

APPENDIX 1

TERMS OF REFERENCE FOR AN EVALUATION/REVIEW OF THE ODA-FUNDED RELIEF OPERATIONS AND REHABILITATION PROGRAMMES IN BANGLADESH FOLLOWING THE CYCLONE OF APRIL 1991

OVERALL OBJECTIVES

A.1 To assess the appropriateness, cost-effectiveness, efficiency and impact of (i) the emergency relief operations, and (ii) the subsequent rehabilitation programme, which were funded by the UK in Bangladesh following the cyclone disaster of 29 April 1991. The evaluators should take due account of the background conditions which existed at the time the operations were mounted. In addressing these objectives the evaluation team should cover the aspects listed below.

A.2 An evaluation of the immediate **relief** operation which provided food and medical supplies. This should be undertaken through (i) a desk study drawing on reports received by the Disaster Unit from the NGOs directly involved, and (ii) on a sample basis, visits to local leaders and beneficiaries. This should have special regard to the following factors:

- a. speed of response;
- b. whether the location of the relief operations and choice of target beneficiaries were correct in relation to those most in need;
- c. numbers of beneficiaries assisted;
- d. total cost of supply and delivery of relief package at point of consumption, where such information is available or can be estimated;
- e. description of impact on beneficiaries;
- f. effectiveness of monitoring;
- g. overlap/complementarity with other donor activities.

A.3 Included in this part of the evaluation should be a broad assessment, for comparative purposes, of the performance in the field of those multilateral bodies among the channels of ODA relief assistance (ie the EC and UNDR0); this assessment will be carried out through the field visits in Bangladesh.

A.4 A specific evaluation of the use made of the Royal Navy Fleet Auxiliary ship **Fort Grange** which was diverted from Gulf operations to assist the relief effort, individual aspects to include those listed in '1 (a-g)' above.

A.5 An evaluation of the **rehabilitation** programme funded by the UK, through both

deskwork and a field visit. The visit shall include BHC Dhaka, a representative selection (or all) of the NGOs involved locally in the implementation of the programme, and such other local organisations as can throw light on progress and impact. The aspects to be included in the study should include the following:

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- a. assessment and approval process;
 - b. type of activities promoted, including building of cyclone shelters;
 - c. whether the location of the rehabilitation operations and choice of target beneficiaries were correct in relation to those most in need;
 - d. numbers of beneficiaries assisted;
 - e. speed and effectiveness of implementation;
 - f. total cost of provision of each component (where such information is unavailable it should be estimated);
 - g. detailed description of the short and long-term impact on beneficiaries of each component;
 - h. level of participation of beneficiaries and their community;
 - i. adequacy of management, accounting, reporting and monitoring procedures both by the NGO and by ODA;
 - j. overlap/complementarity with other donor activities;
 - k. capacity of NGOs to implement this type of programme including whether additional activities were undertaken or whether resources were used for their existing programmes;
 - l. effectiveness of the Bangladesh Population and Health Consortium/NGO Office.
- A.6. On the basis of findings obtained under 1 3 above:
- a. Make an **assessment** of:
 - whether the costs of each component of the operation have been, or are likely to be, justified by the actual or expected benefits (where costs have not been recorded an attempt should be made to estimate them, qualitative analysis on its own only being resorted to where quantification proves totally impracticable);

- the comparative effectiveness of the rehabilitation programmes of the expatriate NGOs, on the one hand, and the local NGOs, on the other;
- whether operational experience suggested any special strengths or weaknesses in the internal workings of the ODA post-disaster relief and rehabilitation procedures operative at the time of, and relevant to, the Bangladesh disaster;
- overall, whether the NGOs had channelled the relief and rehabilitation funds provided by ODA efficiently and

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appropriately, and any implications for future ODA management of this type of programme;

- (in general terms) the standard of coordination of the activities of the various contributors to the operation, including the Government of Bangladesh, donors and relief agencies.
- b. set out the **lessons learned** for each phase of the operation;
- c. make any **recommendations** (*separately* from the report) which the findings suggest are appropriate, including comments on the possible role of the forthcoming local Aid Management Office in future disaster relief and rehabilitation work.

COMPOSITION OF THE STUDY TEAM

A.7 The study team should include:

i. From the **United Kingdom**:

- a **socio-economist** with experience of post-disaster and emergency organisation and logistics, as **Team Leader**;
- an **NGO expert** with knowledge of health issues;
- an **engineer/architect**;

Both the NGO expert and engineer/architect should have some experience of disaster and emergency issues.

ii. From Bangladesh:

- a **socio-economist** with knowledge of the NGO sector;
 - a **health specialist** with knowledge of the NGO sector;
 - **an engineer** with knowledge of relief and rehabilitation work.
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