

**Implementing Standing Orders on Disaster (SOD) at Union Level: The Case of
Kakua Union, Tangail District and Kazipur Union of Sirajganj District,
Bangladesh**



A Dissertation for the Degree of Masters in Disaster Management

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ABSTRACT

Bangladesh is arguably the World's most disaster prone country. Repeated disasters destroy the economic resource base of the poor people and drain out the economic potentials. The impacts and vulnerabilities of disasters could be minimized through proper disaster management planning and by integrating disaster management activities with local and national development plan. The study has been undertaken to explore how Union Disaster Management Committees (UDMCs) could be made more functional and proactive in implementing Standing Orders on Disaster (SOD). **Union Disaster Management Committees (UDMCs)** can play the key role for local level risk reduction planning. **Standing Orders on Disaster (SOD)** issued by the Government of Bangladesh clearly defines the roles and responsibilities of UDMCs. In reality most of the UDMCs are not functional due to various reasons like lack of awareness/knowledge, lack of resources, and absence of proper monitoring and follow up etc. In order to make SOD fully operational and strengthening UDMCs, UDMC members should be trained up for local risk reduction planning. Political commitment, allocation of resources, establishing proper monitoring & follow up system and Disaster Management Act are the issues which need to be addressed immediately for implementing Standing Orders on Disaster (SOD) at Union Level.

CHAPTER 1

1.1 Background of the Study

The colossal losses of lives and properties caused by natural disasters with repeated frequency in short intervals make Bangladesh one of the most disaster prone countries in the world. The traditional disaster management model focusing on disaster relief and recovery has done little to redress these rising levels of risk. Following the devastating floods of 1988 and the cyclone of 1991, Bangladesh government has adopted a holistic approach embracing the processes of hazard identification and mitigation, community preparedness and integrated response efforts. Relief and recovery activities are now planned within an all-risk management framework seeking enhanced capacities of at-risk communities and thereby lowering their vulnerability to specific hazards. In line with the paradigm shift from relief and response to comprehensive disaster management, the Ministry of Relief and Rehabilitation before has been changed to the Ministry of Disaster Management and Relief and in 2003, it was again renamed as the Ministry of Food and Disaster Management (MoFDM). A series of inter-related institutions were developed to ensure that planning and coordination of disaster episodes were performed in accordance with the **Standing Orders on Disasters (SOD)**. Based on past experiences of natural hazards, including river and cyclonic floods, the government has issued standing orders from time to time, which have been compiled in 1997 by the Disaster Management Bureau (DMB) of the Ministry of Food and Disaster Management. These orders cover activities during:

- pre-disaster phase.
- awareness and warning phase.
- disaster phase (once a natural calamity takes place).
- post-disaster phase.

In planning for pre-disaster and post-disaster coping strategies, the government is aware of the need of people's participation in decision-making. This is evident from the disaster-related standing orders (DMB, 1997) mentioned earlier. These orders refer to tasks to be carried out at all levels of government administration as well as peoples' organizations. There is a provision for preparing separate plans for disaster management at Union, Upazilla (sub-

district) and District levels. These plans are prepared and implemented by the disaster management committees formed at these levels with both government and non-government representatives. The guidelines for such committees in coping with disasters at different phases are provided by the government through the DMB, and are, in effect, government standing orders relating to disasters (pre- and post-disaster actions) and people's participation. According to *“Bangladesh Country Report: First Session of the Global Platform for DRR 2007”* there are 64 district; 483 Upazilla (sub district) and 4,500 Union (local government) disaster management committees in Bangladesh. According to the “Standing Orders on Disaster” of the Bangladesh government, these committees are responsible for disseminating disaster preparedness messages and coordinating the “Relief & Rehabilitation” operation. Union Disaster Management Committee (UDMC) is the grass root level organization which is near to the community and which bears the overall responsibilities of implementing **Standing Orders on Disasters (SoD)** at field/community level. The success of disaster management at field level mostly depends on the efficiency, sincerity, competency of the members of Union Disaster Management Committee (UDMC) and coordination with Upazilla Disaster Management Committee (UzDMC). Unfortunately most of the UDMCs are not functional and even UDMC members do not know that they belong to the committee. Lots of initiatives are yet to be undertaken to activate UDMCs and to create disaster resilient communities.

1.2 Overall Objective of the Study

To explore how Union Disaster Management Committees (UDMCs) could be made more functional and proactive in implementing Standing Orders on Disaster (SOD).

1.3 Specific Objectives

To achieve the overall objective, there are three specific objectives:

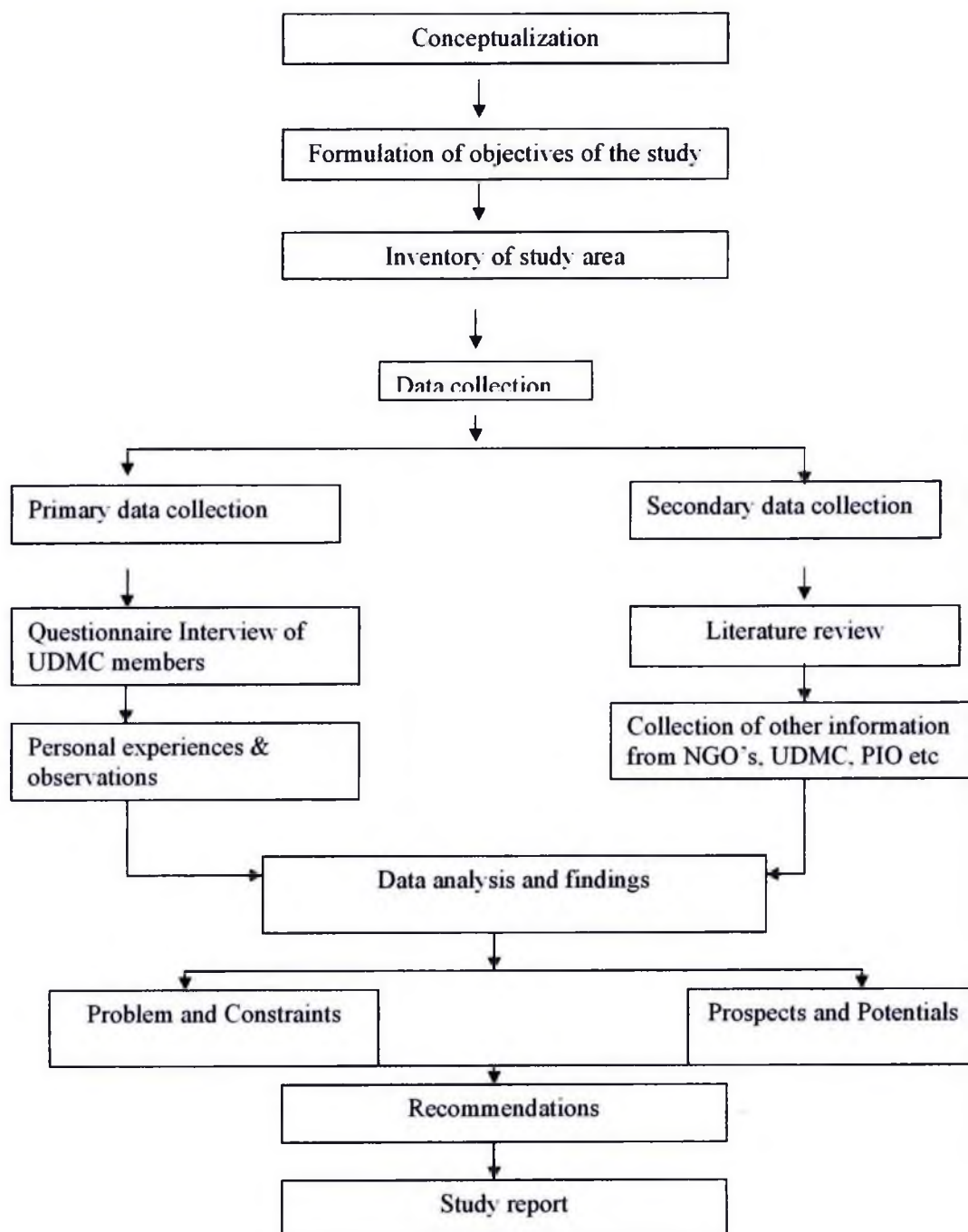
1. To assess the level of awareness of Union Disaster Management Committees (UDMCs) in study area about the Standing Orders on Disaster (SOD).
2. To investigate the level of implementation of Standing Orders on Disaster (SOD) in study Unions and identify the challenges for successful implementation.
3. To explore the ways to make Standing Orders on Disaster (SOD) fully operational at Union level by ensuring proactive participation of Union Disaster Management Committees (UDMCs).

1.4 Methodology

The study has used data from both primary and secondary sources. Existing literature on the issue has been reviewed for identifying the gaps. More information on the problem to be investigated has been collected from different sources like available books, websites, reports and study of NGOs and donors etc. As for primary information, key informant interview has been conducted with some members of the Union Disaster Management Committees (UDMCs) through a structured questionnaire. The Unions have been selected based on vulnerability, poverty and past disaster history. The study Unions are Kakua under Tangail Sadar Upazilla in Tangail District and Monsurnagar Union under Kazipur Upazilla in Sirajgonj District. Personal experiences and observations gathered from working with UDMCs may also be considered as primary sources for some of the information. Finally study report has been prepared with findings and recommendations.

1.4.1 Activity Flow Chart

The Activity Flow Chart below describes methodological sequence followed for this study:



1.4.2 Conceptual Framework of Study Tools

Methodology describes the procedures to be followed to operationalize the research design for collection and analysis of the information data in conformation with research. In order to obtain the objectives a series of activities are performed. Among them literature survey, questionnaire design and conducting survey, data collection and analysis are the main. Following methods are adopted to conduct the present study.

1.4.3 Literature Review

The literature review was undertaken for background study and concept development. Relevant books, papers, article, research work, website are identified for review and getting assistance to develop understanding about the study objectives.

1.4.4 Formulation of Objectives

To work with the issue relevant books and research work were reviewed and afterward comprehensive and precise goals and objectives were formulated which are the guideline of the study.

1.4.5 Inventory of Study Area

An inventory of the study areas including geographical location, demographic information, livelihood, disaster history etc has been collected from secondary sources. It has helped the researcher to know the socio-economic features of the study area.

1.4.6 Selection and Justification of Study Area

As the overall objective of the study is to explore how Union Disaster Management Committees (UDMCs) could be made more functional and proactive in implementing Standing Orders on Disaster (SOD), Unions have been selected which are prone to several natural disasters.

1.4.7 Tools of Data Collection

Primary data has been collected through a structured questionnaire (Sample questionnaire attached in *Annexure I*). Respondents have been selected from different sectoral representatives at Union Disaster Management Committees (UDMCs) such as UDMC/UP Chairman, Member Secretary (UP Secretary), Ward Members, Female Members,

Government Officials at Union Level, Teacher representatives, NGO representative etc. A total of Twenty Two (22) members have been interviewed from the two UDMCs.

1.5 Limitation of the Study

The researcher has recognized some limitations for the present study. As this kind of study has not been undertaken in good number, very limited literature was found matching the objectives of the current study. The study has been undertaken only in two Unions. It could have been more comprehensive if the number of study area can be increased.

CHAPTER 2

Review of Literature

Bangladesh's geo-physical location makes it vulnerable to flooding and cyclones annually. The country's topography is formed around a river delta, below the higher elevations of the Himalayas. Besides a large number of rivers that cross through the flood plains, the country has three major rivers (Gangers, Brahmapura and Meghna) all of which flow in to the Bay of Bengal. These river systems annually drain a vast basin about twelve times the size of the country itself. As the water of the above three major river systems passes through Bangladesh to the Bay of Bengal, the country becomes affected by the high rainfall in the upper catchment areas outside of its territory.

According to UNEP, Bangladesh ranked first as disaster prone area in Asia and the Pacific region. The risk of disaster appears to be an increasing trend for the country's population. In a thirty year period (from 1971 to 2000), a total of 2,16,150 people died in 181 disasters occurred in Bangladesh. This number is higher compared to India (1,24069 in 345 disasters) over the same period (UNDP, 2003). It has been estimated that in 2000 alone the area affected was approximately 220,000 acres, with a financial loss estimated at over three billion U.S. dollars.

The country benefits from a moderate amount of flooding in regards to its agricultural productivity, but at times the flooding increases to disastrous levels. It is reported that Bangladesh experienced severe floods in 1954/55, 1974, 1987, 1988, and 1998 when about two third of the country went under water causing immense damage to lives and properties. The flood in 1998 was termed "catastrophic" when up to 67 percent of the country's land was inundated an average of 8 to 9 weeks. During that flood 55 of the total 64 districts (32 in the riverine areas of Jamuna, Brahmaputra, Padma and Meghna) and 33 million people were affected of which 18 million needed emergency food and health services.

The worst flood recorded was in 1998, and total damage was worth US \$ 3 billion. It was estimated that cumulative loss of 1987 & 1988 floods was worth US \$ 2 billion, reducing GDP by about 4% . The area submerged in the flood of 1998 was about 100,000 sq km, which was much higher than the flood of 2004 that covered an area of about 30,582 sq km till August 4, 2004. The severity of the floods blighted the lives of about 30 million people and

overstretched the entire flood response systems. The flooding, which caused property and infrastructure damage of US\$ 7.2 billion, is the heaviest seen in Bangladesh since 1988 when it claimed (6 August 2004) over 650 dead and left 21 million homeless (Nizamuddin, 2001).

Many impacts of disasters go unnoticed by media headlines and international disaster statistics:

- Families hit by disaster often do not send children – especially girls – to school.
- Disasters leave women and girls with heavier workloads and often poorer health and at increased risk of domestic violence and sexual harassment.
- Children are in greater danger in floods and drought, through drowning, starvation and disease.
- Disasters directly cause disease and damage to health infrastructure, while indirectly lowering disease resistance and heightening malnutrition.
- Disasters can lead women and girls to resort to sex work and risk HIV infection.
- Disasters may increase rural to urban migration, and in cities disproportionately affect slum dwellers.

An additional factor to be considered in terms of future risks in Bangladesh involves the likely impacts of *climate change* over the next several decades. Human development is facing potentially one of the biggest systemic shocks in recorded history, as fossil fuel use is warming the planet at a faster rate than at any recorded period in the last 10,000 years. Nine of the ten warmest years on record have occurred since 1990 (IUCN, 2004). This in turn is causing catastrophes beyond our ability to control. The number of weather-related disasters has doubled in the past decade, affecting the lives of two billion people.

Unprecedented floods in Europe and the Himalayas have competed for headlines with catastrophic droughts in Southern Africa and smog in South East Asia. Pacific islanders are drawing up long term plans to evacuate, as rising seas salinate water supplies and erode coastlines.

Donor or MDG targets have not incorporated the risk of global warming or the weather-related disasters which it drives. This disaster 'blind spot' threatens to jeopardise not only the Millennium Goals, but the development process itself. Current estimates project that global will exaggerate the planet's hydrological cycle. This means, generally, that wet areas will get

wetter and dry areas will get drier. More floods, more droughts and more disease. Sudden-impact hazards like tropical cyclones will also get more intense and frequent. In the case of Bangladesh, the combination of more rainfall, and more cyclones, exacerbates risks and vulnerability, and increases the importance of risk management at every level.

2.1 Bangladesh context/governance and civil society

Addressing the connections between local government and local communities requires an understanding of how different levels of the Government of Bangladesh have been mandated to deal with disaster management and DRR. With an overview of the ways in which the government has sought to be more effective and structured, it is then possible to explore the roles of local government and their interface with communities. This includes research on accountability mechanisms, on the ways in which responsibilities ‘trickle down’ to lower levels, and learning lessons from local government/communities and community resilience experiences. This also includes an understanding of the various roles taken on by Bangladesh NGOs and by international NGOs (World Bank, 2006).

The Government of Bangladesh has taken a number of steps to improve its capacity to respond to and reduce the impact of natural disasters. This included enabling legislation, such as the National Disasters Management Act (2002) and the development of a Comprehensive National Policy on Disaster Management. The system established by the government has specific district structures to ensure that various measures have implementation mechanisms at lower levels of government.

Following the devastating floods of 1988 and the cyclone of 1991, Bangladesh government developed a more integrated system that sought to include hazard identification and mitigation, community preparedness and integrated response efforts. Relief and recovery activities are to be planned within an all-risk management framework, which should contribute to enhanced capacities of at-risk communities, reducing their vulnerability to specific hazards (Tony, 2005).

As part of the conceptual and administrative adjustment from post-disaster relief and response to comprehensive disaster management, the Ministry of Relief and Rehabilitation was re-formed to the Ministry of Disaster Management and Relief in 1993, and in 2003, it was again re-formed as the Ministry of Food and Disaster Management (MoFDM). Along

with the new ministerial structure, a set of coordinated institutions were established to provide the basis for planning and coordination of disaster episodes in accordance with the Standing Order on Disasters.

The Government of Bangladesh has also developed specific codes on ways to address cyclones, floods, drought and famine, and more recently work has been done on codes for earthquakes and to incorporate the lessons from the tsunami of 2004. These codes are to establish a common approach at all levels of government, through the various levels from the Union Disaster Management Committee (including the most local levels of government bodies) to the highest level of the National Disaster Management Council headed by the Prime Minister.

The Disaster Management Bureau (DMB) was created as a professional unit at national level back in 1992 under the then Ministry of Disaster Management and Relief. DMB was assigned to perform specialist support functions working in close collaboration with local authorities at the District and Thana/Upazila level, as well as various officials authorities and concerned line ministries under the overall authority of high level Inter-Ministerial Committee (IMDMCC).

The DMB also has the responsibility to create public awareness on the severity and risks associated with natural and human-induced hazards and to formulate programs and projects that will better prepare at-risk communities and public officials to mitigate their consequences. As a technical arm to the Ministry of Food and Disaster management, DMB overview and coordinate all activities related to disaster management from national to the grass-root level. It is also entrusted to maintain an effective liaison with government agencies, donors and NGOs to ensure maximum cooperation and coordination in all aspects of disaster management.

As a continuation of the paradigm shift process, the Comprehensive Disaster Management Program (CDMP) has been designed as a long-term program of the Ministry of Food and Disaster management with multi-agency involvement. Funded jointly by the United Nations Development Program (UNDP) and the U.K. Department for International Development (DFID), the program was launched in November, 2003. Activities of CDMP have been designed to be implemented in two phases. The first phase of CDMP is a five-year program comprising of 5 broad components being implemented by different Sub Implementing

Agencies. The first phase is expected to provide the proposed shift as well as undertake design, formulate and mobilize resource of the components under phase two.

DMB is a small professional unit, working at the national level to perform specialist support functions working in close collaboration with District and Thana –level authorities, and the concerned line ministries under the overall authority of high –level inter-ministerial committee (IMDMCC). It is a technical arm to the Ministry of Food and Disaster Management (MoFD) to overview and co-ordinate all activities related to disaster management from national down to the grass-root level.

2.2 Local Governance Support Project and Decentralization

The center of the study on disaster reduction is focused on the complex and context specific relationships between local governments and communities. Part of the analysis of the relationship between local communities and local government requires an assessment of the relative authority and resources available to local government. The processes of decentralization are country specific, and in the case of Bangladesh, the ability of local government agencies to engage with and be responsive to local communities depends in part on the national framework. The general trends of decentralization has been promoted over the last two decades as central governments in many countries are determined that they were unable to directly meet the basic needs of their people. Local, municipal/district or regional governments are now often seen as more effective instruments in this regard.

There has been a trend towards decentralization that allows the subsidiary organs of central government to play a more active role in development. In broad terms, decentralization is a process of reform designed to strengthen local governments and enable them to deliver the specific services for which they are responsible to populations living in the areas they administer. As such, the success of decentralization can be evaluated based on whether it provides enough support to local institutions to ultimately yield better service delivery outputs and responsive systems.

Highly centralized government systems struggle to provide services that adequately match the needs of their citizens. Many countries are responding to this problem with decentralization, a method of transferring responsibility for social services to the local

government, in the hope that they will provide services with greater efficiency and accountability. In practice, decentralization does not always deliver on its promises and sometimes its disadvantages can outweigh its benefits. In the case of Bangladesh and disaster management, the accountability relationships between local government and local communities are part of the necessary mechanisms, but equally important are the ways in which local governments have resources and capacity to be responsive and accountable (Stephen, 2007).

When accountability is built into the design of decentralization, it allows for the several positive opportunities. It provides local communities citizens with meaningful and functional opportunities for voice through bodies such as elected councils, locally appointed officers, participatory budgeting and planning, local civic forums, surveys and report cards. It encourages local officials to become responsive to the demands of the community, especially when there is the opportunity for elections. If mayors or local officials are failing to provide services, they can be voted out of office making local authorities accountable to local communities. In many developing countries, highly centralized governments are often too distant from local populations making it difficult to attribute failure to a definable entity or person; accountability mechanisms instituted through decentralization seek to rectify this situation.

2.3 Local Governance Support Project

In regards to developing effective local processes for disaster management, the work of the Bangladesh Local Governance Support Project offers a key inter-related process for the strengthening of local systems. The LGSP seeks to support local governments in providing services that meet community priorities, using a predictable and transparent fiscal transfer system. The project has five components, with the first one providing fiscal transfers to eligible local governments for basic service delivery, as well as incentives for good governance and service delivery performance. The project also supports direct mobilization of communities to prioritize their development needs, and local government capacity in planning block grants. The government will be able to conduct outcomes-based evaluation of as part of the on-going changes in the local governance system, and the project will also have a social protection pilot that will test the utilization of cash transfers as a potential devolved government function (World Bank, 2004).

2.4 Increased Emphasis on Disaster Risk Reduction (DRR)

As work on disaster management has evolved, greater emphasis has developed in the past few years on Disaster Risk Reduction (DRR). The place of DRR in the cycle of disaster management linking preparedness and recovery represents a perennial challenge for the humanitarian system. Much of what is spent on humanitarian response could, it is argued, be spent to greater effect in terms of saving lives and livelihoods through disaster risk reduction measures. In addition, responses to disasters when they happen would be better in many ways if people were better prepared to manage the necessary responses. And there is a real cycle whereby future risks would be mitigated by incorporating the concept of risk reduction into the recovery efforts that are in fact a large part of what is done under the heading of humanitarian action.

At the World Conference on Disaster Reduction in 2005 the “Hyogo framework” was agreed by 168 nations. The Framework offers guiding principles, priorities for action, and practical means for achieving disaster resilience for vulnerable communities. Its priorities for action include:

1. Ensure that disaster risk reduction is a national and a local priority with a strong institutional basis for implementation.
2. Identify, assess and monitor disaster risks and enhance early warning.
3. Use knowledge, innovation and education to build a culture of safety and resilience at all levels.
4. Reduce the underlying risk factors.
5. Strengthen disaster preparedness for effective response at all levels.

The meeting at which this happened coincidentally was held soon after the tsunami, which helped focused attention on DRR. It is likely for similar reasons that DRR is one of the key themes of the Tsunami Evaluation Coalition work on LRRD (Links between relief, rehabilitation and development) and its final report. The Tsunami changed the landscape of the international reaction in the aftermath of a natural disaster. It has helped the World Conference on Disaster Risk Reduction (WCDR) in Kobe, January 2005, to become a catalyst for putting that change into commitments.

Disaster Risk Reduction primarily addresses both slow and rapid onset natural disasters. DRR cannot prevent a disastrous event from happening, but it can contribute to reducing the negative impacts. Central to the DRR process are the integration of mitigation, response preparations and contribution to recovery, where all three phases are acknowledged as having equal importance (Philip, 2005).

The implementation of DRR initiatives fits within a wider understanding of DRR which means putting in place the overall International Strategy for Disaster Reduction (ISDR) system of mechanisms as the framework for coherent and consistent DRR policies at different levels of government and other agency (donor, NGO) actions. Among the key recommendations from the Tsunami Evaluation Coalition that are pertinent to DRR in Bangladesh are the improvement of assessment capacity, reflection on and learning from previous disasters and determination of what are necessary and feasible local skills. DRR resides within the primary responsibility of states/governments and acknowledging the willingness of them to respond effectively. This requires resources and capacity being supported at local level in many countries (Stephen, 2007).

At the local level, there is a need to strengthen disaster (integrated into development) programming, emphasizing and building upon existing knowledge of the impact of disasters. Local adaptation strategies, culture, heritage, knowledge and experiences provide the building blocks for boosting disaster resilience. In Bangladesh, the relationships between local government and communities provide an opportunity to incorporate greater DRR instruments, within specific contexts and risks.

2.5 Disaster Preparedness Mechanism

To maintain proper co-ordination amongst the concerned ministries, government organizations and line agencies, and also to ensure their proper functioning during emergency, the Government has formulated a set of mechanisms. For the mechanisms to be operative, a guidebook titled '**Standing Orders on Disaster**' has been designed as a basic tool. The standing orders outline the activities of each Ministry, major agency/ department so as to handle emergency situations efficiently. In the efforts of making the mechanisms effective, clear and comprehensive, national policy on disaster management and natural disaster management plan have been designed for consideration of the Government.

The entire disaster preparedness mechanisms meet the requirements of clear policies, provide scope for implementation of the NDMC policies & decision by high levels IMDMCC on an inter-ministerial basis, incorporate the role of the MDMR as the responsible line Ministry, provide for the integration of Armed Forces and reflect the crucial role of the DDMCs, UZDMCs and UDMCs.

Union Disaster Management is the grassroots level committee responsible for the overall disaster planning and management at Union Level. There is a specific section in 'Standing Orders on Disaster' (SOD) which clearly defines the roles and responsibilities of this committee. Their responsibilities have been categorized into three levels: before, during and after disaster. As per the SOD, UDMC is supposed to undertake different preparedness activities during normal time. This includes assessment of disaster risk, preparation of disaster management plan, undertake awareness activities, identification of shelters etc. During any disaster, UDMC is responsible for dissemination of early warning, evacuation of affected people, mobilization and distribution of adequate relief etc. UDMC undertakes damage & need assessment; and assists affected people for rehabilitation activities after any disaster. But there are huge gaps between theory and practices. UDMCs are hardly aware of their roles and responsibilities. Implementation of SOD is almost absent at the Union Level.

CHAPTER 3

Understanding Legal Framework for Disaster Management in Bangladesh

Bangladesh is a disaster-prone country of an area of about 1,47,570 sq. km. with population nearing 150 million. The country is well within the tropics and is the largest delta in the world formed by the mighty rivers namely the Ganges, the Brahmaputra and the Meghna. Bangladesh has special geographical feature. It has the Himalayan range to the north. The Bay of Bengal to the south with its funneling towards Meghna estuary and the vast stretch of Indian land to the west. The combined affects of the role played by this special geographical features have significant bearing on weather system of Bangladesh. The weather system are not always favourable. Due to this weather system, Bangladesh becomes the worst victim of natural calamities causing colossal loss of lives and properties. Most of the people of this country are very poor. It is predominantly an agricultural country. The economy largely depends on weather. Major disasters that occur in Bangladesh are : tropical cyclone, tidal bore, flood, tornado, river bank erosion, earthquake etc. A large number of poor people are to live in vulnerable areas of the southern part of Bangladesh. The vulnerability is so miserable that they have to go and settle in the newly accreted land in Bay of Bengal and its surrounding areas which is occasionally hit by tidal bore or devastating cyclone. The adverse impacts of all the natural hazards affecting socio-economic condition need to be reduced for sustainable development. Realization of this reality, the Government of Bangladesh has undertaken a lot of plans and programs for disaster reduction through disaster management.

3.1 Major Disasters in Bangladesh

Major disasters that occur in Bangladesh are: Tropical cyclone, Tidal bore, Flood, Tornado, River bank erosion, Earthquake etc.

Outline of Most Severe Disasters

I. Cyclone:

- Cyclones are the worst killer;
- The severe cyclone of 12 November 1970 took a toll of 0.3 million human lives in Bangladesh and put property damages to more than one billion US dollars;

- Yet another worst cyclone which hit Bangladesh coast on April 1991 killed 0.14 million people and property damages were more than two billion US dollars;
- The cyclone of 1876, 1919, 1961, 1963, 1965, 1985 and 1988 were also of severe nature.
- The Cyclone SIDR in 2007 claimed lives of 3363 people.

II. Floods:

- Floods are another devastating recurring phenomena in Bangladesh;
- The flood of 1988 during August-September inundated 89,000 sq. Km. Areas of 52 districts of the country and caused loss of 1517 human lives;
- The 1998 flood in Bangladesh with unprecedented duration of 65 days inundated 53 districts covering about 100,000 sp. Km. Areas and it took lives of 918 people;
- The severe floods of 1922, 1954, 1955, 1974, 1984 and 1987 are worth mentioning.
- Flood 2007 claimed lives of 1110 persons.

III. Droughts:

- Drought is another severe natural phenomenon which at some intervals visits Bangladesh and causes disastrous crop failures.
- In 1979 the country was hit by a severe drought, which was termed by many as the worst in the recent past.
- Droughts of 1957 and 1972 were of severe nature.

IV. Tornado:

- Tornadoes during pre-monsoon period hit Bangladesh and cause localized devastation, both in terms of lives and properties.
- Tornadoes of 14 April, 1969; 11 April, 1974; 01 April, 1977 and 26 April, 1989 are noteworthy.

Table 3. 1: Disasters over last 20 years in Bangladesh

Year	Disaster	Death
1987	Flood	1657
1988	Flood	1517
1988	Cyclone	5704
1989	Drought	800
1991	Cyclone	138,868
1996	Tornado	545
1997	Cyclone	550
1998	Flood	918
1999	Flood	15
2000	Flood	36
2003	Flood	104
2007	Flood	1110
2007	Cyclone (SIDR)	3363

Source: www.janathakshan.org/sapd/pdf/Dr.AsalamAlamBangladesh.pdf

3.2 Evolving Disaster Management Strategy in Bangladesh

In the past, disasters in Bangladesh were largely considered to be acts of God beyond any necessity for undertaking management activities to minimize risks and losses except temporary government responses to distribute relief during post disaster phase without taking into account the socio-economic implications of these events. Efforts had not been made to recognize the dependence of development in proper handling of disasters. But over the years, the Government of Bangladesh (GOB) has begun to put more emphasis on ways and means

of reducing human, economic and environmental costs of disasters in Bangladesh. It has been done through enhancing the national disaster management capacity to address to the various aspects of planning for disasters which includes prevention / mitigation, preparedness, response, recovery and development (rehabilitation and recovery) activities. This broad concept of planning, though new in Bangladesh, is now firmly rooted. The government of Bangladesh has perceived that the negative impact of disasters can be suitably alleviated through a rational disaster management approach. The government believes that with some elementary preparedness and preventive measures such as risk analysis, land-use zoning, building codes, training and awareness build up, basic institutional arrangements, field level action planning etc., disaster reduction can be highly cost effective.

3.3 Emergency Preparedness for Disaster

With the devastating floods of late 1980s and the killer cyclone of 1991, the concept of overall disaster preparedness in the country became clearer through discussions on variety of complex and inter-sectoral issues which cropped up in the course of implementation of the short term project of "assistance to the Ministry of Relief in the coordination of cyclone rehabilitation". As a result, the Government of Bangladesh has taken the following significant steps during the last few years for building up institutional arrangements from the national to the village level:

- i. Establishment of a disaster management organization named Disaster Management Bureau (DMB) in 1993
- ii. Renaming of the Ministry of Relief and Rehabilitation as the Ministry of Food and Disaster Management (MoFDM)
- iii. Establishment of Emergency Operations Center (EOC) at MoFDM

Establishment of Disaster Management Council and Committees from national down to field levels for overall disaster management.

3.4 Organizational Structure at the National Level

- i. **National Disaster Management Council (NDMC):** It is headed by the Hon'ble Prime Minister to formulate and review the disaster management policies and issue directives to all concerns.

- ii. **Inter-Ministerial Disaster Management Co-ordination Committee (IMDMCC):** It is headed by the Hon'ble Minister in charge of the Ministry of Food and Disaster Management (MoFDM) to implement disaster management policies and decisions of NDMC / Government.
- iii. **National Disaster Management Advisory Committee (NDMAC):** It is to be headed by an experienced person having been nominated by the Hon'ble Prime Minister.
- iv. **Cyclone Preparedness Program Implementation Board (CPPIB):** It is headed by the Secretary, Ministry of Disaster Management & Relief to review the preparedness activities in the face of initial stage of an impending cyclone.
- v. **Disaster Management Training and Public Awareness Building Task Force (DMTATF):** It is headed by the Director General of Disaster Management Bureau to co-ordinate the disaster related training and public awareness activities of the Government, NGOs and other organizations.
- vi. **Focal Point Operation Coordination Group of Disaster Management (FPOCG):** It is headed by the Director General of DMB to review and co-ordinate the activities of various departments/agencies related to disaster management and also to review the Contingency Plan prepared by concerned departments.
- vii. **NGO Coordination Committee on Disaster Management (NGOCC):** It is headed by the Director General of DMB to review and co-ordinate the activities of concerned NGOs in the country.
- viii. **Committee for Speedy Dissemination of Disaster Related Warning/ Signals (CSDDWS):** It is headed by the Director General of DMB to examine, ensure and find out the ways and means for the speedy dissemination of warning/ signals among the people.

3.5 Organizational structure at the field level

- i. **District Disaster Management Committee (DDMC):** It is headed by the Deputy Commissioner (DC) to co-ordinate and review the disaster management activities at the district level.
- ii. **Upazila Disaster Management Committee (UZDMC):** It is headed by the Upazila Nirbahi Officer (UNO) to co-ordinate and review the disaster management activities at the Upazila level.

- iii. **Union Disaster Management Committee (UDMQ):** It is headed by the Chairman of the Union Parishad to co-ordinate and review and implement the disaster management activities of the concerned union.

The DDMCs, UZDMCs and UDMCs in the highly disaster prone districts (29 in no.), 84 *upazillas* and 776 unions have been energized to prepare the action plans for themselves. These local level committees are at present in the process of preparation to enable themselves to protect people at grass-root level, and to increase their capacities to cope with and recover from disasters. **Standing Orders on Disaster (SOD)** is working as guiding document in preparation of these plans. The activities undertaken in the plan mainly fall into three phases: before, during and after disaster. Local resources utilization for disaster preparedness is the key to these plans. These plans should not be seen as separated plan; rather they should be integrated into the regular development plan of the Union.

CHAPTER 4

Data Collection, Analysis and Findings

4.1 Profile of the Study Unions

The study has been undertaken in two vulnerable Unions of two disaster prone Districts. Kakua Union is situated under Tangail Sadar Upazilla in Tangail District while Monsurnagar Union is located in Kazipur Upazilla in Sirajgonj district. Both the Unions are home to poverty stricken marginal rural people who live on mainly agriculture. Flood and River Erosions are the main hazards of these two Unions. The Unions have experienced major Floods in 1998, 2004 and 2007. River erosion is a common phenomenon which render many people homeless.

Table 4.1: Basic information of the study area 1

District	Tangail		
Upazilla	Tangail Sadar		
Union	Kakua		
Area	25 sq.k. m.		
Population	31580		
Total number of villages	15		
Total number of families	6316		
Literacy rate	32%		
Main Occupation	Agriculture		
Major Hazards	Flood, River Erosion		
History of Disasters	Year	Disaster	Loss/Damage
	2007	Flood	Houses, roads, poultry, livestock etc.
	2004	Flood	Death 2, Houses, roads, poultry, livestock etc.
	1998	Flood	Death 3, Houses, roads, poultry, livestock etc.
	1996-2008	River Erosion	1250 people became landless

Table 4.2: Basic information of the study area 2

District	Sirajgonj		
Upazilla	Kazipur		
Union	Monsurnagar		
Area	35 sq.k.m.		
Population	26390		
Total number of villages	10		
Total number of families	5278		
Literacy rate	28%		
Main Occupation	Agriculture, Fishing etc.		
Major Hazards	Flood, River Erosion		
History of Disasters	Year	Disaster	Loss/Damage
	2007	Flood	Death-4, 340 acre crop damaged, Houses, roads, poultry, livestock etc. lost
	2006	Flood, River Erosion	75 acre crop damaged,
	2002	Flood	200 acre crop damaged
	1998	Flood, River Erosion	Death-2, 220 acre crop damaged, Houses, roads, poultry, livestock etc. lost



Photo 1: Flood Damages, Monusrnagar Union, Kazipur Upazilla, Sirajgonj, 20 November 2007

4.2 Profile of Interviewees

Union Disaster Management Committee is the grassroots organization responsible for overall disaster management e.g: problem identification, planning, execution of plan, resource mobilization etc. of respective Union. The responsibility of UDMC is categorized into three levels: pre disaster, during disaster and post disaster. Union Disaster Management Committee generally consists of 30-32 members.

Table 4.3 : Constitution of UDMC

1. UP Chairman	Chairman
2. UP Secretary	Member Secretary
3. Ward Members	Member
4. Female Members	Member
5. Government Officials at Union level	Member
6. Representative of Bangladesh Red Crescent	Member
7. Representative of Cyclone Preparedness Program (CPP)	Member
8. Female Representatives	Member
9. Teacher Representatives	Member
10. NGO representatives	Member

As for this study, a total of 22 UDMC members have been interviewed representing 11 from each UDMC. UDMC Chairmen and Member Secretaries have been interviewed as they are the key persons of the committee. Besides, 3 among 9 ward members, 2 female members, 2 Government Officials, 1 teacher and 1 NGO representative from each UDMC have been interviewed.

Table 4.4 : List of the Interviewees from two UDMCs

Occupation/Designation	Kakua Union	Monsurnagar Union	Total
UDMC/UP Chairman	1	1	2
Member Secretary (UP Secretary)	1	1	2
Ward Members	3	3	6
Female Members	2	2	4
Government Officials at Union Level	2	2	4
Teacher representatives	1	1	2
NGO representative	1	1	2
Total	11	11	22



Photo 2: Briefing of UDMC members on questionnaire, Kakua Union, Sadar Upazilla, Tangail, 15 April 2008.

4.3 Level of Awareness on Standing Orders on Disaster (SOD)

The questions were designed to know whether members of Union Disaster Management Committee (UDMC) have adequate knowledge about **Standing Orders on Disaster (SOD)**. Most of them are acting as members of the UDMC for less than 5 years.

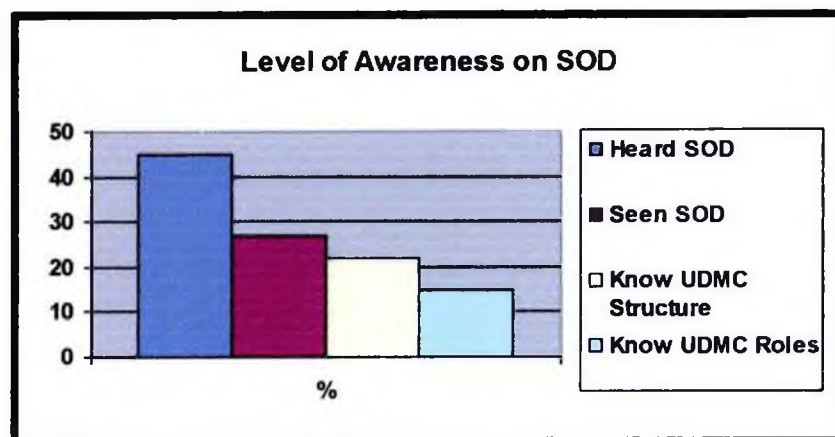
It has been found that only 10 respondents (45%) out of 22 have heard about SOD while only 6 (27%) have seen the book on SOD. Most of the members don't know what SOD is all about. Only 2 interviewees can say a little bit about what is contained in SOD. Though Chairmen of UDMCs bear the overall responsibility of disaster management (preparedness, mitigation, response etc.) of that particular Union, it has been recorded that they have very poor knowledge on SOD.

Only 22% of the interviewees know about the structure (how many members and from which sectors) of UDMC and only 15% can explain their roles and responsibilities defined in SOD.

As per the SOD, UDMC is supposed to meet bi-monthly and daily during normal time and disaster period respectively. UDMC members have very little knowledge about this. Only UDMC Chairmen and Secretaries can say about the meeting intervals.

None of the interviewees can say about the categories of activities under **Standing Orders on Disaster (SOD)**. They have no idea about different phases of disaster management. Their mindset is focused on post disaster activities like relief, rehabilitation etc. They are little aware about preparedness activities.

Many of the UDMC members received training on Disaster Management from different NGOs. But these training included very brief sessions on SOD which they felt was inadequate for them. Members of UDMC in Monsurnagar Union are more familiar with SOD than members of Kakua Union. The reason is Monsurnagar Union is more vulnerable to frequent disasters like flood, river erosion etc. Therefore, they experienced different response and rehabilitation works in past and came to know about SOD by working with NGOs.



The questions under this section were aimed at assessing the knowledge level of UDMC members on SOD. It has been found that UDMC members know very little about SOD.

4.4 Level of Implementation of Standing Orders on Disaster (SOD)

The questions of this section have been developed to explore how UDMCs are practically implementing SOD at Union Level.

Though UDMC is supposed to hold bi-monthly meeting during normal time, it has been found that meetings are not being held regularly during normal time. Recently, some NGOs are working for strengthening the UDMCs and they are assisting the UDMCs to regularize the meetings. However, meetings are held as per need during emergencies. Only 2 meetings were held in Kakua where 4 meetings were held in Monsurnagar Union during the past one year.

Half of the interviewees attended all the meetings in the last year, 25% attended 1 meeting and the rest has not participated in any meeting. Usual percentage of attendance at UDMC meetings ranges from 50-60%. UP ward members are more regular than the government officials at Union Level. It is very challenging for UDMC Chairman to ensure the participation of government officials.

SOD suggests that each UDMC should have a Contingency Plan or Disaster Management Plan. But none of these two Unions have such plan. They have identified lack of skill and

fund for not having this plan. Recently they have started preparing Disaster Contingency Plan involving UDMC and mass people with the technical & financial assistance from NGOs.

None of the UDMCs under this study has organized any training, awareness activities such as drama, folk song etc. and disaster mock drill which they are supposed to do as per SOD. They are planning to hold such type of events for the coming year with the help of NGOs working in the field of Disaster Management.

The targeted UDMCs have not established any formal early warning systems. They have their traditional ways of receiving and disseminating early warning for flood disaster. They feel the need of establishing formal and people's friendly early warning system. Government and NGO collaboration is a must for this. These UDMCs have identified shelters for evacuation during disasters but they haven't formed any committee for shelter management.

The last major disaster faced by both the Unions is Flood 2007. Flood 2007 has severely damaged standing crops, houses, roads, livestock, poultry etc. They didn't have any prior plan to face the disaster. They have undertaken search and rescue operations and relief activities with the help of District administration, Joint Forces and NGOs. They have admitted that loss could be minimized if they had any previous plan.

The answers of the respondents showed that implementation of Standing Orders on Disaster (SOD) is almost absent at field level.

4.5 Challenges for Implementation of Standing Orders on Disaster (SOD)

This section has been aimed to learn the challenges for successful implementation of **Standing Orders on Disaster (SOD)** at Union level.

There are many challenges for successful implementation of **Standing Orders on Disaster (SOD)**. Most of the UDMC members have no relevant or exclusive training on SOD. Therefore, they are not fully conversant with their roles and responsibilities as UDMC members.

Though government has issued SOD for effective disaster management, the SOD implementation is not being monitored by relevant government departments. For example, Upazilla Disaster Management Committee (UzDMC) is responsible to assist and oversee the activities of Union Disaster Management Committee (UDMC). But there exist no follow up and monitoring mechanism for this purpose.

Another important challenge for implementing SOD is budget constraint. There is no such provision to allocate budget in the Union Parishad (UP) budget for Disaster Management or to execute Disaster Contingency Plan. Though sometimes UDMCs are preparing Contingency Plans, they are not being able to implement the activities due to lack of fund. It is due to fund constraints that they don't organize any awareness events or mock drill. Even they are not willing to hold the meetings regularly as they can't manage minimum budget for entertainment.

Moreover, the reason for non-implementation of Standing Orders on Disaster (SOD) is absence of legal accountability. As SOD is only an order not an act, there is no legal obligation for the implementers. Legal framework can work as pressure to take all possible steps for effective implementation of the actions defined in Standing Orders on Disaster (SOD).

Negative attitude and behavior of the UDMC members is also great obstacle for implementation of SOD. Disaster management is still based on relief oriented activities. Political leaders and Government officials are more interested on relief activities rather than preparedness initiatives. SOD can't be fully operational without changing this mindset.

CHAPTER 5

Conclusion and Recommendations

The study has found that there is huge knowledge gap about the Standing Orders on Disaster (SOD) among the Union Disaster Management Committee (UDMC) members. Accordingly, the implementation of SOD is almost absent at field level. The study has identified different causes contributing to this and finally came up with the following recommendations and suggestions to make Standing Orders on Disaster (SOD) fully operational at Union level by ensuring proactive participation of Union Disaster Management Committees (UDMCs).

Political Will/Commitment

Political commitment is prerequisite for the overall success of Disaster Management. Political mindset needs to be changed from responsive disaster management to proactive disaster management. Preparedness, mitigation and risk reduction activities should be given high priority. Of course relief and rehabilitation is must after any disaster. But all concentration must not be placed for this. Preparedness activities should be strengthened at all levels.

Training/Motivation

Training is one of the best ways to enhance knowledge and skill. Training should not be only one shot activity. Advanced training, refresher training, on the job training etc should also be arranged besides foundation/basic training. No work can be done effectively unless the stakeholders are motivated and committed. Motivational work should be undertaken for example: rewarding the best UDMC, rewarding the best UDMC member, rewarding the best volunteer etc.

Monitoring and Follow up

Follow up means to check whether the works are being done properly. Monitoring is very important to track progress, learn challenges and make necessary adjustments. Monitoring and follow up is vital for the success of any program. Upazilla Disaster Management Committee (UzDMC) should be committed enough to regularly monitor the activities of Union Disaster Management Committee (UDMC) and provide proactive support as and when required.

Resources Allocation

Resources identification, mobilization and utilization are always big challenge. Government should pay due attention so that UDMCs have adequate resources for implementation of SODs and Disaster Contingency Plan. Bangladesh has achieved significant progress in ensuring 100% sanitation in many of the Unions. One of the underlying factors for this success is allocating resources at UP budget for this purpose. Similarly, government should keep such provision for Disaster Contingency Fund at Union Level. This fund could be utilized for awareness activities during peace time and early warning, search & rescue, shelter management etc during disaster period. Union Disaster Management Committees (UDMCs) should also take collective initiatives to generate Disaster Contingency Fund through mobilizing local resources.

Disaster Management Act

Moreover, the reason for non-implementation of Standing Orders on Disaster (SOD) is absence of legal accountability. As SOD is only an order not an act, there is no legal obligation for the implementers. Legal framework can work as pressure to take all possible steps for effective implementation of the actions defined in Standing Orders on Disaster (SOD). Therefore, disaster management act is a crying need of the time.

Collaboration

Disaster Risk Reduction is everyone's business. As disaster affects everyone and every sector, multi-sectoral approach to Disaster Management is a must. It's not possible for government alone unless strong collaboration among all the relevant stakeholders such as government, NGOs, researchers, scientists, civil society, private sector, media etc. are established and maintained. Collaborative efforts can strengthened the preparedness activities at all level and reduce the impact of disasters.

Natural disasters can not be stopped. But the loss of lives, assets and properties can be reduced significantly through effective and timely preparedness activities. Union Disaster Management Committees (UDMCs) have great role to play for reducing disaster risks of the vulnerable people. Standing Orders on Disaster (SOD) can guide the UDMCs for understanding and performing their roles and responsibilities. But the existing gaps and challenges for operationalizing SOD should be addressed through joint collaboration and adopting multi-sectoral approach.

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BRAC University
Post Graduate Programmes in Disaster Management

Questionnaire for interview of Union *Disaster Management Committee (UDMC)* members

A. Personal Information

1. Name:
2. Father/Husband's Name:
3. Sex:
 - a. Male b. Female
4. Age:
 - a. 20-30 years b. 30-40 years c. 40-50 years d. Above 50 years
5. a. Union:-----b. Upazilla:-----c. District:-----
6. Education-----Occupation-----Religion-----

B. Level of Awareness on *Standing Orders on Disaster (SOD)*

1. What position do you hold in *Union Disaster Management Committee (UDMC)*?
 - a. Chairman b. Member c. Member Secretary d. Don't know
2. For how long have you been holding the position?
 - a. less than 5 years b. 5-10 years c. Above 10 years d. Don't know
3. Do you know *UDMC* consists of how many members?
 - a. 10-19 b. 20-29 c. 30-39 d. Don't know
4. According to you, *UDMC* consists of which kind of representatives? (*Please put more than one tick mark if applicable*)
 - a. UP Chairman b. UP members c. Teacher representative d. Government officials at Union level e. Female representative f. NGO representative g. UP secretary h. Don't know
5. Have you ever heard about *Standing Orders on Disaster (SOD)*?
 - a. Yes b. No
6. Have you ever seen the book on *Standing Orders on Disaster (SOD)*?
 - a. Yes b. No
7. What is *Standing Order on Disaster (SOD)* all about? (*Please put more than one tick mark if applicable*)
 - a. Government Orders for effective & coordinated disaster management
 - b. It defines roles and responsibilities of all disaster management committees
 - c. Guidelines for Action Plan of all disaster management committees
 - d. Any other (*please specify*)-----
 - e. Don't know
8. At what interval *UDMC* is supposed to meet during normal/regular time?
 - a. 1 month b. 2 months c. 3 months d. Don't know
9. At what interval *UDMC* is supposed to meet during disaster time?
 - a. daily b. twice weekly c. weekly d. Don't know
10. Activities under *Standing Orders on Disaster (SOD)* could be categorized into- (*Please put more than one tick mark if applicable*)

- a. Pre disaster phase (Normal time) b. Awareness and warning phase
 c. Disaster phase d. Post-disaster phase e. Don't know
13. Have you received any training or attended any workshop on *Union Disaster Management Planning* or *Standing Orders on Disaster (SOD)*?
 a. Yes b. No *If yes, please specify*

Workshop/Training	Duration (days)	From	To	Organized by

C. Level of Implementation of *Standing Orders on Disaster (SOD)*

1. At what interval *UDMC* holds meeting during normal/regular time?
 a. 1 month b. 2 months c. 3 months d. Don't know
2. How many meetings of *UDMC* were held during the past ten months (January-October 2007)?
 a. less than 5 b. 5 c. more than 5 d. Don't know
3. How many meetings of *UDMC* were attended by you during the past ten months (January-October 2007)?
 a. All b. None c. Less than half d. More than Half
4. What is the usual percentage of attendance at *UDMC* meetings?
 a. less than 40% b. 40-50% c. 50-60% d. 60-70% e. Above 70%
5. Is there any *Union Disaster Management Plan* for your union based on the *Standing Orders on Disaster (SOD)*?
 a. Yes b. No c. Don't know
6. Has *UDMC* undertaken any awareness raising activities for community people on *DRR* during the last one year?
 a. Yes b. No c. Don't Know d. *If yes, please specify*

Item	Number
Folk Song	
Popular Drama	
Bill Board	
Leaflet	
Poster	
Wall Painting	
Miking	

7. Has *UDMC* organized any trainings/workshops on disaster related issues during the last one year?
 a. Yes b. No c. Don't Know d. *If yes, please specify*

Workshop/Training	Type of Participants	Duration (days)	From	To	Funded by

8. Have you established any early warning system at your Union?

a. Yes b. No c. Don't Know d. *If yes,*

Was it effective during last disaster?

a. effective b. very much effective c. partially effective d. not effective

9. Have you identified emergency shelters for evacuation during disasters and delegated responsibilities for shelter management?

a. Yes b. No c. Don't Know

10. Have you organized any mock drills/simulation exercises during the last one year?

a. Yes b. No c. Don't Know

11. What is the last major disaster/flood your Union faced?

a. 1988 b. 1998 c. 2004 d. 2007

12. What activities were undertaken by UDMC during that disaster? (Please put more than one tick mark if applicable)

a. early warning b. search and rescue c. Needs and Damage Assessment d. shelter management e. relief distribution f. Others, *please specify* -----

D. Challenges for implementation of Standing Orders on Disaster (SOD) and the way forward

1. What are the challenges for successful implementation of SOD? (Please put more than one tick mark if applicable)

a. Lack of awareness and knowledge b. Negative attitude and behavior
 c. Lack of resources/budget d. No proper follow up/support from Upazilla
 e. Others, *please specify* -----

2. How could SOD be fully operational at Union level?

a. Proper training & motivation b. Guidance and cooperation from Upzaila
 c. Proper allocation of resources
 d. Delegation of responsibilities among UDMC members
 e. Others, *please specify* -----

Annexure 2

Constitution and Responsibilities of Union, Thana and District Disaster Management Committee

1. Constitution of Union Disaster Management Committee

(i)	Chairman, Union Parishad	-	Chairman
(ii)	Members, Union Parishad	-	Member
(iii)	Teachers Representative	-	Member
(iv)	Government Employee at Union level	-	Member
(v)	Women Representative	-	Member
(vi)	Cyclone Preparedness Programme (CPP) Representative	-	Member
1.	(vii) Bangladesh Red Crescent Society's Representative	-	Member
(viii)	NGO's Representative	-	Member
(ix)	Union Parishad Secretary	-	Member-Secretary

In the light of local situation and special circumstances, the Chairman of the Committee can co-opt more members.

The committee will meet once in every two months. During disaster the Committee will meet once daily, and after some improvement in situation, twice in every week.

2. The responsibilities of Union Disaster Management Committee are mentioned below:

2.1 Normal Times

- Ensure that local people are kept informed regarding taking practical measures for the reduction of risk personally or unitedly and also about wide publicity regarding the reduction of risk at community level and the methods of keeping alive.
- Arrange training and workshops on regular basis on disaster issues and keep the Disaster Management Bureau informed.
- Prepare a Disaster Action Plan with a view to enabling local people, Union authority and local organisation to take up security arrangement in the perspective of imminent danger related warnings or occurrence of disaster including the issues already mentioned under this paragraph.
- Take steps for quickest and effective publicity of forecasts/warnings relating to cyclone and floods and also inform people about their responsibilities of saving their lives and properties from disaster.

Determine specific safe centre/shelter where the population of certain areas will go at the time of need and assign responsibilities to different persons for various services at the

shelter/centre.

- Ensure supply of water and if necessary other services from specific points near the shelter/centre with the help of Thana authority.
- Prepare relevant plans for local rescue plan, primary relief operation, restoration of communication with Thana Headquarters and local arrangement for rehabilitation of severely affected families.
- Arrangement for rehearsals or drills on the dissemination of warning signals/forecasts, evacuation, rescue and primary relief operations.

2.2 During Disaster

- Organize emergency rescue work by using locally available facilities in times of need and if directed assist others in rescue work.
- Collect statistics of loss incurred in disaster in the light of guidelines of Disaster Management Bureau and Thana Authority and send the same to TDMC/Thana authority.
- Take steps for distribution of articles for rehabilitation received locally or from Relief and Rehabilitation Directorate and any other source following the guidelines from Disaster Management Bureau and TDMC/Thana authority.
- Send accounts of material received to Thana authority or donor agency.

2.3 In addition to above follow Standing Orders on disaster management related issues and instant orders of appropriate authority.

3. Thana Disaster Management Committee

- | | | | |
|--------|---|---|------------------|
| (i) | Thana Nirbahi Officer | - | Chairman |
| (ii) | Chairman of Union Parishad | - | Member |
| (iii) | Officials of concerned department of Thana leve | - | Member |
| (iv) | Women's Representative | - | Member |
| (v) | Representative of Thana central Cooperative Society | - | Member |
| (vi) | Representative of Cyclone Preparedness Programmes (CPP) | - | Member |
| (vii) | Representative of Bangladesh Red Crescent Society | - | Member |
| (viii) | Representatives of NGOs | - | Member |
| (ix) | Thana Project Implementation Officer | - | Member-Secretary |

The local members of Parliament will be Advisers to the Committee.

The Chairman of the Committee may co-opt any other member, if necessary, in the light of local situation and special conditions.

This Committee will sit in a meeting once in every two months. During disaster, meeting will be held once daily and after some improvement in the situation twice in every week.

4. The Responsibilities of Thana Disaster Management Committee

4.1 Normal Times

- To constitute a broadly representative Union Disaster Management Committee and its activation, give necessary advice and ensure receipt of information and benefit drawn from training facilities.
- To ensure increased alertness, disaster risk reduction and informing about ways of sure and effective survival.
- To ensure whether the risk of disaster and possibility of its reduction has been fully considered in preparation and implementation of development plans at local level.
- To arrange training and workshop on disaster related issues regularly by keeping the Disaster Management Bureau informed.
- To prepare a Disaster Action Plan in the light of warning signals for impending disaster including the issues below keeping in view whether Thana authority and local organizations are prepared to meet the disaster effectively and efficiently:
 - To take steps for speedy and effective dissemination of the forecasts of cyclone and flood to all officials of the Thana, relevant persons/organisations and the persons responsible in this respect at Union level.
 - To select specific shelters/safe centres for evacuation of population of Thana Headquarters in times of need and make different persons responsible for various services at the shelter/centre.
 - To ensure water supply by filling cans to shelters/safe centres and also to arrange for other necessary services and to ensure similar services at shelter/centres at Union level in cooperation with Union Disaster Management Committee.
 - To help Union Disaster Management Committee in initial emergency relief and rescue work, establish communication between unions and District headquarters, and to prepare contingent plans comprising arrangements for its maintenance/restoration.

To hold mobilization drills in cooperation with district and Union authority for intermittent publicity of information and warning signal/forecasts and of matters related to evacuation, rescue and primary relief operations in the interior of the Thana.

- To raise public awareness at village level by wide publicity of disaster

forecasts.

4.2 **During Disaster**

To operate emergency operation centre (Information Centre and Control Room) for coordination of activities related to evacuation, rescue and relief at Thana level.

- If necessary to operate rescue work by using the services available locally and to coordinate the relief operations undertaken by others, if made responsible for it.
- To collect and verify statistics regarding loss due to disaster from Thana and union level officials according to directives from Disaster Management Bureau and District authority. To identify needs and priorities by conducting study and information analysis by officials or any other competent persons.
- To supply report/statistics to district authority about loss, requirement and available resources for relief and rehabilitation work.

To prepare plans carefully for rehabilitation work at local level including possible arrangements for risk minimization.

- To allocate and distribute on the basis of actual needs, the materials received from local source or Relief Directorate/other sources for rescue, relief and rehabilitation work according to the directives of Disaster Management Bureau and District authority.
- To supervise the distribution work of materials related to relief and rehabilitation and to maintain its accounts and send the same to district authority and other relief donors.

4.3 **To be responsible for coordination among different offices at Thana level.**

4.4 In addition, to follow Standing Orders on Disaster and comply instant orders of appropriate authority.

5. **District Disaster Management Committee**

- | | | | |
|--------|---|---|------------------|
| (i) | Deputy Commissioner | - | Chairman |
| (ii) | Officials of Concerned
Department at District level | - | Member |
| (iii) | District Executive Officers | - | Member |
| (iv) | Women's Representative | - | Member |
| (v) | District Representative of
Bangladesh Red Crescent Society | - | Member |
| (vi) | Representative of Cyclone
Preparedness Programmes (CPP) | - | Member |
| (vii) | NGO's Representative | - | Member |
| (viii) | District Relief & Rehabilitation Officer | - | Member-Secretary |
| (ix) | Representative of Armed Forces
(During disaster time) | - | Member |

All the MPs of the District will be advisers to the Committee.

The chairman of the Committee can co-opt more members in the light of the local situation and special circumstances.

The Committee will meet at least four times a year. During the disaster period, meetings should be held once daily and after some improvement of situation, at least twice a week.

6. Responsibilities of District Disaster Management Committee

6.1 Normal Times

- To constitute a broadly representative Thana Disaster Management Committee with its activation, ensure receipt of directives and information and draw benefit from available training facilities.
- To arrange training and workshops on disaster related issues regularly by keeping the Disaster Management Bureau informed.
- To ensure that the risk factor of disaster and the possibilities of reduction of risks have been fully considered while preparing and implementing development programmes at District level.
- To disseminate forecasts and warnings regarding disaster and to make the people conscious about them.

To prepare a District Disaster Action Plan including the following issues with a view to keep the District authority and local organizations well prepared so as to meet the disaster effectively and efficiently in the light of warning signals about imminent disaster and the occurrence of disaster:

- To ensure speedy and effective publicity of cyclone and flood related forecasts and warnings among all officials of the District, relevant persons/organizations and the persons of Thana level responsible in this respect.
- To select if necessary the specific shelter/safe centre for evacuation of people from District Headquarters and allocation of responsibility to different persons for rendering various services at these places.
- When necessary, to ensure supply of water which can be filled in cans at shelter/safe centre located at District Headquarters and arrange other necessary services and ensure same type of facilities and services to shelter/centre at Union level in communication with Thana Disaster Management Committee.
- To make contact with the Thana Headquarters, National Emergency Operations Centre (EOC) and Disaster Management Bureau for helping

Thana Disaster Management Committee in rescue work, emergency relief work and preparation of contingency plans for essential services in the interior of the District along with their maintenance and re-installations.

- To arrange mobilization drills intermittently for publicity of the warning signals/forecasts and matters related to evacuation, rescue and operation of emergency relief work in cooperation with Disaster Management Bureau and Thana authority.

6.2 During Disaster

- To operate Emergency Operations Centre (Information Centre and Control Room) for maintaining coordination of activities at all places in the interior of the district in respect of evacuation, rescue, relief and primary rehabilitation work.

If necessary, to operate rescue work with the facilities locally available and to coordinate mobilization of rescue teams for rescue operations in severely affected Thanas.

- To collect and verify statistics relating to loss according to instructions issued by Disaster Management Bureau and other national authorities from Thana officials and Thana Disaster Management Committee and to determine priority and requirement through emergency survey by officials or any other competent persons.
- To supply information relating to loss, needs, available resources and priority needs for relief and rehabilitation work to the EOC at the Ministry of Disaster Management and Relief and the Control Room of Disaster Management Bureau.
- To prepare plans for rehabilitation work carefully based on priority measures for risk reduction at District level.
- To allocate and distribute to Thanas the materials, received from local source or Relief Directorate/any other sources on realistic basis according to necessity as per directives issued from Disaster Management Bureau and District authority.
- To supervise distribution of materials under relief and rehabilitation activities and maintain their account and send the same to national authority and other relief donor organizations.

6.3 To perform responsibility of overall coordination among various departments at district level.

6.4 In addition, to follow the Standing Orders on Disaster and comply with instant orders of appropriate authority.