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*Evaluation of*  
**Disaster Management Bureau**

**AKM Shamsul Alam  
Md Shafiqul Haque  
Irtiza Ahmed Choudhury  
Md Ataur Rahman**



**Bangladesh Public Administration Training Center**  
Savar Dhaka. June 1997

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## Abstract

Bangladesh is one of the most disaster prone countries in the world. Frequent natural disasters disrupt normal life throughout the whole country, bring its development efforts to a halt and nationwide steps are mobilized to face the situation. For mitigating the devastating effects of natural disasters Government of Bangladesh established the Disaster Management Bureau (DMB) in 1993 for containing the loss of lives and properties, economic and environmental costs of disasters. The present study attempts to understand the set objectives of DMB, its problems and achievement. This is completely a case study. Relevant data for this study have been collected from both primary & secondary sources.

GOB has established DMB as a project-based government organization under the administrative control and supervision of the M/O Disaster Management and Relief. The overall purpose of the Government and of the DMB is to reduce the economic, environmental and human costs of disasters. DMB is headed by a Director General (DG) with the rank and status of an Additional Secretary to the Government of Bangladesh. All Class-I officers working (10 out of 19) at DMB are on deputation from different cadre services and most of them have no significant experience in disaster management. Absence of permanent officers cause the discontinuity of programs taken by DMB. Out of 64 sanctioned posts 37 are still vacant. Frequent transfer is a regular phenomena at DMB which adversely affects its performance. Although it is a coordinating cell for disaster management, it can not exercise its authority properly and its position in the national disaster network is not strong enough. DMB suffers from inadequate facilities and lacks in trainers for implementation of its training program. DMB is yet to develop proper training curriculum and strengthen its public awareness programs. Although DMB has achieved its training target (1200 persons/year) but in the context of population in the disaster-prone areas, it is negligible. Fund release process of donor agencies delays the implementation of programs taken by DMB. Concerned policy makers are not motivated to facilitate the disaster management activities taken by the DMB. Village Volunteers Unit (VVU), the very essential unit is yet to be formed.

Spacious and well-constructed building is needed for required accommodation of DMB. For attaining its set objectives, DMB should have permanent officers. DMB needs an efficient manager as the chief Executive, who is well-informed in MIS, GIS and Telecommunication network, and who is also a disaster management trainer. Donor agencies may release fund for DMB as advance on yearly basis. To perform as a central coordinating cell and to develop well-supervised implementation strategy, DMB should be given full authority by the government. DMB should take initiative in formation of VVU (Village Volunteers Unit) in every disaster-prone village for better disaster management services. It is not possible to prevent natural disaster because of its geographical location. But it is possible to mitigate the devastating effects of disaster through necessary measures. For effective disaster management by DMB, cooperation from every corner both Government and NGOs is necessary. For coping successfully with natural disaster what is most important is the awareness among people about disaster management.

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The responsibility of mistakes(if any) lies with us. We sincerely hope that this report would be of some benefit to the readers and disaster managers.

Researchers  
June, 1997

# TABLE OF CONTENTS

Abstract	ii
Acknowledgement	iii
<b>CHAPTER ONE : INTRODUCTION, OBJECTIVES &amp; METHODOLOGY</b>	<b>5</b>
Introduction	5
Conceptualization of the topic	7
Importance of the study	8
Objectives of the study	10
Scope of the study	10
Research Methodology	10
Limitations of the Study	11
<b>CHAPTER TWO : ANALYSIS</b>	<b>12</b>
Introduction to the Disaster Management Bureau	12
Status of DMB	12
Objectives of DMB	12
Functions of DMB	14
Duties of Disaster Management Bureau	17
Physical Infrastructure	20
Organization set up of DMB	20
Personnel Strength of DMB	24
Education, Training and Experiences of the Officers	28
Training Activities of DMB	30
Library, Research & Publication	36
Budget	36
Achievement of DMB	39
Observation by the Researchers	41
<b>CHAPTER THREE : FINDINGS AND RECOMMENDATION</b>	<b>44</b>
Problem facing DMB	44
Recommendations	48
Conclusions	53
<b>BIBLIOGRAPHY</b>	<b>54</b>
<b>Annexure : Opinion of Government and NGO personnel and resource persons</b>	<b>55</b>

## CHAPTER ONE

### INTRODUCTION, OBJECTIVES & METHODOLOGY

#### 1.0 Introduction

1.1 Bangladesh is one of the most disaster prone countries in the world. Living with disaster is now a reality for the people of Bangladesh. Because of its geographical location, hazards like cyclone, tidal surge, river bank erosion, flood, drought etc. are regular phenomena in this country. These hazards cause enormous loss of life and, property and major setback to the process of development.

1.2 Data from 1970-1996 show that cyclones/tidal surges caused the death of 3,92,025 people (Table-1) and data from 1986-1996 show that, flood caused the death of 30,739 people (Table-2). The total economic loss of the catastrophic cyclone of April 29,1991 has been estimated at US\$ 2.4 billion (GOB,1992).

TABLE -1 : THE DAMAGE REPORT OF PREVIOUS CYCLONES/TIDAL SURGES

Year	No .of affected districts	No .of affected thanas	No.of affected persons	Affected household		No. of death
				Complete	Partial	
1970	05	99	-	3350000	-	250000
1985	09	30	167500	90095	7135	10
1986	07	30	238600	1116	3446	12
1988	21	131	1006536	788715	863837	1590
1989	33	71	346087	12173	20008	573
1990	39	127	1015866	75085	63562	132
1991	33	100	121229	34791	20274	76
1991	19	102	13798275	819608	882750	138882
1994	02	08	422020	52057	17476	134
1995	28	67	305953	22395	44664	91
1996	02	09	81162	15868	15976	545

Source: DMB,1997

TABLE-2: THE YEAR-WISE DAMAGE REPORT CAUSED BY THE FLOOD

Year	No. of affected districts	No. of affected thanas	No. of affected persons	Affected households		No. of death	Affected embankment in km
				Complete	Partial		
1986	19	175	6715734	196803	279212	454	165
1987	50	347	24823376	71572	169104	2583	1272
1988	23	165	8937724	124530	270632	1100	67
1988	52	346	35732336	1030659	2265776	6506	1651
1989	27	70	1848389	3203	16096	689	-
1990	17	58	1383360	14101	58418	387	125
1991	07	35	2239445	33961	80994	1196	339
1991	23	97	3410404	73449	121518	1999	186
1991	28	170	5582355	232633	370934	1199	186
1993	23	224	11559586	234393	615336	2608	1093
1994	15	40	553467	19177	31005	103	18
1995	40	259	16382922	344276	1087409	5882	2398
1995	22	88	5806950	79725	355386	1744	211
1995	14	100	4007310	474707	571222	1431	267
1996	48	222	8106988	218275	598818	2968	448

Source: DMB,1997.

1.3 Natural disaster is a national problem of Bangladesh. Frequent natural disasters disrupt normal life throughout the whole country, bring its development efforts to a halt and nationwide steps are mobilized to face the situation. Serious thinking as to how to mitigate the devastating effects of these disasters led to the idea of disaster management in Bangladesh. To mitigate the effects of natural disasters, the following institutions are working with disaster management (Rahman and Holloway, -):

- The civil administration of the Government of Bangladesh (GOB).
- The Armed Forces of GOB.
- The Foreign Aid Organizations of Donor Countries.
- International Non-Government Organization (INGO) in Bangladesh.
- Bangladesh NGOs.
- NGOs from Donor Countries outside Bangladesh.
- Others (Students, rich persons, clubs etc.)

1.4 For sustainable development we need to mitigate the devastating effects of natural disasters. Government of Bangladesh established the Disaster Management Bureau (DMB) in 1993 for containing the loss of lives and properties, economic and environmental costs of disasters and for coordinating the steps and efforts of all these institutions . UNDP, UNICEF and other development partners are intended to help the DMB initiate precautionary measures and carryout activities of help and rescue in disaster- prone areas.

## 2.0 *Conceptualization of the topic*

2.1 There are two major concepts in the title of the study : a) Disaster and b) Disaster Management. Now we should look forward to the concepts.

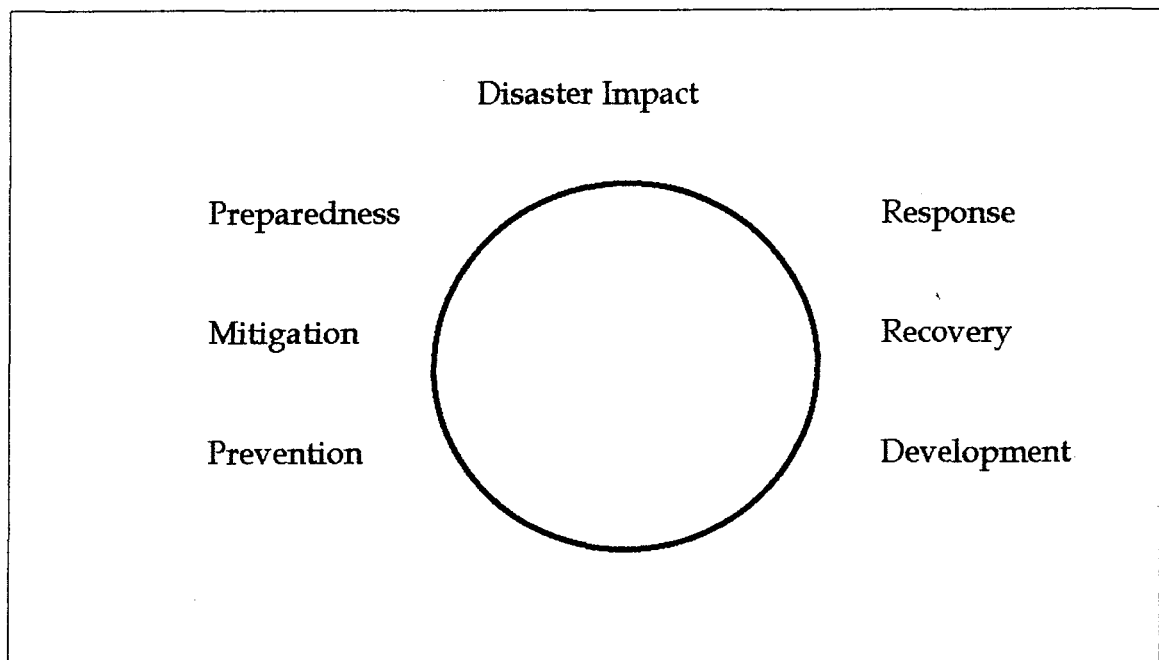
**a) Disaster:** An event, natural or man-made, sudden or progressive that seriously disrupts the functioning of a society, causing human, material or environmental losses of such severity that the effected community has to respond by taking exceptional measures (Carter,1991:xxiii). The disruption (including essential services and means of livelihood) is on a scale that exceeds the ability of the affected society of cope using only its own resources. For instance types of disasters:



- **Sudden Natural Disasters:** Cyclone, Flood, Tornado, Earthquake etc.
- **Man-made Disasters:** Riots, Civil-war etc.
- **Accidental Disasters:** Road accident, Industrial accident etc.

*b) Disaster Management:* Disaster Management is an applied science which seeks, by the systematic observation and analysis of disasters, to improve measures relating to prevention, mitigation, preparedness, emergency response and recovery. It is clear that, Disaster Management includes all aspects of planing for and responding to disasters through the *Disaster Management Cycle* given below:

FIG-1: BASIC FORMAT OF THE DISASTER MANAGEMENT CYCLE



Source: W. Nick Carter (1991:52) Disaster Management. Manila : Asian Development Bank.

### 3.0 *Importance of the study*

3.1 There have been few formal evaluations of the government's Disaster Management activities. The Flood Policy study, supported by UNDP, and the

subsequent Flood Action Plan (FAP), prepared by the World Bank, prescribed a number of structural and non-structural measures, to contain loss of life and property caused by floods. ( GOB, 1994: 2)

3.2 The Standing Orders for Cyclone, 1985 and the Emergency Standing Orders for Flood, 1984 list pre-disaster responsibilities for different ministries and agencies, and assign specific preparedness responsibilities to the M/O Disaster Management and Relief, to DCs, and thana and union level authorities. In 1991 the Government designated the Ministry of Disaster Management and Relief (MDMR) as the focal point for the coordination of all disaster related activities.

3.3 The Armed Forces and Ministry of Agriculture have departmental instructions on disaster management. The Ministry of Health and Family Welfare already developed an emergency preparedness program (Bari, Ahamed and Nahar, 1994: 51)

3.4 Though the M/O Disaster Management & Relief (MDMR) is the focal point of disaster management, but pre-disaster activities including planning , training and public awareness raising in the selected disaster-prone areas is conducted by DMB. Through proper planning and appropriate training and public awareness activities, it can be possible to reduce more destruction and loss of life due to disaster. The failure and the success of DMB will affect the entire disaster management activities of the country. Although there have been a few studies on disaster management efforts, details evaluations on the different activities of DMB are yet to be carried out. The present study attempts to highlight the actual problems and prospects of DMB.

#### 4.0 *Objectives of the study*

- To understand the set objectives of DMB and evaluate their achievement.
- To evaluate its training programs, with reference to the target and achievement.
- To evaluate the existing TO & E of DMB.
- To identify the limitations ( if any) of DMB.
- To suggest some recommendations for development of DMB.

#### 5.0 *Scope of the study*

The scope of the study are as follows :

- a) objectives of DMB since its inception.
- b) organizational set up of DMB.
- c) personnel strength of DMB (sanctioned post and existing manpower)
- d) training programs imparted by DMB.
- e) barriers and hindrances in regard to coordination among DMB related ministries, line agencies and other organizations.
- f) views regarding DMB's present activities and future plan.

#### 6.0 *Research Methodology*

**6.1 Sources of Data :** This is completely a case study on DMB. Relevant data for this study have been collected from both primary & secondary sources. Primary data have been collected from the officers of the DMB, government and NGO personnel related to disaster management and from resource persons. Secondary data have been collected from books, Journals, newspapers and selected texts of DMB.

**6.2 Techniques of data collection :** Data have been collected from the respondents by administering three different questionnaires/ check-list. Data have also been collected through observation by the researchers .

**7.0 *Limitations of the Study***

For lack of time and money, researchers could not reach the field level activities of DMB. Cold and delaying response on DMB by different government and NGO personnel related to disaster management caused some problems in collecting relevant data for the study.

## CHAPTER TWO

### ANALYSIS

#### *1.0 Introduction to the Disaster Management Bureau*

Disaster Management Bureau is a small dynamic professional unit at national level to perform specialized functions, working in close collaboration with the districts and thana level authorities and the concerned line ministries under the overall authority of a high level inter- ministerial committee. After the devastating cyclone of 1991 a project was taken up to study the prevailing disaster management framework in the country . The need for high level coordination mechanisms supported by a specialist disaster management unit, to ensure intersectoral coordination and overall direction was felt. Following the recommendation of this project on specialized unit at national level, Disaster Management Bureau was created in February 20,1993. With the creation of DMB emphasis was shifted from relief activities to preparedness aspect of Disaster.

#### *2.0 Status of DMB*

GOB has established DMB as a project-based government organization under the administrative control and supervision of the M/O Disaster Management and Relief. DMB may transform into a permanent organization and will be in the revenue budget if it takes its mandated responsibilities . According to the revised PP, at present GOB wants to extend its project period up to June, 1999.

#### *3.0 Objectives of DMB*

##### **3.1 Overall goal**

The overall goal of the Government and also of the DMB is to reduce the human, economic and environmental costs of disasters. DMB is committed to

implement a UNICEF/UNDP assisted project with the following development objectives:

- a) to increase the capacities of households and local communities in the highly disaster prone areas to cope with cyclones, floods and other potentially disastrous situations;
  
- b) to increase efficiency and the effectiveness of response to emergencies and to expedite recovery following disasters through enhanced preparedness at all administrative levels in collaboration between government officials and agencies, Private Voluntary Development Organizations (PVDOs) and other concerned bodies in all relevant activities; and
  
- c) to ensure that measures are taken to reduce disaster risks as much as possible and that such risks are properly considered in development planing.

### **3.2 Immediate Objectives of DMB**

- a) Increase awareness at all levels of society concerning the practical ways of reducing disaster risks and losses;
  
- b) Strengthen national institutional capacity for disaster management with emphasis on preparedness and support to disaster management committees at district, thana and union levels;
  
- c) Enhance the knowledge and skills of key personnel having disaster management responsibilities , develop in-country disaster management training capabilities and provide relevant operational guidelines in the form of a disaster management handbook;

d) Establish disaster action plans in the most disaster-prone districts and thanas and mobilize local communities in the most disaster-prone areas to prepare and protect themselves and to increase their own capacities to cope with and recover from disaster.

e) Promote proven local-level risk reduction ("proofing") measures and develop post-disaster assistance strategies to maximize recovery benefits;

f) Improve the effectiveness of warnings and warning dissemination systems and the guidelines for facilities at shelters and evacuation sites for populations in high-risk areas.

#### **4.0 *Functions of DMB***

##### **4.1 Main Functions**

- (1) Provision of expert staff services to the National Disaster Management Council (NDMC) and the Inter-Ministerial Disaster Management Coordination Committee (IMDMCC);
- (2) promotion of disaster prevention/mitigation and preparedness within all agencies and levels of government;
- (3) providing guidelines, organizing training, and promoting the preparation of disaster plans; and
- (4) operation of the national Emergency Operations Centre (EOC) at time of disaster.

## **4.2 Functions of other main Key Bodies**

### **4.2.1 National Disaster Management Council (NDMC)**

Establishing policies and providing overall direction for all aspects of disaster management. Defining priorities and criteria for the allocation of resources.

### **4.2.2 National Disaster Management Advisory Committee (NDMAC)**

Providing advice to NDMC, and directly to MDMR and DMB, on specific, technical, management and socioeconomic aspects of disaster management, including vulnerability analysis and disaster development links.

### **4.2.3 Inter-Ministerial Disaster Management Coordination Committee (IMDMCC)**

⇒ Implementation of NDMC policies and decisions on an inter-ministerial basis.

⇒ Coordination of action by all government agencies and overall direction of the activities of DMB.

⇒ Responsibility for major operational decisions during an emergency.

⇒ Decisions on allocations of relief resources through its sub-committee, the Executive Emergency Relief Management Committee.

### **4.2.4 Ministry of Disaster Management and Relief (MDMR)**

⇒ Ministerial responsibility for disaster management, including the convening of the IMBMCC.



⇒ Assuring the establishment, resource (budget) and satisfactory functioning of the DMB.

⇒ Supervision of DRR.

#### **4.2.5 Directorate of Relief and Rehabilitation (DRR)**

As at present with respect to General Relief (GR) and Test Relief (TR); the management and delivery of relief supplies and provision of related services.

#### **4.2.6 District Relief and Rehabilitation Officers (DRROs) and Project Implementation Officers (PIOs)**

As at present under the general direction of DRR and the operational supervision of DC and TNO. Increased attention by DRROs in particular to disaster preparedness under the guidance of the DMB.

#### **4.3. Functional difference between DMB and CPP (Cyclone Preparedness Program)**

A misconception exists in the government officers including some disaster managers that while CPP is acting as a disaster management organization then, what is the necessity of DMB? But in reality the functions of these two organizations are different in nature. The functions of DMB are based on preparedness which consist with 9 components whereas CPP is working with 6 components (Table-3). Considering the disaster management cycle (Fig-1), the functions of CPP lie from response to development which is about 25 percent of the whole cycle. Whereas DMB lies 75 percent of the whole cycle excluding development.

TABLE-3: FUNCTIONAL COMPONENTS OF DMB AND CPP

DMB	CPP
Vulnerability assessment	Signal dissemination (signal no. 4)
Planning	Evacuation
Institutional framework	Search/rescue (after striking)
Information system	First aid
Resources (logistics support)	Relief goods distribution
Warning system	Some development activities
Response mechanism	
Training and public education (awareness)	
Rehearsal (exercise)	

**5.0 Duties of Disaster Management Bureau**

The duties of DMB in the three phases of disaster management are as follows:

**5.1 During "normal time"**

- ⇒ Developing a National Disaster Plan and associated practical guidelines for those responsible for its implementation;
- ⇒ Helping line ministries and agencies to develop and test their own contingency/action plans;
- ⇒ Helping district- and thana-level authorities to develop and test their own disaster preparedness plans;

- ⇒ Working with local authorities, BDRCS/CPP, NGOs and others to help union councils and village communities in high-risk areas to develop their own contingency plans and increase their own coping capacity;
- ⇒ Collaborating with existing training institutes, training materials development units and NGOs already engaged in relevant training activities; co-ordinating and promoting the production of curricula and relevant training materials for various target groups;
- ⇒ Collaborating with line agencies, local authorities, existing training institutes, and relevant NGOs in planning and organising training for a wide variety of government personnel, elected officials and others;
- ⇒ Establishing facilities, information systems, operating procedures, and telecommunications systems, for a national emergency operations centre (EOC)/control room for immediate use when an emergency arises;
- ⇒ Establishing arrangements for the mobilisation of additional personnel for the EOC and to assist local authorities in the field when required;
- ⇒ Providing a documentation and information service on disaster management for line agencies and others;
- ⇒ Working with the Planning Commission and concerned line agencies to increase awareness of disaster risks and ensure that such risks and possibilities to reduce them are considered and appropriate measures incorporated in development planning;

- ⇒ Monitoring and reporting to the Government/Parliament on the risks faced; the vulnerability of people and economic assets to known hazards; the status of preparedness in the country; and any delays/bottlenecks in the implementation of disaster prevention/ preparedness programmes and projects.

## **5.2 During an emergency**

- ⇒ Ensuring the effective dissemination of appropriate warnings of floods and cyclones (through collaboration with BMD, BWDB, CPP, Radio, TV and local authorities in particular);
- ⇒ Activating and operating the national EOC (control room); receiving, analysing and storing incoming information; arranging rapid reconnaissance and assessment missions where needed; providing advice and guidance to local authorities in relation to damage and needs assessment, and relief and rehabilitation assistance operations etc.
- ⇒ Providing secretariat services and expert advice to the National Disaster Management Council (NDMC) and Interministerial Disaster Management and Co-ordination Committee (IMDMCC) and helping to ensure co-ordination among all concerned agencies and between Government and NGOs in relation to relief and short-term rehabilitation activities;
- ⇒ Monitoring the progress of rescue, relief and short-term rehabilitation activities, identifying problems and unmet needs and taking action to resolve/meet them or bring them to the attention of the NDMC or IMDMCC for resolution;

⇒ Providing information to and liaison with ERD concerning requirements for international assistance and with Ministry of Information.

### **5.3 During post-disaster recovery**

⇒ Co-operating with the Planning Commission and line agencies, as required, in compiling data on reconstruction requirements and in co-ordinating the preparation of an integrated reconstruction programme;

⇒ Ensuring that risk reduction measures are built into all reconstruction programmes as much as possible;

⇒ Undertaking a final evaluation, or at least a "post mortem", on the emergency operation, drawing lessons and feeding them back to the IMDMCC and into training activities and up-dated guidelines.

### **6.0 Physical Infrastructure**

DMB is located at Dhanmondi R/A in Dhaka city. The office building is a two-storied abandoned property. Rent of this two-storied building is about Tk.85,000/- per month. The Bureau has 20 office rooms with 24 seats, one auditorium with 50 seats and a small library possessing 280sq.ft. area with 4 seats.

### **7.0 Organization set up of DMB**

DMB is headed by a Director General (DG) with the rank and status of an Additional Secretary to the Government of Bangladesh. Present organogram of DMB is illustrated in Fig-2. Linkage between the main key bodies for disaster

management is presented in Fig-3. DMB has four divisions and each division is supervised by a Director equivalent to Deputy. Secretary of the Government. In the revised TAPP, DMB suggests for approval of a Joint Secretary for the Planning & Coordination Division. The key functions of the four divisions are as follows:

#### **7.1 Logistics & Telecommunication (LT) Division:**

The LT division is mandated to carry out the following activities:

- Assessing the logistic facilities in the disaster-prone areas, including: transport capacities; storage facilities (including at union level).
- Preparing logistic-related elements of the National Disaster Plan, and specific, practical guidelines for both national and local levels including most disaster-prone areas.
- Assessing needs and the possibilities of assuring telecommunications links between district headquarters and thanas, and with certain isolated unions, in the most disaster-prone areas, and making proposals and following-up with concerned agencies and authorities;
- Collaborating with responsible line agencies to establish arrangements to ensure the prompt availability of specific items commonly required for rescue, relief and initial rehabilitation operations, through stockpiling .
- Following a disaster, defining priority requirements for rehabilitation and reconstruction of transport, storage and telecommunications facilities, and in monitoring the progress of such operations;
- Collaborating with T&T, the Police, recognized NGOs and other line agencies having HF/VHF radio networks, the CPP, and the Armed Forces, to establish arrangements for collaboration in the use of available telecommunications facilities during emergencies, and for the rapid (re-) establishment of links in isolated localities, when required.
- Ensuring that the telecommunications equipment and facilities of the DMB are adequate and fully functional at all times, both for normal use and to support the operations of the EOC at times of emergency;

- Ensuring that the telecommunications equipment and facilities of the district administrations are fully functional at all times both in normal and in emergency periods.
- Arranging transport, including fuel, for other assessment and operational support missions by DMB/EOC staff and others;
- Mobilizing transport from all sources to assist the local authorities in evacuation or rescue operations, where required.
- Collaborating with relevant line agencies and the Armed Forces, in coordinating the employment and the use/tasking of available transport and related facilities, including ensuring fuel supplies.
- Keeping the EOC telecommunications service functioning efficiently 24-hours-a-day,

## **7.2 Monitoring & Information Management (MIM) Division**

The MIM division is mandated to carry out the following activities:

- Develop and maintain database and management information system to support prevention and preparedness planning, emergency response and post-disaster rehabilitation program.
- Cooperate with FAP-19 and BARC in exploring the possible uses of a Geographic Information System (GIS) in support of disaster management and, if appropriate, in installing and applying the system in DMB and testing its application at district level.
- Develop a computerized catalogue and referencing system for the library of DMB.
- Develop regular liaison and information exchange with the disaster management focal points in the concerned line agencies and other organizations as required

### **7.3 Disaster Management Planning & Coordination (DMPC) Division**

The DMPC division is mandated to carry out the following activities:

- Proposing policies, priorities and procedures for consideration of risk reduction measures and their incorporation in general development planning;
- Preparing the National Disaster Preparedness Plan and detailed preparedness plan/guidelines for district/thana/union-level authorities;
- Defining lines of communication between agencies at all levels;
- With concerned authorities, mobilize resources for risk reduction measures and ensure technical supervision & maintenance;
- Reporting to MDMR and IMDMCC on the implementation of national risk reduction policies and programs;
- Evaluation of effectiveness of risk reduction measures;
- Mobilizing DMB Staff, establishing a 24-hour senior staff coverage for EOC, instituting emergency operating procedures;
- Establishing and maintaining contacts with the DM focal points in ministries, agencies, concerned district administrations and Armed Forces;
- Ensuring that information on situation, damage and needs is collected, analyzed and disseminated by the MIM Division;
- Making recommendations for the allocation of available rescue, relief and other resources.

### **7.4 Training & Public Awareness (TPA) Division**

The TPA division is mandated to carry out the following activities:

- Defining the specific training and related activities to be arranged by the DMB.
- Promoting broad-based public education concerning disasters preparedness and the related training of extension workers, teachers, religious leaders, women's groups, and others.



- Producing relevant educational and training materials, and providing support in the initial planning and organization of training activities and exercises at local level, and supervising and evaluating these activities on an ongoing basis.
- (With other concerned agencies) arranging training for district, thana and union-level officials, elected representatives, and other relevant persons.
- Arrange initial and periodic refresher training of government officers and other professional persons who are placed on rosters for emergency service.
- Collaborating in the compilation, design and production of the GOB Disaster Management Handbook.
- Proposing specific research studies on topics relevant to local-level prevention/mitigation measures or preparedness, and evaluating any research proposals made by other agencies or institutions.
- Convening, on a regular basis, meetings of the DMTATF on disaster management training, to agree an overall training strategy and to coordinate training activities and the preparation of training materials.
- Arranging basic and refresher training of BCS officers, police, ansars, VDPs, all field level officers of line agencies.
- Mobilizing/ providing resource persons to assist the various training institutes in conducting the sessions, as required, and assessing the effectiveness of the training.
- (With the relevant education authorities) arranging for the incorporation of relevant disaster preparedness components in school syllabuses, and in teacher training courses (in PTIs and TTCs) and proposing material to be included in text books or reading books, and in teachers guides;
- To assess and update (disaster management) training needs at a regular basis;

### *8.0 Personnel Strength of DMB*

According to present organizational setup DMB has 64 sanctioned personnel. More than 58% posts are still vacant(Fig-4). Table-4 shows the

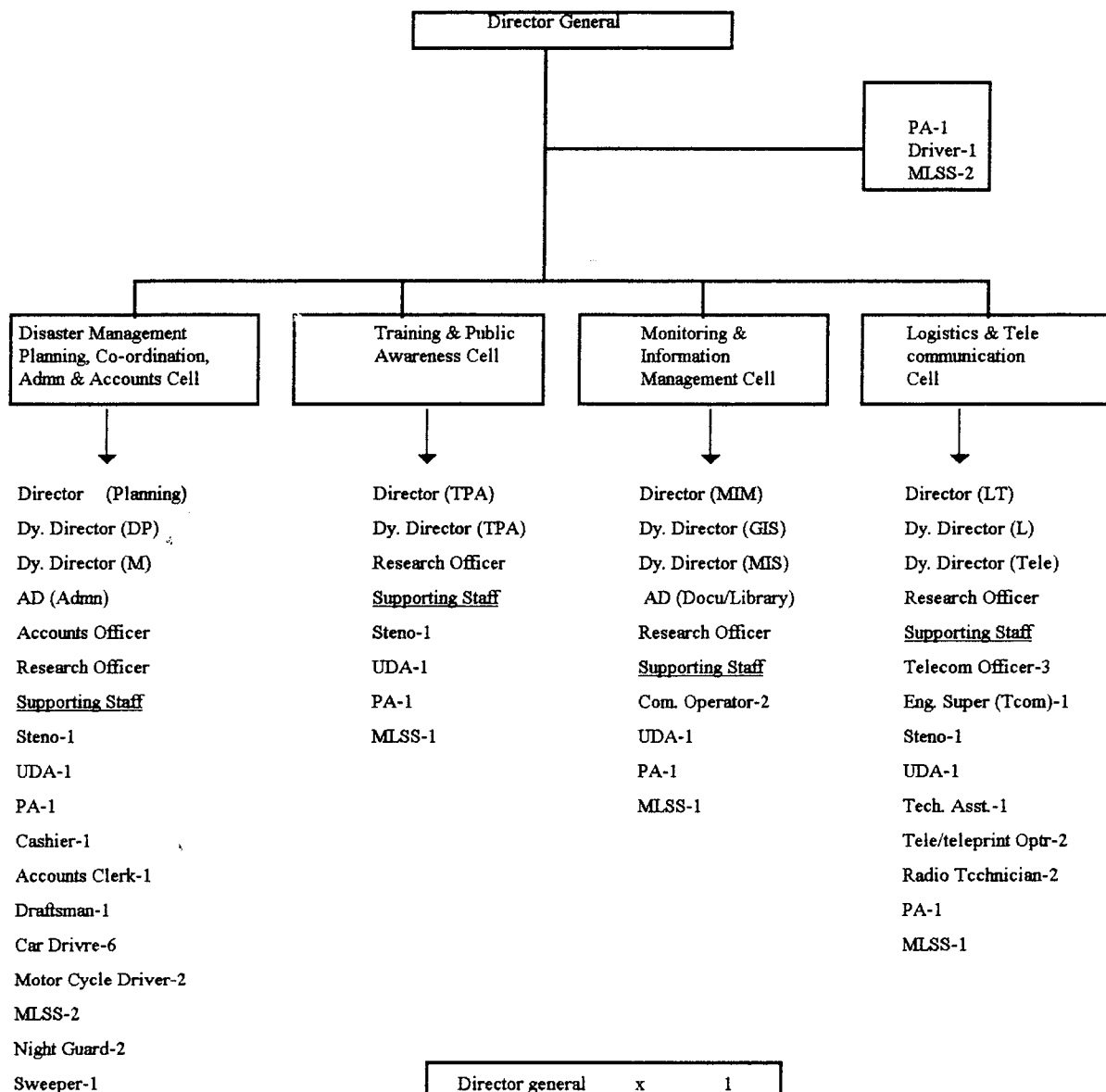
number of employees in different categories. Total number of Class-I sanctioned posts are 19, out of which 10 officers are working at the Bureau and rest are still vacant. Out of 45 sanctioned posts for supporting staffs, 23 are working and 22 are still vacant. In the revised TAPP, Bureau proposed for sanction of another 6 Class-I posts.

TABLE-4 : NUMBER OF EMPLOYEES IN DIFFERENT CATEGORIES

Description of DMB Staff	Envisaged Project Document.	Sanctioned	Actual	Proposed in revised TAPP
Director General	1	1	1	1
Director	4	4	2	4
Deputy Director	7	7	4	7
Programmer	-	-	-	1
Asst. Director	2	2	2	2
Telecommunication Officer	-	3	-	3
Research Officer	4	4	1	4
Audio Visual Officer	-	-	-	1
Communication Media Specialist	-	-	-	1
Accounts Officer	1	1	-	1
Class ii	-	2	1	2
Class iii	-	14	11	31
Class iv	-	7	5	12
<b>Total</b>	<b>19</b>	<b>64</b>	<b>27</b>	<b>70</b>

Source: DMB,1997.

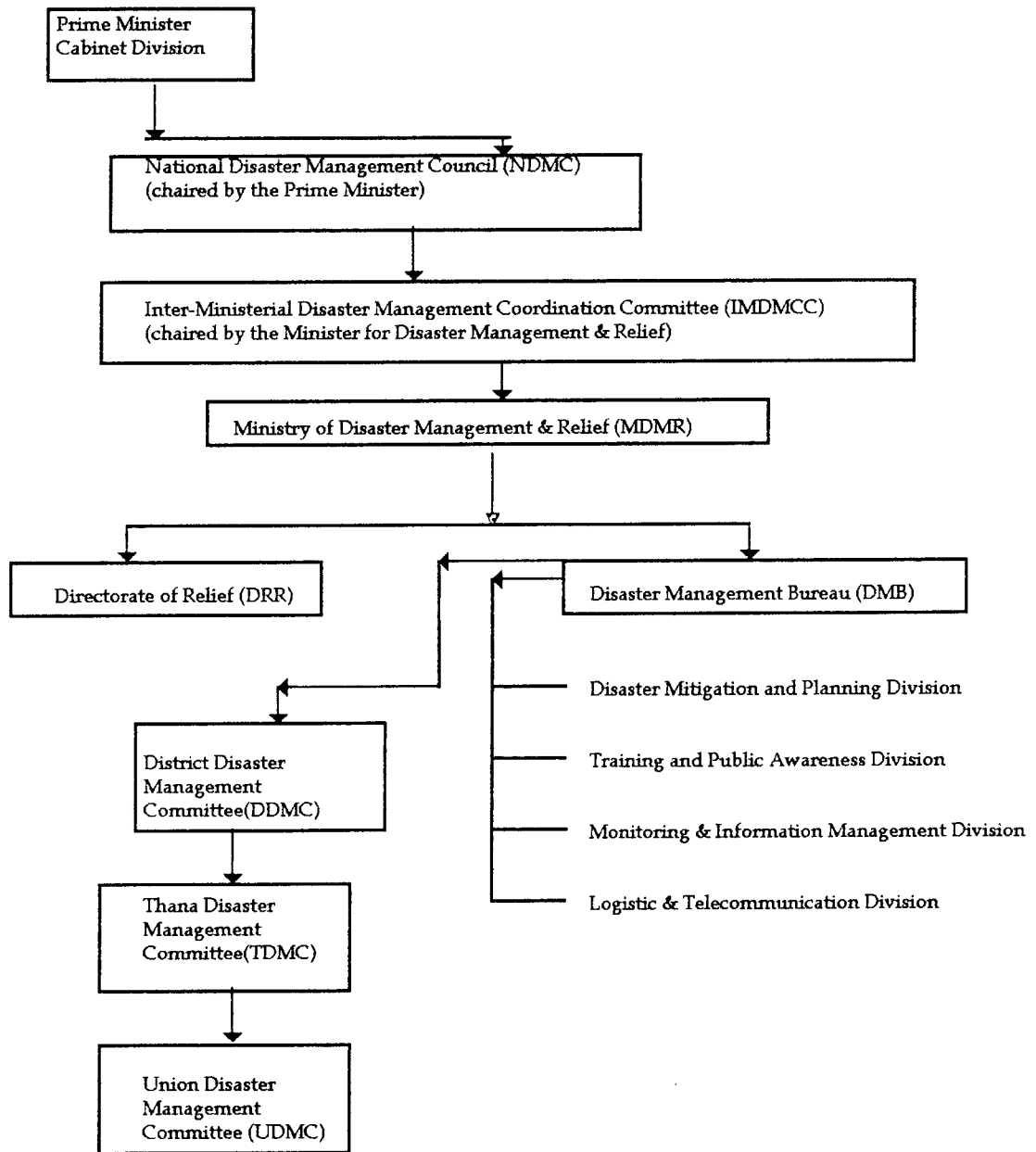
FIG - 2 : ORGANOGRAM OF DMB



Director general	x	1
Director	x	4
Deputy Director	x	7
Assistant Director	x	2
Research Officer	x	4
Accounts Officer	x	1
Others/Staffs	x	46
		-----
Total-		64

Source: DMB,1997.

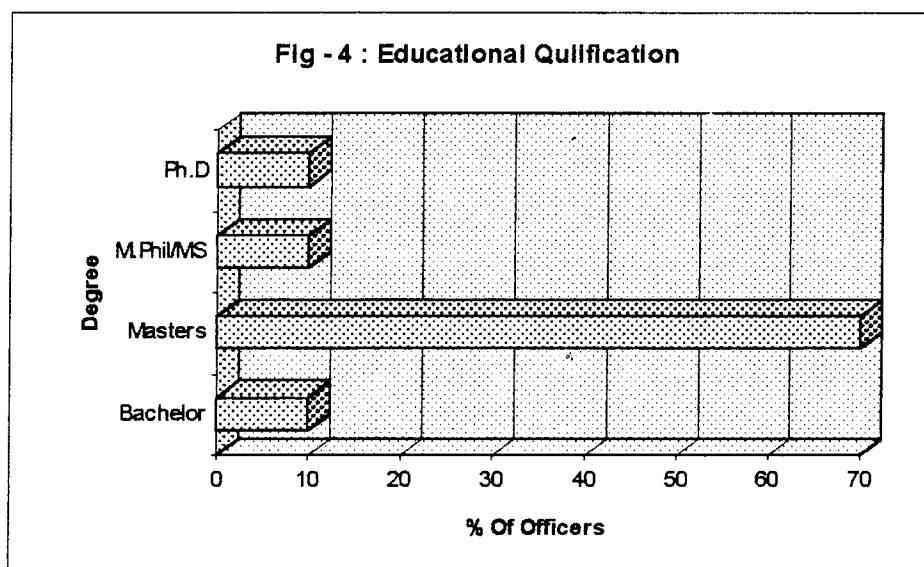
FIG.-3: LINKAGE DIAGRAM



Source: DMB,1997.

## 9.0 Education, Training and Experiences of the Officers

9.1 Out of 19 Class-I officers only 10 are working at DMB. All of them are on deputation from different cadre services. Fig.-4 shows the educational qualifications of the existing officers at DMB.



9.2 All 10 officers have got in-country training such as Foundation, Survey and Settlement, Disaster Management, Office Management, Computer Orientation, Financial Management etc. Out of them only 3 have got foreign training (Table-5).

TABLE-5 : EDUCATION AND TRAINING OF THE OFFICERS OF DMB

Education		Training	
Degree	No. of Officers	Place of Training	No. of Officers
Bachelor	1	In- Country	10
Masters	7	Foreign	3
M.Phil/MS	1		
Ph.D.	1		

Source: Questionnaire filled up by DMB,1997.

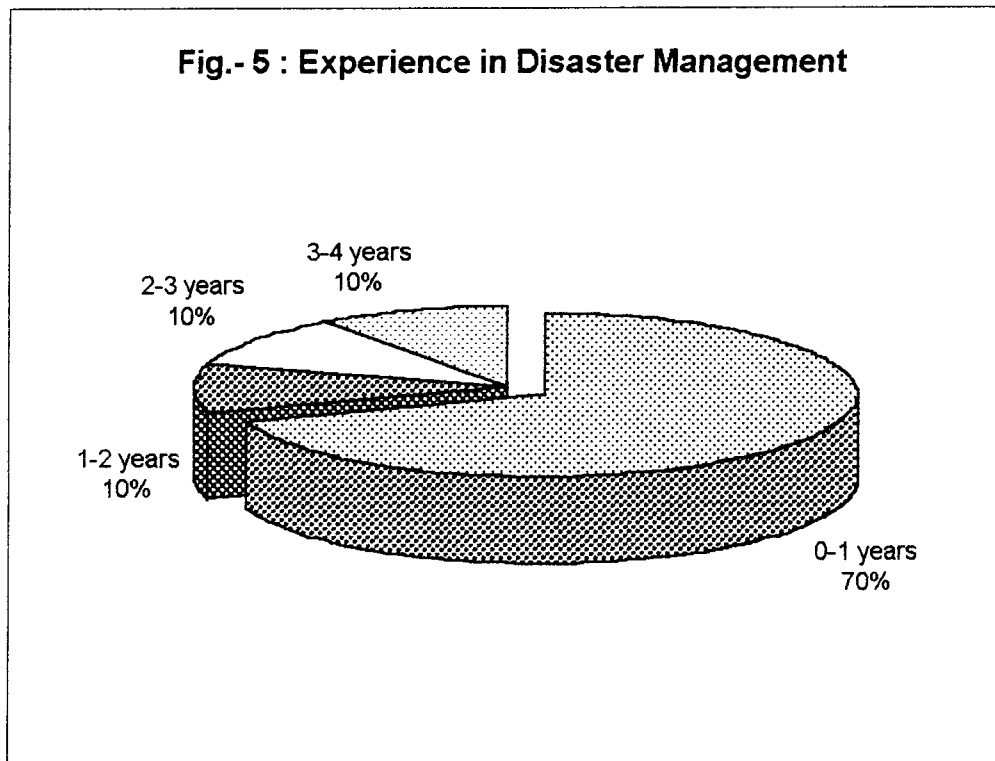
9.3 Table-6 speaks of the experience of the 10 officers on deputation at DMB. Out of them only one has more than 10 years experience as a trainer and most of them have field-level experience. Only two have research experience

**TABLE-6: WORKING EXPERIENCE IN DIFFERENT FIELDS**

Experience	Year					
	0-1	1-2	2-3	3-4	4-10	10+
Trainer	-	-	-	-	-	1
Disaster Manager	7	1	1	1	-	-
Field Level	-	-	1	1	1	7
Researcher	-	-	1	-	1	-

Source: Questionnaire filled up by DMB,1997

9.4 Most of the officers who are now in DMB, have no significant experience in disaster management. Their length of service at DMB is not being more than one year. Only two officers are working for the last 2-4 years (Fig-5).



## 10.0 Training Activities of DMB

10.1 DMB is mandated to carry out the following categories of TPA (Training & Public Awareness) activities:

- Sensitization of political leaders and senior officials;
- Training of DMB officials;
- Training of officials of different line ministries/divisions and key line agencies;
- Training at district, thana and union levels;
- Refresher training of roistered personnel;
- Public awareness and community mobilization.

10.2 The Disaster Management Bureau (DMB) offers some short courses & workshop for increasing its activities in disaster management. From 1993-96, the Bureau so far conducted 15 short courses where 482 persons attended (Table-7). According to DMB per head per day training expenditure of TOT participants in 1996 was Tk. 1447/-. The participants of TOT courses were selected from three coastal districts ( Borguna, Patuakhali and Cox's Bazar) and were imparted training at Dhaka.

TABLE-7 : THE TPA ACTIVITIES CONDUCTED BY DMB (1993-96)

SL. No	Name of the Course	No. of Courses	No of participants
1.	DMT Course for UP Chairmen	2	55
2.	DMT Course for UP Secretaries	2	96
3.	DMT Course for DRROs & PIOs	1	33
4.	DMT Course for TDMC members	3	105
5.	TOT for District/Thana	7	193
	Total :	15	482

Source: Questionnaire filled up by DMB,1997

10.3 Besides the above courses, 57 one-day workshops were organized at district, thana and union levels to raise public awareness about disaster. More than 5000 participants attended these workshops (Table-8). According to the project document, DMB has to trained 1200 persons every year. From that point of view DMB has achieved its training target from 1993-1996.

TABLE- 8 : WORKSHOPS CONDUCTED BY DMB (1993-96)

Level of Workshops	Number of workshops
(a) National workshop	1
(b) District level workshop	4
(c) Thana level workshop	32
(d) Union level workshop	20
Total number of workshops	57

Source: Questionnaire filled up by DMB,1997

10.4 As a part of its public awareness campaign, DMB has brought out the following materials and distributed them to the target audience.

- (a) Two booklets containing coping mechanisms for cyclone and flood;
- (b) One wall calendar on cyclone;

Besides, DMB arranged an Essay Contest for the school students. A bimonthly newsletter was also published by DMB. Two issues of the newsletter were brought out in Oct'97 and Dec'97.

### 10.5 Evaluation

10.5.1 DMB is going to establish a evaluation system for its training and public awareness program. At present it evaluates TOT courses. Participant's performance are being evaluated through written test and observation.



Participants also evaluate the course curriculum and its overall management through a prescribed form and open discussions.

10.5.2 Although DMB has no self evaluation system, in October,1996, it was evaluated by the Project Management Advisor (PMA) from its inception. But DMB is still not evaluated by any foreign or national research organization.

#### **10.6 TPA Work plan for 1997**

Under the mandated categories, the training activities which will be undertaken during 1997 by DMB is shown in Table-9. According to work plan for 1997, DMB has to conduct 52 training courses where 1404 persons will be trained. But because of inadequate number of trainers, it will be very difficult to implement. Apart from these training activities, different posters, leaflets, booklets, etc. will be printed and distributed as part of DMB's public awareness campaign. During 1997, DMB will also prepare one short film and put up different programs on disaster in the radio and television. Essay and Drawing contest may also be arranged. Besides, study and research on a number of issues (like impact of TPA activities on the general public, reasons for high number of deaths of women and children in natural calamities and its remedies, etc.) will be conducted during the year.

TABLE-9: TPA WORK PLAN FOR 1997

SL. No	Name of the Course	No. of Courses	No of participants	Remarks
1.	DM Workshop with MPs of coastal belt	1	50	Proposal of DMB about this workshop is under consideration of authorities.
2.	DM Workshop with govt. officials and NGO officials who worked in the 1970, 1985 and 1991 cyclones	1	50	
3.	Workshop with IMDMCC members	1	30	
4.	Workshop with Focal points	1	40	
5.	Divisional workshop with representatives of concerned departments and agencies	2	50	
6.	Workshop with TOT participants (Barguna, Bhola and Cox's Bazar districts)	3	150	
7.	Workshop on GO-NGO Coordination in Disaster Management	1	50	
8.	DM Training for DDMC members	5	150	
9.	DM Training for TDMC members	10	300	
10.	DM Training for UDMC members	20	400	
11.	TOT Course for participants of Bhola district	3	80	
12.	Training of DMB officials (local)	1	15	
13.	Team-building workshop for DMB officials	1	35	
14.	Training of DMB officials (foreign)	2	4	
Total		52	1404	

Source: DMB,1997

## **10.7 Trainers of DMB**

Out of 19 Class-I officers 10 are working at present (June,1997). Because of transfer of 3 trained officers from DMB, only 4 are performing as trainer. TOT courses of DMB were conducted by Bangladesh Disaster Preparedness Center (BDPC), a training-oriented NGO where most of the training sessions are conducted by guest trainers. The venue of TOT was Dhaka and financed by UNICEF. Other courses were conducted in the selected disaster-prone areas (districts, thanas, unions).

## **10.8 Training Methods**

All training programs are skill-oriented. Training methods are both theoretical and practical. Lectures, group discussions, assignment methods are being used . Some courses are developed with course outlines, audio-visual presentations, trainee manual. Manuals/handouts are supplied at the very beginning of the some courses. Dhaka based training courses are sufficiently equipped with training aids ( OHP, microphone, white/black board, display board, photocopier, computer, typewriter). UNDP agreed to supply some transport and equipment to DMB which are listed in Table-10.

**TABLE-10: LIST OF TRANSPORT & EQUIPMENT**

<b>Transport</b>	<b>Equipment</b>
1 × car	7 × type writer
4 × jeep	10 × computer
2 × microbus	1 × duplicating machine (electric)
2 × motorcycle	1 × telex/teleprinter
	1 × fax machine
	10 × air cooler
	2 × photocopier
	1 × VCR
	1 × refrigerator
	1 × television
	1 × PABX
	1 × digitizer
	1 × plotter
	1 × generator
	1 × laser printer
	2 × motor cycle
	2 × overhead projector
	PA system with cordless microphone

Source: DMB,1997

### **10.9 Fund for TPA**

According to Project Document, for the implementation of Training & Public Awareness Program (TPA) UNICEF is agreed to assist 1.5 million US dollar for the project. Subsequently, they reduced their commitment to US \$0.5 million. UNDP has, however, agreed to provided the shortfall amount of US\$ 1.0 million. The fund will be channeled through UNICEF. This means that UNICEF's contribution to the project will remain US\$ 1.5 million. But from 1993-1996, UNICEF released only about US\$ 0.1 million for TPA. Now it will disburse rest US\$ 1.4 million for 1997-1999. Within this period DMB will find it extremely difficult to utilize this bulk amount of money with its limited personnel.

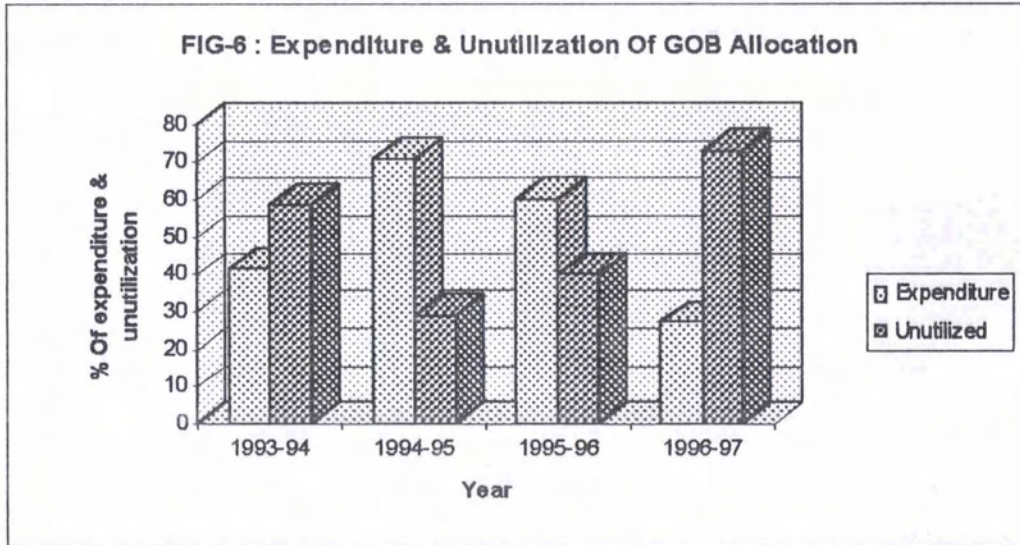
## *11.0 Library, Research & Publication*

11.1 DMB established a small library in its premises. At present the number of collections is 791. Although the collections are very few and specific in nature, it is being used by different offices/organizations and interested students of universities engaged in research work. This library also preserves different international disaster related maps in addition to its own eight different types of Hazard Index Maps on Bangladesh.

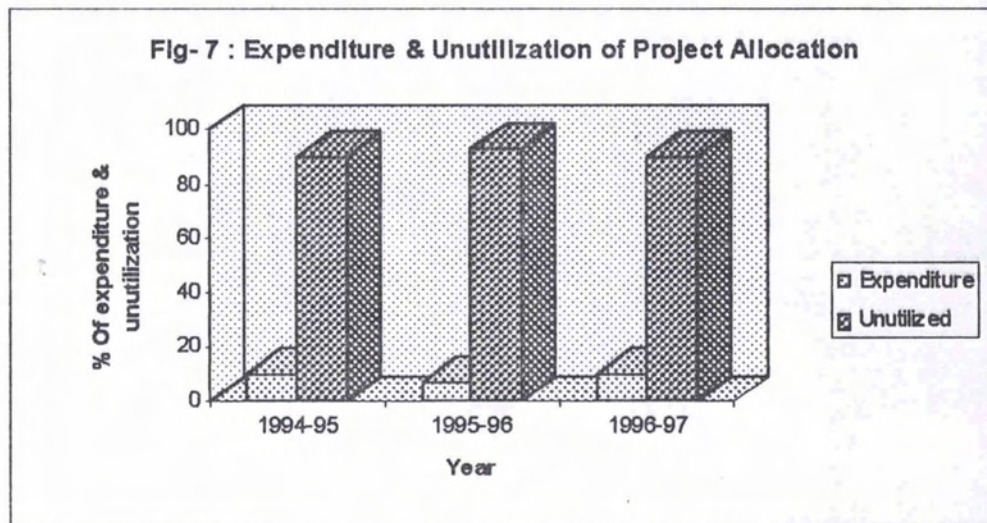
11.2 DMB is mandated to do some research works on disaster related issues. But till now it did not initiate any research activities. As a part of its public awareness program, DMB has published Standing Orders, booklets on do's and don'ts, leaflets and news letters.

## *12.0 Budget*

12.1 DMB is a project-based government organization financially assisted by GOB, UNDP and UNICEF. As the lead agency within UN system, UNDP has been to the forefront of development partners in actively supporting GOB's efforts to reduce the social, economic and environmental effects (costs) of the natural disasters that frequently affect Bangladesh. UNDP highlights the acute vulnerability of Bangladesh to natural disasters and the particularly devastating impact these have on the poor. It stresses the need to develop more effective disaster preparedness and management programs, but in practice UNDP still does not focus a significant role in supporting DMB.



12.2 Table-11 shows the allocation and expenditure of GOB and Project portion for DMB from 1993/94-1996/97. It is clear that Project Aid allocation is much higher than GOB allocation. In 1996-1997, Project Aid allocation is TK. 400 lacs. But up to January, 1997, expenditure is only 9.73% (TK.38.92 lacs). In 1994-1995 and 1995-1996 it was 10% and 7.26% respectively. In 1993-94, there was no Project Aid allocation. In case of GOB allocation, the expenditure was 41.63%, 70.88% and 60.08% during the years 1993/94, 1994/94 and 1995/1996 respectively. Up to January, 1997 of 1996/97 it is 27.1%.



12.3 It is observed that (Fig-6&7), in every financial year, a bulk proportion of both GOB and Project Aid allocations remain unutilized. Reason behind unutilization of allocation is nothing but bureaucratic attitude of decision makers of both GOB and UNDP. This attitude somehow hampers the whole process while it circulates in implementing chain. Therefore, DMB can not run properly to achieve its objectives. But in the case of UNICEF, the situation is differen

TABLE-11 : GOB & PROJECT ALLOCATION AND ACTUAL EXPENDITURE  
(1993/94-1996/97)

(Tk. in lacs)

A. GOB				
Year	Allocation	Expenditure	Unutilized	Remarks
1993-94	30.00	12.49	17.51	In salary head expenditure was less due to lack of requisite personnel strength. Due to delay in allocation of project money, equipment could not be purchased. So, major portion of CDVAT money remained unutilize.  * Expenditure is up to January,1997
1994-95	100.00	70.88	29.20	
1995-96	73.00	43.86	29.14	
1996-97	100.00	27.10*		
B. PROJECT (UNDP/UNICEF)				
Year	Allocation	Expenditure	Unutilized	Remarks
1993-94	--	--	--	Due to delay in appointing Advisors and in purchasing equipment/vechile, major portions of allocation remained unutilized.
1994-95	95.00	9.52	85.48	
1995-96	196.00	14.24	181.76	**Tk.28.80 Lac for the salary of Project Management Advisor was spent by UNDP directly from the project money, but written statement yet to be received by DMB.
1996-97	400.00	38.92**		

Source: DMB,1997

### **13.0 Achievement of DMB**

Although DMB is a new organization, it has some significant success in the following following fields :

- DMB has prepared a Standing Orders 1997 for disasters, compiling the earlier Standing Orders for Cyclone'85 and Standing Orders for Flood'84.
- DMB has published two booklets on do's and don'ts for cyclone and flood.
- DMB has prepared guidelines for disaster work plan at district, thana and union levels.
- DMB has organized some seminar/workshops for developing public awareness in 10 coastal districts including 33 thanas and 20 unions.
- DMB has conducted 7 TOT courses for trainers (193 in number) of 3 districts.
- DMB has familiarized the way of preservation of food during disaster period.
- DMB has published four special features in the daily newspapers in remembrance of tragic cyclone disaster of 12th Nov'1970.
- DMB arranged seminars in observance of the IDNDR Day'1995 with theme " women & children- key to prevention" and the IDNDR Day 1996 with the theme " cities at risk".
- DMB has established a telecommunication network by installing 10 VHF wireless-sets in 10 district headquarters, one in the control room of MDMR and one in the EOC of DMB.



- It has also installed six fax machines in four districts, one in DMB and one in Bangladesh Betar.
- DMB has procured a teleprinter machine be installed in DMB.
- DMB has published two working manual during disaster: one for cyclone another for flood.
- DMB has arranged essay competition among the students as a part of its public awareness program.
- DMB publishes a bulletin during disaster and distributes among the donors, NGOs and different ministries/offices.
- DMB has prepared 8 different kinds of disaster map and distributed to the different organizations.
- DMB has included a chapter, named "natural disaster" in the Social Studies text book of class -V.
- DMB has trained 10 of its officers from foreign countries on disaster management.
- DMB has prepared a draft on Disaster Management Act and has send it to the administrative ministry for approval. Besides this, the Bureau has prepared a draft on National Policy for Disaster Management.

#### *14.0 Observation by the Researchers*

14.1 Present accommodation is not satisfactory for DMB to perform its mandated duties properly. The office building is a very old one and some rooms are unhygienic. DMB has already installed some valuable and sophisticated electronic equipment. But absence of required space for these equipment and mishandling has already started telling upon the proper functioning of the equipment. 1 photocopier had to be repaired several times, 2 air-conditioner are not functioning properly and 1 computer is out of order.

14.2 DMB is a coordinating cell for disaster management. But in some cases government itself underestimates DMB. For example, in case of the cyclone of May'1997 government established the overall coordinating unit in Prime Minister's Office under the supervision of Personal Security Officer (PSO), whereas, after the said cyclone several NGOs, different ministries, several line agencies and Donors contacted with DMB for coordinating purpose and to collect detailed information.

14.3 DMB has not been able to enhance GOB's interest in disaster management for the last four years. Local Disaster Action Plan (LDAPs) yet to be prepared/developed for the selected disaster-prone districts. Draft of Disaster Management Act and National Policy for Disaster Management are yet to be approved.

14.4 Capacity building including human resource development is not proper and effective at DMB. Although the performance of Training & Public Awareness (TPA) Division of DMB is better than that of the other Divisions, but in comparison to other training institutions involved in disaster management (such as CARE, CPP, BARD, NILG), the performance is not up to the mark. And

not only this, DMB could not perform any training activity since the beginning of 1997.

14.5 Existing telecommunication system at DMB is very poor, and unable to perform its bare minimum duty. In the premises of DMB a less effective EOC has been installed/established. Only one wireless set and a telephone can not meet the requirement.

14.6 Due to absence of required number of trained personnel in the MIM division, DMB is loaded with outdated information. With this outdated information, it is not possible for DMB to contribute to effective and efficient disaster management.

14.7 DMB has only 4 computers at present out of which only two are used in the MIM Division. This is very poor to meet the minimum requirement of database information for disaster management. Besides this, only one computer operator, appointed as MIS computer operator, is now fully occupied with clerical activities.

14.8 Delay in appointment of National and Zonal Consultants is hampering the regular activities of DMB.

14.9 For its effective performance, DMB needs an efficient manager as chief executive who is well-informed in MIS, GIS and Telecommunication network, and who is also a disaster management trainer. But unfortunately since its inception, DMB did never have such a chief executive.

14.10 Frequent transfer of deputationist officers from DMB is a regular phenomena which adversely affects its performance. Although DMB trained 10

officers on disaster management from foreign countries, unfortunately no one is now posted at DMB. Disaster management is now treated as a hunting ground of foreign training and officers use DMB as a platform/exit camp.

14.11 DMB has no recruitment rules. So it does not recruit any officer of its own. Without any permanent officer it would be very difficult for DMB to achieve the set objectives.

14.12 Attitude of the senior officers towards in-country training for junior officers is still not sufficiently positive.

14.13 It is observed that some of the desk officers responsible for disaster management activities (pre and post) in different ministries have no idea about the functions and objectives of DMB. Their attitudes towards disaster management is negative. There are a few NGOs related to disaster management who are also ignorant the functions of DMB.

14.14 According to the work plan of TPA,1997 there is a provision for training of Parliament Members of the coastal region. But due to delay in fixing the inaugural date by PM's Office, fate of this course is still uncertain.

14.15 Process for disbursement of fund by the Donor agencies is lengthy. They release fund against the implementation of a single program, but not at a time on yearly basis. This process causes delay in implementation of the programs.

# CHAPTER THREE

## FINDINGS AND RECOMMENDATION

### 1.0 *Problem facing DMB*

#### 1.1 **Physical problems**

DMB is located at Dhanmondi R/A in Dhaka city. The office building is an two-storied abandoned property. Present accommodation is not satisfactory to perform its mandated duties properly. The old office building with some unhygienic rooms is a threat to valuable and sophisticated electronic equipment. DMB has no local office at grass-root level. It causes centralization of its activities in Dhaka city. There is lack of appropriate physical facilities for Emergency Operation Center (EOC) at DMB.

#### 1.2 **Personnel Problems**

**-Vacant Post:** In case of class-I posts, out of 19, 9 are vacant at present. Out of 45 sanctioned posts for supporting staffs, 23 are working and 22 are still vacant.

**- Officers on Deputation:** All officers working at DMB are deputation. Absence of permanent officers cause the discontinuity of programs taken by DMB. DMB has suffered from shortage of adequate number of qualified, trained, experienced and committed personnel.

**- Frequent Transfer:** Frequent transfers is a regular phenomena at DMB which adversely affect its performance. DMB has trained 10 officers on disaster management from foreign countries, but unfortunately no one is now at DMB.

**-Absence of Recruitment Rules:** DMB has no recruitment rules. So it does not recruit any officer of its own. Without any permanent officer, it would be very difficult to achieve the set objectives.

**-Leadership:** DMB has experienced by weak and poor leadership. For its effective performance DMB needs an efficient manager as chief executive who is well-informed in MIS, GIS and Telecommunication network, and who is also a disaster management trainer.

**1.3 Problems of Authority:**DMBs position in the national disaster network is not strong enough. So it can not exercise its authority properly. It is a coordinating cell for disaster management. But in some cases government itself underestimates DMB. For example, in case of cyclone of May'1997 government established the overall coordinating unit in Prime Minister's Office under the supervision of Personal Security Officer (PSO), whereas, after the said cyclone several NGOs, different ministries, several line agencies and Donors contacted with DMB for coordinating purpose and to collect detail information.

**1.4 Attitudinal Problems:** Bureaucratic procedures and attitudes hamper the programs taken by DMB. There is also a psychological conflict between DMB and Directorate of Relief & Rehabilitation (DRR). Besides these, DMB personnel have an "Omniscient" attitude through disaster management. Attitude of the senior officers towards in-country training for junior officers still is not sufficiently positive.

**1.5 Lack of Training Facilities:** DMB suffers from inadequate facilities and trainers for execution of its training program. DMB yet to develop proper training curriculum and strengthen its public awareness programs.

**1.6 Little Coverage of Training and Public Awareness (TPA):** Although DMB has achieved its training target (1200 persons/year) but in the context of population in the disaster-prone areas, it is quite negligible. Present financial and personnel strength of DMB is very much inadequate to meet the actual training requirement.

**1.7 Limited Activities:** DMB's disaster management program is limited only to cyclone and flood prone areas. Disaster such as riverbank erosion, coastal belt erosion, drought, earthquake etc. are still not included. DMB has no post-disaster management responsibility and environmental activities which is an important part of disaster management.

**1.8 Fund Release Process of Donor Agencies:** As a project based organization , DMB is mostly dependent on donor agencies. Donor agencies release fund against the implementation of a single program, but not at a time on yearly basis. This process delays the implementation of programs taken by DMB.

**1.9 Appointment of Consultants/Advisor:** Delay in appointment of National and Zonal Consultants including Project Management Advisor (PMA) at DMB, hampers the regular activities of DMB.

**1.10 Absence of Act & Policies:** DMB can not perform its mandated duties as lead agency without having Disaster Management Act. Local Disaster Action Plans (LDAPs) are yet to be prepared/developed for the selected disaster-prone districts. Draft of Disaster Management Act, National Policy for Disaster Management and National Training Policy on Disaster Management yet to be approved.

**1.11 Absence of Research Activities:** DMB so far did not undertake any research work for disaster management. It is either not informed or is unwilling to use the research findings already done by the different research institutions and research personnel.

**1.12 Ignorance & Lack of Motivation:** Some of the desk officers in DMB and different ministries, responsible for disaster management activities, have no idea about the functions and objectives of DMB. Their attitudes towards disaster management is negative. A few NGOs are also ignorant about functions of DMB. Concerned policy makers are not motivated to facilitate the disaster management activities taken by the DMB.

**1.13 Lack of coordination:** For lack of coordination among all concerned authorities/ agencies, DMB can not perform its duties as per mandate. The fate of training course ( included in the work plan for TPA,1997) for Parliament Members of the coastal region , is still uncertain for delay in fixing the date by the PM's Office. Although NDMC should meet twice a year, but to fix the date for holding the meeting, the file is pending since Feb'97 in the said Office.

**1.14 DMB Is Ignored:** DMB is established for coordinating all the disaster management activities taken by the all government and non-government organizations working in Bangladesh. But some of the organizations (GO & NGO) perform disaster management activities without informing the DMB. It causes duplication of programmes such as training, distribution of relief goods in the same areas etc. For this reason, DMB can not develop well-supervised implementation strategy.



**1.15 Absence of Cohesive Group:** DMB has trained a group of trainers from three selected districts through TOT. But the trained trainers still remain scattered and cohesive group yet to form for attain the objects of TOT.

**1.16 Absence of Village Volunteers Unit (VVU):** As per decision of GOB, in the selected disaster-prone districts, Disaster Management Committees are formed at district, thana and union levels. They are functioning in the pre, during and post disaster period. Although there is an additional instruction to form VVU at every village in disaster-prone districts for effective disaster management. But this very essential unit yet to be formed.

## **2.0 Recommendations**

**2.1 Physical problems:** DMB should transfer its office in a spacious and well-constructed building for required accommodation. This new building must have appropriate physical facilities for its Emergency Operation Center (EOC). DMB may use office of the Project Implementation Officer at thana level for its local office by appointing one LDA and one MLSS. This will decentralize DMB at the grass-root level.

**2.2 Personnel Problems:** For attaining its set objectives, DMB must have its own recruitment rules. DMB should take necessary steps for recruiting its permanent officers. In the case of officers on deputation, frequent transfer must be stopped. Officers have to stay at DMB for at least 5 years. Officers on deputation must be qualified, trained, experienced and committed to disaster management.

**2.3 Effective Leadership:** Disaster Management is a specialized type of discipline. For effective performance, DMB needs an efficient manager as chief

executive, who is well-informed in MIS, GIS and Telecommunication network, and who is also a disaster management trainer.

**2.4 Authority:** DMB should be placed under the control of PM Secretariat or may be made an independent institution. DMB should be given full authority to perform its duties. It should be properly treated as a coordinating centre for disaster management.

**2.5 Attitudinal Change:** Bureaucratic attitudes should be changed. Psychological conflict between DMB and Directorate of Relief & Rehabilitation (DRR) should not continue. Attitude of the senior officers towards in-country training in the relevant field for junior officer must be positive.

**2.6 Strengthening Training Facilities:** For formal training, DMB should assist Disaster Management Training and Awareness Task Force (DMTATF) to formulate structured training module on disaster management. DMB may appoint zonal training consultant immediately to expedite its training programs. Training/workshops/seminars on disaster management should continue throughout the year. DMB should arrange special training course for relevant desk officers (of all levels) of concerned ministries/directorates/departments.

**2.7 More Financial Support for Emergency Relief:** According to the order of Local Government Division, allocation of ADP for thana and the collection of revenue, deposited in thana revenue fund is distributed among the union parishad in some heads (agriculture, education, physical infrastructure, emergency relief etc.). Allocation for emergency relief is only 2 percent of the total which is unable to meet the requirement. If the allocation for emergency relief is increased up to 10 percent of the total, it may play a vital role for disaster related training and public awareness programmes in the vulnerable portion of

the respective union. These programme may reduce the huge gap between the present situation and actual requirement. DMB should take necessary steps with LG Division .

**2.8 Training for MPs:** Members of the Parliament should be given orientation about the modern concept of disaster management and the should also be made aware of the causes of disaster in their localities and the proofing measures that should be taken to reduce the risk of disaster and, in the event of disaster, the loss of lives and properties damaged by it.

**2.9 Extended Activities:** DMB's disaster management programme is limited only to cyclone and flood prone areas. Disaster such as riverbank erosion, coastal belt erosion, drought, earthquake should be included. DMB should be given some responsibility on post-disaster management and environmental activities and cyclone/flood shelter management.

**2.10 Fund Release Process of Donor Agencies:** Donor agencies may release their agreed fund for DMB as advance on yearly basis. After implementation of the programme, DMB will submit the vouchers for adjustment at the end of the year without fail. The present process delays the implementation of programmes taken by DMB.

**2.11 Appointment of Consultants/Advisor:** Appointment of National and Zonal Consultants including Project Management Advisor (PMA) at DMB, should be accelerated avoiding all kinds of bureaucratic attitudes.

**2.12 Absence of Act & Policies:** To perform as a central coordinating cell and to develop well-supervised implementation strategy, DMB should be given full authority by the government. Govt should approve the Disaster Management

Act. DMB should supervise preparation of Local Disaster Action Plans (LDAPs) for the selected disaster-prone districts. These LDAPs should be prepared by the local administrators, engineers, public representatives and local elite

**2.13 Research Activities:** DMB should conduct research on disaster and should publish its research works already done and to be done in future. DMB should also use the findings of the research on disaster management done by other research institutions/personnel. DMB should develop and update its library facilities.

**2.14 Motivational Activities:** DMB should take necessary steps to sensitize the policy makers in favor of disaster management. DMB, TV and Betar may jointly set a high powered committee for publicity of disaster management activities for public awareness. DMB may make short films on disaster management and make arrangement to show these films through TV/cinema hall for public awareness.

**2.15 Effective Coordination:** Government should give top priority on effective coordination among all concerned authorities/ agencies, who are directly related to disaster management activities through DMB. It should use its coordinating role for effective and efficient disaster management by all the actors in this field. NDMC should meet twice a year, regularly.

**2.16 DMB should be informed:** DMB is established for coordinating all the disaster management activities taken by the all government and non-government organizations working in Bangladesh. All organizations (GO & NGO) performing disaster management activities must inform DMB about their activities.

**2.17 Formation of Cohesive Groups:** DMB has trained a group of trainers from three selected districts through TOT. These trainers should be listed district-wise and that list should be send to respective DCs and TNOs. DCs and TNOs then should form some cohesive groups with these trainers and should give them opportunity to work as catalyst for public awareness.

**2.18 Immediate formation of Village Volunteers Unit:** According to GOB instruction DMB should take initiative in formation of VVU in every disaster-prone village for better disaster management services.

**2.19 National Disaster Reduction Day:** For public awareness Government may fix and declare a day/days as "National Disaster Reduction Day" for observance every year. Befitting programs should be chalked out at different levels (from national to union level) to raise awareness among the general public about disaster.

**2.20 Improvement of EOC, MIM & Telecommunication Network:** EOC (Emergency Operation Center) should be improved as an effective organ of DMB and Telecommunication Network in coastal areas should be strengthened. Monitoring and Information Management (MIM) division of DMB should be strengthen (a) by upgrading its equipment system, (b) by upgrading the data bases and information system, and (c) by managing MIM division with right type of officials.

**2.21 Computer Network System:** DMB should be well-equipped with more computers. It should be connected with the Internet and suitable international and national networks.

**2.22 Awareness for Young Generation:** Essay competition for students should continue and drawing competition should be arranged. Topics on disaster management should be included in the curriculum of school, subject in college and discipline in universities of Bangladesh like USA, Thailand and Japan.

### **3.0 Conclusions**

Disaster is a regular phenomena of Bangladesh. It is not possible to prevent natural disaster because of its geographical location. But it is possible to mitigate the devastating effects of disaster through necessary measures. DMB is a key institution of disaster management of this country. For effective disaster management by DMB, cooperation from every corner both Government and NGOs is very much necessary. Not only this, for coping successfully with natural disaster, awareness of disaster management is necessary for every citizen.

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## ANNEXURE

### OPINION OF GOVERNMENT AND NGO PERSONNEL AND RESOURCE PERSONS

#### Problem facing by DMB

- 1) All officers working at DMB are on deputation. Absence of permanent officers cause the discontinuity of programmes taken by DMB.
- 2) Inadequate number of qualified, trained, experienced and committed personnel.
- 3) DMB can not exercise its authority properly.
- 4) Absence of adequate and proper facilities for execution of training programme.
- 5) Lack of personnel strength at the grass-root level.
- 6) Weak and poor leadership.
- 7) Lack of appropriate physical facilities for Emergency Operation Center (EOC) at DMB.
- 8) Bureaucratic procedures and attitudes.
- 9) DMB's position in the national disaster network is not strong enough.



- 10) Number of trainers are not adequate.
- 11) DMB could not develop proper training curriculum yet.
- 12) DMB is yet to develop and strengthen its public awareness programmes.
- 13) DMB has no post-disaster management responsibility.
- 14) DMB's disaster management programme is limited to only cyclone and flood prone areas. Disasters, such as riverbank erosion, coastal belt erosion, drought, earthquake etc. are still not included.
- 15) Frequent transfer of the trained officers of DMB.
- 16) DMB has no local office at grass-root level.
- 17) Psychological conflict between DMB and Directorate of Relief & Rehabilitation (DRR).
- 18) Dependency on donor agencies.
- 19) Delay in appointment of national and regional advisors including Project Management Advisor (PMA) at DMB.
- 20) Absence of Disaster Management Act.
- 21) Some officers have no clear conception about the objectives of DMB.

- 22) DMB is either not informed or unwilling to use the research findings already done by the different research institutions and research personnel.
- 23) Lack of coordination among all concerned authorities/agencies.
- 24) Research unit of DMB yet to perform its duty.
- 25) Location of DMB cause centralization of its activities in Dhaka city.
- 26) DMB has no environmental activities which is an important part of disaster management.
- 27) Concerned policy makers are not motivated to facilitate the disaster management activities taken by the DMB.
- 28) DMB personnel have an "Omniscient" through to disaster management.
- 29) Lack of commitment of politicians towards disaster management hampers the activities of DMB. Because of attracting foreign investors, they do not want to focus Bangladesh as disaster-prone country.

#### **Suggestions for Remedy**

- 1) DMB should be declared as a directorate.
- 2) DMB must have permanent faculty members for better performance.

- 3) DMB should conduct research on disaster and publish its research works already done and to be done in future.
- 4) Public awareness programme on pre- and post-disaster activities should be strengthened through mass media (TV, Bater etc.).
- 5) Government may fix and declare a day as "National Disaster Reduction Day" for observance every year.
- 6) DMB should strengthen its telecommunication network in coastal areas.
- 7) DMB should take necessary action to formulate and properly supervise local level (unions, thanas and districts) work plan for disaster management.
- 8) Essay competition for students should continue and drawing contest should be arranged.
- 9) DMB may make short films on disaster management and make arrangement to show those films through TV/cinema hall.
- 10) Directorate of Relief and Rehabilitation (DRR) and DMB should merge as an independent high-powered department.
- 11) Monitoring and Information Management (MIM) division of DMB should be strengthened by continuous updating .
- 12) DMB should take necessary steps to motivate the policy makers in favor of disaster management.

- 13) For formal training, DMB should formulate structured training module on disaster management.
- 14) DMB, TV and Betar may jointly set a high powered committee for publicity of disaster management activities. The middle and the lower level officers of these institutions should maintain a close informal relation for mutual interests.
- 15) DMB should be headed by an efficient, experienced and committed personnel.
- 16) DMB should be placed under the control of PM Secretariat or it may be made an independent institution.
- 17) EOC (Emergency Operation Centre) should be improved as an effective organ of DMB.
- 18) DMB should be run by the permanent faculty member and not by personnel on deputation.
- 19) DMB may expand its activities to drought, riverbank and coastal belt erosion, earthquake.
- 20) DMB may hire more experienced persons for its training programmes.
- 21) DMB should accelerate and extend its present job/tasks areas.

- 22) DMB should coordinate more with other disaster management organizations.
- 23) DMB should continue and expand its training and public awareness programme.
- 24) DMB should use the media (TV, Betar).
- 25) DMB should develop and update its library facilities.
- 26) DMB should get proper importance by the government.
- 27) Frequent Transfer of officers must be stopped. Officers on deputation have to stay at DMB at least 5-10 years.
- 28) DMB should exercise financial power as per requirement.
- 29) Responsibilities of DMB may be extended to post-disaster management.
- 30) DMB should avoid "Omniscient" attitude.
- 31) DMB may facilitate the training programmes imparted by the NGOs and other institutions.
- 32) DMB should act as a central coordinating cell for disaster management.
- 33) Bulletin and newsletter of DMB should be published on regular basis.

- 34) Training/workshops/seminars on disaster management should continue throughout the year.
- 35) Indigenous and appropriate technology should be developed and modernized for disaster mitigation.
- 36) DMB may retrieve its advisory role for relevant NGOs.
- 37) DMB should extend its training programmes on disaster management at Dhaka or the relevant officers of concerned ministries/ directorates/ departments.
- 38) DMB should use the findings of the research on disaster management done by other research institutions/personnel.
- 39) DMB should think on environment management properly.
- 40) DMB should take necessary steps to include Disaster Management as an independent discipline in the universities of Bangladesh like USA, Thailand and Japan.
- 41) Commitment of political leaders towards disaster management should be changed.