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UNITED STATES GOVERNMENT

MISSION DISASTER PREPAREDNESS PLAN

BANGLADESH

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UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

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1) AID Handbook 8
2) Manual Order 300-5
3) Manual Order 300-6

Acronyms

ADAB	Association of Development Agencies in Bangladesh
ADMN	Administrative Office
A/MDRO	Alternate Mission Disaster Relief Officer
AHC	Australian High Commission
AID/USAID	Agency for International Development
BRAC	Bangladesh Rural Advancement Committee
BDG	Government of Bangladesh
BIDS	Bangladesh Institute of Development Studies
BWDB	Bangladesh Water Development Board
CARE	CARE-International
CIDA	Canadian International Development Agency
CARITAS	CARITAS-Bangladesh
CRWRC	Christian Reform World Relief Committee
COM	Chief of Mission
CO	Contracting Officer
CONT	Controller's Office
DAA	Disaster Assistance Account
DAO	Defense Attache Office
DATT	Defense Attache
DAST	Disaster Area Survey Team
DANIDA	Danish International Development Agency
DCM	Deputy Chief of Mission
D/DIR	Deputy Director
DOD	Department of Defence
EAC	Emergency Action Committee
ECON	Economic/Commercial/Agriculture Section
EEC	European Economic Community
ERD	External Relations Division
EXO	Executive Officer (AID)
FAO	U.N. Food and Agriculture Organization
FSN	Foreign Service National
FFP	Food for Peace
FFW	Food for Work
FLENUMOCEANCEN	U.S. Fleet Weather Center
FPAB	Family Planning Association of Bangladesh
FPMU	Food Policy and Monitoring Unit
FA/FM/AD	Financial Administration/Financial Management/Accounting Dept.
GAO	General Accounting Office
GDP	Gross Domestic Product
HKI	Helen Keller International
ICDDR,B	Inter. Center for Diarrhoeal Disease Research, Bangladesh
IDCA	International Development Cooperation Agency
IFDC	International Fertilizer Development Centre
IFPRI	International Food Policy Research Institute
IMF	International Monetary Fund
IMET	International Military Education and Training
ISPAN	Irrigation Support Project for Asia and the Near East
IV	Intravenous
IVS	International Voluntary Service

LCT	Landing Craft with Tracks
LGEB	Local Government Engineering Bureau
LORCS	League of Red Cross Societies
MDRC	Mission Disaster Relief Committee
MDRO	Mission Disaster Relief Officer
MET	Bangladesh Meteorological Department
Mission	U.S Embassy Dhaka, Bangladesh
MOR	Ministry of Relief
MWS	Maximum Wind Speed
NAVOCEANCOMCEN	Naval Oceanography Command Center
NOAA	National Oceanic and Atmospheric Administration
NGOs	Non-Governmental Organizations
NORAID	Norwegian Agency for International Development
NRECA	National Rural Electric Cooperative Association
ODA	Overseas Development Agency
OEE	Office of Economic and Enterprise
OFA	Office of Food and Agriculture
OFDA	Office of Foreign Disaster Assistance
OPH	Office of Population and Health
ORS	Oral Rehydration Solution
PDB	Power Development Board
PDE	Office of Project Development and Engineering
PATHFINDER	The Pathfinder Fund
POL	Political Office
PRO	Program Office
PRIP/PACT	Private Rural Initiatives Project
PVO	Private Voluntary Organization
REB	Rural Electrification Board
RDRS	Rangpur-Dinajpur Rural Service
RLA	Regional Legal Advisor
SAVE(US/SCF)	Save the Children (USA)
SIDA	Swedish International Development Agency
SMC	Social Marketing Company
SPARRSO	Space Research & Remote Sensing Org.
S/S-O	State Operations Center
TAF	The Asia Foundation
UNDP	United Nations Development Program
UNICEF	United Nations Children's Education Fund
UNFPA	United Nations Fund for Population Activities
UNDRO	United Nations Disaster Relief Organization
USAID	U.S. Agency for International Development
USG	United States Government
USGS	United States Geological Survey
USIA	U.S. Information Agency
USIS	United States Information Service
VHSS	Voluntary Health Services Society
WB	World Bank
WFP	World Food Program
WHO	World Heath Organization
WMO	World Meteorological Organization
WPTs	Water Purification Tablets
WV	World Vision

PURPOSE STATEMENT

Primary responsibility for U.S. disaster assistance in Bangladesh lies with the U.S. Mission. This Mission Disaster Preparedness Plan is designed to facilitate U.S. response to disaster by assigning responsibilities, clarifying authority and lines of communication, providing basic background information, and setting forth policy and guidelines for conduct of disaster emergency relief operations. Disaster response is a Mission-wide Country Team effort and, in Bangladesh, disasters are frequent occurrences and disaster response necessarily places a tremendous burden upon on-going foreign policy and development roles. The plan attempts to establish a framework for a flexible Mission response that can cover disasters in a broad spectrum of severity and, to the extent possible, allow normal Mission work to continue. The plan also recognizes that disaster preparedness includes on-going activities of preparedness that are undertaken throughout the year in order to place the Mission at a higher state of readiness so a more rapid, effective, response can be undertaken when disasters occur.

The Plan is implemented upon the direction of the U.S. Chief of Mission. It is designed to become operational when there is either an occurrence or a threats come before occurrence of a disaster in Bangladesh. The plan should be used by the Mission Disaster Relief Officer (MDRO), the Alternate Mission Disaster Relief Officer (A/MDRO), the Mission Disaster Relief Committee and other Mission staff, to guide actions during disaster assistance efforts.

Part I of the plan describes the Mission's organizational arrangements for disaster response; sets forth checklists for immediate use in the event of an impending disaster; and outlines procedures to follow to ensure effective delivery of disaster assistance. Part II includes reference materials to guide Mission response and preparedness activities. Part III includes background material on U.S. disaster policy, and on the nature of disasters in Bangladesh.

Additional disaster preparedness information is included in the Bangladesh Disaster Preparedness Planning Survey, based on an August 1992 visit to the Mission by a DOD Disaster Preparedness Planning Survey team. That document should be considered as a companion document to this Mission Disaster Preparedness Plan.

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART I

MISSION RESPONSE

SECTION A:

FRAMEWORK FOR RESPONSE

1 MISSION STRATEGY

Bangladesh is frequently hit by disasters, particularly cyclones, floods, and drought. The U.S. Mission strategy related to disaster assistance is to assist and encourage development efforts fostering a more dynamic economy and resilient institutions better able to withstand the effects of disasters when they occur.

The U.S. Mission directly supports preparedness activities and facilitates the provision of relief and rehabilitation assistance when a disaster causes damage and destruction which is beyond the country's capacity and resources. U.S. civilian and military response capability is sought as appropriate.

When disaster strikes, the Mission gives priority to meeting essential human needs, such as emergency public health and distribution of relief supplies. The magnitude and types of assistance to be provided will depend on the seriousness and nature of the disaster, but there is usually a need to assist with the provision of clean water and control of diarrheal disease in the affected population. Severe disasters may call for assistance with basic communications, logistics and transport, as was the case with Cyclone Marion in 1991. Mission efforts are usually not undertaken directly, but by working in coordination with the Government of Bangladesh, other donors and through a limited number of intermediaries or non-governmental organizations such as CARE that have previously demonstrated on the ground capabilities to undertake relief efforts. The Ambassador can authorize up to $25,000 for disaster relief without further approval for the activity by AID/W OFDA. Any additional non-military resources can only be provided after formal request to and approval from OFDA. The importation of relief goods from outside Bangladesh should be minimized in that locally purchased goods are usually available.

2. Management Framework

Overall direction of the disaster relief effort in-country is the responsibility of the Chief of Mission (COM). The COM is responsible for the declaration of a disaster, for approval of in-country relief activities, and for ensuring, through adequate monitoring, that relief supplies reach their intended beneficiaries. The COM has designated the USAID Director as the **Mission Disaster Relief Officer (MDRO)**. The MDRO is responsible for the recommendation to the COM that a disaster declaration be considered, for advice to the COM concerning damages and needs, and for operational coordination of the U.S. disaster assistance response. Should U.S. military assets be involved, the Defense Attache at post will share MDRO duties with the AID Mission Director. (Alternatively, the DCM will become the MDRO, with the AID Director and the Defense Attache serving as Deputy MDRO's.) The Director of USAID's Office of Project Development and Engineering (PDE) is the **Alternate MDRO (A/MDRO)** to the AID Mission Director. The A/MDRO will represent the MDRO when called upon to do so.

The MDRO is the principal U.S. Mission officer responsible for informing, reporting and seeking funds from the Office of Foreign Disaster Assistance (OFDA), and for oversight of OFDA-funded and other non-military U.S.G. disaster assistance in-country. The MDRO takes action to assure that disaster assistance is provided in conformance with USG regulations. The MDRO also serves as principal liaison with the Government of Bangladesh for civilian disaster response. The DAO is responsible for communications with the Department of Defense, will coordinate U.S. military assistance and reporting, and serves as liaison with the Bangladesh military. USIS is responsible for disseminating information concerning USG relief efforts and for liaison with national and international media and reviews and authorizes release of all U.S. disaster relief assistance information locally, to USIA, and foreign news media.

The nature of involvement of all Mission staff will depend on the nature of each disaster. For disasters of lesser, limited scope and magnitude such as localized, seasonal flooding that does not require a disaster declaration by the COM, close monitoring by the appropriate USAID technical office may be sufficient. However, as the potential impact of the disaster intensifies, the Mission's response will necessarily require the MDRO to hold formalized meetings and involve more members of the Mission.

Disaster coordination within the Mission is effected through a **Mission Disaster Relief Committee (MDRC)**, chaired by the COM or his/her designee, who will normally be the MDRO. The primary responsibility of the MDRC is to support the COM and the MDRO in responding appropriately to the disaster. (The MDRC is a separate entity from the Emergency Action Committee, which has

broad responsibility for the safety and well being of all U.S. personnel. Some officers may serve on both bodies.) The support of the MDRC may be required in any or all phases of the disaster situation and in any aspect of delivery of disaster assistance. Membership of the MDRC is broad, and includes members of the Country Team as well as Office Directors within USAID, as shown in the attached Organizational Chart (Figure 1). Each disaster situation, by definition, is unpredictable and will present unique requirements for support. Committee members' active participation on the MDRC will vary depending on the nature and severity of each disaster, but the DAO and the USIS representative will normally be required to play central roles, as will the A/MDRO and the Directors of USAID's Office of Population and Health, Food and Agriculture, and Program.

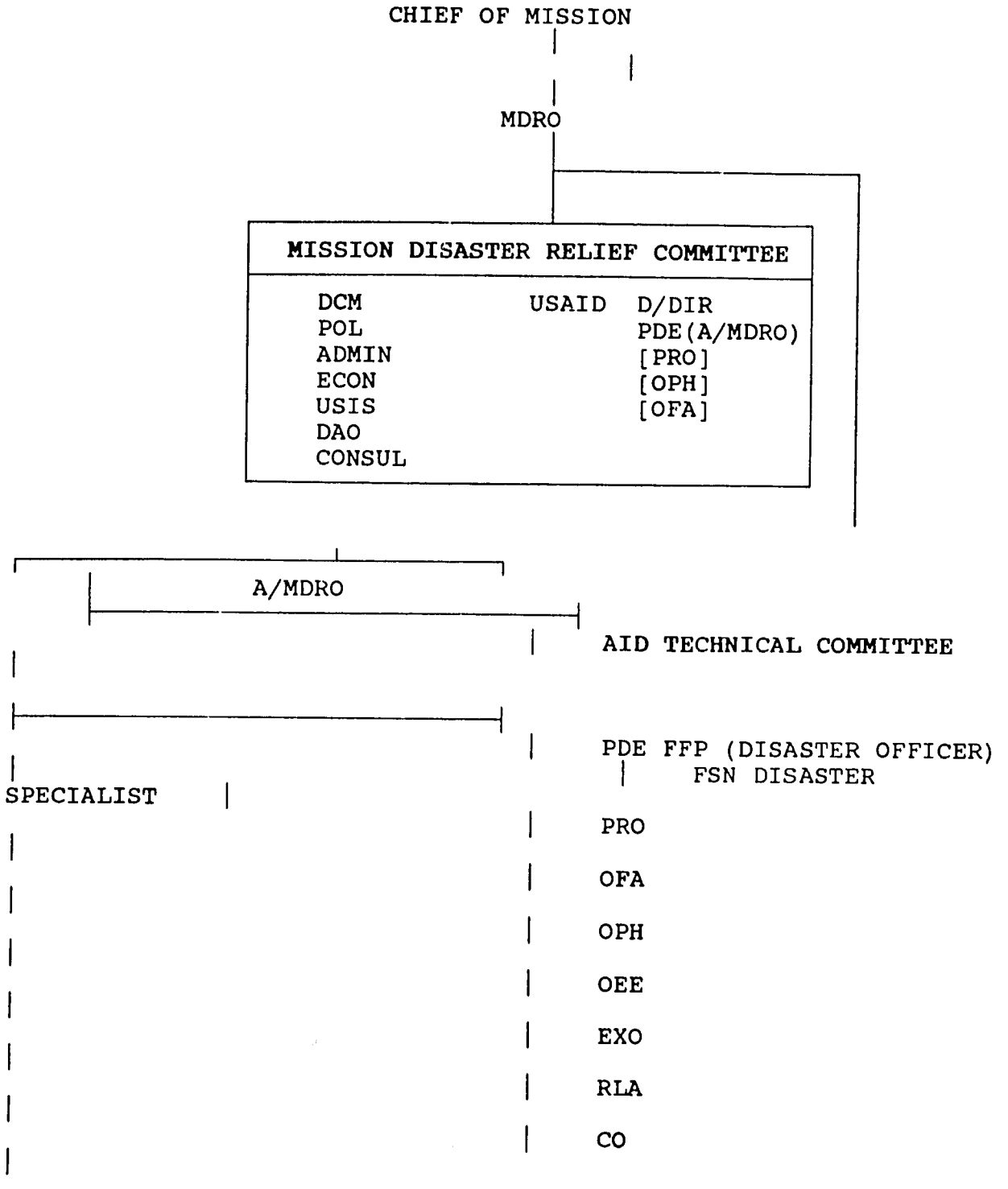
During an actual disaster situation, the COM (or MDRO under the COM's direction) will convene and chair meetings of the MDRC to share information, coordinate information collection about the disaster, and reach decisions regarding recommended response actions. The MDRC is the vehicle for making recommendations to the COM regarding needs and assistance channels. The COM and/or the MDRO may call for meetings of the MDRC at other times as required to discuss elements of the Mission Disaster Preparedness Plan and other disaster matters.

Within USAID, PDE is the staff office responsible for coordinating disaster preparedness. In addition to the Office Director who serves as the A/MDRO, one USDH and one senior FSN have specific disaster responsibilities. Consistent with A.I.D. Handbook 8, PDE drafts the Mission Disaster Preparedness Plan and maintains it as current and ensures that Mission policies, procedures, and manual orders for disaster preparedness are updated. As part of its ongoing responsibilities, PDE maintains general knowledge of the state of disaster preparedness in the country on the part of the BDG, NGOs and other donors, including the organizational structures and procedures in effect to deal with disaster situations and coordinates collection of weather, rainfall and flood information.

During a disaster, PDE, through the A/MDRO, will play an active role in supporting the MDRO by assuming responsibility for day-to-day coordination of AID-financed assistance. The A/MDRO, under the direction of the MDRO and the COM, provides advance notice (where possible) of the likelihood of a disaster, keeps the MDRO apprised of the nature of the disaster and results of assessments of damages and needs, makes recommendations regarding the disaster assistance requirements and channels, and coordinates monitoring by Mission staff (including DAO) of the progress of the response. The A/MDRO also coordinates the preparation of event logs and situation reports, and acts as a general contact person within the Mission during the

FIGURE 1

ORGANIZATION CHART FOR DISASTER PREPAREDNESS
U.S. MISSION TO BANGLADESH



CONT

disaster response, and ensures that final reports of response activities and "lessons learned" are prepared.

The A/MDRO chairs an **AID Technical Committee** (see Figure 1), composed of representatives from each USAID office, plus other members of the Mission as needed and determined by the MDRO. Specific areas of responsibility for disaster assistance which relate to their normal program functions have been assigned to each AID Office (see Section I.A.3., below, for an outline of sectoral tasks). During the disaster, the AID Technical Committee will meet as required to review status reports from contacts; plan and review results from field assessments; discuss assistance requirements and channels; assess the need for help from Mission and contract personnel on a temporary basis; evaluate requests for assistance; assign grant development, reporting and implementation monitoring tasks; review the progress of ongoing assistance; and other disaster assistance tasks. The AID Technical Committee will make recommendations on all these matters to the MDRO for action and/or presentation to the MDRC.

U.S. Mission staff may have to assume additional responsibilities to assist with the assessment of the disaster situation or during the provision of disaster relief assistance. Mission officers will normally be asked to assume responsibilities which parallel their regular sectoral responsibilities (for example, a health officer would help manage a disaster grant in the public health area). However, because of the urgency of disaster situations, all Mission staff should anticipate being assigned temporary disaster responsibilities outside of their normal sectoral areas (for example, for information collection or reporting), as needed and as determined by the COM or the MDRO. (It is important to note that OFDA funding approvals require project proposals, usually submitted in abbreviated form by cable. This imposes a heavy upfront workload and several elements of the USAID staff.)

3. USAID Sectoral Response

The following tables summarize the goals, roles and responsibilities, and major contacts for each sector and technical office within USAID in the event of a disaster. Relevant sectors are food and agriculture, health and nutrition, infrastructure, and economics/enterprise. The intention is to mobilize Mission staff with sectoral expertise to assess damages which relate to that sector, and to support the development and provision of assistance which minimize the disaster's impact on the country's population, economy and infrastructure. In the case of new disaster assistance grants, the MDRO will usually appoint a project officer for each grant. Activities undertaken by CARE will be managed by PDE. Tables are also included for PVO/NGO liaison, and for overall resource management

responsibilities, which are the function of the Program Office. Further guidance on the provision of assistance is included in following sections.

USAID SECTORAL RESPONSE

SECTOR	HEALTH AND NUTRITION
RESPONSIBLE TECHNICAL OFFICE	OFFICE OF POPULATION AND HEALTH (OPH)
RESPONSE GOALS	1. ASSESS HIGHEST PRIORITY HEALTH NEEDS AND DAMAGE TO HEALTH FACILITIES; 2. TO MINIMIZE MORBIDITY AND MORTALITY DUE TO DISASTER-RELATED DIARRHEAL DISEASES AND INCREASES IN ENDEMIC INFECTIOUS DISEASES; 3. TO MINIMIZE DISASTER-RELATED INCREASES IN MALNUTRITION.
ROLES AND RESPONSIBILITIES	1. THROUGH EXISTING SURVEILLANCE SYSTEMS, COLLECT INFORMATION ON THE SITUATION IN THE HEALTH SECTOR; 2. EXAMINE EXISTING PROJECT ACTIVITIES FOR DISASTER DAMAGE AND POSSIBLE RESPONSE CAPABILITIES; 3. MAKE RECOMMENDATIONS REGARDING TYPE AND EXTENT OF ACTIVITIES IN WHICH MISSION SHOULD BE INVOLVED (PROVISION FOR WATER AND SANITATION, TARGETING OF FOOD AID, PROVISION OF ORS AND WPTS); 4. ASSIST MDRC IN THE REVIEW OF REQUESTS FOR ASSISTANCE; 5. SUPPORT NGOS AND BDG IN DELIVERY OF EMERGENCY HEALTH SERVICES; 6. IMPLEMENT APPROVED ACTIVITIES.
CONTACT ORGANIZATIONS	TAF HKI SMC ICDDR,B CARE UNICEF WHO MINISTRY OF HEALTH AND FAMILY PLANNING

USAID SECTORAL RESPONSE

SECTOR	FOOD AND AGRICULTURE
RESPONSIBLE TECHNICAL OFFICE	OFFICE OF FOOD AND AGRICULTURE (OFA)
RESPONSE GOALS	1. TO ASSESS DAMAGES TO AGRICULTURE FOR SHORT AND MEDIUM TERM IMPACT; 2. TO ENHANCE THE AGRICULTURAL SECTOR'S CAPACITY TO RECOVER FROM DISASTERS; 3. TO SUPPORT THE MINISTRY OF FOOD'S ABILITIES TO RESPOND TO A DISASTER EFFECTIVELY, THEREBY MINIMIZING INCREASES IN MALNUTRITION WHICH RESULT FROM DISASTERS; 4. TO MONITOR AND SUPPORT WHERE APPROPRIATE THE PERFORMANCE OF THE PUBLIC FOOD DISTRIBUTION SYSTEM DURING THE DISASTER PERIOD.
ROLES AND RESPONSIBILITIES	1. THROUGH EXISTING SOURCES, COLLECT INFORMATION ON THE STATUS OF THE AGRICULTURAL SECTOR; 2. EXAMINE EXISTING PROJECT ACTIVITIES FOR DISASTER DAMAGE AND POSSIBLE RESPONSE CAPABILITIES; 3. MAKE RECOMMENDATIONS REGARDING THE TYPE AND EXTENT OF AGRICULTURE AND FOOD ACTIVITIES IN WHICH THE MISSION SHOULD BE INVOLVED; 4. ASSIST THE MDRO/MDRC IN THE REVIEW OF REQUEST FOR ASSISTANCE; 5. IMPLEMENT APPROVED AGRICULTURE AND FOOD ACTIVITIES (EMERGENCY FOOD ASSISTANCE, PROVISION OF SEEDS, AND OTHER AGRICULTURAL INPUTS).
CONTACT ORGANIZATIONS	MINISTRY OF FOOD FOOD PLANNING MONITORING UNIT (FPMU) MINISTRY OF AGRICULTURE IFPRI, WFP, CARE, IFDC

USAID SECTORAL RESPONSE

SECTOR	INFRASTRUCTURE
RESPONSIBLE TECHNICAL OFFICE	OFFICE OF PROJECT DEVELOPMENT AND ENGINEERING (PDE)
RESPONSE GOALS	1. TO OBTAIN UPDATED INFORMATION REGARDING THE STATE OF COMMUNICATION, TRANSPORTATION AND PUBLIC SERVICES WHICH ARE DISASTER-AFFECTED; 2. TO PROVIDE SHORT-TERM TECHNICAL. ASSISTANCE TO THE BDG AND NGOS IN THE REHABILITATION OF PUBLIC HEALTH, HOUSING AND RURAL INFRASTRUCTURE.
ROLES AND RESPONSIBILITIES	1. PROVIDE THE MISSION WITH CURRENT INFORMATION ON THE STATE OF THE INFRASTRUCTURE - PARTICULARLY ROADS, RAILROADS, ELECTRICITY/POWER, WATERWAYS AND TELE-COMMUNICATIONS; 2. EXAMINE EXISTING PROJECT ACTIVITIES FOR DISASTER DAMAGE AND POSSIBLE RESPONSE CAPABILITIES; 3. COORDINATE WITH CARE TO ASSURE THE EFFICIENT DISTRIBUTION OF TITLE II FOOD (ONCE APPROVED BY AID/W) TO IDENTIFIED TARGET POPULATION; 4. MANAGE USE OF TITLE II PROJECT (IFFD) FOR OTHER DISASTER ASSISTANCE, INCLUDING SUBGRANTS THROUGH CARE (ONCE APPROVED BY AID/W) TO OTHER NGOS; 5. ASSIST MDRC/MDRO IN THE REVIEW OF REQUESTS FOR ASSISTANCE.
CONTACT ORGANIZATIONS	MINISTRY OF COMMUNICATIONS, PWD, BWDB, REB, MINISTRY OF RELIEF, WFP, UNDP ISPAN NRECA CARE LGEB

USAID SECTORAL RESPONSE

SECTOR	ECONOMICS AND ENTERPRISE
RESPONSIBLE TECHNICAL OFFICE	OFFICE OF ECONOMICS AND ENTERPRISE (OEE)
RESPONSE GOAL	1. TO ASSESS ECONOMIC IMPACT ON THE INDUSTRIAL, FINANCIAL AND COMMERCIAL SECTORS AFFECTED BY THE DISASTER; 2. TO ADVISE ON APPROPRIATE STRATEGIES FOR RECOVERY.
ROLES AND RESPONSIBILITIES	1. PROVIDE THE MISSION WITH THE BEST AVAILABLE INFORMATION ON THE CURRENT STATE OF INDUSTRIAL AND OTHER PRODUCTIVE ASSETS; 2. COLLECT AVAILABLE DATA ON DAMAGES AND COSTS FOR REHABILITATION; 3. ASSESS THE IMPACT OF DISASTER ON INCOMES AND EMPLOYMENT; 4. MAKE RECOMMENDATIONS ON APPROPRIATE STEPS FOR RAPID ECONOMIC RECOVERY.
CONTACT ORGANIZATIONS	MINISTRY OF INDUSTRIES AND COMMERCE WORLD BANK IMF BIDS AND OTHER RESEARCH INSTITUTIONS FSRP, MIDAS, DCC, BANGLADESH BANK, NGOS

USAID SECTORAL RESPONSE

SECTOR	PVO/NGO LIAISON
RESPONSIBLE TECHNICAL OFFICE	OFFICE OF PROGRAM (PRO)
RESPONSE GOAL	1. TO OBTAIN INFORMATION ON DISASTER DAMAGES AND RESPONSE NEEDS; 2. TO FACILITATE THE USE OF NGO/PVO SERVICES IN DISASTER-RELATED REHABILITATION ACTIVITIES.
ROLES AND RESPONSIBILITIES	1. MAINTAIN LIAISON WITH ALL NGOS IN CONSULTATION WITH RELEVANT TECHNICAL OFFICES; 2. IN CONSULTATION WITH A/MDRO, COLLECT SITUATION INFORMATION FROM NGOS; 3. TRACK ACTIONS REGARDING NGO/PVO REQUESTS FOR DISASTER ASSISTANCE GRANTS AND ADVISE REGARDING NGO/PVO CAPABILITIES; 4. MAINTAIN AN UPDATED LIST OF NGO/PVOS WHICH ARE PRE-QUALIFIED TO RECEIVE DISASTER ASSISTANCE GRANTS; 5. REPORT ON NGO/PVO DISASTER RELIEF ACTIVITIES; 6. LIAISE WITH US PVOS, PROVIDE GUIDANCE ON RELIEF DONATIONS.
CONTACT ORGANIZATIONS	ADAB VHSS PACT/PRIP PRE-QUALIFIED NGOS/PVOS NGO BUREAU

USAID SECTORAL RESPONSE

SECTOR	RESOURCE MANAGEMENT AND COORDINATION
RESPONSIBLE TECHNICAL OFFICE	OFFICE OF PROGRAM (PRO)
RESPONSE GOALS	1. TO ADVISE THE MISSION ON THE INTEGRATION OF DISASTER RELIEF ACTIVITIES AND ONGOING DEVELOPMENT PROGRAMS; 2. TO ENSURE MISSION COORDINATION WITH OTHER DONORS IN THE DISASTER RESPONSE; 3. TO ENSURE OPTIMUM UTILIZATION OF MISSION AND OFDA RESOURCES.
ROLES AND RESPONSIBILITIES	1. PREPARE/COLLECT REQUESTS FOR FUNDS FOR TRANSMITTAL TO OFDA; 2. ADVISE ON ALLOWANCE AND MANAGEMENT OF OFDA FUNDS AND SOURCES OF FUNDING; 3. FOLLOW THROUGH OTHER TECHNICAL OFFICES AND CONT ON TIMELY OBLIGATION OF FUNDS; 4. ASSIST IN THE INTEGRATION OF DISASTER ACTIVITIES AND ONGOING DEVELOPMENT PROGRAMS; 5. COORDINATE/INFORM DONORS, BDG AND NGO/PVO COMMUNITY REGARDING DISASTER-RELATED ACTIVITIES AND USG FINANCIAL RESPONSE; 6. MAINTAIN LIAISON WITH OTHER DONORS AND TRACK OTHER DONORS FINANCIAL RESPONSE.
CONTACT ORGANIZATIONS	ERD, WORLD BANK UNDP, NGOS/PVOS

Because of the requirements related to contracting and funds control and accountability, USAID's Regional Legal Advisor, Contracting Officer and Controller's Office also play key roles in the disaster response.

The Regional Legal Advisor provides assistance regarding the legal implications of any relief activities. It will be his/her responsibility to clear on all Action Memoranda for the USAID Director, and Disaster Assistance Grant Agreements.

As the responsible officer for preparation of USAID contracts and grants, the Contracting Officer will advise regarding requirements for preparation and execution of disaster grant agreements and contracts and will ensure that AID regulations are followed in their execution.

The Office of the Controller is responsible for disbursement and funds control for cash grants and payments to contractors. The Controller also reviews financial and accounting systems of NGOs to determine whether they are adequate, and reviews all NGO cash and commodity grants for adequate financial planning and budgets. The Controller will also review the monitoring capacity of proposed intermediaries and assist project officers monitoring disaster assistance activities.

USAID's Executive Officer assists with logistical support during disasters. The Executive Officer will arrange transportation and housing for any TDYers requested by the Mission and/or sent by OFDA. S/he will coordinate clearance of relief commodities with the GSO shipping/customs office.

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART I

MISSION RESPONSE

SECTION B:

RESPONSE CHECKLISTS AND GUIDES

1. IMMEDIATE ACTIONS

Immediately upon receipt of information concerning a disaster or an impending disaster that could result in a Disaster Declaration, the Mission Disaster Relief Officer (MDRO) should be informed, even if outside normal office hours. The MDRO and the A/MDRO will work closely with the DAO as basic information is gathered and initial plans formulated, and will continue to collaborate closely throughout the disaster response.

Depending on circumstances, the MDRO should ensure that the following immediate measures are taken, as appropriate:

* that the COM and DCM have been notified that a disaster has occurred or that an incipient disaster situation exists and that efforts are underway to verify accounts of the situation;

* that all members of the Mission Disaster Relief Committee (MDRC) are notified of the disaster occurrence or the incipient disaster, and that U.S. Mission staff may have to assume responsibilities during the assessment of the disaster situation or during the provision of disaster relief assistance, should circumstances require such measures. Members of the MDRC should then make contingency plans to be available and/or have members of their staff be available for participation in the disaster assessment/assistance effort, as appropriate. Consular office may issue alert message through American Citizen's Warden System.

* that BDG authorities are contacted, as appropriate, to share information received and verify accounts of disaster occurrence as reported to the U.S. Mission. Other sources, as appropriate, should be contacted to verify the disaster's occurrence, location and magnitude. These sources include NGOs or international organizations with facilities in or communication lines to the affected regions.

* that OFDA is notified as soon as the Mission has reliable information from whatever source that a disaster has occurred or that an incipient disaster situation exists. A disaster alert cable should be sent to OFDA and other interested USG agencies even if there are no immediate plans for implementing the Disaster Assistance Authority or other measures under this Plan. Depending on the reported magnitude of the disaster and whether it affects Dhaka, the cable should be sent IMMEDIATE or NIACT IMMEDIATE.

* that the Duty Officer is aware of the situation and that updates are provided to Mission staff.

No assistance may be provided without the COM's Disaster Declaration.

Once the declaration of a disaster has been made, the COM can authorize up to $25,000 for disaster relief without prior approval of the activity by OFDA. (Funds are actually transferred from New Delhi using a rapid access procedure put into place by the USAID Controller.) Most disasters will warrant funds well in excess of this amount. These additional funds can be provided only after specific requests to and approvals from OFDA. Military assistance (not OFDA-funded) has separate authorities and will be coordinated through the DAO.

The following basic checklist shows steps which must be taken when the decision is made to proceed with the Disaster Declaration. It applies to all types of disaster. The MDRO and A/MDRO will coordinate these actions.

( ) 1. Begin log of significant events.
( ) 2. Convene Mission Disaster Relief Committee.
( ) 3. Forward Action Memorandum to the COM for Disaster Declaration.
( ) 4. Cable OFDA with Disaster Declaration and request for fund cite for $25,000.
( ) 5. Convene AID Technical Committee.
( ) 6. Coordinate BDG, NGO, and other donors regarding assessments.
( ) 7. Plan and initiate <u>assessments</u> of damages and needs, sector-by-sector (food, health, agriculture, infrastructure, economy), as warranted.
( ) 8. Assemble preliminary <u>assessments</u> of funding and commodity requirements, and other operational requirements, including logistics and transport, and make preliminary identification of relief channels (usually NGOs).
( ) 9. Prepare funding requests and begin preparation of grant documentation, and ascertain availability of funds. Follow through to signing of grants.
( ) 10. Cable situation reports as appropriate.
( ) 11. Maintain contact with the Bangladesh Military through DAO.

The remainder of this Section includes checklists for each major type of disaster, a sample agenda for an initial MDRC meeting, a list of NGOs prequalified for disaster grants, and a summary of what types of assistance are likely to be needed. More detailed guidance on implementation of disaster assistance is provided in Section I.C., below. Model and sample reporting cables are presented in Section II.C.

2. CYCLONE/STORM CHECKLIST

( ) Review cable traffic for reports from Fleet Weather Center (Guam) on the event.

( ) Contact Storm Warning Center, Bangladesh Meteorological Department (for location, direction, intensity). (telephone 313124, 314388) (fax 319251)

( ) Contact Bangladesh Geological Survey. (telephone: 406201, PBX: 405131-5)

( ) Contact Space Research and Remote Sensing Organization (SPARRSO). (for interpretation of satellite imagery). (telephone 327335) (Fax 813080)

( ) Contact/alert NGOs, especially CARE, and others known to be active in the affected area. (telephone: 814196-9) (fax: 814183)

( ) Contact Disaster Management Bureau of Ministry of Relief, Mr. Akramul Islam, Director General. (telephone: 323852) (fax: 326137)

( ) Contact Control Room, Ministry of Relief (telephone 243126, 240685, 244018, 402128) (fax: 834180) and Bangladesh Red Crescent Society (telephone 400188) (fax: 834701). (to exchange information and inquire about BDG response).

( ) Contact and share information with BDG, other diplomatic missions (donors), UNDP and other international organizations.

( ) Send Disaster Alert Cable to OFDA.

( ) Continue monitoring situation through reliable sources.

( ) If situation warrants, prepare Action Memorandum to the COM recommending that a disaster be declared.

( ) Cable of Declaration of Disaster is sent to OFDA. In cable, if situation warrants, identify the recipient of the funds accessed under the Disaster Assistance Authority. Request fund cite.

( ) Ensure that USIS and DAO are fully briefed and involved.

( ) Follow through with detailed assessment(s) of damages and needs, estimation of funding, commodity and other requirements, and identification of relief channels.

3. **FLOOD CHECKLIST**

Note: Floods usually develop over several days or weeks, in contrast to cyclones that build up quickly and change course without warning.

( ) Contact Flood Forecasting and Warning Division, Bangladesh Water Development Board (for location, river levels, rainfall). (telephone 233118, 231680)

( ) Contact ISPAN (Irrigation Support Project For Asia and The Near East) (to verify and crosscheck information). (telephone: Project Leader, Mr. Keith Pitman, office 884425/881570-2; residence 883727)

( ) Contact Bangladesh Meteorological Department (for location, situation, rainfall). (telephone 313124, 314388) (fax 319251)

( ) Contact Space Research and Remote Sensing Organization (SPARRSO). (for interpretation of satellite imagery). (telephone 327335) (fax 813080)

( ) Contact/alert NGOs, especially CARE and others known to be active in the region.

( ) Contact Disaster Management Bureau of Ministry of Relief, Mr. Akramul Islam, Director General. (telephone: 323852) (fax: 326137)

( ) Contact Control Room, Ministry of Relief (telephone 243126, 240685, 244018, 402128) (fax 834180) and Bangladesh Red Crescent Society (telephone 400188) (fax 834701). (to exchange information, inquire about BDG response).

( ) Contact and share information with BDG, other diplomatic missions (donors), UNDP and other international organizations.

( ) Send Flood Situation Report and Alert Cable to OFDA.

( ) Continue monitoring situation through reliable sources.

( ) If situation warrants, recommend that a disaster be declared, and prepare Action Memorandum to the COM.

( ) Cable of Declaration of Disaster is sent to OFDA. In cable, if situation warrants, identify the recipient of the funds accessed under the Disaster Assistance Authority. Request fund cite.

( ) Advise USIS.

( ) Follow through with detailed assessment(s) of damages and needs, estimation of funding, commodity and other requirements, and identification of relief channels.

4. **DROUGHT CHECKLIST**

Note: Usually slow onset disasters. There may be several months of warning that food shortages due to drought are looming. USAID's OFA's regular contacts will be following conditions that should alert to drought disasters.

( ) Contact Ministry of Agriculture (Mr. Tafsir Siddique, Director (Field), Directorate of Ag. Extension, Khamar Bari, Tejgaon, Dhaka (Tel. 326113, 326054)

( ) Contact ISPAN (Irrigation Support Project For Asia and The Near East). (telephone: Project Leader, Mr. Keith Pitman, office 884425/881570-2; residence 883727).

( ) Contact/alert NGOs, especially CARE and others known to be active in the region.

( ) Contact Disaster Management Bureau of Ministry of Relief, Mr. Akramul Islam, Director General. (telephone: 323852) (fax: 326137)

( ) Contact Control Room, Ministry of Relief (telephone 243126, 240685, 244018, 402128) (fax 834180) and Bangladesh Red Crescent Society (telephone 400188) (fax 834701) (to exchange information, inquire about BDG response).

( ) Contact and share information with BDG, other diplomatic missions (donors), UNDP and other international organizations.

( ) Send Drought Situation Alert Cable to OFDA.

( ) Continue monitoring situation through reliable sources.

( ) If situation warrants, recommend that a disaster be declared, and prepare Action Memorandum to the COM.

( ) Cable of Declaration of Disaster is sent to OFDA. In cable, if situation warrants, identify the recipient of the funds accessed under the Disaster Assistance Authority. Request fund cite.

( ) Advise USIS.

( ) Follow through with detailed assessment(s) of damages and needs, estimation of funding, commodity and other requirements, and identification of relief channels.

5. **EARTHQUAKE CHECKLIST**

Note: Sudden onset disaster, little or no warning. Urban impact likely to be greater than rural.

( ) Contact Storm Warning Center, Bangladesh Meteorological Department. (for information on location, intensity). (telephone 313124, 314388) (fax 319251)

( ) Contact National Earthquake Information Center (Golden, Colorado)(telephone 303-271-0245) and U.S. Geological Surve (telephone 703-648-6060, fax 703-648-4227) (for information on location, intensity).

( ) Contact/alert NGOs, especially CARE and others known to be active in the region.

( ) Contact Disaster Management Bureau of Ministry of Relief, Mr. Akramul Islam, Director General. (telephone: 323852) (fax: 326137)

( ) Contact Control Room, Ministry of Relief (telephone 243126, 240685, 244018, 402128) (fax 834180) and Bangladesh Red Crescent Society (telephone 400188) (fax 834701) (to exchange information, inquire about BDG response).

( ) Contact and share information with BDG, other diplomatic missions (donors), UNDP and other international organizations.

( ) Send Disaster Situation Alert Cable to OFDA.

( ) Continue monitoring situation through reliable sources.

( ) If situation warrants, recommend that a disaster be declared, and prepare Action Memorandum to the COM.

( ) Cable of Declaration of Disaster is sent to OFDA. In cable, if situation warrants, identify the recipient of the funds accessed under the Disaster Assistance Authority. Request fund cite.

( ) Advise USIS.

( ) Follow through with detailed assessment(s) of damages and needs, estimation of funding, commodity and other requirements, and identification of relief channels.

6. RELIEF GUIDELINES

The following guidelines should be used to facilitate Mission response. Although they are not infallible, they are based on years of experience in Bangladesh. They will be useful not only for developing the Mission's emergency response, but also for dealing with offers of assistance that may come from charitable groups not familiar with Bangladesh.

(a) **CASH IS PREFERABLE.** Most of the items that are needed are available locally, and even if they are not, they are likely to be more easily obtained by the grantees who will implement the relief response. So, cash grants are preferable to commodity grants. PL 480 foods already in country are an exception to this rule.

(b) **LIMIT TYPES OF COMMODITIES.** Where commodities are procured by grantees, try to limit them to the items that are most in need. Experience suggests that these are:

* Oral Rehydration Solution (500 cc). Since ONLY Bangladesh produces ORS for 500cc dilution, importation of ORS is unadvisable, as imported ORS is likely to be used improperly.
* Water Purification Tablets (preferably 5 liter silver-based; all supplies should be tested to ensure expiration and potency prior to distribution; ICDDR,B, can assist)
* IV Solution (for treating diarrhea patients), Butterfly needles, Nalidixic and Ampicillin syrup
* P.L. 480 foods already in country
* Seeds, preferably locally procured
* Plastic sheeting, bamboo if available
* Water supply purification/desalination process (contact UNICEF, DPHE)

The importation or local purchase of milk powder is unadvisable because of the associated health risk, particularly for children. Illiterate mothers do not know the correct procedure for diluting the powder and diarrhea and dehydration may result. Reconstitution may also be overdiluted and compromise nutritional intake or be done with non-potable water and subject children to infection.

(c) **WORK THROUGH PRE-QUALIFIED NGOS, ESPECIALLY CARE.** CARE is experienced in disaster assistance in Bangladesh, and has an active disaster preparedness unit, funded by USAID. Its staff posted throughout the country are poised to obtain information and deliver assistance quickly, it has systems for rapid deployment of relief stocks, and it has access to USG food aid resources. Where appropriate, limit the number of individual grants to NGOs, and use CARE to subgrant to other NGOs in Bangladesh. Table 1, attached, shows a list of pre-qualified NGOs.

TABLE 1

PREQUALIFIED NGOS

NGO	CASH	HEALTH COMMODITIES	NON-HEALTH COMMODITIES	AREA
BRAC			X	NATIONWIDE
CARE	X	X	X	NATIONWIDE
CARITAS		X	X	NATIONWIDE
CRWRC			X	JAMALPUR, BOGRA
FPAB	X	X	X	NATIONWIDE
ICDDR, B	X	X	X	NATIONWIDE
IVS			X	NATIONWIDE
PACT	X			NATIONWIDE
PATHFINDER	X	X	X	NATIONWIDE
RDRS	X	X	X	RANGPUR, DINAJPUR
SCF-USA	X	X	X	MANIKGANJ, CTG., TANGAIL, B.BARIA
TAF	X	X	X	NATIONWIDE
WV	X	X	X	MYMENSINGH, CTG., BOGRA, KHULNA, FARIDPUR

X=YES

(d) **KEEP RELIEF EFFORTS AS CLOSE TO REGULAR DEVELOPMENT ACTIVITIES AS POSSIBLE.** The Mission is particularly strong in, and has relatively easy access to NGOs who are strong in:

Food Aid
Health Care, especially Diarrheal Disease Control
Health/Nutritional Assessment/Surveillance
Agricultural Technical Assistance
Infrastructural Assessment
Logistical Support

7. **SAMPLE AGENDA: MISSION DISASTER RELIEF COMMITTEE (MDRC) MEETING**

The MDRC is chaired by the COM or his/her designee, who will normally be the MDRO. Members include, in addition to the MDRO and the A/MDRO, the DCM, a senior USDH officer from POL, ADMIN, ECON, CONSULAR, USIS and DAO, and from USAID, the D/DIR. Office Directors of Food and Agriculture, Population and Health, and Program, and specialized disaster staff from within USAID may be invited to attend as conditions warrant.

Participants (Illustrative):

OFFICE	NAME	EXT	RESIDENCE
Regular			
MDRO	Richard M. Brown	302	883811
DCM	James P. Nach	200	881406
DAO LTC	Steven Robinson	109	881421
POL	Jeff Lunstead	205	884008
ECON	Phillip Carter	151	882585
CONSULAR	Edward Wehrli	270	882542
USIS	J. Michael Korff	794	881468
ADMIN	Paul E. Rowe	232	882107
(USAID)			
D/DIR USAID	Frank J. Young	146	883509
PDE(A/MDRO)	Rosalie A. Fanale	339	883207
Optional			
OPH	William R. Goldman	198	882115
PRO	Karl Schwartz	143	883284
OFA	Kevin Mullally	159	883386
PDE	Herb Smith	196	884414
PDE	Golam Kabir	347	894035

Agenda (Illustrative):

1. Situation Reports (MDRO, DAO, A/MDRO, and others).

2. Disaster Declaration (go/no go decision, assignment to prepare action memorandum and cable, initial relief effort).

3. Assessment of Damages and Needs (task out as required):
   * Sectoral Assessments (health, food, agriculture, infrastructure, economy) by Mission Staff
   * Information from Other Sources

4. Availability of commodities, readiness of NGO community, initial assessment of cash/commodity requirements (task out as required).

5. Logistical Considerations/Petty Cash Requirements.

6. Assignment of other Tasks to AID Technical Committee.

7. Need for Mission Personnel/TDYers/Other.

8. USIS Actions.

9. DAO Actions (need for U.S. military assets).

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART I

MISSION RESPONSE

SECTION C

IMPLEMENTATION OF THE PLAN

MISSION DISASTER PREPAREDNESS PLAN
FOR BANGLADESH

IMPLEMENTATION OF THE PLAN

This section of the Mission Disaster Preparedness Plan outlines the implementation of non-military USG foreign disaster assistance in Bangladesh. Actions will be coordinated by the MDRO and the A/MDRO, within the response framework described in Section I.A. above. Detail on immediate actions has already been provided in Section I.B.

1. Mobilization of the Mission Disaster Relief Committee (MDRC)

At the direction of the COM, the MDRC will mobilize to support USG disaster assistance. In Bangladesh, the work of the MDRC is assisted by the ongoing efforts of a Technical Committee of USAID officers.

When a disaster is imminent, members of the Mission Disaster Relief Committee and the USAID Technical Committee should attempt to familiarize themselves with the situation. Committee members should develop individual contingency plans that will enable them to participate to the greatest extent possible in the assistance effort. Members should consider themselves on stand-by to help with assessment of the disaster situation, determination of relief needs, communications and reporting, development of assistance grants, and in any other manner required for the USG disaster assistance effort. MDRC members should alert members of their staff whose participation in the effort may also be required.

2. Declaration of Disaster and Ambassador's $25,000 Authority

Verification of a disaster situation and preliminary assessment will, if conditions warrant, lead the MDRO to recommend to the COM that a declaration of disaster be made. The declaration of disaster is the official act required to set into motion the provision of official USG foreign disaster assistance.

The COM's disaster declaration will determine that a disaster is of sufficient magnitude and type to warrant USG assistance, that such assistance will be welcomed by and acceptable to the BDG, and that it is beyond the immediate capability of local authorities to respond. Non-military assistance is broken down into two categories: the Ambassador's $25,000 Disaster Assistance Authority, and disaster assistance over and above this authority. Because of the nature of disasters in Bangladesh, rarely will the support provided through the $25,000 authority be adequate to meet the needs.

Once the disaster declaration has been made, the COM can exercise his/her Disaster Assistance Authority (DAA) and provide <u>up to $25,000</u> in cash, supplies or services without prior AID/OFDA/W approval (AID/OFDA is notified via telegram that a disaster declaration has been made and appropriate fiscal data is sought), utilize USG resources, and coordinate use of these resources with those of U.S. voluntary agencies.

The COM's determination of a disaster and his/her intent to exercise the DAA is to be cabled immediately to AID/OFDA/W and S/S-O with information copies to the U.S. Mission to Geneva for UNDRO and LORCS, and to neighboring U.S. Missions. Cables should be sent unclassified if at all possible and should be sent IMMEDIATE or NIACT IMMEDIATE. AID/W/OFDA should also be cabled with details on the emergency, even if plans for exercising the DAA remain pending.

A new or succeeding disaster on top of an ongoing one requires a separate determination and declaration, following which the COM may again commit <u>up to $25,000</u>. There is no limit on the number of disaster declarations which can be made during a fiscal year. If a new disaster occurs in the same area as a previous one, supplies en route or committed for an earlier emergency may be distributed to victims of both disasters, if a second disaster declaration has been made.

The following are illustrative uses of the DAA, in an order of preference which takes into account the Bangladesh setting:

1. a cash donation to the BDG or international relief organization, or to voluntary agencies engaged in relief operations; (Note: The custom in this Mission has been to turn the $25,000 check over to the head of government's relief fund, i.e., Prime Minister's Relief fund.).

2. purchase of supplies and equipment locally, or, secondarily, from nearby U.S. Missions and/or a request that OFDA procure them in the United States, and handover to one of the entities in (1) above;

3. a request that DAO locate and arrange for supplies, equipment or services (this should only be done after first seeking assistance from OFDA, which often has information on a better, quicker or less costly source); and

4. reimbursement to other USG agencies for the expenses of medical or technical personnel utilized in the disaster assistance effort. Requests for such services should be made to OFDA, which will make necessary arrangements with the appropriate agency in the United States (not generally recommended in Bangladesh).

The COM cannot exercise his/her DAA for disaster assistance to a country outside his responsibility. If he responds to requests for materials and services from a U.S. Mission in a neighboring stricken country, this assistance is chargeable against the authority of the requesting Mission.

3. Assessment of the Situation -- Damages and Needs

At all times during a disaster, there is an inexhaustible need for thorough and accurate information to be used as the basis for decisions concerning official USG disaster assistance. Early damage reports are frequently misleading or inaccurate and it is often necessary to carry out independent assessments of the situation. Proper assessment is required to prevent under- or over-reaction to the disaster, especially when it appears that funds in excess of the initial $25,000 will be required. Members of the Mission Disaster Relief Committee and the USAID Technical Committee may be called upon to assist in the survey of the disaster situation, including on-site inspection, and assessment of the needs of the victims.

Decisions regarding the timing and content of assessments will be made through the MDRC structure. Generally, assessments are broken down along sectoral lines: food, health, agriculture, infrastructure, and economic. While the role of U.S. Mission staff in surveying a disaster situation will tend to parallel normal sectoral responsibilities, this will not always be possible. Members of the MDRC and other U.S. Mission staff will also help the MDRO and A/MDRO prepare and file the initial situation reports on the disaster situation.

The size of the assessment operation will depend upon the extent of the disaster. Even if only a small area is affected, a first-hand assessment is preferable to total reliance on secondary sources. A brief assessment can probably be carried out by the MDRO and A/MDRO and the Mission's disaster specialists, and lead directly to recommendations for assistance. Following a more catastrophic disaster, such as a major cyclone affecting many thousands of persons, a much more thorough assessment will be required to inform decisions regarding the level, types and delivery channels for relief. The assessment of damages and needs can also be used to begin planning for long-range rehabilitation and reconstruction.

Mission officers, including technical and disaster experts, will travel to the disaster site to observe conditions, talk with victims and confer with local officials and relief agency personnel. Visits should occur, when possible, with appropriate officials from the BDG, and, when appropriate, with voluntary agency officials or AID contractors. Information should be gathered as rapidly and in as much detail as possible. The rapid assessment forms included at Section II.D. can be used as a guide

for sector-specific field assessments of food, health, agricultural, infrastructural and economic damages and needs.

First-hand reporting can be augmented with additional, indirect sources of information. There are several types of indirect sources: (1) BDG disaster-related officials, including the Ministry of Relief and other Ministries with which the Mission has regular contact, local government officials, and the Bangladesh Red Crescent Society; and (2) secondary surveys by non-governmental organizations (local and international) which have field-based programs; (3) international organizations (WHO for health information, FAO and WFP for food and agriculture information, WMO for weather reports, and UNDP/UNDRO/UNICEF for general information), and other donor missions; and (4) commercial interests with operations in the affected area and commercial suppliers who would know the local availability of shelter, materials and fuel. The Mission has access to ongoing nutritional surveillance in disaster prone regions through a grant to Helen Keller International (HKI). HKI data should assist in better targeting of food aid and other forms of relief. Also helpful will be reports available within USAID on food stocks, health facilities, infrastructure, and economic indicators. This information will be most easily accessed through representatives on the USAID Technical Committee.

Occasionally, there will be a need for outside assistance with the assessment. OFDA staff members or specialists known to, or on contract with, OFDA can be made available in some cases to conduct field surveys and review secondary information. U.S. Mission staff should participate when this method is employed. Normally, only more serious disasters would warrant such an undertaking. Rarely, Disaster Area Survey Teams (DAST) can be supplied by the U.S. military. Detailed information on the uses and limits of a DAST operation can be found in AID Handbook 8, Appendix D. Requests for DAST operations are handled by OFDA, which also provides funding for the costs of operation.

4. Additional Foreign Disaster Assistance

The assessment of the disaster situation will often lead to a determination by the COM that assistance in excess of the $25,000 Disaster Assistance Authority is warranted and appropriate. Such assistance is normally provided through OFDA. Requests for additional USG assistance are to be submitted by cable or telephone to AID/OFDA/W for approval. These requests must identify the types of assistance required (funds, commodities, and services and their intended use) and the resource channels the Mission will employ to reach disaster victims. If requests for additional assistance are made by telephone, written confirmation must follow to provide control for Washington-based actions.

So far as possible, recommendations for additional assistance should be based upon on-the-spot observation of damage and assessment of relief needs. Larger relief programs will require more precise assessment of the situation. Recommendation for additional assistance should take into account the ability of the country to help the victims from its own resources, the acceptability of USG assistance, and contributions or commitments made by other nations, international organizations and voluntary agencies. Unrelenting efforts should be made to encourage the participation of other donors and country self-help. Preference is given to supplies, commodities and/or services not readily available from the BDG or local government authorities, and not provided from other donor sources.

Historically in Bangladesh, the most efficient way to provide assistance is to obtain funds from OFDA for grants to non-governmental organizations which are then used to purchase commodities or services. PL 480 food resources are also important and are usually provided from stocks already in-country, through CARE's ongoing Title II program. The best source of disaster relief commodities is usually from local markets or vendors. Supplies purchased in-country, or at least in the region of the disaster, tend to be more readily acceptable to the victims and most inexpensively and expeditiously channeled to the recipients. Contacts should be made with local suppliers directly or through NGOs who will be used as relief channels to determine quality, quantity, cost and appropriateness of supplies or services. Purchase of relief supplies locally can have the added benefit of stabilizing or bolstering the economy during disaster situations. The Bangladesh Red Crescent and international organizations such as WFP may have commodities or services available which the Mission can access.

Any request for OFDA to provide commodities or services should be made only after a determination of non-availability through local commercial channels or USG or U.S. private resources in Bangladesh (Food for Peace commodities, U.S. non-governmental organization supplies, ongoing AID projects, etc.). Such requests should give enough detail on each item to permit expeditious procurement. If possible, cost estimates should be provided. If the request is for medical supplies, the request should be evaluated by qualified USG professionals on the scene before a firm requirement is submitted to OFDA. In cases where specialized technical assistance or services are requested by the BDG, before final procurement requests are submitted to OFDA, USG officials should take necessary steps to determine need and appropriateness. Careful consideration is required before requesting costly assistance measures such as diversion of U.S. military equipment or the airlifting of food. Maintenance requirements must be considered in procurement of vehicles or equipment.

5. Relief Channels

Non-Governmental Organizations

The decision to involve prequalified non-governmental organizations in disaster relief is based on a number of factors. NGO financial strength, experience with USAID accounting standards, the ability to raise additional money, administrative expertise, the availability of qualified counterpart organizations, and experience in Bangladesh are critical determinants in relief efforts. Each of these factors bears heavily on the likely degree of success of NGO efforts. NGOs often have access to resources such as foodstocks, transport capability, local staff in the disaster region, communication links, tools, seeds and other commodities.

Through its ongoing AID-funded project, CARE/Bangladesh has established a disaster preparedness unit, has trained its staff in disaster preparedness, and has developed detailed disaster preparedness plans. CARE has performed well in the past in the delivery of relief, and will be developing more comprehensive systems for prepositioning supplies. CARE has access to Title II food which can be diverted, with the proper approvals, to relief needs in a disaster situation. Several other NGOs in Bangladesh have abundant disaster-related experience, and will have a general idea of the types of assistance they can render following a disaster. Early on in planning the response, Mission staff, through the committee structure, should contact NGOs, especially CARE, to determine their resources available and willingness to assist.

USAID/Bangladesh currently has a process for Pre-Qualification of NGOs, which allows significant time to be saved in awarding disaster grants. The procedures for pre-qualification are covered in USAID Manual Order 300-6 (see Manual Orders Section F). Currently pre-qualified NGOs are shown in Section I.B. In addition, USAID has prepared and circulated to NGOs an "NGO Guide to Disaster Assistance Agreements" which can be used by them to develop and manage disaster relief activities (included at Section II.E.).

Overall management burden on the Mission is a consideration in developing assistance channels. Where possible, it is preferable to limit the number of individual grants to a few NGOs, some of which may be called upon to subgrant to other, smaller NGOs. CARE is in the process of developing the capability to subgrant, and should be called upon to do so where this is appropriate. (See the Disaster Assistance Grant Agreement Procedural Guide, USAID/Bangladesh Manual Order 300-6, for further detail on preparation of disaster assistance grants.)

Utilization of PL-480 Title II Foods

The U.S. Mission in Bangladesh can utilize the resources provided through the PL-480 Title II program during disaster situations after a determination is made that external food assistance is required to meet urgent needs arising from the emergency situation. This will involve working with CARE, the Title II Cooperating Sponsor in Bangladesh. These commodity grants may be used to effect needed rehabilitation projects and to eliminate or alleviate conditions contributing to future recurrences. Free distribution to the victims can be permitted until such time as work projects can be developed, if such measures are supported by the BDG. If Title II foods available in Bangladesh are to be diverted to the disaster assistance effort, AID/Washington must approve ahead of time the use of these stocks for the emergency program.

U.S. Mission Actions

Certain disasters may require more direct involvement by U.S. Mission and staff in obtaining relief goods or providing services.

The U.S. Mission often has assets available for disaster relief assistance. Assets can include supplies, equipment or commodities intended for normal USAID programs, which could be made available to NGOs. It may be necessary to make arrangements to borrow from existing stores and later replenish them from disaster funds. It is worth asking for offers of no charge, reduced price, or transport costs only from suppliers or transporters.

Mission transport and communication facilities can be employed to support USG officials involved in disaster relief assistance operations. Individual officers of the Mission may have particular skills or experience pertinent to administering certain aspects of the disaster relief efforts. FSN employees throughout the Mission provide an invaluable resource in collecting and tabulating local information of all types and in providing guidance for local procurement of commodities and services.

OFDA Stockpiles

The OFDA maintains four strategic stockpiles of disaster relief supplies at various locations around the world. Of these Singapore and Guam are of greatest potential value to relief efforts in Bangladesh. The stockpiles are normally equipped with tents, cots, blankets, cooking utensils, tools, pumps, potable water tanks, and other items used in relief and rehabilitation efforts. OFDA issues regular updates on the inventories of the stockpiles and can, at any time, provide exact information on

item availability as well as specific instructions for the release and transport of stockpile items.

All matters concerning procurement and release of materials in the stockpiles are controlled by OFDA, and any request directly to the military or commercial authorities at stockpile sites only confuses and delays delivery of needed items. If, during the actual provision of disaster supplies, items are procured from the OFDA stockpiles, quantities ordered should reflect only actual or anticipated needs of the victims as stocks are based on anticipated needs of more than one disaster. In the case of large disasters which might deplete supplies of the stockpiles, OFDA will then meet relief requirements from the United States or elsewhere. Accountability and logistical requirements and adequacy of relief channels must be taken into account before requesting access to stockpiles.

Logistical Factors

A number of logistical factors can present severe impediments to the efficient and effective delivery of disaster relief. As part of the assessment and resource analysis efforts, and during the actual provision of relief supplies and services, the Mission will have to determine, directly or through NGOs or other contacts, the adequacy of port facilities (sea and air), storage facilities, vehicles to be employed, road/rail/waterway networks, customs and duty laws applicable, and managerial capacity of consignees.

Illustratively, information on air or sea port facilities would include: size and capacity for types of ships/planes; turn-around fuel availability; lighting and hours of operation; maintenance; and storage facilities. Information on vehicles should include: number, types, capacity, ownership, availability, fuel type and availability, maintenance provided, commercial hauling rates and availability of drivers. Mastery of logistical factors is crucial for avoiding bottlenecks in the delivery of relief supplies and services and for avoiding unnecessary costs and wastage in their delivery.

Coordination with BDG and Other Donors

During all phases of the disaster situation, including the procurement and provision of supplies and services, it is important that effective coordination with BDG disaster authorities, PVOs, and other donors from the international community be maintained. Such coordination is necessary to ensure that the needs of the victims are being met.

6. Allowance of Funds

Normally, disaster assistance funds are obligated in the same manner as other program funds allowed to the USAID. Obligating documents are usually prepared and signed by USAID.

In most cases, AID/W Financial Administration/Financial Management/Accounting Department (FA/FM/AD) will be responsible for providing disaster assistance funds obligated by the Mission. As soon as an obligation is executed in the field, including the $25,000 special authority, FA/FM/AD is notified by cable of the obligation. After funds are allowed to the field, USAID has accounting and reporting responsibilities for them. Disbursements are generally made by the USAID, but can be made in AID/W. If USAID disburses against an AID/W allowance, it advises AID/W via the Advice of Charge procedure. The reverse is true of AID/W disbursements made against funds allowed to USAID.

7. Accountability and Internal Controls

The COM has the overall responsibility for monitoring the distribution and use of relief supplies to ensure that they reach the intended disaster victims. The Director of USAID/Bangladesh, who also serves as MDRO, has approval authority for OFDA-funded grants, and serves as guarantor that accountability is maintained for all A.I.D. disaster assistance provided (including funds, commodities, etc.) and that reporting requirements are met. In order to ensure accountability, careful attention should be given to the following items by the responsible Mission Disaster Relief Committee or AID Technical Committee members.

* All cost estimates submitted by implementing agencies for disaster assistance must be adequately reviewed. This review should include: verifying on sample basis, the actual need for the requested assistance; independently verifying the reasonableness of the costs for any commodities being provided; and verifying that the mathematical extensions of unit prices and quantities included in the estimates are correct.

* All materials or commodities acquired must be adequately monitored. This monitoring should be at a level which will ensure that: the number of items purchased does not exceed the number of items approved for purchase; the items purchased for specific locations are actually sent to and used at those locations for approved purposes; and any excess materials and/or commodities are disposed of properly.

* Short-term rehabilitation funds are not used to finance regular long-term development activities. In this regard, Chapter 1 of AID Handbook 8 requires that particular attention be paid to the concepts of emergency disaster relief, short-term rehabilitation assistance, and long-term rehabilitation because the funding authority differs in each instance. AID Handbook 8 states that long-term rehabilitation is subject to normal AID programming procedures and cannot be funded from disaster assistance funds. The Handbook specifically states that short-term rehabilitation funds are not intended to supplement long-term development or technical assistance projects (See Section III.A. for definition of terms).

* Requests for assistance must be critically reviewed to ensure that they cover only short-term benefits to disaster victims. Any requests which will provide long-term benefits (such as a factory or other such facility which did not exist before the disaster) should not be approved using short-term rehabilitation funds. Emergency relief funds should be monitored to the extent necessary to ensure that such funds are used for purposes intended by Agency Regulations for such use and within the allowed time period.

* The source of donated food commodities must be publicized at the recipient level in accordance with Agency Regulations. With this regard, AID Regulation 11, Handbook 9, requires that during the distribution of food commodities by Cooperating Sponsors [non-governmental organizations], to the maximum practicable and with the cooperation of the host government, these Cooperating Sponsors shall give adequate public recognition in the press, by radio and other media that the commodities have been furnished by the people of the United States. It further requires that at distribution centers cooperating sponsors, to the greatest extent feasible, shall display banners, posters, or similar items which shall contain such information.

* The publicity requirements are contained in AID's Title II Agreements with Cooperating Sponsors. These requirements should be emphasized in memoranda approving food commodities for disaster assistance. Monitoring should then be done at the recipient level to ensure compliance with the publicity requirements.

Individual Mission staff will be held accountable for implementing internal control procedures to ensure that the above procedures are satisfactorily carried out, as appropriate, for

all categories of disaster relief provided. Such procedures, and their implementation, must be documented in enough detail to satisfy an independent reviewer that accountability for disaster assistance was met.

8. Compliance with AID Regulations

AID Regulations governing USG Assistance Programs also apply to Foreign Disaster Assistance to the extent that they are not over-ridden by specific authorities or otherwise exempted for AID Regulations.

9. Reporting Requirements (See Section II.C. for sample/model cables)

The Office of U.S. Foreign Disaster Assistance requires as much timely information with specific detail as possible during all phases of the disaster. Information provided by the Mission forms the basis for disaster assistance authorizations and assists OFDA in procuring supplies, equipment and personnel needed in the stricken country. From information received by the Mission, OFDA prepares situation reports which receive widespread dissemination to other State and AID offices, other federal agencies, U.S. voluntary agencies, international organizations, and many members of Congress.

Reports should not be classified. When classification is unavoidable, the classified section should be identified clearly so that the balance of the report can be used without restrictions, or, alternatively, the classified portions should be transmitted separately.

To ensure timely reporting, the MDRO should preferably assign one officer the primary responsibility for collecting and transmitting reports. This may become a full-time job at the height of disaster response periods.

Disaster Alert Cable

As previously outlined, a disaster alert cable should be sent to OFDA as soon as the Mission has basic information from whatever source that a disaster has occurred or that an incipient disaster situation exists.

Declaration of Disaster

The declaration of disaster under certain circumstances may be combined with the disaster alert cable. However, the declaration of disaster is normally sent when there is good reason to believe that the host government will be requesting U.S. disaster relief assistance or a formal request has been already received by the Embassy, or that the assistance responds to needs articulated or

concurred in by the government. The declaration of disaster will frequently include plans for implementation of the COM's $25,000 Disaster Assistance Authority.

Disaster Situation Reports

The MDRO should send OFDA consecutively numbered cables (daily during the Emergency Phase, if the magnitude warrants) which are situation or interim reports giving all aspects of the situation: damage, number of victims, BDG relief efforts, U.S. Mission Relief efforts, other donors' assistance measures, remaining critical needs, etc. These reports should be cabled IMMEDIATE or NIACT IMMEDIATE, depending on the information. Disaster Situation Reports are routinely copied to the U.S. Mission in Geneva.

Final Disaster Report

The MDRO should send a final disaster summary report for each declared foreign disaster in which the USG provided assistance. These reports are to be submitted as soon as the emergency and rehabilitation phases are considered over, usually within 60-90 days after the occurrence of the disaster. These reports should be cabled IMMEDIATE.

10. Audit Rights

Foreign Disaster Assistance is subject to the same audit rights as other types of U.S. assistance. Such audits as deemed appropriate by AID will be conducted by the AID Inspector General/Audit. The U.S. General Accounting Office (GAO), under the legislative branch of the USG, may also conduct such audits as it deems appropriate.

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART II

REFERENCE MATERIALS

SECTION A

EMERGENCY SHORTLISTS/KEY CONTACTS

EMERGENCY SHORTLISTS
U.S. Embassy Dhaka - 884700-22

Name	Office/Ext	Residence
David N. Merrill, AMB	200	884701
James P. Nach, DCM	201	881406
LTC Steven R. Robinson, DAO	102	881421
Daniel R. McCarthy, RSO	228	883275
Jeff Lunstead, POL	205	884008
Paul E. Rowe, ADMIN	232	883018
Phillip Carter, ECON	151	882585
Marine Post 1, JAO	252	882503
Edward J. Wehrli, CONS	270	882542
J. Michael Korff (USIS), PAO	862550-4/794	881468
Robert J. Dupalo, GSO	831891-2/100	882257

U.S. Agency for International Development-Dhaka

Richard M. Brown, DIR/MDRO	302	882272
Frank J. Young, DD	146	883509
Philip J. Buechler, EXO	209	883145
Rosalie A. Fanale, PDE/MDRO/ALT	339	883207
Gary Robbins, PRO	798	881443
Alexander Newton, RLA	360	884497
Thomas J. Walsh, CONT	782	883195
William R. Goldman, OPH	198	882115
Stuart Callison, OEE	348	883465
Kevin Mullally, OFA	159	883386
Alvera Sweet, CO	309	883830
Herbert B. Smith, PDE/MDRO/Alt	196	884414
Golam Kabir, PDE/FSN/Dist.Spl	347	894035

Prequalified NGOs

Dr. Salauddin Ahmed, BRAC	600161-4	891845
Edward Brand, CARE*	814195-8	813185
Nancy Blum, CARE	814195-8	814310
Jeffery Pereira, Caritas	402407	610172
Ms. Nancy Tenbroek, CRWRC	815076	881119
Mokarram H. Chowdhury, FPAB*	416134-6	311737
Prof. Demissie Habte, ICDDR, B*	601411/883031	600034/
Dr. Bilquis Haque, ICDDR, B	601411/883031	883963
Mr. Abdul Matin, IVS	600929	811322
Mr. Saiful Islam, Pathfinder	326965	319968
Dr. Allen N. Armstrong, RDRS*	816184-5/310101-3	601385
Tom Krift, SAVE (USA)*	317454	603351
Nick Langton, TAF*	811229-31	883047
James Hilton, WV*	315191-5/813391	812850

* Pre-qualified for cash grants

Name	Symbol	Office/Ext	Residence

Other NGOs

Mr. Parimal Kumar Roy, ADAB	324162-3	
Dr. Martin W. Bloem, HKI	813310	883055
Richard Holloway, PRIP/PACT	324091	315693
A.S.M. Akram, Red Crescent/VHSS	402040	505920
Mr. Anisur Rahman Chowdhury/VHSS	812962/815755	

Other Donors

Christopher Kenna, Australia (AHC)	600091-5	
Brian Proskurniak, Canada (CIDA)	607071-6	
K.K. Neilsen, Denmark (DANIDA)	881799	885635
Mrs. Else da Costa-Geke, Netherlands	Emb 882715-7	601298
Mr. Reidar Kvam, Norway (NORAID)	602304/603091	605041
Sylvia Islam, UK (ODA)	600133-7	
Peter Walde, Switzerland (SDC)	605618/600579	
Bo Sundstrom, Sweden (SIDA)	884761-4	602967

Multilateral Organizations

Ms. Eimi Watanabe, UNDP	310370/310381-9
Mr. Michale Constable, UNDP	
Gaston Eyben, World Food (WFP)	813147/315125-9
Christopher Willoughby, World Bank (WB)	861056-69
A.N.A. Abeyesundere, WHO	864653-560182-6
Dilawar Ali Khan, UNICEF	500180-660050-3
S.K. Alok, UNFPA	509315/509675/ 606690
M. Fortier, Red Cross(Geneva)	834701/400188-9
A.U. Siddiq, EEC	884730-2/607016

Office of Foreign Disaster Assistance (OFDA)

Director, OFDA, Dayton Maxwell (Acting)	(202) 647-8924 (24-hour number)
Deputy Director, Dayton Maxwell	(202) 647-5717
Operations Support Division	(202) 647-7335
Office of Asia and Pacific Region	(202) 647-8477
Greg Gottlieb (Bangladesh response desk)	
Raymond P. Dionne, Bangladesh prep. desk	(202) 747-5046 H(301) 654-1740
Press Office	(202) 647-7539
PVOs Coordinator	(202) 647-5046
Disaster Situation Reports	(202) 647-7434
OFDA Duty Officer - State Operations	(202) 647-1512 (24-hour number)

FAX: (202) 647-5269 Panafax (Automatic)
Telex: 710-822-1975 (Washington, D.C. FDCC)

Other Important U.S. Contact Points

DOD Director of Humanitarian Assistance	(202) 695-7164
National Hurricane Center	(305) 667-3108
NOAA Satellite Analysis Branch	(301) 763-8444
USGS National Earthquake Information Ctr.	(303) 236-1500
Naval Oceaography Command Center (NAVOCEANCOMCEN)	CABLE ADDRESS
Fleet Numerical Oceanography Center (FLENUMOCEANCEN)	CABLE ADDRESS

Other Important A.I.D. Contact Points

David Joslin, Director, Office of Food for Peace		(703) 351-0106
	FAX	(703) 351-0154
David Fredrick Bangladesh Desk		(202) 647-9631
	FAX	(202) 647-7368

Other Important In-Country Contact Points

Courier Service	TWS	
230592/259850		
Home Bound Packers	DHL	
607972/600710		
Hotels	Sonargaon	812011-5
	Sheraton	863742-9
	Purbani	864926-30
Airlines	British Airways	861091-4
	B. Biman	240151-61

Emergency Numbers (Dhaka)

Fire Brigade		233333-7
Police Control Center		509922-4
Overseas Calls U.S. & all others		832359(Bk)
		402199(Inq.)
Medical Services	Lawrence Hill, M.D.(Emb. RMO)	883382
	Maureen Brand,R.N.(Emb. Nurse)	883432
	Monowara Hospital	400358/72
		402122/412703
	S.M. Monirul Haq	811404 Res.
	(Eye Specialist)	814696 Off.
	Mostafizur Rahman	832746 Res.
	(Eye Specialist)	403238 Off.
	Dr. Wahab (General)	881454
	Zaman's Clinic	601962/602352
	Dentists:	
	7th Day Adventist	882529/602845
	Johnson's Clinic	604415

Government of Bangladesh

Ministry of Agriculture

Honorable Major Gen. (Retd) M. Majidul Haq	Minister	834414/404282
Mr. A.N.M. Eusuf	Secretary	832137/404273

Ministry of Defense

Honorable Begum Khaleda Zia Prime Minister(In-charge)		815100/882411
Mr. Md. Hasinur Rahman	Secretary	816955
Mr. Md. Akhtar Hossain Khan	Joint Secretary	817041

DAO Contacts Appropriate Branches of Bangladesh Military

Ministry of Food

Honorable Mir Shawkat Ali	Minister	836077/244106
Dr. Tawfiq-e-Elahi Chowdhury,	Secretary	832186/241526

Ministry of Health & Family Welfare

Honorable Chowdhury Kamal Ibne Yusuf	Minister	832412/832240
Honorable Sirajul Huq	Deputy Minister	865515
Mr. Syed Shamim Ahsan	Secretary	832079/244449

Ministry of Planning (External Resources Div)

Mr. Lutfullahil Majid	Secretary	812641/310219
Mr. Saadat Hussain	Addl. Secretary	812684

Prime Minister's Secretariat

Dr. Kamal Siddiki	Secretary to the Prime Minister	811280

Ministry of Relief

Honorable Harun-al-Rashid	State Minister	416369/832060
Mr. M.A. Hakim	Secretary	833741/244582
Mr. M. Amin Ullah	Joint Secretary(Relief)	831276
Mr. A.Z.M. Hossain Khan	Joint Secretary (FFW)	831592
Md. Shafiqul Islam	Director General, DRR	864954 direct 242749/244614

Disaster Management Bureau

Mr. Akramul Islam,	Director General	323852

Space Research and Remote Sensing Organization (SPARRSO)

Dr. Abu Abdullah Ziauddin Ahmed, Chairman	815863
Dr. A.M. Choudhury, Director (Research)	327335

Storm Warning Center

Mr. A.M.M. Sajedur Rahman, Dep. Director	313124/314388

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART II

REFERENCE MATERIALS

SECTION B

BANGLADESH GOVERNMENT DISASTER ORGANIZATION AND WARNING SYSTEMS

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

BANGLADESH GOVERNMENT DISASTER ORGANIZATION AND WARNING SYSTEMS

It is important to understand the basic organizational structure established in Bangladesh to deal with disaster assistance, even though the U.S. Mission, as well as other donors, customarily provide the bulk of their assistance through non-governmental channels. Information exchange continues between the U.S. Mission and the BDG throughout all stages of the disaster. In addition, the systems established by the BDG for cyclone and flood warning are particularly effective and are described in some detail below.

Basic Organizational Structure

The Ministry of Relief (MOR) is responsible for the administration of emergency relief supplies. It is also officially charged with coordination of all Government of Bangladesh activities related to disaster relief, as well as those of the international and voluntary agencies and bilateral donors. Relief activities are, at least in theory, supposed to follow the "Standing Orders for Flood, 1984" or "Standing Orders for Cyclone, 1986," but many aspects of these standing orders are inconsistent and/or outdated, and they need revising. Despite the official role of the MOR, ad hoc special coordinating arrangements, superimposed on the MOR structure, have been the rule rather than the exception in the case of major disasters. The most recent example is that of the 1991 cyclone, in which the Prime Minister's Office, supported by the Cabinet Office, provided overall coordination. Currently, a UNDP funded project aimed at strengthening BDG institutions has been initiated. Under the project the Disaster Management Bureau (DMB) has been established within the Ministry of Relief. As envisioned, the DMB will become the focal point for BDG disaster preparedness. The DMB will be supported by high level inter-ministerial committee structure that ensures coordinated BDG relief efforts.

In addition to the MOR, many other line Ministries are active in relief assistance (for example Health, or Local Government). The Ministry of Finance, ERD, and the Ministry of Food also play important roles. Even during times of relatively minor disasters, the Bangladesh military is called in by the Prime Minister to assist. Experience has shown that the military is well-organized to provide disaster assistance and it has performed rather well, given its equipment limitations. Government administration at the district, thana and union levels work in collaboration with the MOR in the provision of relief, and are active in assessing relief needs and mobilizing and

overseeing local relief efforts immediately after the disaster. Members of Parliament also are active in their home districts.

The MOR operates an emergency operations center (or control room) in Dhaka. A radio network connects the operations center with district and thana headquarters throughout Bangladesh. This network, normally used for administrative purposes, doubles as a warning alert system. The Storm Warning Center (see below) issues a set of warning messages down to the thana level. Local authorities are responsible for publicizing the warning throughout the region by use of bullhorns, sirens and other means at their disposal. Special bulletins are regularly broadcast by all of the stations of Radio Bangladesh. The broadcasts are repeated hourly, half-hourly, or at shorter intervals depending on the situation. River ports are warned for the safety of river craft using inland waterways. Port warnings are also given by radio and flag signals.

The Bangladesh Red Crescent Society is jointly administered by the MOR and the Red Cross. From its headquarters in Dhaka, including warehouses with some relief supplies, the Bangladesh Red Crescent Society operates its Cyclone Preparedness Program. Officials maintain contact with about 20,000 volunteers stationed in districts within the cyclone belt. Officials supervise the volunteer warning system, the training of volunteers, and maintenance of all equipment. Volunteers at the thana level are divided into village units of trained volunteers. These units are responsible for warning, first aid, evacuation, reporting and shelter. Their equipment consists of megaphones, transistor radios, mechanical sirens, and first aid kits. The central staging areas at Barisal and Chittagong have speedboats, jeeps, motorcycles, and LCT (Landing Craft with Tracks).

Meteorological Services and Warning Systems

The Bangladesh Meteorological Department (MET) and its Storm Warning Center is the principal source for information on weather conditions. Through a network of 35 stations around the country, it records and transmits data on rainfall and wind conditions daily. It issues 24 hour forecasts every four hours, 7-10 day forecasts, and a one-month forecast on the second working day of each month. It is important to maintain contact with the MET between the months of April and November, as it issues cyclone and storm warnings, rainfall predictions, and rainfall reports. In addition to the MET, the Bangladesh Water Development Board (BWDB), in addition to the MET, maintains 300 rainfall data platforms, of which 40 have telegraphic contact with Dhaka. The Flood Forecasting and Warning Division of BWDB issues daily reports on the river situation and forecasts for the next 24 hours.

The Space Research and Remote Sensing Organization (SPARRSO) is the BDG unit responsible for gathering satellite images. It has the capacity to track cyclones, estimate damage to crops within hours of a flood or cyclone, or analyze rainfall data. Besides its access to weather satellites, it collects rainfall data from 10 platforms. SPARRSO computers can create images of the country as a whole or of a particular district.

Additional and very important sources of weather information are the U.S. Fleet Numerical Oceanography Center (FLENUMOCEANCEN) in Monterey California, and Naval Oceanography Command Center (NAVOCEANCOMCEN) in Guam, which cable regular warnings of storms approaching the country to the Embassy through the military channel. This information is shared with the MET and SPARRSO.

Cyclones

Cyclone warning systems are fairly well developed in Bangladesh. The principal sources of information are the Meteorological Department (MET), SPARRSO, and the Fleet Weather Center in Guam (FLENUMOCEANCEN).

Storm warning messages for storms originating in the Bay of Bengal are cabled to the Embassy from Guam. The messages provide the present position of a storm and its predicted position in the next 24 hours. Warning regions are specified into four categories (red, orange, yellow, green) depending upon proximity to the cyclone.

Bangladesh lies in the northeastern part of South Asia between 20 degrees 34′ and 26 degrees 38′ north latitude and 88 degrees 01′ and 92 degrees 41′ east longitude. Any storm whose present or predicted position is north of 18 degrees latitude should be observed closely. Information from Guam should be shared with the MET and SPARRSO.

In assessing the possible impact of a cyclone, the key variables are:

1. Wind speeds: Tropical depressions, storms, and cyclones are classified by Maximum Wind Speed (MWS). A "Category 3" storm, or moderate cyclone, carries a MWS between 50-125 miles per hour. A severe cyclone carries winds between 80-200 miles per hour.

2. Direction: Cyclones generally follow a northeasterly track from the Bay of Bengal toward Chittagong, or Comilla, and less frequently toward Noakhali, Barisal and Khulna. Cyclones have been known to pass over Dhaka and even Pabna.

3. Surge factor and timing: Damages from tidal surges (or tidal bores) often exceed the damages caused by winds. Surges are known to have crested at 9 meters. Because crests of up to 4 meters between low and high tide are common in the northern Bay of Bengal, a storm of moderate intensity approaching the coast at high tide can be as, or even more dangerous than a severe storm at low tide. Any surge during high tide, as well as any surge over 2 meters during low tide, is likely to cause damage and threaten lives.

Floods

Flood prediction in Bangladesh is more problematic. The MET's Committee of Experts provide monthly rainfall reports and predictions on a monthly basis. The MET also issues 10-day, and weekly forecasts, and issues 24 hour forecasts every 4 hours, for every region in Bangladesh. The Bangladesh Water Development Board (BWDB) also issues warnings on river levels. However, it is often difficult to translate this data into useful information as to the future occurrence and location of floods.

The Mission therefore relies heavily on informal channels to learn about flood situations as they are occurring and after they have occurred. Channels include the media, the NGOs, direct observation, and direct contact with local officials. Newspaper reports as well as official reporting from the BDG should be corroborated with evidence from other sources.

In 1989, the Mission instituted a "Phased Alert System" (per 89 Dhaka 05639). This procedure defines three benchmarks for flood reporting:

Stage I. Normal flooding, below 10,000 sq. miles.

Stage II. Flooding between 10,000 and 15,000 sq. miles. While this is normal, it bears watching. Some villages will be isolated, and some distress reported.

Stage III. Flooding over 15,000 square miles. This is likely to lead to serious destruction of crops, communication, and infrastructure. BDG requests for assistance will be likely. The flood of 1987 inundated 22,000 sq. miles; those of 1988 covered 34,700 sq. miles.

Additional factors to be considered include the time of the year, the extent of advance warning, the speed with which the water rises, flood duration, and flooding or excessive rainfall in India.

Earthquakes

Seismologists at the storm warning center of the Bangladesh Meteorological Department monitor and advise on hazard minimization related to earthquake.

Droughts

USAID's Food and Agriculture Office in conjunction with the Directorate of Agriculture Extension survey and monitor drought condition.

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART II

REFERENCE MATERIALS

SECTION C

MODEL AND SAMPLE CABLES

UNCLASSIFIED
PROG __/__/94
AMB:DNMERRILL
DRAFTED BY:_____ DNM
1. PDE/RFANALE, 2. DD/FYOUNG, 3. DIR/RMBROWN
4. DAO/SROBINSON, 5. DCM/JPNACH
POL AMB DCM, USIS DAO ECON, AID3 ____

RF

AMEMBASSY DHAKA
SECSTATE WASHDC, IMMEDIATE [OR NIACT IMMEDIATE] FY
INFO AMEMBASSY NEW DELHI, PRIORITY
AMEMBASSY ISLAMABAD RB
AMEMBASSY ROME
USMISSION GENEVA SR
SECDEF WASHDC
AMEMBASSY BEIJING JN
USCINCPAC HONOLULU HI
JOINT STAFF WASHINGTON DC
NSC WASHDC
CDRUSARCPAC FT. SHAFTER HI//APOP-IM/APIN-IN//
CG FMFPAC
CG III MEF
AMEMBASSY BANGKOK
AMCONSUL FRANKFURT
AMEMBASSY RIYADH
DIA WASHDC//DO-6//

DEPT FOR SA/PAB

AID FOR OFDA

CINCPAC FOR ADMIRAL LARSON, COMMARFORPAC FOR GENERAL STACKPOLE, III MEF FOR GENERAL GARDNER

E.O. 12356: N/A
TAG: PREL, EAID, MASS, BG, US
SUBJECT: CYCLONE FORREST DISASTER RELIEF PREPARATIONS

REF:

1. MISSION IS CLOSELY MONITORING TROPICAL STORM (CATEGORIZED AS TROPICAL CYCLONE 01B BY NAVAL COMMUNICATION CENTER REFTEL). AT 7:30 A.M. BST STORM WAS POSITIONED 15 DEGREES NORTH AND 87 DEGREES EAST, MOVING IN NORTHERLY DIRECTION 7 KNOTS PER HOUR WITH WIND SPEEDS 50 TO 60 KNOTS PER HOUR.

2. LATEST PROJECTED LANDFALL FOR THE STORM IS NOW WEDNESDAY EVENING, MAY 20 (ALTHOUGH, OF COURSE, TRACKS OF THESE STORMS ARE NOTORIOUSLY DIFFICULT TO PREDICT THIS FAR IN ADVANCE).

3. MISSION HAS BEEN INFORMED THAT BDG CONVENED HIGH LEVEL MEETING MONDAY EVENING MAY 17 TO REVIEW GOVERNMENT PREPAREDNESS SITUATION. THE PRIME MINISTER WAS IN ATTENDANCE.

4. MISSION HAS ACTIVATED U.S. CITIZEN ALERT NETWORK AS A PRECAUTION AND IS MAINTAINING CLOSE CONTACT WITH PVO AND COUNTERPART MINISTRIES, AS WELL AS BANGLADESH MILITARY AND OTHER APPROPRIATE INSTITUTIONS.

5. A MAJOR CONCERN IS STORM'S POTENTIAL EFFECT ON ROHINGYA REFUGEE CAMPS NEAR BANGLADESH/MYANMAR BORDER. UNHCR HAS BEEN ADVISED AND IS TRACKING STORM. WILL ADVISE. MERRILL##

UNITED STATES OF AMERICA
Agency For International Development
Dhaka, Bangladesh

Date:xxxxxxxxx

ACTION MEMORANDUM TO THE AMBASSADOR

FROM: Richard M. Brown, Director

SUBJECT: Release of Disaster Relief Assistance

In view of the emergency conditions brought on by the recent cyclone which struck southeast Bangladesh the early morning of _____, USAID recommends that you declare the situation a disaster and authorize a check in the equivalent of U.S. $25,000 for relief activities.

You have these authorities under AID Handbook 8, Section 3G and 4G6.

While exact information on the extent of damage is unavailable, the intensity of the cyclone (class 10) and the direct hit it made on highly populated and vulnerable islands and coastal areas make it inevitable that substantial damage has been inflicted. The current situation therefore meets the criteria of a disaster:

(a) An act of nature has disrupted the social and economic life in the area.

(b) It would be difficult for the host government to respond adequately without outside help.

(c) It is in the interest of the U.S. Government to provide assistance.

The Prime Minister is visiting the affected area the afternoon of _____ and will meet with her Cabinet the same evening. You have been invited by the Foreign Ministry to accompany other Ambassadors on a survey trip _____. These firsthand accounts will provide information on the extent of the disaster that is not presently available because of the lack of communication with the area. They will probably also lead to a request from the Government for assistance. I understand you will actually exercise your authority to provide the $25,000 after the Prime Minister reports on her trip, after your own assessment, and following receipt of a request for assistance from the Government.

I recommend in anticipation that you declare a disaster.

Approved:_____ Disapproved:_____

David N. Merrill
Ambassador

Date:_____

UNCLASSIFIED
PROG __/__/94
AMB:DNMERRILL
DRAFTED BY:_____ DNM
1. PDE/RFANALE, 2. DD/FYOUNG, 3. DIR/RMBROWN
4. DAO/SROBINSON, 5. DCM/JPNACH ____
POL AMB DCM, USIS DAO ECON, AID3
RF

AMEMBASSY DHAKA
SECSTATE WASHDC, IMMEDIATE [OR NIACT IMMEDIATE] FY
INFO AMEMBASSY NEW DELHI, PRIORITY
AMEMBASSY ISLAMABAD RB
AMEMBASSY ROME
USMISSION GENEVA SR
SECDEF WASHDC
AMEMBASSY BEIJING JN
USCINCPAC HONOLULU HI
JOINT STAFF WASHINGTON DC
NSC WASHDC
CDRUSARCPAC FT. SHAFTER HI//APOP-IM/APIN-IN//
CG FMFPAC
CG III MEF
AMEMBASSY BANGKOK
AMCONSUL FRANKFURT
AMEMBASSY RIYADH
DIA WASHDC//DO-6//

DEPT FOR SA/PAB

AID FOR OFDA

CINCPAC FOR ADMIRAL LARSON, COMMARFORPAC FOR GENERAL STACKPOLE, III MEF FOR GENERAL GARDNER

E.O. 12356: N/A
TAG: PREL, EAID, MASS, CASC, BG, US
SUBJECT: DISASTER ALERT BANGLADESH (DAMAGE AREAS
- AFFECTED)

1. A (TYPE OF DISASTER)..... HAS OCCURRED IN ..... (LOCATION) ..... ON (DATE AND APPROXIMATE TIME).....

2. REPORTS INDICATE THE NUMBER OF VICTIMS (INJURED, DEAD) TO BE .....

3. (IF CAPITAL CITY IS AFFECTED) DAMAGE TO U.S. MISSION FACILITIES .....

4. AT THIS TIME, WE DO NOT KNOW IF ANY U.S. CITIZENS WERE INVOLVED [OR] ACCORDING TO OUR SOURCE NO AMERICANS WERE BELIEVED TO HAVE BEEN KILLED OR INJURED. EMBASSY WILL CONTINUE TO MONITOR SITUATION [OR] NAMES OF U.S. CITIZENS INVOLVED ARE NOT YET AVAILABLE.

5. WILL ADVISE WHEN ADDITIONAL INFORMATION BECOMES AVAILABLE.
MERRILL##

UNCLASSIFIED
PROG __/__/94
AMB:DNMERRILL
DRAFTED BY:_____ DNM
1. PDE/RFANALE, 2. DD/FYOUNG, 3. DIR/RMBROWN
4. DAO/SROBINSON, 5. DCM/JPNACH ____
POL AMB DCM, USIS DAO ECON, AID3
RF

AMEMBASSY DHAKA
SECSTATE WASHDC, IMMEDIATE [OR NIACT IMMEDIATE] FY
INFO AMEMBASSY NEW DELHI, PRIORITY
AMEMBASSY ISLAMABAD RB
AMEMBASSY ROME
USMISSION GENEVA SR
SECDEF WASHDC
AMEMBASSY BEIJING JN
USCINCPAC HONOLULU HI
JOINT STAFF WASHINGTON DC
NSC WASHDC
CDRUSARCPAC FT. SHAFTER HI//APOP-IM/APIN-IN//
CG FMFPAC
CG III MEF
AMEMBASSY BANGKOK
AMCONSUL FRANKFURT
AMEMBASSY RIYADH
DIA WASHDC//DO-6//

DEPT FOR SA/PAB

AID FOR OFDA

CINCPAC FOR ADMIRAL LARSON, COMMARFORPAC FOR GENERAL STACKPOLE, III MEF FOR GENERAL GARDNER

E.O. 12356: N/A
TAG: PREL, EAID, MASS, CASC, BG, US
SUBJECT: DECLARATION OF DISASTER DUE TO CYCLONE IN
- BANGLADESH

REF:

1. THE AMBASSADOR HAS DECIDED TO DECLARE A DISASTER AND USE THE DOLS 25,000 AMBASSADOR'S AUTHORITY FOR DISASTER ASSISTANCE ON THE BASIS OF INFORMATION AVAILABLE TO US AT THIS TIME, WHICH SUGGESTS SUBSTANTIAL IMPACT BECAUSE OF THE INTENSITY OF THE VERY LARGE CYCLONE AND ITS DIRECT HIT ON A HIGHLY VULNERABLE AREA THIS MORNING. AN ACTION MEMORANDUM FROM THE AID DIRECTOR RECOMMENDING THIS COURSE OF ACTION HAS BEEN SIGNED AND IS BEING POUCHED TO OFDA.

2. THE PRIME MINISTER MADE A TRIP TO THE AREA AFFECTED THE AFTERNOON OF APRIL 30 AND WILL CALL HER CABINET INTO SESSION THE

SAME EVENING. THE AMBASSADOR WILL BE TRAVELLING THE MORNING OF MAY 1. THE AMBASSADOR WILL MAKE THE ACTUAL ANNOUNCEMENT ABOUT THE AVAILABILITY OF THE DOLS. 25,000 ON THE BASIS OF THE PRIME MINISTER'S ACCOUNT, HIS OWN FIRSTHAND VIEW, AND A BDG REQUEST FOR ASSISTANCE, WHICH WE EXPECT SOON.

3. PLEASE PROVIDE FUND CITE ASAP.

4. IN VIEW OF SLOW RECEIPT OF INFORMATION FROM AREA, NEXT SITREP WILL BE TRANSMITTED ON THE OPENING OF BUSINESS MAY 1 DHAKA TIME.

5. SITUATION IN BANGLADESH ON THE EVENING OF (DATE & TIME) AND MADE LANDFALL AT APPROXIMATELY (TIME) HRS LOCAL TIME ON (TIME/DATE). THE STORM WITH MAXIMUM SUSTAINED WINDS OF --- KILOMETERS PER HOUR GUSTING UP OF --- KPH, PROCEEDED IN A NORTHWESTERLY DIRECTION YESTERDAY EVENING LOCAL TIME.

6. ALTHOUGH REPORTS ARE VERY SKETCHY, THE MISSION UNDERSTANDS THAT THANA OF (ANY DISTRICT) MAY HAVE BEEN AFFECTED. WE ARE WATCHING THE SITUATION CLOSELY AND WILL REPORT FURTHER INFORMATION WHEN IT BECOMES AVAILABLE.

7. LATEST WEATHER REPORTS AVAILABLE TO US FROM THE BDG/MET INDICATE THAT STORM IS ON A NORTHWESTERLY TRACK.

8. HOST COUNTRY AGENCIES INVOLVED IN RELIEF OPERATIONS ARE (DESCRIBE HOST COUNTRY EFFORT, COORDINATION, TYPE AND AMOUNT OF RELIEF, ETC.).....
.....

9. PRELIMINARY ASSESSMENT BY (SOURCE OF ASSESSMENT, U.S. MISSION, HOST COUNTRY AGENCY, VOLAG, ETC.).....
.....

10. BECAUSE OF THE MAGNITUDE AND/OR TYPE OF DISASTER THE U.S. MISSION IS REQUESTING THE FOLLOWING SUPPORT:)OFDA ADVISOR, SPECIFIC TECHNICAL ASSISTANCE, DAST, SPECIAL EQUIPMENT AND/OR SUPPLIES, ETC. .....
..... TO BE USED IN FOLLOWING MANNER.....

11. (IF APPROPRIATE) THE U.S. MISSION IS ANTICIPATING THE USE OF PL-480 FOOD (DESCRIBE USE, RECIPIENT, DOL. AMOUNT, QUANTITIES AND TYPES OF FOODS, ETC.).

12. (IF APPROPRIATE) OTHER DONOR ACTIONS TODATE..... MERRILL##

UNCLASSIFIED
PROG __/__/94
AMB:DNMERRILL
DRAFTED BY:_____ DNM
1. PDE/RFANALE, 2. DD/FYOUNG, 3. DIR/RMBROWN
4. DAO/SROBINSON, 5. DCM/JPNACH ____
POL AMB DCM, USIS DAO ECON, AID3
RF

AMEMBASSY DHAKA
SECSTATE WASHDC, IMMEDIATE [OR NIACT IMMEDIATE] FY
INFO AMEMBASSY NEW DELHI, PRIORITY
AMEMBASSY ISLAMABAD RB
AMEMBASSY ROME
USMISSION GENEVA SR
SECDEF WASHDC
AMEMBASSY BEIJING JN
USCINCPAC HONOLULU HI
JOINT STAFF WASHINGTON DC
NSC WASHDC
CDRUSARCPAC FT. SHAFTER HI//APOP-IM/APIN-IN//
CG FMFPAC
CG III MEF
AMEMBASSY BANGKOK
AMCONSUL FRANKFURT
AMEMBASSY RIYADH
DIA WASHDC//DO-6//

DEPT FOR SA/PAB

AID FOR OFDA

CINCPAC FOR ADMIRAL LARSON, COMMARFORPAC FOR GENERAL STACKPOLE, III MEF FOR GENERAL GARDNER

E.O. 12356: N/A
TAG: PREL, EAID, MASS, CASC, BG, US
SUBJECT: TYPE OF DAMAGE, AREA/S AFFECTED - SITREP NO.-----)

REF: (A)..... (B)..... (C).....

1. FOLLOWING REPORT CONSTITUTES DISASTER SITREP NO.-----

2. ADDITIONAL ASSESSMENT FROM THE DISASTER SITE INDICATES (SECTOR ASSESSMENTS AND SOURCE).....

3. HOST COUNTRY AGENCIES HAVE BEEN RESPONDING (DESCRIBE AGENCY, ACTIVITY, AMOUNT OF RELIEF, PROBLEMS, ETC.)..
.....
4. THE INTERNATIONAL COMMUNITY HAS RESPONDED (GIVE AGENCY, ACTIVITY, AMOUNT, TYPE AND ESTIMATED COST OF RELIEF, ETC.).....

5. VOLAGS ASSISTING IN RELIEF ARE.....

6. OTHER EMBASSIES WHICH HAVE RESPONDED ARE (NAME EMBASSY, TYPE OF DONATION, APPROXIMATE COST, ETC.)..
.....

7. USG RELIEF EFFORTS HAVE BEEN THE FOLLOWING (DESCRIBE RELIEF DONATED IN-COUNTRY, ARRIVALS FROM OUTSIDE COUNTRY, CURRENT STATUS OF RELIEF GIVEN, ETC. .....

8. (DESCRIBE ANY ADDITIONAL NEEDS OR PROBLEMS IDENTIFIED BY US MISSION) .....

9. ADDITIONAL INFORMATION WILL FOLLOW SOON AS AVAILABLE.
MERRILL##

UNCLASSIFIED
PROG __/__/94
AMB:DNMERRILL
DRAFTED BY:_____ DNM
1. PDE/RFANALE, 2. DD/FYOUNG, 3. DIR/RMBROWN
4. DAO/SROBINSON, 5. DCM/JPNACH ____
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RF
AMEMBASSY DHAKA
SECSTATE WASHDC, IMMEDIATE [OR NIACT IMMEDIATE] FY
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AMEMBASSY ISLAMABAD RB
AMEMBASSY ROME
USMISSION GENEVA SR
SECDEF WASHDC
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DIA WASHDC//DO-6//

DEPT FOR SA/PAB

AID FOR OFDA

DEPT FOR SA/PAB

AID FOR OFDA

CINCPAC FOR ADMIRAL LARSON, COMMARFORPAC FOR GENERAL STACKPOLE, III MEF FOR GENERAL GARDNER

E.O. 12356: N/A
TAG: PREL, EAID, MASS, CASC, BG, US
SUBJECT:TYPES OF DAMAGE, AREA/S AFFECTED - FINAL
- REPORT (REPORT CONTROL U-1560/1)

REF: (A)..... (B)..... (C).....

1. (STATISTICS AND DESCRIPTION) COUNTRY.....

ESTIMATED DOLLAR PROPERTY DAMAGE.....

DATE OF DISASTER ..... LOCATION (CITIES, TOWNS, VILLAGES AFFECTED)..... POPULATION OF DISASTER AREA..... NUMBER OF PEOPLE AFFECTED..... NUMBER

KILLED..... NUMBER INJURED..... NUMBER HOMELESS..... NUMBER EVACUATED..... NUMBER CARED FOR BY MASS FEEDING..... NUMBER OF BUILDINGS DESTROYED (PUBLIC AND PRIVATELY OWNED)..... NUMBER OF BUILDINGS DAMAGED..... OTHER DESTRUCTION.....

PROVIDE A NARRATIVE DESCRIPTION ON THE DISASTER. (WHAT HAPPENED, WHAT CAUSED IT. GIVE AS MANY DETAILS AS POSSIBLE, CHARACTERISTICS OF THE DISASTER, WHAT PRECEDED AND IMMEDIATELY FOLLOWED IT, IF RELEVANT, MAGNITUDE, NUMBER OF FORCE AND AFTERSHOCKS IF AN EARTHQUAKE, WIND VELOCITY, IF A HURRICANE; HOW DEEP AND WIDESPREAD IF A FLOOD; HOW LONG DID THE DISASTER LAST; COMPARE THE CATASTROPHE WITH PREVIOUS SERIOUS DISASTERS OF THE SAME TYPE; WHAT WAS THE REACTION OF THE PEOPLE, INCLUDE HUMAN INTEREST ITEMS).

2. (RELIEF OPERATIONS IN-COUNTRY)

DESCRIBE THE RESCUE OPERATIONS, ACTION TAKEN, AND ASSISTANCE PROVIDED BY THE HOST COUNTRY GOVERNMENT AND RELIEF ORGANIZATIONS. WERE NEW ORGANIZATIONS OR INSTITUTIONS FORMED TO PROVIDE DISASTER RELIEF AND , IF SO, WHICH ONES REMAINED IN EXISTENCE AFTER THE EMERGENCY WAS OVER? MAKE AN APPRAISAL OF THE COUNTRY'S RELIEF OPERATIONS. DISCUSS EFFECTIVENESS OF COORDINATION, PROBLEMS ENCOUNTERED, AND STEPS, IF ANY, TAKEN TO OVERCOME THESE PROBLEMS IN THE EVENT OF FUTURE DISASTERS. WHAT RECOMMENDATIONS CAN YOU MAKE? IF POSSIBLE, GIVE ACTUAL OR ESTIMATED DOLLAR VALUE OF IN-COUNTRY SELF-HELP, INCLUDING PRIVATE AND GOVERNMENT SOURCES.

3. (RELIEF OPERATION U.S. GOVERNMENT)

DESCRIBE IN DETAIL THE DISASTER RELIEF PROVIDED BY THE U.S. GOVERNMENT. INCLUDE ACTIVITIES OF THE MISSION PERSONNEL, U.S. MILITARY AND OTHER U.S. CITIZENS IN THE DISASTER COUNTRY. GIVE COST INFORMATION SEPARATELY AS INDICATED BELOW:

A. AMOUNT OF FUNDS AUTHORIZED BY THE CHIEF OF MISSION FROM THE INTERNATIONAL DISASTER ASSISTANCE ACCOUNT. HOW WAS THE MONEY USED AND WAS THE MONEY EXPENDED IN LOCAL CURRENCY OR U.S. DOLLARS?

B. FUNDS PROVIDED THROUGH AID/WASHINGTON APPROVAL FROM THE INTERNATIONAL DISASTER ASSISTANCE ACCOUNT (INCLUDE MILITARY AND OTHER U.S. AGENCY COSTS REIMBURSED BY AID).

C. KIND AND QUANTITY OF PL-480 FOOD BROKEN DOWN BY COMMODITY. INDICATE MARKET VALUE AND TRANSPORTATION.

4. (RELIEF OPERATIONS OF U.S. VOLUNTARY AGENCIES AND AMERICAN NATIONAL RED CROSS) REPORT ON EACH VOLAG SEPARATELY.

A. DESCRIBE ITS ROLE IN RESCUE OPERATIONS, FOOD DISTRIBUTION,

CARE OF THE SICK AND INJURED, COMMUNICATIONS, ETC. INDICATE DONATIONS OF CASH AND SUPPLIES AND GIVE DOLLAR VALUE OF ASSISTANCE PROVIDED BY EACH AGENCY FROM ITS OWN RESOURCES.

B. LIST KIND AND QUANTITY OF PL-480 FOOD. BREAK DOWN BY COMMODITY AND IDENTIFY VOLAG PROVIDING THE FOOD. INCLUDE MARKET VALUE OF THE FOOD AND TRANSPORTATION COSTS.

5. (APPRAISALS OF U.S. GOVERNMENT AND VOLUNTARY AGENCY ASSISTANCE)

A. WHAT PART OF THE U.S. RELIEF WAS MOST SUCCESSFUL?

B. WERE THERE MORE/LESS RELIEF SUPPLIES SENT THAN NEEDED? IF EXCESS, HOW WAS BALANCE USED?

C. WERE U.S. PERSONNEL EFFECTIVELY USED? LIST AND EXPLAIN.

D. WERE THE NUMBER OF VOLUNTEER WORKERS ADEQUATE? TOO MANY? TOO FEW?

E. WERE THERE ANY SPECIAL TRANSPORTATION OR OTHER LOGISTICAL PROBLEMS ENCOUNTERED? HOW WERE THEY RESOLVED?

F. WERE PREPAREDNESS FACILITIES AVAILABLE, IF SO, DESCRIBE; HOW WERE THEY USED?

G. MAKE COMMENTS ON NEWS COVERAGE. IF PICTURES OF THE DISASTER HAVE NOT ALREADY BEEN SENT TO AID/OFDA, SUBMIT IN SEPARATE POUCH.

H. GIVE IMPACT OF U.S. DISASTER ASSISTANCE AND EFFECT ON U.S. FOREIGN POLICY.

I. WHAT ARE RECOMMENDATIONS FOR IMPROVEMENT OF U.S. OPERATIONS IN DISASTER RELIEF BY MISSION STAFF? BY AID/OFDA?

J. WHAT IS THE CONDITION OF TRANSPORTATION, COMMUNICATIONS, AND UTILITY SYSTEMS AFFECTED BY THE DISASTER?

6. (ASSISTANCE PROVIDED BY OTHER COUNTRIES & INTERNATIONAL ORGANIZATIONS)

A. LIST GOVERNMENT, WHAT THEY DONATED, ESTIMATED DOLLAR VALUE (INCLUDE DONATIONS IN KIND AND CASH GRANTS). WHERE KNOWN, INCLUDE DATE OF ARRIVAL.

B. LIST RED CROSS SOCIETIES OF OTHER COUNTRIES THAT CONTRIBUTED, WHAT THEY DONATED, ESTIMATED DOLLAR VALUE. LIST U.N. SPECIALIZED AGENCIES INCLUDING THE U.N. DISASTER RELIEF OFFICE, AND OTHER INTERNATIONAL ORGANIZATIONS, WHAT THEY DONATED, THEIR INVOLVEMENT IN RELIEF OPERATIONS, AND ESTIMATED DOLLAR VALUE. MERRILL##

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART II

REFERENCE MATERIALS

SECTION D

RAPID ASSESSMENT FORMS

AGRICULTURE

OBJECTIVES:

* To determine extent of damage and current status of the agricultural sector.
* Identify areas or conditions that require immediate intervention.

WHAT TO LOOK FOR:

- General type and degree of damage to crops under cultivation:
  * Crop lodging (crops beaten down); submersion; exposure to pests; salt water intrusion; erosion; etc.
- Status and condition of livestock in the affected area:
  * Animal losses (species and numbers)
  * Trapped animals (location and numbers)
  * Immediate livestock needs vs. availability
- Extent of damage and current conditon of agricultural infrastructure:
  * Transportation networks
  * Irrigation and drainage works, canals, tubewells, embankments, etc.
  * Storage depots, commercial food and livestock distribution centers, markets, and stored products
  * Hazardous materials/chemicals
- Status and availability of agricultural inputs:
  * Seeds; fertilizers; and implements
- General market conditions:
  * Availability and price of foodgrains, livestock, and agricultural inputs
  * Level of demand

WHERE TO LOOK:

- Coastal zones open to the sea
- Along floodplains, rivers and streams
- Coastal islands
- Riverine deltas
- Areas with major commercial agricultural operations, storage and facilities
- Chars in coastal and river areas

WHO TO TALK TO:

- Agricultural extension agents, Ministry of Food officials, BDG godown staff, Union Chairman, Local religious leaders, farmers, School/College teachers

SPECIAL CONSIDERATION:

- Progress of growing season and crop maturation stage
- Crop salvage potential
- Livestock husbandry - nearness to evacuation areas
- Availability of inputs and storage facilities in areas of close proximity

LIFE LINES AND CRITICAL FACILITIES

OBJECTIVE:

* To determine the extent of damage to the status of lifelines (e.g. electricity, water supply, transportation systems) and critical facilities (e.g. hospitals, key government installations, etc.)

WHAT TO LOOK FOR:

- Damaged buildings, especially community centers, schools, shelters
- Toppled machinery
- Snapped/ruptured bridges, poles, supports, suspended wires, pipes, gas lines
- Collapsed bridges due to scouring of supports
- Inundation of structures, facilities, equipment, roads
- Penetration/inundation and possible contamination of water wells/sanitation systems

WHERE TO LOOK:

- Low lying coastal areas, coastal islands
- Urban population centers
- Urban areas along rivers/streams

WHO TO TALK TO:

- Roads and Highways Dept.
- Bangladesh Telephone/Telegraph
- Dept. Public Health Engg.
- PDB/PBS cooperative
- Water and Sewerage Authority
- Dist. Commissions/Thana Nirbahi Officers
- Union Chairmen
-

SPECIAL CONSIDERATION:

General order of priorities for assessing lifelines.

- communication
- electrical power
- medical facilities
- hospital
- fire/police stations
- road networks
- water supply system/sanitation system
- government facilities
- secondary transport facilities (airports, ports railroads)

PUBLIC HEALTH

OBJECTIVE:

* To identify threats to public health that may have been increased due to disaster.

WHAT TO LOOK FOR:

- Increased reports of communicable desease outbreaks
- Evidence of destruction of public health, water and sanitation facilities
- Sudden increase in hospital/clinic trauma and/or infectious disease admissions
- Severe shift in hospital/clinic personnel strenghth
- Rapid depletion of trauma and/or infectious disease related medical supplies
- Urgent calls for medical personnel and supplies to meet shortfall

WHERE TO LOOK:

- Water supply facilities penetrated/inundated by flood waters
- Evacuation sites, major hospitals, clinics, etc.
- Densely Populated areas relying on open water sources
- Population centers inundated by flood waters, especially those downstream from flood zones or in disaster path

WHO TO TALK TO:

- DPHE
- UNICEF
- Ministry of Health
- Ministry of Relief
- NGOs
- Hospitals/clinics, local health complex

SPECIAL CONSIDERATIONS:

- Monitor investigation reports to confirm or despel rumors of disease outbreaks
- Monitor water and sanitation facilities in evacuation sites for adequacy, crowded conditions and signs of malnourishment among occupants
- Monitor potential for increased incidence of diarrhoea, food poisoning and other water and food borne diseases
- Monitor adequacy of medical supplies, such as ORS, used in the treatment of diarrhoea, cholera and other endemic diseases.

FOOD

OBJECTIVES:

* To determine extent that event has affected food supply.

WHAT TO LOOK FOR:

- Extent of damage to standing crops and storage facilities
- Are crops being salvaged?
- Absence/shortage of staple grains and other foods on the market
- Change in prices/supplies on the market (e.g., an increase in meat supplies may indicate people are selling animals to get money)
- Change in wholesale grain availability
- Unusual public assembly at warehouse or dockside when grain is being unloaded
- Changes in warehouse stocks
- Increase in black-market activities
- Distress sale of land, tools, draft animals, etc., may indicate access to food has been disrupted
- Availability of foodgrain milling facilities

WHERE TO LOOK:

- Where high percentage of mature food crops were destroyed in field
- Where majority of food in small farms storage lost
- Where access to food has been disrupted
- Low lying coastal areas and islands

WHO TO TALK TO:

- Ministry of Food
- Foodgrain depot
- Agriculture Extension Office
- NGOs
- Ministry of Relief

SPECIAL CONSIDERATION:

- Except for vulnerable groups, food is not the immediate need, however there is a long lead time associated with food delivery. Food need must be reviewed in concert with logistical/infrastructural assessment because of trucking/warehousing requirements. Cyclonic storms may severely affect low lying/island areas with limited food supplies.

SHELTER

OBJECTIVE:

* To determine the extent of damage and the need for temporary shelter.

WHAT TO LOOK FOR:

- Pinpoint areas of high concentration of damage
- Determine the areas (locations) where emergency shelters are required, the number of emergency shelters needed at each locations, and the type of emergency shelter needed
- High wind losses to be expected where houses are constructed with wood, traditional bamboo, thatch and where roofs are constructed with corrugated iron sheeting

WHERE TO LOOK:

- Low lying coastal zones open to sea/storm surge
- Villages near flood plains, rivers, streams
- Coastal islands, river chars and along flood embankments
- Urban squatter settlements

WHO TO TALK TO:

- MOR
- Deputy Commissioners' Office
- NGOs
- Red Crescent

SPECIAL CONSIDERATION:

- Mass shelters may be needed for evacuees from flooded areas or where multiple tenant housing is damaged. Communities on islands are particularly vulnerable. Floods may cause separation of minors from parents - these minors must not be isolated and shelter must be provided as well as other provisions. Special consideration should be given food preparation (i.e., availability of fuel, utensils for displaced/evacuees).

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART II

REFERENCE MATERIALS

SECTION E

NGO GUIDE TO DISASTER ASSISTANCE AGREEMENTS

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART II

REFERENCE MATERIALS

SECTION F

ONGOING PREPAREDNESS

TO BE ADDED

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART III

BACKGROUND

SECTION A

GENERAL DISASTER POLICY

MISSION DISASTER PREPAREDNESS PLAN
FOR BANGLADESH
GENERAL DISASTER POLICY

GENERAL POLICY

The U.S. Government's general policy on foreign disaster emergency relief is set forth in 2 FAM 061:

> In the event of foreign disaster, the United States may provide emergency relief assistance as a humanitarian service consistent with U.S. foreign policy goals. Assistance shall, to the greatest extent possible, reach those most in need of relief and rehabilitation. U.S. assistance supports and encourages host country participation in disaster preparedness activities and supplements rather than replaces host country disaster relief resources.

In order for U.S. foreign disaster assistance to achieve maximum humanitarian effect and foreign policy impact, the initial decision as to whether U.S. assistance is required should reflect a clear understanding that the disaster relief assistance being offered would be acceptable to the country affected and that such assistance would meet clear and real needs of the victims. Disaster assistance, to have maximum impact, must address specific needs with as much precision as possible and must be provided promptly. Assistance should respond to needs clearly articulated by or concurred in by the Government of Bangladesh.

This section summarizes U.S. disaster assistance policy. Readers should consult A.I.D. Handbook 8 if additional information is required.

DEFINITION OF FOREIGN DISASTER

The definition of a foreign disaster is set forth in 2 FAM 061.1:

> "A foreign disaster is an act of nature (such as a flood, drought, wildfire, hurricane, earthquake, volcanic eruption, or epidemic) or an act of man (such as riot, violence, civil strife, explosion-fire) which is or threatens to be of sufficient severity and magnitude to warrant USG emergency relief assistance outside of the United States and its Trust Territories. The severity and magnitude of a foreign disaster is determined by taking into account the extent of damage compared to indigenous resources available for alleviating the suffering caused, and the extent of social or economic disruption."

TYPES OF FOREIGN DISASTER ASSISTANCE

Decisions regarding disaster assistance must give particular attention to the type or types of disaster assistance most appropriate for any given disaster. Each type of disaster assistance is intended to address a particular need, is governed by specific criteria, and is financed through different funding authorities.

DISASTER TERMINOLOGY

OFDA has developed the following criteria and terminology for disaster assistance. The following categories are now used in making a judgment about the allocation of disaster assistance resources:

1. Relief Assistance is aid which is provided to save lives or reduce human suffering and has an immediate impact on the condition of disaster victims. Relief assistance may be provided for as long as the condition of the victims resulting from the disaster require this support. During this phase, the Chief of Mission may commit up to $25,000 toward the relief effort. Commitments in excess of this amount require the approval of OFDA. Relief assistance for ongoing disasters such as drought, famine and civil strife can last more than one year depending on the circumstances, but will require annual disaster declarations. OFDA will consider the relief phase ended 90 days after the declaration of a disaster with respect to a sudden event, unless the U.S. Mission to the stricken country requests, and OFDA approves, a continuation of this period.

2. Rehabilitation consists of assistance that addresses the problems created by the disaster event and is needed to restore victims and affected communities to self- sufficiency. Support must be tailored to the specific problems and needs of victims and their communities which result from the disaster. The kinds of rehabilitation assistance provided will depend on the nature of the disaster, where it occurs, who the victims are, the impact the disaster has had on the victims, and their ability to sustain themselves and their communities. If necessary as a result of the disaster, assistance may be provided to address the means of livelihood of victims to help them become productive again, in a manner consistent with post-disaster conditions and opportunities in the affected areas. Roads, structures and other facilities may be repaired to the extent necessary to restore services required by the people affected, but major

renovation beyond this state should be left to the reconstruction phase, if supported at all. In addition, specific initiatives in the areas of prevention, preparedness and mitigation may be incorporated in rehabilitation activities in order to reduce the vulnerability of communities to future disasters. Limited improvements may be made to the community and the quality of life of disaster victims, if these improvements do not increase the costs of the rehabilitation activity significantly and do not amount to or are not substituted for development or reconstruction assistance. Rehabilitation activities should be coordinated with A.I.D. regional bureau and country plans for development or reconstruction project assistance.

3. Reconstruction is assistance which rebuilds the stricken community beyond the condition necessary to restore services required by the people or which aims to bring the community to a state beyond immediate self-sufficiency. This type of assistance cannot be funded from the disaster assistance appropriation, and is subject to standard A.I.D. programming procedures.

4. Disaster Prevention encompasses those activities which are taken to prevent natural phenomena or potential hazards from having harmful effects on either persons or economic infrastructure. Disaster prevention includes such activities as constructing cyclone shelters, flood embankments, raised platforms to prevent flooding when these disaster events are foreseeable; or land use planning and enforcement to curtail development in areas highly susceptible to disasters.

5. Disaster Mitigation concentrates on reducing the harmful effects of a disaster. Mitigation accepts the occurrence of disasters, but attempts to limit their impact on human suffering and economic infrastructure. Disaster mitigation activities include for example, installing hurricane strips to reduce wind damage to roofs, strengthening buildings to resist harm from disaster events, constructing small-scale community evacuation enters, training in disaster assistance and information exchanges.

6. Disaster Preparedness aims to limit the impact of a disaster by structuring the response and providing quick and effective action after the disaster. It addresses actions in the pre-disaster phase, as well as after the disaster occurs, and includes vulnerability and preparedness assessment, conducting and introducing

disaster related research and technology (e.g. storm warning center, flood forecasting and warning), supporting organizations and institutions that plan and implement disaster response programs, maintaining regional disaster stockpiles, and training.

FUNDING RESOURCES

Except for food commodities under PL 480, A.I.D. pays for USG foreign disaster assistance from appropriated funds. It reimburses other Federal Agencies for disaster relief supplies, personnel and services provided at A.I.D.'s request. Most disaster assistance expenditures are obligated from the International Disaster Assistance Account. The Director of OFDA is the account's allottee. From this account, $25,000 may be obligated by a COM for each disaster determination without OFDA prior approval. Additional resources provided under a Disaster Declaration require OFDA approval. There is no pre-established limit on the number of disaster declarations allowed for any particular country, region, or disaster type.

OFDA may request additional funds to be borrowed or transferred from other A.I.D. accounts to respond to emergencies when the need arises (see AID Handbook 8, Chapter 4, Financing). Per Handbook 8, additional funding for massive disaster needs may also be provided by the Congress through either a special appropriation of new additional dollars for a specific disaster, or through diversion of funds originally programmed for other purposes. A.I.D. program or special appropriation funds are also available for reconstruction as authorized under Section 106 of the Foreign Assistance Act. Funds for operating expenses cover salaries and related costs of OFDA staff; the appropriate Washington travel allotment is used for travel by AID/W staff.

Disaster assistance provided through DOD funding, if not reimbursable by A.I.D., is covered by A.I.D. Handbook 8 financing rules. However, if the intention is that the funds be reimbursed, relief actions by other USG agencies (e.g., DOD, USGS) must be approved by AID/W in advance, except when requested by a COM as within the $25,000 disaster authority. Normal U.S. overseas official business costs affected by disaster cannot be reimbursed from disaster assistance funds.

OVERALL ROLE OF THE U.S. MISSION/BANGLADESH

The U.S. Mission is responsible for determining if disaster relief assistance is to be provided by the U.S. Government (USG). The responsibilities include determination that such relief is consistent with U.S. foreign policy objectives, assessment of the quantity and type of assistance to be rendered, and managerial responsibilities for the effective and efficient delivery of that assistance.

All missions in disaster-prone countries are required to prepare, have on file, and regularly update a Mission Disaster Preparedness Plan. Missions are also required to have a formally designated Mission Disaster Relief Officer and alternate. The Mission Disaster Preparedness Plan is unclassified and shall be kept in a readily accessible place known to the Chief of Mission, the Deputy Chief of

Mission, the Mission Disaster Relief Officer, the Alternate Mission Disaster Relief Officer, the AID Mission Director and all members of the Mission Disaster Relief Committee.

Through the management structure set forth in the plan, the Mission is responsible for determining that a disaster situation exists in-country of sufficient magnitude, type and severity as to require external assistance, and that such assistance would be welcomed by the Government of Bangladesh. The Mission must determine, in collaboration with OFDA, the extent, type and duration of USG participation in disaster relief activities, and must effectively and efficiently manage and deliver that disaster assistance. The determination by the Mission of appropriate USG disaster assistance must be based on an adequate assessment of the disaster's damage and the victims' needs. The Mission also has the responsibility of furnishing OFDA as much timely information as is possible, with specific detail, during the entire period that disaster assistance is provided. The Mission, in collaboration with OFDA, is responsible for coordinating its relief assistance with that of the BDG, international organizations, other donor governments and voluntary agencies in order to prevent duplication and to ensure basic requirements are adequately met. Finally, the Mission is accountable for all USG disaster assistance commodities and/or funds provided in-country.

The Chief of Mission makes the determination and a declaration that disaster or emergency exists which warrants USG assistance. The declaration is normally done by means of an immediate cable to OFDA in Washington, D.C. No USG disaster assistance may be provided until the COM has made this declaration. The prohibition does not pertain to emergency actions undertaken by U.S. Voluntary Agencies with their own funds.

USAID/Bangladesh coordinates A.I.D.-funded U.S. disaster relief assistance, performs liaison with appropriate BDG Agencies, U.S. Voluntary Agencies, and the Bangladesh National Red Crescent, determines the necessity for requesting funds from Washington for post-emergency relief and/or rehabilitation assistance, and assures that accountability and other requirements are met.

USIS reviews and authorizes release of all U.S. disaster relief assistance information to the public and the U.S. and foreign normal release of information through official channels regarding activities of the individual agencies.

AUTHORITY FOR DISASTER RELIEF

The basic authority for providing disaster relief is contained in the Foreign Assistance Act of 1961, as amended, and the Agricultural Trade Development and Assistance Act of 1954, as amended.

Foreign Assistance Act of 1961 (the Act)

Sections 491 to 493 of the Act authorize the President to furnish assistance for disaster relief, rehabilitation, preparedness, prediction and contingency planning and to appoint a special Coordinator for International Disaster Assistance. The Administrator of AID is usually designated as the Special Coordinator for International Disaster Assistance.

In addition, the Congress has from time to time authorized the appropriation of money to be used for relief, rehabilitation and reconstruction in specific countries or regions where disasters have occurred (e.G. Sections 494 and 495 of the Act).

Section 106 of the Act authorizes the President to furnish assistance for programs of reconstruction following natural or man-made disasters.

Section 491 (b) of the Act provides that, subject to the limitations in Section 492, and notwithstanding any other provision of this or any other Act, the President is authorized to furnish assistance to any foreign organizations, or private international organizations, on such terms and conditions as he may determine, for international disaster relief and rehabilitation, including assistance relating to disaster preparedness, and to the prediction of, and contingency planning for, natural disasters abroad. (Section 492 imposes funding limits).

Section 492 (b) of the Act authorizes the obligation of up to $500,000 in any fiscal year against appropriations under this part for use in providing assistance in accordance with the authority and general policies of Section 491. Amounts subsequently appropriated under this chapter with respect to disaster may be used to reimburse any appropriation account against which obligations were incurred under this subsection with respect to that disaster.

Section 506 (Special Authority) of the Act authorizes ... if the President of the United States determines that an unforeseen emergency exists which requires immediate military assistance to a foreign country or an international organization, he may direct the DRAWDOWN of defense articles, defense services and/or military training from the Department of Defense.

--Defense Articles: equipment, gear, kit, etc.
--Defense Services: training teams, assessment teams, etc.
--Military Training: IMET-training or Mobile Training Teams

Section 506 permits only the drawdown of existing stocks, not the purchase on anything new. It is not money. It is articles, services and training only.

Agricultural Trade Development and Assistance Act of 1954 (PL 480)

Section 201 of P.L. 480 authorizes the President to furnish agricultural commodities to meet famine or other urgent or extraordinary relief requirements. This authority has been delegated to the Administrator of AID under the Act by Executive Order 12163 and IDCA Delegation of Authority No. 1 of October 1, of Authority No. 5 of June 27, 1980.

Section 104(d) of P.L. 480 authorizes the President to use foreign currencies which accrue in connection with agricultural commodity sales for assistance to meet emergency or extraord. ary relief requirements other than food. However, the commodity sales agreements normally limit the uses of such foreign currencies. Therefore, the authority of this section is only useful in those cases in which the sales agreements permit the contemplated use of the currencies, or the country otherwise agrees to such use. Procedures for utilizing P.L. 480 Title II commodities as emergency assistance in responding to a disaster are provided in Handbook 9, Food for Peace, Chapter 9, Emergency Projects.

Department of Defense Directive 51000.46

This directive provides for the request of the services of the U.S. military in providing foreign disaster relief.

Public Health Service PHS. hf 20-70

This document establishes that the Public Health Service shall respond promptly to AID/OFDA requests for assistance during foreign disaster emergency relief operations.

DELEGATIONS OF AUTHORITY

Delegations of authority are set forth in AID Handbook No. 8, Chapter 2B. The Director of AID's Office of U.S. Foreign Disaster Assistance (OFDA) and the Chief of the U.S. Diplomatic Mission have primary responsibility for initiating and coordinating USG disaster assistance.

Office of U.S. Foreign Disaster Assistance (OFDA)

OFDA is the focal point of the USG disaster relief activity. The Director of OFDA has been delegated authority to take the following actions:

* coordinate foreign disaster relief responses;

* obligate and/or authorize funds, subject to availability as verified by the Program Accounting Division, Office of Financial Management (FM/PAD), in an amount which does not exceed $3,000,000 per obligation (greater amounts require the approval of the Administrator); and

* engage in disaster preparedness activities.

Chief of the U.S. Diplomatic Mission

The responsibilities of the Chief of Mission (COM) are more fully described in AID Handbook No. 8, Chapter 3. Briefly the COM is responsible for:

* determining and declaring that a disaster exists. Without the COM's disaster declaration, USG disaster relief may not be provided;

* Obligating up to $25,000 in cash, supplies, or services to assist disaster victims after the disaster authority has been exercised. Any expenditures in excess of the $25,000 authority must be approved by OFDA;

* monitoring the distribution and use of relief supplies to endure that they reach the disaster victims; and

* providing accurate reporting of the disaster relief effort to OFDA through regular situation reports as well as a final summary report upon conclusion of the relief effort.

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART III

BACKGROUND

SECTION B

DISASTERS IN BANGLADESH

DISASTERS IN BANGLADESH

1. COUNTRY PROFILE

Bangladesh lies in the northeastern part of South Asia between 20 degrees 34′ and 26 degrees 38′ north latitude and 88 degrees 01′ and 92 degrees 41′ east longitude. The country is bounded by India (West Bengal and Assam) on the west and the north, by India (Tripura and Assam) and Burma on the east, and by the Bay of Bengal on the south.

The country has a population of over 110 million with an area of approximately 144,000 square kilometers. The intercensus population growth rate, estimated using the adjusted population of the 1974 and 1981 censuses, was 2.32 percent per annum. Population density is about 800 per sq. km. Agriculture is the main occupation of the people of Bangladesh. It directly contributes around 46% of GDP.

Bangladesh is a low lying riverine country, located over a major seismic fault. It is primarily a flat alluvial plain crisscrossed by the mighty Padma, Meghna, and Jamuna rivers and their many tributaries. Floodplain areas occupy about 80% of the landscape. Ecological deterioration attributable to progressive deforestation in the upstream of the major rivers in India and Nepal may be leading to an increased frequency of sheet flooding in Bangladesh, although this was apparently not the case in the 1988 flood.

The country is one of the poorest and most overpopulated in the world. It is estimated that almost half of its population is landless or near landless (living on less than 1 acre of land), and nearly all of that is living below poverty. Riverbank erosion and accretion have accelerated the process of landlessness. An estimated 80% of Bangladeshi children suffer from various grades of malnutrition. Under normal circumstances, Bangladesh produces only half of the Oral Rehydration Solution (ORS) needed to maintain an Oral Rehydration Therapy (ORT) rate of 30% for children under 5.

In a disaster situation, those living near the poverty line can easily slip below it, for a number of reasons. The near landless may be forced to sell what remaining land they have. Those who depend upon wage labor for subsistence are forced to compete with those entering the labor market, which becomes further depressed by the loss of harvests and damage to sources of employment. Even when food is available, the landless poor often cannot purchase it.

The tropical monsoon climate of the country is influenced by the Himalayan, the Assam, and the Burmese mountain ranges in the north and the northeast, and the Bay of Bengal in the south. In addition, the country's location along approximately 600 kilometers of coastline leaves huge tracts of land open to the destructive effects of cyclones and storm surges.

Disasters in Bangladesh can be classified in two types. The first are those which occur frequently, such as floods, tropical cyclones, storm surges, drought, and tornados. The second type are less frequent, but historically very destructive. Earthquakes and civil strife fall into this category. Table 2 shows the history of major natural disasters in Bangladesh.

Added to both are the "ongoing disasters" which constantly affect Bangladesh, and which impact directly upon disaster preparedness and relief. These are river bank erosion, the degradation of forests, fisheries, and other natural resources and increasing pollution, as well as social factors such as increasing concentration of population, growing landlessness, and a rapidly expanding number of female heads of households among the poor.

2. FLOODING

Flooding is common in Bangladesh. Extreme flooding may cause millions of dollars of destruction each year to agriculture and infrastructure, as well as take thousands of human lives. Housing is extremely vulnerable to floods. The typical rural house in Bangladesh is a one-room structure of clay or rice straw and bamboo. In areas where flooding occurs regularly, earthen plinths 4 meters high are used to raise houses above the flood level. However, most houses are not of permanent construction and must be replaced every two to three years.

There are many causes of flooding in Bangladesh. These include: the general low elevation of the increased discharge through the rivers; siltation at the junction of distributaries and main rivers; the rising of river beds (through siltation) due to earthquakes; the effects of embankment construction along upper reaches of rivers outside of Bangladesh; deforestation; backwater effects of ocean tides; the rise of sea level; and coincidental peak flooding along several river channels. Flood waters flow from northern to southern parts of the country.

Bangladesh has experienced as many as seventeen devastating floods in the present century. Since independence, Bangladesh experienced floods of vast magnitude in 1974, 1984, 1987 and 1988.

Flood of 1974

The 1974 flood was severe enough to cause a widespread famine, killed an estimated 28,700 people, and caused an estimated $579.2 million damage. There was a sharp drop in the real wage of agricultural wage laborers and of the poor engaged in non-farm activities, which eroded their ability to purchase food. This, and fluctuations in food availability and prices which followed the flood, have left deep marks in peoples' memories. Since then, natural calamities, particularly floods, have become a politically sensitive issue for the government.

Flood of 1984

The flood in 1984 was devastating, 1,200 human lives were lost, 30 million people were affedted, 15 million acres of land were flooded, 5 million houses were damaged, 71,400 heads of cattle were lost. The total damage estimated to about $600 million.

Table 2: HISTORY OF MAJOR NATURAL DISASTERS IN BANGLADESH (1918 - 1991)

Disaster Date	Disaster Type	Affected Location	Number Killed	Number Affected (000's)	Damaged ($ Mil.
1918	Influenza Epidemic	Nationwide	393,000	N/A	N/A
1943	Famine	Nationwide	1,900,000	N/A	N/A
10/30/58	Cyclone	N/A	500	N/A	N/A
10/10/59	Cyclone	Bay of Bengal	14,000	N/A	N/A
1960	Flood	N/A	10,000	N/A	N/A
10/09/60	Cyclone	Coastal Area	3,000	N/A	N/A
10/30/60	Cyclone	Coastal Area	5,149	N/A	N/A
05/09/61	Cyclone	Meghna Estuar	11,200	N/A	11.9
05/30/61	Cyclone	Coastal Area	11,466	N/A	N/A
05/28/63	Cyclone	Chittagong	11,500	1,000	46.5
05/11/65	Cyclone	Barisal dist.	36,000	10,000	57.7
12/15/65	Cyclone	Chittagong-Teknaf	847	60	N/A
10/01/66	Cyclone	Chittagong,Sandwip	850	500	22.4
04/14/69	Cyclone	Dhaka & Comil	849	160	N/A
11/12/70	Cyclone	Khulna, Chittagong Barisal, Patuakhali	300,000	3,648	86.4
12/09/73	Cyclone	South Coast	1,000	N/A	N/A
07/74	Flood	Nationwide	28,700	36,000	579.2
04/01/77	Typhoon	5 Districts	600	N/A	N/A
04/09/78	Storm	Bay of Bengal	1,000	N/A	N/A
08/80	Flood	Northwestern Region	655	10,000	150.0
5-9/84	Flood	Nationwide	1,200	30,000	600.0
05/85	Cyclone	Chittagong,Bhola & Noakhali Dist.	10,000	1,300	5.3
09/87	Flood	Nationwide	2,055	29,700	330.0
7-9/88	Flood	Nationwide	2,379	45,000	2,137.0
04/26/89	Tornado	Manikganj	800	1,000	4.0
04/29/91	Cyclone and Storm Surge	Coastal District	138,866	13,400	1,780.0

SOURCE: FHA/OFDA annual reports otherwise indicated.

* USAID/Dhaka estimates, OFDA figures not available.

Flood of 1987

The Bangladesh flood of 1987 was highly devastating. It was then said that there was no record of such a flood in the last forty to fifty yea in the country. In fact, 1987 brought a series of floods. The first signs of flood were seen in June. Larger areas began flooding in July and this continued through September. The first flush of flood was observed in northern parts of the country, followed by the central and southern parts. Before the water could recede, there were more waves c flood -- a second, a third and a fourth time.

The destruction caused by the 1987 flood was staggering. The flood toc 2,055 human lives out of 30 million affected people in 50 districts (34 thanas) out of the country's 64 districts. About 4.5 million acres of land out of a total cultivated area of 20.15 million acres were affecte 2.2 million MT of rice were destroyed; 1,500 kms of roads and highways were destroyed; 1,200 bridges, culverts and segments of embankments wer washed away. About 772,000 houses and more than 1,000 schools lay in ruins, with 1.5 million more houses damaged.

Flood of 1988

The 1988 flood was probably the worst flood in a century. The capital Dhaka along with two-thirds of the total area of the country were under flood water for several days. Fifty-three out of 64 districts were inundated by three meters or more water. About 28 million people out c the total 45 million affected people were forced to climb on roofs, treetops or whatever toeholds of dry land remained above the deluge, ar 2,379 people died. Infrastructure which was not well-built and well-maintained simply washed away. Approximately 1.2 million homes we totally destroyed, and 2.4 million were damaged. Eighty-one percent of the totally destroyed homes belonged to the rural poor. Approximately 2.5 million acres of crop land were affected. The loss of crop production in the damaged area was estimated to about 1.95 million tons However, this loss was estimated on the assumption that a part of the damage would be compensated by higher yields in areas where flood brouc in sediments, and a prolonged drought which followed the flood may have distorted this estimate. Animal losses were also high. The floods caused major dmage in all sectors. The estimated recovery costs for capital stock was $1.137 billion and for housing $1 billion.

The flood of 1988 most severely affected poor children and women, as reflected in the incidence of diarrhea, measle related disease, and hic rates of infant mortality in the post-flood period. Although no precis figures are available, the Mission and the NGOs providing relief noted widespread panic sales of land and personal effects, declining rural wages, and increased borrowing at very high interest rates.

3. TROPICAL CYCLONES

Tropical cyclones occur at the rate of 1.3 a year in the coastal districts of Bangladesh, making the area one of the world's most cyclone-prone. These cyclones, which form over the Bay of Bengal, are associated with high winds in excess of 150 kilometers per hour, and large storm surges (tidal bores) which often crest at 30 feet. These storm surges are far more devastating to land, people, and buildings th the cyclone itself. The range of 12 feet between low and high water in the northern Bay of Bengal can render even a storm of moderate intensit approaching the coast at high tide just as dangerous as, or even more dangerous than, a severe storm which coincides with low tide. Table 3 shows cyclones affecting Bangladesh since 1960.

Cyclone of November, 1970 in South Bengal

In 1970, depression formed in the south and adjoining central Bay, move to the north and north-northeast and intensified into a severe cyclonic storm. It then turned to the northeast and crossed coastal Bangladesh. A storm surge 5-8 meters high caused heavy damage on off-shore islands and in coastal districts of Chittagong, Noakhali, Patuakhali, and Bakerganj. It was one of the greatest disasters in recorded history, with estimates of number of people killed ranging from 300,000 to 1,000,000. There was enormous damage to property, crops and animals.

Cyclone of May 1985 in Urir Char

A devastating cyclone hit the coastal districts of Bangladesh at 3 a.m. on May 25, at a speed exceeding 150 kilometers per hour, creating tidal waves more than 4 meters high. Entire villages were washed away before inhabitants had a chance to react. The extent of the devastation becam clear only after a survey ship of the Land Reclamation Project of the Bangladesh Water Development Board (BWDB) spotted floating dead bodies near Sandwip. The administration announced 2,086 corpses were recovere and about 5,000 people were missing. Several hundred fishermen out in the Bay of Bengal were most likely killed. The official death toll ranged around 10,000. The following areas were worst affected: Urir Char, Monpura, Southern Sandwip, Southern Bhola, Dublar Char, and furth south, Maheshkhali and Teknaf. In total, 900 square miles of 6 coastal districts had been ravaged, destroying 133,000 acres of crops and 120,0 heads of livestock, and affecting about 1.3 million people. A total of 74 miles of BWDB coastal embankment was washed away. There was widespread disruption of power transmission and surface road communication.

Table 3
Cyclones Affecting Bangladesh Since 1960

Date			Max. windspeed (km. per hour)	Storm surge height (meter)
09	Oct.	1960	162	
30	Oct.	1960	210	4.5-6
09	May	1961	146	2.5-3
30	May	1961	146	6-9
28	May	1963	203	4-5
11	April	1964	-	-
11	May	1965	162	3.5
31	May	1965	-	6-7.5
14	Dec.	1965	210	4.5-6
01	Oct.	1966	146	4.5-9
11	Oct.	1967	-	2.8.5
24	Oct.	1967	-	1.5-7.5
10	May	1968	-	2.5-4.5
17	April	1969	-	-
10	Oct.	1969	-	2.5-7
07	May	1970	-	3.5
23	Oct.	1970	-	-
12	Nov.	1970	223	5-8
03	May	1971	-	2.5-4
30	Sep.	1971	-	2.5-4
06	Nov.	1971	-	2.5-5.5
18	Nov.	1973	-	2.5-4
09	Dec.	1973	122	1.5-7.5
15	Aug.	1974	97	1.5-6.5
28	Nov.	1974	162	2-5
21	Oct.	1976	105	2.5-5
13	May	1977	122	-
10	Dec.	1981	97	2
15	Oct.	1983	97	-
09	Nov.	1983	122	-
03	June	1984	89	-
25	May	1985	154	3-4.5
29	Nov.	1988	162	1.5-3
29	April	1991	235	6-7.5
02	June	1991	100	2

Source: Bangladesh Center for Advanced Studies

Cyclone of April, 1991

The worst cyclone in 20 years struck the southeastern coast of Banglade on the night of April 29-30th. Four coastal districts - Bhola, Noakhal Chittagong and Cox's Bazar - bore the brunt of the storm and sea surge. Within those districts the greatest concern was for people living in 13 thanas (administrative subdistricts), and the city of Chittagong. The experts termed the night "Doomsday." The cyclone, named "Marion", crossed the Chittagong-Cox's Bazar coast near the Meghna estuary, producing winds up to 235 kilometers per hour and a devastating storm surge of 6-7.5 meters. It inundated low-lying coastal areas, and virtually submerged large, populous islands. Days later the lowest lyi areas, particularly on the hard hit islands,were still 1 to 2 meters under water. The devastation caused to shelter, water supply, agriculture, and communications threatened the survivors of the storm with dehydration, starvation, disease, and death. Figure 2 shows the areas hit by the cyclone. The human suffering caused by the storm was tremendous. An estimated 139,000 people were killed, and about 1.6 million homes were destroyed or damaged. Over 13 million people suffer the immediate effects of the storm.

In addition to the human suffering it caused, the storm damaged agricultural land, trees and vegetation, standing crops, water supply a sanitation, wildlife, livestock, fisheries, salt beds and infrastructure, and affected industry and the economy as a whole. Road bridges, the railway, power systems, health facilities and schools sustained damage estimated at over $170 million. Local and Internatior communications were knocked out for about one month. Chittagong, Bangladesh's main port and most dynamic industrial region, was badly damaged by the cyclone. Most factories in the Chittagong district suffered damage. The loss of revenue from these and other export industries was nearly $300 million, or 20% of Bangladesh's annual expor revenue. The total estimated damage ranged $1.78 billion.

4. TORNADOS

Tornados are less frequent than cyclones, but can devastate entire town: While existing NGO and BDG systems may be able to provide relief in a timely fashion, the kinds of aid required are often outside the Missior areas of expertise. Cash contributions are the most appropriate intervention in this case.

A deadly tornado hit parts of Manikganj district about 70 kilometers north of Dhaka on the evening of April 26, 1989. It was concentrated i an area of about 50 square kilometers, and wiped out virtually all houses, trees and crops. Eight hundred people were killed. The loss c livestock and poultry was enormous. There was a similar tornado back i the mid-sixties in Demra (adjoining Dhaka) which caused colossal loss c men and materials.

figure 2 here

5. DROUGHT

Droughts often follow years of flood. The country experienced severe droughts in 1979, 1981, 1982 and 1989. Historically, crop loss due to drought has been no less than that of flood. Drought also has other lc term implications. The soil dries and becomes unsuitable for crop cultivation. Ground water levels go down. The problem aggravates wher there is no further recharge of ground water. Irrigation becomes difficult. There can be acute shortages of drinking water as most tubewells fail to raise water. Severe health hazards, especially diarrheal disease, are common as a result of shortage of proper drinkir water. The poor and marginal farmers are the worst victims of drought. Richer farmers may, in fact, make spatial adjustments and leave drought affected areas, but marginal farmers must remain in them.

6. EARTHQUAKES

Geologically, most of Bangladesh forms a part of the Bengal Basin, a seismically active area. The country can be divided into four seismic zones: high intensity, moderate intensity, low intensity and negligible intensity. During the past 100 years, the country has received damage from five major earthquakes (in 1887, 1918, 1930, 1934, and 1950). The 1887 quake was strong enough to change the course of the Meghna river. Dhaka may be due for a major earthquake, according to some seismologist: Dhaka has recently witnessed 4-6 minor earthquakes.

7. CIVIL STRIFE

Since Independence, Bangladesh has experienced severe civil strife. Dhaka and Chittagong are most likely to experience civil strife. Its principal effects include death and injury, and destruction of building homes, communications and other infrastructure. Mission response is likely to be limited during the strife. Cash and food as well as medic support may be required when delivery becomes feasible. But, beyond Mission actions to ensure Mission personnel safety, these situations dc not normally involve Mission disaster response activities.

6. VULNERABILITY ANALYSIS

Infrastructure

In the event of severe flooding or a cyclone, the two most common types of disaster types in Bangladesh, the country's infrastructure is very vulnerable to damage from winds and water. The two major ports, Chalna (Khulna district) and Chittagong (Chittagong district) and one of the major airports, also at Chittagong, are located in two of the most cyclone-prone regions of the country. These facilities would more thar likely be forced to close during a cyclone, storm surge, or major flood and would possibly suffer some degree of damage. Inland waterways woul most likely be affected also. During the monsoon season, these waterwa may be too swollen with flood waters for normal river traffic.

Additionally, numerous hospitals, electric power plants, natural gas plants, oil refineries, and steel mills are located throughout Banglade in disaster-prone regions, and would possibly be subject to shutdowns c damage from natural disasters.

Agriculture

Agriculture, the most important sector of the economy, is extremely vulnerable to natural disasters, principally floods, droughts, cyclones and storm surges. Floods are perhaps the most frequent destructive for to agricultural lands. Seasonal flooding is normal over one-third of Bangladesh. Traditional land use and cropping patterns are closely adjusted to the seasonal flooding which, when it is earlier, higher, or later than normal, drowns standing crops or prevents (or delays) the sowing of a major crop. Droughts occur during the dry season (October May) when river flow is sharply reduced. Crop damage by cyclones is or partly attributable to the strong winds, and usually is caused by associated heavy rains and consequent flooding. Storm surges are particularly destructive when the water is highly saline. These disasters affect not only agricultural crops, but food reserves and livestock as well. Figure 3 and the following table show the crop calendar of Bangladesh.

AGRICULTURAL CROP CALENDAR FOR BANGLADESH

Crop	Planting	Harvesting
Maize	April-May	July-Aug
Rice-Aman	March-May	Nov-Dec
Aus	March-May	July-Sep
Boro	Sept-Dec	
March-Sugarcane	Feb-March	Dec-Jan
Wheat	Oct-Nov	Feb-March

CROPS BY REGION

Coast: rice, (aman, aus, boro), sugarcane
Highlands: maize, rice (aman, aus), sugarcane
Northeast: maize, rice (aman, aus, boro), sugarcane
Northeast: maize, rice (aman, aus), sugarcane, wheat
West: maize, rice (aman, aus, boro), sugarcane, wheat

Vulnerability and Response

Table 4 summarizes, by type of disaster, the principal types and locations of vulnerability and corresponding response options.

It is important to note that, while disasters have serious direct impac in terms of physical damage, injury, and the loss of life, the greater threat is the economic impact on the poor, particularly children. Whil international and national attention is greatest during and immediately after a disaster, the Mission must also focus the period 3-12 months after the main event, when international and national attention tends t wane and relief and rehabilitation are withdrawn. It is precisely in this period that wage depression, unemployment, usury, and migration ar likely to occur. The Mission is, however, able to obtain better information from the field and act with greater effectiveness during th period, especially if nutritional surveillance is in place.

figure 3 here

TABLE 4
VULNERABILITY AND RESPONSE

FLOODS	
Principal Vulnerabilities:	Diarrheal disease, loss of land, employment, pani sales, food shortages, famine over the following 3-12 months.
Vulnerable Regions:	Depending upon severity, most of Bangladesh, but northeast, delta, and Dhaka especially vulnerable
Mission Response Options:	Well-targeted food aid, ORS, WPT, seeds, addition nutritional and food price surveillance in the following 3 to 12 months, cash.
CYCLONES/STORM SURGES/TORNADOS	
Principal Vulnerabilities:	Destruction to forests, animals, power lines, roads, housing and other infrastructure; diarrhea disease (if cyclone is accompanied by flooding/surge); loss of standing crops.
Vulnerable Regions:	Southern and southwestern areas for cyclones and storm surges; central and northern regions for tornados.
Mission Response Options:	Cash, limited food aid, ORS, WPT, technical assistance to help restore power lines and repair feeder roads.
DROUGHTS	
Principal Vulnerabilities:	Similar to those of floods. Famine and heavy migration more severe.
Vulnerable Regions:	Northwestern area especially.
Mission Response Options:	Well-targeted food aid, ORS; additional nutrition surveillance.

EARTHQUAKES

Principal Vulnerabilities:	Death and injury, destruction of buildings, homes communications, other infrastructure.
Vulnerable Regions:	Sylhet region most seismic, but Dhaka and other cities highly vulnerable.
Mission Response Options:	Cash a high priority. Search and rescue and firs aid support may be required, especially if in Dhaka.

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART III

BACKGROUND

SECTION C

LESSONS LEARNED

Mission Disaster Relief Officer	:	Mary C. Kilgour
Date of Appointment	:	
End of Tour	:	

Alternate	:	Rosalie A. Fanale
Date of Appointment	:	
End of Tour	:	

Mission Disaster Preparedness Plan and appointment of Mission Disaster Relief Officer and Alternate approved.

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Ambassador

April, 1993

UNITED STATES GOVERNMENT
BANGLADESH MISSION DISASTER PREPAREDNESS PLAN

PART III

BACKGROUND

SECTION D

OFDA GUIDANCE CABLE