

**Cyclone Roanu:  
Challenges of Good Governance in Disaster  
Management and Way forward**

**Executive Summary**

**01 February 2017**

**Transparency International Bangladesh (TIB)**

# **Cyclone Roanu:Challenges of Good Governance in Disaster Management and Way Forward**

## ***Research Advisers:***

**Advocate Sultana Kamal**

*Chairperson, Board of Trustees, Transparency International Bangladesh (TIB)*

**Dr. Iftekharuzzaman**

*Executive Director, Transparency International Bangladesh (TIB)*

**Professor Dr. SumaiyaKhair**

*Deputy Executive Director, Transparency International Bangladesh (TIB)*

**Mohammad Rafiqul Hassan**

*Director - Research and Policy, Transparency International Bangladesh (TIB)*

## ***Study plan and conducted by:***

**M. Zakir Hossain Khan**, Senior Programme Manager, Climate Finance Governance, TIB

**NiharRanjan Roy**, Deputy Programme Manager, Research and Policy, TIB

**NewazulMoula**, Deputy Programme Manager-Research, Climate Finance Governance, TIB

**Nahid Sharmin**, Deputy Programme Manager, Research and Policy, TIB

## ***Acknowledgement to:***

S M Akram, Senior Programme Manager-Research and Policy, TIB for valuable editorial supports; Mehedi Hasan, Intern and other field enumerators for data collection; all concerned colleagues of other R&P and other divisions for sharing comments and observations that has contributed to enrich the report.

## ***Contact:***

**Transparency International Bangladesh (TIB)**

MIDAS Centre (Level 4 & 5)

House-05, Road-16 (New) 27 (Old)

Dhanmondi, Dhaka-1209, Bangladesh

Tel: +880 2 9124788-89, 9124792 Fax: +880 2 9124915

E-mail: [info@ti-bangladesh.org](mailto:info@ti-bangladesh.org);

Website: [www.ti-bangladesh.org](http://www.ti-bangladesh.org)

# 1 Introduction

## 1.1 Background and rationale

Cyclone, storm surge, flood have been increasing consistently due to the adverse impact of global climate change. Climate Vulnerable Monitor 2013 have predicted that additional around 0.6 million people and Bangladesh might face additional economic losses of US\$ 1.25 billion each year by 2030 due to climate change induced cyclone and storm surges and other natural calamities. It has been observed that the incidence of extreme weather events like cyclone is increasing, though six cyclones hit in sixteen years (1991-2006) but five cyclones hit in the next decade (2007-2016). According to disaster related household survey of the Bangladesh Bureau of Statistics in 2015, 25.51% household was affected by cyclone and tornado during the period from 2009 to 2014. However, the extent of damages and losses of lives caused by natural disasters have been reduced significantly over the period, for instance in 1991 though around 15 million people lost their lives due to cyclone but fortunately, the number of death have been reduced to 27 while cyclone Roanu hit in last 2016. That remarkable achievements have been possible due to adoption of the different initiatives by the government which are mostly improved early warning system before the cyclone, community based cyclone preparedness programme and construction of cyclone shelter in the cyclone prone areas especially in coastal regions. For this reason, disaster management model of Bangladesh has been recognized and appreciated at both national and international level. Several countries like North Sudan, Ethiopia are following this model to reduce losses and damages by the disasters.

UN Sustainable Development Agenda 11(c) has specified that "By 2020, substantially increase the number of cities and human settlements adopting and implementing integrated policies and plans towards inclusion, resource efficiency, mitigation and adaptation to climate change, resilience to disasters, and develop and implement, in line with the Sendai Framework for Disaster Risk Reduction 2015-2030, holistic disaster risk management at all levels". To address the upcoming global challenges of the increased events of disasters Sendai Framework for Disaster Risk Reduction 2015–2030 (SFDRR) was adopted by the United Nations in 2015 and SFDRR has emphasized to ensure good governance in managing disaster risks and responses as well. Even though the government of Bangladesh has formulated the National Disaster Management Policy 2015, the Disaster Management Act 2012, Cyclone Shelter Construction Maintenance and Management Policy 2011, Standing Order on Disaster 2010 have provided direction on cyclone preparedness and emergency responses but several newspapers have published news regarding the gaps in good governance in response to cyclone Roanu. On 21 May 2016, cyclone Roanu hits fifteen coastal districts of Bangladesh with heavy winds and rainfall. Consequently, 27 people were deceased and around twenty nine thousand households have been affected adversely and particularly, paddy and cash crops, domestic animal, livelihood of coastal community was ravaged significantly. The amount of losses and damages was comparatively higher in Chittagong, Cox's Bazar, Noakhali, Laxmipur and Bhola than others affected districts. TIB usually conducted study after each devastating disaster to identify the governance challenges in relief operation and carry out the advocacy accordingly. Subsequently, TIB administered studies have identified

the governance deficits in different actions to face the cyclone Sidr (2007) and Aila (2009). With that note, TIB carried out this study titled "Cyclone Roanu: Challenges of Good Governance in Disaster Management and Way Forward". To sustain the achievement of Bangladesh in disaster management it is immensely important to internalize all basic elements of good governance with the current legal and operational regimes of the disaster management in Bangladesh. It is expected that this study would contribute in formulating national and international policy framework.

### **1.2 Objective and scope of the research**

The major objectives of the research are a) to identify the challenges in good governance in the responses to cyclone Roanu and its causes, results and impact; and b) finally, to provide recommendations to overcome this challenges. This research included the pre-cyclone (Roanu) preparedness and post cyclone emergency response of the government, along with identifying process of the beneficiaries for the rehabilitation programme. The duration of the data collection, analysis and report writing is May 2016 to January 2017. The timeframe as considered in this research is May to June 2016.

### **1.3 Research methodology**

This is a qualitative research but participatory statistics have been used to analyze the participatory research tool. Overall assessment was carried out and analyzed on the basis of four governance related indicators which are transparency, accountability, participation, and integrity. For data collection, firstly, among fifteen Roanu affected districts five districts (Chittagong, Cox's Bazar, Laxmipur, Bhola, Barguna) have been selected considering the highest number of death, the highest number of the most affected households as well as damaged houses and climate change vulnerable zones or hot spots. At second stage, from each selected district two upazila have been selected considering the highest and the lowest affects. Finally, from each selected upazila a union has been selected for data collection and total 10 unions have been selected from 10 Upazila for carrying out this study.

Both primary and secondary sources have been used for collecting the information. As primary sources of information, Key Informant Interview (KII), Focus Group Discussion (FGD), Community Scorecard and Observation methods have been used. Furthermore, officer, disaster management department; deputy commissioner; additional deputy commissioner; district relief and rehabilitation officers; upazila nirbahi (executive) officers; upazila chairman; project implementation officer; representative of CPP; member and chairman of UP, NGO officials, journalist and representatives of civil society have been interviewed as primary source of data. In the application of the community score card following consensus all participants of FGDs gave a single score on each issues following Likert scale (1=Fully disagree, 2=Disagree, 3= Agree, 4= Fully agree). Besides, laws, policies, order, research reports, and news reports have been used as secondary source of data for this research. Reliability of the collected data was ensured following validation with concerned stakeholders and triangulation.

## **2 Legal regimes in disaster management in Bangladesh**

The Standing Order on Disaster 2010 has defined the specific responsibilities of the concerned stakeholders in the cyclone preparedness that includes risk reduction, dissemination of warning, during and post disaster periods. Major roles and responsibilities of national, district, upazila and union level stakeholders are illustrated below.

#### ***a) Cyclone preparedness***

##### ***Risk Reduction***

- Ensure that local people are kept informed and capable of taking practical measures for the reduction of risk at household and community level
- Arrange training and workshops on regular basis on disaster issues
- Identify the most vulnerable or people at high risk by sex, age, physical ability, social status, occupation and economic status
- Prepare a short, medium, and long term vulnerability reduction and capacity building action plan for the identified high-risk people with active participation of the people at risk
- Build the capacity of local institutions, volunteers and local people in a way that they can help and motivate people to adopt disaster.

##### ***Warning Period***

- Disseminate warning and security message, evacuate the vulnerable as per evacuation plan
- Engage trained institutions, volunteers and people in field for effective and rapid dissemination of early warning message to the vulnerable community and monitor the whole security and warning message dissemination activities
- Visit the pre-determined emergency shelter centre and ensure the availability of essential services
- Review the practicality of water supply sources nearby the shelter/centre if necessary, fill the gaps that people can get safe water supply during disaster from these water sources
- Ensure essential logistics and manpower.

#### ***b) Post-cyclone responses***

##### ***During Disaster***

- Organize emergency rescue work by using locally available facilities in times of need
- Coordinate all relief activities (GO-NGO) in local level in a manner that social justice is ensured in relief distribution
- Protect people from upset creating rumor during hazard period by providing them correct and timely information.
- Ensure the security of women, children and person with disability during hazard.

##### ***Post-Disaster Period***

- Collect and submit statistics regarding loss due to disaster according to directives from Disaster Management Department

- Allocate and distribute on the basis of actual need, the materials received from local sources or other sources for relief and rehabilitation work
- Ensure social justice in relief distribution and rehabilitation through coordination of different organizations/institutions (GO-NGO) at union level.

### **3 Research findings**

#### **3.1 Positive efforts for improving preparedness for Roanu**

This research has identified some positive efforts in the preparedness for the cyclone Roanu. Major steps were to keep posting the updated information about the situation of cyclone Roanu in the website of Disaster Management Department (DMD); DMD authority has given instruction through e-mail to deputy commissioner and upazila nirbahi officer for taking the necessary measures and announcement of the signal accordingly. Moreover, local level volunteer has adopted different measures to rescue the vulnerable community though they were not adequately equipped with necessary equipments. In addition, disaster management committee arranged a meeting at both zila and upazila level. Besides, as emergency relief five crore taka was allocated for supply of dry foods and also 80, 52,000 taka has been allocated from the DMD to local administration. In addition, local authorities have reserved the dry foods locally to tackle the emergency situation.

#### **3.2 Positive responses during and post Roanu**

Under this study it has also been identified that DMD allocated 5682 metric ton rice and 1 crore 80 lakh taka as emergency relief. Moreover, affected areas were visited by the concerned local government employees and local government representatives and ensured safety of women, children and disable people who took shelter during the cyclone. In addition, DMD has allocated 12 pickup van, 12 rescue boats, 6 mobile ambulances, 4 rescue boats that are capable to search in rough sea for emergency rescue operations. Besides, the local authority has provided the information about losses and damages of the affected household. In addition, non-government organisation prepared the list of affected people on the basis of authentic information of household.

#### **3.3 Governance challenges in responses to pre-cyclone Roanu**

##### **▪ *Not taking proper steps to assess the disaster risk***

It has been specified through this research that concerned local authority didn't assess the disaster risks in some areas of 10 UPs and condition of the embankments. There was gaps in 8 unions of taking initiatives by concerned authorities to repair the breached embankments, polders and the cyclone shelters those are in poor condition. Also didn't adopt any action to in were not assessed before the Roanu. For this reason, risk related reliable information did not reach to the risky community. In addition, there was no upazila found in this research where cyclone preparedness rehearsal programme was arranged regularly. Furthermore, authority did not take any initiative at eight out of 10 unions to protect the affected embankments. Besides, community people of six union couldn't use the cyclone shelter during Roanu because of poor or bad condition. According to the key informant, those cyclone shelters lost the utility due to the corruption and irregularities during construction and a KII alleged that only 70 percent of

allocated budget for construction of cyclone shelter were spent and rest was embezzled by concerned officials and power elites.

- *Gaps in announcement of cyclone signal*

Lack of coordination among DMD, Metrological Department and mass media is major challenge. Consequently, there was an inconsistency in announcing the signal between government agencies. Moreover, some electronic media failed to broadcast the updated cyclone signals. In some areas affected people became confused and also didn't get enough time to protect themselves and their assets. In this regard, lack of coordination has also been identified in intra-institution at the 10 upazila and as a result, cyclone signals did not reach at 10 union at proper time. In addition, necessary equipment like wireless, electric horn and transporter were not adequate at the 10 union that ultimately hamper the cyclone preparedness.

- *Absence of awareness of vulnerable community*

It was found that local community people of some areas of 10 UP didn't pay attention to the signal or intensity of the cyclone risks and emphasized on their own realization. For this reason, amount of loss and damages of property at 10 union and losses of lives at two Upazila was increased.

- *Inadequacy of necessary and high capacity cyclone shelter*

In the coastal areas, around five thousand and five hundred cyclone shelters are required for 18 million people. However, only around 3,751 cyclone shelters are available. Moreover, even though those could accommodate on average one thousand people during disaster but there is no shelters for the rest 4.5 million people.

- *Challenges of access in cyclone shelter*

There were gaps in taking initiatives by both local administration and LGI representatives in 6 unions relocate the people to cyclone shelters. Out of 10 unions, woman, children and disable people of 6 unions had to travel by two to three kilometer to reach the cyclone shelters. In one union, a cyclone shelter was unused as that was built in infeasible location that is close the residence of the powerful local elite.

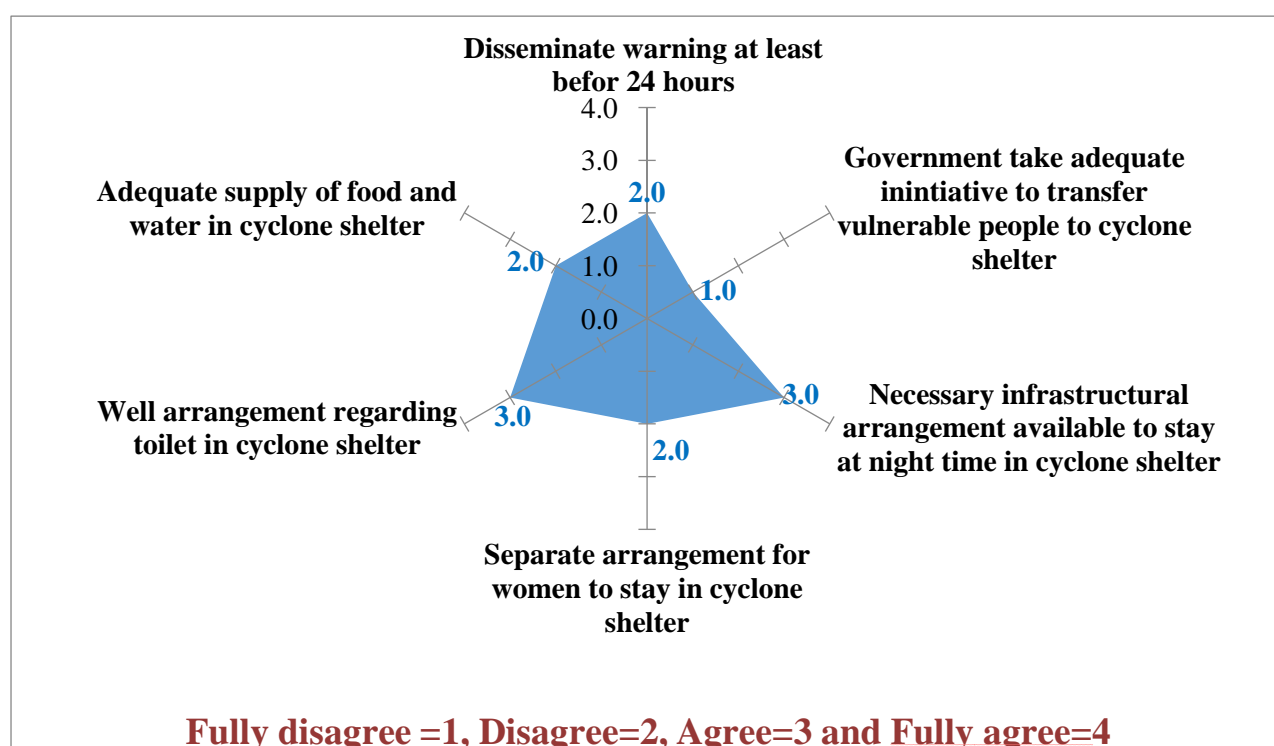
- *Improper maintenance of cyclone shelters and sufferings of the vulnerable community*

Improper maintenance or mismanagement of cyclone shelter was also observed under this research. There was no available fund and manpower of the concerned schools of 10 union that are used as cyclone shelters, but there was no such problem in case of cyclone shelters which are being maintained by the NGOs. In all surveyed unions, cyclone shelters were not user-friendly due to absence of proper maintenance. In a union, three cyclone shelters were locked and consequently, people couldn't able to take shelter. Furthermore, there was no separate place for women in cyclone shelters in 7 unions and lack of availability of dry food and safe drinking water in 6 unions.

- *Community's score regarding pre-cyclone preparedness programme*

Community people didn't agree with the statement that the government took adequate steps to relocate the vulnerable people to cyclone shelter. However, community were satisfied with the arrangement of toilet in cyclone shelter. Moreover, community were not agree with the statement that they received the cyclone warning at least before 24 hours, availability of foods and water in cyclone shelter(Fig-1). In fact, score of four indicators out of six (Fig - 1) reflected weak governance in preparedness programme.

**Figure 1: Score provided by community regarding pre-cyclone preparedness**



▪ *Governance challenges in pre-cyclone period on the basis of good governance indicator*

The findings of the research has analyzed on the basis of good governance indicator in below table.

**Table 1: Governance challenges in pre-cyclone responses**

Initiatives	Transparency	Accountability	Participation	Integrity
<b>Risk identification</b>	• Inadequate information regarding cyclone risk	• Not to identify the disaster risk properly by concerned authority and local government	• Absence of arrangement of regular rehearsal programme for building awareness	• Not to take action regarding using the cyclone shelter by influential person for personal purpose
<b>Dissemination of warning signals</b>	• Lack of initiative to disseminate warning in remote areas	• Inadequate initiatives to evacuate the vulnerable people	• Absence of community participation in maintaining the cyclone shelter	• Cyclone shelters did not build in proper place due to the influence of powerful person
<b>Maintenance of cyclone shelter</b>	• Lack of information to maintenance	• A part of cyclone shelter was not		
<b>Coordination between government</b>				



Initiatives	Transparency	Accountability	Participation	Integrity
and non-government Organization	the cyclone shelter	useable due to lack of maintenance		

### 3.4 Governance challenges at the post – cyclone period

#### ▪ *Not to ensure fairness/equity in allocation of relief*

This research revealed that unfairness in the allocation of relief, for instance, on average 401 taka was allocated for per affected poor or distressed family in Chittagong, whereas almost six times higher amount has been allocated for the poor or distressed affected household of Bhola. There was no rational explanation against such allocation was provided by the concerned authority rather there were credible allegations to consider the political influence was conveyed by the key informant. Furthermore, allocation of construction items for the damaged houses owned by affected poor household was also proportionately higher for particular areas, such as in Chittagong 1,200 bundle (average 0.06 bundle) tin was allocated for construction of the 20,000 fully damaged households in contrast 1,000 bundle (average 0.7 bundle) tin was allocated for 1,500 thousand fully damaged households of Bhola district; and there is strong allegation of undue political influence in such allocation.

#### ▪ *Faulty list of affected people*

The research findings unfolded the about gaps in coordination between government and non-government organization in preparing the list of the affected people in prescribed D form in all unions. Besides, any government official or LGI representative didn't visit the affected 3 unions at all. Moreover, it was also identified that list of affected people of six union was prepared on the basis of information provided by supporters in the last UP election or followers of UP Chairman or Members even though close relatives of UP Chairman and Members were directly involved to prepare the list. In all cases, losses and damages were being put arbitrarily on the basis of perception not by collecting data from cyclone affected households. Furthermore, real affected people of seven union were not included in the list, instead of, people those were not actually affected were selected for allocation of the relief and rehabilitation program. Furthermore, local administration was not aware about the amount of relief allocation of non-government organization.

#### ▪ *Non-disclosure and integrity failure in the distribution of relief*

This research revealed the mismanagement or erosion of integrity in the distribution of relief. Overall 164 kg rice and 523 taka has been allocated to the affected poor family but there was DMD or local authority didn't disclose either about the recipients or what amount of the relief receipt by affected households. Furthermore, lack of coordination between government and non-government organization has observed in this research. In fact, all unions, community people were not informed about the amount of relief was allocated from the government, selection and distribution process of stakeholder.

Study also affirmed that political interest, nepotism got priority in distributing the relief at some of areas of five union. A key informant has commented that "there is always undue

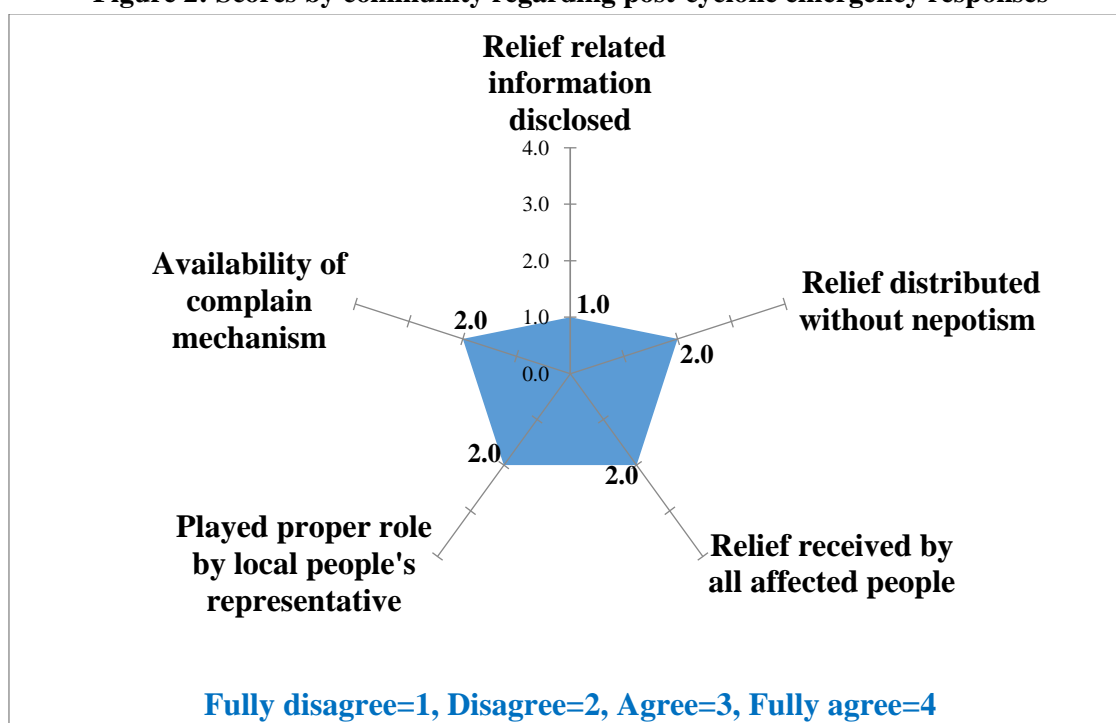
influence of local political leader in selection of beneficiaries and distribution of relief that has also practiced after Roanu".

Moreover, participant affected community in a FGD commented that "From where relief come, who enjoy that they don't know anything, only UP Chairman and Members and government official know". In five unions, affected communities didn't get priorities in distribution of allocated relief and instead of affected people in four union relatives of LGI representatives got priority in relief distribution. Furthermore, while local authority distributed rice affected households received less amount than the actual allocation. Besides, even though local authority has shown the distribution of Tin in 8 unions in a paper but in reality affected households didn't receive that. It can be noted, local administration was not informed about the amount of relief distribution of non-government organisation.

▪ ***Community's score regarding post - cyclone emergency responses of government***

After analyzing the community score card, it has been found that communities are not satisfied about the cyclone emergency responses especially disclosure of information about relief operation, nepotism free relief distribution, receiving relief by all affected households, showing proper role by LGI representatives and availability of complain redress mechanism (Fig-2). Scores of all indicators reflected weak governance in emergency responses programme.

**Figure 2: Scores by community regarding post-cyclone emergency responses**



▪ ***Overall governance challenges in post - cyclone emergency responses***

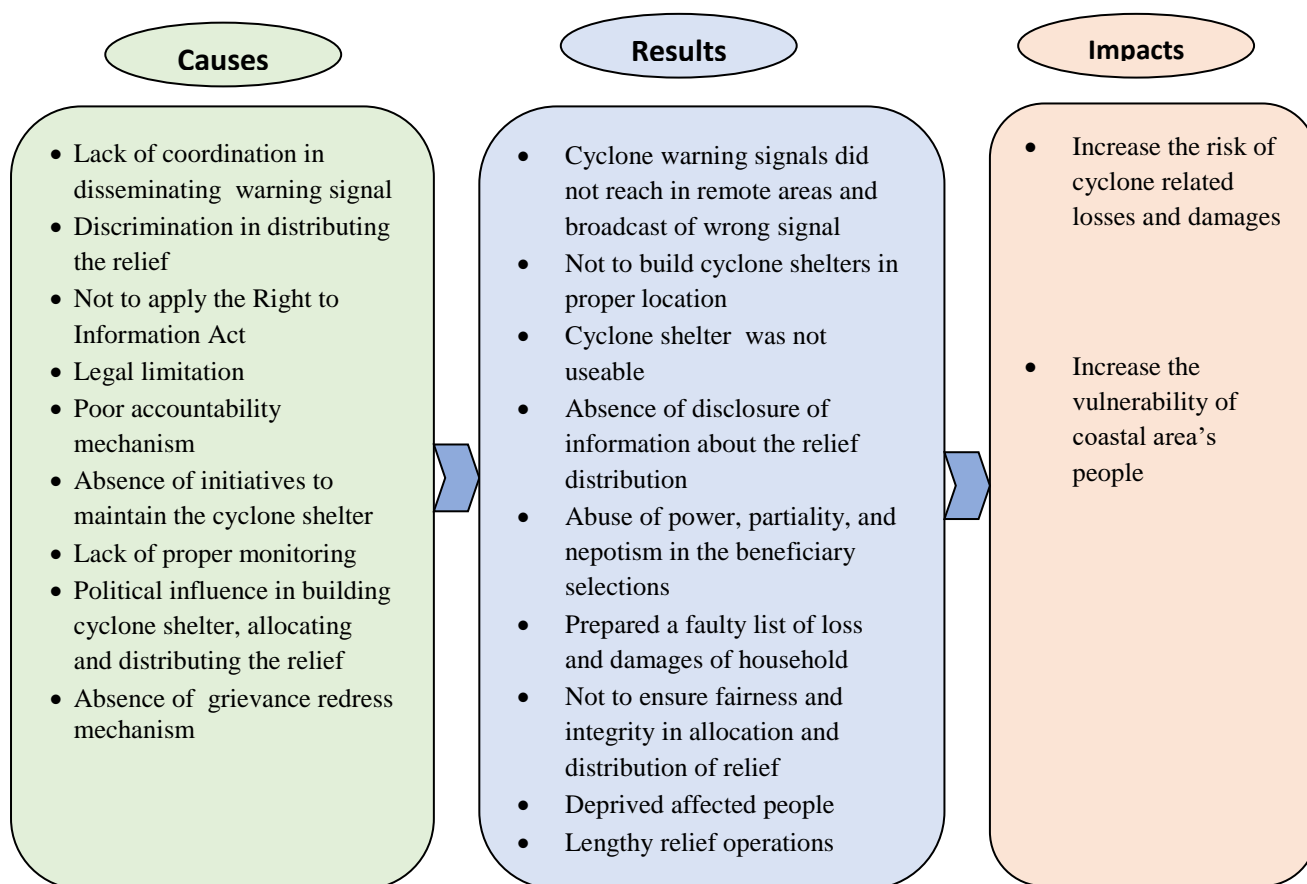
The findings of this research has analyzed on the basis of good governance indicator in below table.

**Table 2: Governance challenges in post - cyclone emergency responses by government**

Initiatives	Transparency	Accountability	Participation	Integrity
<ul style="list-style-type: none"> <li>• <b>Need assessment of Relief</b></li> <li>• <b>Beneficiary selection</b></li> <li>• <b>Relief allocation and distribution</b></li> </ul>	<ul style="list-style-type: none"> <li>• Not disclosed the information regarding beneficiary selection process and requirement of relief</li> <li>• Not disclosed the information about the relief allocation and distribution</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of coordination between government and non-government organization in selecting the beneficiary and distributing the relief</li> <li>• Absence of public grievance redress mechanism to complain about relief allocation and distribution</li> </ul>	<ul style="list-style-type: none"> <li>• No participation of cyclone affected people in beneficiary selection process</li> <li>• Absence of public participation in assessing the loss and damage</li> </ul>	<ul style="list-style-type: none"> <li>• Losses and damages determined by the local government representatives arbitrarily</li> <li>• Irregularities and corruption in preparing the list of affected people</li> <li>• Corruption in the relief distribution process</li> <li>• Giving more importance to political supporter rather affected people in distributing the relief</li> </ul>

#### 4 Cause, results and impacts of weak governance

After analyzing the findings, this research identified causes, results and impacts of weak governances which are given below.



## 5 Conclusion and Recommendations

Actually, weak governance has observed at pre and post both period of cyclone Roanu though government has taken some positive initiatives. Losses and damages due to cyclone could be reduced if the government take proper initiatives such as timely disclosures of relevant information about warning signals and the relief allocations, active participation of community in preparing the list if affected people, fair allocation and distributed the relief, properly constructed and maintained the cyclone shelter. Given the state of governance at both pre and post responses to mitigate the disaster like cyclone, the study has come up with following recommendations:

Recommendations	Implementing organization
<b>a) Cyclone preparedness or pre-cyclone responses</b>	
<b>1</b> Ahead of any cyclone related risks of lose and damages should be assessed properly and adopting steps including proper dissemination of risks to the community accordingly	Disaster Management Department (DMD); District, Upazila and Union Disaster Management Committee
<b>2</b> The best uses of community radio and mobile phone along with the existing cyclone warning system should be ensured for proper dissemination of warning signals especially at remote and vulnerable areas	DMD; District, Upazila and Union Disaster Management Committee
<b>3</b> Coordination between Disaster Management Department and Meteorological Department should be increased for proper dissemination of the warning signal. Besides, accountability of electronic media should be ensured for broadcasting the proper warning signal.	DMD; Meteorological Department
<b>4</b> To increase the awareness and capacity of the concerned stakeholders including local community training/rehearsal in each coastal union should be arranged at every three month	District, Upazila and Union Disaster Management Committee
<b>5</b> Effective measures should be adopted to evacuate and rescue vulnerable people to safe place through coordination among local government representative, GO and NGO and volunteer organizations	Ministry of Disaster Management and Relief; DMD; District, Upazila and Union Disaster Management Committee

<b>Recommendations</b>	<b>Implementing organization</b>
<b>6</b> For regular maintenance of existing cyclone shelters adequate budget and human resource should be approved to the concerned schools by the Ministry of Disaster Management and Relief	Ministry of Disaster Management and Relief; DMD
<b>7</b> Cyclone shelters should be constructed at appropriate cyclone-prone locations and cyclone shelter maintenance and management committee should be reformed through participation of vulnerable local community	DMD; District, Upazila and Union Disaster Management Committee
<b>8</b> Necessary dry foods and clean water supply should be ensured for the affected people who would take shelter at the cyclone shelter	DMD; District, Upazila and Union Disaster Management Committee

## **b) Post-cyclone responses**

<b>9</b> Ahead of the cyclone the damaged embankments, open polders and other vulnerable structures should be identified by the concerned authorities and involving local community for the maintenance of those proper initiatives should be adopted.	Water Development Board and concerned authorities; Upazila and Union Disaster Management Committee
<b>10</b> Public hearing on beneficiary selection and relief distribution process at upazila and union level should be arranged.	DMD; ACC; District, Upazila Disaster Management Committee
<b>11</b> Post-cyclone losses and damages should be determined through arranging a special ward shava with the effective participation of affected people in this process	DMD; District, Upazila and Union Disaster Management Committee
<b>12</b> DMD should take initiative to ensure the proper coordination between all government and non-government stakeholders to allocate and distribution of the relief	DMD, Upazila and Union Disaster Management Committee
<b>13</b> DMD should take initiative to ensure effective and citizen-friendly grievance redress mechanism for lodging complains of affected people in beneficiary selection and relief distribution process at district,	DMD; Information Commission; District, Upazila Disaster Management Committee

---

**Recommendations****Implementing  
organization**

upazila and union level

- 14** Appropriate legal action should be taken against corrupt individuals and organizations who would be involved in the corrupt practice during construction of cyclone shelter, relief allocation and distribution and at the same time positive incentives for remarkable contribution of the relevant employee should be provided

DMD; ACC

**c) Overall**

- 15** Monitoring of concerned ministry and department should be increased for proper implementation of directions following the Standing Orders on Disaster 2010 for reducing the cyclone related risks.

DMD; NGO Affairs Bureau;  
District, Upazila and Union  
Disaster Management  
Committee

---