future, is unrealistic, as the MTR team saw in several upazilas. Moreover, with several other national and international initiatives (national employment guarantee programme and food for work, Pilot Programme for Climate Resilience) also being implemented in many districts and upazilas through the same apparatus, CDMP needs closer engagement at district and upazila levels to ensure that its own planning and implementation of activities are aligned with what other key projects are delivering.

One activity CDMP has supported on a large scale is the provision of ICT equipment for upazila offices. Under CDMP II, 175 sets of ICT equipment have been provided to the upazila offices, but these high-end machines turned out to be locally inappropriate (e.g. the paper and toner required for printing/photocopying are not easily available in the local market and are too costly, beyond the local government's budget to maintain).DMIC is aware of this issue and for the remaining 75 sets of ICT equipment that needs to be procured, according to information provided to the MTR team, DMIC has consulted DoRR and the relevant persons at the district and upazila levels, and is working with UNDP to ensure that the ICT equipment is locally appropriate. There is confusion as to who is responsible for maintaining and repairing the ICT equipment, as upazila and district officials think that CDMP ought to be responsible for this.[52] The evaluation team was informed that the national authorities have now decided to include the hardware into the government's Table of Equipment (TOE).

Conclusion:

1. CDMP II project outcomes and design remain relevant. However, in the light of several initiatives on various aspects of DRR and CCA ongoing in the country, CDMP II needs to reassess some of the activities it has been undertaking to ensure that these are closely aligned with what others are doing and are built on CDMP's distinctive competence.

4.2 Strategic Orientation and Implementation Approach:

Questions addressed: How effectively are the programme outcomes integrated and linked to complement each other and create synergy? How well were the programme design and approach developed to make an impact at community and policy level? To what extent the risk reduction strategies /disaster management plans are in sync with CCA strategies, and examine the synergy between the two? How were the role of different entities involved in the project defined, and was the approach appropriate and efficient? Are the administrative, operational, management and oversight structures for the project efficient and effective? What is the nature of participation and engagement of various stakeholder ministries in the project? How are key stakeholders engaged in policy debates and dialogue? How integrated is the project into the government structure and how far is the GoB driving it?

a. Linkage and synergy:

The project outputs are woven together well to produce synergy. Without the delivery of activities that directly benefit communities and demonstrate how structural and non-structural interventions can contribute to DRR, CDMP's work on mainstreaming or professionalisation of DM in the country would have only had a limited significance. The fact that it has attracted a wide range of stakeholders from donors and international NGOs to GoB Ministries to actively participate in a common programme has been possible partly because of the broad range of issues CDMP helps address. Effective policy formulation can only happen with the involvement of a range of stakeholders, and CDMP has been good at it.

At the operational level, CDMP's impact has been less pronounced, especially with regard to rural risk reduction interventions during the past two years of phase II. The reasons are to do with delayed start to implementation of activities for various internal capacity reasons within CDMP, as well as capacity gaps that exist in the implementing local authorities. Where CDMP could create more synergy is in linking the LDRRF-funded rural risk reduction activities

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[52] DMIC said they have been coordinating repair of CDMP II equipment by transporting the equipment from the local government offices to the vendor and back.

directly with some of the work it supports of various Ministries which have direct interface with rural risk reduction and development issues, namely, DAE, Department of Fisheries and Department of Public Health Engineering. It is reported that a process has now been initiated to identify joint projects to be implemented with joint funding and inputs from CDMP and departments.

At the community level, the relationship between climate change and DRR, and how DRR interventions can in practical terms take into consideration CCA strategies is an area that still requires deeper understanding. For DMCs and communities as well as for some Ministry officials the MTR spoke to, good DRR interventions are synonymous with CCA. This is an area where CDMP can contribute to development of knowledge and guidelines for programming.

b. GoB ownership and participation of various Ministries:

CDMP's strength has been in the buy-in it has been able to get from the GoB. CDMP II was designed to strengthen the ownership of the GoB, and this has greatly been realised with full-time senior GoB officials appointed as the NPD and Deputy NPD. As discussed in section 3.1.2, there are, however, limitations in this process due to weak leadership by the nodal department, DMB.

The MTR interviews with partner-Ministries and departments indicated that their engagement with CDMP is generally limited to discussions on the project which CDMP funded them. The engagement with CDMP or DMB on policy discussions is minimal – policies usually come to them in a top-down manner from somewhere in the Government; as such there is no open forum for debate and discussions.

c. Structure of CDMP:

The CDMP II has put in place the following Project Governance and Accountability Framework:

Project Steering Committee
Secretary DMRD (chair); Representatives from DMRD; Finance Division; Planning Commission; ERD; Implementation; Monitoring and Evaluation Division; each Implementing Partner-Ministries/Departments, including DMB and DoRR, Project Support Unit – DNPD, Representative UNDP, Representatives from European Union, DFID, SIDA, AusAID and Norway, Representatives contractors and sub-contractors working in DRR, Representative CSOs observers by invitation, NPD (Member-Secretary)

⬇

Project Coordination Committee (Project Board)
National Project Director (Chair), Development Partners and Focal points on request, Programme Manager (UNDP), Project Manager (Secretary)

⬇

Management Support Unit (MSU)
Project Manager, Inter-Ministerial Coordination Officer, Specialist Advisors (on urban risk, rural risk, learning and development, capacity building, ICT, M&E, KM), Project Analysts, for MoFDM and its agencies, Support staff for MSU for DMB and DoRR - CDMP Project Staff
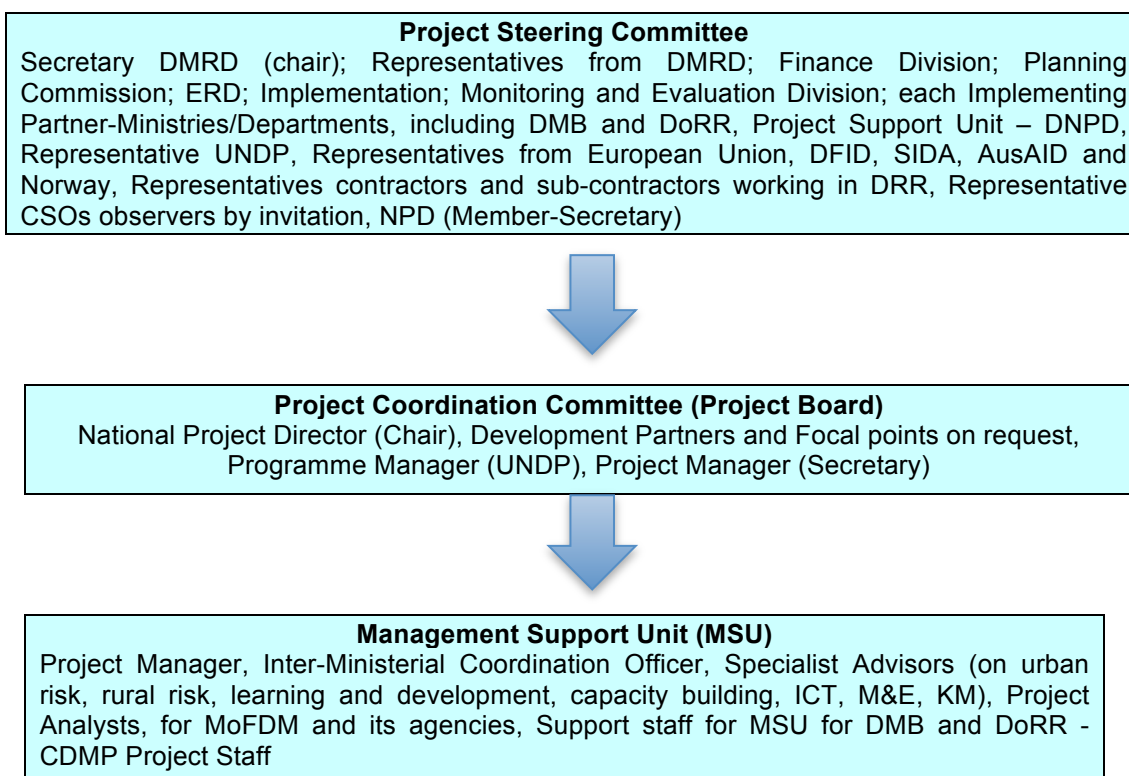

Fig 1: CDMP's Governance Structure

The steering committee (SC) is expected to meet twice a year, although this has not happened in the first two years. So far the committee has met only twice, the last meeting was held in June 2012. The agenda of the first meeting held in the summer of 2010 focussed on a brief introduction to CDMP II, and the second meeting – held after a gap of two years - provided an update on progress to the members. From the minutes seen by the MTR, strategic direction provided by the SC has been minimal, and it is expected that from now on, it will meet twice a year as was initially envisaged.

The Project Board (PB) meets every quarter to review annual workplan and budgets of CDMP as well as of individual implementing partners. The executive structure of CDMP is discussed in section 4.5.

d. Implementation approach:

CDMP's engagement with government machinery at district, upazila and union levels has been sporadic, and in some cases interactions have taken place after a gap of several years. For LDRRF interventions, CDMP relies on these structures to identify, plan and implement activities. Given their capacity limitation, this distant relationship is not conducive for quality project selection, planning and delivery. In some unions, it was noted that the DMCs have sought support in implementation from local NGOs to make up for the capacity gap of the former, and this is working well in some, and not so well in others – not all NGOs have similar expertise or capacity. Where it works well, it

> "CDMP is still very scattered. It needs more consolidated approach and continuous process to engage with upazila and union councils. You can not do this by visiting their offices for a couple of hours once a while."----*A senior NGO official*

does help in implementing the activities, but this arrangement still does not address the capacity gaps of DMCs which rightly has been identified by CDMP as an issue to address.

The MTR believes that CDMP has an opportunity to play a crucial role here, by being a funding mechanism as well as facilitating capacity building systematically. To do this, CDMP needs to either increase its staff capacity in the field or outsource the tasks to professionally experienced organisations who have expertise in capacity building at local government level as well as in delivery of programmes at community level. Building capacity at the point of delivery (of development and risk reduction projects which directly affect community risk reduction and CCA) will require a systemic and intensive approach which the current scattered approach is unable to deliver.

e. Administrative, financial and accountability system:

The MTR team did not examine these issues in-depth, and it was agreed at the inception stage of the review that, given the very short time the team was given for the review, this task could not be undertaken with any meaningful rigour. However, the MTR team gathered a degree of basic information and data during field visits and interviews on funds disbursement and financial reporting systems in place.

The CDMP's financial resources are being channeled through the NEX (National Execution) and DCOS (Direct Country Office Support) modalities and the item-wise financial transactions under both the modalities are monitored, recorded, analysed and reported through UNDP's online ATLAS Enterprise Resource Planning (ERP) system. The Annual Work Plans approving authority lies jointly with the NPD and UNDP Country Director, once uploaded in the ATLAS, becomes the only legal document to process and perform any financial transaction. MSU processes all the NEX requests for advances and keeps record of all the NEX expenditures through cashbook and submit the detail expenditure report to UNDP for further check and ATLAS entry in a quarterly basis. The MSU expenditure is closely monitored by the NPD from one side and by Project Manager and relevant UNDP teams on the other side. They confirm delivery of activities and outputs against agreed schedules, and review and confirm whether the resources are being used in an effective manner. In terms of procurements, most of the equipment and supplies are procured directly through UNDP, and

any expenditure over $2,500 needs approval by the UNDP CO.[53]

In terms of reporting and accountability, CDMP has put in place elaborate system at all levels, as the following reporting mechanisms show:

- Monthly ADP Review
- Finance Division, ERD and IMED responsible for Quarterly Progress Review
- Annual Progress Review by ERD
- Quarterly review by Project Board
- Six-monthly review by UNDP
- Annual FAPAD Review by government's audit department
- Annual Tripartite Review by ERD, UNDP and DMRD
- Multi-year work plans with the key milestones and broad strategies approved by Steering Committee, chaired by the Secretary of the MoFDM
- Annual work plans approved by Project Board
- Quarterly work plans approved by Coordination Committee

The elaborate mechanisms and oversight at various levels of management and Board indicate that CDMP has strong vertical accountability and fiduciary control measures in place.

Conclusions:

1. Linkage between LDRRF-funded rural risk reduction activities and the CDMP-supported activities at community level of various Ministries is currently missing.

2. At the community level, the relationship between climate change and DRR interventions needs better clarity for programme planning and delivery by DMCs.

3. The current implementation approach for LDRRF activities is not conducive to building capacity at the local government level.

Recommendations:

R11:   CDMP to work with DAE, Department of Fisheries and Department of Public Health Engineering to explore how the activities funded by the former through these agencies can be better aligned with activities funded through DMCs/NGOs.

R12:   Develop *practical* guidelines and training for DMC officials and village heads to show how DRR can take into account CCA challenges in programming terms.

R13:   In order to develop a systematic engagement with DMCs and build their capacity for planning and delivery of DRR outcomes, CDMP needs to strengthen its staff capacity at field level, or outsource tasks to professionally experienced organisations which have experience in capacity building at local government level as well as capacity to implement projects at community level.

4.3 Performance – Outcomes and Outputs:

Questions addressed: *What have been the key achievements of the project, and is the project on course to achieve its overall objectives and outcomes by the end of the project? Do the delivery of outputs conform to the indicators in the project design? If not, comment on deviations. What have been the specific outcomes achieved through small funds scheme (LDRRF)? How effective has LDRRF been in terms of enabling local authorities and communities to implement local solutions for DRR and CCA? Will the outcomes that have been /are being realised, contribute to the impact as defined in the logframe's overall purpose?*

The MTR findings presented in sections 3.1 and 3.5 show that CDMP has made significant impact on the national scene in general and the country's disaster management capacity in the past several years. It is widely acknowledged by all those interviewed during the MTR that the shift from a relief-approach to risk-reduction approach which the GoB has now integrated

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[53] Information provided by Country Director, UNDP Bangladesh, in reply to a question by the evaluation team, at a meeting at the former's office on 8 July, 2012.

in all its relevant policies and programmes would not have been possible without CDMP's 'platform' role. Bangladesh is now recognised within the region and internationally as one of the leaders in DM.

As to the contributions of LDRRF, as discussed in section 3.2 and 4.5 below, the achievement so far have been limited, although the potential to deliver greater results exist.

4.4 Efficiency:

Questions addressed: _Were programme resources/ funds efficiently applied? What are the cost-benefit ratios for different activities? Is there any value for money data monitored, and if so, what are those? How are operational risks identified, managed and anti-corruption measures implemented in the programme?_

The MTR was unable to obtain sufficient data to determine on any objective basis how efficiently funds have been applied. With a total spend of20% (US$15.32 million) as of 30 June 2012, project implementation is only beginning to pick up now, especially on outcome 2 which accounts for nearly 48% of the budgeted amount.

Based on the data gathered during field visits and study of internal documents, the MTR team found that in rush to implement activities, sometimes cost and efficiency issues may have been compromised. The following specific instances were noted by the MTR:

- 58 houses have been constructed under the disaster resilient habitat programme, at a cost of approximately Taka 350,000 each, but the evaluation team was informed that roofs of the houses[54] have seepage problem indicating use of sub-standard material; further, the window and door frames used were of poor quality timber[55] which were untreated, causing the structures to bend and get affected by termites three months after these were completed. Subsequently CDMP took up the matter with HBRI who had supplied the roofs. The latter sent its engineers who identified seven houses that needed rectification that was later carried out.

- In the same habitat programme, toilets have been constructed for ten[56] households using very thin corrugated iron sheets which, according to one monitoring report, could hardly sustain two years.[57] The MTR saw similar problems with the doors of all the toilets as in the houses. Budget for each toilet was Taka 8,000 which, according to the NGO sub-contracted for the project, is very low as average cost of similar toilets in the area come to nearly Taka 12,000, and with this budget, standard quality material could not be procured. The plinth of the toilet is lower than the plinth level of houses, so in the event of tidal surges, the toilet will be inundated before the inundation of houses. All of these will cost significant amount of money to take corrective measures without which the villagers will be unable to use the facilities.

- Another report[58] noted that Union Parishad office in Dhulasar was given a solar panel under another UNDP project and subsequently CDMP also provided the same, causing duplication.

The MTR did not find any evidence of CDMP's monitoring of value for money.

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[54] During field visit, the evaluation team learnt from discussions with community members and the NGO implementing the housing programme that all houses had similar problems of seepage through the roofs.
[55] This was observed by the MTR team, as well as noted in a staff report way back in March 2012. (See Asit Kumar Muktomoni, Shantana Rani Halder, Amirul Islam Khan. _ONE PAGE MISSION REPORT SUMMARY_, Report Date: 20 March 2012)
[56] At the time of the evaluation team visit, only ten toilets were completed, although the pan is to cover all the 58 households.
[57] Asit Kumar Muktomoni, Shantana Rani Halder, Amirul Islam Khan. _ONE PAGE MISSION REPORT SUMMARY_, Report Date: 20 March 2012)
[58] CDMP. Meeting Minutes of LDRRF Project Progress Review Committee, March 21 2011

> **Conclusion:**
>
> 1. The MTR has not obtained systemic data on efficiency. However, weak monitoring and quality assurance in LDRRF projects may have on some occasions led to compromising on efficiency and cost-effectiveness.

4.5 Structure and System:

Questions addressed: Is the CDMP II team composition and structure optimal and effective? To what extent technical and capacity building support provided and required to deliver the outcomes are available during project implementation? How are implementing agencies (NGOs, local authorities) selected and their work monitored? What M & E system/strategy and quality assurance system have been put in place and how effective are these? Are the progress reports evidence-based and do these track outcomes?

The executive structure of CDMP is headed by the NPD who, as per the ProDoc, provides overall leadership and direction to the team, and operational responsibilities for planning, implementation and monitoring of programme activities on a day-to-day basis falls on the Programme Manager (PM). The ProDoc also uses the term 'Lead Adviser' for PM at the same time. Alongside the PM is also a Deputy NPD who is part of the Project Management Unit.

In practice, this design in the ProDoc left room for confusion and overlap, especially between the NPD and PM/Adviser. Interviews with staff at all levels indicate that there is lack of clarity among staff as to who to report to as they often get different instructions from both NPD and PM. This has caused frustrations and loss of morale among a number of staff. This is compounded by the fact that there is no forum in CDMP where team issues can be discussed and resolved – the only instance where staff could explore team and management issues within the team was about 18 months ago when a retreat was held.[59] The specific issues the MTR was able to validate from the interviews are as follows:

1. Annual workplans (AWPs) are prepared and approved, but during implementation, staff responsible for particular activities are sometimes instructed to do things quite different, even if these was not planned for;
2. Some senior specialist staff who have supervisory responsibilities over other staff in their team often find that their staff are instructed directly by NPD to undertake tasks which the supervisor was unaware of, upsetting activity plans that the sub-team may have drawn up earlier;
3. Staff find that making monthly plans for different activities does not work as they may be called upon to do something entirely different;
4. All of these are leading to lack of initiative and a culture of top-down management where staff would much rather wait to be told what to do, rather than take initiative to do things which they fear may be counter-productive.

The MTR team was left in no doubt that this confusing state of affairs which has caused much frustration and demoralisation among a substantial number of staff is partly the reason why implementation progress in phase II on certain areas has been delayed. Staff working for CDMP are probably some of the most professionally qualified people in the country, and this also means that if they see themselves underperforming for reasons to do with organisational confusion and lack a clear sense of direction, they can be easily frustrated. The MTR team cannot over-emphasise how urgently this issue needs to be resolved, if CDMP is to get out of a kind of logjam it appears to have got into in terms of pace of implementation. An additional compounding factor in this is that the budget of CDMP II has gone up by over 50% from what was originally designed for, and this merits a fresh look at the staff capacity as well, especially in LDRRF which is required to absorb most of the increased funds.

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[59] The MTR team was informed that staff meetings that used to be a forum for information sharing are no longer held. Information is being shared via email and informally during conversations with colleagues.

CDMP has developed a monitoring and quality assurance plan[60] which adopts a multi-pronged strategy in activity planning, implementation and monitoring involving four key elements:

i) AWP which articulates the purpose alignment with government's activities and assigns specific responsibilities for delivery;
ii) Monthly delivery plan;
iii) Results framework to track and record accumulated output and outcome level programmatic achievements; and
iv) Engage eight Programme & Monitoring Officers in activity implementation process and results monitoring.

The MTR found that CDMP's M & E system is comprehensive and the M &E team well informed of M & E issues. Field visits and monitoring reports, including BTORs are produced regularly. However, follow through on the observations made in the reports is poor, indicating a gap between monitoring and action. The weaknesses in implementation of some of the structural and non-structural interventions made by the MTR team were also noted in several internal monitoring reports, some of which were written at least 4-6 months before the MTR team's visit. However, corrective actions were yet to be taken. In case of disaster resilient habitat (see section 4.4 above), questions about quality of materials were raised in March when construction was taking place, and by the time of the MTR's visit all the families had moved into the houses, and no corrective actions taken till then.

Overall, the MTR found CDMP weak on tracking outcome, and sometimes, even outputs. Most of the reports seen by the MTR team were strong on detailed activity reporting.[61]

Conclusions:

1. The ProDoc has left room for confusion in the management structure of CDMP which is causing under-achievement and frustrations within the programme.

2. Originally unplanned increase in funding following the inception of the project has not been matched by enhancement of staff capacity to deliver a significantly larger programme than was envisaged.

3. CDMP's reports and information management is activity-oriented, with weak emphasis on outcome.

R14: UNDP to discuss with GoB and CDMP and clarify managerial responsibilities of NPD and PM and draw clear lines of reporting and operational responsibilities for staff at various levels, and ensure that appropriate mechanisms for team consultation and planning are put in place within CDMP.

R15: UNDP to undertake a rapid review of CDMP staff capacity and draw up plans to ensure that staff capacity match the needs of a scaled up programme.

R16: UNDP needs to help CDMP in putting to practice an effective quality assurance plan which was developed earlier, and support in developing simplified outcome reporting format and mechanism.

4.6 Lessons Learned and Replicability:

Questions addressed: Are the activities and lessons emerging from the project scalable and likely to make wider impact in future? Are there innovative approaches emerging from this programme? Which elements of the project are replicable and which are not, and why? How are the lessons from the project disseminated and are these being used to influence policies and practices nationally? What is the contribution made by CDMP to development of regional (SAARC) initiatives on DRR and CCA?

CDMP has generated several important lessons and experiences which are potentially

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[60] CDMP. Monitoring, Evaluation and Quality Assurance Plan
[61] This observation was also made by development partners repeatedly in their comments to CDMP on AWPs.

scalable and replicable. Supporting local government and community empowerment through CRA process as a tool for development planning is now being used in the country by many agencies who have adopted CDMP's CRA format. These have potential to create demand on the state and duty-bearers by citizens.

The urban work and methodology is a good start and should be continued. Urban volunteers and school safety approaches should receive adequate attention and institutional support from the Government nationally.

CDMP's support to education institutions and their inter-linkages is innovative in Bangladesh context. CDMP should shape the network as a core vehicle to advance Bangladesh's knowledge on disaster management. The IVR system is a technological innovation, which has already won awards at the Digital Innovation Fair 2011 and e-Asia 2011 for the Best ICT Initiative in Climate Change and Disaster Management. However, its impact on reducing risk will depend on whether the forecasts are relevant and actionable.

MTR notes that some of the CDMP approaches have potential to scale up, create greater impact and add to further innovation. The lessons from the project are largely being shared through various events for training, consultation and knowledge sharing. CDMP's strategic position in coordinating inputs for various international events such as the ISDR Asian Ministerial Conference on DRR, the 17th Conference of the Parties (COP17) to the United Nations Framework Convention on Climate Change, Rio+20 United Nations Conference on Sustainable Development, and the SAARC Action Plan for DM have been important forums to influence change nationally. To date, however, knowledge sharing and communication have been focused at the national/central level and among the technical community, and less at the local level, particularly in addressing the knowledge and communication needs of at-risk women, men and children.

Conclusion:

1. CDMP has done well in terms of developing scalable and innovative models which are already being replicated in the country. Its lessons sharing however remains targetted at national and regional audiences, and not enough attention is given at local /grassroots level.

4.7 Communication and Knowledge Management:

Questions addressed: How effective is the communication and visibility strategy? Do they represent a balance of topics and products, and the way knowledge is communicated (online, offline, use of different media). Do they complement each other? To what extent awareness within communities and other stakeholders on DRR and CCA has increased? What results have been achieved through the knowledge management and networking strategies used by the project? What value is added to the core purpose of the programme by the networks (KM processes and initiatives) that have been facilitated so far? What has been the effect of DMIN/DMIC on awareness and action on DRR and CCA? To what extent support to various academic, training and research organisations created greater capacity in the country to take the CCA and DRR agenda forward?

a. Knowledge services externally and internally oriented:

CDMP has developed a knowledge management strategy that includes both externally-oriented knowledge services - to national and local governments, to those working in or teaching/studying disaster management (DM) in Bangladesh and the international community - and internally-oriented knowledge services within the programme and with its key affiliates (i.e. DMRD, DMB, DoRR and sectoral ministries).

One key point to stress is that a large proportion of the knowledge products generated are developed by or for the national/regional level and the technical community, and products directed at local community are few and far between.

It is also important to note that through CDMP II's implementation modality, all communication and knowledge products developed by the CDMP team for external audience require the

endorsement of the Disaster Management Bureau (DMB) and/or DMRD prior to its dissemination. This limits the channels for delivery and dissemination of communication and knowledge products. For example, CDMP can only partner with public press institutes, and cannot directly enter into a contractual relationship with private media agencies, though it can connect and share information with private media agencies without any contractual agreement.

b. Key achievements of the knowledge management (KM) strategy:

Some of the key achievements in KM were as follows:

(i) Increasing visibility and raising the profile of DRR and CCA in Bangladesh internationally: CDMP has been supporting the GoB in their participation in various international forums and events on DRR and CCA. These include the United Nations International Strategy for Disaster Reduction (ISDR), Global Platform on DRR, HFA reporting, COP17 and Rio+20. CDMP is coordinating contributions and facilitating the development of a country paper for the ISDR Fifth Asian Ministerial Conference on Disaster Risk Reduction. Additionally, CDMP is supporting the DMRD in drafting the South Asian Association for Regional Cooperation (SAARC) Plan of Action for Disaster Management (2011-2015). CDMP also contributed content to SAARC's South Asian Disaster Knowledge Network.

(ii) Solution Exchange on the right track: Experiential or tacit knowledge on DRR and CCA that is in people's head and is useful in specific contexts are being drawn through the Climate and Disaster Risk Reduction (CDRR) Community of the Solution Exchange Network (Solex). Solex was established 13 months ago as an email-based discussion list, and now has over 460 members. The MTR team has received positive feedback on Solex. Many of the informants are members of Solex and they find the network useful and relevant to their work. However, there are comments that voices from the community were not well represented in the email discussions. CDMP staff members are using Solex for promoting and obtaining feedback on CDMP's work, and for sharing knowledge.

A review was conducted six months after the launch of the community in December 2011. The review noted that growth of the CDRR Community averaged 22 members a month; and one in four members of the community were contributing to the discussions. Respondents appreciating the service mentioned potential of the community to facilitate access to solutions and policy related discussions; raise awareness about issues and solutions; and hear from a wide and inclusive membership. Working in Bangla as well as English was cited as a special feature.[62]

Solex plans to: (a) develop a web platform for the community to increase interactivity and provide additional services; (b) develop thematic knowledge products to influence policy and impact upon specific sectors; and (c) organise various face-to-face events to increase the value of community association, promote member interaction, learning and networking, and agree upon the community's agenda.[63] The MTR team believes that these are steps in the right direction for a vibrant and growing community of practice, and should be supported.

(iii) Good quality knowledge products: The MTR team received positive feedback on the quality of knowledge products. Many informants were pleased that they were consulted in the development of various knowledge products. From the reports supplied by CDMP, the MTR team gets the impression that CDMP goes through a thorough peer review and validation process while developing products.

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[62] Steve Glovinsky and Meghendra Banerjee, *Review Report for Solution Exchange Bangladesh*, 30 November - 8 December 2011.
[63] Interview with Dilruba Haider, CDMP II Community Facilitation Coordinator, Climate and Disaster Risk Reduction, Solution Exchange Bangladesh; and Steve Glovinsky and Meghendra Banerjee, *Review Report for Solution Exchange Bangladesh*, 30 November - 8 December 2011.

c. Shortcomings of the KM strategy:

(i) CDMP website: Not all CDMP knowledge products are easily accessible both online and offline. Some of the MTR team's informants commented that they need to proactively seek information from CDMP. CDMP website currently is not a comprehensive reflection of all of CDMP's achievements and knowledge generated. Essentially, the CDMP website should be a central repository of all knowledge products, including reports, research studies, training materials, workshop proceedings, case studies, newsletters, press releases, videos, photos, etc. In addition, lessons learned and other forms of tacit knowledge can be captured through discussion forums that are being considered in the concept note for a web development strategy. Links to references being made about CDMP would also be useful, e.g. articles about CDMP in newspapers, magazines and publications, and blogs that refer to CDMP.[64]

(ii) Web statistics: Currently, web statistics are not being collected for the CDMP website and the DMIN portal. It is essential that web statistics are collected for purposes of understanding and optimising web usage.

d. Communication and visibility Plan:

CDMP has developed a Communication and Visibility Plan that gives the objectives and highlights the activities that CDMP has chosen to focus on. The key communication objectives of CDMP II are to:

• inform and motivate the stakeholder groups, actors and institutions toward recognising disaster risks, and promoting actions to strengthen different capacities of the DM system;
• support the national DM system in addressing its communication needs; and
• ensure that the profile of the project, its activities, progress and contributing partners (UKAid, EU, Norway, Sida, AusAID, UNDP, and GoB) are visible, and that information, knowledge products and services are accessible and timely.

Most of its activities and completed outputs, thus far, are targeted at the central/national level (e.g. monthly news bulletin, media coverage of national events, and Dhaka-based events). The information needs and suitable media for communication at the local and community levels should be addressed in the remaining period of CDMP II.

While the plan captures core elements of a good communication strategy, a more thorough investigation of the needs and expectations of the target users are needed in development of the communication strategy. For example, based on the MTR team's meeting with donor agencies, it appears that the latter do not have a full grasp of what CDMP is doing as it has a large number of sub-components. Donors are interested in results and outcomes that they can report on. In addition to the quarterly and annual progress reports that donors receive, it may be useful if donors received shorter more regular updates that highlight results by outcome areas.

A strategy also needs to be developed for use of different media formats in an integrated manner. Many of the media/channels (e.g. poster, flyer, video, folk performances) when combined with interpersonal communication, can become more effective behaviour change interventions. The community radio initiative planned under CDMP II can be complemented with feedback from listeners through mobile phone, and the dissemination of the same message through flyers.

e. Research, training and education network:

The BDMERTN currently consists of 28 public and private universities, and training and research institutes,[65] 18 of which were already part of the network during CDMP I. CDMP

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[64] A concept note for a web development strategy has been developed that outlines the steps for revamping its website to better showcase CDMP's work and increase stakeholder's access to information related to CDMP.
[65] As of June 2012. CDMP, *Log Frame: Resources and Results Framework*, undated.

plans to expand this network to 41 universities/institutes. The support on capacity development CDMP offers to the BDMERTN members include enhancing the DM knowledge of faculty members, review and improvement of DM course materials for their target groups, and participation in knowledge exchange workshops. For selected institutions, information and communication technology (ICT) equipment is provided for establishing e-learning centres, and DRR/CCA books are being procured for their libraries.

As discussed in section 3.1, CDMP's support to educational institutions and networks have transformed the professional landscape of DM professionals in the country. Members of the BDMERTN are using the network to promote new courses. CDMP is using the network to standardise DM curriculum and obtain feedback on various training materials, including e-learning courses. However, the process appears to be losing momentum due to weak follow up from CDMP since the departure of a Learning and Development Specialist last year.

In a review undertaken by the UNDP Asia Pacific Regional Centre on CDMP's learning and development strategy, the report noted: "…no evidence was presented on whether members have been engaged in collective action that are mutually beneficial, that they are sharing resources i.e. knowledge and they are seeking synergies. In its current form, the partnership is bilateral between CDMP and individual centers/universities. CDMP creates the space for face-to-face meetings to consult them on the CDMP support. The process thus missed the opportunity of members planning, acting together to achieve common goals-as a 'network'.[66] The MTR thinks that facilitating this process toward developing a truly networked forum should now constitute a key priority.

Conclusions:

1. CDMP's communication and knowledge products have raised the profile of DRR and CCA within the country as well as internationally. However, it has been less successful in dissemination and communication when it comes to local communities.

2. CDMP's communication plan requires it to take into account the needs and expectations of different stakeholder groups, such as donors, and ensure that products are tailored to meet these needs.

3. The engagement and knowledge sharing between education network members remain limited.

Recommendations:

R17:   Mainstream knowledge sharing in CDMP project planning and budgets by making knowledge sharing a part of programme work processes. For example, transforming monitoring visits into a learning and knowledge sharing exercise. Or, making release of funds to implementing partners linked with the entry/update of project information in projects database, and/or the sharing of results and lessons learned based on a template provided by CDMP, which can be completed online on the DMIN portal and shared.

R18:   CDMP needs to recruit the Learning and Development Specialist urgently.

4.8 Sustainability:

Questions addressed: _What mechanisms/ arrangements been put in place to sustain the outcome of the programme in future? To what extent political leadership is engaged in the CDMP to take forward the work in future? To what extent local institutions and communities have participated in the various activities of the project and taken ownership of activities? What plans the GoB has for continued funding of the key initiatives under the programmes?_

The ProDoc emphasises on sustainability and outlines a set of strategies and principles to make the CDMP's initiatives sustainable. First, it emphasises on the core business of the Ministries to move away from a project-culture of implementation. Second, DMB was to create five analyst/officer level positions to be recruited, as per GoB procedures, and trained

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[66] Sanny Jegillos, _Review of Learning and Development strategy of CDMP I and enhancing CDMP's proposed activities under Phase II_, December 2010.

them during the project period to take forward some of the critical policy and capacity development work of CDMP.

The MTR team believes that the DRR concept promoted by CDMP will sustain beyond the project life. A number of strategies adopted by the project would be of help: first, inclusion of DRR into regular training and education curricula; second, engagement of Bangladeshi institutes in sophisticated research on DRR (micro-zonation). The educational and professional network CDMP helped facilitate, if strengthened, could also sustain itself without ongoing support from CDMP.

The sustainability risk is however high in a number of initiatives, which are evident in the programme design and implementation. The institutional capacity continues to be weak at district/upazila and city corporations level, as the following examples illustrate:

- contingency planning conducted while City Corporation does not have active institutional structure to implement the plan;
- urban volunteers have been trained without agreeing on the shape of institutionalisation and long-term strategies;
- members of DMCs change almost every five years – challenge is how to establish an institutional model[67] to continue training the DMC members.

The key challenges to mainstreaming DRR and CCA agenda are no longer in the mind-set of officials that was the case five years ago; now it is more to do with institutions and capacity. This requires higher political engagement - for example enhanced human resource at local level for disaster management.

As discussed in section 3.5, the capacity of DMB remains weak, and the recruitment of the five analysts/officers have not taken place. Meanwhile, there is a plan for setting up a National Disaster Management Training and Research Institute by the GoB to specifically focus on DM and DRR capacity, and once set up, this might be a potential successor to CDMP in terms of the *platform* role. However, this is unlikely to happen in the next 2-3 years, and hence there is a need to think of a phase III, post-2014. The question of sustainability of structural interventions currently supported by CDMP is a complex one, and is linked to the capacity of upazilas and unions which thus far remains limited. In planning for phase III, the MTR believes that the focus ought to be on deepening the engagement at district, upazila and union levels with emphasis on capacity building in an integrated way. This would require working closely with other ongoing initiatives in the country which are also targeting these institutions for improving development planning and delivery at grassroots.

The recipient communities generally treated the project services as relief and recovery support[68] to the affected community because of the top-down way these were implemented. An important element of sustainability is the creation of citizen's demand for DRR services and on this, CDMP has done little so far.

Conclusions:

1. The policy, knowledge management and advocacy work of CDMP are likely to sustain in the long run, although further support may be needed beyond 2014 as key institutions are still evolving.

2. Without deepening the engagement and capacity building work with the DMCs and grassroots institutions and communities, the risk reduction work funded directly by CDMP through LDRRF cannot be sustainable, and this calls for a change in approach.

Recommendations:

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[67] NILG is mandated to provide training to the elected local government officials. Further strengthening of NILG system and structure may help address the issue.
[68] Asit Kumar Muktomoni, Shantana Rani Halder, Amirul Islam Khan. *ONE PAGE MISSION REPORT SUMMARY*, Report Date: 20 March 2012

R19:	By the end of 2012, CDMP needs to initiate the process of planning for phase III which ought to have greater focus on capacity building at district, upazila and union levels, and on working closely with other key initiatives and Departments which have similar aims.
R20:	A rapid review of CDMP's LDRRF component of the work needs to be undertaken by mid-2013 to assess their contributions to capacity building and sustainability, and this ought to determine the scope and size of direct funding of risk reduction activities by CDMP in phase III.
R21:	CDMP needs to develop approaches for strengthening active citizen's participation and activism to make demands on the State for DRR measures.[69]

Section 5

Overall Conclusions and Recommendations

In the preceding sections, MTR has presented its detailed findings, conclusions and recommendations. Based on a synthesis of these, the MTR draws broad conclusions on six key issues /areas which stand out from the analysis, and these are presented in the following paragraphs.

1. Policy development and mainstreaming disaster risk reduction:

At the national level, CDMP has created a paradigm shift from disaster response to risk reduction, and good progress continues to be made on policy development at national level. CDMP's investment over last seven years resulted in greater policy attention to urban risk management. Key gaps and priorities have been identified and revised SOD – which CDMP was involved in drafting - has clarified management and leadership roles in urban disasters. In phase II, CDMP's core success has been in enhancement of technical capabilities in seismic-zonation which is likely to influence future urban planning in the country.

With an investment of US$10 million going into 16 different departments (spread over 13 Ministries), the result has been uneven, with Departments like FSCD, DAE, MoWA, FFWC, BMD, GSB having made significant progress, while for several others the outcome so far remains unclear in terms of their contribution to DRR. Further, the institutional weakness of DMB, CDMP's key counterpart, remains a major limitation to strengthening the mainstreaming process nationally.

Atthe local level, i.e., districts, upazilas and unions, while awareness about DRR has

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[69] For example, it can build advocacy capacity of its civil society partners including media, NGOs, networks and professional associations; at the same time, capacity building approach for vulnerable people should focus on building understanding about what rights people have in DRR and how these pursued and realised.

increased, absorption and adoption of DDR and CCA principles remains limited as the Government apparatus at these levels still remain entrenched in conventional relief-delivery mode.

Recommendations:

R3:   Working with the IMDMCC, CDMP to help GoB identify a suitable 'home' for urban volunteers so that they are able to work within a coherent and well-equipped structure with clear lines of communication and leadership.

R4:   Develop a systematic approach to public awareness on urban disaster by diversifying tools and methods with the help of professional institutions, and develop a systematic monitoring system for tracking changes in public perception. This should target both urban and rural population.

R5:   UNDP to help FSCD in establishing close links with International Search and Rescue Advisory Group (INSARAG).

R6:   Invest in identification of institutional arrangement and capacity to sustain the training programme for DMCs and school safety initiatives.

2. Capacity building:

CDMP identified gaps in preparedness and early warning system and developed right strategy, but progress on implementation has not always been even. While it made significant progress in number of areas such as clarifying policy options, addressing early warning needs and information management, CDMP is yet to make a systemic impact on the DMCs and local authorities' preparedness to respond to any major disaster.

CDMP's capacity building approach lacks systemic efforts based on a comprehensive analysis of institutional strengths and weaknesses. Linkage between LDRRF-funded risk reduction activities and other CDMP-supported activities at community level of various Ministries is currently missing. At the community level, the relationship between climate change and DRR interventions needs better clarity for programme planning and delivery by DMCs. The current implementation approach for LDRRF activities is not conducive to building sustained capacity at the local government level.

Recommendations:

R1:   CDMP needs to build closer relationship with upazila and union DMCs, and develop a first-hand understanding of the area and communities where it implements structural interventions; CDMP's staff capacity for community vulnerability analysis needs to be strengthened so that upazila-led planning does not become a substitute for involvement of the most-vulnerable directly in decision making process.

R7:   Invest in identifying and addressing gaps in the country's early warning capacity for location-specific warnings for flood and cyclone.

R8:   For support to DMCs, DMIC needs to step away from a purely IT-driven outlook and focus on the processes. In the roll out of the databases and information management systems, there are numerous challenges that are often more political and social, rather than technical, and these need to be addressed by DMIC together with the relevant stakeholders. They include issues regarding ownership of the databases and systems, and their sustainability; their acceptance and incorporation in everyday work processes; the standardisation of methodology for data collection, validation and analysis; and the usability and relevance of the information produced and disseminated in the local contexts.

R11:   CDMP to work with DAE, Department of Fisheries and Department of Public Health Engineering to explore how the activities funded by the former through these

agencies can be better aligned with activities funded through DMCs/NGOs.

R12:   Develop *practical* guidelines and training for DMC officials and village heads to show how DRR can take into account CCA challenges in programming terms.

3. CDMP's role:

CDMP II project design has given it, broadly, two different roles – (a) as a *platform,* facilitating and setting the conditions for all key institutions in the country to insitutionalise DRR and CCA in all aspects of development work; and (b) strengthen delivery of risk reduction outcomes for at-risk communities at the grassroots level. To this extent, CDMP II project outcomes and design remain relevant. However, in the light of several initiatives on various aspects of DRR and CCA ongoing in the country, CDMP II needs to reassess some of the activities it has been undertaking to ensure that these are closely aligned with what others are doing and that these are built on CDMP's distinctive competence.

In terms of the delivery role, CDMP needs to articulate its role and scope with greater clarity. CDMP's structural interventions at community level potentially can have significant impact on DRR if the structures were planned in a more comprehensive manner involving assessment and mapping of total village hazards and implemented to a scale that can have a significant impact on major hazards. Integration of CDMP II activities with other local development plans are often weak, especially where there has been a large time-gap between undertaking a comprehensive CRA, RRAP and activity implementation.

The expectation that CDMP II, because of commanding a bigger budget than its precursor, can somehow directly reach out to 2,000 unions and make a significant impact on delivery of DRR solutions directly at community level is over-ambitious and unrealistic, given the resources and capacity CDMP currently has. With an average budget of Taka 1.5 million over five years for one union (covering 2,000 unions), it can not make any significant impact on disaster situation even in a small part of an union which covers, roughly, an average population of 25,000.[70] CDMP therefore still remains essentially a pilot in so far as its LDRRF programme is concerned – generating models that are capable of providing DRR outcomes and can be replicated.

Recommendations:

R2:   While all hazards in a village may not be addressed through CDMP supported interventions, the activities implemented must be to a scale that has potential to make significant effect on a major disaster in the villages where CDMP interventions are made.

R13:   In order to develop a systematic engagement with DMCs and build their capacity for planning and delivery of DRR outcomes, CDMP needs to strengthen its staff capacity at field level, or outsource tasks to professionally experienced organisations which have experience in capacity building at local government level as well as capacity to implement projects at community level.[71]

4. Structure and system:

The ProDoc has left room for confusion in the management structure of CDMP which is causing under-achievement and frustrations within the programme. Unless this is addressed, CDMP is unlikely to operate at an optimal level of performance. Furthermore, originally unplanned increase in funding following the inception of the project has over-stretched staff capacity. In terms of key system within CDMP, weak monitoring and quality assurance of LDRRF projects may have on some occasions led to compromising on efficiency and cost-

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[70] At current level of resources, CDMP's investment in 2,000 unions would mean an average investment of 0.7 cents (Taka 60) per capita over five years on risk reduction.
[71] It is understood that CDMP has now decided to involve NGOs with professional capacity in this area to support in the capacity building work.

effectiveness. CDMP's reports and information management is weak on its emphasis on outcome.

Recommendations:

R14:   UNDP to discuss with GoB and CDMP and clarify managerial responsibilities of NPD and PM and draw clear lines of reporting and operational responsibilities for staff at various levels, and ensure that appropriate mechanisms for team consultation and planning are put in place within CDMP.

R15:   UNDP to undertake a rapid review of CDMP staff capacity and draw up plans to ensure that staff capacity match the needs of a scaled up programme.

R16:   UNDP needs to help CDMP in putting to practice an effective quality assurance plan which was developed earlier, and support in developing simplified outcome reporting format and mechanism.

5. Innovation, knowledge management and communication:

CDMP has done well in terms of developing scalable and innovative models which are already being replicated in the country. Its lessons-sharing however remains targeted at national and regional audiences, and not enough attention is given at local /grassroots level. CDMP's communication and knowledge products have raised the profile of DRR and CCA within the country as well as internationally. However, it has been less successful in dissemination and communication when it comes to local communities. The engagement and knowledge sharing between education network members remain limited.

CDMP's communication plan requires it to take into account the needs and expectations of different stakeholder groups, like donors, and ensure that products are tailored to meet these needs.

Recommendations:

R17:   Mainstream knowledge sharing in CDMP project planning and budgets by making knowledge sharing a part of programme work processes. For example, transforming monitoring visits into a learning and knowledge sharing exercise. Or, making release of funds to implementing partners linked with the entry/update of project information in a projects database, and/or the sharing of results and lessons learned based on a template provided by CDMP, which can be completed online on the Disaster Management Information Network (DMIN) portal and shared.

R18:   CDMP needs to recruit the Learning and Development Specialist urgently.

R9:   Design a longitudinal study to examine effectiveness of DRR approaches in various climate change scenario.

R10:   In urban DRR, CDMP needs to engage with the urbanisation issue and explore where it can add distinctive value to city governance in the future in the context of climate change.

6. Sustainability:

The policy, knowledge management and advocacy work of CDMP are likely to sustain in the long run, although further support may be needed beyond 2014 as key institutions are still evolving. CDMP needs to identify institutional gaps in mainstreaming and intensify its advocacy role to address them. The risk reduction work funded directly by CDMP through LDRRF can be made sustainable by deepening the engagement and capacity building work with DMCs and grassroots institutions, and this calls for a change in approach.

Recommendations:

R19: By the end of 2012, CDMP needs to initiate the process of planning for phase III which ought to have greater focus on capacity building at district, upazila and union levels, and on working closely with other key initiatives and Departments which have similar aims.

R20: A rapid review of CDMP's LDRRF component of the work needs to be undertaken by mid-2013 to assess their contributions to capacity building and sustainability, and this ought to determine the scope and size of direct funding of risk reduction activities by CDMP in phase III.

R21: CDMP needs to develop approaches for strengthening active citizen's participation and activism to make demands on the State for DRR measures.