

UNITED NATIONS DEVELOPMENT PROGRAMME

PROGRAMME OF THE GOVERNMENT OF THE PEOPLE'S REPUBLIC OF BANGLADESH  
PROGRAMME SUPPORT DOCUMENT (PSD)

National Executing Agency: Ministry of Disaster Management and Relief  
National Implementing Agency:

UN Implementing Agencies: United Nations Office for Project Services (UNOPS)  
Food and Agriculture Organization of the United Nations (FAO)

Names of additional partners : Disaster Management Bureau (DMB),  
if any ( particularly agencies Directorate of Relief and Rehabilitation  
in the United Nations Development (DRR), Department of Environment (DoE),  
Group, as appropriate ): Bangladesh Fire Service and Civil Defense  
(BFSCD), NGOs, Private Sectors

Number and Title of Programme or Project: BGD/01/004/A/01/99 – Comprehensive Disaster  
Management Programme (CDMP)

Brief Description

This programme has been designed from the Comprehensive Disaster Management Programme Framework Document (2000). The long-term **National disaster management vision** is to reduce the vulnerability of the poor to the effects of natural, environmental and human induced hazards to a manageable and acceptable humanitarian level through enhancing community resilience and integrating sustainable risk management initiatives within development planning considerations. This programme aims to work toward the attainment of this vision. The **major programme objective** for the next five years being "to strengthen the capacity of the Bangladesh disaster management system to reduce unacceptable risks and improve response and recovery activities." This will be achieved through the implementation of specific component strategies that will target the transition of the disaster management programming emphasis from relief to risk reduction. The components will address the mainstreaming of disaster management within development and investment programmes, the strengthening of community institutional mechanisms, expanding preparedness programmes to cover existing and new hazards; implementing a skills development programme to professionalise the disaster management efforts at all levels; and studying the key urban risk management challenges.

Date: 28 November 2002

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## List of Acronyms and Abbreviations

ADAB	Association of Development Agencies in Bangladesh
ADB	Asian Development Bank
ADPC	Asian Disaster Preparedness Centre, Bangkok
AFD	Armed Forces Division
AusAID	Australian Agency of International Development
BBS	Bangladesh Bureau of Statistics
BDPC	Bangladesh Disaster Preparedness Centre
BDRCS	Bangladesh Red Crescent Society
BIWTC	Bangladesh Inland Water Transport Authority
BMD	Bangladesh Meteorological Department
BPATC	Bangladesh Public Administration Training Centre
BPDB	Bangladesh Power Development Board
BRAC	Bangladesh Rural Advancement Committee
BRDB	Bangladesh Rural Development Board
BTTB	Bangladesh Telegraph and Telephone Board
BWDB	Bangladesh Water Development Board
CARE	Co-operative Agency Relief Everywhere
CBO	Community Based Organization
CDMP	Comprehensive Disaster Management Programme
CDP	Community Development Programme (of BDRCS)
CEN	Coalition Environmental NGOs
CERP	Coastal Embankment Rehabilitation Project
CIDA	Canadian International Development Agency
CPP	Cyclone Preparedness Programme
CPP-II	Cyclone Protection Project II
DAE	Department of Agricultural Extension
DC	Deputy Commissioner
DANIDA	Danish International Development Agency
DFID	Department For International Development (UK)
DGHS	Directorate General of Health Services
DM	Disaster Management
DMB	Disaster Management Bureau
DMIC	Disaster Management Information Centre
DMTATF	Disaster Management Training and Awareness Task Force
DOE	Department of Environment
DPE	Directorate of Primary Education
DPEC	Departmental Project Evaluation Committee
DPHE	Department of Public Health Engineering
DPP	Disaster Preparedness Programme (of BDRCS)
DRR	Directorate of Relief and Rehabilitation
DSE	Directorate of Secondary Education
DSS	Department of Social Services
EC	European Commission
ECC	Emergency Coordination Committee
EGIS	Environment and GIS Support Project for Water Sector Planning
EOC	Emergency Operations Centre
EPD	Economic Planning Division
EPR	Emergency Preparedness and Response
ERD	Economic Relations Division
EU	European Union
FAO	Food and Agriculture Organization of the United Nations
FAP	Flood Action Plan



FFW	Food-for-Work
FPCO	Flood Plan Coordination Organization (now WARPO)
FFWC	Flood Forecasting and Warning Centre (of BWDB)
GB	Grameen Bank
GIS	Geographical Information System
GoB	Government of Bangladesh
GPS	Global Positioning System
HKI	Hellen Keller International
HRA	High Risk Area
IDRM	International Institute for Disaster Risk Management (Philippines)
IFRC	International Federation of Red Cross
IMDMCC	Inter-Ministerial Disaster Management Co-ordination Committee
IUCN	International Union for Conservation of Nature
ILO	International Labour Organization
ISDR	International Strategy for Disaster Reduction
IST	Implementation Support Team
JICA	Japan International Co-operative Agency
LGED	Local government Engineering Department
MIC	Mitigation Information Centre
MFL	Ministry of Fisheries and Livestock
MDMR	Ministry of Disaster Management and Relief
MoC	Ministry of Communication
MoF	Ministry of Food
MoE	Ministry of Education
MoLGRDC	Ministry of Local government Rural Development and Co-operatives
MoHFW	Ministry of Health and Family Welfare
MoS	Ministry of Shipping
MWR	Ministry of Water Resources
NDMC	National Disaster Management Council
NEC	National Economic Council
NGO	Non-Government Organization
NORAD	Norwegian Aid for Development
NPD	National Programme Director
ODA	Overseas Development Assistance
PC	Planning Commission
PIO	Project Implementation Officer
PPPDU	Policy, Programme and Partnership Development Unit
PSD	Programme Support Document
PWD	Public Works Department
PRIP Trust	Private Rural Initiative Programme
PVDO	Private Voluntary Development Organization
RHD	Road and Highways Department
SAR	Search and Rescue
SC	Steering Committee
SDC	Swiss Development Cooperation
SIDA	Swedish International Development Agency
SOD	Standing Orders on Disasters
SPARSO	Space Research and Remote Sensing Organization
SWC	Storm Warning Centre
SWMC	Surface Water Modeling Centre
TOR	Terms of Reference
UAO	Upazila Agriculture Officer
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities

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UNHCR  
 UNICEF  
 UNO  
 UP  
 USAID  
 VGD  
 WFP  
 WHO  
 ZDPS

United Nations High Commission to Refugees  
 United Nations International Children Fund  
 Upazila Nirbahi Officer  
 Union Parishad (council)  
 United States Agency for International Development  
 Vulnerable Group Development (Programme)  
 World Food Programme  
 World Health Organization  
 Zonal Disaster Preparedness Specialist

Key Outputs	Target Area or Groups	Sub-programmes	Strategic Direction
1. WFP/UN established and effective... 2. New MDRM... 3. Business and... 4. Professional... 5. Professional...	MDRM and... Agency staff	Capacity Building	Professionalization of the... Disaster Management System
1. High level... 2. Review of... 3. Training for... 4. National...	National... and... level officials	Development	Membering of... Risk Management... Programme
1. Inventory of... 2. Community... 3. A local... 4. A...	Local... and... Community... level	Community Engagement	Strengthening of... Community... Institutional Mechanism
1. Urban... 2.... 3....	Urban... and... selected... other... Cities	Research and... Information... Management	Expanding... programme... scope of... hazard
1.... 2. Regional... 3. Local... 4....	White... County	Response... Management	Operationalizing... response... systems



## Overview of Programme

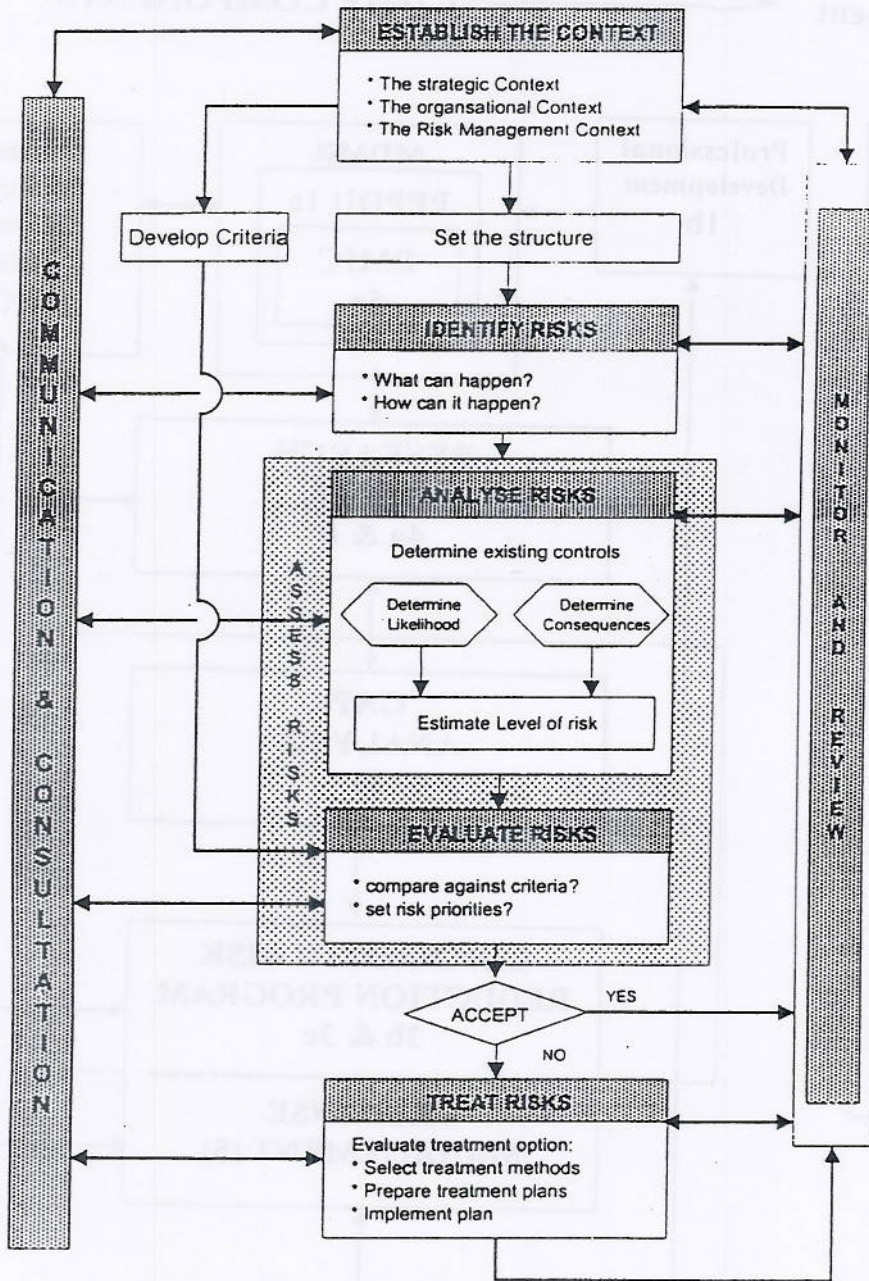
**Objective:** To strengthen the capacity of the Bangladesh disaster management system to reduce unacceptable risks and improve response and recovery activities

**Strategic Focus:** Move disaster management programming efforts from a response and relief emphasis to comprehensive risk management culture.

Strategic Direction	Sub-programmes	Target Area or Groups	Key Outputs
Professionalisation of the Disaster Management system	Capacity Building	MDMR and Implementing Agency staff	<ol style="list-style-type: none"> <li>1. PPPDU established and effectively executing its key functions</li> <li>2. New MDMR Allocation of Business and Organogram reflecting broader responsibilities in disaster risk management.</li> <li>3. Professional skills enhancement programme developed and implemented</li> <li>4. Professional training institutionalized</li> <li>5. Phase II programmes identified</li> </ol>
Mainstreaming of Disaster Risk Management Programming	Partnership Development	National, District and Upazilla, level officials	<ol style="list-style-type: none"> <li>1. High level advocacy programme established and implemented</li> <li>2. Review of the development project appraisal processes and integration of disaster risk management</li> <li>3. Training for national and sub national officials implemented</li> </ol>
Strengthening of Community Institutional Mechanisms	Community Empowerment	Union, Ward and Community levels	<ol style="list-style-type: none"> <li>1. Inventory of existing programmes developed and gaps identified</li> <li>2. Community risk management programmes based on formal hazard analysis</li> <li>3. A Local Risk Reduction Fund that is supporting community risk reduction efforts</li> </ol>
Expanding preparedness programmes across a broader range of hazards	Research and Information Management	Dhaka and selected other Cities	<ol style="list-style-type: none"> <li>1. Urban search and rescue pilot for Dhaka Fire Service based on earthquake threat</li> <li>2. Establishing an integrated approach to climate change risk management at national and local levels</li> </ol>
Operationalizing response systems	Response Management	Whole Country	<ol style="list-style-type: none"> <li>1. Upgrading of capacity in information management during normal and emergency periods.</li> <li>2. Regional networks strengthened</li> <li>3. Timely deployment of resources</li> <li>4. Operational response capacities strengthened</li> </ol>



Risk Management Standard (AS/NZS: 4360)



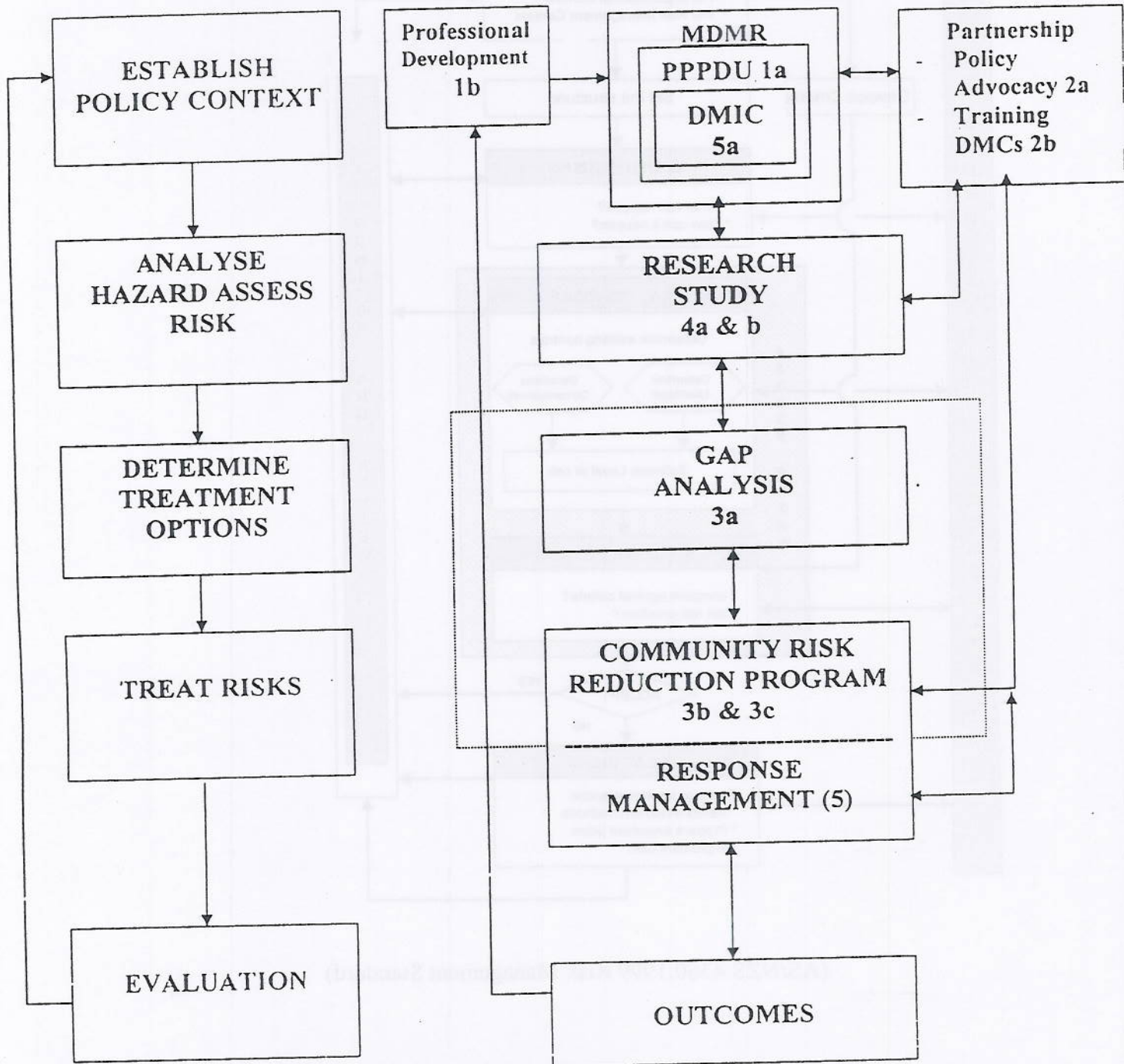
(AS/NZS 4360:1999 Risk Management Standard)

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CDMP COMPONENT AND RISK MANAGEMENT INTERFACE

Risk Management Process ↔ CDMP COMPONENTS



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## Section I: National Programme

### A. Analysis of the Problem

#### (1) The National Development Problems

Bangladesh is a small country. Geographically it abuts India to the west, north and east and borders Myanmar to the southeast. The Bay of Bengal provides its southern most border. Bangladesh is predominantly an agricultural economy with a very high density of population (140 Million as per 2001 census figures which represents 950 persons per sq KM) and poor resource base primarily dependent on traditional production technology. The level and magnitude of poverty is very endemic and the economy is almost in a low equilibrium trap. The problem is very often accentuated by natural disasters that frequently negate the progress of poverty alleviation and other development efforts and multiply its effects on development resources.

Historical statistics would suggest that Bangladesh is one of the most disaster prone countries in the world with the greatest negative consequences being associated with cyclones, flooding of a devastating nature, riverbank erosion, drought, earthquake, arsenic contamination, chemical pollutants, urban pollution, fire and roadside accidents. However the critical issue is not that Bangladesh has more of these events than other countries – it is that their communities are more vulnerable to their impacts and as such the consequences are more severe.

Internationally, the conventional disaster management model (with its focus toward response, and recovery) which is now acknowledged as generally failing to satisfy demands for safety, is being replaced by a more holistic approach, wherein the processes of hazard identification and mitigation, community preparedness, integrated response effort, and recovery are planned for and undertaken contiguously within a risk management context to address issues of vulnerability.

In many countries (both developed and least developed) the adoption of this strategy has been difficult to introduce for several main reasons:

- Lack of government commitment or understanding of the benefits of risk management to the development process.
- Lack of professional or skilled staff to drive the transition from a relief to risk management culture contained within the development environment.
- Weak institutional mechanisms and systems, particularly at national and district levels
- Absence of a comprehensive risk management programme which only serves to reinforce a single agency approach.

Vulnerability results from people being exposed to hazards that present an unacceptable level of risk to personal safety and their livelihood. The hazard is therefore the “trigger” that exposes the vulnerable elements of the community to greater risks. In practice, this usually refers to the poorest of society. Identifying, analyzing and assessing potential negative impacts of hazards and then targeting risk that is specific to communities will lead to an increase in community resilience and a decrease in duration of negative impacts as a result of this.

In Bangladesh the responsibility for risk reduction tends to be compartmentalized within single agency programmes. This creates a silo [and ownership] mentality of management and as such there is a significant unacceptable risk of trying to address vulnerability



reduction for a range of hazards simultaneously from within the often limited resource environment of a single department or organization. More and more organizations are now also moving into the disaster management field, particularly community disaster preparedness. Such projects are usually funded on a bilateral basis directly with NGOs and other Community Based Organizations.

Coordination across projects is difficult to achieve. Project designs tend to focus on "only part" of the total risk and in many cases communities in the same geographical area are targeted, which means that a large percentage of the country remains vulnerable and subject to further threats to livelihood. There are also a range of technical mitigation projects related to flood, arsenic contamination and river erosion. Many of these projects are incomplete in their design, as they have not addressed all elements [mitigation, preparedness, response and recovery] of the risk management process.

These issues combined often result in a lack of coordination between projects, duplication of effort and resources, a narrow focus on the range of hazards targeted and as a consequence of these factors, an overloading of community capacities in targeted areas which reduces their opportunity to receive full benefits from the projects.

Although there are well established project design appraisal systems to facilitate the approval of development projects, there is not an established mechanism that facilitates ongoing information sharing and collaborative partnerships across these projects following approval and implementation. Development planners have a major role to play in overcoming this problem and must take into account the fact that disaster/risk management strategies are an integral component of the broader development cycle. This cannot be undertaken as an ad hoc process, but should be integrated within the mainstream development planning and project design validation processes.

Although Bangladesh communities are renowned for their coping capacities to cyclones and floods there are other hazards that have the potential to have significant negative impacts on communities that will bring new considerations into the development planning process. Increases in population, population density and industrialization in urban areas have increased risk to fire, earthquakes and chemical exposure. Climate change influences such as global warming and sea level rise, Climate variability issues associated with El Nino and La Nina conditions are reported to influence the frequency and severity of cyclones, floods and drought. Sea level rise on the other hand will present far greater risks to coastal and island communities.

The potential impacts of these events on Bangladesh need to be extensively researched, or where this has already taken place, the findings should be validated through peer review and widely disseminated and incorporated within development strategies of all departments and organizations including NGOs. The mechanism to facilitate this should also be established or strengthened.

Bangladesh will also have to consider the impacts of such events on their neighboring countries as adverse impacts in these locations may have flow-on effects within Bangladesh (i.e. river flooding). It calls for international cooperation with India, Nepal, Bhutan and China for data and information sharing to strengthen the disaster management and early warning system. A mechanism should be established within Bangladesh to serve as the main focal point for all information sharing on risk reduction issues.

In Bangladesh the Ministry for Disaster Management and Relief (MDMR) has responsibility for coordinating and guiding the strengthening of disaster management capacities and processes. The primary functions associated with this task are outlined in the Government's Rules of Business and are undertaken by the Disaster Management



Bureau (DMB) and the Department of Relief and Rehabilitation (DRR). The rules of business currently do not reflect the MDMR being involved in a comprehensive risk management approach and will require reviewing and amendment.

The MDMR is currently classified as a "non development" Ministry and this may have a bearing on its ability to drive risk management within a development environment. The DMB is responsible for coordinating the strengthening of disaster management capabilities at all levels, but does not have the field outreach capacity to effectively undertake this task. Furthermore, the DMB has been created through project funding and is currently not a permanent fixture of the GoB staffing structure. It is understood that forty-one of the fifty two DMB staff will be established within the government system, however the professional capacities of these officers are very limited. The DRR manages the food assistance programme during normal times and coordinates relief efforts during emergencies. The DRR has field staff to support these activities however they rarely support DMB programmes. Both DMB and DRR experience problems with obtaining and retaining high quality staff. There are also concerns related to the professional competence of existing staff in respect to driving the disaster management programming transition from relief to risk management. Promotion opportunities within MDMR and its divisions are rare.

Unless these issues are addressed there must be some doubt as to the capacity of MDMR and its key units to effectively undertake its mandated responsibilities including those associated with the CDMP project.

Despite significant progress in strengthening the linkages between government and NGOs in recent years, the level of collaboration and cooperation has not reached a stage that would enable the development of joint and cohesive approaches to disaster reduction at the community level on a sustainable basis. More emphasis needs to be placed on strengthening this partnership, particularly when given that it is the communities themselves that are the first responders to emergencies.

Over the past ten years significant work has been undertaken under the auspices of the Support to Disaster Management (BDG/92/002) and other disaster preparedness projects to enhance the existing national disaster management capacities and to strengthen institutional mechanisms at all levels and particularly those related to achieving effective preparedness and response coordination. Despite the many program activities implemented by the DMB Project and other NGO disaster preparedness projects, there still remains a dearth of disaster management knowledge, skills and experience within the government, NGO sectors and lower level committees to facilitate the effective design, implementation, monitoring and evaluation of comprehensive disaster/risk management programs which extend from national through to community levels.

In addition, the key legislative and empowerment instruments – The Act, National Plan and Disaster Management Policy remain in draft form and as such are depriving the MDMR of the formal authority to undertake their mandated roles.

Whilst it is recognized that there is still a great deal of work to be undertaken to complete these strategies in many areas, it is now considered timely that renewed efforts be directed toward more comprehensive programming, that contextualises disaster management within a broader risk management framework. Communities will continue to remain vulnerable and the sustainability [effectiveness] of development aid programs will continue to be threatened, until such time that disaster risk management practices are accepted as an integral component of development planning.

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## (2) Past and Ongoing Programmes/Projects

From a disaster management perspective, the main project has been the Support to Disaster Management (BGD/92/002) that has been substantially funded by United Nations Development Fund (UNDP) and co-financed by DFID. The total budget for the programme was US\$4.1m, with in-kind contributions from GoB.

The development objective of the project is to enhance national capacity to plan and prepare for disasters and to cope with their consequences. The project is completed on 30 June, 2002. A recent review sponsored by DFID (Barrett/Matin January 2002) concluded that the project "made a significant contribution in laying the institutional foundations of effective disaster management in the country". Key achievements include, but not limited to:

- a. Local Disaster Action Plans (LDAPs) prepared in 29 districts, 84 upazilas (thanas), 776 unions and 24 paurashavas.
- b. Drafts of the Act, Policy and Plan for the implementation of national level disaster management programmes.
- c. Standing Orders on Disaster Preparedness which clearly defines the functions of different line ministries, departments and at the pre disaster, during disaster and post disaster phases.
- d. Training for 35,000 officials. This figure is based on a briefing from DMB officials to the DFID evaluation team. The type and quality of training could not be validated.
- e. The inclusion of disaster management topics within the school curriculum for classes V to XII.
- f. The establishment of a national Disaster Preparedness Day on the last working day in March.

A significant obstacle to the implementation and effectiveness of this project has been the DMB's inability to fulfill the long-term, non-rotational, staffing obligations on which the success of the project was dependent. The inability to recruit, retain highly qualified and competent staff on a long-term basis has decisively affected the effectiveness of DMB.

## (3) Other Disaster Management related Projects

The following table provides a summary of other disaster management related projects that are being implemented within Bangladesh.

Organization/Donor	Project
Ministry of Water Resources -World Bank	Water Sector Improvements Project (rehabilitating existing Structures)
BDRCS/IFRC	Community Based Disaster Preparedness Programmes
WB/DFID/Netherlands	Integrated Coastal Zone Management Programme
DHI/SWMC/DANIDA	Flood Warning/Messages
CARE: (funded by USAID)	Comprehensive DM 5 years Strategy/Plan NIRAPAD - Community Mitigation
Oxfam (Funded by DFID)	Number of Disaster Management Projects at National, District/ Upazila/ Union/ Community and family levels including training programmes
World Vision -USAID	Cyclone shelter/school/multi purpose construction and maintenance project
EU	Multi purpose Cyclone Shelter Project Study
EU	Primary School cum Cyclone Shelter in Coastal areas of Chitagon and Cox's Bazar districts (206 numbers).



#### (4) Problems to be addressed by the Programme

The following summarizes the key problems to be addressed:

- a. Whilst there is a general increase in awareness within political and policy sectors as to the potential consequences of hazard impacts upon development programs, there has not been any specific advocacy strategy to drive home the importance of integrating risk management practices within development planning.
- b. Bangladesh has an extensive disaster management institutional mechanism. However, it still tends to be regarded as a system that is activated as and when a disaster situation presents itself.
- c. Whilst there is some liaison and information sharing, there needs to be a more consistent interface between the scientific and technological experts, NGOs and the disaster management officials. Learning and understanding more about hazards and their interaction with communities is a critical first step in designing more comprehensive programmes and initiating more effective response action during threat periods.
- d. Risk reduction projects tend to be compartmentalised within single agencies and as such tend not to address all elements of risk in their design strategies. There is also a tendency for projects to target a narrow range of hazards and geographical areas of operation.
- e. Co-ordination and information sharing across projects is weak
- f. Apart from introductory level or generic training in disaster management issues, MDMR and key support personnel have received very little professional skills training. This will impact on their capacity to undertake responsibilities associated with a broader risk management approach.
- g. Very little research has been undertaken to understand the full potential of the Urban Disaster risk, particularly in respect to the consequences of fire, earthquakes and urban flooding.
- h. Not enough is known of the full potential impact of climate change and climate variability conditions on Bangladesh.
- i. A continual strengthening of community institutional systems is required to enable them to take a lead role in risk reduction and response management activities.
- j. The effectiveness of response capacities are under threat owing to weaknesses in information management, logistics co-ordination and warning system arrangements.

The challenge for the CDMP is to find its niche in respect to enhancing risk management programmes, whilst also addressing the more immediate requirements of ensuring that districts and lower level committees are assisted in the development and strengthening of more effective community preparedness and response systems including monitoring, warning and alerting mechanisms.

#### B. Programmes to be implemented

##### (1) The Development Objective

The long-term vision of the CDMP framework is "to reduce the level of community vulnerability to natural and human induced hazards to manageable and humanitarian levels". This can only be effectively achieved when addressed as part of the whole of government development planning process.



This programme seeks to complement this vision through an objective "to strengthen the capacity of the Bangladesh disaster management system to reduce unacceptable risks and improve response and recovery management at all levels".

## (2) Immediate Implementation Action

The MDMR will be required to address many issues during the first year of the programme as it attempts to put in place the critical support mechanisms to facilitate the effective delivery of services in support of government endorsed programmes. In addition to the key component activities, MDMR will also be required to process the draft Act and Policy as a matter of urgency, so that they are available to provide the legislative authority and guidance to facilitate the implementation of programming strategies. They will also be required to implement agreed internal changes based on the outcomes of formal discussions with MDMR senior management on 29 January 2002. The key recommendations that emerged from the discussions are included below, however it should be noted that it may not be possible to address all issues in the desired timeframe, if at all. The Ministry is also yet to endorse the recommendations.

1. A review of MDMR Rules of Business
2. Changes to the Position Descriptions of DRR Field staff to reflect their disaster management responsibilities
3. Changes in the title of DRR field staff to reflect broader disaster management role
4. The establishment of a small internal committee at the Secretary level to coordinate DMB and DRR service delivery at field level.

It is important that these institutional issues be addressed within the first six months of the implementation of the CDMP. Given this, the programme will support MDMR in reviewing and revising the Rules of Business, the organogram and job descriptions of MDMR staffs.

It is appropriate that an early priority be directed toward the establishment of the CDMP Steering Committee so that it can endorse the programme component implementation plans (PCIPs) and through doing so, have some ownership for the strategies and broader programme objectives. Unless this occurs, it is highly likely that the Steering Committee (SC) members will not be committed to their task as the CDMP will be seen as just another donor funded programme. This initiation should form part of the broader advocacy and partnership development process.

## (3) Rationale for a Programme Approach

CDMP has adopted a programme approach that encompasses all aspects of risk management and in so doing facilitates the move from a single agency response and relief system to a whole of government holistic strategy that addresses the issue of community vulnerability. This strategy is consistent with the GoB's vision for a more comprehensive approach to addressing the issues of risk and vulnerability. The benefits that may be derived from this approach include:

- a. it involves all strategic partners in a collaborative approach to risk and vulnerability reduction
- b. it ensures that risk is addressed in its entirety for all major hazards
- c. it ensures that vulnerability reduction programmes target the whole country including major urban centres



- d. it enhances coordination and information sharing across component projects
- e. it maximizes the efficacy of donor support through more effective utilization of resources
- f. it maximizes the use of scarce GoB resources
- g. It results in more sustainable benefits to communities through avoidance of duplication and facilitating an even geographical spread of projects which prevents an overloading of community capacities and increases benefits.
- h. it is demand driven in that programmes are designed around specific community needs.

This approach does not restrict a continuation of bi-lateral funding direct with NGOs or other organizations. It does provide a mechanism through which projects can be more effectively validated.

#### **(4) Programmes and Implementation Strategies**

##### **a. Strategic Direction**

The primary focus of programme interventions is to facilitate the transition of the existing response and relief emphasis to a more comprehensive risk management culture. The strategies for achieving this goal evolve around five key areas:

- i) Professionalisation of key MDMR and implementing agency staff
- ii) Mainstreaming of disaster risk management within development and investment planning processes
- iii) Strengthening community institutional support systems
- iv) Expanding mitigation and preparedness programmes to cover a wider range of hazards and geographical areas.
- v) Operationalising response systems

The major activities and implementation strategies for achieving these goals are discussed below and presented in more detail within the programme-phasing schedule which is attached as an Annex to this document.

##### **b. Major Sub Programmes**

The programmes outlined in the PSD will be implemented during phase one with several outputs being pre-requisites for phase two implementation. The focus of the first phase is to lay the foundation of the paradigm shift from post disaster response and relief practice towards comprehensive risk minimisation culture.

#### **(1) Sub Component One: Capacity Building**

The PSD design process has identified that there are a number of limiting factors within the existing MDMR (which includes DMB and DRR) system that are impacting significantly on its capacity to effectively fulfill its mandated responsibilities. The key issues being related to the broadening of the mandate of MDMR, the skill level and capacity of staff, retention of key officers, and their outreach capability to deliver core business services on a sustainable basis. A shift to a risk management culture is only going to add further demands on the Ministry's limited professional capacities and as such places the strategy at risk to failure. The additional or extended tasks to be added to the Position Descriptions of MDMR head office and field staff center around the following functions:

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- a. CDMP management and coordination (PPPDU) services
- b. advocacy, networking and information sharing across agencies implementing risk reduction programmes
- c. maintenance of information databases
- d. serving as a national and regional focal point and centre of excellence to maintain risk management best practice.
- e. skilling and empowering lower level disaster management committees and the community.

The Component activities will seek to inspire and energize staff to take a lead role in changing the emphasis of the relief culture and will contain strategies that will target the strengthening of the MDMR capacities to enable them to: a) undertake the critical programme coordination functions and, b) to deliver their support services at all levels. The significant elements of this programme will be:

- a. the establishment, staffing and resourcing of the PPPDU
- b. the provision of additional staffing and short term consultancy services
- c. the review and revision of the MDMR Rules of Business, Organogram and Job Description of its staff to reflect broader responsibilities in disaster risk management
- d. the development and implementation of a professional skill enhancement programme for key MDMR and Implementing Agency staff at national and district levels.
- e. the establishment of key programme institutional support mechanisms such as the CDMP Steering Committee and programme coordination committees.
- f. the development of institutional arrangements between MDMR and training institutes to implement the training strategy and its institutionalization.

The immediate priority should be focused on establishing and resourcing the key programme management and coordination systems namely, the Policy, Programme and Partnership Development Unit (PPPDU) and the CDMP Steering Committee (SC).

This will involve the recruitment of an international expert to lead the activities of the PPPDU together with additional staff to ensure that the PPPDU can effectively undertake its primary administrative, coordination, liaison, partnership development negotiation with proposers and information sharing functions. An option that should be considered is to establish a pool of international and national consultants that can be called upon to provide short-term inputs for specific tasks including those related to the setting up of the administrative and reporting systems. A specific goal should be to progressively integrate the functions of the PPPDU within the MDMR structure. This could be achieved over 3-5 years and would be dependent upon the success of other strategies related to the professional skilling of staff.

Briefings should be planned for SC members to ensure that they are knowledgeable of CDMP and the risk management process. This should be undertaken as an introduction to the establishment of the committee. Without this change in thinking it will be difficult to obtain support to change the relief culture. A major strategy will be to gain CDMP SC support for the MDMR to be included as an integral component of the development process. Activities within Component Two are also designed to target this issue.

Once these systems have been established the first task of the PPPDU will be to develop an implementation strategy that will facilitate the simultaneous implementation of Sub Components two (Partnership Development) and three (Community Empowerment).



A major initial task of the Component will be to revise MDMR Rules of Business and based on this, develop and implement a human resource development programme that would raise the professional standing of the Ministry among its clients and stakeholders. The strategy will be to target existing DRR field staff with a view to developing and expand their focus toward risk management programming in order for them to work more effectively with other agencies including NGOs. This will enable them to link with and support DMB head office staff that would also be skilled in risk management concepts but lack the field outreach capacity. Sub-implementing agencies (including NGOs) should be invited to nominate representatives to undertake the training where higher level skills are required.

Training should focus on a broad range of skills associated with:

1. General and specialist management skills, including leadership, team building and programme management, and,
2. Disaster management skills and particularly those linked to risk management concepts and processes.
3. Lessons learned from practices and case studies generated from community risk reduction projects and experiences in mainstreaming disaster risk management into other key Ministries development planning.

It will be important for regional training institutions that may wish to support this process to adapt existing courses to the specific needs of Bangladesh. Generic courses should be avoided where possible. This strategy will be complemented by the development of a long-term career progression training programme that will include a range of opportunities including those related to regional and international work studies and exchange programmes. Subscribing to professional journals and development of Performance Assessment Programmes (Performance Plan) will also be important initiatives. An important support strategy will involve liaison with the Establishment Division to gain a policy decision on staff retention for key positions (minimum 3 years) and also to establish a minimum capacity status for those positions. This will ensure that the capabilities for new MDMR staff will be set to an agreed minimum level.

Skills training for staff should be conducted internally and abroad and should be linked to the roles and responsibilities of the officer and programme activities. Where training is taken abroad, strategies should be in place to ensure that the trainee can convert the new knowledge to skills through practical application of the learned concepts within a programme environment.

Sustainability of the professional development process will be addressed through a deliberate strategy for the institutionalization of training within national and/or regional training centres. The PPPDU should pursue this goal as an important output to the components objectives.

## (2) Sub Component Two: Partnership Development

The underlying goal of the CDMP is to move the Bangladesh disaster management emphasis from a response and relief focus to a broader and more encompassing risk management model. This task can only be achieved through a comprehensive approach that unites the government, NGO and private sector in a joint strategy for effective risk reduction. The mainstreaming of risk management within the core business of all agencies is paramount to the success of this strategy.



Under the current planning and development strategy of GoB, the MDMR is not classified as a development ministry and therefore it will face significant challenges to convince other development ministries that it has an important role to play in the quest for sustainable development. Changing existing perceptions at the highest levels is therefore a priority task.

The PPPDU should seek to establish a small advocacy team comprising high level and well respected officials led by the Minister of MDMR. The team would have responsibility for targeting political and policy officials, elected functionaries, national disaster management council members with a view to conducting briefings on the risk management process and its benefits to development and also to promote and explain the role of the MDMR in respect to coordinating whole of government risk management efforts. The aim is to convert these officials to a risk management culture so as to facilitate the implementation of other component activities related to the review of programme appraisal processes and the mainstreaming of disaster risk management within the core business of agencies. The advocacy programme will explore the opportunities of electronic media to initiate dialogue and discussion among various stakeholders to firm up the strategy of the paradigm shift towards comprehensive risk management.

A complementary strategy will be the strengthening of strategic partnerships with agencies implementing disaster risk management related projects. This includes government, NGO and Private Sector. Disaster management committees at national and district levels currently only meet when there is a disaster or emergency situation. In order to change this culture, the MDMR will be required to implement a series of interventions aimed at increasing knowledge and understanding of risk management and the role of these committees/organizations in driving risk management efforts at their respective levels during normal time.

A progressive strategy will be to move the training down to lower level committees through a specific range of training, planning support and the provision of resources. The MDMR should establish a training advisory group to review roles and responsibilities of committees at these levels to facilitate the development of a skills set based on a minimum standard. Committee members will be then trained to this standard as an initial competency target.

It is expected that as a result of mainstreaming disaster risk management into development planning projects, a number of "demonstration projects" will be implemented by other key Ministries such as the Ministry of Agriculture, for which initial lessons and case studies maybe derived. In addition, several community risk reduction projects will be funded and implemented under Component 3. An iterative process of generating lessons learned will be integrated into this component to ensure that these are utilised for future policy development. If this happens, training of Disaster Management Committees should incorporate these lessons learned and case studies for wider application. More importantly, this improvement of DMC capacity should result in better development of Local Disaster Action Plans (LDAPs) and implementation of community risk reduction projects.

### (3) Sub Component Three: Community Empowerment

It has been well documented that communities in Bangladesh have enormous coping capacities to cyclones and floods and during threats and disaster situations it is the community that are the first responders. They rely very little on assistance from Dhaka.

Over the past decade Bangladesh has achieved tremendous progress in flood management. The impact of such events is reducing however this is due mainly to the capacity and resilience of the affected community rather than the established disaster response systems.



Continuing to build community resilience through identifying and expanding indigenous coping capacities and strengthening traditional warning systems has to be a very important strategy and should form the major thrust of CDMP programmes. The component will specifically target marginalized groups (women, children, disabled persons and the extreme poor) with a goal to strengthening their capacity and confidence to access a range of support services with a view to minimizing the personal negative impacts associated with disaster situations. CDMP recognizes that the success of this strategy lies in the sustainability of programme interventions and that lower level committees and organizations are best positioned to provide this support at a frequency that will result in tangible outcomes at the community level.

The main thrust of training to strengthen Disaster Management Committees at the national and sub national levels will be undertaken within Component Two training activities supported by the activities of the UNICEF funded DMB Disaster Preparedness Project. Component 3 activities will build on these efforts and continue the capacity building down to Union, Ward and Community levels. While finalizing the workplan for 3b the project management will review the existing activities funded under UNICEF and CARE programmes and ensure that there is no overlap and all programmes complement each other in strengthening Local Disaster Management Committees.

The component will adopt a two stream complimentary strategy for achieving its goals. The first stream will focus on undertaking a gap analysis so as to develop a big picture of what is already being implemented, where and for which hazard, what strategies have been more effective and successful than others and why? The Gap Analysis process should also assist in identifying any significant policy issues which need to be incorporated as part of Component two strategies This will have an immediate benefit of enabling them to identify potential gaps and a longer-term benefit of facilitating collaborative partnerships. The second stream will consist of a two-fold fully integrated strategy that will build on and expand the LDAP and local development planning processes to facilitate the design of community risk reduction plans. The second element of this strategy will focus on the establishment of a Local Disaster Risk Reduction Fund (LDRRF). This fund is designed to operationalise the community risk reduction planning process by way of facilitating the undertaking of mitigation initiatives at the community level. A critical criteria for obtaining funding under the LDRRF will be that initiatives must be documented as priority needs within LDAPs and/ or Ward, Union and/or Upazilla Development Plans. During the early stages of the project, many of the community risk reduction initiatives will be identified as a result of the Gap Analysis process. A concentrated effort for more direct programming at the community level will be linked to the formal hazard analysis outputs of Component four.

#### (4). Sub Component Four: Research and Information Management

Bangladesh communities are renowned for their coping capacities for cyclones and floods, however there are significant gaps for other hazards. A significant reason for situation arising is attributed to the narrow range of hazards targeted by projects and also the tendency for projects to target the same geographical area. In relation to the range of hazards, the impacts of fire, earthquakes, flooding and the increased industrialization in urban areas have not been adequately assessed. Current assessment for Dhaka is that the urban migration will continue at a rate of 8% per annum, thereby inducing a continual growth of urban slums and squatters in high-risk areas. More information is also needed to gauge the affect of climate change issues (global warming, sea level rise) and also on climate variability (El Nino and La Nina) conditions and the potential macro economic implications that may arise from increased incidents of floods, drought and cyclones.



Without this information it will be difficult to design development projects that address all elements of risk.

The component will have outputs related to two key areas:

(4a) **Urban risk research – Earthquake emergency response.** Bangladesh lies within a very active earthquake zone with suggestions that Dhaka is one of the most high-risk cities in the region. Earthquakes are one of the most serious hazards that have the potential to impact with severe consequences. In Bangladesh the consequences are considered to be greater in the populous urban areas. The recent Gujrat earthquake in India serves as a solemn reminder of the potential severe consequences in densely populated cities such as Dhaka, Chittagong, Sylhet and Rajshahi.

The strategy for this sub programme is to launch a pilot project to strengthen the search and rescue capacity of the Bangladesh Fire Service in Dhaka to respond to potential earthquake related events. Particular emphasis will be placed on identifying possible rescue scenarios, determining the best model for responding to such events (i.e. specialist response teams), identifying the skills and equipment needs to facilitate such a response, developing a training and equipment acquisition strategy, developing an emergency response plan that would draw together the key players involved in earthquake responses and designing an education and awareness programme that would target a range of audiences (including schools) to raise their awareness on earthquakes and self help action.

The successful achievement of the component objectives would lead to further pilots in other major urban centers such as Chittagong and Sylhet.

(4b) **Increasing capacity for mainstreaming climate change in disaster management and wider development.**

Studies related to climate change and the impacts of El Nino and La Nina will be implemented during the first phase of the programme. Both of these conditions will have a major bearing on the frequency and magnitude of major hazards such as cyclones, floods, drought and will also impact on sea temperatures which can inturn further impact on fishing and other livelihood issues. Both El Nino and La Nina periods can be forecast. The more that is known about the likely consequences the better governments can prepare by putting in place mitigative strategies to minimize the social and economic affect.

Broadly climate impacts in Bangladesh are expected to be:

- Increasing sea-level rise, to which Bangladesh ranks as one of the most vulnerable countries in the world, as it is a broad deltaic plain with most elevations less than 10 metres above sea-level.
- Changing rainfall patterns with increased monsoon rain and increased drought in summer.
- Increases in the frequency and intensity of extreme events including possible disruptions to the El Nino cycle, increases in cyclones and storm surges. The coastal zone is particularly vulnerable covering about 30% of the country.

Climate change will also affect water availability for household and agricultural consumption: increased precipitation and fluxes combined with sea-level rise will mean that coastal waters become more saline and ground water aquifers may face saline intrusion. It is not yet clear whether changes in precipitation, run-off and aquifer recharge will have a positive or negative effect on arsenic concentrations in tube-well drinking water.



The strategy of the programme has been designed primarily to build capacity within the Department of Environment and to strengthen collaborative partnerships among government bodies, and the scientific, NGO and donor communities. The project is intended to formalise and make more effective a number of project based/informal institutions developing in the field: The key strategies of the component are designed around the key recommendations from a round table discussion held in February 2002 between Government Officials, representatives from universities, NGO's, civil organizations and DFID recognized the need to:

- **Develop an overall framework** and more consistent approach in setting long term priorities to achieve a greater collective impact.
- **Bring key partners up to speed** including the government, on all the relevant activities by others (both nationally and internationally) using briefings (verbal and written) to 'translate' scientific information into a form easily understood by policy makers.
- **Capitalize on Bangladesh's unique moral voice** based on its vulnerability by ensuring that a suitably skilled and committed team (including representatives from outside government) attends international negotiations and presents common positions.
- **Develop long term constructive relationships between key government and non governmental actors** to optimise limited manpower and resources through research, mainstreaming climate change in development activities (including donor funding) and disseminating information.
- **Fill some technical gaps** by collaborating with international leading edge institutions to develop regional climate models etc which can inform international negotiations and work on adaptation.
- **Focus on adaptation** and carry out a comprehensive assessment of vulnerability and adaptation requirements to form a 'baseline' and to develop indicators to monitor the impacts.
- **Raise public awareness** by enhancing the currently limited capacity of the media and NGOs involved in communication to disseminate climate messages.

An integrated approach to climate related disaster management (including flooding) implies a better understanding of the wider vulnerability context coupled with a more systematic approach to prediction, monitoring, protection, evacuation, land use zoning, and information dissemination to build adaptive capacity<sup>1</sup>. This in turn requires comprehensive and appropriate information produced and delivered at the right time, to the right people and agencies.

It is also recognized that there are a number of "risk reduction" projects already being implemented throughout Bangladesh and a priority task will be to identify these to see where collaborative partnerships can be established in order to gain efficiencies and to avoid duplication. Maintaining these linkages will be an ongoing task.

#### (5) Sub Component Five: Response Management

Components two and three will be initiating action that will lead to the strengthening of emergency response capacities at all levels. Despite these efforts, the ability of the MDMR to effectively coordinate disaster management programming on a day to day basis (as per their mandate) and their ability to manage emergency response operations is significantly hampered by the lack of an effective communications and information management system.



The sub programme will initiate a range of actions to improve and strengthen the information management systems within MDMR and between MDMR and their key partner agencies including government agencies, NGOs, District and Upazilla committees.

The key strategy will be to establish and equip a Disaster Management Information Centre (DMIC) within the MDMR. The DMIC will have two broad functions.

- a. To support MDMR and PPPDU during normal periods
- b. To serve as the main EOC during disaster or major emergency operations.

The initial priority will be to equip the PPPDU to enable it to undertake its key duties associated with liaison, information sharing and coordination across government and NGO agencies in relation to the implementation of the CDMP. It is expected the MDMR will relocate to its new complex in late 2003. This will require the relocation of the PPPDU and the equipping of the national EOC.

#### (6) Strategic Considerations

The PSD implementation strategies should consider the following in order for the programme to provide full benefit to clients and stakeholders.

- The PPPDU must consider available capacities to implement program activities sequentially commencing first the implementation of professional skilling of MDMR and community level programme to enhance capabilities through specific skills training and/or short-term consultancy support.
- Programme components must be seen as being inputs toward the achievement of the broader programme objective and not as isolated projects. Strong synergies and linkages are critical
- Resource capacities must be considered carefully to avoid spreading resources too thinly. A thoughtful process of prioritization and sequencing has to be part of the technical assistance strategy
- Close collaboration with other agencies and projects will lead to the optimization of limited resources and can improve ownership and increases programme outreach.
- Regional and national level training activities must be followed up with on-site activities to ensure that there is a consolidation of knowledge through the practical application of concepts within programme activities.

#### C. Expected Outcomes

The outcomes for each of the major sub components are listed in the following table.

Sub Component	Expected Outcome
One: Capacity Building	<ul style="list-style-type: none"> <li>• Increased and more effective information sharing and coordination within and across risk management projects.</li> <li>• Disaster management policy that is consistent with risk management strategies</li> <li>• Risk management programmes are more effectively implemented and supported.</li> </ul>
Two: Partnership Development	<ul style="list-style-type: none"> <li>• Extensive collaborative partnership networks established</li> <li>• MDMR recognized as a key development partner Ministry</li> <li>• Risk management is better integrated within the core business of government and implementing agencies.</li> </ul>



Sub Component	Expected Outcome
	<ul style="list-style-type: none"> <li>Disaster management committees at the national and sub national levels are playing a more proactive role in guiding the implementation of risk management activities.</li> </ul>
<b>Three: Community Empowerment</b>	<ul style="list-style-type: none"> <li>Community coping capacities and decision making are enhanced for a broader range of hazards</li> </ul>
<b>Four: Research and Information Management</b>	<ul style="list-style-type: none"> <li>Development policy and programmes are being influenced by climate change impact and other scientific analysis.</li> </ul>
<b>Five: Response Management</b>	<ul style="list-style-type: none"> <li>GoB and donor resources are being better utilized through enhanced information channels</li> <li>Warning of impending threats is more timely and appropriate to cultural and traditional needs</li> </ul>

#### D. Beneficiaries:

Whilst the communities within High Risk Areas will be the major beneficiaries of programme interventions, the advantages of a CDMP approach are that integrated programme is designed and delivered on a multi level basis and thus ensuring a degree of sustainability. An important factor of programme implementation strategies is that consideration be given to the frequency, timing and coordination of technical support so that interventions will enhance capacity building. The direct beneficiaries of the programme will be:

- i) Communities and community based organizations through improved country and local capacity to design and implement disaster management programmes that are based on community needs. LDAP is a good example of comprehensive disaster management programme at the community level with their active participation. Its operationalisation and sustainability are to be ensured, through capacity building, institutionalization, resource generating and networking.
- ii) Key national, district, Upazila and Union officials (including NGOs) who have disaster management programming and operational response coordination responsibilities.
- iii) Key government decision-makers and politicians elected local Govt. officials through advocacy programmes which promote the following issues:
  - a) the impact of disaster situations on the national economy
  - b) the benefit cost of incorporating risk management measures with all development planning considerations
  - c) the need for a whole of country one programme approach which integrates the combined efforts of government, NGOs, private sector and community based groups in a coordinated and well structured risk management programme.
- iv) National planning officers and all line government departments or agencies involved in development planning activities, through the promotion and incorporation of risk management measures within the development project validation process by way of disaster impact analysis (DIA) like the EIA which has been incorporated in all development project analysis.
- v) NGOs, through their formal involvement in the CDMP process.
- vi) Private sector through increased interface and involvement in disaster management programme design and implementation.

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Sub-Programme One – Capacity Building

Success Criteria:

- PPPDU established and effectively undertaking programme monitoring, reporting and coordination responsibilities.
- Extensive collaborative partnership network established
- Number of policy findings derived and brought to the attention of high-level officers.
- Approved MDMR Rules of Business with broader mandate in disaster risk management.
- Percentage of DRR field staff trained and supporting risk management programmes
- Observed increase in MDMR and implementing agency staff professional capacities.
- Professional training courses institutionalized within a recognized training organization.
- Phase two programming priorities developed.

**Immediate Objective 1.1:** A PPPDU work programme that is part of the core business of the MDMR and is effectively coordinated within the activities of other collaborating partner departments and organizations.

**Output 1.1:** PPPDU established, management and monitoring links with the MDMR and other programme components developed.

Activities for 1.1

No.	Activity
1.1.1	Establish temporary accommodation until the completion of the MDMR facility in 2003. PPPDU relocated at that time.
1.1.2	International and National professional staff and administrative support staff recruited.
1.1.3	Operating protocols with MDMR and partner agencies established
1.1.4	Programme management, monitoring and reporting systems established
1.1.5	CDMP Steering Committee (SC) established and being supported by PPPDU secretarial staff.
1.1.6	Phase two programme priorities identified

**Immediate Objective 1.2** Development of professional capacity of MDMR through a comprehensive professional development programme in partnership with training institutes.

**Output 1.2:** Professional capacity of MDMR-DRR, DMB and implementing agency staff increased through a skills enhancement programme

Activities for Output 1.2

No	Activity
1.2.1	Review and revision of the MDMR Rules of Business , Policy on retention of key staff , Organogram and Job Descriptions



No	Activity
1.2.2	Development of a MDMR Professional Development Plan with elements of : Training Policy, Minimum Training Standard based on Roles and Responsibilities , Training Needs Assessment, Detailed Training Implementation Work-plan: priorities, target participants, nature and methods of training, timeframe, responsibilities, budget, and other resource requirements, Monitoring and Evaluation Schemes: formative and post training evaluation criteria, methods and tools for evaluation, responsibility for evaluation
1.2.3	Development of a Standard and Detailed Training Curriculum for the Professional Development of MDMR officials and staff
1.2.4	Implementation of the MDMR Professional Development Plan
1.2.5	Implement Internal and external evaluation of MDMR staff capabilities
1.2.6	Update Professional Development Plan
1.2.7	Update Training Curriculum
1.2.8	Implement Refreshers' Course based on updated Training Curriculum

**Output 1.3** Professional training courses institutionalized within a recognized training organization.

#### Activities for Output 1.3

No.	Activity
1.3.1	Inventory of Training Institutes, NGOs involved in disaster management training, including course description
1.3.2	Discuss and agree on MOU and detailed institutional roles and responsibilities with Training Institutes and NGOs for the delivery of CDMP courses, follow up of participants, and institutionalization of courses
1.3.3	Training of selected Faculty, Resource Persons on CDMP and the standard Training Curriculum.
1.3.4	Implementation of CDMP courses by Training Institutes and NGOs
1.3.5	Monitoring and Progress Reports submitted by Training Institutes and NGOs
1.3.6	Conduct independent evaluation of Training Institutes and NGOs annually
1.3.7	Update Training Curriculum and implement by Training Institutes and NGOs

**Component Duration:** Initially 5 years supported by the donors and gradual inclusion in the MDMR regular programme by upgrading the skills of the MDMR officials and staffs and the institutionalization of training activities within national training institutes.

**Sub-Implementing Agencies:** MDMR/UNOPS/Training Institutes

#### Sub Component Two – Partnership Development

##### Success Criteria:

- Observed increased in high level support for disaster risk management
- Disaster risk management being included within the development project validation process
- Observed increase in the effectiveness of disaster management committees in driving risk management initiatives at the local level



**Immediate Objective 2: Disaster risk management strategies mainstreamed within national development and investment strategies.**

**Output 2.1:** MDMR is recognized by GoB as a key partner in planning development projects and investments strategies.

**Activities for Output 2.1**

No.	Activity
2.1.1	Establish Advocacy Group comprising Minister and high profile and credible experts.
2.1.2	Develop advocacy strategy and design awareness programmes that target Ministers, Policy Makers, Department Heads, local government elected officials, NGOs, and selected private sector organizations at national and district levels.
2.1.3	Implement Advocacy programmes
2.1.4	Conduct monitoring and documentation of lessons learned from "demonstration projects" and community risk reduction projects
2.1.5	Integrate lessons learned into the advocacy strategy and materials

**Output 2.2:** Development project appraisal process includes disaster risk management assessment criteria

**Activities for Output 2.2**

No.	Activity
2.2.1	Analysis of the existing procedures governing the appraisal of development projects.
2.2.2	Development, approval and issuance of new planning guidelines
2.2.3	Development of training materials and conduct Training of Trainers associated with the approved guidelines.
2.2.4	Updating of training curriculum and materials based on lessons learned

**Output 2.3:** Increased knowledge and understanding of disaster risk management processes among disaster management committee members and implementing agency representatives at National through to Ward District levels.

**Activities for Output 2.3**

No	Activity
2.3.1	Review and revision of the DMC membership, roles and responsibilities reflecting broader mandate in disaster risk management
2.3.2	Develop Strategy/Plan for training of DMCs developed with elements of <ul style="list-style-type: none"> <li>- Minimum Training Standard based on Roles and Responsibilities</li> <li>- Training Needs Assessment</li> <li>- Detailed Training Implementation Work-plan: priorities, target participants, nature and methods of training, timeframe, responsibilities, budget, and other resource requirements</li> <li>- Monitoring and Evaluation Schemes: formative and post training evaluation criteria, methods and tools for evaluation, responsibility for evaluation</li> </ul>
2.3.3	Develop Standard and Detailed Training Curriculum for the training and briefings of DMCs
2.3.4	Implement Training and Briefing Plan
2.3.5	Internal and external evaluation of DMCs capabilities in steering IDAP process and community risk reduction projects
2.3.6	Update policies, procedures, roles and responsibilities based on mid term evaluation of DMC capabilities and lessons learned from community risk reduction projects
2.3.7	Update training curriculum and materials and conduct Refreshers' Course

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Duration of the Component: 5 Years

Implementing Agencies: MDMR

### Sub Component Three – Community Empowerment

**Immediate Objective 3:** To broaden and strengthen the coping capacity of communities to natural and human induced hazard impacts.

#### Success Criteria:

- Inventory of existing projects developed and collaborate partnerships established
- Number of LDAPs and development plans adapted for risk reduction purposes
- Percentage of funded community risk reduction programmes that target gender inequity issues.
- Percentage of targeted LDRRF expended.

**Output 3.1:** A coordination and monitoring mechanism established to effectively manage component interventions

#### Activities for 3.1

No	Activity
3.1.1	CTA initiates recruitment process for long-term national expert through UNOPS
3.1.2	LDRRF Approval Committee established comprising of DFID, UNDP, UNOPS, MDMR, and others as mentioned in the component 3c
3.1.3	Establish administrative and other support systems necessary for the operationalisation of Component 3 activities

**Output 3.2:** Inventory of existing community preparedness programmes progressively developed, updated and disseminated to key stakeholder groups from micro to macro levels.

#### Activities 3.2

No	Activity
3.2.1	Create and update an inventory that identifies synergies, overlaps, incompatibilities and potential links between ongoing and proposed risk reduction and development initiatives that are explicitly designed or are implicitly contributing to reduce vulnerability and help communities to better manage the range of risks associated with local hazards.
3.2.2	Identify and feed issues of significant policy interest that may have arisen from the gap analysis process to other CDMP components and in particular component two
3.2.3	Update and disseminate knowledge about existing disaster risk reduction (preparedness and mitigation) mechanisms and capacities that communities rely upon to cope with the various threats
3.2.4	Identify collaborative opportunities and provide LDRRF resources for approved community risk reduction projects.
3.2.5	Disseminate information in appropriate formats aiming to promote



	community empowerment through contributing to increased public and institutional awareness and intervention capacity of all stakeholders in the national and international public, private and NGO sectors, including vulnerable communities, the development community, and those with statutory or assumed responsibility for enhancing disaster management capacity in Bangladesh
3.2.6	Monitor and provide evaluation reports as directed by the PPPDU CTA

**Output 3.3:** Programmes of strategically important community risk reduction initiatives that are designed around formal hazard analysis processes and funded

**Activities for 3.3**

No	Activity
3.3.2	Incentivise coordination and cooperation between Disaster Management and development-oriented Committees at Union and Upazilla levels whilst supporting the development of responsibilities and capacity commensurate with their position within the hierarchy of local to national structures.
3.3.2	Adapt LDAP and Development Plans in targeted Unions, Wards and/or Upazillas to facilitate the inclusion of risk reduction actions.
3.3.3	Develop strategies for Ward, Union and Upazilla DMCs (including NGOs) to mobilise local resources to carry out local level disaster risk reduction activities
3.3.4	Fully utilise the experiences of NGOs and other agencies so the lessons of their work has wider influence on capacity building programme design.
3.3.5	Establish monitoring systems and provide reports in accordance with established reporting timelines.

**Output 3.4** LDRRF established and effectively supporting community risk reduction efforts in accordance with the requirements of UNOPS policy and guidelines.

**Activities for 3.4**

No	Activity
3.4.1	Establish the management processes in accordance with UNDP/UNOPS policy and guidelines
3.4.2	Establish supporting mechanisms and selection criteria to facilitate the determination of priorities for LDRRF resources
3.4.3	Ensure the dispersement of funding is monitored and that independent audits are conducted and reported upon as per agreed guidelines.

**Component Duration:** 5 years.

**Sub-Implementing Agencies:** DRR/UNOPS

**Sub Component Four** Research and Information Management

**Immediate Objective 4:** To facilitate an expansion of mitigation programmes

**Success Criteria:**

- Urban search and rescue capacity for the earthquake threat established for Dhaka



- Potential climate change impacts on food security identified

#### Sub Component 4a:

**Output 4.1:** Research undertaken to assess the urban earthquake preparedness and response capacity for Dhaka.

##### Activities for Output 4.1

No	Activity
4.1.1	Identify and recruit consultants/Fire Service with experience in Urban Search and Rescue
4.1.2	Establish a national reference group to review the progress of the consultancy.
4.1.3	Undertake response scenario exercise
4.1.4	Workshop findings with reference group and discuss response options or models that would best suit Bangladesh
4.1.5	Identify training and equipment needs for the best model of response. Determine gaps.
4.1.6	Workshop an earthquake response plan template and adapt for Bangladesh.
4.1.7	7. Identify an appropriate earthquake education and awareness programme that targets both the threat and also adherence to the NBC.

**Output 4.2 :** Urban search and rescue capacity enhanced through training and equipment initiatives. Earthquake awareness programme developed.

##### Activity for Output 4.2

	Activity
4.2.1	1. Implement a training programme with complimentary resourcing strategy. Based on preferred model.
4.2.2	2. Develop and implement an earthquake education and preparedness programme for targeted urban areas
4.2.3	3. Develop an earthquake response plan for Dhaka.

#### Sub Component 4b: Establishing an integrated approach to climate change risk management at national and local levels

Sub-component 1: Increased understanding of vulnerability to Climate Change and Climate Variability within the context of other vulnerabilities

**Output 1.1:** Existing knowledge on climate variability and climate change mobilized, updated, analysed and disseminated to national and international audiences

No.	Activities
1.2.1	Develop a knowledge management strategy in collaboration with key information providers and users with clear linkages to CDMP
1.2.2	Technical reports on climate change, impacts and vulnerabilities and data-sets from previous studies gathered into a coherent collection
1.2.3	Establish Climate Library and website as the basis for a comprehensive database in collaboration with other data providers

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1.2.4	Production of a short, succinct glossy colour A4 4 page leaflet primarily targeted at Government departments
1.2.5	Prepare and disseminate a short report on Bangladesh's vulnerability for an external audience
1.2.6	Tools and checklists for taking climate risks and uncertainties into decision making developed
1.2.7	Develop a climate primer course on powerpoint suitable for sensitizing a wide, non-technical audience to climate related issues
1.2.8	Periodic review of effectiveness of knowledge management strategy
1.2.9	Provide annual reports on progress and achievements

## Sub-component 2: Increased national capacity for predicting climate change impacts and monitoring long-term risk and vulnerability

**Output 2.1:** PRECIS and CLASIC projects developed to meet country's needs and results disseminated and used for policymaking and as a basis for further research

No	Activity
2.1.1	A joint PRECIS/CLASIC workshop attended by selected stakeholders to agree format and nature of outputs, scenarios, protocols for future work
2.1.2	Secondary analysis of PRECIS outputs by agreed parameters (e.g. temperature, rainfall, water availability by key seasons, length of growing and 'hungry' season, number of hot and cold days, number of extreme events for specified return periods (e.g. 10, 50 and 100 years by 50km grid squares)
2.1.3	Production of technical report on the outcomes of PRECIS by implementing partners to inform other research studies. Data sets provided to the climate data base
2.1.4	Stakeholder workshop to discuss the implications of the findings and identify further research needs

**Output 2.2** Priority gaps in current knowledge are identified and addressed through research

2.2.1	Key stakeholders to assess whether further development of adaptation policy is necessary following NAPA.
2.2.2	Inventory of existing studies, projects, potential linkages and gaps (including major underlying gaps in institutional capacity and data) undertaken
2.2.3	Following from 2.2.1 and 2.2.2, short succinct research priorities strategy for the development of adaptation policy and longer term scientific research (both to be funded in this study and by other existing/new donors/programmes)
2.2.4	Invitations to tender to meet identified priorities issued with clear TORs and transparent criteria for selection
2.2.5	Tenders selected by and contracts negotiated and signed for up to 5 short pieces of work to fill identified gaps (£20,000 threshold) in years 1, 2 and 3
2.2.6	Research results presented at workshops
2.2.7	Effectiveness of research and linkages to other studies reviewed periodically



2.2.8 Annual progress reports prepared

Sub-component 3: System established to ensure action on risk and anticipatory adaptation to the predicted impacts of climate change and climate variability is effectively prioritised and communicated

**Output 3.1** An effective science/policy interface developed to ensure knowledge generated is targeted at policy needs

3.1.1	Consult with scientific agencies, line agencies and NGOs (or other community representatives) and others in a workshop environment to identify existing information networks and needs for formalizing these links
3.1.2	Climate information providers network established with a clear link to, and if appropriate participation in, the National Climate Change Steering Group
3.1.3	Phased approach to climate change data management system developed and implemented (linked to Output 1 Knowledge Management Strategy and Output 3 Challenge Fund)
3.1.4	Common formats and data protocols established for studies
3.1.5	Effectiveness of research and linkages to other studies reviewed periodically

**Output 3.2** Mechanisms for co-ordination and prioritising action to mainstream climate change in key policies and programmes established by GoB

3.1.1	National Climate Change Steering Group established with representation from key stakeholders building on NAPA steering group. Remit and operating mechanisms agreed (including clear links to the CDMP process)
3.1.2	Establish MOU for sharing of past, current and future climate risk data
3.1.3	Prepare regular bulletins of information to feed into DMIC/disaster management
3.1.5	Periodic review of the effectiveness of activities
3.1.6	Provide annual reports on the progress and achievements of training

**Output 3.3** Channels for dissemination of priority climate risk and adaptation issues to and between key stakeholders strengthened at all levels

3.3.1	For focused, priority issues develop a communication strategy detailing stakeholders (both those requiring and supplying information) and mechanisms to strengthen information use.
3.3.2	As part of this ensure regular meetings with line agencies and development and disaster NGOs to identify climate risk related information available and needed by vulnerable groups in a sustainable livelihoods context
3.3.3	If appropriate, as part of the communication strategy develop campaign strategy for advocacy/awareness raising campaigns on priority issues

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3.3.4	(see 3.3.3) TAG and climate cell develop public awareness strategy prioritising up to 5 key climate adaptation areas (e.g. agriculture/food security, natural resource management, housing, land use planning, micro insurance) to inform action research of CRRF (sub-programme 3)
3.3.5	(see 3.3.3) Invitations to tender for well targeted awareness raising campaigns to meet identified priorities with clear TORs and transparent criteria for selection issued
3.3.6	(see 3.3.3) Tenders selected by TAG and external experts and contracts negotiated and signed for small (£20,000 threshold) and larger campaigns in years 1.2 and 3
3.3.7	In addition to the 'formal' structures described in output 3.1 and 3.2, establish an informal climate change information network or group of networks around identified nodes and email groups
3.3.8	Focused and appropriate information products circulated to stakeholders on a regular basis
3.3.9	Effectiveness of communication strategy reviewed periodically including links to other sub-programmes. This could include informal national or regional workshops to discuss results and policy implications hosted by variety of organizations
3.3.10	Annual reports of progress and effectiveness

**Sub-component 4: Strong capacity to implement prioritised adaptation measures in response to the predicted impact of climate change and variability at both national and local levels**

**Output 4.1 Clear focal point within GOB effectively mainstreaming climate change risk identification and adaptation in key policies and programmes**

4.1.1	Recruitment of International and national professional staff and administrative support staff
4.1.2	Liase with GoB Establishment Division to agree to retention of key officers within DOE for not less than 3 years
4.1.3	Establish administrative and reporting systems
4.1.4	Establish links with internal management information system with other project components
4.1.5	Develop strategies to address partnership and coordination system development
4.1.6	Establish Technical Advisory Group with work programme, secretarial support and rules for commissioning of research/initiatives
4.1.7	Establish National Climate Steering Committee based on NAPA Steering Group with membership of Government and Non Government Organisations

**Output 4.2 Leadership capacity of climate cell increased in international negotiations and national processes through skills enhancement programme**

4.2.1	Building on BEMP project, undertake training needs assessment and identify climate change needs in long term DOE training strategy
4.2.2	Deliver one week basic primer in climate change issues for selected GoB (DoE) staff
4.2.3	Support 'dialogue'/briefing seminars for NEMAP & national delegation prior to bi-annual UNFCCC meetings to establish common positions on key emerging issues

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4.2.4	Prepare position papers on key negotiation issues before and after UNFCCC COP meetings, as requested by NEMAP
4.2.5	Support young DOE professionals to attend UNFCCC meetings each year (including individual coaching, as required, on getting the most out of international meetings)
4.2.6	Participation of GoB staff in PRECIS, CLASIC and other training workshops in Bangladesh
4.2.7	Periodically evaluate the effectiveness of skills enhancement training
4.2.8	Provide annual reports on the progress and achievements of training

**Output 4.3** Climate Change training courses developed and institutionalised within national training bodies to support the mainstreaming agenda.

3.1.1	Meet on an individual or small group basis with senior policy makers in primary target ministries (those directly affected by climate change plus ministries of finance and planning) to sensitise them to significance of climate change risks
3.1.2	National workshop with senior technical staff in same agencies to identify adequacy of implementation of adaptation priorities and consequent information needs and strategy during and post NAPA
3.1.3	Climate cell to present, discuss and refine user friendly risk assessment tools and checklists at one day training workshop for key ministries and donors
3.1.4	Work to operationalise NAPA recommendations on adaptation and screen existing national plans and strategies for sensitivity to climate change and to incorporate resilience.
3.1.5	Workshop and 'sensitisation dialogues' carried out with secondary target ministries
3.1.6	Inclusion of climate change in the curricula and annual briefing sessions of civil service cadre (Defence staff college, judiciary training institute etc)
3.1.7	Periodic review of effectiveness of mainstreaming strategy
3.1.8	Provide annual reports on the progress and achievements of training

**Component duration:** 3 years.

**Sub-Implementing Agency (SIA):** Department of Environment (DoE), MoEF

**Sub Component Five:** Response Management

**Immediate Objective:** To increase the effectiveness of national response and relief management systems

**Success Criteria:**

- Early warning systems enhanced through regional networking
- Disaster Management Information Center (DMIC) effectively fulfilling normal and emergency period functions

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Output 5.1: DMIC refurbished and facilitating effective information management with national and regional partners during normal and emergency periods.

Activities for Output 5.1

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|--|
| 1. Equip the DMIC with necessary computer, telecommunications and office equipment   |
| 2. Train staff on use of hardware and software (MDMR and field staffs).  |
| 3. Develop Standard Operating Procedures and Train DMIC staff and DRROs on the operationalization of an EOC at the national and district levels. |
| 4. Establish and operationalize telecommunications links with Districts.   |
| 5. Establish and operationalize direct telecommunications links with key agencies, electronic media and regional / International organizations   |

Component duration: 5 years.

Implementing Agency: MDMR

### Section III - Funding

#### A. Funding Options:

The programme funding options include:

1. Government of Bangladesh resource allocated through ADP
2. Mobilization of private sector funding
3. Through Donors with the following options available
  - 3.1 Through the Government of Bangladesh
  - 3.2 Through the NGOs
  - 3.3 Financial assistance through partnership
  - 3.4 Through Regional Institutions.

The strategy of the programme has been designed to provide and strengthen the scope of collaborative partnership among the donors. CDMP has been divided into phase one and two, interventions depending on priority and resources. These priorities are reflected in Tables One and Two as well as in CDMP Phasing Schedule attached to the tables.



Table-1

**CDMP Programme Components**  
**List of Sub Programmes for funding during the First Phase**

Sl. No	Sub-Programme	Component	(Sub) Implementing Agencies	Indicative Budget (US\$)
Preparatory Assistance (PA) for CDMP *				160,000
Capacity Building	a) Programme, Policy and Partnership Development Unit (PPDU).	MDMR/UNOPS	2,097,440	
	b) Professional skilling of MDMR and key implementing agency staff			1,294,000
Partnership Development	a) Advocacy Programme	MDMR/DMB/NGO	515,000	
	b) Training for national and sub national officials of government, NGO and private sector.	MDMR/DMB	1,574,000	
Community Empowerment	a) Programme Gap Analysis for Strategic Partnership	UNOPS	54,450	
	b) Community risk reduction programmes	DRR	750,000	
	c) Local Disaster Risk Reduction Fund	UNOPS	4,207,900	
Research Information Management	a) Urban Risk Research: ♦ Earthquake Emergency Response	MDMR/Fire Service	500,000	
	b) Increasing capacity for mainstreaming climate change in disaster management and wider development	MOEF/DOE	2,056,900	
Response Management	Establish DMIC and strengthening information systems	MDMR	1,234,762	
Total	-	-	14,444,452	

With concurrence from the Government of Bangladesh a preparatory assistance phase (BGD/01/007/A/01/31) has been in implementation since 01 July 2002 to facilitate finalisation of PSD and preparation of draft PCIPs (Programme Component Implementation Plans) utilizing a total budget of US\$ 160,000.

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Table - 2  
CDMP Programme Components  
List of Sub Programmes to be implemented during Phase-II

Sl. No	Sub-Programme	Component	Probable Implementing Agencies	Indicative Budget (US\$ million)
1.	Community Empowerment	<ul style="list-style-type: none"> <li>Expansion and Re-equipping CPP in the coastal belt</li> </ul>	GOB & BDRCS	1.39
4.	Urban Mitigation Projects	<ul style="list-style-type: none"> <li>Restructuring and re-equipping the Bangladesh Fire Services (Investment).</li> </ul>	Directorate of Bangladesh Fire Services.	2.00
		<ul style="list-style-type: none"> <li>Dhaka and other major cities flood protection, drainage improvement. (Investment)</li> </ul>	BWDB	3.00
3.	Research and Information Management	<ul style="list-style-type: none"> <li>A Study on Children's Rights in Disaster Management to develop programme</li> </ul>	SCF Alliance	0.035
		<ul style="list-style-type: none"> <li>Action Research on livelihood in disaster</li> </ul>	NGOs under LOA	0.20
		<ul style="list-style-type: none"> <li>Technical support for existing/ new physical facilities (better utilization of physical facilities like shelters, flood embankment). Study</li> </ul>	MDMR/LGED/ BWDB/PWD/ CPP/NGOs	1.00
		<ul style="list-style-type: none"> <li>Establishment of Information Systems related to major hazards including development of a disaster related database, hazard mapping and resource inventory</li> </ul>	MDMR/DHI/SDN P	1.648
4.	Response Management	<ul style="list-style-type: none"> <li>Promotion of industrial and Fire Safety</li> </ul>	Ministry of Labour and Employment	0.700
		<ul style="list-style-type: none"> <li>Preparation and implementation of a National Logistics Plan</li> </ul>	MDMR	**0.55
6.	Special Projects	<ul style="list-style-type: none"> <li>Piloting of Community oriented Improved Flood Warning System</li> </ul>	BDRCS/ NGOs	**1.70
		<ul style="list-style-type: none"> <li>Construction of Multipurpose Cyclone Shelter</li> </ul>	LGED	1.20
		<ul style="list-style-type: none"> <li>Construction of Head Office of DRR and District Disaster Management Centres</li> </ul>	MDMR/ DRR	**6.00
		<ul style="list-style-type: none"> <li>Provision of equipment in BMD as per recommendations in the Emergency Telecommunication Report</li> </ul>	BMD	3.15
		<ul style="list-style-type: none"> <li>Setting up Emergency Telecommunication facilities</li> </ul>	MDMR/BTTB	2.00
Total				21.573

\* Investment Project funded by GOB. Cost is not reflected in the above total.

\*\* Projects will be implemented if funds from donors are available during phase-I



## CDMP PHASING SCHEDULE

Component	First Six Months	Second Six Months	Second Year	3-5 Years
<b>Capacity Building</b>				
PPDDU and Support Systems	High Priority			
Professional Development		High Priority	High Priority	High Priority
Institutionalization of Training			Medium Priority	High Priority
<b>Partnership Development</b>				
Advocacy	High Priority	High Priority	High Priority	Periodic Interventions
Training and Briefings		High Priority	High Priority	High Priority
<b>Community Empowerment</b>				
Gap Analysis		High Priority	High Priority	
Programme Development		High Priority	High Priority	
LDRRF		High Priority	High Priority	
<b>Research and Information Management</b>				
Urban Search and Rescue Capacity for Earthquake threat -Fire Service		High Priority	High Priority	
Climate Change Study		High Priority		
Information Database			High Priority	High Priority
<b>Response Management</b>				
DMIC	High Priority	High Priority		

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## Section IV: Strategy and Objectives for UNDP Support

### A. Policy Framework

The Disaster Management Bureau (DMB) has developed the Act, policy and the national disaster plan, however all documents are currently still in draft form despite several reviews having been undertaken. The most recent review was during the development of the CDMP Formulation Mission where several recommendations were made. It will be difficult for the MDMR and the disaster management institutional mechanisms to effectively undertake their mandated roles and responsibilities unless they have the legislative authority to do so and the policy to guide the overall country approach to vulnerability reduction and its linkage to development planning.

Additionally, national development efforts continue to be hampered because policy and planning officials still do not incorporate the assessment of natural hazards and their impacts on development into their development project validation processes. Without government's approval, endorsement and enforcement of the legal and policy guidelines this system may not change in the near future. There needs to be significant change in the perceptions of disaster management and its value to the development planning process.

### B. Programme Support Objectives

A five year core programme has been developed for the first tranche for UNDP and other donor funding. The programmes target those critical issues that will lay the foundations upon which more specific interventions can be directed and are listed in more detail at Table 1.

### C. Capacity Requirements and Assessment

Bangladesh has established comprehensive institutional arrangements for disaster management from apex level down to field levels but these still need to be energized and strengthened through a consolidated and prolonged capacity building programme. The other issues that need to be addressed are those related to resources, appropriate training, decentralization of authority, development of District Programmes, interfacing disaster management activities with development, technical knowledge and policy. The Comprehensive Disaster Management Programme has taken all these problems, analyzed them in their true perspectives and designed the programme accordingly which have been discussed in various chapters of the PSD.

There are still gaps in the level of coordination among government agencies, between government and NGOs and within NGOs' resulting inefficiencies of available resources through duplication of effort. The focus of the PSD is therefore on strengthening programme collaboration, better net working and information sharing with a view to achieving safer communities through an integrated programming approach at all levels.

### D. Management

The successful implementation and management of programme component activities will only be achieved through a cooperative approach involving all stakeholders. This will require formal [but flexible] coordination structures at all levels that are framed around and strengthen existing mechanisms.

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## (1) Programme Management Arrangements

There are three critical elements to the programme management process.

1. High level policy direction and link with national development processes
2. Link between the high level policy and day to day implementation
3. Day to day coordination, information sharing and partnership development.

### a. CDMP Steering Committee

The high level policy direction will be undertaken by the CDMP Steering committee – chaired by the Secretary, MDMR who will be the National Programme Director. The Steering committee (SC) will be responsible for providing policy advice and guidance to facilitate the link between programme activities and national development initiatives. A full range of responsibilities is listed below.

The individual membership of the committee would need to be confirmed. However it should be based on the assumptions that it is efficient and effective. In order to facilitate quick decision-making process it is proposed to make the committee smaller with members from Finance Division, Planning Commission, ERD, IMED, DRR, DMB, representative from NGOs, who will be acting as permanent members on the committee and the members of the other ministries whose projects will feature in the agenda will be invited in the meeting as a member. The Committee may co-opt not more than two experts on Disaster Management. The representatives of the ministries should not be below the rank of Joint Secretary/ Joint Chief. The recommended CDMP SC is as follows:

- Secretary, MDMR – Chairperson
- Representative from the Finance Division - Member
- Representative from Planning Commission (Concerned Sector) - Member
- Representative from ERD – Member
- Representative from IMED – Member
- DG DMB- member
- DG DRR - member
- Representative from NGOs - Member
- Representatives from UNDP and DFID
- Representative from DER Group
- CDMP Team Leader/CTA
- National experts on Disasters- Member

The key roles and responsibilities of the steering committee will be to:

- Review the achievement of programme interventions bi-annually;
- Review and validate new hazard based project proposals;
- Act as the Common Steering Committee for all component projects under the CDMP Programme Support Document;
- Keep IMDMCC informed on the progress of the CDMP;
- Policy Guidance to the Programme Management;
- Determine the CDMP umbrella programme priorities in respect to funding and resources;
- Approve revised PCPs along with Log frame and workplan of CDMP supported component projects;



The meeting of the SC will be convened at least bi-annually. However, it is important that during the initial period the committee is convened as often as possible to enable the partnerships with collaborating partner organizations to be nurtured. The information sharing during this process will enable the MDMR to build a picture of the types of activities that are being undertaken, the location of interventions and the possible gaps that exist across programmes. All this information will be vital for the implementation process of the CDMP. This will also help member representatives to gain a better understanding of the CDMP process and how its impacts are reflected across the organizations.

b. **Policy Programme and Partnership Development Unit**

A Policy, Programme and Partnership Development Unit (PPPDU) will be established to operationalize and drive the coordination process. An international expert, Chief Technical Adviser (CTA) will lead the operational activities of the PPPDU and be supported by a small team of National Consultants to undertake the critical day-to-day role of establishing and nurturing partnerships to ensure that programme collaboration is achieved and sustained. This will involve a continual process of liaison, advocacy and reporting within government and with NGOs and Regional Stakeholders including information sharing with neighbouring countries.

The CTA will be responsible to the Secretary MDMR as National Programme Director (NPD). The UN Implementing Agency (UNOPS) will recruit all full-time professionals, including the support staff for PPPDU as per their agency's rules and practices. Administrative and other staff, together with necessary transport and office equipment, will be provided to support the functions of the PPPDU. A Senior Programme Officer will be appointed by UNOPS out of the programme budget to undertake, on behalf of UNDP, regular monitoring and periodic (suggest quarterly) assessments of the programme interventions, more specifically component projects, including the performance of the PPPDU in executing its functions.

The PPPDU will also have responsibility for undertaking the programme administrative and reporting responsibilities and for providing secretarial support to enhance the activities of the SC. The CTA should seek to establish a coordination committee comprising representatives of all major projects and CDMP Sub Implementing Agencies (SIAs) to facilitate the processes of information sharing and enhancing programme collaboration. The coordination committee should meet on a monthly basis during the early stages of implementation with invitations extended to other "non" CDMP project managers to enhance the information sharing process. This strategy will ensure that at all times there is a focus on programme administrative issues and a focus on strengthening partnerships. The PPPDU staff and the coordination committee representatives should be the priority target for disaster management training in the first phase of the programme.

The PPPDU will also undertake the internal coordination functions to guide the service delivery interventions from MDMR field staff. This will overcome the problem of programming DMB and DRR staff to undertake normal and emergency period tasks. A small committee comprising Secretary MDMR, DG-DMB, DG-DRR, and CTA should be established to monitor this process and determine priorities.

The CTA will be the executive officer to the SC and will be responsible for ensuring that the policy directions as outlined by the SC are implemented.



This PPPDU should be positioned within or near the MDMR to facilitate frequent liaison and interface with the NPD. Computer and e-mail services are a critical resource. Specific training may be required to enhance the skills of existing staff of MDMR and other implementing agencies to provide backstopping services to the programme as and when necessary by using component budgets upon agreement with the concerned Sub Implementing Agencies (SIA) and donors.

#### E. Programme/Project approval process

The PSD consists of Programme Component Profiles (PCPs) under Phase-I and Phase-II. Phase-I reflects the higher priority PCPs which should be implemented during the first five years of the CDMP. Phase- II PCPs represent those projects which should be "next step" initiatives that build on phase one achievements. CDMP has been endorsed by the Government as an Umbrella Programme that follows a holistic approach. The individual components will form part of one single programme (CDMP). Together they will seek to achieve the goal of moving the disaster management emphasis from relief to a risk reduction culture. In order to encourage donors' participation and minimize delay in processing it will be necessary to initiate a single Master TAPP for processing approval of Planning Commission. Under the programme approach there are precedents that a single TAPP had been approved in the past (example: SEMP of Ministry of Environment and Integrated Coastal Zone Management Project under Ministry of Water Resources).

While finalizing the workplan for 3b the project management will review the existing activities funded under UNICEF and CARE programmes and ensure that there is no overlap and all programmes complement each other in strengthening Local Disaster Management Committees.

With concurrence from the Government of Bangladesh a preparatory assistance phase has been in implementation since 01 July 2002 to facilitate finalisation of PSD and preparation of draft PCIPs (Programme Component Implementation Plans) utilizing a total budget of US\$ 160,000.

The CDMP is seeking to achieve consensus driven commitments for funding to be directed towards those projects that fit within the programming priorities of the respective areas targeted by the programme. The CDMP strategies will enhance the capacity of GOB and donors to manage national disaster management priorities in a coordinated manner and thus optimize the use of available resources towards achieving national goals.

PPPDU will play the key role in mobilizing programme inputs and co-ordinating programme activities. PPPDU will start its operation as soon as signing of LoA between MDMR and UNOPS is complete after approval of CDMP by GOB and donors.

Following recruitment of Team Leader, experts and personnel for PPPDU, the immediate task of PPPDU will be to draft a Letter of Agreement (LoA) to be jointly signed between MDMR and concerned SIA, which would set the detailed terms of reference for the services to be rendered by the SIA towards implementation of the programme component. The standard LoA format used in SEMP programme implemented by MoEF may be followed in this regard. However, under the overall guidance and supervision of the NPD, PPPDU/UNOPS will have the responsibility of direct implementation of 5 (five) components that include component 1a, 1b, 3a, 3c and 5. Out of rest five components, DMB will act as



SIA for two components (2a & 2b) while DRR, Fire service and DoE will act as SIA for component 3b, 4a and 4b respectively.

After signing of LoA between MDMR and SIAs, PPPDU will finalize the draft PCIPs (Programme Component Implementation Plans) for all components in consultation with the SIAs and place those before the CDMP Steering Committee for approval. Once the PCIPs are approved by the steering committee, the individual SIA will immediately step into implementation following the work plan delineated in the approved PCIP. Subsequently any substantive change has to be agreed by UNDP and approved by the Steering Committee.

#### F. Coordination Arrangements

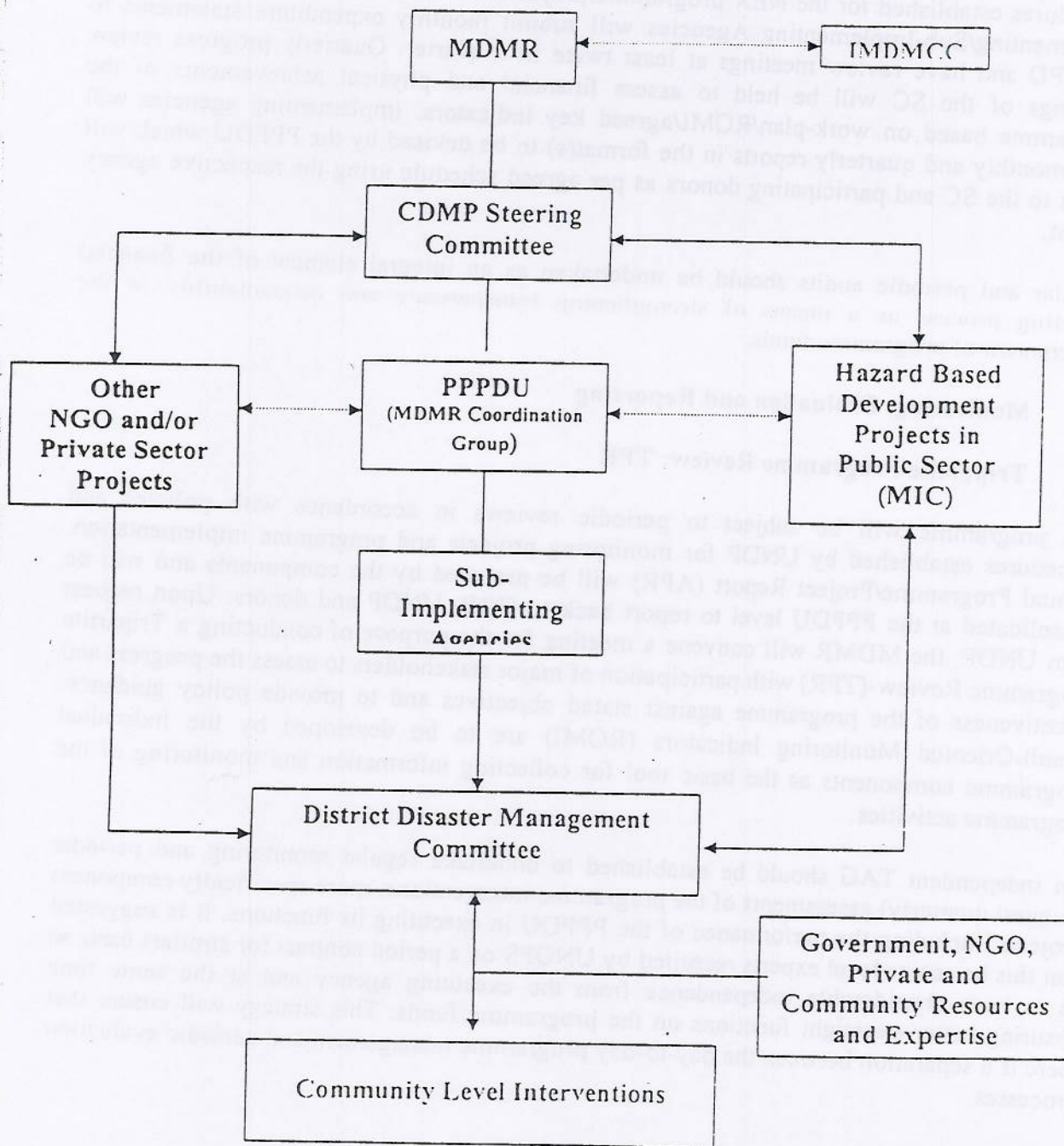
The apex coordinating body for all disaster management programmes is the Inter Ministerial Disaster Management Coordination Committee (IMDMCC). This committee comprises Secretaries for each of the key Ministries and is chaired by the Minister, Ministry of Disaster Management. The roles and responsibilities of the IMDMCC are to provide policy advice and guidance for the effective delivery of disaster management programmes and to report annually to the National Disaster Management Council on matters relating to each of the major hazards. A CDMP Steering Committee (SC) chaired by the Secretary MDMR will provide support to the IMDMCC. The roles and responsibilities of SC are given above.

In order to bring into focus the integrated national programme the SC will enhance the coordination of cross hazard issues and programmes among both Government agencies, NGOs and between Govt. and NGOs during both the project validation and project implementation processes. The long-term vision of the CDMP is coordination within and between "like or same" hazard projects through the establishment of Mitigation Information Centres (MIC) in order to achieve better interaction, information sharing and coordination among agencies. It is expected that responsible ministries/agencies will establish MICs in their respective organizations like the Arsenic projects. An independent mid-term mission to be launched by UNDP with participation from all key stakeholders will evaluate the programme.

A schematic representation of the coordination mechanism as well as programme/project approval process is shown in Figure-I.



Figure -I  
Schematic Representation of Program Coordination



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## G. Fund Disbursement and Financial Reporting

Funds will be released by UNDP directly to Implementing/Sub-Implementing Agencies on the basis of quarterly advance requests from the NPD on certification from PPPDU on performance. Programme Management including fund disbursement will follow rules and procedures established for the NEX programme/projects and their subsequent modifications. Implementing/Sub-Implementing Agencies will submit monthly expenditure statements to the NPD and have review meetings at least twice in a quarter. Quarterly progress review meetings of the SC will be held to assess financial and physical achievements of the programme based on work-plan/ROMI/agreed key indicators. Implementing agencies will send monthly and quarterly reports in the format(s) to be devised by the PPPDU which will report to the SC and participating donors as per agreed schedule using the respective agency format.

Regular and periodic audits should be undertaken as an integral element of the financial reporting process as a means of strengthening transparency and accountability in the dispersment of programme funds.

## H. Monitoring, Evaluation and Reporting

### (1) Tripartite Programme Review: TPR

The programme will be subject to periodic reviews in accordance with policies and procedures established by UNDP for monitoring projects and programme implementation. Annual Programme/Project Report (APR) will be prepared by the components and will be consolidated at the PPPDU level to report back to GOB, UNDP and donors. Upon request from UNDP, the MDMR will convene a meeting for the purpose of conducting a Tripartite Programme Review-(TPR) with participation of major stakeholders to assess the progress and effectiveness of the programme against stated objectives and to provide policy guidance. Result-Oriented Monitoring Indicators (ROMI) are to be developed by the individual programme components as the basic tool for collecting information and monitoring of the programme activities.

An independent TAG should be established to undertake regular monitoring and periodic (suggest quarterly) assessments of the programme interventions, more specifically component projects, including the performance of the PPPDU in executing its functions. It is suggested that this be senior level experts recruited by UNOPS on a period contract (or similar) basis so as to have considerable independence from the executing agency and at the same time ensuring better oversight functions on the programme funds. This strategy will ensure that there is a separation between the day-to-day programme management and periodic evaluation processes.

### (2) Evaluation

The programme will be subject to evaluation, in accordance with the policies and procedure established for this purpose by UNDP. The organization, terms of reference and timing of the evaluation will be decided by consultation between the Government, Donors and UNDP. A separate Budget-line (under Direct Country Support arrangement as provided by NEX modality) is assigned to provide necessary resources for conducting the evaluation by an independent mission fielded by UNDP.



The evaluation team will consist of Team Leader (International), National Consultants, Representatives of GOB, Interested Donors and UNDP.

The programme component projects should be subject to annual audit by the assigned agencies (FAPAD) and Financial Advisory Firms as and when necessary.

### (3) Reporting

An inception meeting is to be arranged by the Executing Agency/Designated Agency during the first quarter of programme implementation. Quarterly progress reports (both physical and financial) will be submitted to the NPD by sub-implementing agencies for consolidation and submission to concerned partners as programme review report. Financial Reports are to be submitted to UNDP as per UNDP guidelines during the first week of each quarter. UNDP will provide reports on annual cost sharing apportionment to the concerned donors.

#### I. Risk and Prior Obligation:

In the event of non implementation of CDMP the objectives of sustainable long term risk reduction of the natural hazards will be frustrated. The key assumption is that the Government of Bangladesh wants to adopt a CDMP approach to risk and vulnerability reduction. There will always be a number of risks associated with an approach that is seeking to introduce significant changes to the way risk and vulnerability reduction programmes associated with the major hazards are undertaken. Changes will not take place overnight. This will be a long process, and should be undertaken through a series of well-structured strategies that target at number of levels. Changing existing perceptions and understanding of disaster management remains among the greatest challenges to create a paradigm. Risks may also vary from district to district, however it is felt that the following summarizes the key influencing factors.

##### (1) Failure to gain political and policy support:

The perception of disaster management in respect to its association with relief is the greatest threat to the expansion of a more comprehensive approach. Changing perceptions among political and policy officials is therefore the most urgent and important task. High level advocacy is going to play a significant role in achieving success in this area.

##### (2) Failure of the MDMR to implement the recommended strategies:

The MDMR will have the primary responsibility to coordinate the PSD activities. They will require additional resources and expertise to facilitate this task.

##### (3) Failure to gain support from the Government and NGO Sectors:

NGOs have been very active in the performance of community based disaster management related activities. Strong sustained partnerships have not been established and therefore there may be some doubts from both sides as to the level of commitment to a comprehensive approach. It is also very likely that many NGOs or Government Departments may not have a good understanding of the broader disaster management issues or the CDMP concept.

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(4) Failure to gain the support of District, Upazila and Union Officials:

Changes will be felt most at these levels. Current knowledge and understanding of the broader disaster and risk management concepts are not extensive. Perceptions of disaster management are again very much cyclone or flood relief orientated.

(5) Failure to gain the support of the donor community:

Donors are supporting a wide range of disaster mitigation and preparedness programmes in Bangladesh and may wish to continue with current arrangements and for move to a CDMP approach for better coordination.

(6) Prior obligations of the Government of Bangladesh and prerequisites for UNDP Support:

A broad based CDMP Steering Committee at the MDMR and PPPDU are established. donor's commitments firmed up and PSD finalized and approved by GOB.

Provision for office space by MDMR for use of the programme staff at the central level and necessary facilities such as, furniture, telephones, and other local facilities are arranged. Provision for office space and other facilities are made at respective SIAs at local level.

Issuance of administrative orders by MDMR to concerned local administration to provide guidance in relation to the administrative framework governing the provision of support to and collaboration with the CDMP.

Adequate allocations in the Government Development budget (provision in the TAPP) must be ensured for CDVAT (for imported equipment and vehicles), port storage charge, operation and maintainance of all equipment and vehicles for entire project duration, etc to support the programme. Equipment and vehicles will not be procured from UNDP budget unless the above provisions are kept in the approved TAPP.

On fulfillment of the above conditions and obligations the Programme Support Document will be signed by GOB and UNDP for flow of donors' assistance to the Programme.

J. Strategy for use of UNDP resources

The CDMP concept for Bangladesh is based on umbrella programme approach. Under this approach components are managed independently but placed under a single programme to ensure that all stakeholders share a common purpose or objective. This strategy is consistent with the "Programme Approach" being adopted by UNDP and many other donor agencies to assist Government to formulate national priority development objectives and to realize these objectives through corresponding national (multi-sectoral) programmes formulated and implemented in a coherent, coordinated and participatory manner.

This fits with the principle that such a programme be multi-sectoral based on the view that it is preferable to take only one development problem or objective at one time but address it in all its dimensions (UNDP Programme Approach Evaluation 1998). CDMP approach and programme objectives discussed and recommended in the stakeholders' meeting to outline the future programmes as presented in the Framework Report (2000) were supported by the

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UNDP on the principle of cost sharing. The PSD also conforms to the UNDP mandate, recommendations of Global Summits and Conferences, Earth Summit on environment degradation and biodiversity, IDNDR, CSN and UNDAF and UNDP's National Development Report (1995). The CDMP approach is also in line with the policy Framework of the United Nations Conference on Environment and Development (UNCED) the International Conference on Population and Development (ICPD), the World Summit on Social Development (WSSD) and Fourth Conference on woman in Beijing reflect the UN's commitment towards social justice and equity through sustainable human development, especially of the poor community and the woman who are the most vulnerable groups and the first victims of any disaster.

UNDP will provide the technical assistance component through its own resources (TRAC Fund) and cost sharing with other donor agencies to provide coordinating roles, monitor and provide information to other participating donor agencies. UNDP resources will not be used for investment projects. UNDP has been playing a lead coordinating role in the field of disaster management and response intervention in collaboration with other UN agencies as well as other donor agencies. In CDMP institutional development and capacity building, enhancement of community mechanism and responses, UNDP technical assistance will be a key input for the successful implementation of the programme.

#### K. Legal Context

This Programme Support Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of Bangladesh and the United Nations Development Programme, signed by the parties on 26 November 1986. The host country-implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government cooperating agency described in that Agreement.

The following types of revisions may be made to this programme document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the programme document have no objections to the proposed changes:

- a) Revisions in, or addition to, any of the annexes of the programme document;
- b) Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangements of inputs agreed to or by cost increases due to inflation; and,
- c) Mandatory annual revisions, which rephrase the delivery of agreed programme inputs or increased expert or other costs due to inflation or take into account agency expenditure flexibility.

This Programme Support Document (PSD) is for all purposes related to implementation, considered to be the legal document by which UNDP and GOB will be bound. The Government of Bangladesh may prepare for its own internal planning and approval purposes a matching document such as Technical Assistance Project Proforma (TAPP). All efforts must be made to ensure that the provisions of the concerned TAPP prepared are identical to those in this signed PSD. However, in the event of any discrepancies (including, but not limited to, discrepancies in terms of financial provisions) between the PSD and TAPP, it should be noted that the provisions outlined in this signed PSD are to be upheld.



**UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)**  
**Programme of the Government of the People's Republic of Bangladesh**  
**PROGRAMME SUPPORT DOCUMENT (PSD)**

PSD/Project number: BGD/01/004/A/01/99  
 PSD/Project Title: Comprehensive Disaster Management Programme  
 PSD/Project Short Title: CDMP  
 Estimated start date: January 1, 2003  
 Estimated end date: December 31, 2007  
 Designated institution: Ministry of Disaster Management and Relief (MDMR)  
 United Nations implementing agencies:  
 United Nations Office for Project Services (UNOPS)  
 Food and Agriculture Organization of the UN (FAO)  
 Programme support/project site: Throughout Bangladesh  
 Beneficiary countries: Bangladesh

Classification Information:

ACC sector and sub-sector:  
 Sector: 16.0- Humanitarian Assistance and Disaster Management;  
 Sub-sector: 20.0-Disaster Prevention and Preparedness

DCAS sector and sub-sector:  
 Sector: 015-Disaster Preparedness  
 Sub-sector: 089-Relief, Planning and Institutional Preparedness

Primary areas of focus/sub-focus: 01 -Promoting Poverty Eradication and Sustainable Livelihood: 02- Establishment of Progressive Policy, Strategy, Planning  
 Secondary areas of focus/sub-focus: 05- Other UNDP Development Priority; 35-Other UNDP Development Priority

Primary type of intervention: 05- Disaster Management  
 secondary type of intervention: 17-Rehabilitation  
 Primary target beneficiaries: 01- Target Group  
 TB Code: 015-At Risk Population  
 Secondary target beneficiaries: 02- Disadvantaged Group

<u>Summary of UNDP and cost-sharing inputs</u>	
UNDP:	\$
TRAC (1&2)	6,340,440
(including Preparatory Assistance US\$160,000)	
TRAC (3)	
STS	
Other	
Cost-Sharing:	
Government	
Financial Institution	
Third party (DFID)	8,104,012
Total:	US\$ 14,444,452
Administrative and operational services	
SOF 03	
Cost-Sharing	
Total:	
Country Office	
Administrative Cost	
Total:	

Government inputs: (local currency)  
 (in kind)  
 (in cash): US\$ 0.746 million (TK. 430.20 Lakh)

LPAC review date:  
 BPAC review date:

On behalf of: \_\_\_\_\_  
 Government: \_\_\_\_\_  
 Executing Agent: \_\_\_\_\_  
 UNDP: \_\_\_\_\_

*Ansul Huz Chowdhury*  
 Date: 21 JAN 2003  
 Secretary  
 Economic Relations Division  
 Ministry of Finance  
 Govt. of Bangladesh  
 Name/Title: \_\_\_\_\_  
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**Carlyse A. HESSIC**  
 Resident Representative a.i.  
 UNDP, Bangladesh