



Annual Report 2012

Disaster Response and Recovery

Department of Disaster Management (DDM)
Ministry of Disaster Management and Relief (MoDMR)
People's Republic of Bangladesh



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Foreword

Every year several types of disaster ranging from localized or low intensity to major or high intensity disasters occur in Bangladesh. Among these, natural disasters such as monsoon flood, flash flood, land slide, tropical cyclone, water-logging, cold wave, riverbank erosion, drought, seasonal storms, and tornadoes along with a few man-made disasters such as fire, building collapses, ferry tragedies and road accidents are very frequent. In 2012 almost all types of the above mentioned disasters occurred and affected a large number of people in different regions of the country.

The Government of the People's Republic of Bangladesh (GoB) had effectively responded to those disasters and provided necessary assistance to the affected people through an emergency response system.

I am happy to note that the Department of Disaster Management (DDM), MoDMR has

taken an initiative to publish Annual Report 2012 on the accumulated disaster response and recovery. I hope that all concerned will find it useful.

I would like to convey sincere thanks to my colleagues at the Ministry of Disaster Management and Relief, Officials and Staff of Department of Disaster Management, United Nations Development Program (UNDP), Network for Information, Response And Preparedness Activities (NIRAPAD), the NGO community and other humanitarian Actors for their contribution to the development of the Annual Report 2012 on disaster response and recovery.

I strongly believe that this report will contribute significantly to enhance credibility and transparency of the emergency response efforts in Bangladesh and demonstrate its commitment for disaster management.



Mesbahul Alam

Secretary

Ministry of Disaster Management and Relief

Government of the People's Republic of Bangladesh

Acknowledgment

The Department of Disaster Management (DDM) is very pleased to publish the Annual Report 2012 on Disaster Response and Recovery. The report is a reflection of the accumulated disaster response and recovery related interventions undertaken both by the Government of Bangladesh and other humanitarian agencies. It also reflects the commitment of the Government of Bangladesh for addressing disasters in a comprehensive way. The report will be helpful for future interventions of DDM to fulfill its mandatory role of implementing and coordinating all disaster management activities within the country. We hope that the report will contribute towards a cohesive and well-coordinated programming framework, incorporating GoB, non-government organizations and the private sector.

In this regard, DDM acknowledges the contribution and wonderful spirit of cooperation of the United Nations Development Program (UNDP), especially for the efforts of the Early Recovery Facility (ERF) for developing the annual report. DDM also appreciates Network for Information, Response and Preparedness Activities on Disaster (NIRAPAD) for providing technical support that has existed throughout the

development of the annual report on Disaster Response and Recovery 2012.

The Department of Disaster Management offers sincere thanks to the officials of relevant ministries and their agencies, members of the disaster management committees and other stakeholders for offering their views, comments and recommendations in developing this report. I, on behalf of DDM would also like to extend my thanks to the Minister, Ministry of Disaster Management and Relief, as well as different other Ministries, Directorates, Departments, Institutes and Bureaus of the Government for their unconditional supports and encouragement in developing and reviewing this report. The department also acknowledges the information received from the UN Agencies, NGOs, Donor groups, CDMP/DMIC and other Humanitarian actors for developing the annual report. DDM also recognizes the tireless efforts of the PIOs and DRROs for providing detailed information regarding disasters that occurred in 2012. The Department would also like to take this opportunity to express our deep appreciation to SDC and AusAID for financing the production of this annual report through the UNDP Early Recovery Facility.



Mohammed Abdul Wazed

Director General (Additional Secretary)
Department of Disaster Management (DDM)
Ministry of Disaster Management and Relief
Government of the People's Republic of Bangladesh

Abbreviation

ACF	Action Contre la Faim
AusAID	The Australian Agency for International Development
BDRCS	Bangladesh Red Crescent Society
BDT	Bangladeshi Taka
CDMP	Comprehensive Disaster Management Program
CI Sheet	Corrugated Iron Sheet
CRED	Centre for Research on the Epidemiology of Disasters
DAE	Department of Agricultural Extension
DC	Deputy Commissioners
DDM	Department of Disaster Management
DFID	Department for International Development
DG	Director General
DeSHARI	Developing and Strengthening Humanitarian Assistance and Risk Reduction Initiatives
DMIC	Disaster Management Information Centre
DMRD	Disaster Management and Relief Division
DRR	Directorate of Relief and Rehabilitation
DRR	Disaster Risk Reduction
DRRO	District Relief and Rehabilitation Officer
ECB	Emergency Capacity Building
EM-DAT	Emergency Events Database
ERF	Early Recovery Facility
FAO	Food & Agriculture Organization
HFWC	Flood Forecasting and Warning Centre
GoB	Government of the People's Republic of Bangladesh
GR	Gratuitous Relief
HCTT	Humanitarian Coordination Task Team
HFA	Hyogo Framework for Action

HH	Household
IFRC	International Federation of Red Cross and Red Crescent Societies
IMDMCC	Inter-Ministerial Disaster Management Co-ordination Committee
INGO	International Non-Governmental Organization
IRRI	International Rice Research Institute
JNA	Joint Need Assessment
Kg	Kilo Gram
KII	Key Informants Interview
LCG-DER	Local Consultative Group on Disaster and Emergency Response
M	Million
MoDMR	Ministry of Disaster Management and Relief
MT	Metric ton
NARRI	National Alliance for Risk Reduction and Response Initiative
NDMC	National Disaster Management Council
NFI	Non Food Item
NGO	Non-Governmental Organization
NIRAPAD	Network for Information, Response And Preparedness Activities on Disaster
OFDA	Office of Foreign Disaster Assistance
PIO	Project Implementation Officer
SDC	Swiss Agency for Development and Cooperation
SOD	Standing Orders on Disaster
Sq.km	Square kilometer
UDMC	Union Disaster Management Committee
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UNO	Upazila Nirbahi Officer
USD	United States Dollar
UzDMC	Upazila Disaster Management Committee
VGF	Vulnerable Group Feeding
WASH	Water Supply Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organization

Executive Summary

Chapter 1: Introduction

Bangladesh is extremely disaster prone country. Due to its geographic location and features almost every year the country faces several types of disasters. Based on the Hyogo Framework for Actions (HFA, 2005-2015), it has developed a disaster risk reduction model that considers existing disaster risks as well as the risks of projected climate extremes and concentrates on building national and community resilience. The model has features that deal with residual risks. When a disaster becomes overwhelming for the communities, Government of Bangladesh (GoB), the UN agencies, NGO and other humanitarian organizations intervene to help the affected people.

To provide legal framework and guidance to disaster management, GoB has updated the Standing Orders (SOD) in 2010 and enacted the Disaster Management Act 2012. This Act gave Department of Disaster Management (DDM) mandate to implement and coordinate disaster response. To prepare plan for its disaster response, DDM utilizes its field officials (PIO and DRRO) and concerned departments at district level for collecting damage and loss information.

Also, the Local Consultative Group on Disaster and Emergency Response (LCG-DER) established a Humanitarian Coordination Task Team (HCTT) to ensure effective humanitarian preparedness and response to the impact of disasters in Bangladesh.

In 2012 some major disasters such as flood, water-logging, cold wave, tropical storm as well

as various local and low intensity disasters e.g. heavy rainfall, flash flood, riverbank erosion, landslide, fire and local storm occurred in Bangladesh. DDM took a significant stake to respond to these disasters. This report portrays general reflection of the disaster events and their impacts and response and recovery efforts undertaken by GoB and other humanitarian actors in 2012.

Chapter 2: An Overview of Disaster events in 2012

The year 2012 started with continued prolonged water-logging of the previous year and continued to face several major disasters such as monsoon flood, water-logging, cold wave, tropical storm as well, numerous localized disasters such as landslide, fire, riverbank erosion and tornadoes.

The monsoon flood during June to October, 2012 was the most significant disaster of the year. It affected nearly 1.03 million families in 74 upazilas under 10 districts. The water-logging in the southern region of the country was also another major disaster of the year. It affected an estimated 0.8 million people and displaced many of them. It also caused significant damage to crop lands and disrupted livelihoods, safe water supply, sanitation facilities and children's education.

Tropical storm occurred in October 2012 and affected. It damaged some 25,871 houses. 36 people died while 183 and 77 were injured and missing respectively due to the storm. Also, there was a cold wave that affected 22 districts in

the northern region in the last week of December 2012. Apart from these major disasters, there were numerous small-scale or low-intensity disasters such as torrential rain, flashflood, landslide, storm, thunderbolt, earthquake, fire, riverbank erosion and accidents occurred in different regions of the country in the year 2012. Individually, these events were of small-scale but put together they affected large number of people and caused significant damage.

Chapter 3: Disaster Response and Recovery in 2012

The Government, UN agencies, NGOs and IFRC/BDRCS responded well to the disasters that occurred in 2012. The Government provided assistance to around 1.44 million affected households with support of estimated value of BDT 8522.91 million. The UN agencies responded to the major and most visible disasters in 2012 including water-logging and monsoon flood. The estimated response of the UN agencies amounted around BDT 747.65 million; it covered almost 0.31 million affected households. NGOs provided assistance to some 0.28 million affected households; estimated value of their supports, inclusive of the costs of delivery was around BDT 2,511.70m. IFRC/BDRCS response assisted 39,206 affected households; estimated value of their assistances was nearly BDT 14.53 million.

GoB provided, mainly, gratuitous relief that included food aid, cash grant, house-building materials, blanket, clothes and warm cloths; about 99% of this support was in the form of food aid. Also, about 95% of GoB allocation for disaster response in 2012 was for flood affected people.

In 2012, GoB responded to flood in July (assistance worth BDT 8,094.12m to 458,709 affected households), flood in September (assistance worth BDT 133.60m to 387,334 affected households), flash flood/landslide (assistance worth BDT 149.60m to 227,425

affected households); tropical storm (assistance worth BDT 47.58m to 52,153 affected households), cold wave (assistance worth BDT 9.20m to 75,007 affected households), water-logging (assistance worth BDT 1.62m to 2,506 affected households), riverbank erosion (assistance worth BDT 15.55m to 162,869 affected households), fire (assistance worth BDT 46.28m to 37,203 affected households), storm (assistance worth BDT 20.42m to 40,899 affected households), and accident/infrastructure collapse and lightning (assistance worth BDT 4.97m to 200 affected households).

In 2012, disaster response by the UN agencies assisted some 318,958 affected households; and the estimated value of their responses was BDT 747.65m. About 80% of their allocation for response was for water-logging (estimated value BDT 595.78m, assistance to some 277,200 affected households). UN agencies also responded to flash flood/landslide (estimated value of BDT 31.15m, assistance to some 11,598 affected households), cold wave (estimated value of BDT 7.79m) and fire (estimated value of BDT 1.95m).

Estimated value of NGO response in 2012 was BDT 2,511.70m; it covered some 299,217 affected households. About 81% of the total allocation of the NGOs was used for responding to water-logging. Disaster response by the NGOs in 2012 included assistance to 124,341 households affected by water-logging (estimated value BDT 2,023.16m), 34,441 households affected by monsoon flood (estimated value BDT 230.11m), 120,145 households affected by cold wave (estimated value BDT 27.87m), 12,839 households affected by flash flood/landslide (estimated value BDT 72.28m), 68 households affected by a localized storm (estimated value BDT 3.55m), 7,083 households affected by tropical storm (estimated value BDT 153.97m) and 300 households affected by fire (estimated value BDT 0.75m).

In 2012, IFRC/BDRCS response assisted 39,206 affected households; estimated value of the assistance was BDT 143.53m. More than half (57%) of its resource was allocated for responding to flash flood/landslide. IFRC/BDRCS provided assistance to 9,500 households affected by flash flood/landslide (estimated value BDT 82.36m), 5,000 households affected by tropical storm (estimated value BDT 24.11m), 4,706 households affected by water-logging (estimated value BDT 28.83m, respectively and 20,000 households affected by cold wave (estimated value BDT 8.24m).

Chapter 4: Disaster Response Challenges and Lessons Learned

GoB faced some challenges in responding to the disasters in 2012; and, it had some learning through process. The recently enacted Disaster Management Act 2012 gave DDM responsibility “to run humanitarian assistance, recovery and reconstruction programs efficiently” but all necessary procedures and arrangements for DDM to do its jobs were not finalized. Moreover, although GoB had developed several policies and guidelines e.g. Disaster Management Act, Standing Orders on Disaster (SOD), National Plan for Disaster Management to facilitate disaster response programs; however, there were many other policies and guidelines that remained to be finalized. Because of this gap, the local authorities had to make ad hoc decisions that sometimes varied greatly from time to time. It is essential that both the governmental and non-governmental agencies apply common guidelines; and in case they have to use their discretion, the local authorities must have clear instructions about that.

Coordination of disaster response was extremely challenging, because, the humanitarian agencies prepared their response plan individually and the objectives of these plans were too diverse to be aligned to a common goal. There were fewer numbers of cyclone or flood shelters than it was necessary. Also, DDM faced difficulties to mobilize sufficient numbers of skilled personnel at the time of disaster. Moreover, the local level

disaster management committees lacked understanding and skill about need assessment, and the system for data collection, compilation and analysis was weak. It is important to enhance communities’ capacity to protect life and asset and to mobilize resources during disaster through community based disaster risk reduction program; provide UDMC and UzDMC training on need assessment and establish volunteer teams in the communities to mobilize human resource quickly for evacuation, rescue and relief distribution.

Compared to the scale of damage and the needs for recovery, resources available to GoB humanitarian system was very limited. Also, the logistic arrangements of the GoB agencies were inadequate for distributing large quantities of relief goods. It is crucial that the DDM has a system to reallocate the available fund for speedy delivery of the supports, as well, It has sufficient allocation to cover the costs of the logistic operation.

Chapter 5: Resource Mobilization

In 2012, humanitarian agencies in Bangladesh mobilized an estimated amount of BDT 11,925.78m for disaster response. Share of GoB in it was about 77%; NGOs that mobilized about 21%. Resource utilized by the UN agencies accounted for 6% the total resource mobilized; and contribution of IFRC/BDCS to that was about 1%.

GoB responses to the disasters in 2012 were largely supported through reallocation of resources available to the government. To provide humanitarian assistance it primarily relied on Safety Net provisions. UN agencies, NGOs, and IFRC, as usual, sought financial assistance from the donors and international public appeals.

Chapter 6: Conclusion

Disasters that occurred in 2012 were of medium scale or localized. UN agencies, NGOs and IFRC/BDRCS responded to the most visible ones. GoB responded to both disasters of higher

magnitude and localized disasters. However, it faced difficulties to mobilize adequate resources to respond to the localized disasters.

Disaster response is a multi-sector task. For effective coordination all agencies involved in emergency response should have a common understanding and they should align their responses to a common goal.

Annual report on disaster response could help the humanitarian agencies build on their knowledge and improve their responses in future. However to produce a report that serves as a resource for analyzing disaster response and recovery requires collecting, storing and accessing information regarding disasters and responses in a systematic manner. DMIC can play a significant role in this regard.

Photo 1 : Beneficiaries carrying relief received through WFP



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Chapter 1

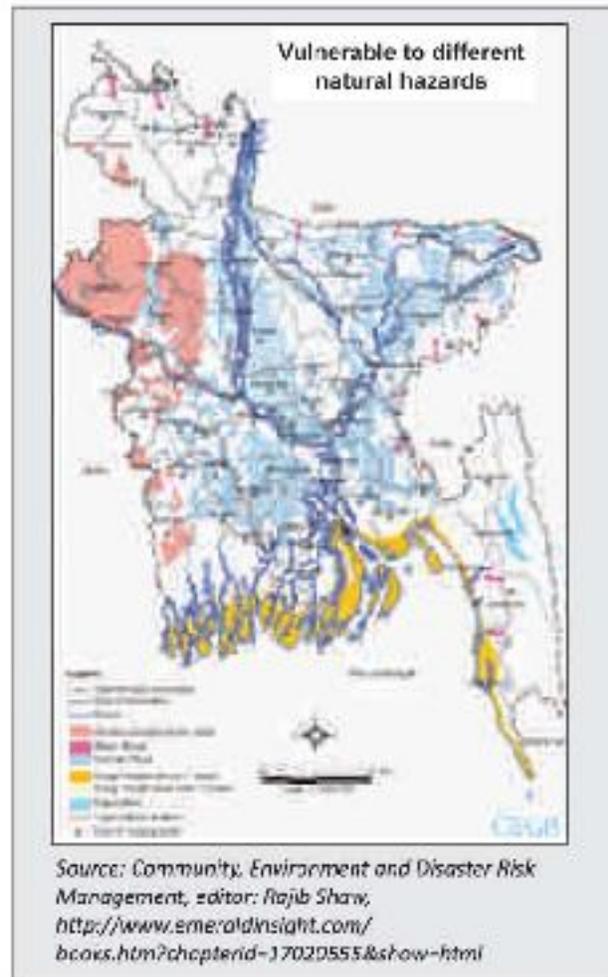
Introduction



1.1 Background

Bangladesh has adopted a risk reduction model for disaster management. It centers on Hyogo Framework for Actions (HFA, 2005-2015) and seeks disaster risk reduction and climate change risk issues to be mainstreamed in all development sectors of the government. However, the country's geographical location exposes it to periodic large scale hazards as well as more frequent localized or low intensity hazards. In addition, being one of the most climate change affected countries in the world, the risk of major hydro-meteorological disasters is gradually increasing. Therefore, disaster management model included large elements that deal with the residual risk management. Usually communities are the first to respond when a disaster strikes; nevertheless if it becomes overwhelming, the GoB as well as the NGOs intervene to help the affected people.

The Government of the People's Republic of Bangladesh introduced the Standing Orders (SOD), in January 1997, to guide and monitor disaster management activities; and reviewed and revised it in 2010. The SOD has been prepared with the avowed objective of making the concerned persons understand their duties and responsibilities regarding disaster management at all levels, and accomplishing them. In 2012, the Government of Bangladesh enacted Disaster Management Act 2012; and in accordance with this Act, Department of Disaster Management (DDM) under the Ministry of Disaster Management and Relief was set up in November 2012. The Department has the mandate to implement the objectives of Disaster Management Act by reducing the overall vulnerability from different impacts of disaster by undertaking risk reduction activities; conducting humanitarian assistance programs efficiently to enhance the capacity of poor and disadvantaged as well as strengthening and coordinating programs undertaken by various government and non-government organizations related to disaster risk reduction and emergency response.



The Government of Bangladesh has established an elaborate system for damage and need assessment. DDM utilizes its field officials (PIO and DRRD) and concerned departments at district level for collecting damage and loss information. It applies SO5-form and D-form for reconnaissance survey and more detailed damage and loss assessment. In rural areas, UJDMCs and U7DMCs play important roles in quick assessment to know the immediate and long-term needs of the affected people. Also, the Local Consultative Group on Disaster and Emergency Response (LCG-DER) acts as the central forum for Government and its development partners to take strategic decision and share ideas and information on disaster management. In January 2012, Humanitarian Coordination Task Team (HCTT) was established as a sub-group under LCG-DER to strengthen the collective capacity of government, national and

international actors to ensure effective humanitarian preparedness to response and recovery from the impact of disaster in Bangladesh. In 2012, HCTT conducted several joint need assessments. These joint need assessments provided the GoB, the UN agencies and the NGOs better insight of the emergency situations and helped them prepare response plan. In 2012 some major disasters such as flood, water-logging, cold wave, tropical storm as well as various local and low intensity disasters e.g. heavy rainfall, flash flood, landslide, fire and local storm occurred in Bangladesh. It often created emergency situations and, put together, affected large numbers of people. GoB – the Department of Disaster Management (DDM), in particular, has taken a significant stake in responding to these emergencies. This report portrays general reflection of the disaster events and their impacts and response and the early recovery

efforts undertaken by GoB and other humanitarian actors in 2012.

1.2 Purpose and Methodology

Purpose

The purpose of the report is to document the nature and impact of disasters occurred and response efforts of the Government of Bangladesh in 2012. It includes-

- Documentation of the nature, magnitude and effects of disasters that occurred in 2012 in Bangladesh.
- Documentation of focus and coverage of the disaster response and recovery undertaken by GoB and other humanitarian actors.
- Make information relating disaster response and recovery available to all stakeholders.

Photo 2 - Beneficiaries have gathered to collect Gratuitous Relief (GR) provided by GoB





Photo 3 : Raised water pumps and platform in flood prone area by UNICEF

Methodology

The process entailed an analysis of early recovery interventions in 2012 applying a set of criteria and an analytical framework. Main task here was to review the available data about hazard events in 2012 and their assessments and the early recovery interventions planned and executed by GoB and NGOs in 2012. The report relied mainly on secondary literature review that included situation reports and needs assessment reports by DDM and various GoB agencies, UN agencies and NGOs; and reports on humanitarian interventions in 2012 available through DDM. These reports provided useful information regarding response activities undertaken in 2012.

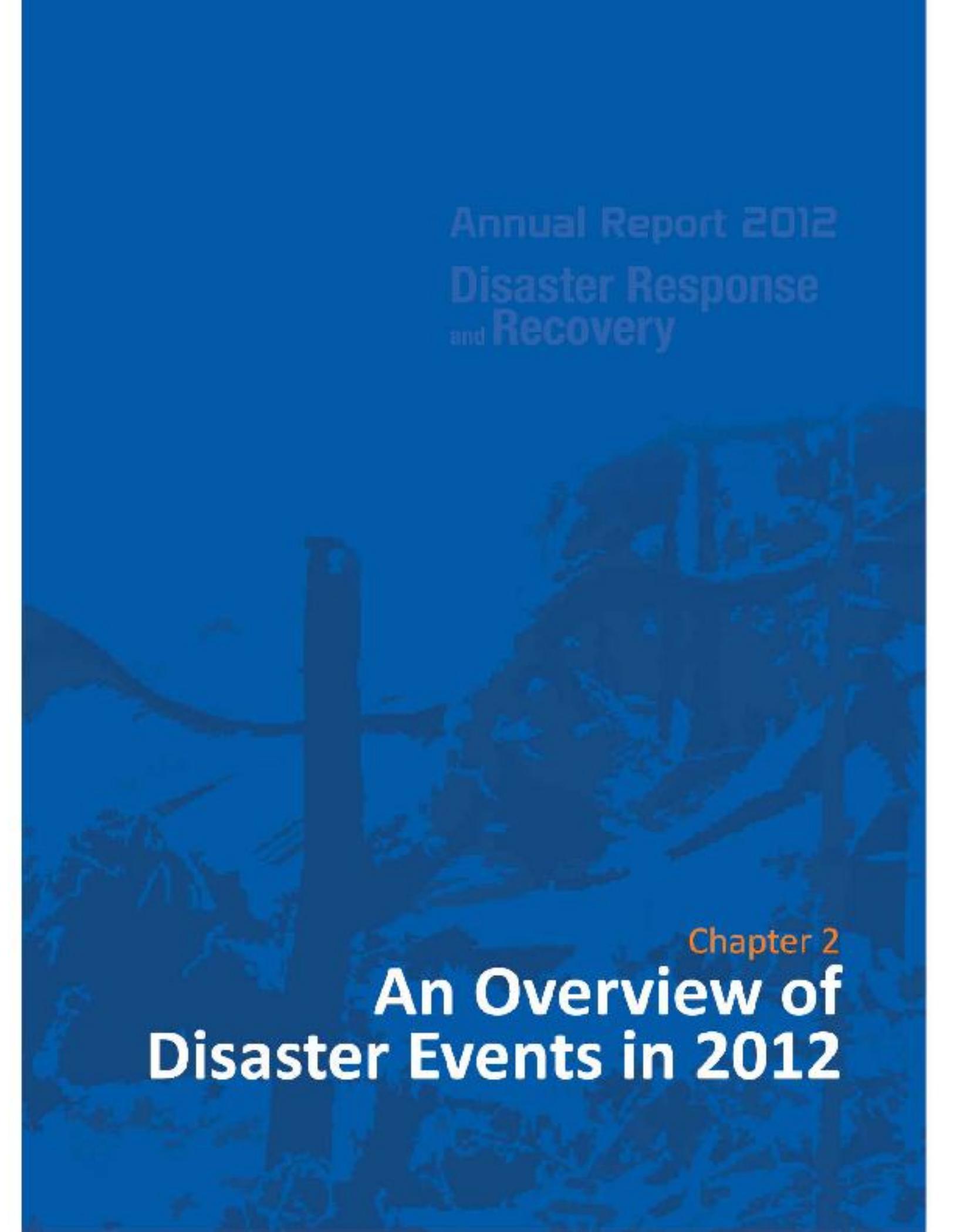
Initially all necessary data had been extracted and from the reports and brought into tabular format for analysis. A template with request for information was sent to relevant ministries, UN agencies, NGOs and IFRC/BDRCS.

Scope and Limitation

The scope of the assignment enabled the team to review secondary documents regarding emergency response related interventions in 2012. Therefore the report only reflects the information available in those documents. The nature of task also did not allow the team to employ extensive field investigation for further clarification of the findings. However the scope allowed the team to conduct KII and validation for cross examination and authentication of the information and findings.

1.3 Structure of the Document

At the beginning the report mainly outlines an overview of the disasters occurred in different regions of Bangladesh in 2012. Then it looks into the response and recovery interventions by GoB and other humanitarian actors. It is followed by a brief discussion on resource mobilization for emergency response; and finally, it discusses about the constraints, challenges and lessons learned.



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Chapter 2
**An Overview of
Disaster Events in 2012**



Table 1: Selected Natural Disasters in Bangladesh in 2012

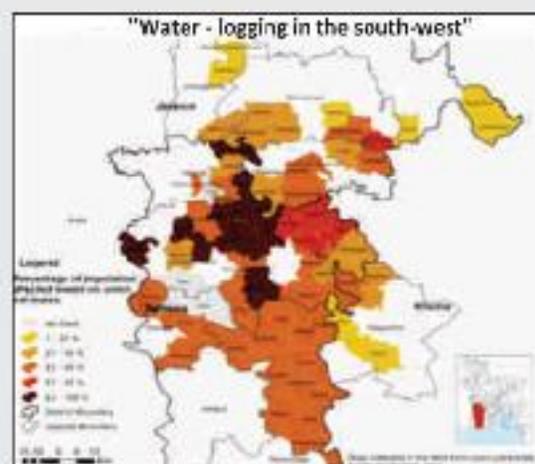
Disaster	Duration	Affected Family (#)
Monsoon Flood	June-Oct-12	1,028,728
Water-logging	Aug-11 to Oct-12	800,000
Tropical Storm	10-Oct-12	25,871
Cold Wave	Dec-12	N/A
Landslide		N/A
Riverbank Erosion		162,869

Source: JNA reports and various situation reports from DMIC, IFRC and NIRAPAD, 2012

The year 2012 started with the sustaining impacts of previous year's prolonged water-logging in the southern region. Flood occurred in June. It continued with fluctuating intensities till October. Its durations in different locations however were varied. Flood in the north (along the Brahmaputra-Jamuna River) was short; and it was short to moderate in the part of northeast. Duration of flooding in the central part (along the Padma River) was moderate. As the water level of Kobadak River at Jhikorgacha flowed above the danger level for 49 days, duration of flooding in the southwest was prolonged. Also in the month of June, heavy rains triggered flash flood and landslide in Bandarban, Chittagong and Cox's Bazar in the southeast and Sylhet and Sunamganj in the northeast part of the country. It caused severe damage to the shelter and other assets along with human casualties. Also, due to the rains and monsoon flood riverbank erosion occurred in some areas in Chandpur, Brahmanbaria, Faridpur, Shariatpur, Dhaka, Barisal, Nilphamari and Gaibandha. It caused substantial damages to dwelling and agricultural land and houses. A tropical storm hit the coastal districts in the southeast. Also, in the last week of December the country experienced a severe cold wave. Furthermore, throughout the year there were different types of localized or low intensity disasters.

2.1 Water-logging

Some districts of the southern region of Bangladesh continued to suffer from water-logging that occurred in 2011; and it required significant humanitarian assistance in 2012. Heavy rains in July and August 2011 caused flooding in many areas of Bangladesh. In the southwestern districts of Satkhira, Jessore and Khulna, the flood water did not recede due to inadequate drainage, poor management of the embankments, accelerated siltation of the rivers (Oxfam Public Health Assessment, 2011). Later, this situation was referred as prolonged water-logging (WFP, FAO, Shushilan, 2011). This prolonged water-logging caused significant displacement presenting humanitarian challenges in safe water supply, sanitation and shelter. It also caused disruption to livelihoods, serious damage to agricultural crops and food insecurity. Many schools were closed because the buildings were either damaged or used for sheltering the affected people. According to the estimates of the Ministry of Disaster Management and Relief over 800,000 (0.8m) people were affected in Satkhira district alone. This emergency situation continued throughout year 2012. GoB and several NGOs provided humanitarian assistance in the area during the reporting year.



Source: ECB Consol date report: <http://www.acaps.org/img/documents/coordinated-assessment-bangladesh- prolonged-water-logging-coordinated-assessment-report-bangladesh.pdf>

The impact of the water-logging was massive and wide-spread. It destroyed private and public physical infrastructure such as houses, homesteads, water and sanitation, roads, market places and embankments. People lost their existing crops and agricultural equipment, business capital and other livelihood tools. This also caused immense sufferings for the people in accessing food, clean water as well as overall secured environment.

Table 2: Water-logging Damage and Loss Information

Upazila	Affected Family (#)	House Damage (#)	Crops Damage (Acre)	Shrimp Damage (Acre)
Assasuni	26,332	3,840	5,180	13,400
Debhata	24,335	3,752	395	7,554
Kaliganj	11,300	6,480	203	8,400
Kolaroa	22,420	1,568	3,038	775
Satkhira Municipality	16,500	4,035	1,600	1,200
Satkhira Sadar	43,900	18,800	10,808	16,599
Tala	52,902	31,828	11,571	18,364
Total	197,739	70,303	32,855	66,693

Source: *Water-logging in Satkhira District: An Analysis of Gaps between Needs and Response*, ERF, UNDP, November, 2011

About 27,000 houses were completely destroyed and another 43,000 houses partially damaged. It resulted in internal displacement of 70,303 households.

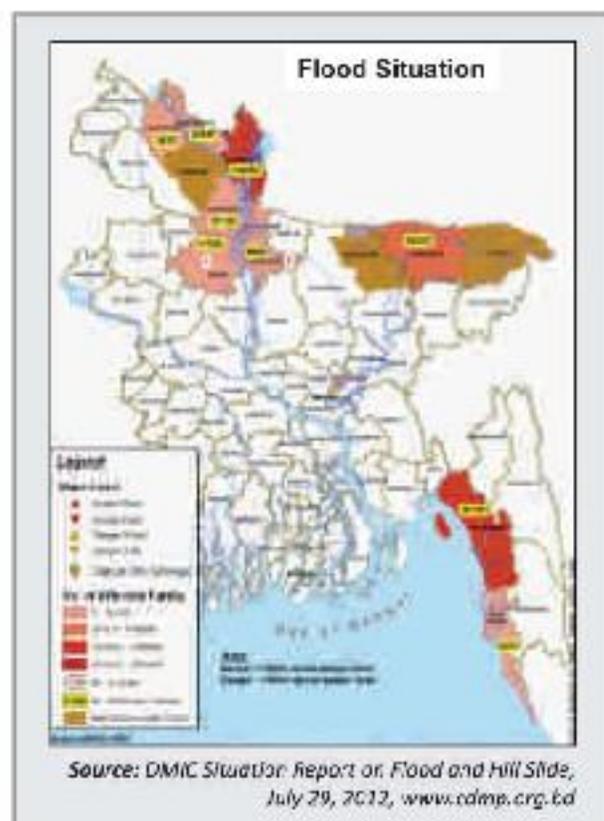
Major portion of crop land in seven upazilas of Satkhira district was inundated and standing crops have been fully destroyed. Standing Aus crop and Aman seed beds were damaged. Homestead-based fish and vegetable farms have also been submerged. Also, 9,752,631 (9.75m) acres ponds and ghers were flooded. Damage and losses in agriculture caused severe reduction in the employment opportunity of the daily wage labor. The water-logging had deteriorated food security and caused serious concern for health and nutrition. Also, people were exposed to waterborne diseases. An estimated 70-80% of water pumps had been submerged. It forced the affected people to use contaminated water and increased hardship and insecurity among

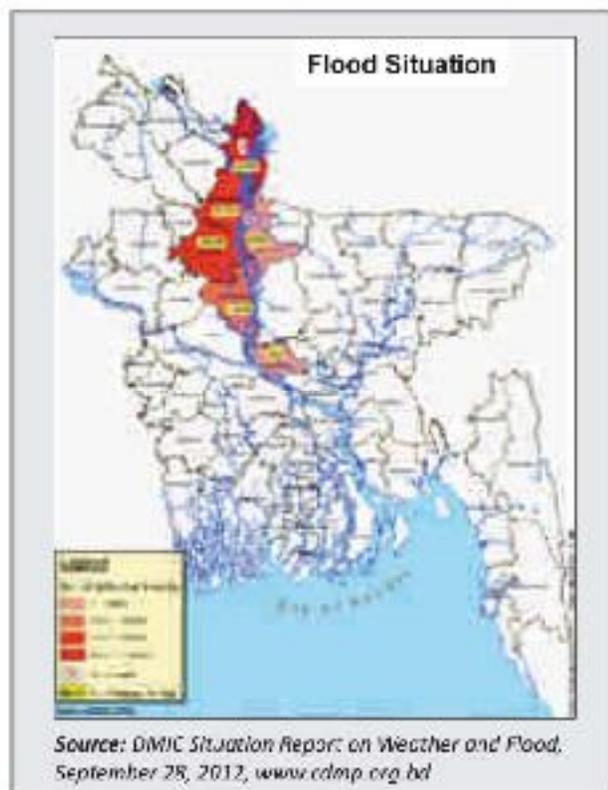
women and young girls relating to water collection and use of unsafe sanitary latrines. Around 980 schools were inundated and subsequently closed. Many children became at risk of drop out.

2.2 Monsoon Flood

The monsoon floods in 2012 inundated approximately 17,700 sq. km – about 12% area of the country (FFWC). It occurred in June and continued in July, affecting Nilphamari, Lalmonirhat, Rangpur, Kurigram, Gaibandha, Bogra, Sirajganj and Jamalpur in the Brahmaputra basin, Netrokona, Sumanganj and Sylhet in the Meghna basin and Chittagong, Cox's Bazar and Bandarban in the southeastern hill basin. Part of Satkhira, Jessore and Khulna districts was affected by prolong flooding during the September-October due to very poor drainage condition along with very high rainfall during September-October.

Situation report from Disaster Management Information Centre (DMIC) on 15 July 2012





noted severe flood in 74 upazilas under 10 districts that affected some 1,028,728 (1.03m) families. Flood situation improved in August, but deteriorated again in September in the Brahmaputra basin and during October in the Meghna and southeastern hill basins. The second spell of the flood that affected Brahmaputra basins in September affected some 289,926 (0.29m) families affected by the flood 36 upazilas in the northern districts (DMIC Situation Report October, 2012).

Joint Need Assessment (JNA) on the 25th June 2012 noted that in Sylhet district the flood had destroyed 1,907 houses completely and partially damaged 14,938 houses; around 2.4m people have temporarily lost access to sanitation and around 2.3m people have lost access to safe water. JNA on the 2nd June recorded that in Sunamganj about 13,000 houses were damaged and about 55,000 people were displaced. According to the JNA on the 1st July, 1.3m people were affected in Chittagong City Corporation area; and 851 schools in the stopped functioning. In Cox's Bazar 525 schools and 29 health centers were closed due to the flood. Also, in Bandarban about 30% to 50% of the population lost access to sanitation facilities. The phase 3 Needs Assessment in August found that the flood had affected about 55.8% of the total families in Bandarban district, 70.5% in Chittagong district and 58.9% in Cox's Bazar district; also, about 49.61%, 16.26% and 10.64%

Table 3: Proportion of Flood Affected Families and Shelter Damage

District	Affected families as % of the total families in the area	Damaged shelter as % of the total shelters in the area
Bandarban	55.8	49.61
Chittagong	70.5	16.26
Cox's Bazar	58.9	10.64

Source: Phase 3 Joint Needs Assessment in Chittagong, Bandarban and Cox's Bazar; WASH-Shelter-Early Recovery UNICEF/UNDP/IFRC August 2012

Photo 4 : Cyclone shelter inundated by flood



of the total house in Bandarban, Chittagong and Cox's Bazar districts, respectively, were damaged by the flood. The Phase 3 Needs Assessment in August also noted significant reduction of incomes of the poor households – reduction of 51.73% for men and 41.71% for women in Bandarban; 33.98 for men and 27.36 women in Chittagong and 41.57% for men and 33.44% for women in Cox's Bazar. The monsoon floods caused significant damages to public infrastructure, houses and other assets. It destroyed standing crops – Aus rice and vegetables, and Aman seed beds. Also, in the southeast region it destroyed shrimp fields and salt fields. In June 2012, there were heavy rains for several consecutive days. It triggered flash flood and landslide in Bandarban, Chittagong and Cox's Bazar in the southeast and Sylhet and Sunamganj in the northeast.

2.3 Tropical Storm

On 10 October 2012 a heavy tropical storm hit the coastal region of Bangladesh and severely affected some parts of Noakhali, Bhola and Chittagong districts. DMIC situation report on 22 October 2012, recorded 25,871 families in 107 unions under 11 upazilas were affected by the tropical storm. It also reported that 36 people died while 183 and 72 were injured and missing respectively due to the storm. The high number of destroyed and damaged houses indicated that shelters had been severely affected; and the affected households had adequate financial resources to purchase materials to rebuild their houses. Farming and fishing are the two major livelihoods in the storm affected areas. Approximately 36,959 acres of productive lands

Table 4: Damage Information of Tropical Storm

District	Affected Upazilla (#)	Affected Union (#)	Affected Families (#)	Crop Damage (acre)
Noakhali	5	40	10,510	36,020
Bhola	2	23	12,004	939
Chittagong	4	44	3,357	-
Total	11	107	25,871	36,959

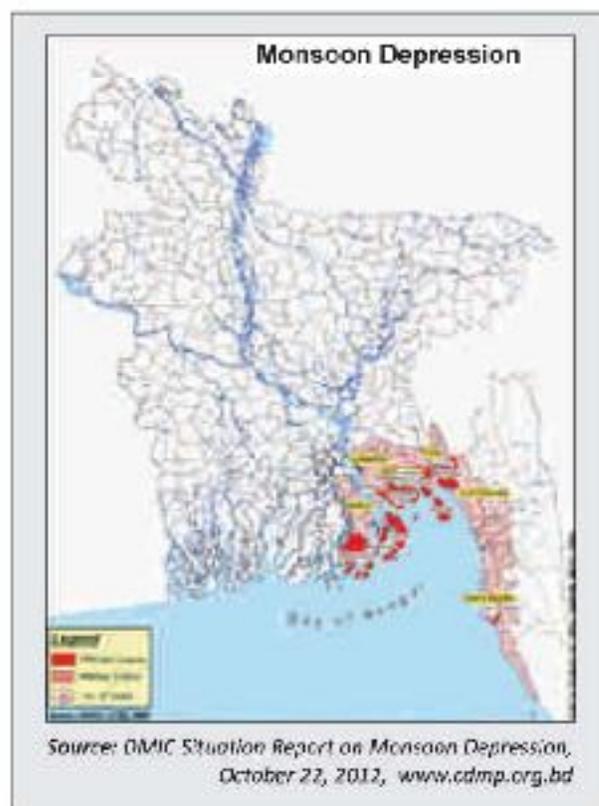
Source: Situation Report on Monsoon Depression, DMIC, 22 October, 2012, www.cdmp.org.bd

Table 5: Human Casualty in Tropical Storm

District	Death (#)	Injured (#)	Missing (#)
Noakhali	17	121	21
Bhola	11	13	9
Chittagong	4	9	-
Cox's Bazar	2	-	42
Feni	-	9	-
Laxmipur	-	1	-
Total	34	183	72

Source: Situation Report on Monsoon Depression, DMIC, 22 October, 2012, www.cdmp.org.bd

are damaged. According to the Department of Agriculture Extension (DAE, Date 19th October, 2012), the storm didn't significantly impact the



rice culture; the impact has been on the vegetable crop. The fishing sector had been affected more than the agriculture sector with losses of assets: boats, nets and some fish farming ponds. At least 22 out of the 36 deaths were fishermen. The storm occurred five weeks before the harvesting period.



Photo 5 : House damaged by tropical storm

2.4 Cold Wave

During the last week of December, 2012 a cold wave struck in north and northwestern region of Bangladesh. Low temperature, cold wind and fog affected people in 22 districts under four divisions (Rangpur, Rajshahi, Dhaka, and Khulna). In some places temperature dropped down below 7.5 degree Celsius. The cold wave situation adversely affected the lives and livelihoods of the poor people. The daily wage earners and laborers i.e. rickshaw/van puller, agri-labor, labor workers, particularly women in government rural road repairing/construction had not been able to go for work. Also, the farming communities faced great difficulties in taking care of their domestic animals and poultry. Low temperature disrupted the seasonal calendar of different crops, especially the high yielding variety of paddy (IRRI). The extreme cold and lack of sunlight had hampered the natural growth of crops, including Boro (winter rice variety) seedlings. The cold wave

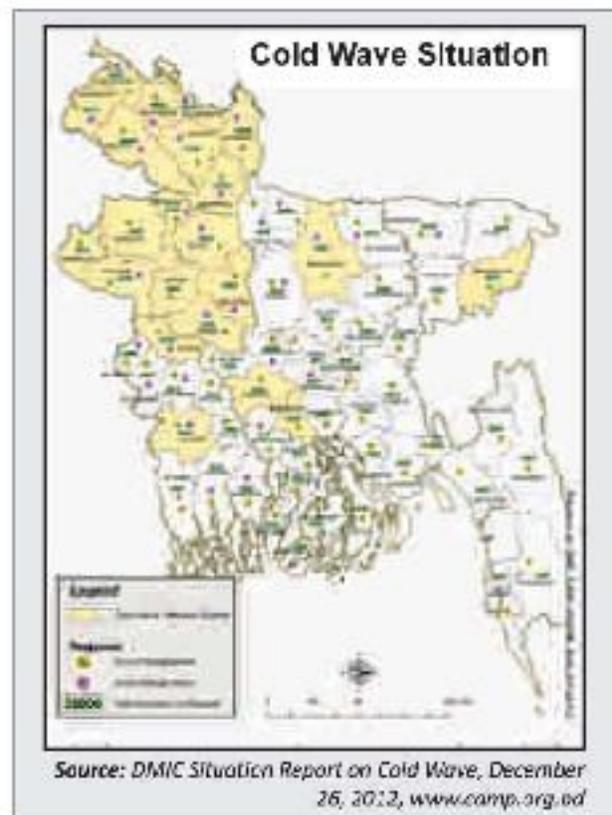


Table 6: District Affected by Cold Wave in 2012

Division	Districts Affected
Rangpur	Panchagarh, Thakurgaon, Dinajpur, Nilphamari, Lalmonirhat, Rangpur, Kurigram and Gaibandha
Rajshahi	Bogra, Joypurhat, Naogaon, Nawabganj, Rajshahi, Nazore, Sirajganj and Pabna
Sylhet	Moulavibazar
Dhaka	Mymensing, Faridpur and Madaripur
Khulna	Kushtia and Jessore

Source: Situation Report on Cold Wave, DMIC 26 December 2012

also caused damages to other crops (winter vegetables). In some places the cold wave caused spreading blight disease that adversely affected potato farming. In addition cold weather and fog hindered the farmers to work in their fields. According to the media, the cold wave claimed more than 80 human lives; many of them were children. Children died mostly due to hypothermia caused by the cold wave (BDRCS Assessment Report, January 2013). The women, children and elderly people had suffered from respiratory illness, pneumonia, Rota viral diarrhoea and other cold related diseases. Patient's admission in upazila health complexes due to cold related diseases had increased in the cold wave affected areas.

2.5 Localized and Low Intensity disasters

Apart from the major disasters, there were several small scale or low intensity disasters such as storm, lightning, minor earthquake, fire, riverbank erosion and accidents (road accident, boat capsized, stampede or infrastructure collapse) occurred in different parts of the country throughout the year 2012. Individually, these events were of small-scale but put together had caused significant damage and disruption and affected a large number of people.

Accident and Infrastructure Collapse – Accidents, Infrastructure Collapse and Stampede reported and responded by the local authorities as disaster

occurred in 30 locations under 8 districts namely, Chittagong, Brahmanbaria, Sherpur, Dhaka, Khulna, Bogra, Lalmonirhat and Sunamganj.

Earthquake – An earthquake of 4.6 magnitude occurred on 18th March, 2012. The tremor was felt in Dhaka and distant parts of Bangladesh including Jaipurhat. No human casualty was reported but few old houses were damaged.

Fire – Incidents of fire occurred in 234 locations under 40 districts spreading all over the country. Amongst them the notable fire incidents in Dhaka were at a) Balurmath baste in Hajaribag on 13th March, 2012 that affected 300 families; b) BNP baste in Shyamoli on 16th May, 2012 affected 500 families; c) Hatirjheel baste in Tejgaon on 20th September, 2012 that affected 420 families; d) Sat-tala baste in Mohakhali on 7th October, 2012 that affected 350 families; e) Boubazar baste on 18th November, 2012 that affected 907 families and killed 12 people; and f) Tazreen Fashion Factory in Ashulia on 24th November, 2012 that killed 117 people and injured over 200 people.

Landslide – several localities in Bandarban, Chittagong and Cox's Bazar in the southeast and Sylhet and Sunamganj in the northeast experienced landslides. Heavy rains and the resulting flash floods triggered these landslides. They caused significant human casualties and damaged houses and other assets. Landslides killed some 125 people; among them, 37 were in

Table 7: Incidences of Localized or Low Intensity Disasters

Types of Disaster	Affected Upazilas (#)
Accidents and Infrastructural Collapse	30
Earthquake	1
Fire	234
Lightning	16
Riverbank Erosion	18
Storm (Tornado, Nor'wester and Local Storm)	91

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM



Photo 6 : Landslide caused by heavy rainfall in Chittagong

Chittagong, 47 in Cox's Bazar, 38 in Bandarban and 3 in Sylhet.

Riverbank erosion – Riverbank erosion occurred in 18 locations under 8 districts namely,

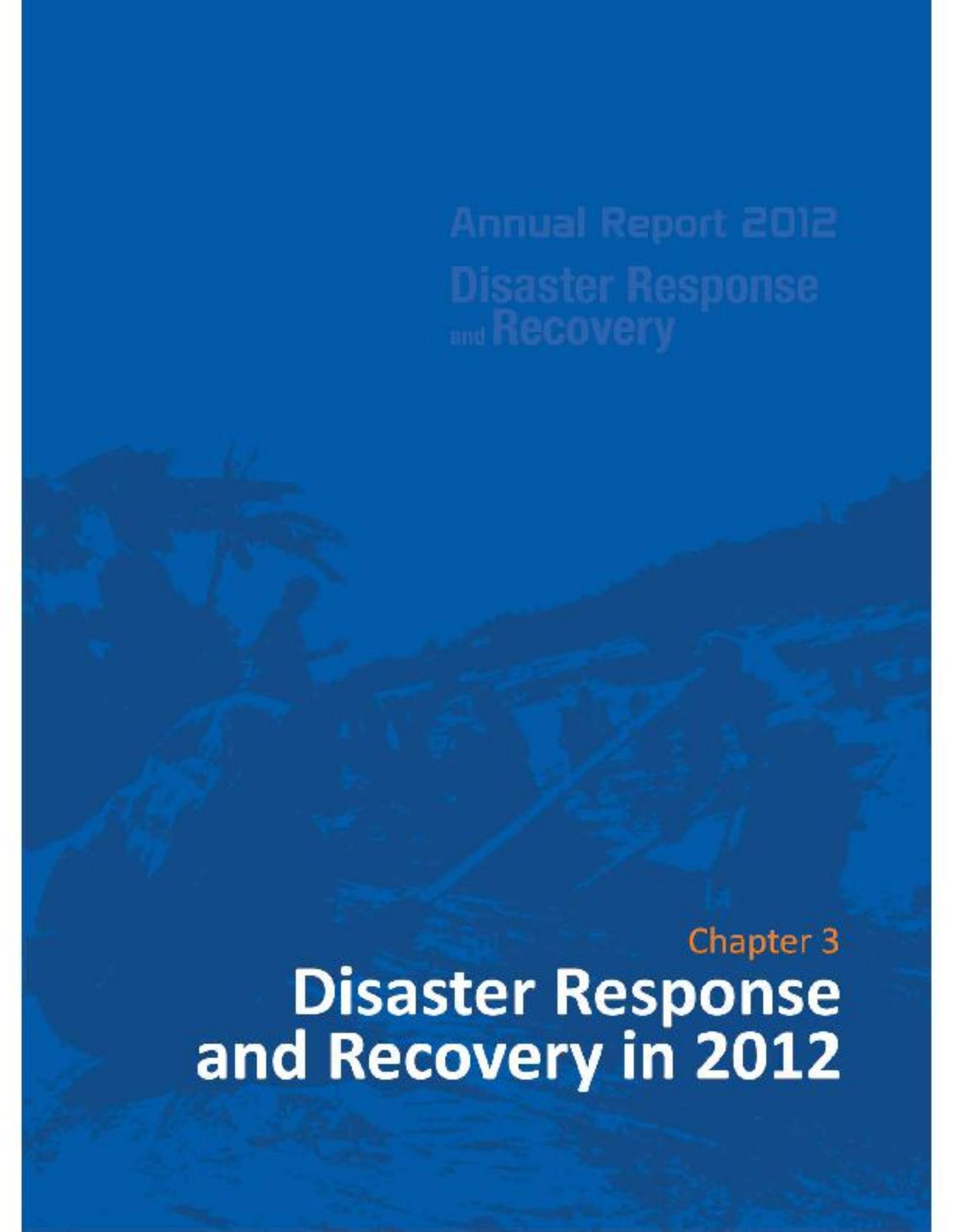


Photo 7 : Riverbank erosion in Gaibandha

Chandpur, Brahmanbaria, Faridpur, Shariatpur, Dhaka, Barisal, Nilphamari and Gaibandha. It caused mainly loss of dwelling and agricultural land and houses.

Lightning – Lightning with some degrees of fatality that required humanitarian assistance occurred in 16 locations under 10 districts, namely Brahmanbaria, Rangamati, Sherpur, Tangail, Shariatpur, Dhaka, Rajshahi, Barguna, Dinajpur and Sunamganj. Impacts of lightning were mainly deaths, injuries or trauma.

Storms – Nor'westers, tornados and strong winds of varied intensity and duration occurred in 91 locations in 22 districts. It spread all over the country. The impacts of individual events were very localized but it caused severe damages to shelter and household assets. Also, in some cases, it caused death and injuries.



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Chapter 3

Disaster Response and Recovery in 2012



Government of Bangladesh, UN agencies, NGOs and IFRC/BDRCS were involved in emergency response and recovery interventions in 2012.

Type of Agency	Value of Assistance in BDT	Households Received Assistance (#)
GoB	8,522,905,838	1,444,305
UN Agencies	747,648,000	318,958
NGOs	2,511,697,297	283,242
IFRC/BDRCS	143,528,195	39,206
Total	11,925,779,330	2,085,711

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM

GoB responded to both the major and low intensity disasters. In 2012, about 1.44m affected households received the GoB

assistance; estimated value of the GoB assistance, excluding cost of delivery, amounted to BDT 8,522.91m. UN agencies, NGOs and IFRC/BDRCS responded to the major disasters. The UN agencies provided assistance to 318,958 households affected by water-logging, cold wave and floods; the estimated value of the assistance, including the delivery costs, was BDT 747.65m. NGOs provided assistance to about 283,242 HHs; estimated value of their supports, inclusive of the costs of delivery was around BDT 2,511.70m. In addition, during the year, NGOs continued providing assistance under Cyclone Sidr and Cyclone Alia recovery programs which they had initiated in the previous years. In 2012, IFRC and BDRCS provided assistance to some 39,206 affected households at a cost of BDT 143.53m.

Photo 8 : Photo 8: Housing support for disaster affected people by GoB



3.1 GoB Response

The GoB support to the disaster affected people in 2012 was, mainly, gratuitous relief. It included food aid, cash grant, house-building materials, blanket, clothes and warm cloths. Nearly 99% of the GoB support was in the form of food aid – rice, in particular. In 2012, GoB responded to different types of disasters. It included floods in July and floods in September, flash flood/ landslide, riverbank erosion, tropical storm in the coastal region and the localized storms in different parts of the country and water-logging, as well various localized disasters such as fire, accidents (road accident, ferry tragedies), infrastructure collapse and lightning. Amongst all the response of GoB in 2012, response to the floods in July was the largest. GoB used 95% (BDT 8,094.12m) of its total allocation for responding to the flood in July 2012.

Table 9: Distribution of GoB Allocation (BDT) by Types of Assistance

Type of Assistances	Value in BDT	Percentage
Cash	89,031,899	1.05
Rice	8,416,754,139	98.75
House Building Materials	9,978,000	0.12
Warm Cloth	7,131,800	0.08
Total	8,522,905,838	100.00

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM

Flood in July 2012 – GoB distributed food aid (rice) and cash grants among some 458,709 affected households in 41 upazilas; estimated value of the total assistance for response to the flood in July was BDT 8,094.12m.

Flood in September – some 387,334 affected households from 47 upazilas received food aid (rice) and cash grants; estimated value of the assistances to these households was BDT 133.60m.

Flash flood/ land slide – some 227,425 HHs affected by flash floods and resulting landslides, in 57 upazilas, received GoB emergency assistance in the form of food aid (rice), house

Table 10: Value (BDT) and Numbers of beneficiaries (HH) by Types of Disaster of GoB Response

Type of disaster	Value in BDT	HH (#)
Accidents, infrastructure collapse, lightning	4,971,951	200
Cold wave	9,208,518	75,007
Fire	46,279,561	37,203
Flash flood/landslide	149,556,482	227,425
Flood July	8,094,122,456	458,709
Flood Sept	133,553,683	387,334
Riverbank erosion	15,550,648	162,869
Storm (Nor wester/Tornado)	20,423,493	40,899
Tropical storm	47,581,027	52,153
Water-logging	1,518,020	2,506
Total	8,522,905,838	1,444,305

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM

building materials, cash grants, health supports; estimated value of these supports was BDT 149.60m.

Tropical storm – in October 2012 a tropical storm severely affected 6 districts in the coastal region – namely, Noakhali, Bhola, Chittagong, Cox’s Bazar, Feni and Laxmipur. GoB distributed cash grants, food aid (rice), and house building materials among 52,153 affected households in 15 upazilas under these 6 districts. Estimated value of the assistance provided to the storm affected household was BDT 47.58m.

Cold wave – GoB also distributed cash grant, clothes and warm clothes among 75,007 households who have been affected by cold wave in 28 upazilas. Number of beneficiaries for cold wave response by the GoB was nearly one and half times greater than that of the response for tropical storm, however, the total value of the support for cold wave was BDT 9.20m - about one fifth value of the assistance for tropical storm.

Water-logging – 2,506 affected households received food aid, cash grant and house building materials worth BDT 1.62m through the GoB response to water-logging.



Photo 9 : Cash for work for livelihood recovery by GoB

Riverbank erosion – 162,869 households affected by riverbank erosion in 18 upazilas received GoB supports worth BDT 15.55m.

Fire – fire incidents occurred in numerous occasions in different areas of the country. GoB provided assistance worth around BDT 46.28m to some 37,203 households affected by fire in 234 Upazilas.

Storm – some 40,899 households affected by local storms (Nor’wester/Tornado) in 91 upazilas received support worth BDT 20.42m.

Accidents, infrastructure collapse, lightning – put together, 200 households in 51 upazilas that suffered due to road accident, boat capsize, lightning or infrastructure collapse received GoB assistance worth BDT 4.97m.

3.2 UN System Response

In 2012, UN agencies – FAO, UNDP, WFP and WHO, responded to the major disasters such as water-logging, flood and cold wave; as well to

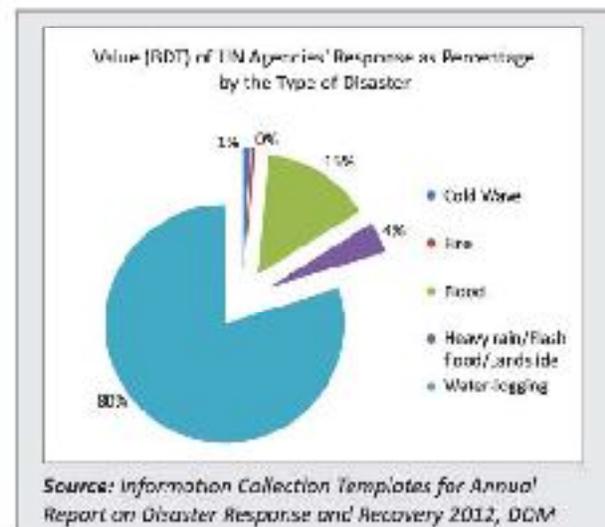




Photo 10 : Livelihood recovery support by ERF

some localized disasters like flash flood and landslide in relatively smaller scale. The estimated value of total responses in 2012 by the UN agencies was BDT 747.65m; put together, this support was provided to some 318,958 affected households. Amongst the responses of the UN agencies in 2012, response to the water-logging in southern region of the country was the largest. It accounted for about 80% of their total allocation for UN agencies' disaster response in 2012.

UN agencies' distributed assistance worth about BDT 595.78m to some 277,200 households

Table 11: UN Agencies' Response Value (BDT) and Numbers of beneficiaries (HH) by Types of Disaster

Type of disaster	Value in BDT	HH (#)
Cold Wave	7,788,000	N A
Fire	1,947,000	N A
Flood	110,979,000	30,160
Flash flood and landslide	31,152,000	11,598
Water-logging	595,782,000	277,200
Total	747,648,000	318,958

Source: Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM

affected by water-logging. 30,160 flood affected households received UN agencies' assistance worth BDT 110.98m. Also, the UN agencies provided assistance with estimated value of BDT 31.15m to some 11,598 households affected by flash flood and resulting landslide. In addition, UN agencies distributed assistance worth BDT 7.79m and BDT 1.95m to the households affected by cold wave and fire, respectively.

Photo 11 : Food security support of water-logging affected people in Satkhira by WFP



3.3 NGO Response

In 2012 NGO responded mainly to the disasters that affected large areas and large number of people. Value of the total NGO response in 2012 was BDT 2,511.70m; and this amount was used to assist some 299,217 affected households. About 81% of the total allocation of the NGOs was used for responding to water-logging in Satkhira, Jessore and Khulna districts that continued from the previous year. NGOs also responded to the floods during the monsoon and cold wave at the end of the year. Several NGOs responded to flash flood/landslide and local storms (nor'wester, tornado). Some of them also responded to the fire incidences.

Table 12: NGO Disaster Response 2012: Value (BDT) and Numbers of Beneficiaries (HH) by Types of Disaster

Type of disaster	Value in BDT	HH (#)
Cold Wave	27,875,313	120,145
Fire	752,434	300
Flash Flood/Landslide	72,280,135	12,839
Flood	230,112,843	34,441
Storm	1,547,401	68
Tropical Storm	153,968,286	7,083
Water-logging	2,023,160,386	124,341
Total	2,511,697,297	299,217

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM

Water-logging – some 124,341 households affected by water-logging in 51 upazilas received food aid, cash grant, house building materials, blankets or warm clothes; or they have participated in cash for work or cash for training schemes run by these NGOs. Value of the total supports for the households affected by water-logging amounted to BDT 2,023.16m. NARRI Consortium, DeSHARI, Caritas Bangladesh, ACF, Save the Children, Solidarities International, have been involved in this intervention.

Monsoon floods – NGOs also responded to the monsoon floods in 2012. They provided supports to some 34,441 affected households in 37 upazilas. Their assistance included combinations of emergency food aid, supplementary food, WaSH support, NFI, health support, medicine,

house and house building materials, warm cloth, cash grants, cash for work or cash for training. Total value of these supports to the flood affected households was BDT 230.11m). The key agencies that provided this support included ACF, Oxfam, Plan Bangladesh, Terre des homes and World Vision.

Cold wave – mainly, Care, Muslim Aid-UK, World Vision, Action Against Hunger (ACF), Caritas Bangladesh, ActionAid Bangladesh and Save the Children responded to cold wave that occurred in 2012. They provided assistance to some 120,145 affected households in 65 upazilas. The support package included warm clothes, medicine and food items. Total cost of this response was about BDT 27.87m.

Flash flood/landslide – some 12,839 households affected by flash flood/landslide, in 10 upazilas, received assistance from several NGOs. Estimated value of this support was BDT 72.28m.

Storm – one NGO provided assistance to 68 households affected by a localized storm; total value of this assistance was BDT 1.55m.

Tropical storm – NGOs also utilized BDT 153.97m to provide assistance to 7,083 households affected by tropical storm.

Fire – some 300 households affected by fire received assistance worth BDT 0.75m through NGOs' response to fire in 2012.

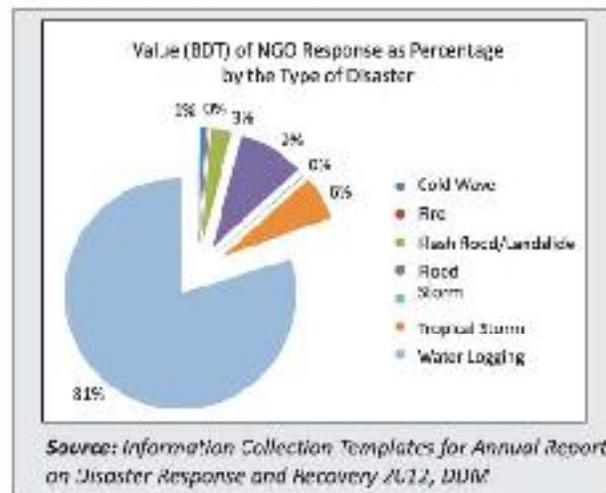




Photo 12 : Housing support from FRESM Project of NAFRI Consortium

3.4 IFRC and BDRCS's Response

During 2012, IFRC/BDRCS responded to water-logging, cold wave, flash flood/landslide and tropical storms. Their support included emergency food aid, NFI, medical care, house building materials, warm clothes and cash grants. An estimated value of these assistances was BDT 143.53m; and they covered a total number of 39,206 affected households. Largest of IFRC/BDRCS support was for assisting the households affected by flash flood/landslide for

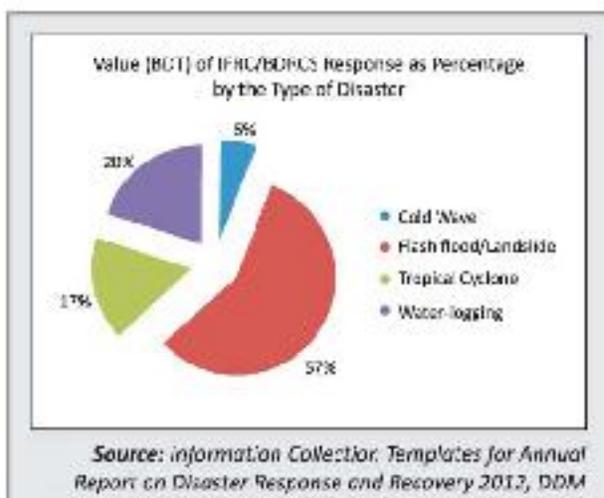


Table 13: IFRC/BDRCS Disaster Response 2012: Value (BDT) and Numbers of Beneficiaries (HH) by Types of Disaster

Type of disaster	Value in BDT	HH (#)
Cold Wave	8,236,000	20,000
Flash Flood and Landslide	82,360,000	9,500
Tropical Storm	24,106,000	5,000
Water-logging	28,826,000	4,705
Total	143,528,195	39,206

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM

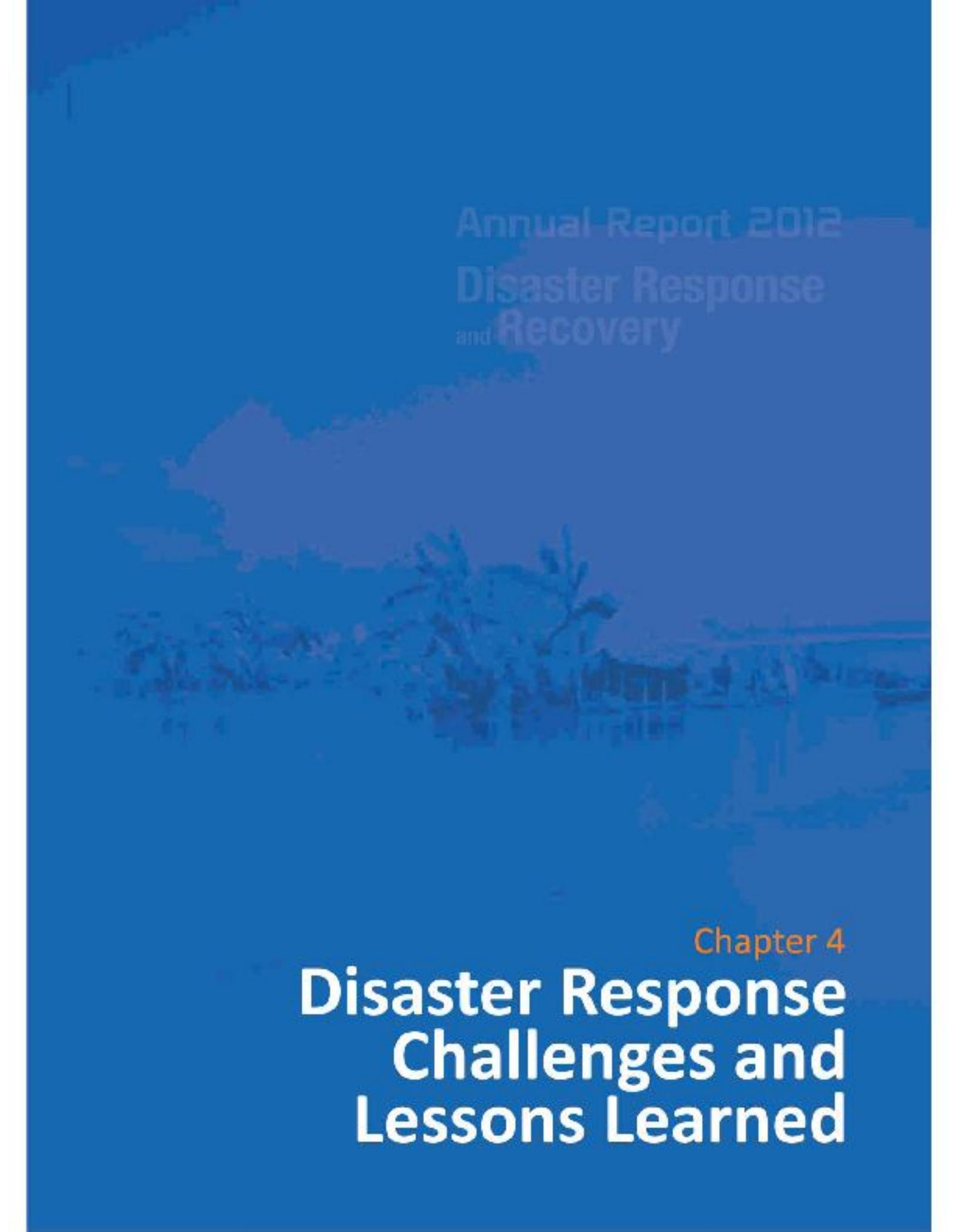
which it used more than half (57%) of its resource allocated for disaster response in 2012. IFRC/BDRCS provided assistance worth BDT 82.36m to 9,500 households affected by flash flood/landslide. To assist 5,000 households affected by the tropical storm and 4,706 households affected by water-logging, they distributed support packages worth BDT 24.11m and BDT 28.83m, respectively. Also, they provided assistance worth BDT 8.24m to 20,000 households affected by cold wave.



Photo 13 : Volunteer monitoring relief assistance provided by IFRC

Photo 14 : Cash for Training by DeSHARI Consortium



The background of the page is a blue-tinted photograph of a rural landscape. In the foreground, there are several trees and bushes. In the middle ground, a small, simple house is visible. The background shows rolling hills or mountains under a clear sky. The overall scene is peaceful and rural.

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Chapter 4

Disaster Response Challenges and Lessons Learned



It is apparent that, response and recovery interventions by different humanitarian actors including the Government of Bangladesh faced some constraints and challenges. This refers to both policy and implementation level challenges as well as allocating resources for supporting the response interventions. Policy level challenges resulted from the institutional arrangements and interpretations of the roles and duties of various actors and institutions. Implementation challenges were mainly in the areas of coordination, assessment and monitoring. Resource constraints were mainly about availability of financial resources and logistics arrangements. These challenges however generated several learning which would immensely help relevant stakeholders to improve disaster responses in the future.

4.1 Policy

Challenges

The Disaster Management Bill 2012 was passed by the National Parliament on 12 September 2012. The Disaster Management Act 2012 provides the legal basis for the Standing Orders on Disasters (SOD) and the National Disaster Management Plan. The Disaster Management Act facilitates a more coordinated, objective driven and strong disaster management system. Through this enactment country is making all the citizens to become self-accountable to the disaster stricken people and the community for their action and inaction.

With the enactment of the Disaster Management Act, the former Directorate of Relief and Rehabilitation (DRR) and the Disaster Management Bureau (DMB), have been merged to create the Department of Disaster Management (DDM). According to the Act, duties of DDM include "to run humanitarian assistance, recovery and reconstruction programs efficiently". However, development of procedures and institutional arrangements to facilitate DDM in undertaking its responsibilities were in the process. The Government has drafted several guidelines to define the support packages under response programmes such as shelter assistance, food package, cash for work etc, but, some other guidelines for relief and recovery to define entitlements of the people affected in different disaster situations were not finalized. In such situations, local authorities in the field had to use their discretion to determine the support package. As per the Humanitarian Guideline of the Government, maximum allocation of

GR rice for the disaster affected family is 30 KG and GR cash BDT 20,000 respectively. In some cases, support package varied from place to place. Similarly, the relief package provided by non-government organizations also varied and were not coordinated with Government response.

Learning

During an emergency, it is vital that governmental and non-governmental agencies contribute to solution of a common problem instead of individual agencies having ad hoc programs with diverse goals; to achieve that it requires institutional arrangements and procedures that facilitate the agencies to participate in executing a comprehensive and commonly shared response plan.

To deliver humanitarian assistance effectively and equitably, it is essential to compile and collate all guidelines that define the entitlements of the affected people in a single document, and must be readily accessible to all personnel in the field involved in disaster response. Also, the Government officers in the field must have clear orientation about instruction stipulated in the SOD, and relevant Guidelines and how they apply their discretion in specific situations for which training efforts initiated by the DDM is to be continued. The Guidelines in respect of allocation of rice and cash has to be enforced precisely by all stakeholders. Non-government organizations working on disaster response should keep local administration (DC, DRRO, UNO, PIO, and Union Parishad Chair) well informed about their response plan and coverage to avoid duplication or gaps in responding to disasters.

4.2 Implementation

Challenges

According to Disaster Management Act 2012, DDM is responsible to strengthen and coordinate programmes undertaken by various government and non-government organizations related to disaster risk reduction and emergency response. Emergencies, like floods and cyclones, necessitate moving people to safe places. However, the at-risk areas do not have sufficient numbers of flood or cyclone shelters. The existing shelters were too small in some cases to accommodate all the people who needed it.

Emergency response and recovery interventions also required adequately trained people who could undertake rescue operation, undertake loss and



Photo 15 : Shelter-WASH-Early Recovery Phase 3 Needs Assessment validation workshop in Chittagong

damage assessment/needs assessment and deliver relief items and operationalize recovery programme. These people need to have sound technical skills as well they have to be sensitive to the needs of women, children and persons with disability. It was most difficult to mobilize sufficient numbers of skilled personnel at the time of emergencies.

Primary data on damage, loss and needs come from local level Disaster Management Committees through the SOS-Form and D-Form. However, the local level Disaster Management Committees lack adequate understanding and technical skills for data collection and documentation. Also, the system for data collection, verification, compilation and analysis, and storage is inadequate.

Learning

Enhancing communities' capacities to protect their life and assets and improve their abilities to mobilize resources during emergencies is crucial. To achieve that it is important to promote community based disaster risk reduction and integrate risk reduction elements in the emergency response and recovery phases.

To execute local level emergency response through the local level DMCs such as UzDMC and UDMC is highly desirable, and to that it would require improving the capacities of the local level DMCs through providing various inputs, including training. To mobilize human resource quickly for evacuation, rescue and relief distribution during emergency it is helpful to establish "volunteer team" in the community beforehand. The Disaster Management Act has provided this opportunity to establish a national network of volunteer force to utilize their services before and right after disaster event across the country.

4.3 Resource allocation

Challenges

Compared to the scale of damage and the needs for

recovery, resources available to GoB humanitarian system were inadequate. Contingency funds with the DDM and the districts were very small in amount. Although, put together, total volumes of relief materials and cash grants sound huge, in reality, it could meet only a tiny fraction of the total needs of the affected people. This was particularly due to the impact of hazard along with large scale local level poverty.

Logistical arrangements have always been vital to disaster response. Logistics is essentially moving goods and people to where they are needed. In the context of Bangladesh it requires combination of road vehicles and boats. DDM or the other GoB agencies had to distribute large quantities of relief goods - e.g. 246,140 MT rice, but did not have access to sufficient numbers of vehicles or vessels.

Following the flood and landslide in 2012, Joint Needs Assessment and Phase 3 sector specific needs assessments were carried out by the Humanitarian community together with the Government. However, these coordinated needs assessments did not lead to coordinated response to benefit the affected people.

Learning

To cope with the uncertainties during emergency it is important to have a system in place that enables DDM to transfer fund for speedy delivery of the assistance allocated. To address the needs during emergency adequately, it requires sufficient and more systematic allocation of sufficient resources to cover the costs of the operation that DDM could maximize making best use of the Disaster Management Act.

Development Partners, UN agencies and other humanitarian actors should complement the national efforts of Government by mobilizing additional resources to respond to the needs as identified through the needs assessments.

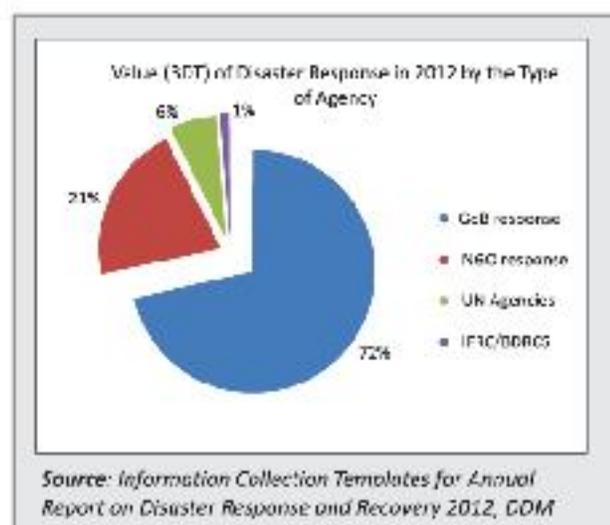
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Chapter 5

Resource Mobilisation



In order to respond to disasters and provide humanitarian assistance to the affected people resource mobilization is an important aspect for both the government and NGOs. In 2012, humanitarian agencies in Bangladesh mobilized and used an estimated amount of BDT 11,925.78m for disaster response. Share of GoB in it was about 72%; followed by NGOs that



mobilized about 21%. Resource utilized by the UN agencies accounted for 6% of the total resource mobilized; and contribution of IFRC/BDRCS to that was about 1%. The number of households that benefited from the disaster response assistance included 1,444,305 HHs by GoB, 318,958 HHs by UN agencies, 283,242 HHs by NGOs and 39,206 HHs by IFRC/BDRCS.

5.1 GoB Resource Mobilization

The National Plan for Disaster Management 2010-2015 suggested a “National Disaster Response and Recovery Fund” from own resources and donation from home and abroad. However, Bangladesh Disaster Management Act 2012 made provision for National Disaster Management Fund managed by the Disaster Management and Relief Division and a separate fund at district level to be managed by District Disaster Management Committee. These funds would be developed through allocations from GoB and donations from the foreign governments, international agencies, national

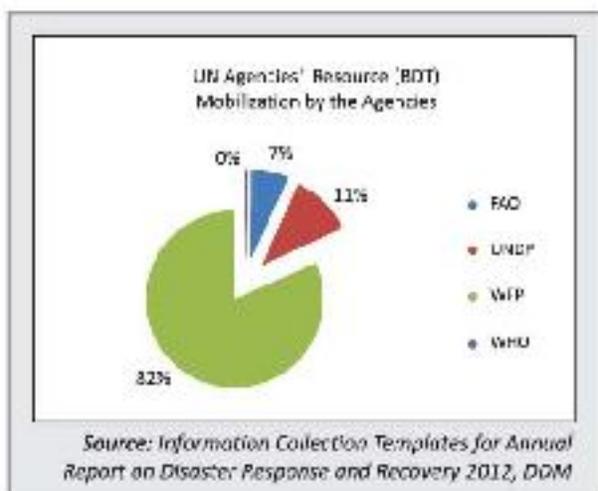
and local institutions and other sources. While development of these funds were in progress, GoB responses to the disasters in 2012 were largely supported through reallocation of resources available to the government. NGOs, as usual, sought financial assistance from the donors and international public appeals.

To respond to disasters, in 2012, GoB had mobilized huge amount of resource supported in kinds and in cash, estimated value which was about BDT 8,522.91m. The GoB primarily relied on Safety Net provisions for providing humanitarian assistance. It used resources from Test Relief, Cash/Food for Work schemes and Vulnerable Group Feeding program. Test Relief is mainly for immediate repairing roads and damaged institutions to generate employment for the poor people of rural area. Cash/food for work schemes seek construction, maintenance, reconstruction and development of rural infrastructure; and in the process, it generates employments. The schemes are executed by the Upazila Parishad under the supervision of the Deputy Commissioner through the District Steering Committee. VGF, a form of gratuitous relief, provided to the distressed people to help them reduce their vulnerability to hunger.

Table 14: Resource Mobilized by GoB for Disaster Response in 2012

Type of Assistance	Quantity/ Amount Unit	Value in BDT
Cash Grant	89,031,99 BDT	89,031,899
Food Aid (Rice)	246,140 MT	8,416,764,139
House building materials (CI Sheet)	1,663 Bundle	9,978,000
Blanket	35,659 Pcs.	7,131,800.00
Wrapper	235.00 Pcs.	n/a
Muffler	100.00 Pcs.	n/a
Saree	1470.00 Pcs.	n/a
Lungi	527.00 Pcs.	n/a
Others	907.00 Pcs.	n/a
Total		8,522,905,838

Source: Information Collection Templates for Annual Report on Disaster Response and Recovery 2012, DDM



Every year the Ministry of Disaster Management and Relief allocates resources in the form of food grains and cash for ensuring food security of poor people and their rehabilitation. GR food and cash has separate budget. MoDMR apply set procedure and guidelines, and allocates certain amounts of GR food and cash to the Director General (DG) of Department of Disaster Management (DDM). Director General, DDM reallocates GR food or cash to the Deputy Commissioners (DC). Again DC reallocates the

resources to Upazila Nirbahi Officer (UNO). Normally immediately after any natural or man-made disaster UNO distributes GR among the affected people. In 2012 an estimation of 246,140.20 metric ton (MT) GR and VGF rice had been distributed amongst the disaster affected people while a total of BDT 89.03m had been distributed as cash grants under GR Cash distribution scheme. Apart from this some other relief materials such as building materials (CI sheets for roofing), household utensil, blanket and warm clothes had been channeled through different sources for distribution.

5.2 Other Humanitarian Actors' Resource Mobilization

UN agencies, NGOs and IFRC/BDRCS generally rely on financial supports from the donors and public donations to respond to emergencies. For them greater visibility of the disaster is helpful to access fund. During the year 2012, IFRC launched several appeal, notably for corresponding to cold wave, floods and the tropical storm that occurred in that year. It mobilized around BDT 143.53m to respond to various disasters during 2012. UN

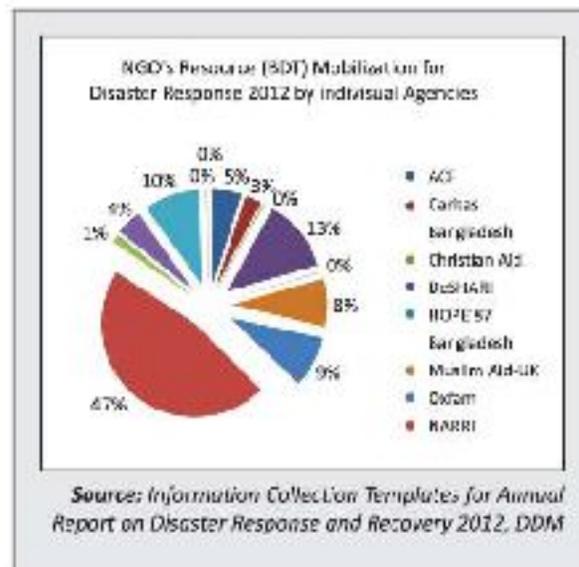
Photo 16 : Focus Group Discussion with women for assessing needs



agencies have mobilized around BDT 747.65m for disaster response in 2012.

International NGOs operating in the country submitted proposal to the donors and negotiated with headquarters to mobilize fund for responding to various disasters. 13 international NGOs, including two consortium, had mobilized around BDT 2,511.70m for disaster response in 2012. Amongst the INGOs the NARRI Consortium mobilized 47% of the total of the NGOs' fund; followed by the DeSHARI consortium which contributed about 13% of the fund mobilized by the NGOs. Solidarités International, Oxfam and Muslim Aid could mobilize notable volume of fund; their contributions accounted for 10%, 9% and 8% of the NGOs' fund, respectively.

In the year 2012 foreign governments and institutional donors (Australia, Canada, Denmark, European Commission Humanitarian Aid Office, Germany, Luxembourg, Norway, Sweder, United Arab Emirates, United States of America) channeled an estimated amount of



USD 32.26m through various INGOs and UN agencies, part of which was for responding to disasters in 2012. Also, the UK's Department for International Development (DFID) provided fund for responding to water-logging and flood. Agencies that received these included ACF, Caritas Bangladesh, Christian Aid, DeSHARI, HOPE'87 Bangladesh, Muslim Aid-UK, Oxfam, NARRI and various other NGOs.

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Chapter 6

Conclusion





Disaster with substantially high magnitude did not occur in 2012. Nevertheless, there were number of medium scale (e.g. flood, water-logging, tropical storm and cold wave) and localized disasters (e.g. fire, tornado/nor'wester, landslide and infrastructure collapse) occurred in different parts of the country and affected considerably large number of people. Amongst these medium and low intensity disasters the most visible ones were responded on priority basis. The localized disasters, despite they were numerous and, put together, caused significant damage, disruption and distress, did not get much attention from the UN agencies, NGOs or IFRC/BDRCS. GoB responded to these localized disasters but it could not mobilize enough resources to deal with them adequately. It is evident that there were some operational as well as policy related challenges for responding to these low intensity or localized disasters. The relevant agencies and authorities could not manage to mobilize adequate resources to respond to the localized disasters.

Emergency response is a multi-sector task that involves the Government, UN agencies, IFRC/BDRCS and NGOs as well the communities and the private sectors. The LCG-DER and the Humanitarian Coordination Task Team (HCTT) have the potential to bring together all the stakeholders to respond to disasters.

This annual report could document the evidences of hazard incidences, response activities and some analysis of the situation; and it could help the humanitarian agencies build on their experience and knowledge and improve the emergency responses in future. However to be able to produce a report that serves as a resource for analyzing disaster response and recovery requires collecting, storing and accessing information regarding disasters and responses in a systematic manner.

Photo Credit

- Cover Photo** : Flood in northern part of Bangladesh, UNDP
- Photo 1** : Beneficiaries carrying relief received through WFP – World Food Programme
- Photo 2** : Beneficiaries have gathered to Collect Gratuitous Relief (GR) provided by GoB – Department of Disaster Management
- Photo 3** : Raised water points and platform in flood prone area by UNICEF – UNICEF
- Photo 4** : Cyclone shelter inundated by flood – Oxfam
- Photo 5** : House damaged by tropical storm – German Red Cross
- Photo 6** : Landslide caused by heavy rainfall in Chittagong – Department of Disaster Management
- Photo 7** : Riverbank erosion in Gaibandha – Sabbir Hussain
- Photo 8** : Housing support for disaster affected people by GoB – Department of Disaster Management
- Photo 9** : Cash for work for livelihood recovery by GoB – Department of Disaster Management
- Photo 10** : Livelihood recovery support by ERF – UNDP
- Photo 11** : Food security support of water-logging affected people in Satkhira by WFP – World Food Programme
- Photo 12** : Housing support from FRESH Project of NARRI Consortium – Concern Worldwide
- Photo 13** : Volunteer monitoring relief assistance provided by IFRC – International Federation of Red Cross and Red Crescent
- Photo 14** : Cash for Training by DeSHARI Consortium – Muslim Aid - UK
- Photo 15** : Shelter-WASH-Early Recovery Phase 3 Needs Assessment validation workshop in Chittagong – UNDP
- Photo 16** : Focus Group Discussion with women for assessing needs – Department of Disaster Management

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Disaster Snapshots 2012

Water-logging



Water-logging at Bhabadab, Photo Credit: <http://www.daily-sun.com>, published on Friday 18 May, 2012.



Water-logging in Sakhira, Photo Credit: [thedailystar.net](http://www.thedailystar.net), published on Friday, September 28, 2012.

Flood



Members of a family at Munarbil, Loma, shifting to a safer place in a bamboo raft as the whole area around here has been inundated by flood waters, Photo Credit: <http://www.thefinancialexpress-bd.com>, published on Friday June 29, 2012.



One of scores of houses half-gone under water following a flash flood in Bhuapur upazila, Photo Credit: <http://www.thefinancialexpress-bd.com>, published on Thursday July 5, 2012.



A woman standing in front of a submerged tube-well at Roritorc village in Tala upazila of Sakhira district during flooding in August last year, Photo Credit: [thedailystar.net](http://www.thedailystar.net), published on Tuesday, January 31, 2012.



A road in Chittagang's Prahartak area is submerged in ankle-deep water. Inset, rescue workers pull out a body from the landslide scene at Akbar Shah Mazar area in the port city, Photo Credit: [thedailystar.net](http://www.thedailystar.net), published on June 27, 2012.

Tropical Storm



Devastating storm lashed Naakhali villages Wednesday, Photo Credit: thedailystar.net, published on Saturday, October 13, 2012.

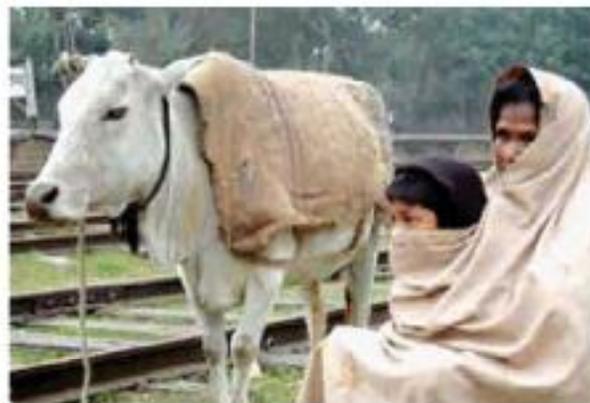


Trees fallen on Bhuyarhat-Chamirhat road, Subarnachar upazila, Photo Credit: <http://www.prothom-alo.com>, published on Monday, October 12, 2012

Cold Wave



Cold war, Photo Credit: thedailystar.net, published on Thursday, January 12, 2012



Cold wave situation, Photo Credit: <http://www.thefinancialexpress-bd.com>, published on Thursday, December 27 2012

Others



People trying to salvage household items from the remains of their houses destroyed in Tuesday's landslide at Ferar Shah Colony in Chittagong, Photo Credit: thedailystar.net, published on Friday, June 29, 2012



A view of the devastating fire that broke out at Bau Eazar slum, Hazaribagh in the city, Photo Credit: <http://www.thefinancialexpress-bd.com>, published on Monday, November 19, 2012

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