

APPENDIX 1 – TERMS OF REFERENCE

International Federation of the Red Cross and Red Crescent Societies

Operations Review of the RC/RC Response to Earthquake in Bam 20-02-04

Background

Iran suffered a major earthquake measuring 6.5 on the Richter scale on the morning of 26 December 2003 at 05:28 (local time), centered on the city of Bam, Kerman Province in the southeast of the country. Given the scale and scope of the disaster, the Government of the Islamic Republic of Iran and the Red Crescent Society of the Islamic Republic of Iran (IRCS) formally requested international assistance. At the time of writing, according to official statistics the effects of the earthquake are approximately as follows

42,000 people killed

30'000 injured

45'000 homeless and some 30'000 with relatives in villages

1'850 children registered as unaccompanied or homeless

Over 85% of buildings destroyed

95 health houses, 14 rural and 10 urban health centres and 3 hospitals damaged beyond use

Population of 210'000 affected

Role and activities of the Iranian Red Crescent Society

As the mandated national lead agency in emergency response, the IRCS, supported by the International Federation, continues to be at the forefront of large-scale relief efforts mobilized on behalf of the people affected by the earthquake. The following is a list (not necessarily comprehensive) of IRCS response:

Search and rescue:

Deployment of 8,500 relief workers (3,200 search and rescue, 50 teams.)

The first teams were onsite within 2 hours of the earthquake. 26 Rescue machines, 10 Rescue Dog Teams, 1206 heavy vehicles, 534 light vehicles, 246 Ambulances, 8 Bus hospitals put into operation

Coordination of dozens of national and international search and rescue teams

Provision of emergency medical services to the injured and transfer to the field hospital or airport.

Emergency assistance to the affected population:

Establishing Medical Services Centre in Bam in first day. Establishing 3 mobile clinics and 3 fixed clinics. Organising 19 mobile medical teams
Coordination of 28 international medical teams. Dispatching 14 specialized medical teams to Bam. 12,441 medical doctors, nurses and relief workers of IRCS participated in the operation. Providing treatment and medical services to 61,000 persons in Bam and transfer of 756 persons to other medical centres outside the region
Three Psychological support Teams from IRCS consisted of 160 persons

Distribution of ID and ration cards among 52,560 families (213,795 persons) until 14/01/2004

Distribution of emergency relief items

Operating two water purification units for clinics and people.

Role and activities of the International Federation

The Federation responded by launching a preliminary Appeal (no. 25/03) on 26 December 2003 to support IRCS in providing immediate relief and basic assistance to the intended 200,000 beneficiaries, as well as undertaking an assessment with a view to providing longer-term rehabilitation and reconstruction assistance. A revised Appeal was launched on 8 January 2004. This was intended to assist 210,000 people, and articulated how the Federation will assist the IRCS to effectively respond to the actual emerging needs in Bam while serving to emphasize the Federation's commitment to supporting the IRCS in carrying out effective, targeted, and discrete rehabilitation activities in the health, water and sanitation, shelter, logistics, and disaster preparedness sectors.

The Federation deployed a Field Assessment and Coordination Team (FACT), and eleven member Red Cross and Red Crescent national societies contributed by sending specialized health, water/sanitation, logistics and relief Emergency Response Units (ERU's). These ERUs provided the bulk of the Federation's coordinated operation in terms of resources, both equipment and personnel, contributing to the high visibility of the operation.

In addition, many other National Societies, sent relief flights with emergency items, as well as SAR teams in the initial stages.

ERUs included:

- Ø Logistics ERU – joint British Red Cross / Danish Red Cross
- Ø Relief ERU – American Red Cross
- Ø Referral Hospital ERU – joint Finnish Red Cross / Norwegian Red Cross
- Ø Basic Health Care ERUs – German Red Cross, Japanese Red Cross
- Ø Water-sanitation ERUs – Austrian Red Cross, Swedish Red Cross / German Red Cross, French Red Cross, Spanish Red Cross

This represents the largest deployment of ERUs to a single operation since Bhuj, India in 2001 and has provided an opportunity to use joint National Society deployments and provide an operational platform for greater cooperation and coordination of activities amongst the various ERUs.

The ICRC donated from its Kermanshah warehouse and from its Amman logistic base, a total of: 19'000 blankets, 4772 kerosene heaters, 13'786 family food parcels, 1500 family tents and 10 medical kits. Additionally, the central IRCS tracing service in Teheran has been registering the missing with the support of the ICRC. An ICRC-IRCS team organized mobile tracing units and has been providing the victims of the earthquake with the means to inform their families in Iran and abroad with essential news of the effect of the earthquake on their family and property. The ICRC also provided its expertise in the identification of fatalities.

Objectives of the Operations Review

It is International Federation policy to measure the efficiency and effectiveness of its disaster response and generate lessons learned to improve future performance, build on past experience and, contribute to knowledge sharing within the Federation and international humanitarian community.

The objectives of this review are:

- Ø To assess the planning, management and coordination of the immediate response and emergency phase from the date of the earthquake, December 26 2003 to February 29 2004.,
- Ø To use lessons learned from the emergency phase to make recommendations for the enhancement of IRCS, Federation Secretariat and other national Societies' efficient and effective performance in both

disaster response and planning for transition and rehabilitation, in the light of its experience in the Bam operation;

- Ø To gather baseline information for the future final evaluation of the operation and related programmes to which the IRCS has committed itself, to be conducted towards the end of 2004

While the exercise will focus primarily on the emergency phase, the review will also draw out lessons to inform future planning of recovery, disaster preparedness and risk reduction measures to be implemented during the remainder of the Operation to the end of 2004.

Client

The Client for the Review is the Federation Deputy Secretary General/Director of National Society and Field Support. The Client is responsible for approving the Terms of Reference and accepting the final report.

Scope of the review

The Operations Review will address 4 key areas:

Quality of the IRCS and Federation's Disaster Response

The exercise will review all aspects of the IRCS and Federation's emergency response against the following criteria:

- Ø Efficiency in the use of inputs to create the desired outputs
- Ø Cost-effectiveness in obtaining inputs at the best cost putting them to best use
- Ø Effectiveness, including timeliness, in activities achieving their purpose
- Ø Relevance of activities to the local needs and priorities
- Ø Connectedness, of the short-term emergency measures to longer-term approaches.
- Ø Coverage of the major population groups facing life-threatening suffering
- Ø Coherence between the measures adopted and any agreements between the Federation and the IRCS, and the policies of the Federation, specifically the Red Cross Red Crescent Code of Conduct and the Sphere Standards

In addition to:

- Ø Assess the effectiveness, appropriateness and skills of international expertise
- Ø Review assessment processes, including the level, nature and responsiveness of consultation with beneficiaries and its impact on decisions made as part of the Federation's response including diversity of assistance
- Ø Assess the support mechanisms for the operations with particular attention to Management, Finance and Human Resources and how they impacted on the operations

Disaster Response Mechanisms

The exercise will assess the effectiveness and efficiency of the Federation's disaster response mechanisms, specifically:

Field Assessment and Coordination Team

- Ø Assess the effectiveness of the FACT response in terms of decision-making, performance, deployment and location
- Ø Assess the relevance of FACT deployment in terms of skill mix and competencies (should a broader team have been deployed at the outset with management, coordination, assessment, liaison, finance and administrative responsibilities?).
- Ø Assess the need for modification of FACT TORs as a result of the BAM experience.

Emergency Response Units

- Ø Assess the appropriateness and added value of each ERU deployment;
- Ø Assess the relevance and performance of the ERUs deployed
- Ø Assess the degree of support by the ERUs to IRCS;
- Ø Assess the role of the ERUs as perceived by the IRCS;
- Ø Assess the coherence and coordination of their work with relevant authorities (Ministry of Health, Water Board etc);
- Ø Assess and review the degree of internal and external coordination of their functions;
- Ø Identify possible gaps in service delivery of the ERU system and alternative models in the context of strengthening the response system.

Human Resources

- Ø Assess the contribution of human resources from National Societies other than those sending FACT or ERU team members.

Capacity Building of the Iranian Red Crescent

The review will:

- Ø Assess the effectiveness of the International Federation's capacity building efforts and its impact on the IRCS response to the BAM earthquake;
- Ø Identify key strategic focal areas that would benefit from capacity enhancement in future responses;
- Ø Assess the degree to which IRCS capacity can respond to the rehabilitation phase.

Coordination

The review will:

- Ø Assess the degree of coordination, coherence and complementarity among RCRC members, the government of Iran, the UN and other agencies involved in the response;
- Ø Identify key factors promoting or hindering effective coordination;
- Ø Identify key lessons and, where necessary, recommend desirable action to improve coordination in future responses.

Methodology:

The methodology will include:

- Ø A review of key appeal, situation reports, financial reports case studies and other available reports;
- Ø Addressing key issues identified by the Iranian Red Crescent, PNS and the Federation Secretariat
- Ø An interview survey of key personnel including management and volunteers from the National Society, Geneva Secretariat and delegations, Iranian Government, FACT and ERU members, UNDAC team members and representatives of other operational national and international agencies etc;
- Ø Feedback from service users in Bam and its surrounds;
- Ø Discussion with selected PNS emergency managers;
- Ø A workshop to be conducted in Teheran prior to the departure of the Review team.

Review Team

An external Consultant will lead the Operations Review team. The team members will reflect relevant specialisms in emergency response (relief, health, wat/san, ERUs, Logistics etc). A representative from the IRCS will also participate as a resource person to the review team. The team members will possess:

- Ø Knowledge of Red Cross Red Crescent disaster response and preparedness mechanisms.
- Ø Knowledge of the systems of International Federation.

- Ø Capacity to analyse and articulate lessons learnt in the context of complex emergencies.
- Ø Experience in evaluation and preparing analytical reports
- Ø Good interview and interpersonal skills

Timing

Timing for the Review exercise will be as follows:

February 17-19 Geneva - data collection, initial interviews and finalising the TOR

Feb 25- March 6 Iran – mission to Tehran and Bam

March 5 Workshop in Tehran

By March 26 Draft report available

March 26-April 2 Period for comments on the draft

By April 10 Final report completed

Report

The report will be structured as follows:

Main report

- Ø Executive Summary
- Ø Purpose
- Ø Scope
- Ø Approach, methodology, and composition of team
- Ø Constraints
- Ø Context
- Ø Findings
- Ø Conclusions
- Ø Recommendations

Annexes

- Ø TOR
- Ø Bibliography
- Ø List of Interviewees
- Ø Timeline
- Ø Questionnaire formats

In accordance with Federation policy, the final Review report will be published on the IFRC web site. Management of the concerned organisations may also be advised using management letters to highlight operationally important technical and other details.