



# BANGLADESH

## Comprehensive Disaster Management Programme

TERMINAL EVALUATION 2009



Dhaka, Bangladesh,  
22 November, 2009





# **BANGLADESH**

## **COMPREHENSIVE DISASTER MANAGEMENT PROGRAMME**

**TERMINAL EVALUATION 2009**

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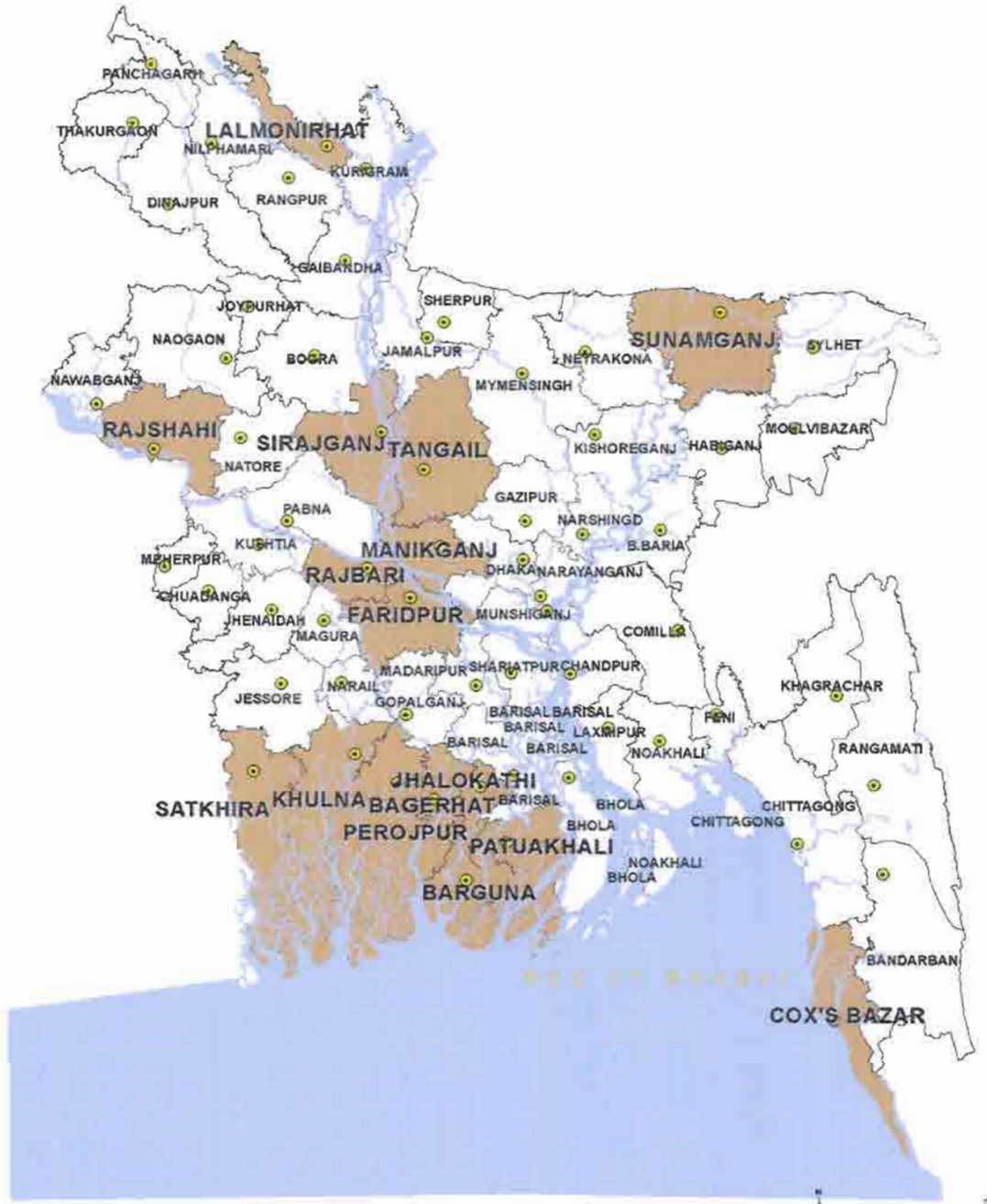
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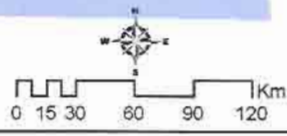
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# CDMP Working Area



**Legend**

- District HQ
- CDMP Working Area
- River



D.M.C. 01/8

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## **Acknowledgement**

The Terminal Evaluation Team (TET) would like to thank MoFDM and their staff, as well as the staff from other GoB ministries, UNDP and other UN Agencies, DFID, EU, CDMP partner NGOs, agencies and academic institutions for their support and time during the conduct of this terminal evaluation of the CDMP Phase 1. The TET would also like to specifically express their sincere thanks to the CDMP Team for all their assistance in terms of briefings, sharing of documents and reports, evaluation planning and logistics support without which it would not have been possible to carry out all the work involved in the time available.

## List of Acronyms and Abbreviations

ADPC	Asian Disaster Preparedness Center
AoB	Allocation of Business
ARR	Assistant Resident Representative
AWP	Annual Work Plan
BARD	Bangladesh Academy for Rural Development
BARI	Bangladesh Agriculture Research Institute
BCAS	Bangladesh Centre for Advanced Studies
BCS	Bangladesh Civil Service
BFRI	Bangladesh Forest Research Institute
BFSCD	Bangladesh Fire Service and Civil Defence
BMD	Bangladesh Meteorological Department
BPATC	Bangladesh Public Administration Training Centre
BRRRI	Bangladesh Rice Research Institute
BRTC	Bangladesh Road Transport Corporation
BUET	Bangladesh University of Engineering and Technology
BUP	Bangladesh Unnayan Parishad
CBO	Community Based Organizations
CCC	Climate Change Cell
CDMP	Comprehensive Disaster Management Programme
CLP	Char Livelihood Programme
CTA	Chief Technical Advisor
CPP	Cyclone Preparedness Programme
CEGIS	Centre for Environmental and Geographic Information System
CRA	Community Risk Assessment
DAE	Department of Agricultural Extension
DCC	Dhaka City Corporation
DER	Disaster Emergency Response
DDMC	District Disaster Management Committee
DFID	Department for International Development
DIM	District Information Management
DMIC	Disaster Management Information Centre
DMIN	Disaster Management Information Network
DNPDP	Deputy National Project Director
DoE	Department of Environment
DoF	Department of Fisheries
DG	Director General
DMB	Disaster Management Bureau
DMC	Disaster Management Committee
DPHE	Department of Public Health Engineering
DRM	Disaster Risk Management
DRR	Directorate of Relief and Rehabilitation
DRR	Disaster Risk Reduction
DRRO	District Relief and Rehabilitation Officer
EC	European Commission
EU	European Union
FAO	Food and Agricultural Organisation
FFWC	Food Forecasting and Warning Centre
GO	Government
GoB	Government of Bangladesh
GSB	Geological Survey of Bangladesh
HFA	Hyogo Framework for Action 2005-2015
HZM	Hazard Zoning Maps
ICM	Integrated Crop Management
ICT	Information and Communications Technology
IDM	Introduction to Disaster Management
IED	Institute for Environment & Development
IFRC	International Federation of Red Cross
IMED	Implementation Monitoring and Evaluation Division

IPM	Integrated Pest Management
IT	Information Technology
IWM	Institute of Water Modelling
LACC	Livelihood Adaptation to Climate Change
LDRRF	Local Disaster Risk Reduction Fund
LGED	Local Government Engineering Department
LoA	Letter of Agreement
MDG	Millennium Development Goals
MoEF	Ministry of Environment and Forest
MoFDM	Ministry of Food and Disaster Management
MTR	Mid-Term Review
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoU	Memorandum of Understanding
NAEM	National Academy for Educational Management
NEX	National Execution
NGO	Non Governmental Organization
NPD	National Project Director
PIO	Project Implementation Officer
PRSP	Poverty Reduction Strategy Policy
PWD	Public Works Department
PWDs	Persons with Disability
RAJUK	Rajdhani Unnayan Katripakhya
RDA	Rural Development Academy
RRAPs	Risk Reduction Action Plans
SIA	Sub-Implementing Agency
SOD	Standing Orders on Disaster
TA	Terms of Agreement
TER	Terminal Evaluation Report
TET	Terminal Evaluation Team
TOT	Training of Trainers
TTC	Teachers Training College
UDMC	Union or Upazila Disaster Management Committee
UN	United Nations
UNDP	United Nations Development Programme
UNISDR	United Nations International Strategy for Disaster Reduction
UNO	Upazila Nirbahi Officer
WFP	World Food Programme



## Executive Summary

The CDMP Phase 1 has achieved much over the past four years and has laid strong foundations for moving into Phase 2. It is therefore still a very young programme in terms of achieving its ambitious objectives and will need time before the full impact of the programme can realistically be quantified

CDMP is seen as a “flagship” programme and has achieved recognition internationally, regionally and nationally for its pioneering work in mainstreaming DRR. As a result there will be high expectations placed on CDMP Phase 2 which is due to be launched in January. This will present key challenges for all those concerned (GoB, UNDP, CDMP Management Support Team, donors and other key partners and stakeholders )

During the period 2005 - 2008 the CDMP has undergone seven independent evaluations (UNDP mid-term, EC, DFID) plus this terminal evaluation making it eight. It has also had four GFAPAD Audits. All the evaluations have been positive and no significant audit objections have been raised. The recommendations from the UNDP 2007 mid-term review have either been followed up or implemented or will be in Phase 2. Therefore, there may be little new which this terminal evaluation can add except to possibly add some different perspectives and above all contribute to identifying opportunities and challenges for Phase 2.

CDMP was designed as a two phase programme. Phase 1 2004 -2009 (pilot phase) was designed to carryout a comprehensive review of existing disaster management systems and policy with a view to building the foundations for longer term disaster risk reduction programmes and reforms. This would form the basis for making the “paradigm shift” from the traditional relief and rehabilitation approach to the more holistic disaster risk reduction approach at all levels.

Mainstreaming DRR across different sectors, and different ministries has began, but poses, and will continue pose, significant institutional and coordination challenges for MoFDM as the lead Ministry responsible for coordinating all these different initiatives and activities effectively across a range of government ministries and other partners at all levels. The other dimension is of course donor coordination as this is a multi-donor programme where donors place significant demands of MoFDM/CDMP Management Team for timely, accurate and high quality monitoring and reporting. The pressure on MoFDM will increase in Phase 2 with the proposed expansion of the programme mainstreaming DRR across ten sectors. Strengthening the coordination capacities at all levels of MoFDM (District level should be a high priority) and other concerned ministries must clearly be a high and early priority for Phase 2.

Phase 1 initially targeted seven pilot districts (Lalmonirhat, Rajshahi, Sunamganj, Faridpur , Cox’s Bazaar, Sirajganj and Satkhira. By June 2008, activities had been extended to include and additional eight districts (Barguna, Patuakhali, Bagerhat, Perojpur, Jhalokathi, Khulna, Tangail and Manikganj).

It is important to note that field activities in the initial pilot districts did not commence until July 2006 but were suspended in November 2006 due to unrest in the country and again between



July – September 2007 because of the floods. Cyclone SIDR also impacted on the implementation of the programme activities between November 2007 and February 2008.

Therefore it is fair to say that since Phase 1 began in 2004, it has faced some delays and disruptions with implementations which mean that in real terms the programme has only been running for some two and a half years.

CDMP Phase 2010-2014 has been designed over the past two years and is currently awaiting the final approval and signature from GoB. Phase 2 will focus primarily on consolidating, extending and expanding upon the achievements of Phase 1 including mainstreaming DRR across ten sectors. US\$ 50 million has been committed by UNDP, DFID and EC for this phase with other donors showing interest.

This commitment is based primarily on the success of Phase 1 and brings with it expectations that standards of service delivery and efficiency will continue to improve both qualitatively and quantitatively. As indicated above, this will present some key challenges for the CDMP Programme including to ensure that all aspects of business continuity are maintained during the start up period of Phase 2.

It is intended that Phase 2 activities will become progressively more embedded in GoB ministries and departments at all levels as ownership and understanding of the tangible benefits of the “paradigm shift” to institutionalising the DRR approach become more apparent and better appreciated .

CDMO is innovative and is a very ambitious undertaking aiming to achieve major shifts in thinking around hazards, risks and the role of risk reduction in poverty alleviation. In the TET’s view, it is critical that realistic objectives and targets are set for the multi - year and first annual work plan which are built upon lessons learned and past achievements.

It is also critical that the transition phase to Phase 2 is used by MoFDM, UNDP and the key partners and stakeholders to fine tune and rework elements in the draft work plan to ensure that it is fully understood by all concerned and that the objectives and targets are realistic and achievable within the set timeframes. All the essential operational modalities and guidelines covering all institutional mechanisms, and management, coordination, monitoring and reporting systems required to ensure smooth implementation of the programme should also be comprehensively re-evaluated and fine tuned as needed before programme implementation begins.

CDMP is still a very young programme with very ambitious targets and realistically will take some time to quantify the real impacts on say improved delivery of relief, preparedness and impact on livelihoods and become sustainable in the long term. GoB and its partners are very committed to the success of the CDMP and it may be that a further extension of the programme after the end of Phase 2 will be considered.

Some of the main achievements include aspects of policy reform, establishing collective partnerships with a large number of different stakeholders, the CRAs /RRAPs/LDRRFs, Urban Risk initiatives, establishment of the CCC, starting the mainstreaming of DRR process across different sectors, establishment of the DMIC network

Some of the main challenges for the future include strengthening the institutional capacities of MoFDM and other sectoral ministries at central, district, upazilla and union levels to cope with the increased demands from Phase 2 in terms of coordination, monitoring and reporting; strengthening the project and activities monitoring capacities of the CDMP management team both qualitatively and quantitatively so that it has enough professional staff to follow up and monitor the huge number of stakeholders in the field on a more regular basis including the appraisal of LDRRF applications; conduct a comprehensive review of training and capacity building activities in order to reduce overlap and duplication between partners working in similar activities in the same areas; reduce delays in UNDP and GoB procurement which causes bottlenecks in project implementation.

The main conclusion is that for Phase 2, it is essential to build on the lessons learned and build upon the achievements of Phase 1.

The central recommendations are : i) During the transition phase, to channel the findings and opportunities identified in this terminal evaluation report into comprehensively fine tuning, re-assessing (and reworking ) the draft multiyear work plan for Phase 2 so that it is a very realistic operational tool to guide implementation of the first year of the new programme, ii)To ensure business continuity during the transition phase at all costs.

## Introduction

### *Background*

The Comprehensive Disaster Management Programme (CDMP) is a five- year multi-development partner supported programme, running from 2004 to 2009. The overall aim of CDMP is to take a multi-hazard approach to disasters and to generate a “paradigm shift” in disaster management, away from relief and rehabilitation towards a more holistic approach to reducing risks and vulnerabilities. Significantly, CDMP was also designed to institutionalise the adoption of DRR approaches, not only in the host ministry (Ministry of Food and Disaster Management), but more broadly across mainstream sector ministries. Lastly, CDMP was conceived and has been developed, as a multi–development partner framework in an attempt to harmonise development assistance across the field of disaster risk reduction.

CDMP was designed as a two phase programme. The first phase 2004-2009 was designed essentially as a pilot phase with the second phase 2010-2014 focusing primarily on consolidating, extending and expanding on the achievements of the first phase. The CDMP Phase 2 Project Document is currently awaiting signature by GoB.

CDMP is funded by GoB, United Nations Development Fund (UNDP), United Kingdom Department for International Development (UK-DFID) and the European Commission (EC). UNDP serves as the executing agency on behalf of all the CDMP development partners. The National Project Director (NPD) is the Secretary, MoFDM. The DG-DMB has been nominated as the Deputy Project Director to assist the Secretary. The Chief Technical Advisor oversees the day to day functioning of the Project Management Unit and reports to the NPD.

The total budget is US \$ 27.12 m. By the end of November 2009 the programme has expended approximately 89% of the overall budget.

**Total Budget Allocation and Expenditure up to October 2009 (in US\$)**  
**Comprehensive Disaster Management Programme**

Components	Total Budget 2003-2009	Total Expenditure up to 2003 - October/09	Remaining Balance (Nov.- Dec. 2009)	Achievement %
Act-6 (1a)	2,649,505	2,596,209	53,296	98
Act-7 (1b)	965,167	963,180	1,987	100
Act-8 (2a)	250,256	239,809	10,447	96
Act-9 (2b)	1,692,681	1,676,345	16,336	99
Act-10 (3a)	160,458	160,431	27	100
Act-11 (3b)	601,082	590,882	10,200	98
Act-12 (3c)	4,615,082	4,456,659	158,423	97
Act-13 (3d)	3,737,121	3,488,118	249,003	93
Act- 14 (4a)	5,596,400	3,695,489	1,900,911	66
Act-15 (4b)	1,974,360	1,926,118	48,242	98
Act-16 (5a)	1,450,132	1,346,676	103,456	93
Act-17 (5b)	1,146,438	977,039	169,399	85
Act-18 (TMU)	1,335,744	1,260,409	75,335	94
<b>Total</b>	<b>26,174,426</b>	<b>23,377,365</b>	<b>2,797,061</b>	<b>98</b>

**Budget Allocation and Expenditure upto October 2009 by Donor**  
**Comprehensive Disaster Management Programme**

Donor	Total Budget 2003-2009 (in US \$)	Total Expenditure up to 2003 - October/09	Remaining Balance (Nov.- Dec. 2009)	Achievement %
A	B	C	D	D
UNDP	6,816,881	6,380,334	459,336	94
DFID	8,601,834	8,277,427	371,174	96
EC	10,759,777	8,719,609	2,694,758	81
<b>Grand Total</b>	<b>26,178,492</b>	<b>23,377,370</b>	<b>3,525,268</b>	<b>89</b>

## ***Purpose and Scope***

The purpose of the mission is to conduct a terminal and outcome evaluation of the Comprehensive Disaster Management Programme (CDMP) project funded by UNDP, DFID and the EC which will close on 31 December which is a mandatory requirement for all medium and large scale UNDP projects in accordance with the NEX implementation guidelines.

The main objectives of terminal evaluation of the CDMP are to:

- perform holistic outcome and output analysis
- assess the achievements of the project
- review a broad range of contributory strategies including collaborative partnerships
- analyze the main findings, indicate lessons learned and future opportunities for CDMP Phase 2.

The evaluation seeks to assess the impact of the programme over a broad range of strategies mentioned above and will be divided into three main parts

1. Situation Analysis of CDMP Phase 1 at closure of the programme on 31 December 2009
2. Status of CDMP Assets and Inventory at closure of the programme on 31 December 2009
3. Key issues, opportunities and challenges emerging from part 1 above for consideration during the pre-inception phase of CDMP Phase 2 which is in effect the critical transition "bridging" period between closure of Phase 1, the official launching of Phase 2, the pre-inception phase and the submission of the inception report ( which may take 3-6 months ).

## ***Team composition***

The Team was comprised of one international and one national consultant with two representatives from the Government participating as and when their other duties allowed. *(For names see inside front page)*

## ***Approach and Methodology***

Because is very short (reduced from 21 days to 10 days) and the team reduced from four to two full time members, it was decided that the terminal evaluation team (TET) should adopt a pragmatic approach to the conduct of the evaluation to ensure that the deliverable is a clear, concise and useful report which will be a useful tool for Phase 1 and the start up of Phase 2. This was facilitated by the wealth of recent evaluation reports from the different stakeholders ( including UNDP, DFID, EU) as well other documentation and materials produced by the programme. It was also felt that since the programme has already been so comprehensively evaluated and reviewed, there may be little new that we can add except possibly a fresh perspective on some aspects.

The TET followed the methodology set out in the terms of reference consisting of study of documentation, meetings with stakeholders and officials, interviews with beneficiaries, consultations, one field visit, wrap up and presentation of findings and submission of report.

The TET convened at UNDP on the first day of the mission (7 November 2009) in the office of Mr. Aminul Islam, ARR who is responsible for the CDMP programme. After the initial introductions and a short briefing from UNDP, the team moved over to the CDMP offices which were to be their base for the duration of the mission. For the rest of the day, the Team had a comprehensive briefing from CDMP on the key aspects of the programme and then worked preparing the overall evaluation plan including meetings schedule, field visits and logistics support and supply of all background documentations and evaluation reports.

Because of the short time allowed for the Terminal Evaluation, the TET has concentrated its efforts on building on the existing body of knowledge and experience which has already been recorded and communicated. Accordingly, this report will focus on summarising the progress and achievements of Phase 1, make observations and draw conclusions from the lessons learned and then carry these forward to Part 3 which looks forward to opportunities for incorporating the findings of the terminal evaluation in to the pre-inception/inception phase of Phase 2.

### **Part 1: Situation Analysis of CDMP Phase 1 at closure of the programme on 31 December, 2009**

The aim of this section is to assess the overall achievements, the outcomes and impact of the programme as well as identifying potential gaps and challenges to be considered in the inception phase of CDMP Phase 2.

#### **1.3 Progress with implementing the recommendations of the 2007 Mid –Term Review**

The Team’s first task was to assess the follow up by CDMP on the ten recommendations made by the Mid Term Review 2007 and gauge whether they had been fully implemented. With the assistance of CDMP, the following table has been compiled which clearly describes the status of the follow up.

<b>MTR Recommendations</b>	<b>CDMP Follow-up Actions</b>
<p>R1 The CDMP should go into a second phase. Given lengthy time requirements for approval and the necessity of avoiding a damaging inter-phase gap, discussions should begin immediately in order to set the necessary processes in motion. The work done so far in implementing Phase 1 has laid the groundwork for such a phase 2 by strengthening the capacity of MoFDM, working very closely with the Ministry to ensure it bought into the required paradigm shift towards a risk reduction and community-based approach, by developing a model for full community involvement and through the partnership approach. The proposed second phase would build on this platform to mainstream these concepts across government bodies responsible for areas of</p>	<ul style="list-style-type: none"> <li>• In the retreat in December 2007 all party including donors agreed to go for consolidation of Phase I activities and designing of Phase II</li> <li>• The design mission started working in May 2008 and submitted the final design document in December 2008</li> <li>• UNDP and CDMP spent the last 10 months to produce the CDMP-II ProDoc which is currently at the final stage of government approval</li> </ul>

<p>actual and potential disaster. There may be scope for switching funding between components within this phase, particularly to the LDRRF (to increase its coverage and impact) and through the CCC (in relation to modelling, associated capacity building and helping out other GoB agencies in developing their CC action plan). However, it may not be effective to invite new donors to join at this point, as it would make fund management and reporting requirements even more complicated. Existing and potentially new donors should be invited start working on the second phase of CDMP, but a prerequisite for this would be working out an efficient 'pool' fund approach based programme management mechanism. There is much work to be done to ensure that Phase 2 builds effectively on the platform constructed in Phase 1, and a Phase 2 design mission should therefore be commissioned as soon as possible after agreement has been reached to fund a second phase.</p>	
<p>R2 Mainstreaming efforts should now focus attention on developing Upazilla and District level RRAPs with an eye on engaging other Ministries operating at the local level. LGED, DPHE, DAE and other organizations will be essential partners in effective mainstreaming at the local level.</p>	<ul style="list-style-type: none"> <li>• Consolidated all the union and upazila RRAPs and published the district RRAPs for the 7 pilot districts</li> <li>• Made national and local level advocacy through district coordination meetings in order for ensuring synergies, avoiding duplications and local level fund mobilization for the priority projects identified in the RRAPs</li> <li>• The World Bank funded LGSP programme of the government utilized the RRAPs and allocated funds against the projects identified in the RRAPs</li> <li>• MoFDM also utilized the RRAPs under its safety net programmes</li> <li>• Greater advocacy with the sectoral departments and ministries is planned in the Phase II</li> </ul>
<p>R3 The LDRRF was intended to pilot risk reduction projects with innovative ideas by empowering local communities. Much more needs to be done to promote cross-project learning by bringing implementing agencies, DMCs, community members from different parts of the same district and from other CDMP districts together to share ideas and experiences in order to arrive at a code of best practice for such interventions. This should include field visits by the staff of LDRRF awardees, DMC members, and members of beneficiary communities themselves, in order to help them gain first-hand experience of the factors behind both successful and unsuccessful initiatives. This should not be limited to project interventions, but also include indigenous risk reduction initiatives.</p>	<ul style="list-style-type: none"> <li>• Documented and produced a compendium of 15 good practices</li> <li>• Organized 45 District Coordination meetings with all development partners and actors</li> <li>• Commissioning a study to document good practices and the lessons</li> <li>• Producing a documentary on LDRRF</li> <li>• Produced a indigenous coping mechanism source book through a documentation study in 16 districts</li> </ul>
<p>R4 Efforts to identify and address risk need to be disaggregated by gender. A gender audit of hazard risk should be compiled, and interventions designed in such a way as to be gender sensitive and, wherever possible, self-target towards addressing women's concerns. Examples include ensuring that when homestead plinths are raised to</p>	<ul style="list-style-type: none"> <li>• Produced a gender and social inclusion framework guidebook to ensure women's participation in CRA and other community level activities</li> <li>• 65% of the LDRRF funds were utilized benefitting the women, PWD and other</li> </ul>



<p>reduce flood risks, the hand tube well and toilet should also be raised.</p>	<p>socially excluded groups</p> <ul style="list-style-type: none"> <li>• Ensuring women participation in the Project Implementation Committee</li> </ul>
<p>R5 To ensure that vulnerable communities have their risks significantly reduced through the LDRRF, additional resources must be secured (preferably through enhancing partnerships with government and non-governmental organisations). Continued vigilance must be maintained so that the needs of the most vulnerable continue to be addressed.</p>	<ul style="list-style-type: none"> <li>• Resource sharing strategic partnerships were developed through signing of MoUs with Concern Worldwide, Care Bangladesh, Plan Bangladesh</li> <li>• Consultation ongoing with ActionAid, Islamic Relief, Oxfam GB, Save the Children UK and USA, Handicap International, IFRC and WFP to have similar MoUs signed.</li> <li>• Ongoing advocacy with major donors through different strategic planning meetings, technical knowledge sharing workshops</li> </ul>
<p>R6 The CCC is the CDMP component that is most in need of attention at the moment, and the Team recommends that the donors request an early meeting with the appropriate GoB agency/agencies to settle outstanding issues. The following changes are needed. First, the Cell needs a TA with clear lines of reporting to the DG. At this point, the original role of the TA seems to be redundant. The CCC is actively pursuing its log frame objectives and making future plans with support from affiliated DoE staff members. What may be helpful is to get someone to streamline the modeling exercise. This component will tremendously benefit from expert guidance on which model to use, what data to use, where to find necessary help and information, and how to ensure timely delivery of the promised model outputs (from PRECIS/RegCM, IWM and CEGIS). Thus, the budgeted amount could be best utilized by hiring a modeling expert to provide technical inputs on the weakest element of the CCC operation. In the meantime it would be useful to hire an Operations Officer, and provide the present professional staff with longer-term contracts to ensure continuity. Second, the Cell should place more emphasis on identifying and facilitating community level adaptation measures and developing associated capacity/awareness building tools, some of them based on earlier success stories. Third, softer adaptation options need to be piloted and introduced to vulnerable communities. Fourth, the possibility of engaging other professional modelling institutions (e.g., IWM, CEGIS) with BUET to provide a "one-stop" modelling service should be explored. Fifth, in scaling up, the Cell should select the 3-5 most relevant agencies and help them develop their CC related action plans. The Cell could then play the very important role of harmonizing agency interventions as a means of internalizing the process of disaster risk reduction within GoB. Finally, the Team considers that the most suitable long term home for the CCC is the DoE. There are five reasons: a) CC is primarily an environmental issue; (b) Putting CC in the same basket as existing hazards tends to undermine a global concern of enormous proportions; (c) The DoE is the climate change focal point for all CC-related external communications; (d) There is a huge knowledge gap on the local level impacts of</p>	<ul style="list-style-type: none"> <li>• Recruited 3 research officers and 1 institutional expert to resolve the ongoing challenges</li> <li>• Institutionalized the climate change impact modelling within BUET</li> <li>• The MoEF has recognized the CCC as an integral part of DoE through a office circular.</li> <li>• The national climate change strategy and action plan has been formulated and launched in London in September 2008 by MoEF and DoE. CCC facilitated this process</li> <li>• Govt. of Bangladesh has decided to open a separate climate change cell within all important ministries.</li> </ul>

<p>CC, and addressing this gap can best be planned and executed through a dedicated entity within the MoEF; (e) There needs to be a national climate change strategy/action plan to help development partners identify their niche areas within a broad landscape of interventions.</p>	
<p>R7 DMIC should go online as soon as possible to enhance networking and coordination. The system should increase the amount and quality of disaster risk reduction information available and broaden its user base to make it an effective coordination tool. The DMIC must also seek paths towards long-term technical viability through pursuit of public-private partnerships, sponsorships, and other means, e.g. direct links to the mobile phone system for early warning and data collection, or internet portal sponsorships to ensure that the system will be operated, maintained, and upgraded in the future.</p>	<ul style="list-style-type: none"> <li>• DMIC went online long before. The DMIN Portal with provision of an active discussion forum was supposed to be online in 2008. The vendor uploaded the portal in DMIC website which is currently under further testing. The Portal with limited functionalities have been working</li> <li>The activation of the Forum through exchange of views and ideas will be done in Phase II</li> </ul>
<p>R8 It would be worth while to adopt a project-wide comprehensive training and capacity building plan based on needs identification. As one of the follow-up actions for all professional capacity building training, trained officials may be linked with at least one IDM training course and one CRA process, partly as a participant and partly as a resource person. This is likely to further enhance knowledge and experience of all concerned through exchange of ideas establishing a closer link between the policy makers and the vulnerable people.</p>	<ul style="list-style-type: none"> <li>• As part of the implementation plan of this recommendations the followings have been done:</li> <li>• Developed the learning and development plan for the ministry</li> <li>• Developed and institutionalized a 5-daylong ToT courses within RDA and BARD. More than 300 university teachers and trainers attended the course</li> <li>• Established a 25 member resource group with DRR and DMB officials to facilitate and monitor further training to PIOs and DMC members on CRA and IDM</li> </ul>
<p>R9 The CDMP M&amp;E System (PMIS) should follow a single agreed upon logical framework for monitoring progress. This will make it easier for all partners to track progress and will make it easier to enlist additional donor support.</p>	<ul style="list-style-type: none"> <li>• We have currently following one agreed LFA</li> </ul>
<p>R10 Donors (and if possible GoB) should seek to reduce, simplify and co-ordinate reporting, review and audit requirements. A knowledge management specialist should be appointed to assist CDMP in reporting and in more general information handling. All future reviews should follow the lead of this MTR and be commissioned jointly by all CDMP donors.</p> <p>Source :CDMP</p>	<ul style="list-style-type: none"> <li>• In general terms we agreed to follow one reporting format for donors. We have also produce separate format to report to EC which sometimes doubled the reporting burden</li> <li>• Govt. used to follow different reporting format for all projects developed and approved by IMED and we had to abide by those as well.</li> </ul>

From the above table, it is clear that all the recommendations have been carefully followed up and most have been fully implemented. Those recommendations which require more time will be further followed up and implemented in Phase 2.

## **1.4 Summary of progress and achievements with achieving outputs**

Comprehensive Disaster Management Programme (CDMP) under the MoFDM was originally approved in January 2003. But due to some unavoidable disruptions the activities under this programme started in late 2005 and some of the components even delayed further. Despite delaying of its functioning and other limitations, CDMP as an ambitious programme of the MoFDM has made a significant contribution to strengthen the capacity of the Bangladesh disaster management system. Based on CDMP's success Bangladesh is now globally known as one of the leading nations in the field of disaster risks management. The major achievements so far made and challenges ahead are briefly presented below:

### **1.2.1. Strategic Focus Area 1: Professionalizing the Disaster Management Systems**

This component consists of two key strategies- i) policy reform, and ii) creating a learning and development strategy to guide the country's professional and technical manpower development in disaster management field.

**Achievements:** Major achievements in policy making areas are- i) reviewed and redrafted Disaster Management Act, ii) prepared the National Plan for Disaster Management 2007-2015, iii) produced revised draft of SOD, iv) revised and subsequent approval of AoB (Allocation of Business) for the MoFDM, and v) provided technical support to assist MoFDM in guiding the development of SAARC Regional Disaster Management Policy Framework. Under the second strategy 3 major achievements can be mentioned and these are- i) for training and professional development, CDMP designed a good number of training manual for GO/NGO and other staff and arranged training at different places like BARD, RDA, universities, NAEM, BPATC, Dhaka Cantonment, BCS Academy etc. ii) under this programme, 46 MoFDM/GoB officials also attended certificate course on disaster management in Australia, Thailand and at Bangladesh universities, iii) recently CDMP has undertaken a very dynamic and ambitious programme on disaster management curriculum development and strengthening research activities at a number of universities in Bangladesh. Under this initiative CDMP has already signed MoU/LoA with several universities and started certificate course and diploma course on DM.

**Challenges:** Development of professionals through training, education and research depends very much on the quality of training manuals/course contents and level of expertise of the trainer. At this moment there is an acute shortage of qualified trainers and experts on disaster management in Bangladesh. Secondly, the quality of training/teaching outside the Dhaka City will certainly be hampered due to unavailability of adequate number of trainers/teachers in the regional universities at one hand and high cost of importing qualified persons from capital city. Thirdly, in the first phase, CDMP spent lot of money and resources on training purposes and there should be a proper evolution to avoid unnecessary spending, duplication of work and proper utilization of resources and trainees and graduates in the job market. In this context, free and remunerative training facilities should be checked and controlled so that the relevant and interested persons can get the opportunity only.

### **2: 1.2.2. Strategic Focus Area Mainstreaming and Capacity Building**

This area generally developed to undertake advocacy programme targeting key policy officials, electronic and print media and NGOs to promote publicity and capacity building of partners, particularly in disaster management field.

**Achievements:** Notable achievements so far earned are- i) disaster risk reduction has been incorporated in the first and second PRSPs, ii) introduced media award for DRR reporting, so far 16 journalists received that award, iii) organized national essay competition on DM, iv) arranged regular TV programme on DM in government and private channels, v) published newsletter, training manuals etc. from time to time, vi) provided basic disaster management training to a large number of (more than 25000) officials, NGO workers with a view to develop institutional capacity building, and vii) conducted IDM training for union and district DMCs.

**Challenges:** Media partnership is a magical and powerful tool for rapid awareness building and this should be strengthened further. It should be mentioned here that in Channel Eye and in BTV a popular TV programme on agricultural development produced by Mr. Shaik Seraj has long been broadcasting with great success. Similar programme on community level disaster awareness, preparedness and various activities of CDMP like CRA, LDRRF, DMIN, etc. can be broadcasted successfully through TV channels. Use of electronic media, a powerful tool, may bring a radical change in the sustainability of DM. Obviously, it's a very challenging task and CDMP should develop a strong media partnership along that line. Quality booklets in Bangla language on disaster risks, impacts, experiences, lessons learn and local disaster risk reduction techniques will be very useful and CDMP can take this challenging opportunity to develop, publish and free distribution of them in future.

### **1.2.3. Strategic Focus Area 3: Community Empowerment**

This particular strategic area seems to be the central focus of all CDMP activities. It is the most ambitious, ever growing and challenging programme under CDMP. The main output of this strategy is the community or local level disaster risk reduction through empowering the community people. There are four components under this strategy and they are-i) Programme gap analysis, ii) Community Risk Assessment (CRA) and Risk Reduction Action Plan (RRAP), on the basis of which iii) Financing LDRRF projects, and iv) Livelihood security: Hazard Awareness.

**Achievement and Challenges:** A long list of achievements under this strategy has already been identified and mentioned in all the previous evaluation reports and other CDMP documents. The main achievement is, obviously, the development of CRA, RRAP methods based on this a wide variety of LDRRF projects have already been successfully implemented in 16 districts and 622 unions. Given the importance of LDRRF project, a separate analytical note covering its achievements and challenges is appended at the end of this evaluation report (see Annex 4).

### **1.2.4. Strategic Focus Area 4 : Expanding Risk Reduction**

CDMP at one stage realized that some natural hazards like earthquake, tsunami and global climate change might have a severe impact on life and livelihoods in Bangladesh, but these are not covered under CRA/RRAP surveys and community people know very little about these and their impacts. This gap had also been identified in the Mid-Term Review report. There are 3 key components under this focus area- i) Earthquake and Tsunami Preparedness, ii) Climate Change Cell, and iii) Livelihood Adaptation to Climate Change.

**Achievements:** The component of earthquake assessment is working toward the comprehensive assessment and mapping of earthquake risks targeting 3 earthquake prone cities such as Dhaka, Sylhet and Chittagong. It also aims to strengthen the Fire Service and CPP. A significant progress has already achieved in this sector. For example, contingency planning, conducting training, develop geological and seismic maps, procurement of some equipments etc. Climate Change Cell is located

within DoE and aims to analyze global predictions and convert them into national situation. The CCC has made a considerable progress, particularly in research, modelling, conducting training and establishing focal points at different ministries and developing climate change database and a library. The LACC is a special project being implemented by DAE/FAO and aims to assist farmers in adapting to climate change impacts in agriculture sector. This component has made a significant progress in flood and drought affects.

**Challenges:** Focus area four is going to face a big challenge. For example, the complex relationship between DRR and earthquake, tsunami and climate change impacts is not clear to many of us and, therefore, local or community level preparation against these hazards, particularly earthquake and tsunami still remains very minimal level. CDMP in the next phase will have to do a lot of work, exercise and model development. In addition, CRA/RRAP surveys and LDRRF projects should be enriched and embedded with relevant data/information on these three potential hazards.

#### **1.2.5. Strategic Focus Area 5 : Emergency Response and Information Management**

This strategic area aims to establish a national Disaster Management Information Centre (DMIC) with 24/7 capability to monitor and report on emerging events including earthquakes and tsunami. The DMIC also assists the FFWC and BMD in the dissemination of warnings to the most remote areas. Expanding DMIC activities, a Disaster Management Information Network (DMIN) has set up under this component. Both these wings are very important for the development and modernization of hazard forecast and warning systems and, therefore, this component is a very vital part of CDMP. Disaster risks reduction, to a great extent, depends on smooth functioning of this component.

**Achievements:** The major progress or achievements so far have been made under this component are- i) telecommunication has been linked with all 64 district headquarters and 235 high risk upazila centres, ii) direct IT support has been provided to improve the operational capability of BMD, including 35 regional observation stations, iii) IT assistance is also provided to FFWC, iv) so far over 300 officials and technicians from MoFDM, DMB, DRR, BMD received ICT training.

**Challenges:** The smooth functioning of DMIC and technical operation of this wing of CDMP heavily depends on both constant supply of quality equipments and adequate IT professionals with practical knowledge on IT technology. Quality and updated IT experts are costly as well as very short in supply. Very often they are unwilling to work in public sector due to low salary and limited facilities. All these are considered as potential challenges for DMIC. Regular maintenance, repairing and updating both hardware and software is another big challenge for the success of DMIC. To strengthen DMIC, MDIN is essential and it is more important particularly for Bangladesh as this country depends heavily on cross border/country data on various aspects like weather, climate, flood, cyclone, tsunami, earthquake etc. CDMP in the next phase will have to strengthen both DMIC and DMIN.



### 1.3: Key findings and issues for consideration

Many of these findings and issues will also be reflected in the conclusions and recommendations sections.

#### 1.3.1: General issues

- Mainstreaming goals very ambitious which will take time to achieve (probably longer than Phase 2 ).
- “Paradigm shift” gradually being institutionalised within GoB and stakeholders but new strategies needed which combine different incentives (than training) plus more advocacy on practical community benefits from DRR (i.e. LDRRFs) in order to “change mindsets and get buy in” at local level.
- Institutional strengthening of MoFDM at central/local level to build necessary capacities to undertake effective multi - partner/multi -sector coordination at all levels when the programme scales up.
- More pooling of resources and shared activities planning to be promoted by CDMP to its partners.
- Further streamlining of donor financial reporting systems and requirements very desirable (DFID-B, UNDP, EU already have a pooling arrangement which has made reporting easier) in case new donors are added in Phase 2. GoB remains the same.

#### 1.3.2: Specific issues

##### 1) Managing the critical transition period between end Phase 1 and inception Phase 2.

###### *For example:*

How will the new project management structure affect the day to day management of the programme ? ie

- Different role of new incoming CTA (Lead Advisor)?
- Different function of the CDMP Phase 2 Management Support Unit from the Phase 1 Programme Management Unit?
- HR (Human Resource) issues concerning staff contracts /job continuity (for 36 out of 42 staff)?
- The key role to be played by the NPD in Phase 2, the need for either a full time NPD or DNPD(?), important to have executive continuity.
- Although DFID-B, UNDP and EU now have a pooled financial management system which helps to ease the reporting burden, what more can be done to streamline this in the future given that new donors may join in Phase 2.
- Slow UNDP procurement has also been raised as an issue. The main problem appears to be the time that it takes between CDMP sending a procurement requisition to UNDP for goods and services to the goods (say IT equipment) physically being delivered to the project. Aspects included the slow tendering process and the time it takes to evaluate bids, imported goods being held up in customs if there are delays in paperwork being processed and customs duties being paid.

## **2) Monitoring and Evaluation**

- How can existing systems be improved and strengthened for Phase 2 given that main aim is to put in place self monitoring systems as will not be role of the CDMP project management team to carry out continuous field level monitoring?
- In Phase 1 monitoring systems were set up to enable the CDMP project staff to support and monitor the huge numbers of diverse projects as best they could with the resources /staff available .
- One of the lessons learned is that monitoring quality suffered on occasions given the quantity of projects to be followed up?
- therefore either Phase 2 will need to develop more field level monitoring and follow up capacity. More staff to spend more time visiting and working with stakeholders in the field? Or as explained in the TET briefing, to build self monitoring systems and capacities for Phase 2. This question should be further studied during the transition phase

## **3) Capacity Building**

- One of the main achievements of Phase 1 has been the training and capacity programme which it has developed through partner agreements with a large range of academic and national institutes as well as NGOs. However, in Phase 2, there may well be scope for better rationalisation of training and capacity building resources to meet changing needs of a significantly scaled up programme.
- One issue to be considered is how to reduce overlapping and duplication between partners doing similar activities in the same areas? How can there be more sharing and pooling? Therefore there is a
- Need to review training programme in the light of changing requirements (refresher training as part of consolidation)
- Need to consider other aspects of capacity building ( other than training ) carefully ( more on the job work experience for key technical staff such as IT, more field level coaching and sharing with community organisations on how to collect information for say DMIC emergency strips or carryout basic needs and damage assessments more accurately?
- Consider how best to update and upgrade capacity building work (develop a CB Plan for Phase 2 unless this has already been done)
- Need for a capacity building plan to be developed during pre-inception/inception phase of Phase 2
- NB This was also recommended by the mid term evaluation

## **4)) Coordination issues**

- The challenges faced by GoB to manage the inter-ministerial multi sectoral coordination in Phase 1 as well as the demands placed by the multi-donor partners for strong coordination, monitoring and reporting.
- In Phase 2, these demands will increase significantly as the programme is progressively mainstreamed across 10 sectors.



## 5) Emergency response and information management

- Is there a need to further clarify CDMP's role in emergency response and support for relief operations beyond what is already clearly understood in term of its support DRR, the establishment and maintenance of the DMIC and DMIC networks ( to be expanded and consolidated in Phase 2 and the support role which CDMP and its staff play in assisting the lead agencies in the UN system ( UNDP, WFP etc. ) and working with the DER to assist with field operations such as disaster needs and damage assessments ?
- As WFP is a lead UN Agency in emergency response inter alia DMIC, should CDMP have an MoU or letter or agreement with WFP which formalises their existing relationship and which clearly sets out how they will collaborate in Phase 2 and incorporate this in the annual workplan ?
- The issue of establishing a sustainable method of maintaining the DMIC network for the long term has been raised in several evaluation reports. The Team had some interesting discussions with Head of DMIC Unit and made some practical suggestions how this might innovatively be addressed.

## 6) Gender and social exclusion

- It has been widely observed that women along with their minor children are more vulnerable to disaster risks. The worst sufferers are those women who come from the lower socio-economic strata. Therefore, especial attention/effort targeting the poorer women (i. e. addressing gender issue) should be incorporated into the relevant areas of CDMP's policies and interventions. UNDP Mid Term Evaluation 2007 also pointed out the gender sensitivity and recommended gender specific interventions where possible. Following that evaluation report CDMP has revised CRA guidelines and ensured women participation in the Project Implementation Committee (i.e. LDRRF projects). However, in CDMP 2 phase gender and poverty issues should be addressed more closely and clearly in all components where it is needed.

## 7) Climate Change Cell

- In TET, view such strategically important issues and activities as climate change and disaster risk reduction should come under the same umbrella and be combined. They should be integrated and not treated separately or in isolation. Except earthquake and tsunami, most of the disasters in Bangladesh are virtually climate induced and they cause naturally due to seasonal change of climate as well as due to impacts of global climate change inducing mostly by human activities. Therefore, climate change impacts are nothing but climate induced disasters which should be included logically within the MoFDM.
- The high level scientific panel already set up under the CDMP should be given a clearer mandate to provide oversight and technical guidance on these issues to the GoB policy and strategic levels as well as the programme implementation level.
- Livelihoods adaptation to climate change (special project of DAE/FAO) under LACC component and most of LDRRF projects support people to reduce climate-induced vulnerability at community level. Continuing support from CDMP Phase 2 being considered for those schemes/projects.

## 8. CRA, RRAP and LDRRFs

- Need to focus more on developing capacities/understanding of District /Union/Upazilla staff who are the front line of the LDRRF process and can cause bottlenecks if they are not clear what they must do.
- Idea about increasing Government, private sector and community contributions to LDRRF projects to reduce their dependency on external funding and make them more sustainable in the long term.

## 9. Urban Risk

- Earthquake -issues relating to more equipment, training and active contingency planning including more drills and simulations in urban areas building on the studies done by ADPC/and other partners.
- Storm surge and Tsunami – issues related to enhanced local area storm surge hazard mapping in at risk coastal areas supported by more active local warning and contingency planning measures to be implemented by DDMC's /I/NGOs and NGOs /Universities /CPP and grassroots CBOs.

**1.4: Strategic Orientation (analysis of the objectives and programme purpose achieved, assess effectiveness of programme strategy and relevance of CDMP in context of national priorities)**

The CDMP has been designed to assist

- GoB achieve its vision “to reduce the vulnerability of then people, especially the poor and disadvantaged, to the effects of natural, environmental, and human induced hazards to a manageable and acceptable humanitarian level and to have in place effective emergency response systems”.
- MoFDM achieve its mission “to bring a paradigm shift in disaster management from conventional response to a more comprehensive risk reduction culture”.
- The Phase 1 programme to achieve its overall objective and purpose “ to strengthen the capacity of the Bangladesh disaster management system to reduce unacceptable risk and improve response and recovery management at all levels”.

Over the past four years, the strategic directions set by the programme have made a significant contribution towards helping GoB achieve its vision and MoFDM achieve its mission through the progress and achievements of Phase1 which in turn have laid the foundations for consolidation, expansion and building long term sustainability of the programme in Phase 2. During the period 2005-2008 CDMP has undergone seven (7) independent evaluations (eight when including this one) and four (4) FAPAD audits. All these evaluations have been positive and no significant audit objections have been raised.

Evaluation recommendations have been actively followed up and regular lessons learned exercises, knowledge management activities and documentation of best practises have been carried out by the CDMP and its partners to build up the institutional memory.

CDMP is still very young and while it is possible to demonstrate some of the concrete impacts (see 1.4 below) which the programme has had in its core focus areas of policy reform, collaborative partnerships, mainstreaming, capacity building, community empowerment, urban risk, climate change and emergency response and information management; it should be remembered that this is still the pilot phase and it will only be during Phase 2 that the true impact can be more realistically quantified. The programme has achieved a great deal to put disaster reduction on the agenda in Bangladesh. Challenges still remain though, in reaching a complete paradigm shift within government.

As illustrated by the vision statement above, disaster management, and now disaster risk management and reduction, is a national priority and CDMP is seen as being a key strategic partner of GoB. It is fair to say that the CDMP programme has achieved national as well as regional (through the support that it has provided to SAARC) and international (where it is seen as a model DRM programme) recognition in a short space of time.

However, it is critical that there is a smooth and orderly transfer from CDMP Phase 1 to Phase 2 and that business continuity is maintained in all its management and programmatic dimensions through the transition pre-inception/inception period. While MoFDM has assumed ownership for CDMP and DRR, and this is now embedded within the ministry; it will realistically take time before the “paradigm shift” is fully accepted and institutionalised within all the other ministries and partners who are directly concerned with the mainstreaming process, particularly at the local level. During this time, ensuring effective coordination and knowledge management will be a major challenge for MoFDM and its partners.

#### **1.4.1: Analysis of the outcomes of the programme**

##### ***Outcomes***

This is an attempt to summarise the main outcomes of Phase 1 which have contributed to the design of Phase 2 (see Outcome Areas 2.2 on page 16 of the Prodoc)

These outcomes are derived from all the focus areas and components of Phase 1.

##### **Collaborative Partnerships**

A strong network of collaborative partnerships to promote and institutionalise DRM/DRR in Bangladesh at national, international and regional levels with a emphasis on building up local capacities is progressively being established.

##### **Policy Reform**

A national disaster management legislative framework has been established and implemented. Major achievements include enactment of the Disaster Management Act, review and redrafting of the National Disaster Management Policy, Plan and Standing Orders for Disasters. Regionally, the SAARC Regional Framework on Comprehensive Disaster Management has been supported.

##### **Mainstreaming**

Disaster Risk Reduction has been incorporated in the first and second PRSPs and mainstreamed within the government’s development project planning and appraisal process.

##### **Capacity Building**

More than 25,000 are better equipped to link risk reduction and development activities and cope with managing disasters.

##### **Community Empowerment**

The development of nationally accepted uniform CRA and RRAP Guidelines has enabled the more than 500 community risk reduction projects benefiting 600,000 people living in the programme areas to receive assistance through the LDRRF schemes.

### **Urban Risk**

The urban earthquake risk assessment and storm surge risk assessment projects have contributed to better awareness, preparedness and contingency planning for these hazards in Bangladesh.

### **Climate Change**

A Climate Change Cell within the DoE with a database and library.

### **Emergency Response and Information**

A national Disaster Management Information Centre with 24/7 has been set up which has enhanced GoB's capabilities to manage emergency response more effectively.

## **1.5 Assessment of the relevance and effectiveness of the CDMP partnership strategy**

The CDMP partnership strategy is one of the principal pillars of the programme and success factors of the programme. From the outset the programme realised that if it were to achieve the "paradigm shift" to the more holistic DRR/DRM approach, it was essential to forge strong collective partnerships with GoB, donors, I/NGOs, national organisations and academic institutions, local NGOs and CBOs and grass roots communities. This has been one of central pillars or building blocks of the programme.

To this end, during Phase 1, CDMP has built up a network of collaborative partnerships with over 75 regional, national and local organizations and has engaged in a range of capacity building activities at all levels to provide the basis for effective service delivery. This has enabled CDMP to expand many of its activities from the initial seven pilot districts to over 32 districts (the aim is to expand to all 64 districts in Phase 2).

The CDMPs partners can be broadly divided into three groups:

- *Strategic Partners* which include Government Agencies, I/NGOs, NGOs, Academic Institutions, UN system and other Regional Organisations (SAARC).
- *Implementing Partners* which include the above excluding Regional Organisations.
- *Scientific Partners* include Government Technical Agencies, Private Sector Research Agencies and Academic Institutions.

Some of the key attributes of these partnerships include;

- Demonstrated linkages with the national Poverty Reduction Strategies
- Articulates immediate, medium and long term priorities
- Provides clear guidance on risk reduction priorities
- Holistic sectoral approach

- Broad representation in the design, implementation and reporting of risk reduction programmes
- Multiple level service delivery

Capacity Building is promoting the need for coordination and uniformity in disaster management and is targeting disaster management committees (DDMCs, UDMCs) with over 27,000 officials having received basic disaster management training since 2007. This has in turn contributed and complemented the Community Empowerment component which has inter alia supported the development of nationally accepted uniform Community Risk Assessment (CRA) and Risk Reduction Action Planning (RRAP) Guidelines which are a significant output. It is designed to be used by all I/NGOs, national NGOs as well as other stakeholders. To date, CRA and RRAP have been conducted in 16 districts and 622 Unions. RRAPs have been developed for all seven pilot districts. Over 500 community risk reduction projects benefiting 600,000 people living within the programme areas have been funded through the Local Disaster Risk Reduction Fund (LDRRF).

Another dimension has been the collaborative partnerships which CDMP has developed with GoB departments, such as MoE and MoA; national organisations such as BMD, FFWC, CPP; universities such as Dhaka, BUET and BRAC etc. CDMP has also built up strong partnerships with donors such as EU, DFID, UNDP, WFP and other UN Agencies and I/NGOs such as CARE, Concern and Oxfam. Most of these partnerships are underpinned by MoUs to facilitate operational cooperation and coordination.

Strengthening, supporting and consolidating these existing partnerships is seen as a top priority in Phase 2 as a prerequisite before further expansion. It is essential that the necessary resources, staff and time are dedicated to this critical task as this constitutes another of the pillars or building blocks required for expanding and mainstreaming DRM/DRR across ten sectors ( 10 ministries ) in Phase 2.

Some key areas to look include reducing overlap or duplication in training and capacity building activities, greater pooling of resources between CDMP partners ( particularly those who may be engaged in similar activities such as LACC and LDRF, research/training work carried out by academic institutions), further simplification of financial and monitoring reporting to GoB and donors where possible, developing a more comprehensive knowledge management system and providing more direct field level support (field officers) to local government who are at the sharp end.



## 1.6 Lessons Learned from CDMP Phase I

The Comprehensive Disaster Management Programme (CDMP) is a multi-dimensional pilot project aiming to strengthen the capacity of the Bangladesh disaster management system to reduce disaster risks and improve response and recovery management at all levels. It is an ambitious programme under the MoFDM, running from 2004 to 2009 and has made a significant progress to achieve its goal. Since its inception, several reviews and evaluations have been done and these reports invariably provided positive findings on almost all components of the programme. At the end of the first phase, the terminal evaluation team also impressed with the CDMP's magnificent performance, particularly in the design and execution of community level risk assessment and risk reduction action plans. To continue this programme in the second phase, the team also identified some areas of concern and challenges. CDMP, though, very young has already produced a huge amount of information, knowledge, professionals and above all experiences, lessons and dreams. In this section some key lessons learned from the first phase are briefly focused.

**Designing the concept of disaster management** The biggest achievement of the CDMP was to introduce a new and an innovative concept or definition of disaster management, i.e. a “paradigm shift” in disaster management, away from conventional relief and rehabilitation towards a more holistic approach to reducing risks and vulnerabilities. Such concept has changed the whole scenario of disaster management approaches and activities at all levels and stages and made DM/MRM more durable and sustainable. However, this new idea is not fully understood by everybody and in everywhere.

**Complexity of the programme** CDMP runs a multi-dimensional programme or projects. With a large number of components, programme design is often found complex. As a result it takes more time to conceptualize, design and implementation of a programme /project. A reduced number of tasks/components would allow greater attention to give more time in monitoring and quality control.

**Multi-donor collaborative frameworks can work** The experience of CDMP as a common funding framework shows clearly that there is scope to work jointly and improve coordination/collaboration and synergies between donors that support risk reduction. This type of collaborative work not only saves time and resources but also creates opportunity to share knowledge and experiences which help to improve the quality of the programmes/projects. Bangladesh being a densely populated disaster prone country regularly receives overseas development assistance for risk reduction related projects from a wide range of sources like multilateral and bilateral donors and international NGOs. CDMP has not only drawn together three important donor agencies, but also shown that common implementation frameworks or platform can work successfully.

**Mainstreaming disaster risk reduction out of the MoFDM remains a key challenge** CDMP has rightly focused most of the first phase on building capacity within the MoFDM. But to achieve real impact at scale, and to contribute to meaningful poverty reduction efforts, the concept of mainstreaming must be embedded across the design and planning processes of all relevant sector ministries. CDMP phase I has achieved some success- most notably that all GoB Development Project Pro-forma and ECNEC approval forms should include a section on risk reduction and mitigation, and a new Plan of Action for Disaster Risk Reduction produced and financed by the DAE. But new ways of working with a wider range of GoB ministries and departments is now the challenge-to raise the focus of risk reduction across government, and to achieve impact at scale.

**Development of CRA approach** The success of CDMP is strongly linked with the development of Community Risk Assessment (CRA) approach and its integration with RRAP. In the field local disaster risk reduction, CDMP has developed unique guidelines for CRA and RRAP surveys. Exercising this approach community people can involve or participate themselves in each stage of risk reduction



programme/project such as risk assessment, undertaking risk reduction action plan, formulating risk reduction project and implementation and monitoring of the project. Given this opportunity of participating of community people to plan and solve their own problem, CDMP's LDRRF projects have shown a great deal of success. The challenge now is to see how this approach can be used in other projects run by different ministries and departments.

**LDRRF projects: the instruments for disaster risk reduction and poverty reduction at a time** Based on CRA approach CDMP has successfully created links to programme or project funding mechanisms at grassroots level. Under this mechanism CDMP developed a wide variety of LDRRF (Local Disaster Risk Reduction Fund) projects aiming to reduce disaster risks as well as poverty of the community people. Both disaster and poverty are interlinked and one impacts other. It is also known fact that the poor and marginal people are the most vulnerable to disaster and they need a sustainable solution of it. Realizing this notion, CDMP in disaster prone areas has developed LDRRF projects in such a way that a poor person can get benefit most. For example, providing a disaster resilience (flood or cyclone) house to a poor family is one of the best way to reduce the vulnerability of disaster and poverty. CDMP has already implemented more than 500 LDRRF projects in 16 districts benefiting over half a million people.

## 1.7. CONCLUSIONS and RECOMMENDATIONS

Many of the conclusions and recommendations below, together with other issues raised elsewhere in this report, will form the basis for identifying some of the opportunities, priorities and challenges to be considered in the transition/start up pre-inception/inception phase of Phase 2. See Part 3 below.

### **Conclusion:**

1. CDMP Phase 1 has achieved much in a comparatively short time due to some start up delays and disruptions due to the situation in the country, floods and Cyclone SIDR. In many respects it is seen as a “flagship” programme which has received national, regional and international recognition. But CDMP still very young and it will take time to fully achieve its ambitious objectives of changing the well entrenched disaster management culture in Bangladesh.
2. Designed as a two phase programme, Phase I – Initiating and Piloting the “Paradigm Shift” away from the traditional relief and rehabilitation approach, which is well entrenched in all levels of GoB and Bangladeshi society; to a more holistic disaster risk reduction (DRR) multi-sectoral/multi-partnership approach with a central goal of mainstreaming DRR across a number of sectors and at all levels of the community and directly into development planning.
3. Phase 1 has laid some strong foundations for moving into the consolidation, extension and expansion phase planned for Phase 2 scheduled to start in January 2010 particularly in areas such as Policy Reform, Partnership Building, piloting CRAs/RRAPs/LDRRF, establishing the 24/7 DMIC and network for enhanced emergency response, some aspects of capacity building. A good start has been made with components relating to Urban Risk Reduction and Climate Change although in TET’s view Climate Change and DRR should be under the same umbrella, be better integrated and not treated separately or compartmentalised.
4. One of the more intangible achievements of Phase 1 is the way that it has contributed to a gradual change of thinking, attitude and clarity towards the important role which disaster management planning plays in the national development process. It may be premature to try and assess whether the CDMP has yet had time to make tangible impact on improved emergency response and preparedness planning although the DMIC did play a valuable role in supporting information management through the preparation and dissemination of strips during Cyclone SIDR and 2007 Floods. CDMP also provided ad hoc support to the DER during this time.
5. MoFDM has assumed ownership for the CDMP programme and it is progressively becoming embedded in the ministry and at local district, upazilla and union levels. Realistically, it will probably take some years before the concepts of DRR and mainstreaming are fully understood and integrated easily into the local level development activities of all the CDMP partners. The institutionalisation and acceptance process will take time with the key to

longer term sustainability being a shift to the field which will foster enhanced community empowerment to greater ownership of the DRR (CDMP) concept at the grass roots.

6. Therefore is important that Phase 2 builds on the achievements, and lessons learned from Phase I, resists the pressures from high expectations to expand too quickly and prioritises consolidation in the early stages of the new programme. The programme may be overambitious so it is important that the multiyear and first annual workplan are revisited fine tuned during the pre-inception/inception phases to ensure that the objectives and targets are realistic and achievable. It will be important for the programme to retain sufficient institutional and management flexibility to create coordination, information exchange and monitoring mechanisms which enable MoFDM and the CDMP team to manage this complex highly project effectively. The role of the NPD will be critical.
7. There are still a number of areas where improvements can be made including knowledge management, monitoring and evaluation, rationalising capacity building, better pooling of resources between programme components and partners to avoid overlap, further streamlining (if possible) of GoB and donor financial reporting requirements and procurement systems (delays with GoB and UNDP procurement cited as being one of the major obstacles by a number of stakeholders and of course Coordination) which will be probably the major challenge. It is hoped that during the early stages of Phase 2, the new management team will make every effort to actively build these necessary improvements into the draft multi year workplan and rework and fine tune and activities of the new programme as a high priority.
8. During the transition phase (pre-inception/inception) between Phases 1 and 2, maintaining business continuity of all the key management and programme functions will be critical. A key part of this will be ensuring staff continuity as they are both the human capital and institutional memory of the CDMP. Neither GoB nor its key partners will want to run the risk of having delays with the start up as any form of "hiatus" would understandably be viewed with concern by all CDMP's partners and staff. Long delays in implementing activities might also undermine the credibility and good will which has been built up over the past four years.
9. Mainstreaming across the sectors has started through activities with GOB ministries including MoA ( LACC 1 and 2 ) and MoE( Climate Change Cell ) and this practical experience gained during Phase 1 of aspects such as inter ministerial sectoral coordination, project monitoring and follow across, awareness and capacity building needs should be well documented and channelled directly into the Phase 2 planning process. The need to strengthen and streamline coordination mechanisms at all levels (at policy, partner s and operational levels) is an important lesson learned in Phase 1.
10. The whole area of Capacity Building, and the way that it is both perceived and delivered by the programme and its partners may well benefit from a comprehensive review to re-orientate components such as training, knowledge sharing and skills development. Lessons learnt have indicated that there is some overlap and duplication in many of the training activities which are being undertaken by different CDMP partners who are working in broadly the same type of activities, often in the same project areas. There are also

indications that there may be scope for a different approach to capacity building for developing skills and capacities at the local level through for example more on the job training, coaching and mentoring. Given the amount of training which has already been provided in Phase 2, there would seem to be a strong case for more pooling of resources and shared training planning between CDMP and its partners in Phase 2. There would also seem to be a strong case for conducting a thorough review and developing a new Capacity Building strategy and action plan in the early stages of Phase 2.

11. The MTR 2007 alluded to the need to streamline the different, onerous and demanding financial reporting requirements from both GoB donors and GoB. Since then, pooling arrangements have been agreed between UNDP/DFID-B/EU whereby funds are (mostly?) pooled and there is one set of annual financial reports to be prepared. Unfortunately, all these donors have different financial years which can create problems with transfers of funds. GoB retains its own financial report requirements. Concerns have also been expressed over delays with the GoB and UNDP procurement processes. Clearly, anything that can be done to further streamline financial reporting and speed up procurement in Phase 2 will greatly enhance operational efficiency!
12. The MTR 2007 also concluded that "CDMP activities do not place sufficient emphasis on ensuring that the special needs of women are met (particularly in times of disaster)." Since then through the CRA process more good work has been done on increasing understanding of both the gender and social inclusion dimensions of risk and disaster. First all initiatives should incorporate a gender and social inclusion analysis into the assessment of the situation. Second, there should be specific initiatives to strengthen women and socially excluded people's capacity to participate in risk reduction activities in a meaningful fashion (see a Facilitators Guidebook for Community Risk Assessment and Risk Reduction Action Plan, June 2007).
13. DMIC and emergency response

Focus Area five concerns emergency response and information management which focuses on the establishment of the national Disaster Information Management Centre (DMIC) with a 24/7 capability to monitor and report on emerging events including tsunami and earthquakes; assistance to FFWC and BMD with the dissemination of warnings; establishment of the DMI network to all 64 districts and capacity building for DRR and other staff. DMIC is now fully operational and provides a valuable DIM service to GoB, donors and other stakeholders.

As the UN Lead Agency in emergency response, WFP has worked closely with CDMP Phase 1 on an informal basis both in its capacity as secretary to the DER and on technical aspects of information management such as VAM and risk mapping. In Phase 2, there is scope for CDMP and WFP to formalise their relationship. There is also scope for DMIC to work with other DMI partners such as BMD, FFWC, DER, WFP to help create a more comprehensive and better integrated Response Management System (which might include outsourcing and setting up a full time emergency control room).

#### **14. LDRRF**

This is seen as one of success stories of Phase 1 with more than 500 grants disbursed across a range of different activities in a range of different areas. Two issues are flagged here:

- The need to find ways of attracting more national (GoB, Private Sector, local communities) funding to ensure better prospects for long term sustainability. Initially, there might be some pilots set up where national /international contributions were jointly pledged to fund applications based on an agreed percentage split. This would also be a good way of developing more private sector partnerships.
- The need for CDMP project team to have more professional staff to improve quality control with the appraisal and approval of applications.

#### **15. Climate Change Cell**

The climate change cell (CCC) at DoE has made an important contribution to the formulation of the National Climate Resilient Country Framework to Mainstream Climate Risk Management and Adaptation. DFID-B is a major player in supporting GoB's climate change strategy with the CDMP CCC as one component of this support.

#### **16. LACC**

LACC is a successful programme under DAE/FAO which has developed a range of climate change impact adaptation schemes, especially in drought and saline prone areas. Knowledge and ideas developed under this component will be very useful for designing LDRRF projects. Therefore a strong link between LACC and LDRRF components should be practiced in next phase so that climate adaptations knowledge developed in agricultural sector can be used in LDRRF projects .

#### **17. Urban Risk Mitigation**

In Bangladesh, urban disaster risks, especially in big urban areas in the eastern part of the country e.g. Dhaka, Chittagong and Sylhet have been growing very fast due to rapid growth of population, buildings, industries and other infrastructure. These three cities are very prone to natural hazard like earthquake which may cause a colossal loss of lives and property at any moment. Given this situation, CDMP rightly adopted urban risk assessment and reduction initiatives. This particular component is very new and needs a comprehensive outlook in the second phase.

#### **18. Knowledge Management and the role of Academic Institutions**

CDMP very recently has undertaken an ambitious programme linking or mainstreaming the country's universities and has made more than 10 MoUs to develop knowledge on disasters and disaster risks management through research, training, academic programmes like producing graduates, conducting seminars, workshops etc. This programme, though very

initial stage, has already received a good response from the university faculties and is going to be developed further in the second phase of CDMP.

## **Recommendations**

### **1. Transition period**

The central recommendation is that all the lessons learned and achievements from Phase 1 which have been channelled in to the Phase 2 design, and with the possibly different perspectives presented in this TER; should now be constructively used to rework, fine tune and improve the Phase 2 project multi year workplan during the transition period to ensure that; it is not overambitious, that it is realistic, that it is operationally sound .

### **2. Business continuity**

It will be critical to ensure that all aspects of business continuity are maintained during the transition period and to avoid any delays to the start up of Phase 2 which could undermine confidence in programme.

### **3. Coordination /Institutional Coordination**

One of the major concerns expressed to the TET has been about the capacities of MoFDM to effectively coordinate such a complex, multi-donor, multi-sectoral, multi-dimensional national interest programme with the limited human resources and capacities at its disposal. Although Phase 1 capacity building and learning has strengthened MoFDM in this respect, it is clear that the significant scale up proposed for Phase 2 will place significant added expectations and demands on MoFDM for strong multi sectoral coordination. To this end, it is recommended that during the transition phase, MoFDM and its key government, UN, donor and other partners agree clear (is necessary new) guidelines and modalities on how the required standards of policy, operational and programme coordination will be delivered, and that these are then clearly specified in the Phase 2 workplan and programme implementation modalities .

It is recognised that mainstreaming DRR across the sectors is a very ambitious goal which may well take longer than the lifespan of Phase 2 to become sustainable. Phase 1 has made a good start with institutionalising the DRR process with concerned GoB ministries (MoFDM, MoE, MoA) and partners particularly at the central level. However, gaining full acceptance and commitment at the local level (district, upazilla, union) will take more time and new strategies may need to be developed in Phase 2 combining incentives and practical demonstrations of tangible benefits (additional workload not too onerous, impact of LDRRF projects on local communities) in order change “mindsets and get buy in”.

### **4. Role of NPD/DNPD**

Based on the lessons learned from Phase 1, the NPD has a pivotal role to play in leading and guiding policy and the strategic direction of the programme as well as ensuring high level GoB inter-ministerial/sectoral/agency co-ordination and providing oversight and direct support to the CDMP management team and partners with operational issues as required. It is therefore hoped that GoB will be able to appoint a full time NPD for Phase 2 or if not a full time long term DNPD who will to be fully engaged and make a full time commitment provide the necessary continuity to the execution and direction of the new programme which is an essential factor for success.



## **5. Simplify financial reporting and procurement procedures.**

As indicated above, while solid progress has been made by the main donors (UNDP/DFID-B/EU) to pool funds and adopt a common reporting system, it is hoped there is still scope for further streamlining to take account of the fact that in Phase 2 there may be additional new donors whose requirements will also have to be harmonised. GoB's reporting requirements are different unchanged. The same hope applies to streamlining UNDP procurement procedures which are reportedly slow, cumbersome and create bottlenecks and delays for programme implementation (see under key issues 1.4 above).

## **6. More pooling**

Another lesson learned is that there is considerable scope for more pooling of resources and share planning in areas such as capacity building and training between different CDMP partners who are broadly engaged in similar type of activities in similar project areas. It is strongly recommended that in the planning stage of the Phase 2, the CDMP project team takes a firm lead in encouraging these partners to collaborate more closely in their operational planning which should in turn reduce overlap and duplication and facilitate CDMPs project/activity monitoring.

## **7. Capacity building**

As explained in conclusion 10 above, and in the light of lessons learned, in the TETs view it should be a high priority during the transition phase that as an integral part of fine tuning and operationalising the workplan that there should be a thorough review of the programmes approach to capacity building and training leading to the development of a strategic capacity building which will better equip all the CDMP partners to better meet the future the needs of the programme.

## **8. DMIC and Emergency response**

This recommendation has three Parts:

- That the relationship between CDMP Phase 2 and WFP should be formalised as this will have direct benefit to enhancing operational cooperation and coordination with technical aspects and management of DMIC between two UN partners. It can also contribute towards establishing a fully integrated Emergency Response System
- That DMIC and its technical partner establish a fully integrated Emergency Response Information Management System by further formalising existing technical cooperation partnerships between CDMP and WFP, BMD, FFWC, SWFC, CEGIS, IWM and others to set up a fully operational emergency control centre where all the partners could work together
- That innovative approach towards building sustainable DMIC network maintenance capacities are developed and piloted during Phase 2. For example, to encourage initiatives between private sector/local universities /local government based on the appreciation that there are tangible benefits to the community as a whole if the DMIC networks are sustainable maintained.

## **8. LDRRF and LACC schemes**

- A wide range of disaster risk reduction schemes or projects have already been implemented under these two components of CDMP programme. These schemes are directly linked with disaster risks reduction at grassroots level. To strengthen further of these two vital wings of CDMP, a strong monitoring and evaluation exercise at different levels should be ensured.
- Bangladesh being an agricultural country, a great deal of disaster mitigation and adaptation schemes is obviously related to broad field of agriculture. Therefore, a greater involvement of agriculture sector and country's farm community should bring under LDRRF and LACC beneficiaries list.

## **9. Climate Change Cell (CCC)**

The incorporation of climate change impact risks under CDMP programme is obviously a wise decision but it needs a clear vision with regard to its further development and mainstreaming it with other departments and ministries. TET views that climate change impacts are nothing but climate change induced disasters which had/have long been occurring in this country. Therefore, MoFDM will be the right place to deal with CC impacts and other relevant departments and ministries can/should be associated with MoFDM. This kind of arrangement not only save money and resources but also avoid chances of duplication, overlapping, weak coordination and inter-ministerial conflicts which may arise in future.

**Part 2 : Status of CDMP Assets and Equipment Inventory at closure of the programme on 31 December 2009**

CDMP to prepare inventory which will be appended to this report when finalised. A financial statement stating the financial situation of the programme on closure may also be appended later if UNDP requires.

## Part 3

This part looks forward to opportunities for consideration during the pre-inception /inception phase of CDMP Phase 2 based on the findings and issues identified part 1 of the Phase 1 TER

### 3.1. Major Issues to be Focused or Looked into in Future

- Strengthening coordination and cooperation among the stakeholders
- Quality control activities (training, LDRRF projects including CRA and RRAP)
- Mainstreaming DRR among relevant GO/NGO officials, political leaders and local electoral and officials
- Strengthening monitoring and evaluation and follow up tasks
- Integration of climate change impacts with DRR approach of CDMP
- Sustainability of LDRRF interventions in the long run
- Strengthening DMIC and its smooth functioning, especially in time of emergency needs
- Media (electronic) partnership development to focus CDMP's important activities, including paradigm shift concept, DRR approach, community participation in LDRRF activities
- Further improvement or strengthening CRA and RRAP process and understanding CC impacts at micro or local context
- How DRR approach can be brought into GoB project assessment procedure
- Explore the ways to support the maintenance and upgrading of equipments parched by DMIC
- Greater involvement of agricultural sector and farming community in considering the importance of it and its susceptibility to disaster
- Capacity holding of DMB other Govt. department /organization through CDMP activities

### 3.2. Challenges

At the risk of repeating ourselves, the main challenges facing Phase 2 are to maintain business continuity in all its dimensions during the start up period and ensure that the objectives and targets which are finally approved in the multi-year and first annual workplan are realistic, achievable and not overambitious.

Consolidation, strengthening and streamlining of all the aspects described above or in part 1 of the TER should be main priority in the early stages of the new project. Expansion and extension should wait until all systems have been re-evaluated and deemed as fit for their new purpose. The Institutional strengthening and capacity building of MoFDM ,DRR, DMB , and district/upazilla/union DMCs and other local government coordination and monitoring structures of partner sectoral ministries such as MoA, MoE is another top priority .

Long term sustainability will depend to a large extent on the sense levels of real ownership which can be created at the grassroots in Phase 2. A key to this will be shifting programme priorities to the field, local and community levels and focusing resources on Community Empowerment activities.

Above all, GOB, UNDP, donors, CDMP project team and all stakeholders seize the important opportunities presented during the next 3/6 months start up pre-inception/inception phase to effectively plan and prepare for Phase 2 implementation.

## Annexes

1. Terms of Reference
2. List of people met and meetings schedule
3. Field visits itinerary
4. LDRRF achievements , potential gaps and challenges for the future
5. Documents consulted ( to be inserted later on)
6. Part 2 – CDMP Phase 1 Inventory of Assets and Equipment

## TERMINAL EVALUATION

### Comprehensive Disaster Management Programme

#### 1. PURPOSE

The purpose of the mission is to conduct a terminal and outcome evaluation of the Comprehensive Disaster Management Programme (CDMP) project funded by UNDP, DFID and the EC which will close on 31 December 2009. A terminal evaluation is mandatory for all medium and large-scale UNDP projects in accordance with the NEX implementation guidelines which require projects to undergo a terminal evaluation upon completion of implementation. Both the Government and UNDP agreed to conduct a terminal evaluation of CDMP to best utilize the time and resources. This evaluation will also be responsive to the GoB and UNDP's continuous efforts to ensure transparency and better access of information during implementation and on completion of projects.

#### 1. BACKGROUND INFORMATION

Bangladesh is commonly cited as a country that is extremely vulnerable to natural disasters. Given the combination of its geographic location, topography, dense population and levels of poverty (approximately one third of its population, or some 57 million people, live in chronic poverty), natural hazard events unfortunately often result in disasters with high loss of life and economic damage. Historically deaths from single events, such as cyclones, reached into the hundreds of thousands in Bangladesh. Trends in the data indicate that the situation in terms of preparing for and responding to disasters is improving over time, with massive improvements in the reduction of lives lost. One important element of this has been improvements in early warning systems (EWS) and cyclone shelters in particular. The Centre for Research on the Epidemiology of Disasters estimates that close to 229 million people have been directly affected by natural disasters during the thirty year period from 1979 to 2008, with over 7,700 killed and economic damage in the order of US\$5.6 billion.

At the same time, Bangladesh is one of the countries most at risk from the impacts of climate change, therefore it is likely that both acute (such as flooding or cyclonic events) and chronic hazards (such as drought, sea level rise and saline intrusion) will increase in frequency and severity in the coming decades. The nature and scope of the hazards are well-documented in a range of existing literature.

Summary of most common hazards in Bangladesh	
<b>Natural hazards</b>	<ul style="list-style-type: none"> <li>▪ <b>Floods:</b> Floods occur annually, reaching their most severe in the months of July and August. 20% of the country is affected by regular river floods, a figure that can increase to 68% causing large scale destruction and loss of lives. The flooding that occurs in Bangladesh can be categorised into four types: flash floods; rain flood; monsoon floods and coastal floods.</li> <li>▪ <b>Cyclones and Storm Surges:</b> Bangladesh is amongst the countries hit hardest by Tropical cyclones from the Bay of Bengal accompanied by storm surges. In an average year, the country's coast is hit by 1.3 cyclones, the more severe of which can cause devastation and large scale loss of life.</li> <li>▪ <b>Nor'westers and Tornadoes:</b> Occurring most commonly during the pre- and post-monsoon (the months of March to May and October to November respectively), Nor'westers bring the much-needed pre-monsoon rain, but can also cause devastation and destruction. These periods are also associated with tornadoes, which are suddenly formed and are extremely localised in nature and of brief duration.</li> <li>▪ <b>River Bank Erosion:</b> Approximately 8,700 hectares of land are lost and around 180-200,000 people displaced annually due to river erosion in Bangladesh.</li> <li>▪ <b>Earthquakes:</b> Despite having not experienced any large scale earthquakes in the last one hundred years, Bangladesh remains one of the seismically active regions of the world.</li> </ul>



	<ul style="list-style-type: none"> <li>▪ <b>Drought:</b> Bangladesh is at high risk from droughts. 24 droughts occurred in the country between 1949 and 1991, with very severe droughts hitting the country in 1951, 1957, 1958, 1961, 1972, 1975, 1979, 1981, 1982, 1984 and 1989. Typically, droughts affect approximately 47% the country's landmass and 53% of the population (WARPO, 2005). Bangladesh is affected by three types of drought: permanent; seasonal and unpredictable.</li> <li>▪ <b>Arsenic Contamination:</b> In around 61 of the 64 districts in Bangladesh, Arsenic contamination in the ground water is considered to be a serious environmental threat and a serious health risk for Bangladesh.</li> <li>▪ <b>Salinity Intrusion:</b> Salinity intrusion affects the coastal districts of Bangladesh, with the problem reaching its most severe during the dry season. During this period, agricultural production, fisheries, livestock, and mangrove forests are affected by higher salinity.</li> <li>▪ <b>Tsunamis:</b> The Geological Survey of Bangladesh has divided Bangladesh coastal belt into three zones: Most vulnerable Zone- I -Chittagong-Teknaf coastline; Moderately vulnerable Zone- II - Sundarban-Barisal coastline and Low vulnerable Zone III – Barisal-Sandwip estuarine coastline.</li> <li>▪ <b>Landslides:</b> Landslides represent a major hazard for Bangladesh, as the events of June 2007 in Chittagong, in which more than 120 people died, demonstrated. Causes of landslides include: earthquakes; volcanic eruptions; sustained rainfall; heavy snowmelt; unregulated anthropogenic developments; mining; and, as is most common in Bangladesh, heavy rainfall (typhoons, hurricanes). Deforestation, hill cutting, unregulated development work can contribute to the likelihood of landslides, whilst slides can often most severely affect the poorer sectors of the population as poverty and landlessness force poor people to live on the slide-prone hill-slopes.</li> </ul>
<b>Human-induced hazards</b>	<ul style="list-style-type: none"> <li>▪ <b>Fire:</b> Fires in urban settings are common in Bangladesh, causing huge loss of lives and damage to properties every year. Fire incidents in the country are increasing at an alarming rate.</li> <li>▪ <b>Infrastructure Collapse:</b> Incidents of infrastructure collapse are on the rise, and Bangladesh has witnessed the collapse of a number of industrial buildings in recent years.</li> <li>▪ <b>Chemical or toxic spills or contamination:</b> Poor regulation and location of manufacturing processes that include the use of chemicals pose an increasing threat to human populations and the environment, particularly in urban areas.</li> <li>▪ <b>Traffic Accidents:</b> Fatalities and injuries from road accidents are a growing concern. According to the Bangladesh Bureau of Statistics, in 2006 there were 3,193 killed and 2,409 injuries resulting from traffic accidents.</li> </ul>

## 2. COMPREHENSIVE DISASTER MANAGEMENT PROGRAMME (2004-2009)

The Comprehensive Disaster Management Programme (CDMP) (see **Annex 1**) is a five-year multi-development partner supported programme, running from 2004 to 2009. The overall aim of CDMP is to take a multi-hazard approach to disasters and to generate a 'paradigm shift' in disaster management, away from relief and rehabilitation and towards a more holistic approach to reducing risks and vulnerabilities. Significantly, CDMP was also designed to institutionalise the adoption of DRR approaches, not only in its host ministry (Ministry of Food and Disaster Management), but more broadly across mainstream sector ministries. Lastly, CDMP was conceived, and has been developed, as a multi-development partner framework in an attempt to harmonise development assistance across the field of disaster risk reduction.

The project has contributed to the achievement of some significant outcomes across all focus areas and components. More specifically a number of outputs can be directly attributed to CDMP facilitation.

**Collaborative Partnerships:** A network of over 75 regional, national and local organisations has been established. The project has built the capacity of staff engaged in supporting implementation. This has enabled CDMP to expand many of its activities from the initial seven pilot districts to over 32 districts.

**Policy Reform:** CDMP has contributed to the establishment and implementation of a national disaster management legislative framework. Some of the major achievements associated with this framework included the review and redrafting of the Disaster Management Act, National Disaster Management Policy, National Plan for Disaster Management 2007–2015, Standing Orders on Disaster Management, and the introduction of a revised Allocation of Business for the MoFDM to include risk reduction functions. Regionally, CDMP has supported the drafting the SAARC Regional Framework on Comprehensive Disaster Management.

**Mainstreaming:** Disaster Risk Reduction has been incorporated in the first and second PRSPs. It is also mainstreamed within the government's development project planning and appraisal process. A

national Learning and Development network has been established with MoU's signed with over fifteen government training centres, public and private institutions and universities that conduct post graduate and other specialized courses.

**Capacity Building:** Since 2007, more than 25,000 people have benefited from introductory disaster management training. This training is designed to give sufficient knowledge and understanding on the specific risk reduction and emergency response functions of disaster management committees to engage them more proactively in linking risk reduction and development activities.

**Community Empowerment:** The development of nationally accepted uniform Community Risk Assessment (CRA) and Risk Reduction Action Planning (RRAP) Guidelines has been a highly significant output. It is designed to be used by all international and national NGOs, and other stakeholders. To date, CRA and RRAP have been conducted in 16 districts and 622 Unions. RRAPs have been developed for all seven pilot districts. Over 480 community risk reduction projects benefiting 600,000 people living within the project areas have been funded by the project.

**Urban Risk:** CDMP has launched a major earthquake risk assessment project for three major cities. The include Dhaka, the capital, the cities of Chittagong in the southeast and Sylhet in the northeast. Considerable progress has been made in assessing fault lines, soil texture and building design and structures. A similar process is being followed to prepare storm surge risk maps along the coastal areas.

**Climate Change:** CDMP has established a Climate Change Cell within the Department of Environment. The main function of the Cell is to convert global forecasts into national impact statements. To date, five multi-sector research projects have been completed, as has regional PRECIS modelling. A national Liaison Officers network has been established, with the capacities of 64 representatives from 28 ministries and departments having been built. A national climate change database and library has also been established.

**Emergency Response and Information Management:** A national Disaster Management Information Centre with 24/7 capability has been set up. It has established telecommunication links with all 64 district headquarters and 235 high-risk upazila centres. Direct IT support has been provided to enhance the operational capability of the Bangladesh Meteorological Department – including the 35 regional observation stations. Similar assistance to the Flood Forecasting and Warning Centre has resulted in more effective and timely warnings.

CDMP has been designed to assist the Government of Bangladesh in the achievement of the following Vision, Mission and Objective

**GoB Vision**

*to reduce the vulnerability of the people, especially the poor and disadvantaged, to the effects of natural, environmental and human induced hazards to a manageable and acceptable humanitarian level and to have in place effective emergency response systems*

**MoFDM Mission**

to bring a paradigm shift in disaster management from conventional response and relief practice to a more comprehensive risk reduction culture

**Overall Objective**

to strengthen the capacity of the Bangladesh disaster management system to reduce unacceptable risk and improve response and recovery management at all levels

### **3. OBJECTIVES OF THE EVALUATION**

The terminal evaluation of CDMP has the following objectives:

- perform holistic outcome and output analysis
- assess the achievement of the project objectives taking into consideration:
  - implementation approach
  - country ownership
  - stakeholder participation
  - relevance and effectiveness
  - sustainability
  - financial planning
  - cost-effectiveness
  - monitoring & evaluation
- review a broad range of strategies like contribution to collaborative partnerships, policy reform, mainstreaming, capacity building, community empowerment, urban risk reduction, climate change, and emergency response and information management etc
- analyze the main findings and indicate the key lessons to be learnt with examples of best practices

### **4. EVALUATION SCOPE**

The proposed evaluation seeks to assess the impact of the programme over a broad range of strategies mentioned above and would specifically address the following:

#### **a. Strategic orientation**

- Assessment of the appropriateness and effectiveness of the programme strategy in achieving the programme outcomes
- Evaluating the relevance of CDMP in the context of current national priorities in the DM sector

#### **b. Programme performance**

- Assessment of the progress in planned outputs;
- Assessment of the perception of the communities and key stakeholders on the direct and indirect benefits derived from the programme;
- Analysis of important factors that influenced the programme performance;
- Assessment of the degree of ownership at national, district, upazalia and union levels;
- Assessment of the impact of CDMP interventions during recent disasters;
- Assessment of the monitoring strategy
- Assessment of key programme activities with a focus on qualitative and quantitative factors and indicators of performance/achievements.

#### **c. Lessons learned:**

- Identification of innovative approaches/methodologies and its adoption for replication in the second phase of CDMP
- Identification of approaches/methodologies that failed in achieving the desired results and documentation of the reasons for failure for corrective actions;
- Identification and documentation of the best practices including risk, challenges and partnership building of the programme for replications and wider dissemination;
- Documentation of the Community Risk Assessment (CRA) process and the effectiveness of activities funded from the Local Disaster Risk Reduction Fund (LDRRF).

#### **d. Sustainability:**

- Assessment of the sustainability of the programme results in the light of the current policy and programmatic thrust of the Government of Bangladesh;
- Review the ongoing activities and their adequacy to sustain the programme outcomes.

#### **e. Partnership strategy:**

- Assessment of the effectiveness of the GOB-UNDP partnership strategy over the past five years in achieving the results and sustaining the gains;
- Assessment of relevance of partnership CDMP has established over the last 5 years with various NGOs, institutions and agencies.

#### **f. Future Opportunities vis-à-vis CDMP phase II:**

- Identify specific recommendations on corrections and actions required to address the gaps in achieving the outcomes, including future partnerships, which can be incorporated into the inception phase of CDMP phase II;
- Assess the need and justification for recommending a second phase of CDMP with the proposed design framework.

### **5. EVALUATION METHODOLOGY**

The Evaluation team will be briefed by the concerned officials of the Ministry of Food and Disaster Management, the Implementation Monitoring and Evaluation Division (IMED), Ministry of Planning, and the Economic Relations Division (ERD), Government of Bangladesh and UNDP before initiating the evaluation mission.

The Evaluation team should consult all previous evaluation reports covering this programme, monitoring tools and findings, manuals, guidelines and resource persons that it may deem necessary to make the most effective use of the findings, conclusions and recommendations.

The evaluation team will maintain close liaison with the UNDP Assistant Country Director (Disaster Management), and the concerned partners of the Government.

Although the Evaluation team should feel free to discuss with the authorities concerning anything relevant to its assignment, it is not authorized to make any commitment on behalf of the Government and UNDP.

During the evaluation, the evaluators are expected to specifically apply the following approaches for data collection and analysis:

- Desk review of relevant documents (project document with amendments made, review reports – midterm review, donor evaluations, etc);
- Hold discussions with UNDP Senior Management, the National Project Director, the Deputy National Project Director and other relevant officials of the Ministry of Food and Disaster Management, and representatives from DFID and the EC;
- Interviews with and participation of partners and stakeholders, such as communities involved in the CRA process, Disaster Management Committees at various levels, implementing NGOs, academic institutions and alike;
- Field visits to selected project site;
- Consultation meetings.

The evaluation will follow UNDP cooperate guidelines: <http://www.undp.org/eo/methodologies.htm>

## **6. EVALUATION IMPLEMENTATION ARRANGEMENTS**

The lead consultant will prepare an evaluation plan to operationalize the process. The evaluation plan should clearly describe the different stages of evaluation, related deliverables, method of collecting data and its analysis. It is important that the evaluation plan confirm with the ToR, but the evaluators should also provide any refinements necessary to explain their proposed approach to the evaluation.

To facilitate the evaluation process, CDMP will assign a facilitator for the evaluation mission. The facilitator will assist in connecting the evaluation team with key stakeholders [both at national and state level], provide logistical support to the evaluation team and facilitate participatory evaluation process. During the evaluation, facilitator will also help identify the key partners for interviews by the evaluation team. However, the evaluation will be fully independent and retain enough flexibility to determine the best approach to collecting and analyzing data for the evaluation.

## **7. EVALUATION TEAM COMPOSITON**

The evaluation should be conducted through a team of experts, lead by a senior international consultant, with experience in the evaluation of disaster management programmes, and a national expert in the field of institutional systems and capacity building initiatives with a focus on community based interventions.

The team will have responsibility to review strategies that will contribute to policy formulation, institutional strengthening, capacity building, awareness generation, community based disaster preparedness approach, partnership building, knowledge networking, management effectiveness etc.

The international consultant is responsible for the overall coordination of the evaluation to be carried out as detailed in the preceded paras of the Terms of Reference of the evaluation as well as ensuring the quality, consistency and appropriate contents of the reports and documents to be delivered in the set timeline of the evaluation.

The evaluation team will comprise:

- International Disaster Management Expert with evaluation experience
- National Institutional / Capacity Building Expert

*Representatives from:*

- Implementation Monitoring and Evaluation Division
- Ministry of Food and Disaster Management
- Economic Relations Division

*CDMP Focal Point:*

- Senior CDMP Professional

## **8. GEOGRAPHICAL COVERAGE**

The evaluation will include all implementation areas covered by CDMP. The evaluation team will be responsible for identifying which areas / communities they wish to visit.

## 9. EVALUATION DELIVERABLES

- (i) Terminal evaluation report

In addition, the evaluation team will be required to produce:

- Evaluation plan: The plan will detail the preliminary approach to the evaluations, the evaluation tools to be utilized and the outline of the final reports;
- Draft final reports: the draft final reports shall compile all of the major findings of the evaluations;
- PowerPoint presentation on the salient features of the evaluation to be presented first to UNDP and then to all key stakeholders.

## 10. EVALUATION SCHEDULE

The duration of the evaluation will be 10 days, including the field work, local travel time, consultations, research, briefing and debriefing.

The following time table is suggested for the evaluation process subject to conformation from the Evaluation Institutions:

<b>Deliverables</b>	<b>Time Schedule</b>
Preliminary meetings	Day 1
Submission of inception report (outline, proposed methodology, evaluation tools)	Day 1
Implementation of evaluation [including field visits], analysis of the data, preparation of reports etc	Days 2-7
Submission of draft final reports	Days 7-9
Presentation of findings	
Submission of final reports	Day 10

### **International Disaster Management Expert with evaluation experience**

#### *Qualifications & Experience*

- Relevant post-graduate degree in development-related disciplines, with emphasis on disaster risk reduction, disaster management or associated field
- At least 5-7 years hands-on experience in the evaluation and/or management of disaster management / climate change programmes in relevant field, including at the international level
- Knowledge of current issues and trends in DRR, including the international architecture and financing mechanisms
- Knowledge of current issues and trends in climate change
- Knowledge of results-oriented evaluation principles and methodology.
- Familiarity with UNDP operations and knowledge of relevant UNDP' policies are an asset
- Strong analytical skills
- Organizational, administrative and planning skills



- Good interpersonal skills and ability for team work
- Experience of working in South Asia and/or Bangladesh an advantage
- Fluency in written and spoken English.

### **National Institutional / Capacity Building Expert**

#### *Qualifications & Experience*

- An advance university degree (Masters or higher level) in public administration, economics, management or other relevant field
- Minimum 5-7 years of relevant experience
- In depth understanding of Bangladesh national institutions, the disaster management framework and institutional arrangements and capacity building in Bangladesh
- Experience in capacity building / development
- Knowledge of results-oriented evaluation principles and methodology.
- Familiarity with UNDP operations and knowledge of relevant UNDP' policies are an asset
- Strong analytical skills
- Good interpersonal skills and ability for team work
- Fluency in written and spoken English and Bangla.

## Annex 2

### Schedule of CDMP Evaluation Team for November 2009

Date	Programme
7 Nov. 2009	Nicholas Russell arrives
8 Nov. 2009	Evaluation planning, Briefing UNDP & CDMP and meeting with.....
9 Nov. 2009	At 9.00 am meeting with UNDP/CDMP, Lessons learned workshop with Climate Change focal points at LGED seminar room, and meeting with DG, DRR at 2.00 pm.
10 Nov. 2009	-Dhaka field visit (BMD, FSCD, GSB, BUET, CPP, DCC, IWM, CEGIS, ADPC) at 9.00 am – 12.00 pm.
11 Nov. 2009	-Lessons learned workshop with graduates of DM certificate courses at CDMP conference room at 10.30 am.  -Meeting with DPD, CDMP & DG, DMB at 12.00 pm at DMB.  -Meeting with renowned experts in the afternoon:  Dr. Atiq Rahman at BCAS at 4.00 pm.
12 Nov. 2009	Field visit - day time – Tangail and Bhuapur
13 Nov. 2009	-Writing and compiling report
14 Nov. 2009	Stakeholders meetings: FAO/DAE at 10.00 am at CDMP conference room
15 Nov. 2009	-Report writing.  -Meeting at WFP at 9.00 am.  -meeting at DFID at 2.00 pm.  -Meeting with EU at 3.30 pm at EC Delegation.
16 Nov. 2009	-Report writing.  -Meeting with Additional Secretary, MoFDM at 10.00 am.
17 Nov. 2009	Presentation of findings and report at UNDP (Level 12) at 2.00 pm
18 Nov. 2009	Nicholas Russell Departs

## List of People Met

8 November		Evaluation planning, Briefing UNDP & CDMP and meeting with the Terminal Evaluation Mission		
SL. NO.	Name	Designation	Organization	
1	Md. Monwar Hasan Khan	Senior Assistant Chief & Team Member	MoFDM & Evaluation Team	
2	Md. Monowar Hossain	National Coordination Officer	CDMP	
3	Dr. Shantana R. Halder	Senior Programme Specialist	CDMP	
4	Md. Nazrul Islam	Assistant Director & Team Member	IMED & Evaluation Team	
5	Dr. A. Q. M. Mahbub	Team Member	UNDP-CDMP/ Evaluation Team	
6	Nicholas Russell	Team Leader	UNDP-CDMP/ Evaluation Team	
9 November		Meeting with DG, DRR		
1	Mr. Fazlul Huq	DG	DRR	
2	Mr. Nicholas Russell	Team Leader	Terminal Evaluation Team	
3	Md. Monowar Hossain	National Coordination Officer	CDMP	
10 November		Attending the Curricula Review workshop		
1	Professor M. Qumrul Hassan	Chairman	Department of Geology, Dhaka University	
2	Rashed Md. Ekram Ali	Director	Geological Survey of Bangladesh	
3	Mr. Zahirul Haque Khan	Director	Institute of Water Modelling	
4	Mohammad Ragib Ahsan		CEGIS	
5	Mohammad	Biologist	CEGIS	

		Mukteruzzaman		
	6	Dr. Shantana R. Halder	Senior Programme Specialist	CDMP
	7	Mr. Arjumand Habib	Director	BMD
	8	Mr. Tasdiq Ahmed	ICT Specialist	CDMP
	9	Md. Anisur Rahman	Project Manager	ADPC
	10	Md. Mozammel Hoque	Deputy Assistant Director	Fire Service & Civil Defence
	11	Md. Momenul Islam	Meteorologist	BMD
	12	Dr. A. S. M. Maksud Kamal	National Expert-Earthquake and Tsunami Preparedness	CDMP
	13	Md. Monowar Hossain	National Coordination Officer	CDMP
	14	Prof. Dr. A.Q.M. Mahbub	Member, Evaluation Team	UNDP
	15	Engr. Motaleb H. Sarker	Principal Specialist	CEGIS
	16	Md. Ruhul Amin	Program Coordinator, Training project	CPP
	17	Md. Shahid Ullah	Director	CPP
	18	Nicholas Russell	Team leader	UNDP-CDMP/ Evaluation Team

11 November	Attending the Lesson Learned Workshop with the graduates of different professional and certificate courses organized by CDMP			
	SL. NO.	Name	Designation	Organization
	1	Mr. Reza Mohammad Mohasin	District Controller of Food	DGOF
	2	Mr. Alamgir Hossain	Sr. Regional Manager	BRAC
	3	Md. Monowar Hossain	National Coordination Officer	CDMP
	4	Bilkish Begum	Production Economist	DAE
	5	Khurshid Akhter	Assistant Professor	TTC, Dhaka
	6	Md. Eftekharul Islam	Director (M&E)	DRR
	7	Md. Abdur Rab	Deputy Secretary	Local Govt. Division
	8	Dr. M. Shahadt Hossain Mahmud	National Expert	CDMP
	9	Kalyanmaya Sarrer	Deputy Director (Ex Training Specialist)	NAEM, Dhaka
	10	Md. Aminul Hoque	Associate Professor, Assistant Director	NAEM
	11	Mahbuba Nasreen	Professor, Dept. of Sociology	University of Dhaka
	12	Md. Zahirul Islam Khan	Director,	Directorate General of Food
	13	Ratan Kumar Ghosh	Deputy Director	Directorate General of Food
	14	Md. Kawserul Islam Sikder	Deputy Director, Mission	Directorate General of Food
	15	Sajal Kanti Baroie	Asst. Director	Directorate General of Food
	16	Mohammad Faruk Hossain	Deputy Director	Directorate General of Food
	17	S. M. Morshed	Senior Project Expert	CDMP

	18	Kazi N. M. N. Azam		GUP
<b>Meeting with DPD, CDMP &amp; DG, DMB</b>				
	<b>SL. NO.</b>	<b>Name</b>	<b>Designation</b>	<b>Organization</b>
	1	Mr. Farhad Uddin	DPD, CDMP & DG, DMB	CDMP/DMB
	2	Prof. Mahbub	Member of Terminal Evaluation Team	
	3	Md. Monowar Hossain	National Coordination Officer	CDMP
<b>Meeting with Executive Director, BCAS</b>				
	<b>SL. NO.</b>	<b>Name</b>	<b>Designation</b>	<b>Organization</b>
	1	Dr. Atiq Rahman	Executive Director	BCAS
	2	Nicholass Russell	Team Leader	TET
	3	Prof. Mahbub	Member	TET
	4	Md. Nazrul Islam	Asst. Director	IMED
	5	Md. Monowar Hossain	National Coordination Officer	CDMP



14 November	Meeting with Terminal Evaluation Team, FAO and DAE			
	SL. NO.	Name	Designation	Organization
	1	Dr. Shanatana R. Halder	Senior Programme Specialist	CDMP
	2	Mr. Faisal Islam		DFID
	3	Md. Monowar Hossain	National Coordination Officer	CDMP
	4	Nicholass Russell	Team Leader	Term Evaluation Team
	5	Prof. Dr. A.Q.M. Mahbub	Member, Evaluation Team	UNDP
	6	A. K. M. Sayedur Rahman	Programme Officer	FAO
	7	Jomma Alacevicfe	Associate Program Officer	FAO
	8	Dr. Abu Wali Reghib Hassan	Sub Component Manager, LACC II Project	DAE / FAO
	9	Sanjib Kumar Saha	National Lead Cosultant	FAO
15 November	Meeting with DFID			
	SL. NO.	Name	Designation	Organization
	1	Mr. Faisal Islam		DFID
	2	Nicholass Russell	Team Leader	Term Evaluation Team
	3	Prof. Dr. A.Q.M. Mahbub	Member, Evaluation Team	UNDP
	4	Md. Monowar Hossain	National Coordination Officer	CDMP
16 November	Meeting with Additional Secretary, MoFDM			

SL. NO.	Name	Designation	Organization
1	Md. Ahmed Hossain	Additional Secretary	MoFDM
2	Prof. Dr. A.Q.M. Mahbub	Member, Evaluation Team	UNDP
3	Nicholass Russell	Team Leader	Term Evaluation Team
4	Md. Monowar Hossain	National Coordination Officer	CDMP

### A CLOSE OBSERVATION ON LDRRF ACTIVITIES

#### Background and Objective of LDRRF

Bangladesh has long been regarded as one of the most disaster prone countries in the world. Both natural and man-made disasters occur here frequently and sometimes devastatingly. The geographical context of Bangladesh makes the country vulnerable to a variety of natural hazards like flood, cyclone, storm surge, tornado, riverbank erosion, drought, excessive rain, salinity etc. which occur here frequently and seasonally causing severe loss of human lives, crops, livestock, properties and costly built physical infrastructure. People, especially those are living in the coastal belt, off shore islands, riverside and char, and flood prone low lying areas suffer such calamities more frequently, in fact, almost regularly. Given the frequency and intensity of natural hazards associate with poor human capital and technological background of the country, disaster management and mitigation efforts should be based on a more holistic and comprehensive approach. CDMP is a strategic institutional and programming approach aiming to strengthen the capacity of Bangladesh disaster management system and thereby to reduce the disaster risks through implementation of various programmes. The Local Disaster Risk Reduction Fund (LDRRF) under the Community Empowerment Component 3c of CDMP is a field level interventions aiming to strengthen capacities of the vulnerable and marginal communities by providing funds for undertaking community risk reduction initiatives. This component has been designed to support and help small-scale innovative and strategic interventions that attempts to foster policy development and aims to strengthen the institutional capacity of Disaster Management Committees (DMCs) at Union, Upazila and District levels, including NGOs/CBOs at grassroots level. It is also designed to be used by all international and national NGOs and other stakeholders. Initially LDRRF was confined to CDMP's seven pilot districts and latter on the programme extended to 16 districts. Up until September 2009, under LDRRF component of CDMP, 562 community risk reduction projects have been funded benefiting over 0.6 million people.

#### Nature and Selection Procedure of LDRRF projects

A wide variety of disaster risk reduction projects which identified through CRA and RRAP survey guidelines across the 16 districts were implemented through different partners. These projects or interventions can be divided into some broad categories like- i) crop or agricultural risk reduction activities; ii) raising of homestead grounds; iii) installation of tube well for safe drinking water; iv) tree plantation and aforestation projects; v) providing a wide range of training and materials for livelihood supports; vi) institutional ground raising and tree plantation; vii) construction, repair and raising road height; viii) construction of rainwater harvesting plants; ix) providing disaster awareness, preparedness and management training; x) protecting settlements from river, flood and wave erosion; xi) construction, repair and improvement of embankment, houses and safe shelter; xii) providing emergency supports; xiii) re-excavation of ponds, canals and construction of ring well and drains; xix) construction of killas; and xx) some health and sanitary interventions. These projects, to a great extent, reduce the disaster risks in vulnerable areas, improve economic condition and empower marginal communities. As stated earlier that LDRRF projects are the outcome of CRA and RRAP surveys conducted by the CDMP partners and suggested by the community people in vulnerable areas. However, a five member Technical Review Committee (TRC) consisting Programme Component Implementation Specialist (PCIS) and representatives from DMB, PPPDU and UNDP takes the responsibility of reviewing and screening of initial proposals. The final selection of

projects for LDRRF funding is approved by the LDRRF Approval Committee (LAC) which is headed by the CTA of CDMP. The other members of LAC are representatives from the MoFDM, UNDP, members from civil society, PPPDU and PCIS.

### Key Achievements

At grassroots level, LDRRF provides financial and technical assistance to the most vulnerable groups in disaster prone communities to enable them to strengthen their capacity to tackle local disasters through the implementation of various projects. The LDRRF seems to be a challenge fund and it has achieved the following key successes:

- The biggest achievement of this component is that people at grassroots level now able to understand the importance of disaster risk reduction culture instead of conventional response and relief to tackle disaster.
- Up to September 2009, CDMP implemented 562 LDRRF projects identified through CRA and RRAP process. This is obviously a great success considering the limited time and manpower.
- Under this project a good number of local innovative disaster risk reduction practices has developed and on the basis of them CDMP has published a booklet '*Building Community Resilience*' to record the lessons learned.
- A good practice of community participation in risk assessment, formulation of action plan and implementation of DRR projects has been developed through these LDRRF interventions.

### Some Challenges

Local level DRR efforts should be a long lasting programme in a disaster prone country like Bangladesh. The sustainability and continuity of DRR projects, therefore, can be a great challenge for the government as well as for other organizations who work in the field of disaster risk management and poverty alleviation. Based on the available published documents, consultation meetings with different stakeholders and experience from field visit, the CDMP Terminal Evaluation Team observes the following challenges with regard to LDRRF projects:

- During the last 2 to 3 years CDMP implemented more than 500 LDRRF projects within 16 districts. To manage these huge number of projects, often varied in nature, adequate number of technical/professional and managerial man-power is necessary, particularly to maintain the quality of work.
- A close monitoring and evaluation of projects is also necessary. At this moment this has been done mainly by the CDMP and local level monitoring agencies (PIO, Union Council Chairman, member and some key community member). Due to time shortage the terminal evaluation team could not verify the follow up work suggested by the previous evaluation teams and lessons learned from time to time. However, the team feels that the monitoring and evaluation task should be further strengthened.
- Currently the fund required for the LDRRF projects comes from outside the country. Virtually there is no contribution from the government and community sides. In future, particularly for the sustainability of the projects there can be a provision for local contribution and this could be a challenging task.
- A large number of LDRRF projects require regular maintenance and repairing work like road, embankment, tube well, cyclone and flood shelter etc. This kind of work is directly linked with the sustainability of DRR activities and, therefore, in the next phase of CDMP this should be looked into.

## Concluding Remarks

The LDRRF component is one of the prestigious and important parts of CDMP pilot project.

The success of the CDMP initiatives depends, to a great extent, to the sustainability and continuity of this component. This component has already achieved a marvelous progress and local community people have shown their keen interest to carryout DRR activities which are very vital for restoring and maintaining livelihoods of the people, particularly the poorer and marginal communities.

## Field Visits and Inspection Report on LDRRF Projects at Bhuapur and Tangail

On 11 November, 2009 a four member team from CDMP visited several LDRRF projects and met with project personals (BCAS field staff and CDMP field level project implementation and monitoring personals like PIC members), local people and beneficiaries of the projects. The team started its journey at about 8 a.m. and reached Bhuapur at 10.30. On arrival at Bagbari, Bhuapur, the team was received by Mr. B.M. Faruque Ahmed, Programme Manager of BCAS and some local people. They briefed the team members about the day long programme at BCAS local office and from there the team first visited Bagbari Road followed by an under-construction HDTW (Hand Deep Tube Well) at local school premises. Bagbari Road is a flat brick soling small rural road (less than a kilometer length) recently constructed by the BCAS under LDRRF component of CDMP. BCAS (Bangladesh Centre for Advanced Studies) is a Dhaka-based nationally and internationally renowned NGO working in the field of disaster research, planning and management of action research/plan at grassroots level. The construction of the road was fully followed the terms and conditions of the project and in accordance with the needs of the local people as they had mentioned during CRA survey in this locality. It's an all season road for light vehicles and pedestrians. The height of the road was maintained sufficiently above the normal flood level and, therefore, it reduces the risks and sufferings of the people, particularly during monsoon and flood season. The installation of deep tube well (200 to 220 feet depth) is linked with the areas sever problem of drinking water caused by arsenic and iron concentrations in shallow tube wells. To response this urgent need of safe drinking water, CDMP is going to install a number of HDTW in this locality under the LDRRF programme.

The **second** visit was a package tour to inspect Kanurbari Road, a flood and storm risk resilient house and meeting with community people. Kanubari Road is, relatively, a narrow road passes through the village settlements and suitable for pedestrians and small vehicles like rickshaw, auto rickshaw, rickshaw van, bicycle etc. This brick soling road becomes very useful to the villagers, especially during flood and rainy season when dry and un-submerged road becomes a necessity for villagers and village economy. By the side of this road, BCAS constructed a flood and cyclone resistant small semi-pucca (plinth and wall pucca with CI sheet on roof) house for a houseless and hardcore village family with five members. Virtually, this kind of house can be a model for poor villagers in flood and storm (cyclone, tornado, norwester) hit areas of Bangladesh. The villagers appreciated CDMP initiative to construct disaster resistant houses and roads in their locality. After visiting the house, the team met with community people, both male and female, and cross-checked with them about the activities of CDMP, especially the programmes like CRA, RRAP and L DRRF projects. Some PIC members were also present at that meeting. At the end of this meeting, the team with PIC members and others went to Union Council Office and met UC Chairman and some members. In that meeting the team discussed about the roles and responsibilities of different groups and partners associated with the implementation, administration, maintenance and monitoring/evaluation of LDRRF projects. The team also took the opportunity to discuss about the strengthening of LDRRF projects. At about 3 p.m. the visiting team along with the BCAS officials then moved to Jamuna Resort for lunch.

After lunch, on their way to return to Dhaka, the team members visited Katuli Union under Tangail Sadar Upazila where they inspected another flood and storm risk resilient house constructed by the

BCAS. It was a same model house as seen at Bhuapur but with stronger CI (Corrugated Iron) sheet. The house is allocated to a very needy person- a deserted and disable poor woman. The team spent half an hour there and talked to the community people about the LDRRF projects and thanked the local people as well as BCAS officials for spending time and sharing their views with the team members. The team finally started return journey and reached Dhaka City at about 10 p.m.



## Annex 6

### Summary of Inventory on Non-Expendable Assets of CDMP

Summary of Inventory on Non-Expendable Assets of CDMP											
Description	Number of asset distributed to the GoB organizations										Number of assets at CDMP
	MoFDM	DMB	DRR	DoE	BFSCD	GSB	CPP	AG office	BMD	GoB Total	
Computers	17	5	304		26		9	1	42	404	39
Laptop	2	1	1		7		1			12	21
Modem			300						27	327	2
Scanner			300						42	342	7
UPS	23	4	306	3	26		9	1	42	414	48
Printer	4		305		26		7		42	384	17
Photocopier	3		303				1			307	6
Mobile phone	2				263					265	6
Fax	1	1	236				6			244	4
Aircondition	5	1	2							8	21
Hand Sierene							500			500	
Radio							500			500	
Torch/Handy Light							500			500	1
Earthquake Micro tremor										0	3
Multimedia	1				9					10	8
IPS										0	2
Camera										0	12
Fan Padestal										0	1
Water (Hot & Cool) Dispenser		2								2	5
Micro Woven										0	2
Refrigerator										0	1
Vacuum Cleaner										0	2
Digital Sender										0	2
Electric Kettle										0	1
Overhead Projector										0	3
Vehicle										0	6
Generator										0	1
Spiral Binder										0	1
Color Printer										0	2

Summary of Inventory on Non-Expendable Assets												
of CDMP												
Description	Number of asset distributed to the GoB organizations										Number of assets at CDMP	
	MoFDM	DMB	DRR	DoE	BFSCD	GSB	CPP	AG office	BMD	GoB Total		
Lan Switch/Router	1										1	7
Server	1										1	4
Stabilizer		1									1	1
PABX											0	1
Mobile phone SIM											0	6
Server-UPS	1										1	4
Satellite Images-ALOS Prism											0	700
Satellite Images-Spot											0	62
Accelerogram						20					20	
GPS Receiver for Antenna											0	20
Internal PCMCIA 56 Kbaud Modem											0	20
External Network											0	20
Strong Motion Analyst											0	1
Power Spectral Density											0	1
Fire Fighter Suit					200						200	
Defenside Fire Fighter Gloves					200						200	
Defenside Fire Fighter Boots					200						200	
Defenside Fire Fighter Helmet					200						200	
Heat Resistant Suit					60						60	
Life Jacket							1500				1500	
Rescue Kit							500				500	
First Aid Kit							500				500	
Solar Panel							30				30	
Super Megaphone							259				259	
BTTB Connection							6				6	
LAN							1				1	
Breathing Aparatus					50						50	