

BANGLADESH FLOODS 2022 (MDRBD028)

Final Evaluation



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Final Report
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ACRONYMS

AAP	Accountability to Affected Population	IDI	In Depth Interview
APRO	Asia Pacific Regional Office	IFRC	International Federation of Red Cross and Red Crescent Societies
ARI	Acute Respiratory Infection	IGA	Income Generating Activity
AWD	Acute Watery Diarrhoea	KII	Key Informant Interview
BDRCS	Bangladesh Red Crescent Society	MHM	Menstrual Hygiene Management
BOCA	Branch Organizational Capacity Assessment	MoDMR	Ministry of Disaster Management and Relief
BPO	Bangladesh Post Office	MPCG	Multipurpose Cash Grant
CD	Country Delegation	NAWG	Needs Assessment Working Group
CDC	Community Development Committee	NDRT	National Disaster Response Team
CEA	Community Engagement and Accountability	NDWRT	National Disaster WATSAN Response Team
CGI	Corrugated Galvanized Iron	NHQ	National Headquarters
CO	Community Organizer	ODK	Open Data Kit
DDMC	District Disaster Management Committee	PGI	Protection, Gender, and Inclusion
DPHE	Department of Public Health Engineering	PNS	Participating National Society
DREFF	Disaster Response Emergency Fund	PO	Project Officer
EA	Emergency Appeal	PSEA	Protection from Sexual Exploitation and Abuse
EC	Executive Committee	PwD	Persons with Disability
EMT	Evaluation Management Team	QS	Quantitative Survey
EPoA	Emergency Plan of Action	RCY	Red Crescent Youth
ET	Evaluation Team	SEA	Sexual Exploitation and Abuse
FCRM	Feedback and Complaint Response Mechanism	SGBV	Sexual and Gender Based Violence
FGD	Focus Group Discussion	WASH	Water, Sanitation and Hygiene
FSC	Food Security Cluster	WPT	Water Purification Tablets
GoB	Government of Bangladesh	UDMC	Union Disaster Management Committee
HCTT	Humanitarian Coordination Task Team	UNO	Upazila Nirbahi Officer
HIES	Household Income Expenditure Survey	UzDMC	Upazila Disaster Management Committee

ACKNOWLEDGEMENT

On behalf of the Evaluation Team (ET), I wish to extend my sincere appreciation to the Bangladesh Red Crescent Society (BDRCS) and the International Federation of Red Cross and Red Crescent Societies (IFRC) for their collaborative efforts in commissioning this evaluation. The insights from the evaluation are destined to enhance the efficacy of response of both the organizations in the face of similar disasters in the future.

The ET would like to express its profound gratitude to the IFRC and BDRCS unit offices for their instrumental role in coordinating logistics and providing essential field data collection facilities. Moreover, our heartfelt appreciation extends to the senior management of BDRCS NHQ, Participating National Societies (PNS), IFRC APRO, and IFRC CD for generously contributing their time as key respondents. Their invaluable insights have been pivotal in the successful completion of this evaluation.

We must also acknowledge the unwavering dedication of the unit level Executive Committee (EC) members, who, despite their demanding schedules, generously shared their time and insights with the ET. Their contributions have been indispensable in providing a comprehensive understanding of various facets of response and recovery operations.

Our gratitude further extends to the dedicated NDRT/NDWRT members, the diligent youth team, and the enthusiastic volunteers. Their active involvement in the data collection process has significantly enriched the evaluation process.

Lastly, we express our heartfelt thanks to the Evaluation Management Team (EMT) members for their steadfast support in ensuring the timely completion of this evaluation. Their contributions have been instrumental in orchestrating a swift and efficient evaluation process.

It is important to note that this evaluation has been conducted under the leadership of an independent consultant serving as the Team Leader. The IFRC and BDRCS members of the ET were not directly engaged in the response and recovery operations under assessment, and thus have no conflicts of interest. The observations presented in this evaluation represent the viewpoints of individual team members, derived from meticulous findings. They do not necessarily encapsulate the official stance of IFRC or BDRCS as institutions.

Once again, our sincere gratitude goes out to all stakeholders who have played a vital role in this evaluation.

On Behalf of the Evaluation Team

Md. Foyzul Bari Himel
Team Leader
Dhaka, 28 August, 2023

EXECUTIVE SUMMARY

Context and Purpose of the Evaluation

In May 2022, heavy monsoon rains and runoff from mountains flooded parts of Bangladesh, affecting shelter and livelihood of 7.2 million people across nine northeastern districts, and resulting immediate food, healthcare and Water, Sanitation, and Hygiene (WASH) needs. The Bangladesh Red Crescent Society (BDRCS), with the support from International Federation of Red Cross and Red Crescent Societies (IFRC) through the Flood Operation 2022, provided immediate food and household item assistances and longer-term shelter, livelihood, WASH and other supports. Upon completion in June, 2023, BDRCS and IFRC initiated a final evaluation for the Flood Operation, 2023, led by an independent consultant and involving representatives from both organizations. The evaluation aimed to assess the effectiveness, efficiency, and relevance of response interventions during the flood operation.

Methodology

The evaluation utilized an adapted IFRC evaluation framework and a mixed-method research methodology. Secondary data encompassed internal IFRC and BDRCS documents, while primary data came from flood operation targeted population and related personnel through Questionnaire Survey (QS), Focus Group Discussions (FGD), Key Informant Interviews (KII) and field observations from physical visits. Data collection was done from July 17 to August 24, 2023.

Relevance and Appropriateness

The selection process for the Flood Operation 2022 target population involved close coordination with local authorities and aimed to support the most disadvantaged in areas with limited humanitarian assistance. Specific criteria were developed for selection in both emergency response and recovery phases. The evaluation team observed that the chosen target population was highly disadvantaged, both in economically and socio-culturally. The target population had limited access to government social security services, basic necessities like safe drinking water, and regular essential services. Thus, the selection of targeted was appropriate for both response and recovery operations. However, in some discrete cases, the selection for recovery operation could have been better had there been stricter verification process. The supports provided focused on meeting immediate food, shelter and WASH needs during response phase and shelter and latrine rebuilding and livelihood restoration during recovery phase. The ET concluded the supports was appropriate and aligned with the need of the affected population.

Adequacy of Support

Approximately 90% of targeted population in the Flood Operation, 2022 found the Multipurpose Cash Grant (MPCG) and food support provided during emergency response and the shelter, WASH and Livelihood supports during recovery phase to be adequate for their households. There were variations by region and gender, with those from Sunamganj expressing higher degree of adequacy. Targeted population from the affected communities made significant personal contributions to rebuilding, averaging BDT 54,094 (CHF 441) per HH for Shelter and BDT 7,746 (CHF 63.16) per for Latrine, driven by their desire to enhance resilience against future floods.

Effectiveness

The IFRC, as the lead of the Shelter Cluster, leveraged its prior experience in Bangladesh's Flood Operations to swiftly determined and delivered assistance for shelter development, which included conditional cash, shelter materials and technical assistances. The resultant shelters were quite sturdy, and were expect to be resilient against next floods, as expressed by the targeted communities. The supports for shelter could have been proportionate to the family size or specific socio-economic need of the household to further enhance the effectiveness.

New latrines were constructed with the support from the Flood Operation. Although hygienic, some latrines were adjacent to living spaces due to limited room, raising public health concerns. Some clustered areas could have communal latrines and the resources could have been saved for other vital supports. Clean and hygienic latrines, and high awareness on menstrual and personal hygiene indicated effective training and awareness raising from BDRCS done under this operation. BDRCS repaired tube wells and installed new ones for clean drinking water, but dependence on pond and river water seen persisted, as number of such water infrastructure was less than the required number in the affected communities.

Targeted population preferred livestock as livelihood support in more than fifty percent of the cases. The purpose was to secure emergency assets, although risks from livestock-related issues were noted. Longer-term and periodic IGAs like rickshaw/van, agricultural activities and small business seemed more effective and less risky. These IGAs also resulted small yet regular earnings for the households. Targeted population lacked comprehensive business knowledge, highlighting the need for analysis for more sustainable and profitable IGAs in future.

The operation provided deliberate assistance to Persons with Disabilities with cash grants and assistive devices, which was highly appreciated by the affected communities . Due to lack of funding, BDRCS could not support all the Persons with Disability. Selection criteria targeted demography with special needs like women-headed households, pregnant/lactating women, and the elderly, however no special assistance was provided to them.

Targeted people engaged in conversations with BDRCS volunteers and EC committee members and received information about various aspects of the operation, including grant amounts and in-kind support. Around 75% of respondents felt their opinions influenced the operation's design and implementation. About 21% of respondents provided feedback using FCRM mechanisms, with more engagement from Sylhet than Sunamganj. Hotline/telephone was preferred for providing feedback due to its convenience, especially for women and adolescent girls.

Coordination

The Flood Operation, 2022 had two coordination mechanisms: internal between BDRCS, IFRC, and PNSs, and external with humanitarian agencies, donors, GoB, and local administration. National and local levels saw multiple layers of coordination. IFRC CD supported BDRCS's fundraising and PNS coordination, ensuring effective aid efforts. Response coordination included a coordinator at NHQ and officers in Sylhet and Sunamganj, relaying on-ground information for action. BDRCS collaborated with authorities, maintained close relationships, and participated in district-level coordination, avoiding duplication of efforts and enhancing overall coordination effectiveness. The evaluation found both the coordination being highly effective.

Efficiency

The operation received only 31% of funding that it requested in the Emergency appeal. The evaluation found the resource being used quite efficiently, with a burn rate of 98%. Around 74% of the expenditure was made for relief items, and around 20% of expenditure was made to support the relief items reaching the targeted communities. Only 6% of the total expenditure was indirect cost. The operation resulted in direct benefit of CHF 1,350/HH for the affected population, at a cost of CHF 477/HH, indicating an impressive benefit to cost ratio of around 2.83.

Good Practices

The Recovery Operation was completed within the set timeline due to Kobo-based data collection, continuous monitoring, and NDRT/NDWRT member involvement. Secure cash distribution through Bangladesh Post Office (BPO) using mobile codes expedited disbursement. NDRT/NDWRT members played a crucial role in beneficiary selection, verification, guidance, and quality control, supported by close coordination with local administration. Securing funding from private donors, and assistance from local authorities enhanced the efficiency of the operation.

Major Challenges

Logistics and storage challenges emerged as unit offices lacked space and pre-stocked supplies, necessitating food purchase during Flood Operation, 2022. Submerged Sylhet division disrupted the food supply chain, complicating food collection due to lack of boats, increased prices, and limited transportation options. Lean unit office structures hindered proper monitoring, exacerbated by frequent unit officer changes, while inadequate funding led to reduced coverage. Remote disaster areas with difficult communication posed transportation obstacles, including boat rentals, limited road access, and damaged infrastructure. Expectation management was difficult due to high anticipation of support. This was further exacerbated by curtailed numbers target people as a gap in funding, and led to additional pressure on volunteers and staff.

Recommendations

The evaluation included the suggestion to revise certain criteria to rationalize the selection of targeted population, introduction of a joint IFRC-BDRCS verification process, designing supports to link with household demographic characteristics, management of expectations of the affected population not being selected for assistances, designing special supports/assistances for the demography with special needs (Persons with Disability, pregnant women, lactating mothers, young children, elderly population, etc.) and increasing cash support to match with contemporary economic situation of the country. Medium to longer term recommendations included the introduction of framework contract with service providers and vendors of BDRCS, increasing institutional capacity of the BDRCS NHQ, enhancing capacities of the unit/branches of BDRCS in the disaster-prone areas, and linking recovery operations with longer term development programs for affected communities. Section five of the report further describes these recommendations.

CONTENTS

Acronyms.....	1
Acknowledgement.....	2
Executive Summary.....	3
1. Introduction	7
1.1 Description of the Disaster and Response from BDRCS and IFRC	7
1.2 Context and Purpose of the Evaluation	8
1.3 Objectives of the Evaluation	8
1.4 Evaluation Approach and Methodology.....	8
1.5 Ethical Considerations of the Evaluation	10
1.6 Limitations of the Study	11
2. Relevance and Appropriateness of the Flood Operation, 2022.....	12
2.1 Appropriateness of the Selection of the Most Disadvantaged Population	12
2.2 Appropriateness of the Supports Provided.....	14
2.3 Adequacy of the Support	16
2.4 Community Engagement and Accountability	18
2.5 Relevance of the Operation	19
3. Effectiveness of the Operation	21
3.1 Effectiveness of the Shelter	22
3.2 Effectiveness of the WASH Supports	24
3.3 Effectiveness of Livelihood Support	25
3.4 Effectiveness of the Support to the Population with Special Needs	27
3.5 Effectiveness of the Community Engagement and Accountability Interventions	27
3.6 Satisfaction of the Targeted People.....	30
3.7 Coordination in the Flood Operation	31
3.8 Good Practices in the Flood Operation, 2022.....	32
3.9 Major Challenges Faced by BDRCS in the Flood Operation, 2022.....	32
4. Sustainability, Efficiency and Lessons Learned	35
4.1 Institutional Capacity Development of BDRCS.....	35
4.2 Local Level Capacity Building.....	36
4.3 Synergy between IFRC and BDRCS	36
4.4 Efficiency.....	37
4.5. Key Lessons Learned	39
4.6 Sustainability.....	40
5. Recommendations.....	42
5.1 Short Term Recommendations	42
5.2 Medium to Longer Term Recommendations	44
Annex One: Key Respondents in the Evaluation.....	48
Annex Two: List of IFRC/BDRCS Documents Reviewed	49
Annex Three: Detailed Supports Provided in Sylhet and Sunamganj Districts.....	50

1. INTRODUCTION

1.1 Description of the Disaster and Response from BDRCS and IFRC

Heavy monsoon rains and mountain runoff from upstream inundated large parts of Bangladesh in May 2022, affecting more than 7.2 million population in nine northeastern districts of Sylhet, Sunamganj, Moulvibazar, Habiganj, Kishorganj, Netrokona, Brahmanbaria, Mymensingh and Sherpur. An estimated 481,827 people had to be relocated to emergency shelters, as the washed away more than 135,770 homes, numerous roads and essential infrastructure¹. Approximately 1,096 tube wells and 3,875 sanitation facilities were fully damaged², triggering immediate Water, Sanitation and Hygiene (WASH) needs for the affected population. In the adjacent districts of Sylhet and Sunamganj, there were incidences of disease infestation, particularly the outbreak of Acute Watery Diarrhoea (AWD), skin diseases and Acute Respiratory Infection (ARI), which even resulted in deaths³. According to the BDRCS WASH cluster, women and adolescent girls faced acute difficulty accessing WASH resources, which had negative impacts on their reproductive health and menstrual hygiene⁴. Livelihood of the people also got devastated, as the flood destroyed 75,000 hectares (185,000 acres) of paddy and 300,000 hectares (741,000 acres) of other crops such as maize, jute and vegetables, and washed away fish hatcheries and livestock farms⁵.

*Table 1: Number of HH Receiving BDRCS Support in Flood Operation, 2022 (Showing Only Cash-based Supports)**

District	Response	Recovery			
	MPCG of BDT 4,500	Shelter Support of BDT 20,000	Latrine Support of BDT 10,000	Livelihood Support of BDT 25,000	Support of BDT 5,000 to Persons with Disability
Sylhet	3,000	480	480	238	6
Sunamganj	6,400	720	720	377	14

**In addition, non-cash supports – both food and household items were provided. A detailed snapshot is provided in annex. Supports in only Sylhet and Sunamganj districts have been shown as these were within the purview of the evaluation.*

BDRCS formulated a comprehensive floods response plan as a direct response to the consequences of floods in Bangladesh. The primary objective of this plan was to provide integrated assistance to 350,000 individuals who had been affected by the floods. This plan encompasses both relief and recovery initiatives, with a total funding request amounting to BDT 950 million (CHF 10 million). On 26 July 2022, the IFRC initiated an emergency appeal (EA) of CHF 7.5 million in response to BDRCS's request. The purpose of this appeal was to enable BDRCS to effectively address the urgent needs and facilitate the early recovery of individuals impacted by the floods in the north-eastern region of the country. BDRCS successfully deployed over 500 personnel, including staff members and volunteers, to execute this operation. BDRCS reached over 164,000 people reached with food assistance under

¹ IFRC. 2023. Operation Update: Bangladesh Flood. Operation update #2 (6-month update) Date of issue: 31/01/2023. International Federation of Red Cross and Red Crescent Societies.

² NAWG. 2022. Key Immediate Needs and Preliminary Impact Assessment: North Eastern Flash Flood, May 2022 Bangladesh. Need Assessment Working Group (NAWG), Bangladesh. Date: 30 May 2022 (updated on 07 June 2022)

³ Dhaka Tribune. 2022. DGHS: Flood death toll stands at 68. Tribune Desk. 24 June, 2022.

⁴ BDRCS. 2022. Flooding in Sylhet, Sunamganj and Netrokona Districts Initial Situation Assessment and Flood Response Update Report 28. June. 2022

⁵ IFRC. 2022. Emergency Plan of Action (EPOA). Bangladesh: Flash Flood.

flood operation 2022. Over 90,750 flood-affected people were reached with the multipurpose cash grant (MPCG) support in Sylhet, Sunamganj, Netrokona, Moulvibazar and Kishoreganj districts through the electronic money transfer services of Bangladesh Post Office. Among them, 47,750 people were also assisted with eight types of vegetable seeds in those districts. Other supports included safe drinking water, water purification tablets, emergency latrines, sleeping mats, buckets, etc. 17,498 people received emergency medical assistance through mobile medical teams and 2,459 people reached with psychosocial support (PSS).

1.2 Context and Purpose of the Evaluation

Upon being implemented for around one year, the Flood Operation, 2022 ceased to exist by end of June 2023. BDRCS and IFRC wanted to conduct a final evaluation of this operation as part of the lessons learned exercise so that the Movement can take lessons and be prepared for any such disasters similar to this in the region in nature in future. An Evaluation Team (ET) has been formed, under the leadership of an independent consultant and taking representation from IFRC and BDRCS. Due to the intensity of the recovery operations, the evaluation was focused in **Sylhet** and **Sunamganj** districts.

The purpose of the final evaluation was to assess the relevance and appropriateness, effectiveness, and efficiency of the response and recovery interventions conducted by the BDRCS in conjunction with the IFRC during the Bangladesh flood operation in 2022. Furthermore, the evaluation aimed to capture valuable insights and identify crucial areas for improvement, enabling the formulation of recommendations to enhance future responses to similar operations. Specifically, it concentrated on evaluating the shelter, food security and livelihoods, and water, sanitation, and hygiene (WASH) sectors in the recovery phase. The findings, lessons learned, and recommendations obtained from this evaluation are expected to guide both the BDRCS and IFRC in their current and upcoming operations. Additionally, they will contribute to the broader learning of the Red Cross Red Crescent (RCRC) Movement, particularly by improving the ability to address emergency, relief, and recovery needs while considering long-term impact and sustainability.

1.3 Objectives of the Evaluation

The evaluation had the following objectives, as specified by the management of BDRCS and IFRC:

- Assess the achievements/outcomes based on the operational strategy and interventions implemented under the Emergency Appeal operation.
- Assess the effectiveness of recovery planning process, beneficiary targeting, information management and decision making.
- Assess the relevance/appropriateness, effectiveness, and efficiency of response and recovery activities under flood 2022 operation against the planned outcomes.
- Assess the sustainability of the recovery programme interventions.
- Document lessons learnt, best practices used or developed in the operation, key areas of improvement and recommendations for future operations in a similar context.

1.4 Evaluation Approach and Methodology

The evaluation followed a modified IFRC evaluation approach covering five criteria – Relevance, Appropriateness, Efficiency, Effectiveness and Sustainability. In addition, best practices and lessons learned were documented based on the experience of the key stakeholders.

A mixed-method research methodology was adopted in which both quantitative and qualitative data from secondary and primary sources were used. Secondary data was predominantly grey in nature, i.e., internal documents and reports of IFRC and BDRCS. Sources of primary data was the target population of the flood operation (covered under the recovery operation) and IFRC/BDRCS personnel associated, directly or indirectly, with the operation. Data collected from the target population were both quantitative and qualitative in nature. The data collection exercises were carried out from 17 July till 24 August, 2023.

Questionnaire Survey A

Questionnaire Survey (QS) was conducted among a sample of such respondents using a semi-structured questionnaire to collect the quantitative data. Considering 95% of confidence level, 3.51% of margin of error and population proportion of 50%, a sample size of 472 was taken for this evaluation. The samples were drawn randomly from the list of the target population of BDRCS for the Flood Operation, 2022. Specific distribution of the samples is shown in the figure 1 below.

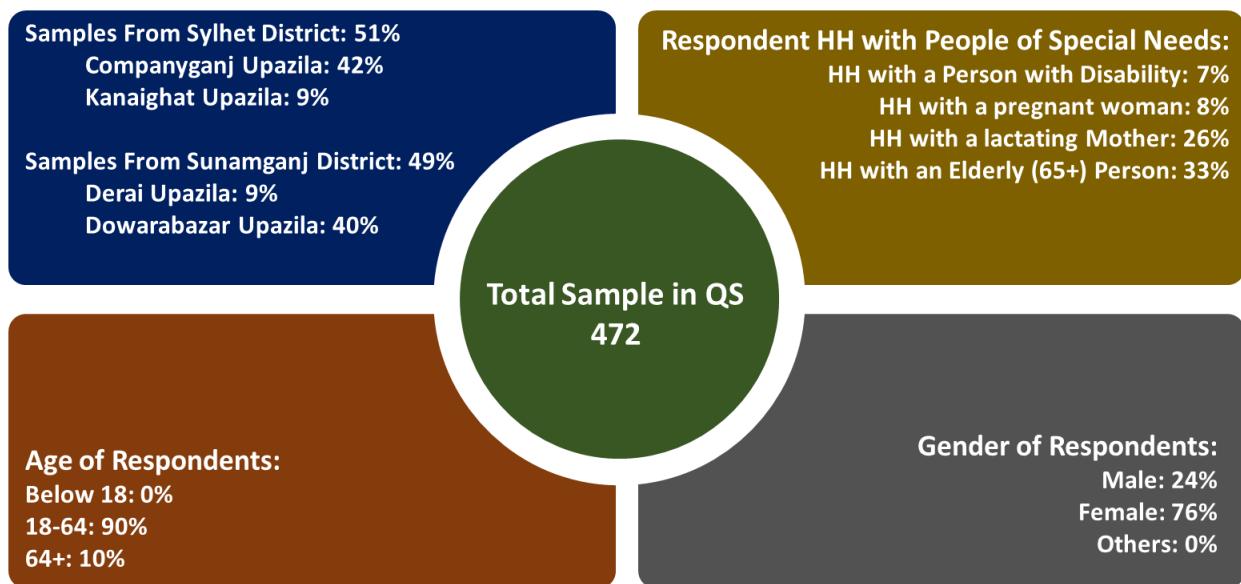


Figure 1: Sample size and sample distribution for the Questionnaire Survey with the target population

Focus Group Discussion

Focus Group Discussions (FGD) were also conducted among the targeted population to gather the qualitative data. A total of six FGDs were conducted, four of which were done in Sylhet and two in Sunamganj. In Sylhet, three of the FGDs were done in Companyganj and one in Kanaighat. In Sunamganj, both the FGDs were done at Derai. The targeted households receiving supports in recovery operations were the participants in these FGDs. One FGD in Companyganj was carried out with only female members of the household, while the rests have been mixed, i.e., both male and female respondents participated.

Field Observation

The evaluation team physically visited 26 households of the target population to observe the situation of the shelter, latrine and livelihood support from the operation. Community Development

Committees (CDC) were developed taking representation from the target population of the operation. The evaluation team had conversation with four of the CDC members (two from Sylhet and two from Sunamganj) in In-Depth Interview (IDI) mode. Evaluation team also discussed with local people (not selected for any support), including Union Parishad members and local knowledgeable persons.

Key Informant Interviews

Key Informant Interviews (KII) were carried out with the IFRC and BDRCS representatives. Respondents included the IFRC Asia Pacific Regional Office (APRO), IFRC Country Delegation (CD) members, BDRCS National Headquarters (NHQ) representatives, Executive Committee members of both Sylhet and Sunamganj branches of BDRCS, unit managers, NDRT and NDWRT members, Community Organizers (CO) and volunteers. A total of 33 respondents were included in these KIIs, as shown in table 2 below.

Table 2: Number and type of respondents for KIIs

Type of Respondents	Number of Key Respondents
BDRCS NHQ	4
BDRCS EC Members from Units	5
BDRCS Unit Level Officers	2
IFRC APRO	1
IFRC CD	7
PNSs	5
NDRT/NDWRT/Volunteers	4
Local Persons	3
Total	33

1.5 Ethical Considerations of the Evaluation

- The evaluation was led by an independent consultant, who did not take part in any of the activities of the Flood 2022 Operation. The representatives from BDRCS and IFRC also were not involved with the operation and do not have conflict of interest.
- Team members of the evaluation demonstrated the highest standards of behavior towards the safeguarding of affected population, particularly to those being most disadvantaged, including children. The relevant safeguarding policies of IFRC and BDRCS were followed.
- Representation of all types of target population was ensured in the evaluation, regardless of gender, ethnicity, demography, and socioeconomic situation of the participants, including the Persons with Disabilities.
- For all the stakeholders participating as key respondents in the data collection exercises, relevant information about the evaluation, including the purpose, potential benefits and risks, were provided. Disclosure also included informing the respondent regarding their privacy rights and limitations there to, and the investigator’s disclosure obligations.
- Safety and confidentiality of the respondents was maintained while collection and reporting of data. No personal contact information was collected or reported in the evaluation that might link the respondents’ identity with their responses.
- Informed consents were used – either written or verbal, as applicable.
- All the activities in this evaluation were adhered to the following policies and principles:
 - IFRC Policy on the Protection of Personal Data

- IFRC Child Protection Policy
- IFRC Policy on Prevention and Response on Sexual Exploitation and Abuse
- BDRCS Policy on Prevention and Response on Sexual Exploitation and Abuse
- BDRCS Child Protection Policy and Guideline

1.6 Limitations of the Study

- The time allocated for the evaluation was quite short, for which, the ET members had to put additional efforts to complete the work within time, particularly in conducting the FGDs with the communities and field level BDRCS personnel.
- Originally, the ET planned to conduct KIIs with the Upazila Nirbahi Officers (UNO), who are also the chairperson of the Upazila Disaster Management Committees (UzDMC). However, among the four upazilas in which the recovery operation was conducted, two UNOs transferred to other places and their replacements could not comment on the flood operation activities. The other two UNOs could not be reached within the time period in which the data collection was conducted at field level.
- The evaluation time overlapped with the agricultural season in Sylhet and Sunamganj. Hence, the male household heads were busy in the field and could not be reached in many cases for FGDs and QS. In such cases, data was collected from other members of the households.
- The sample size, while large and significant enough, have been taken exclusively from within the flood affected people supported by BDRCS in the respective areas. The findings, particularly the socio-economic findings of the respondents, thus, cannot be generalized over the entire population of the two districts and four upazilas covered under this evaluation.

2. RELEVANCE AND APPROPRIATENESS OF THE FLOOD OPERATION, 2022

Highlights of the Section

- Selection of targeted population have been mostly appropriate for both response and recovery operations.
 - In some discrete cases, the selection for recovery operation could have been better had there been stricter verification process.
- Cash as MPCG and items as food and non-food assistance provided during response operation were appropriate to the need of the affected population.
- Recovery assistances in terms of cash grants, materials and trainings for shelter and WASH were highly relevant to the need of the affected population.
- Instead of uniform distribution, assistance amount (cash, food and non-food) linked to indicators like family size would have been more appropriate.
- In general, targeted people mentioned the supports being adequate
 - Some regional variance was seen in the adequacy of supports in both response and recovery operations, as more respondents from Sunamganj considered these being adequate than the respondents from Sylhet.
- The CEA strategy adopted could effectively enable the involvement of the affected population throughout the lifecycle of the response and recovery operation.
- The Flood Operation, 2022 was relevant with the policies and strategies of the Movement, the Federation and the National Society.

2.1 Appropriateness of the Selection of the Most Disadvantaged Population

In discussion with the key respondents from BDRCS and IFRC, the ET was informed about the process of selection of the targeted population for the Flood Operation, 2022. A close coordination was maintained with the local administration (i.e., the District Disaster Management Committee (DDMC) and the UzDMC). It was decided that BDRCS would provide support among the most disadvantaged population, and in areas where supports from other humanitarian agencies would be absent or minimum. Accordingly, a set of selection criteria was developed and used for selection of the targeted population in both emergency response and recovery operation. The ET found the targeted population in the Flood Operation, 2022 being highly disadvantaged – both in terms of economic and socio-cultural aspects. Average income of the targeted households before flood was found to be BDT 10,036 (CHF 81.83). This is significantly lower than the average income of the rural households in Bangladesh as per the Household Income Expenditure Survey (HIES), 2022, which is BDT 26,163 (CHF 213.32). This indicates that the targeted population had been in economically disadvantaged position even before the flood. The situation for the target population in Sylhet district seemed to be even worse with per month income of only BDT 8,121 (CHF 66.21) before flood scenario. Particularly, those from the Companyganj upazila of Sylhet district was found to be highly vulnerable with very limited

income earning opportunities. The FGDs revealed that targeted population had limited access to social security services of the Government of Bangladesh (GoB). They were also found to have limited access to regular services of relevant line departments, including health, nutrition, family planning and WASH services. Even before the flood, the targeted population was found to be relying on ponds and rivers for drinking water and had very limited access to safe drinking water. Thus, it seemed that the selection of targeted population within the affected communities in Flood Operation, 2022 was mostly appropriate.

Being in a border area, we do not have regular access to government services. Even we do not have any UP member living in this village. For any work, we have to go to XXX (indicating the name of the union), which is almost 3 kilometers from here. Six months the surrounding area is submerged under water – so at least we can travel by boat. During dry season, travel is very difficult as there is no road connectivity. Two of my children died during child birth as my family could not take me to hospital on time.

One of the female participants of FGDs from Companyganj, Sylhet

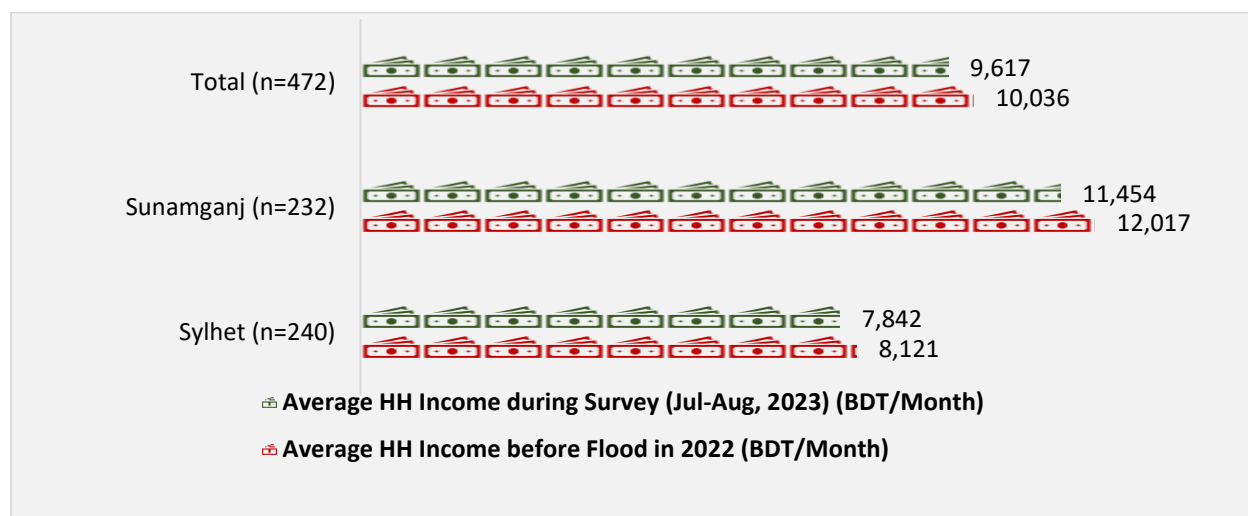


Figure 2: Average Income of the targeted population before and after the flood of 2022

While the selection was mostly appropriate, the ET observed some pockets of areas in which the selection process for recovery operation could have been better as some of the targeted people did not meet all the criteria for receiving the supports. The key respondents mentioned that these persons were replacements of those in the original list. During the recovery operation, when BDRCS went to identify the targeted people (from the list of those receiving support in response operation), some of them were not found in their respective households for reasons including migration to other areas. BDRCS replaced these households from the original list of affected population receiving the emergency assistances. As there was a significant time pressure to complete the recovery operation, the verification of these replacement targeted people was not rigorous, resulting in some households receiving Shelter and WASH, even livelihood support without having appropriate criteria. The ET even identified one household receiving recover support without being in the original list of people receiving response assistance, which was highly unusual.

The selection criteria for emergency were quite straightforward – “Low-income families who are

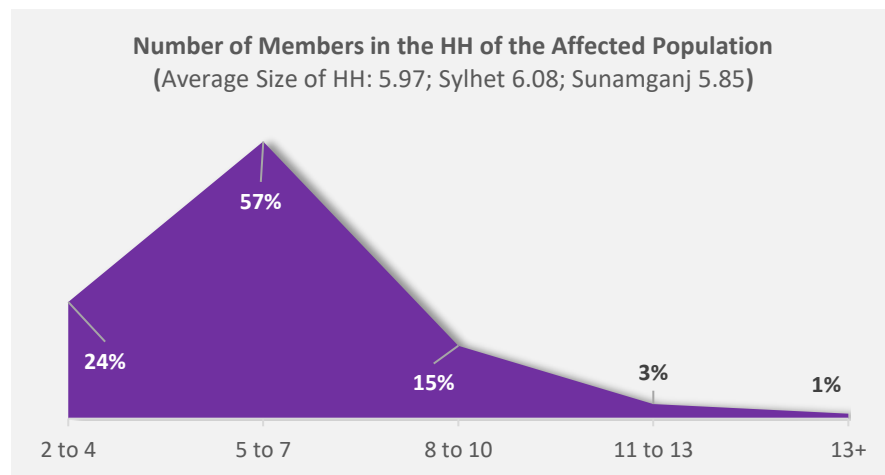


Figure 3: Number of Members in the Households Receiving Shelter and WASH Support in the Flood Operation, 2022 (Source: QS of the Final Evaluation)

affected by Flood-2022” and family vulnerability in terms of having pregnant or lactating women, elderly, Persons with Disability, etc. The recovery operation had multiple sets of criteria for eligibility to receive Shelter, WASH and livelihood support. However, the criteria did not include household size, and hence, the Shelter and WASH operation distributed same support to consider the same amount of support for all 1,200 eligible

households. The ET identified considerable variation in household size (shown in figure 3), ranging from 2 to 4 to 13+. Around 57% the household had 5 to 7 members, 24% had 2 to 4 members and 15% had 8 to 10 members. Thus, instead of a uniform package for Shelter and WASH, proportionate distribution to the household size would have better served the needs of the affected population. This was supported by the targeted people in FGDs in which they mentioned that the subsequent operations should design the grant amount or relief package size on the basis of the household size.

I have 12 persons in the household. XXX (mentioning the name of a neighbor) has 5 persons in the household. But both of us got the same amount of support to build our shelter. I am grateful for whatever I received, but the distribution should have considered the family size.

One of the male participants of FGD from Dowarabazar, Sunamganj

One of the criteria to receive livelihood support was HH income below BDT 8,000/Month (CHF 65.23). This may be adequate at national level, considering the national average household size of 4.30. However, the average family size of the flood affected population was 5.97, indicating a lower per capita income than national level, even if the household earning is more than or equal to BDT 8,000/Month (CHF 65.23). A rudimentary analysis of the ET indicated household income of BDT 11,000/Month (CHF 89.69) in Sylhet and Sunamganj region to be equivalent to BDT 8,000/Month ((CHF 65.23)) at national level, considering the dependency ratio of the beneficiary households. That means, the selection criteria to receive livelihood support in Flood Operation, 2022 could have been BDT 11,000/month (CHF 89.69). The key informants also indicated cost of living being higher than national standard in Sylhet region. Hence, this criteria may be modified to capture the prevailing socio-economic vulnerability.

2.2 Appropriateness of the Supports Provided

BDRCS, with the support from IFRC, Participating National Societies (PNS) and bilateral donors (e.g., Grameen Phone), provided both food and household items within fifteen days after the flood, along with the MPCG. As immediate support, dry food was provided, since the flood affected population did

not have means to cook foods. Subsequently, food packages (emergency food package, seven days package and 15 days package) were distributed, which included rice, lentil, cooking oil, salt, potato, etc. Considering the nutrition of the households having pregnant and lactating mothers and young children, semolina (*locally known as suji*), noodles, sugar, etc. were added. Due to scarcity of drinking water (since almost all the tube wells were submerged under flood water), purified water was also supplied, along with water purification tablets (WPT). In some areas, cooked food was also provided. The food package was designed considering the 1,605 Kcal per person in a family of average five persons as per the recommendations of the Food Security Cluster (FSC) Bangladesh⁶. This the food support was appropriate and consistent with the national humanitarian policies of Bangladesh. However, FSC considered average family size to be 5, whereas the same was 5.97 in Sylhet and Sunamganj. Thus, the seven-days package lasted for an average of six days and the 15 days package lasted for an average of 13 days, as indicated by the targeted people in the QS of the Final Evaluation.

The household items were found to be carefully designed considering the local context and the immediate needs of the flood affected population. For shelter, tarpaulin and plastic mats were provided. Since the latrines were affected, BDRCS provided emergency latrines in some areas. Menstrual hygiene is often neglected during emergency. BDRCS, however, considered the menstrual hygiene needs of the girls and women and provided kits having the required hygiene materials. The respondents from the affected communities during the FGDs indicated the appropriateness of these supports during response operation. Along with the MPCG, vegetable seeds were provided, which included nutritious and quick yielding vegetable seeds like Red Amaranth, Indian Spinach, beans and gourds. After receding the flood water, almost all the targeted people were seen planting these vegetable seeds. Around 96% of the surveyed affected population mentioned that they consumed the vegetables, while some sold or shared with their neighbours. This support of vegetable seed was also observed to be quite effective in the context of contributing towards the household nutrition of the flood affected population.

The recovery operation was initiated around January, 2023 and targeted rebuilding and or maintenance of the shelter (house) and latrines. The supports included Corrugated Galvanized Iron (CGI) sheets (30 for shelter and 9 for latrine) along with BDT 30,000 as conditional cash grant (BDT 20,000 or CHF 163.07 for shelter and BDT 10,000 or CHF 81.54 for latrine). Technical assistances and trainings were provided to the targeted people on using these supports to build flood-resilient shelters and latrines. The ET found this support to be appropriate, as the flood devastated the shelter and latrines of all the targeted population in the Flood Operation, either completely or partially (Table 3 below), which required immediate rebuilding or repair/maintenance support. From this aspect, the shelter and latrine support were deemed necessary by the targeted population, as they indicated during FGDs.

First flood water raised at the level of viti (local term for the mud plinth on which the house is built), then in hours the water raised almost at chest height inside the house! We went to the local school to take shelter. Once we return – the entire house, latrine – everything was devastated.

One of the female respondents during FGD in Kanaighat Upazila, Sylhet

Water came in hardly two three hours. I could only get the children and wife and put them on the boat. I could not get any food any money or any asset. Within hours everything was flooded. And it

⁶ FSC. 2021. FSC Bangladesh Food Assistance Package, 2021.

rained for almost the entire night and the next day. We stayed on the boat for two nights. First day a lot of people called me to assist them with my boat – but it was the shelter of my family, so I could not help anyone.

One of the male respondents in Dowarabazar Upazila, Sunamganj

Table 3: Extent of Flood Impact on Shelter and Latrine (Source: QS of the Final Evaluation)

Extent of Impact	Shelter	Latrine
Completely Affected	72%	83%
Partially Affected, Unusable	15%	12%
Partially Affected, Limited Usability	13%	5%

There was varying extent of impact on livelihood of the affected population due to flood. Majority of the affected population mentioned that although their income was disrupted during the flood, however, they have started earning from the Income Generating Activities (IGA) in which they were engaged before the flood. This indicated that around half of the targeted population could recover their livelihood that were disrupted due to the flood. However, the other half could not recover and seemed to be in need of livelihood assistance. Around 14% indicated complete disruption of livelihood from which they could not recover, while around 31% mentioned disruption causing reduced income for them (Figure 4). Moreover, as indicated before (section 2.1 and figure 2), they were economically vulnerable even before the flood, with significantly lower than the national average. Hence, the ET found the decision of providing livelihood support to be appropriate considering the socio-economic context of the affected population.



Figure 4: Impact of Flood on the Livelihood of the Affected Population (Source: QS of the Final Evaluation)

2.3 Adequacy of the Support

In general, around 90% of the surveyed target people indicated that the MPCG was adequate to meet the needs of their households, whereas 87% indicated the food package/support they received during emergency response was adequate. However, significant variance was observed in these figures in terms of geography, as those from Sunamganj region almost unanimously mentioned both the supports being adequate, to which, those from Sylhet seemed to have difference. A higher percentage

(93%) of Male headed households thought the MPCG amount was adequate, which was 83% for female headed households. Both male and female headed households had almost similar perception regarding adequacy of food support (Figure 5). Both male and female respondents had similar perception regarding adequacy of MPCG. Slight difference was seen in their opinion regarding the adequacy of food support.

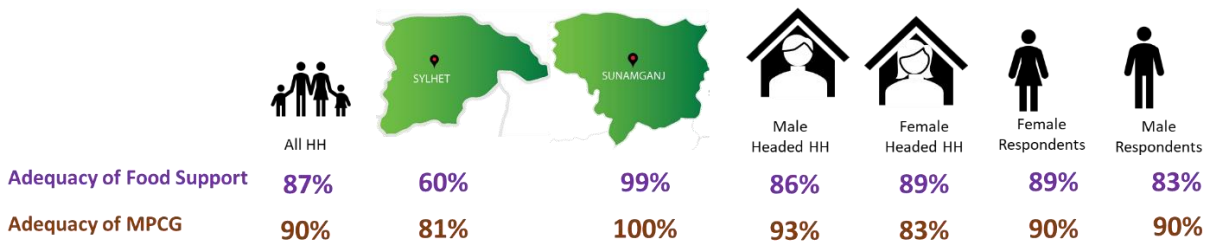


Figure 5: Perceived Adequacy of Food and Cash Supports during Emergency Response (% of Surveyed Respondents Saying the Support was Adequate to meet their HH needs) (Source: QS of the Final Evaluation)

Perception of adequacy of the respondents were similar for recovery operation as well in which those from Sunamganj indicated the supports of Shelter, WASH and Livelihood being adequate than the respondents from Sylhet. Overall, quite a higher percentage of the targeted indicated that the supports during recovery operation for Shelter, WASH and Livelihood were adequate for them, as shown in the figure below.

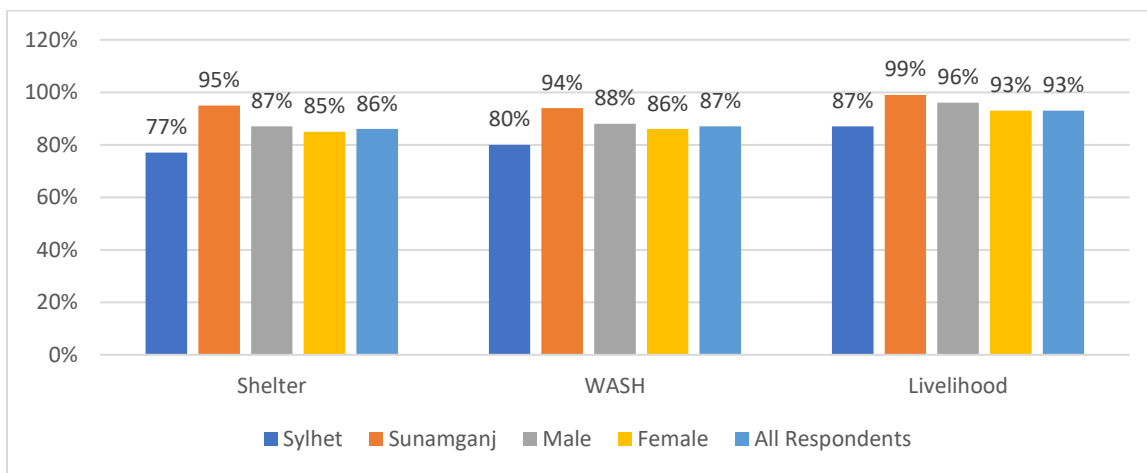


Figure 6: Perceived Adequacy of Shelter, WASH and Livelihood provided during Recovery Operation (Source: QS of the Final Evaluation)

The support from BDRCS for shelter and latrines were seen as an essential contribution by the targeted population. To further enhance the utilization of the contribution in developing a longer lasting and resilient shelter and latrine, they contributed on their own. Average contribution was

found to be BDT 54,094 for Shelter and BDT 7,746 for Latrine. The ET had further discussion with the targeted population for the purpose of such significant amount of contribution. They indicated that they wanted to ensure that the house would withstand next few similar flood or natural disasters and hence contributed significantly. The ET found evidence for this, almost all of the houses were found in raised plinth, in some cases almost three times higher than the previous level. They were seen using concrete or timber poles as pillars and column. Some of the affected population mentioned that their relatives supported them in rebuilding their houses.

We are poor people – we do not have the ability to rebuild the house every year. Since we got this support from Red Crescent (BDRCS), we thought why not contribute on our own and build a sturdy house so that it can withstand the next flood.

One of the Affected Persons in Sylhet during FGD

Table 4: Own Contribution of targeted population in Shelter, Latrine and Livelihoods (Source: QS of the Final Evaluation)

Extent of Own Contribution	Shelter	Latrine	Livelihood
% of HH Contributed	97%	95%	25%
Range of Own Contribution (BDT)	10,000 to 200,000	3,000 to 20,000	3,000 to 50,000
Avg. Amount of Own Contribution (BDT)	54,094	7,746	12,521
Sources from which contribution was arranged (Multiple Sources)	Loan: 84% Savings: 37% Donation: 7% Other Sources: 10%	Loan: 82% Savings: 40% Donation: 6% Other Sources: 6%	Loan: 69% Savings: 53% Donation: 10% Other Sources: 6%

2.4 Community Engagement and Accountability

To ensure implementation of a comprehensive Community Engagement and Accountability (CEA) strategy, BDRCS dispatched members of its National Disaster Response Team (NDRT) to oversee the implementation of these approaches in the field. Volunteers entrusted with need assessment and data collection underwent thorough briefings. They were equipped with a clear understanding of BDRCS's mission, the intended actions, the process for community input, and avenues for feedback. This preparation aimed to foster effective communication with the affected populace.

On 20 May 2022, BDRCS initiated a campaign of spreading awareness through social media. This campaign encompassed a range of informative messages, spanning pre, during, and post-flood scenarios, highlighting essential guidelines and precautions. The focus extended to ensuring the well-being of vulnerable groups such as children, women, and the elderly during flood occurrences. Practical advice was provided, covering topics like rainwater storage and water purification through boiling.

Distribution centers established by BDRCS have been equipped with mechanisms to facilitate feedback and address complaints – the Feedback and Complaint Response Mechanism (FCRM) – supplemented by information desks manned by dedicated Red Crescent Youths (RCY). Furthermore, the BDRCS hotline number was widely disseminated and prominently displayed in various community locations alongside a comprehensive list of potential target people.

The CEA Strategy of the Flood Operation, 2022 demonstrated a strong correlation with the Accountability to Affected Population (AAP) principle, that pertains to the obligations and systems established by humanitarian organizations to guarantee that communities are actively and consistently engaged in making decisions that directly affect their well-being. Opinion of the affected population were included in the design of the operation through an Initial Situation Assessment and Flood Response Update Report, which was done in June, 2022. The FCRM mechanism used as part of CEA strategy ensured a safe and convenient mechanism for the affected population to lodge their complaints and put suggestions. Quite a number of suggestions and complaints were lodged via the FCRM channels, and in at least 20 incidences, the targeted people were included based on these feedback, as indicated by a key respondent from IFRC. This Final Evaluation was also part of the AAP principle to ensure the opinions of the affected persons were taken post-distribution/post-implementation of the support interventions. These processes involved men, women, young, elderly, Persons with Disability and other subgroups within the demography being affected by the flood of 2022. The ET thus concludes that the Flood Operation, 2022 enabled the involvement of the affected population throughout the lifecycle of the response and recovery operation.

2.5 Relevance of the Operation

The Flood Operation, 2022 was found to be designed on the basis of the Fundamental Principles of International Red Cross and Red Crescent Movement and the mission of BDRCS. The operation was based on the IFRC Operational Plan 2022 and BDRCS Strategic Plan 2021-25. The operation was found to follow the prescribed guideline of IFRC and BDRCS. As soon as BDRCS began its emergency response on 18 May 2022, IFRC released CHF 404,434 from DREF to it scale up on 25 May 2022. On 19 June 2022 BDRCS called emergency coordination meeting with in-country PNSs IFRC and ICRC, which was followed by the launching of emergency appeal by IFRC on 24 June 2022. The entire process followed the Standard Operating Procedure of IFRC and BDRCS in mitigating disasters and initiating humanitarian response. Emergency Plan of Action (EPoA) was drafted with a thorough situation analysis, needs analysis, scenario planning and risk assessment. The subsequent response and recovery operations followed this EPoA. An Operational Strategy was formulated that outlines the planned operations under different phases and sectors. The supports and assistances were designed based on the relevant strategies and guidelines of the respective clusters or working groups. For example, the food package was designed as per the guideline of the FSC, while the amount of cash grants in MPCG was designed based on the guidelines of National Cash Working Group. The ET, thus, concludes that the Flood Operation, 2022 was designed and implemented by BDRCS, with support from IFRC, while following the prevalent policies and strategies of the Movement, the Federation and the National society and was in-line with the relevant strategies and guidelines of the other humanitarian entities involved in the country.

The Executive Committee (EC) members of the local BDRCS units were closely involved with the design and implementation of the emergency response and recovery operations. Being local persons, they ensured the conformity of different activities of the Flood Operation with the local customs, values and norms. The ET did not observe any deviation in the operation, neither found any complaint from any stakeholders of any such deviation.

The community people – both those targeted for the recovery operation and the non-targeted, expressed that the Flood Operation, 2022 was relevant to the priority needs of the affected population. They indicated that the areas, being remote, did not get enough support from other humanitarian agencies during or after flood. Without the support of BDRCS, the situation could have

been worse for the affected population, as they mentioned. They also appreciated the comprehensiveness of the support that included assistances for women, children, Persons with Disability, elderly, etc.

People in this area did not get almost no support. Being remote location close to border, no one wants to come here (with relief and assistance). Red Crescent (BDRCS) was the first support that came here. They gave us food, cash money and vegetable seeds. Without these supports, only God knows what would happen to the people.

Discussion with a community person from Companyganj Upazila of Sylhet, who was not a beneficiary

They (BDRCS) considered all the people in the household. For small children, they gave Suji, noodles and sugar. Women face problems in keeping themselves clean during menstruation in flood time – they gave sanitary pads. Overall, their support was inclusive for all the persons in the community.

Discussion with female members of the community in FGD in Companyganj

3. EFFECTIVENESS OF THE OPERATION

Highlights of the Section

- The cash grants, CGI sheets, construction tools and other supports were highly effective in the rehabilitation/reconstruction of the shelters of the affected households.
 - Regardless of vulnerability and family size, amount of support for shelter was same for all the targeted people
- Targeted people built resilient households with raised bases, sturdy columns and truss structure to support ceiling and CGI sheets as roofing materials.
 - There was considerable monetary contribution from the targeted people in building the shelters.
- Targeted people developed well-constructed latrines with brick/concrete floor.
 - More focused distribution could have been made for latrine support instead of uniform distribution to all the targeted people of recovery operations.
- It is too early to comment on the effectiveness of the livelihood supports, since only around 20% of those receiving it have started earning income from the IGAs in which the supports were invested.
- Most of the livelihood supports were invested in livestock – which the targeted people considered more of an asset to be used for emergency rather than a regular income earning source.
- Special supports for the Persons with Disability – both cash and assistive devices, were highly appreciated by the affected population.
- CEA mechanisms could effectively engage the affected population during design and implementation of the Flood Operation. Targeted people found using some of the CEA mechanisms to provide their feedback and complaints – particularly face-to-face interaction with BDRCS volunteers/staff and hotline.
- High degrees of satisfaction were observed among the targeted people of the operation.
- Coordination at all levels in the operation was found to be effective, including internal coordination between BDRCS NHQ and Units and BDRCS with IFRC and PNSs. The external coordination with HCCT, NAWG, MoDMR and the local administration was also found to be highly effective.
- Good practices of the operation included - the on-time completion of the recovery operation, secured cash distribution through the services of BPO, deployment of NDRT and NDWRT at branch level to enhance pace and quality of the Operation, regular and intense coordination with the local administration, etc.
- Major challenges faced in the operation included difficulties with logistics and storage, arrangements of supplies, particularly dry food, limited HR at unit level, significant funding gap, remoteness and difficulties in reaching to the target locations, and management of expectations of the targeted people as more households wanted to receive supports during recovery operation.

The Emergency Appeal floated on 25 May, 2022 had specific targets and achievements against the set indicators and envisaged a certain budget to accomplish those. However, BDRCS only received 31% of the required funding. This drastically affected the actual achievements, particularly those envisaged for the recovery operations, as shown in the table below. The Operational Strategy, however, was not updated later for the targets set against different indicators.

Table 5: Target vis-a-vis actual achievements against the major indicators of the Flood Operation, 2022

Major Indicators	Target*	Achievements*
# of targeted households provided with shelter toolkits and direct settlement assistance	5,000 HH	5,500 HH
# of targeted households provided with technical support for reconstructing shelter through conditional cash or voucher assistance	2,000 HH	1,200 HH
# of households reached with conditional cash grants for livelihoods**	3,000 HH	619 HH
# of market assessments conducted	1	1
# of households reached with seeds	30,000 HH	9,950 HH
# of targeted households provided with technical support for reconstructing latrines through conditional cash assistance	2,000 HH	1,200 HH
# of people reached through hygiene promotion	300,000 people	150,000 people
# of families provided with hygiene kits	10,000 HH	4,000 HH
# of households received cash support to address the needs of persons with disabilities**	1,000 HH	20 HH
# of targeted households received dignity kits	2,000 HH	142 HH

**Information taken from the operation update #2 (6-month update), Date of issue: 31/01/2023*

*** Updated from the field data*

3.1 Effectiveness of the Shelter

Being the lead of the Shelter Cluster and from the previous experience of implementing Flood Operations in the Bangladesh, IFRC already had a costing and design of resilient shelter development for rural part of the country. That experience enabled a quick decision regarding setting the amount of assistance (i.e., BDT 20,000 per HH) for a typical family. Along with the money, BDRCS provided 30 pieces of CGI sheets and a kit containing basic carpentry tools. Apart from these, there was a civil engineer engaged from BDRCS to provide technical assistance and guidance to the local carpenters and the target population in developing the shelters. A total of 1,200 HH received the conditional cash grant and CGI sheets as shelter support, along with technical assistances.



Photograph 1: One of the shelters built with CGI sheets and conditional cash grants under Flood Operation, 2022

Initially, the operational strategy considered a small contribution in the shelter building/repairing from the targeted population to ensure some ownership. However, the contribution, as mentioned above, exceeded the amount of support from the Flood Operation, 2022 (i.e., BDT 20,000/CHF 164.92) in many cases. The affected population wanted to build a resilient structure and thus did not hesitate to invest on their own. The support, particularly the technical guidance and the monitoring efforts from NDRT members and the volunteers was beneficial in this regard, as mentioned by the targeted people. The ET found almost all the houses being built on a raised mud base (plinth) at a height that was significantly higher than the water level of the 2022 flood. A few of the houses were even had brick/concrete floors made, although the ET had doubts regarding the eligibility of these households as discussed in the appropriateness section in this document. Almost all the houses had new pillars made out of bamboo, wood or concrete. These pillars gave the required strengths to the structure to withstand natural calamities. The truss structure below the ceiling was made out of quality wood or bamboo with a design to give a sturdy base on top of which the CGI sheets were placed as the roof. Overall, the ET found effective construction of houses from the funding, materials and assistance provided under the Flood Operation, 2022.

Our condition is such that I will not be able to build another house in my lifetime. So when I got this help from BDRCS, I tried to make this house as strong as possible so that not can withstand next few floods. I invested in raising the floor, bought concrete pillars to use as column, bought Korai wood frame (a local wood variety) for the ceiling. I am happy that the next flood will not be able to harm this shelter.

A male respondent from targeted population from Dowarabazar Upazila of Sunamganj during visit of household

As indicated before, the amount of support for the shelter was uniform regardless of family size or vulnerability of the households. While the CGI sheets were mostly put on the ceiling, some of the poor households could not effort quality wall materials. They were seen using their older rusty CGI sheets as wall, which were seen having holes (Photograph 2). Some used straw or bamboo or other locally available materials that they could afford. An increased assistance amount (either money or the number of CGI sheets) would have improved the disaster resilience of shelters for these households.



Photograph 2: Some of the most disadvantaged households could not afford to contribute for the wall materials. They used straw, bamboo or their old CGI sheets as wall materials

3.2 Effectiveness of the WASH Supports

All the 1,200 households receiving shelter support also received latrine support of BDT 10,000 (CHF 82.46) per households, along with 9 pieces of CGI sheets, and a hygiene kit with materials to keep the latrine clean. All the households were seen making new latrines with these supports. The latrines were made with brick and cement floor, and the CGI sheets of BDRCS as wall and roof. The base of the latrine was raised so that flood water cannot get into the latrine. Each latrine had ceramic pans installed. Overall, the latrines were found to be high quality, hygienic and easy to clean/maintain.

As the support of latrines was embedded with the Shelter, all the families built new latrines. The ET found some of these latrines built adjacent, even in the house itself, as the families did not have separate space to build. As these were not linked to any sewage system, there might be hygiene issues with latrines being at the close proximity to living and cooking spaces of the households. In some cases, the families were observed having shared latrines before the flood, but, had to build separate latrines now to make use of the funding, which shrunk



Photograph 3: Shelter and latrine construction process was constantly monitored by the BDRCS NDRT and NDWRT members, Volunteers and other officials

their limited living space. In the clustered areas, the ET observed individual latrines built, which could have merged together to build a more efficient community latrine facility. In one case, the ET observed a brand new WASH complex, recently made by Department of Public Health Engineering (DPHE), however, there were at least four latrines adjacent to this complex (Photograph 4). Instead of pushing the adjacent households to build latrines, that amount could have been used to invest in the shelter



Photograph 4: Latrines were built for individual households almost adjacent to the newly built WASH complex of DPHE. In such areas, rather than spending the resource on individual latrines, it could have been used in the shelter or livelihood of the beneficiary

of these families. BDRCS may look to coordinate with DPHE and relevant local government agencies to make use of such community structures in future so that the limited resources can be more effectively and rationally used.

There had been hygiene kits supplied along with the latrines and training on keeping these clean and hygienic. The training and awareness were found to be very effective, as all the latrines were found to be in clean and usable condition. Dignity kits were

supplied during emergency response, which included menstrual hygiene commodities. Awareness building on menstrual hygiene maintenance was made among the women and adolescent girls under the WASH support. There were sessions on maintaining menstrual and personal hygiene during flood and other disaster and the disposal of the hygiene commodities. Intense discussion of the female member of the ET with the women and adolescent girls found good recall these information and practice of personal and menstrual hygiene management.

Apa (Female volunteers of BDRCS) came to us and show how to use sanitary pad during menstruation. They also taught us how to use clean cloths and how to maintain the hygiene of those.

Female members of the community during FGD

Since the flood devastated the water sources of the affected population, BDRCS undertook the tube well repair and disinfection initiative to allow drinking water for target households. In addition, six tube wells were installed in Sylhet (Companyganj) and four in Sunamganj. These were found to be providing clean drinking water for the local inhabitants. The ET, however, found that people in both Companyganj and Kanaighat areas depended on pond and river water as source of drinking water. It seemed that the awareness on clean water and water sources is not at the expected level. Availability of clean water sources was also found to be quite scarce. BDRCS may consider longer term solutions in this regard in collaboration with DPHE.

3.3 Effectiveness of Livelihood Support

A total of 619 households received livelihood support under the Flood Operation, 2022. Cattle was found to be the first choice of livelihood for all the targeted people receiving livelihood support, regardless of their geographical location. More than half of the targeted were seen buying cows with the BDT 25,000 (CHF 206.14) support they received. Another significant proportion (25%) bought goat/sheep, which was found to be more prevalent in Sylhet (33%) than Sunamganj (17%).

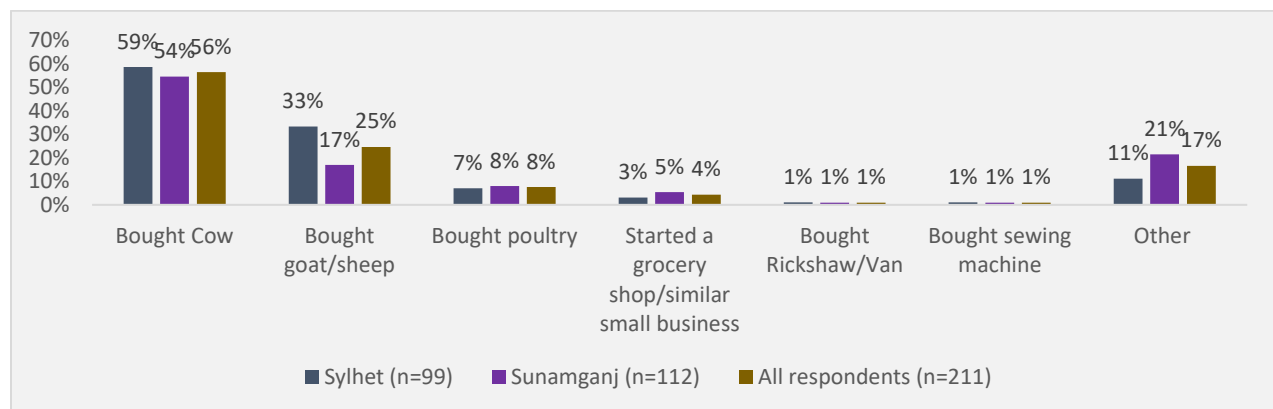


Figure 7: Use of livelihood support by the targeted people (Source: QS of the Final Evaluation)

It seemed that the targeted people adopted these mode of livelihood more as an asset that they can convert it to cash in case of emergency requirements. Even if there are income from the livestock, particularly cow, it would take at least six to eight months to materialize. Some of those buying sheep/goats could sell offspring of these animals. Some of those buying poultry could also sell eggs and birds. Some of the households leased land and started agricultural cultivation, which would

generate periodic income. Very few invested on income generating activities (IGA) that would provide regular income (e.g., grocery shops, rickshaw/van, boat, fishing nets, etc.). Overall, 20% of the households were seen earning from the IGAs that they started with the BDRCS support.

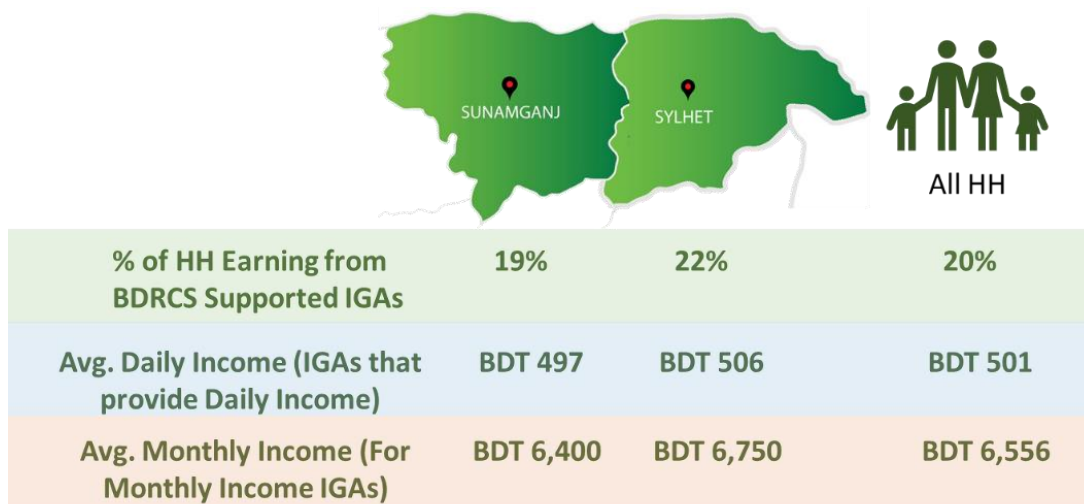


Figure 8: Income scenario from the livelihoods that target people started with assistance from Flood Operation, 2022 (Source: QS of the Final Evaluation)

Bought the cow so that if there is any urgent need then I would be able to sell it and use the money. Since we are poor, we might use this money for other purpose if we did not buy this (the cow).

One of the female respondents buying a cow with the livelihood assistance from Sylhet

The ET concludes that the evaluation was too early to comment on the effectiveness of the livelihood. However, the main purpose of investing in livelihood options for the target people was to ensure an emergency asset, which was found to be serve through buying cattle, goat/sheep, etc. However, the ET also thinks that buying these types of live animals may involve risks, particularly from mortality and morbidity of the livestock due to disease and other natural phenomenon. Moreover, selling such assets during disaster may not produce the expected cash. Regular income earning IGAs (e.g., Rickshaws/Van, shops, boat, fishing nets) and periodic IGAs (e.g., agriculture on leased land) seemed to be generating better income and lower risks. It seemed that the selection of livelihood options was entirely done by the targeted people themselves. Since these are some of the vulnerable households living in isolated places, the ET did not find significant business or market knowledge among them. They relied on options that were traditionally available in their locality, without significantly considering the risks or business viability. The time pressure to disburse the livelihood supports to the targeted people discouraged the local BDRCS staff to consider a rigorous business viability analysis and helping the targeted people in adopting an optimum IGA considering their skills, market potentials, investments size and geographic/climactic conditions. BDRCS may consider adopting more time in future for conducting rigorous analysis that would assist target people adopting a more profitable IGA.

BDRCS also distributed saplings of mostly fruit trees among the target people. The ET found these to be planted by them near their households. Being fruit bearing trees, it would take some time to get benefits from these trees. The evaluation was too early to comment on this livelihood effort.

3.4 Effectiveness of the Support to the Population with Special Needs

The operation took a deliberate measure to support the Persons with Disability from the affected households in the two districts. Six of such households in Sylhet and 14 from Sunamganj were provided with Cash grant of BDT 5,000. In addition, six households in Sylhet and nine from Sunamganj received assistive devices, including wheelchair, special chair, white cane, walking sticks, etc. These supports resulted additional benefits for the households with Persons with Disability. In majority of cases, the cash support was seen to be used as buying food ingredients for the households. The Persons with Disability found the assistive devices highly beneficial for their mobility. The number of such supports, however, seemed to be less than the number of households with Persons with Disability among the affected communities. BDRCS may consider increasing the support to cover all the households with Persons with Disability in the list of targeted in future.



Photograph 5: Assistive devices were distributed among the Persons with Disability in the Flood Operation, 2022

I have seen people getting support for flood before. But this is the first time my “Pongu” (local term for Person with Movement Challenge) son got BDT 5,000 as relief! This was very helpful for our family. With this, I could get food for the boy and other members in the family.

Member of a targeted household with Person with Disability during household visits in Sunamganj

The selection criteria for selection of the targeted population included some of the criteria, including “woman-headed HH”, HH with pregnant or lactating mothers, HH with elderly members, etc. Thus, the targeted people selected for the recovery operation included members of the community requiring special needs. However, similar to the Persons with Disability, there was no such additional cash support for elderly population, pregnant women, lactating mothers, destitute women, etc. There was some in-kind support in transporting the materials (e.g., CGI sheets) to the households that did not have able persons to carry those.

3.5 Effectiveness of the Community Engagement and Accountability Interventions

Almost all the targeted people indicated conversation with BDRCS volunteers, EC committee members or other personnel before and during the Flood Operation. They mentioned that BDRCS informed them on a number of issues associated with the Flood Operation, 2022 (figure 9). Majority of the respondents indicated that they were informed about the grant amounts, particularly the Shelter, MPCG and Livelihood support amount. BDRCS also mentioned different types of in-kind support to be provided during recover operation, although recall of these seemed to be less among the affected population than the grant amounts.

Overall, 75% of the surveyed respondents mentioned that their opinions were reflected in the actual design and implementation of the Flood Operation, with significant variation in the two districts. In Sunamganj, this was 89%, whereas it was 61% in Sylhet. Almost similar proportion male and female respondents mentioned that they saw the reflections of their opinion in the actual design of the services and assistances provided in the response and recovery operation under the Flood Operation, 2022. The opinion of the households with disability was also found to be the same. Only 67% of the households with pregnant women indicated that their opinions were reflected (figure 10).

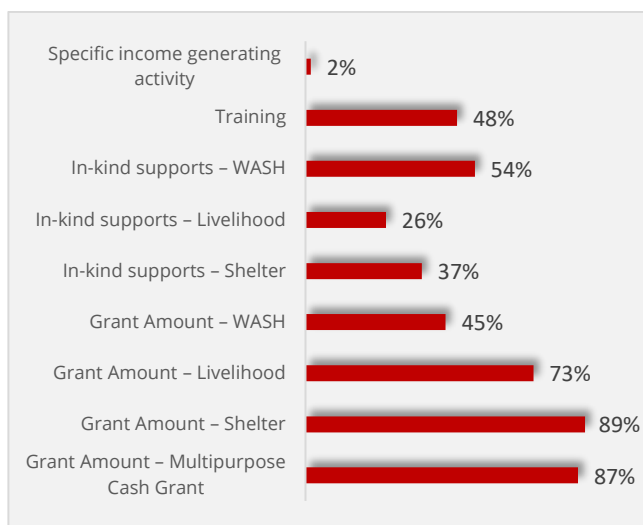


Figure 9: Issues that BDRCS Informed the Affected Population Prior to Response and Recovery Operations

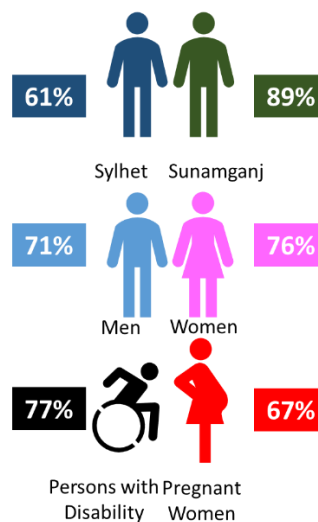


Figure 10: % of HH that observed their opinion being reflected in the actual design and implementation of the Flood Operation, 2022

As part of the CEA strategy, a number of FCRM tools were used in the Flood Operations. The evaluation asked the targeted people regarding which of such tool they could recall. Majority of the targeted people could recall the Hotline/telephone calling for lodging their feedback and complaints, while another higher percentage could recall feedback and complaint box (Table 6).

Table 6: Percentage of targeted people that could recall a FCRM tool

Recall of FCRM Tools by the Targeted People	Sylhet (n=240)	Sunamganj (n=232)	Total (n=472)
Feedback and Complaint box	72%	47%	60%
Hotline/Telephone call	99%	84%	92%
SMS	18%	0%	9%
Discussion with volunteers	18%	30%	24%
Complaint to local government representatives (UP Chairmen, members)	6%	0%	3%

Overall, around 21% of the respondents in the QS mentioned that they provided feedback or complaint using one of the FCRM mechanisms. There was significant regional variance observed, with significantly more respondents from Sylhet (36%) indicating putting feedback using one of the FCRM

tools than those from Sunamganj (5%). Hotline and Feedback and complaint box were the most widely used FCRM tool (Figure 12).

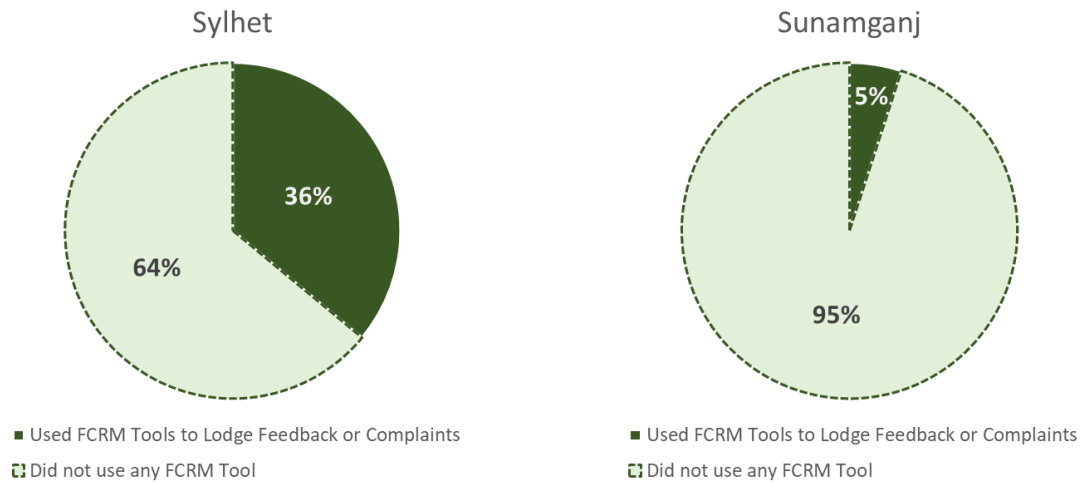


Figure 11: Percentage of targeted people that used at least one FCRM tool in Flood Operation

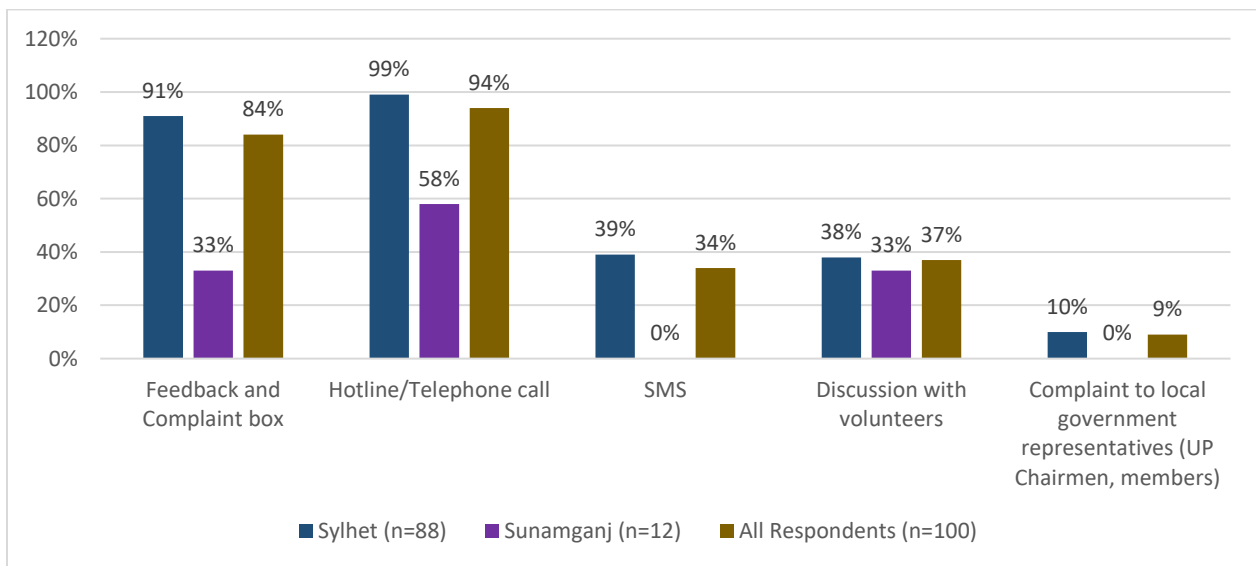


Figure 12: Different FCRM tools used by the targeted people

One of the reasons for those from Sylhet providing more feedback in the FCRM channels than Sunamganj can be the variance in the number of targeted people in these two regions. While the number of recipients for MPCG was similar in the two districts (6,508 in Sylhet and 6,400 in Sunamganj), the number of recipients of conditional grants for Shelter and WASH was significantly less in Sylhet (480) than Sunamganj (720). Recipient number of livelihood grants was also lower in Sylhet than in Sunamganj. Moreover, while targeted people from both the Upazilas of Sunamganj received the livelihood grant, those only from Companyganj Upazila received such grant. None from Kanaighat Upazila received it. BDRCS informed that some of those receiving MPCG would receive such conditional grants. Thus, there was an expectation and thus there were queries from those who did not receive the conditional grants.

During the qualitative discussions, the respondents indicated that the hotline/telephone calling was the most convenient method of FCRM for them, as they have the access to mobile phones and would not be required to go outside of their home for lodging feedback. This was particularly more convenient to the women and adolescent girls in the households, as being a conservative area, there are mobility issues for them.

We heard that there are boxes to put complaint, but it is difficult for us (women) to go there in front of other male and use the box. Telephone is more convenient. We have mobile phone now at home. The number (Hotline) is on the card. We can easily call the number.

One of the female respondent during household visit in Sunamganj

3.6 Satisfaction of the Targeted People

In general, the targeted people were found to be highly satisfied with the support provided by BDRCS in the Flood Operation, 2022, as indicated in figure 11. During FGDs, they explained the reasons for such high degree of satisfaction. One obvious reason that came out in the FGD was that the Flood Operation was the only support for majority of the affected population during and after the flood. While they received some relief support during flood, BDRCS was the only agency that reached them with recovery like Shelter, WASH and livelihood. They also appreciated the hard work and passion of the BDRCS personnel involved in the Flood Operation, particularly the volunteers and the NDRT members. They particularly mentioned the challenging situations (distance, difficult transportation modes, absence of infrastructure for accommodation/food, excessive rain/heat, etc.) did not discourage the volunteers and NDRT members performing their activities. They also mentioned the regular monitoring and support from BDRCS personnel. Along with the supports, the Flood Operation, 2022 provided some information and awareness regarding health, hygiene and WASH, which, the regular service providers of GoB (e.g., Ministry of Health and Family Welfare, DPHE, etc.) could not provide due to the accessibility and distance issues. The ET found the hotline and complaint boxes being a satisfier for the affected community, particularly from their positive experience from providing feedback and complaints, since they could provide their feedback and complaints directly to BDRCS. Local community members (who did not receive support from BDRCS) also appreciated the efforts of BDRCS – both during the response and recovery operations.

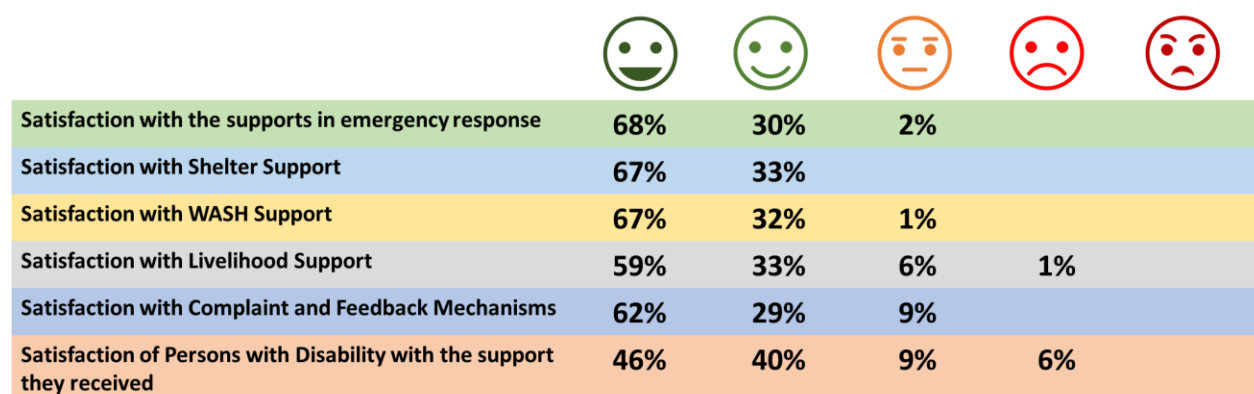


Figure 13: Level of satisfaction of the targeted people on different aspects of the supports in the Flood Operation, 2022

3.7 Coordination in the Flood Operation

The ET found two mechanisms for coordination in the Flood Operation, 2022 – the internal coordination of BDRCS between NHQ and district level units, and with IFRC and PNSs, and the external coordination of BDRCS with other humanitarian agencies, the bilateral donors, GoB and local administration. There were also multiple layers of coordination – at national as well as local level.

Right from the initial onset of the flash flood event, BDRCS and IFRC secretariat steadfastly maintained a robust system of coordination among their members. After the emergency was declared, there were regular meetings among BDRCS, IFRC and the PNSs. There were joint meetings among these stakeholders, as well as bilateral meeting of BDRCS/IFRC with specific PNSs. BDRCS, with support from IFRC regularly updated the PNSs and other stakeholders on the situation through situation reports, infographs and operational updates. There were joint assessments done by BDRCS in collaboration with IFRC and PNSs to get updates on the situation. All the key informants from the PNSs were highly satisfied with the level of efforts put by BDRCS and IFRC in coordinating with the PNSs. They informed that there was no dearth of information from BDRCS and IFRC on the flood situation. In addition, from the ET's observation, the close proximity of BDRCS, IFRC and the PNSs offices at the NHQ premise of the national society was also supportive in having frequent communications among these stakeholders.

To efficiently manage the flood response, BDRCS designated a response coordinator stationed at its National Headquarters, along with two proficient officers (in addition to the deployed NDRTs) stationed in Sylhet and Sunamganj districts. These dedicated individuals, who were skilled in information management, were responsible for harmonizing and regularly collecting on-ground information. Subsequently, this information was relayed to the operation and management teams in Dhaka for further action.

On the national front, BDRCS and IFRC were engaged in close coordination with members of the Humanitarian Coordination and Technical Team (HCTT), ensuring a seamless and continuous updates. IFRC CD took a proactive role in overseeing Shelter Cluster Coordination and maintained active collaboration across various sectors, including food security, water, sanitation and hygiene (WASH), healthcare, displacement management, and nutrition (NAWG). BDRCS and IFRC also maintained direct communication with the Ministry of Disaster Management and Relief (MoDMR), consistently apprising them of the extensive humanitarian response led by BDRCS at a Federation-wide level.

At the operational level, BDRCS actively fostered a strong collaborative relationship with district-level authorities, facilitated by the involvement of district branch representatives who engaged in regular interactions with the Deputy Commissioner (DC) and other officials. This dynamic interaction enabled the consistent dissemination of information regarding the ongoing response efforts. BDRCS's commitment to comprehensive coordination extended to district and upazila-wide initiatives, involving active participation in coordination forums convened by the DC office in each district. This particularly ensured duplication of efforts in which BDRCS chose areas in which there had been limited or no supports from other humanitarian agencies. Moreover, BDRCS collaborated closely with designated coordination agencies, as stipulated by the HCTT system, further enhancing the efficacy of the overall coordination process.

3.8 Good Practices in the Flood Operation, 2022

- **On-time completion of the Recovery Operation:** The recovery operation was completed within the stipulated time of June, 2023, without the requirement for any extension. The key respondents from IFRC and BDRCS indicated the following reasons for this on-time completion. Kobo-based data collection was used during the emergency response period, which was used in selection of targeted population for recovery operation as well. There was continuous monitoring and support to targeted people for their construction/repair of households and shelter by the NDRT and NDWRT members, volunteers and local BDRCS EC members. This also enhanced the pace of the recovery process.
- **Faster and secured cash disbursement:** BDRCS distributed the cash through Bangladesh Post Office (BPO), which was faster and secured. Eligible targeted people were sent a code to their registered mobile number. The fund was transferred from BDRCS to BPO. On the date of disbursement, volunteers ensured the presence of the targeted people. They were verified by the code sent to their mobile number, along with their beneficiary cards. BPO charged 1% of the total fund to be disbursed as service charge, which was sent to them separately.
- **Deployment of NDRT and NDWRT members:** To support the operations, NDRT and NDWRT members were deployed from the beginning of the recovery operation. They played vital role in selection and verification of the targeted people, guiding the Community Organizer (CO) and other volunteers, monitoring the process of shelter and latrine development and livelihood activities, and ensuring the on-time preparation/presentation of the reports. They also supervised the quality control in shelter and latrine rebuild/repair process. On behalf of the BDRCS, they maintained liaison with the local government representatives like UP Chairmen and members. The deployment was particularly helpful as the HR structure at both Sylhet and Sunamganj branches of BDRCS was found to be lean.
- **Close Coordination with Local Administration:** BDRCS kept a close coordination with local administration both at district and subdistrict level, who, in turn, assisted in coordinating with other humanitarian agencies working in the same area. This was particularly useful in selection of areas in recovery operation in which the Shelter, WASH and livelihood could be directed to the most deserving population, without resulting in duplication of efforts.
- **Special support for Persons with Disability:** While families with Persons with Disability have always been a special criterion in selection of vulnerable households, the Flood Operation, 2022 particularly targeted these households and provided them with cash support and assistive device. These devices like wheelchair and special toilet chairs were supportive in mobility and daily activities of these individuals.
- **Funding from Private Donors:** BDRCS could attract funding from a private company (Grameen Phone). From this funding, food assistances could be provided, along with deployment of medical teams during emergency response period.

3.9 Major Challenges Faced by BDRCS in the Flood Operation, 2022

- **Logistics, Supplies and Storage Issues:** Unit offices of both Sylhet and Sunamganj only have small offices with limited space for storage. During flood, there was no stock of dry food or similar

emergency relief stocked at the unit offices. Thus, the stock of dry food and food ingredients had to be bought with the funding released under Flood Operation, 2022. The entire Sylhet division was submerged under the flash flood in 2022 in a quick succession, which disrupted the supply chain of food and food ingredients. As a result, the unit offices of BDRCS, in spite of having funds, faced significant difficulties in getting food items for the food package support, particularly in collecting dry food. Price of such food also increased significantly. Transportation of the food commodities was also a challenge since the unit offices did not have own boats, and rented boats were not readily available.



Photograph 6: Snapshots of the challenging situations in which BDRCS members had to work in Flood Operation, 2022

- **HR Issues.** Unit offices in both Sylhet and Sunamganj were found to have a very lean structure, with only the one Unit Officer and one or two office assistants. While response operations could be implemented through the efforts of the regular presence of EC committee members and volunteers, the structure was not supportive for appropriate monitoring and implementation of recovery operations. The issue was only partially addressed through the deployment of NDRT and NDWRT. In addition to this, there were frequent changes of unit officer position at Sylhet, in which

three officers were given the responsibility of the recovery operation in a span of six months. This further complicated the already challenging recovery operation.

- **Funding Gaps.** Originally, the Flood Operation targeted a wider coverage of people of around 300,000, for which, a budget of 7.5 million CHF was estimated. However, eventually, the operation could get roughly 2.3 million CHF, with a funding gap of around 70%. This eventually curtailed down the number of target population significantly.
- **Geographic Location of the Disaster:** The Flood Operation, 2022 was carried out in some of the most remote areas of the country, to which, communication is difficult even during the normal period. The target unions of Companyganj upazila can be reached via boat during six months of the year. Derai and Dowarabazar subdistricts are located in the Haor region, which also required boats for ease of transportation. However, the limited availability of own boats of BDRCS enforced the volunteers and staff to use rented boats, which resulted in excess time and cost. The flood devastated the road infrastructure in other places, which resulted in difficult transportation in those areas as well with the food and non-food commodities.
- **Management of Expectations:** Around 12,900 households were distributed with MPCG during emergency response. During the distribution, they were informed that some of them would receive additional support during recovery phase of the operation, which would include conditional cash transfer for shelter, WASH and livelihood. Thus, there was high expectations from them. BDRCS also originally planned for a wider coverage of recovery operation. However, the curtailed number of households for recovery operation resulted in dissatisfaction among the affected population receiving MPCG. In some areas, volunteers and NDRT members faced significant challenge in continuing their activities. There was continuous pressure from the local government representatives and local community people to incorporate their selected persons as targeted people in the recovery operation. These issues further escalated the pressure and workload of the already burdened volunteers and staff of BDRCS.

4. SUSTAINABILITY, EFFICIENCY AND LESSONS LEARNED

4.1 Institutional Capacity Development of BDRCS

The evaluation looked into the capacity development of the national society as one of the sustainability potentials of the Flood Operation, 2022. Three issues were considered here – ability of the national society in implementing recovery programmes, ability to prepare for and respond to disasters in a timely, efficient and coordinated manner and ability to mobilize communities at risk to cope with the future disasters.

The recovery part of the Flood Operation, 2022 was completed on-time by June, 2023. One of the major reason for this was attributed by the key respondents to the rapid selection of targeted population through the assessment that was done by the volunteers and NDRT members using the ODK toolkit (KoboCollect). Based on the assessment, the selection was carried out at the NHQ level rather than at the unit/branch level – which saved time and efforts in beneficiary selection. The NHQ was found to be oriented with this real-time data driven targeted population selection at the central level, which, key respondents, would be implemented in the subsequent disaster response and recovery operations as well.

There was a common lessons learned workshop arranged at Sylhet, taking representation from all six district level BDRCS units in June, 2023. The staff and UEC members from the respective districts shared their lessons and the challenges in addressing the flood. They also provided their recommendations in addressing some of these challenges. This would help BDRCS in near future to focus on specific issues at the local unit and will be helpful in strengthening unit capacities.

Originally, there was 425,000 CHF allocated for institutional capacity development of BDRCS – both at the NHQ level and at the unit level. However, due significant gap in the actual donor response, budget had to be cut across all components of the Flood Operation, 2022. In this consequence, the institutional capacity development budget was reduced to 182,321 CHF. As an initial step of institutional capacity building, Branch Organizational Capacity Assessment (BOCA) was conducted at three units in the north-western districts. Staff and volunteers received orientation on Minimum Standards of PGI including DAPS approach, SGBV and referral pathway, PSEA policy and Child Protection Policy orientation with integrating SEA and Child abuse session. All of these enhanced the capacities of the national society. However, no physical facilities development was observed being implemented from this budget that would enhance the logistics and supply efficiency of the unit level offices. The Operational Strategy of this operation also intended provision of IT equipment at branches, which could not be materialized, predominantly due to the limited fund raised through the appeal. The Operational Strategy included upgrading financial management software of BDRCS to link the NHQ with the unit offices – which also was not found be implemented.

Key respondents highlighted some of the gaps in the HR structure and HR management of the national society, both at NHQ and branch level. It seemed that there had been changes of personnel even at the senior level across the departments without consideration of their individual skills with the respective departments. Some of the key functional units of BDRCS (e.g., CEA department) seemed to be rotating across different divisions/departments and could not settled into the organizational structure of the national society. Availability of skilled HR, particularly at the mid-management level was found to be another issue. Even the trained HR on specific area was seen being transferred to a

different department in which the training might not be highly relevant. A review of the organizational structure and the Standing Orders on Finance, Administration, Audit and Service Rules seemed to be eminent. The national society has recently taken an approach in these reviews.

4.2 Local Level Capacity Building

The implementation of the operation extended to remote rural regions within Bangladesh, where essential services from government line departments, encompassing health, education, WASH, and social protection, had been notably limited. The Flood Operation of 2022 played a pivotal role in elevating the awareness of the local populace concerning pertinent issues. Notably, the operation facilitated the establishment of local capacities among carpenters, technicians, and community members, specifically centered around crafting resilient shelters and latrines.

During the observation period, the ET noted instances of local community members, who did not receive any support from the recovery phase of the Flood Operation, constructing their own shelters by employing the techniques introduced by BDRCS post-flood. As an active participant in the Shelter Cluster Bangladesh, BDRCS maintains a close collaborative association with the Housing and Building Research Institute (HBRI). The synergistic efforts are poised to foster the broader adoption of the resilient shelter construction approach throughout disaster-prone regions across the country. The outcomes of this endeavor are anticipated to manifest through an extended scale-up of the resilient shelter-building methodology, encompassing a wider expanse of areas susceptible to disasters.

BDRCS volunteers provided critical information encompassing proper handwashing practices, latrine maintenance, and MHM. In the domain of MHM, female volunteers from BDRCS undertook a dedicated initiative to convey awareness messages pertaining to the utilization of sanitary pads, as well as the crafting of these pads using locally available resources. This particular effort was meticulously carried out in segregated sessions for female members of the community.

As part of the water and sanitation interventions, BDRCS volunteers and staff played an active role in delivering essential services such as disinfecting tube wells and installing water purification units. During these interventions, they took the opportunity to advocate key hygiene messages. Similarly, during providing MPCG, BDRCS continued to disseminate key messages on hygiene promotion. This created a level of awareness in the local communities regarding water and hygiene related issues. However, point to be noted that the communities in which the Flood Operation, 2022 was carried out lack the appropriate access to clean water and sanitation system. Hence, if appropriate water and sanitation infrastructure is not established across the community, the awareness created may not be useful in future.

Engagement of COs was another important step towards enhancing local capacities. COs were trained on different aspects of disaster response and management and were linked with the NDRT/NDWRT members for around six months. These enhanced their capacity, which is expected to be sustained at the community level, as they were the community people themselves

4.3 Synergy between IFRC and BDRCS

BDRCS took a lead role in executing the Flood Operation of 2022. This endeavor was characterized by a robust collaborative effort, fortified by the invaluable support extended by IFRC secretariat. Swift response activities were enabled through the release of funds from the DREF by IFRC upon the

initiation of BDRCS's emergency response. The formulation of the emergency appeal was a joint endeavor, with IFRC leveraging support from BDRCS.

For seamless fund transfers, IFRC undertook negotiations and managed fund transfers to postal services, while BDRCS provided crucial on-the-ground assistance in terms of verification of the actual transfer of funds to targeted population. The coordination extended to engaging corporate entities for assistance in the flood operation, a process in which IFRC led discussions and BDRCS played an instrumental role at the grassroots level. During the evaluation, it was evident that IFRC managed the negotiation and quality assessment of CGI sheets, while BDRCS took charge of the distribution of these sheets among targeted population.

The comprehensive oversight of response and recovery operations was jointly conducted by BDRCS and IFRC secretariat. The evaluation further highlighted the synergistic partnership between BDRCS and IFRC, underscoring the efficiency achieved in the implementation of the Flood Operation of 2022 through this collaborative approach.

However, several key stakeholders voiced their concern about BDRCS displaying some degree of dependency on IFRC in certain areas where the national society should have independently taken charge. An illustrative instance pertains to partnership negotiations with service providers (e.g., BPO) and vendors of household items, roles that should ideally have been spearheaded by BDRCS. Key respondents also observed a noticeable level of IFRC's involvement in monitoring, situation updates, documentation, and reporting—functions that would have ideally fallen under BDRCS's purview. It appeared that certain capacity gaps existed within the national society, prompting IFRC to step in and supplement these areas with their expertise from the Federation.

In response to these observations, key respondents put forth suggestions for enhancing BDRCS's capabilities in certain domains as indicated above. Additionally, recommendations surfaced regarding a comprehensive review and potential update of the organizational structure and Standard Operating Procedures (SOPs) of the national society. These recommendations are poised to bolster BDRCS's autonomy and self-sufficiency in critical operational aspects.

4.4 Efficiency

The operation was planned to be completed on 30 June, 2023. The ET found the operation adhering to this plan and completed all the response and recovery operations by 30 June, 2023. From the timeliness point of view, this was a highly efficient operation. The key respondents indicated several reasons for the on-time completion. There was a significant urgency of the senior management of IFRC and BDRCS to complete this on-time and subsequently, there was continuous monitoring and follow-up from them. Subsequently, there was follow up at all level, from BDRCS NHQ to unit level and then at the beneficiary level. Disbursements for recovery started around January, 2023. There was continuous monitoring from the NDRT/NDWRT members, UEC members of units, CO and volunteers to ensure on-time completion of shelter development, latrine development and livelihood intervention initiation by the targeted population.

Against a total funding requirement of CHF 7,500,000, the operation received CHF 2,299,533, which was roughly 31% of the total requirements. Highest (23%) contribution came from Hong Kong Red Cross, Branch of the Red Cross Society of China (from Government of Hong Kong). Other significant contributors included American Red Cross, Swiss Red Cross, The Netherlands Red Cross (from

Netherlands Government), European Commission - DG ECHO, Swedish Red Cross, The Canadian Red Cross Society (from Canadian Government), British Red Cross, etc.

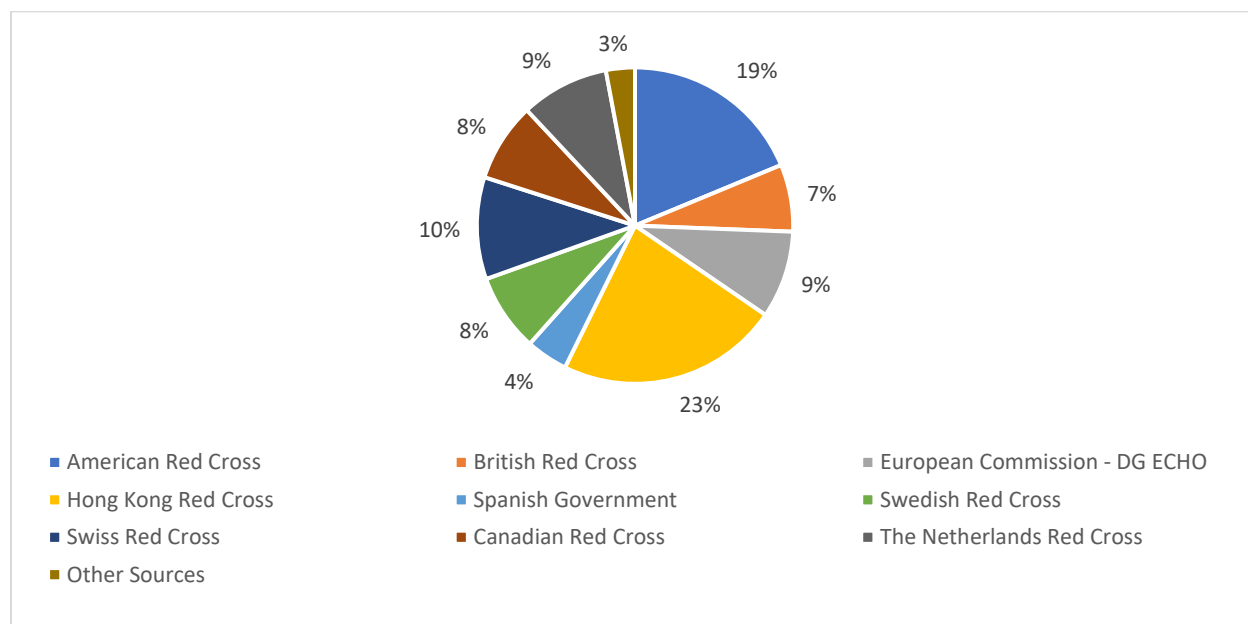


Figure 14: Major sources of contribution for the Flood Operation, 2022

The revised budget of the operation was CHF 2,231,018, of which, the actual expenditure was CHF 2,192,999, indicating a burn rate of 98%⁷, which was found to be quite impressive. Around 74% of the expenditure was made for relief items, and around 20% of expenditure was made to support the relief items reaching the targeted population. Only 6% of the total expenditure was indirect cost. From this aspect, this was a highly efficient operation that could reach the maximum benefit of the contributions from the donors to the targeted people. Point to be noted that the operation saved significant cost in office expenses (cost of CHF 16,643 against budget of CHF 79,378). This valuable resource was used to mitigate the high costs of distribution and monitoring of the relief items and services in the operation area. Point to be noted that the transportation and distribution system in Sylhet and Sunamganj collapsed almost entirely after flood, and the actual transportation cost was significantly higher in comparison to the before flood scenario. The operation had to spend around 40% additional cost for transportation. This gap was mitigated from the money saved from office. To save cost for office and similar spaces, BDRCS used its own offices, and in many cases, used public facilities like schools and Union Parishad offices. The local administration provided significant support in this regard.

The operation resulted in direct benefit of CHF 1,350/HH, at a cost of CHF 477/HH, indicating a benefit to cost ratio of around 2.83⁸, which was, again, quite efficient. The ET did not consider the potential income from the livelihood activities and the indirect benefits of cost saved due to WASH, hygiene and other relevant services.

⁷ IFRC. 2023. Project Financial Management Report. PBD059 - Flash Flood. MDRBD028 - Bangladesh - Flash Flood

⁸ Analysis of the financial data from the Project Financial Management Report

4.5. Key Lessons Learned

- Strong coordination with the government agencies, local administration and other humanitarian agencies can ensure the selection of the most disadvantaged geographical areas and demography so that RCRC movement can intervene.
- Use of real-time ICT-based data can enhance the pace of targeted population selection for both response and recovery operations. On-ground verification of the selected population involving NHQ and local units of BDRCS and IFRC can further improve the selection process during recovery phase.
- Continuous monitoring and following up from the senior management level is supportive in completion of emergency response and recovery operations within the stipulated time.
- Institutional and corporate donors are valuable addition to the funding from Federation and PNSs for any emergency appeal. To attract such contribution, relationship needs to be built with these entities through careful network building and negotiation exercises. The strong image of BDRCS can be instrumental in attracting these contribution, if appropriately utilized.
- Deployment of NDRT/NDWRT members provide partial solution to the shortage of HR issues at the unit/branch level. Deployment of additional staff during response and recovery period may provide some additional benefit.
- While a uniform design of distribution of support saves time, customized supports based on household demographic characteristics and vulnerability can be more beneficial for the affected communities.
- Along with cash, a contingency stock of dry food at unit/branch level can be helpful in mitigating emergency response. This may not be a physical stock of dry food, if appropriate negotiation can be done with quality vendors who would be able to supply within a preset time period and quality. Framework agreements may be required in such cases.
- Transfer through BPO is a faster and secured mode of cash distribution, particularly during disaster, due to the wider network of this organization, and its mobile phone based verification technique. While mobile financial services can be even faster, service charge of BPO is significantly lower.
- While uniform amounts cash and food and household items are more convenient during emergency response, focused supports for demography with specific needs (Persons with Disability, pregnant women, lactating mothers, young children, elderly) of affected population are also necessary. Emphasis may be needed to ensure the nutritional and special (e.g., mobility through assistive devices, personal hygiene through hygiene kits) requirements of these people during disaster period.
- Recovery interventions need to be followed up by longer term development/resilience programs for disadvantaged communities to sustain the positive results from the flood operations.

4.6 Sustainability

Sustainability of the Interventions at Community Level

The Flood Operation, 2022 resulted in resilient shelters for the targeted communities. Even those, who did not receive assistances, got the knowledge and information on developing resilient shelters. The ET observed development of such shelters by the community people who did not receive the assistances. COs, from the respective communities, were also trained on building and maintenance of resilient shelters. Thus, a degree of knowledge and skill on sustainable shelter development could be transferred among the affected community people through the operation. The awareness on WASH, personal hygiene and menstrual hygiene would also sustain, as the targeted communities transformed the knowledge into practices. The installation and repair of tubewells were appreciated by the target population. However, the number of such tubewells installed was less than what was required to mitigate the need of the entire affected community. The community did not have the financial mean to install the required number on their own. Hence, in spite of the increased awareness on safe drinking water, they seemed to be reliant on ponds and rivers for drinking water, unless they get access to other safe water sources.

The interventions to support the Persons with Disability sensitized the affected communities regarding special needs of these type of people. Communities also got aware about methods and tools to provide their feedback and complaints. These will enable them in getting their entitled supports and assistances in future from the humanitarian entities. They also were seen communicating with the local government representatives (e.g., UP members) for supports and assistances. A linkage was also seen built with the unit level offices and local EC members of BDRCS. In future disasters, they may communicate with these stakeholders for assistances.

Almost half of the affected population experienced disruption in livelihoods and their income level did not reach to the “before-flood” level. The livelihood component of the recovery operation was designed to assist these affected people recovering their livelihood and income. The predominant IGA adopted by the affected people (i.e., buying livestock) was not found to be providing a regular income for the respective households. The livestock purchased were not seen being reared on a commercial manner (e.g., bull fattening or dairy cattle rearing), rather were purchased as an emergency asset. Thus, it is not sure whether these IGAs would enable the targeted people restoring their household income. Rigorous analysis may require in future to design IGAs that would enable the affected people restoring their livelihood and income in the face of disasters like floods.

Community Resilience to Respond to Future Disasters

While the Flood Operation enhanced awareness of the local communities on early warning of floods, resulted in resilient shelters for them and imparted knowledge on hygiene and WASH, it needs to be acknowledged that the operation only had response and recovery phases. There was no resilience part in this operation. The operation focused on the restoration of the status of the affected community at the level of “before-flood” scenario. However, as evident from section 2.1 and 2.2, the before flood scenario of the affected community was quite disadvantaged, considering the economic and socio-cultural aspects. Majority of the affected community in which the operation was implemented have limited access to the regular services of the line departments (health, WASH, livelihood, social protection, etc.). Early marriage, early pregnancy, large family size, drinking pond/river waters, and relying on very limited livelihood opportunities for income seemed to be the

common characteristics of these households. Thus, the benefits of the Flood Operation imparted to the target communities may not be sustained in the next disasters, if the secondary reasons of vulnerability of the communities are not addressed, including the health, WASH, nutrition, income/livelihood and social protection issues. Hence, BDRCS may consider longer term resilience programs for these communities to address these secondary determinants of vulnerability.

Sustainability of BDRCS Capacity to Respond to Future Disasters

The Flood Operation, 2022 provided some valuable experience for BDRCS in strengthening its capacities to mitigate similar disasters in future. For example, the financial assistance from corporate donors provided vital alternative source of funding to mitigate gaps in future emergency appeals. Unit level weaknesses and challenges (e.g., shortage of HR, capacity to mobilize resources or logistics quickly, storage of emergency logistics, etc.) in responding to similar disasters in the north-eastern districts were also revealed from this disaster. However, apart from training the volunteers, none of the planned capacity building initiatives could be implemented due to shortage of funding. Thus, the operation could not result in major institutional capacity building for BDRCS in responding towards similar floods in north eastern districts, apart from the experience it gained. In discussion with the BDRCS senior officials, it seemed that the flood in these districts had been quite unexpected and thus there was limited preparation at the local units to effectively respond. The ET was informed that BDRCS is considering improving its logistics, procurement and warehousing competences at the branch level and the some of the north eastern districts would be included in that initiative. The ET was also informed that the Society would further enhance its fund raising initiatives to attract more resources from alternative sources (e.g., large corporates, banks and private donors). These initiatives, if being adopted appropriately, will strengthen BDRCS capacity to respond to future disasters.

5. RECOMMENDATIONS

5.1 Short Term Recommendations

Revisit Certain Selection Criteria of Target Population

The evaluation identified the criteria for selection of target population to be appropriate and relevant to the need of the affected population. The same should be carried out in future operations. However, the selection criteria restrict the inclusion of the landless population getting support from recovery operation. The ET found that some of the affected population, having similar or worse vulnerability to the target population of this flood operation, could not be supported only for this criterion. While the use of this criteria was essential to ensure the appropriate use of Shelter and WASH support, there could be alternative supports for these disadvantaged population. The ET recommends identification of an alternative support for the landless affected population that cannot be provided Shelter, WASH or Livelihood assistance through the existing modalities. For example, the landless affected population, meeting other set criteria, may be provided with some seed money for livelihood, upon verification of their respective National ID card or similar identification document. The set of selection criteria may also be updated to align with the prevailing socio-economic context of the target area. The ET recommends revision of the selection criteria considering the demographic and economic factors in the target areas. For example, the criterion for receiving Livelihood support of household income below BDT 8,000/month (CHF 65.23) may be modified to around BDT 11,000/month (CHF 89.69).

Responsible Actor: BDRCS NHQ with support from IFRC secretariat

Timeframe: Immediately, in all the subsequent operations strategies

Cross-reference: Section 2.1, 3.1, 3.2 and 3.3

Verify the Selected Targeted People

The evaluation found BDRCS using a robust selection process to identify targeted people from the affected community for both the response and recovery operations. The process included a rigorous data collection exercise by the volunteers and the subsequent follow up from the NDRT/NDWRT members deployed in the respective areas. As mentioned before, while the process was quite effective, the evaluation identified some pockets of areas in which more deserving people could have been selected for recovery assistances. The ET, hence, recommends a joint IFRC-BDRCS verification of the targeted people, involving the members of the EC of the local branches. The verification may take a sample of targeted people from geographical area. However, the verification should cover all the targeted people that scattered over isolated places (e.g., 3/4 households in one particular village). This would ensure the most deserving affected population receiving the support, and enhance the efficiency of IFRC-BDRCS recovery operations in future.

Responsible Actor: BDRCS NHQ, BDRCS Branch Team, IFRC secretariat

Timeframe: Within one months after selection of targeted people in any disaster

Cross-reference: Section 2.1, 3.1 and 3.2

Rigorous Analysis for Selection of IGAs

BDRCS may take more time to conduct rigorous analysis in selecting IGAs for the targeted population. The selection process may consider several factors – geographic and climactic suitability, income earning potentials, future growth, skills and experiences of the person adopting the IGA, local demand in the market, inputs and support services availability to continue the IGA, potential risks, etc. Careful balance may be needed between IGAs that provide large amount of income yet after a longer period vis-à-vis IGAs that provide small yet regular income. There are standard approaches of UN agencies like World Food Program and Food and Agriculture Organization for selection of IGAs, which may be followed.

Responsible Actor: BDRCS Unit Offices with support from NDRT/NDWRT members and volunteers

Timeframe: Within two months after selection of targeted people in any disaster

Cross-reference: Section 3.3

Customize Assistances to Match the Demographic Characteristics of the Households

As indicated before, a uniform package of Shelter and WASH support was provided to all the target population, regardless of their socio-economic status (e.g., household size), while the livelihood support was more focused. The ET recommends a more customized assistance package, particularly the Shelter package, linked to the socio-economic status of the targeted population or geographical location. For example, those having a larger household size may get additional amount of shelter support. Amount of individual WASH support for latrine building may be rationalized in case there are existing latrines in the household and/or possibility of a communal latrine facility. The amount saved in latrines can be used for shelter or livelihood of the households. Such customization would enhance the coverage and efficiency of the valuable resources of IFRC and BDRCS.

Responsible Actor: BDRCS NHQ and IFRC CD

Timeframe: Within two months after selection of targeted people in any disaster

Cross-reference: Section 2.2, 2.3, 3.1 and 3.2

Manage Expectations of the Affected Population Not Selected as Targeted People

While under the CEA procedure BDRCS informs the affected communities on selection criteria and specifically selected households, the organization may consider series of public consultations and community discussion sessions to explain the other households the reasons for their non-selection as targeted people. Local EC committee members and local government representatives may be involved in the process as well. The purpose would be to explain the entire process and justify the selection of the targeted people in response, recovery or resilience projects.

Responsible Actor: BDRCS Unit/branch officials, NDRT/Deployed Staff

Timeframe: Within two months after selection of targeted people in any disaster

Cross-reference: Section 3.5, 3.6 and 3.9

Introduce Specific Support for People with Special/Additional Needs

Along with the assistances for the households, subsequent response and recovery operations may introduce specific support for the members of the households requiring special or additional needs, including Persons with Disability, pregnant women, lactating mothers, young children and elderly population. During response period, the support may include special cash grants, mobility devices for Persons with Disability and elderly population, and special nutritious food package for pregnant women, lactating mothers and young children. In the recovery period, the shelter development should ensure mobility of the Persons with Disability in the newly built house. Additional grants may be allocated in this regard to make the shelter supportive towards the special needs of these population. Special livelihood supports can be provided and special IGAs can be designed for households with lactating mothers and young children to generate a steady income to ensure provision of nutritious food for these persons.

Responsible Actor: BDRCS NHQ, IFRC APRO, IFRC CD and PNSs

Timeframe: Immediately, in all the subsequent operations strategies

Cross-reference: Section 3.4 and 3.6

Increase Amount of Cash Support

Cash was the major form of assistance provided by BDRCS both during emergency response and recovery operations. As indicated before, BDT 4,500 (CHF 36.69) was distributed as MPCG during the emergency response phase of the operation to 6,000 households. Key respondents mentioned that this amount may not be adequate to meet the requirements of the affected households and there were recommendations to further increase this amount. The ET found the amount to be set based on the average household expenditure figure as set in the Household Income Expenditure Survey of 2016 (HIES, 2016). The average monthly rural household expenditure as per HIES, 2016 was BDT 14,156 (CHF 115.42). That means the amount of this grant would have been around 32% of the total monthly expenditure of the rural households, i.e., the affected households. The preliminary report of HIES, 2022 indicated a significant increase of monthly expenditure in Bangladesh, amount of which was determined to be as BDT 26,842 (CHF 218.86) per month per rural household. Using the same ratio, the amount of MPCG should have been **BDT 8,590 (CHF 70.04) per household**. On the other hand, the amount of BDT 4,500 (CHF 36.69), considering the figure of HIES 2022, tend to cover only 17% of the total monthly expenditure of the affected households, which seemed to be quite insignificant. The ET concludes that BDRCS may consider increasing the amount to be disbursed to the affected population as MPCG during emergency operations in the subsequent flood operations and the amount should be close to BDT 8,590 (CHF 70.04) per household.

Responsible Actor: BDRCS NHQ and IFRC secretariat

Timeframe: Within one year after this evaluation

Cross-reference: Section 2.3

5.2 Medium to Longer Term Recommendations

Consider Framework Contract with Important Vendors Large Consumer Goods Manufacturers for Rapid Supply of Materials at a Bulk

While the realization of warehouse and infrastructure development relies on funding availability, BDRCS could strategically engage in framework collaborations with prominent consumer goods manufacturers in the country, such as Citygroup, Meghna Group, Bashundhara Group, etc.. This proactive approach could expedite the procurement of essential dry food and food ingredients, featuring preset package sizes and prices. The paramount advantage lies in the rapidity of supply, thereby saving valuable time and resources compared to conventional local market sourcing. Additionally, this method circumvents the volatility often witnessed in local markets during times of disaster. BDRCS, operating as a substantial institutional buyer, might even secure potential price advantages through adept negotiations with these established business entities. Even these large business entities may provide some commodities as part of their Corporate Social Responsibility.

Similarly, BDRCS may consider framework agreement or longer-term contracts with BPO to utilize their services for cash distribution in similar operations. Being an auxiliary to GoB, BDRCS may negotiate a better service charge than IFRC, if the services of BPO are used in other cash distribution operations of the national society. BDRCS may expand such framework agreements for distribution of Non-food items as well.

Responsible Actor: BDRCS NHQ with support from IFRC secretariat

Timeframe: In next two to three years after this evaluation

Cross-reference: Section 4.1 and 4.3

Enhance Institutional Capacity of the BDRCS NHQ

The ET suggests a series of enhancements to bolster the disaster response and recovery operations of the BDRCS NHQ officials, a role currently being heavily supported by IFRC. Several critical functions demand capacity augmentation, including fund raising, vendor negotiation, quality control for procured commodities, monitoring and evaluation, and documentation. While prior training efforts addressed some of these aspects, turnover and transfers within the staff led to a loss of acquired knowledge.

To address this issue, the ET recommends the establishment of a proficient cadre of BDRCS personnel, particularly at the mid-management level. This strategic move will ensure that vital expertise remains within the national society, even if staff transition between different divisions. In this regard, the ET suggests training a pool of entry and midlevel personnel of BDRCS, train them on particular skills and engage them with relevant departments to utilize and improve those skills. If such pools with specialized skills to be retained then it will give BDRCS a senior management in future with particular skillset and institutional memory. Staff transition across different divisions within BDRCS need to be rationalized so that specialized skills are grown and sustained within the organization.

The ET was informed that a process has been initiated to review the Standing Orders of Finance, Administration, Audit and Services, along with the Organizational Structure. Soon as the review is completed, BDRCS need to implement the recommendations of the review to update its Organizational Structure and processes to strengthen its capacity. There is also a process going on to update the constitution of the national society. Being an inter-ministerial issue, involving Ministry of Health and Family Welfare, Cabinet Division and Ministry of Law, the process is naturally a slow one. BDRCS may consider involving additional experts as consultant/advisor to coordinate with the senior officials of the relevant ministries. Retired senior officers from administrative cadre of the

Government of Bangladesh with relevant experience in these ministries may be suitable for this purpose.

Responsible Actor: BDRCS NHQ with support from IFRC secretariat

Timeframe: In next three to five years after this evaluation

Cross-reference: Section 4.1 and 4.3

Enhance Capacities of the BDRCS Branch/Unit Level Offices

The ET has identified avenues to bolster the institutional capacity of the BDRCS branch offices involved in executing the Flood Operation of 2022 in the Sylhet and Sunamganj regions. For an optimized performance in these operations, especially regarding targeted people verification and the oversight of response and recovery actions, the ET proposes the temporary deployment of at least one dedicated Project Officer (PO) throughout the recovery phase. This approach is particularly vital given the limited human resources available at these offices.

Recognizing the current resource constraints, there exists ample potential to enhance the physical infrastructure of the Branch Offices. Allocating space for a modest reserve of dry food and similar emergency supplies is crucial. This enhancement would substantially elevate the effectiveness of emergency responses, as evidenced by the shortages experienced during the Flood of Sylhet and Sunamganj in 2022. In light of this, the implementation of a tangible plan to improve the facilities should be considered, ideally supported by the strategic placement of disaster-related supplies.

In regions susceptible to riverine emergencies, such as Sylhet and Sunamganj, the performance of branch offices can be further elevated by equipping them with appropriate watercraft. The provision of watercraft, such as country boats with outboard engines, holds great potential, especially for expediting emergency response operations.

In view of these findings, the ET strongly recommends the formulation of a comprehensive master plan for the physical infrastructure development of BDRCS branch and unit offices situated in disaster-prone areas. This proposal should be preceded by a meticulous feasibility analysis conducted by the NHQ. Such an approach ensures that the resources are optimally channeled to yield the greatest positive impact, reinforcing the BDRCS's readiness and efficacy in managing disaster situations.

Responsible Actor: BDRCS NHQ and unit offices with support from IFRC secretariat and PNSs

Timeframe: In next two to three years after this evaluation

Cross-reference: Section 4.1 and 4.3

Consider Longer-term Supports for the Affected Population

The flood-affected populace in Sylhet and Sunamganj has been revealed to possess pre-existing economic vulnerabilities, a trend evident from the preceding sections. The crux of this vulnerability lies in restricted income-generating avenues, limited skills, and a high dependency ratio of earners to dependents within households. These factors were established as pivotal contributors to economic frailty among the targeted population.

In specific locales like Companyganj in Sylhet and Derai in Sunamganj, accessibility to public services poses challenges, with essential domains such as health, education, nutrition, family planning, and WASH services being scarce. These areas frequently experience periods of income generation

deficiency spanning several months each year. Adding to this complexity are prevailing social concerns encompassing child marriages, untimely pregnancies, and elevated birth rates.

Even before the flood of 2022, the inhabitants of these regions relied heavily on surface water sources like ponds and rivers for potable water. While the recovery operation partially mitigated immediate vulnerabilities, it became evident that the affected population has limited avenues to address the underlying social determinants crucial for emergency preparedness and resilience.

To fortify the gains achieved through the Flood Operation of 2022, BDRCS may contemplate the implementation of a resilience program within the targeted areas. The objective would be to enhance the social determinants underpinning emergency readiness and resilience. Such a program could encompass an array of initiatives, including augmenting income sources, facilitating access to WASH services, elevating awareness regarding early marriages, premature pregnancies, and pertinent social issues, and establishing access to vital services like health, nutrition, education, and family planning. Targeted people in these areas were seen lacking appropriate livelihood options for a substantial period of time. BDRCS may consider alternative IGAs for the community people (e.g., handicrafts). Careful review may be done to match the IGAs with existing skills of the community people, market potentials and geographic and climactic suitability.

Responsible Actor: BDRCS NHQ and unit offices with support from IFRC secretariat and PNSs

Timeframe: In next one to two years after this evaluation

Cross-reference: Section 2.1, 3.3, 3.4, 3.9 and 4.2

ANNEX ONE: KEY RESPONDENTS IN THE EVALUATION

1. Kazi Shofiqul Azam, Secretary General, BDRCS
2. Eeva Maria Warro, Coordinator, Large Scale Disasters and Crises, IFRC APRO
3. Sanjeev Kafley, Head of Country Delegation, IFRC CD
4. Achala Navaratne, Global Division Director for Asia Pacific, American Red Cross
5. Manish A. Tewani, Regional Response Lead, Asia Pacific Division, American Red Cross
6. Md. Mijanur Rahman, Director, Disaster Response and Youth and Volunteer, BDRCS NHQ
7. Sayma Ferdowsy, Director, Planning and Development Department and Communication section, BDRCS NHQ
8. Gen De Jesus, Country Manager, British Red Cross, Bangladesh
9. Ranjan Mohnot, Country Representative, Swedish Red Cross, Bangladesh
10. Sanjib Biswas, Deputy Head of Delegation, Swiss Red Cross, Bangladesh
11. Raquibul Alam, Senior Manager, Programme Support, IFRC CD
12. Motiar Rahman, Senior Manager, Finance & Administration, IFRC CD
13. Hasibul Bari Razib, Senior Manager, Disaster Preparedness, Response & Shelter, IFRC CD
14. Mehedi Hasan Shishir, Manager, Livelihood & Cash, IFRC CD
15. Md. Nurul Amin, Deputy Director, Disaster Response Department, BDRCS NHQ
16. A K M Zahirul Alam, Senior Program Officer, IFRC CD
17. Arifur Rahman, Manager, Logistics and Procurement, IFRC CD
18. Md. Amirul Islam, Manager, Community Engagement and accountability (CEA) , Community Development, BDRCS
19. Md. Abdur Rahman (Jamil), Secretary, BDRCS Sylhet Unit
20. Ferdous Ahmed Chowdhury, UEC Member, BDRCS Sylhet Unit
21. Md. Mojir Uddin, UEC Member, BDRCS Sylhet Unit
22. Mosthak Ahmed Polash, UEC Member, BDRCS Sylhet Unit
23. Md. Matiur Rahman Pir, Secretary, BDRCS Sunamganj Unit
24. Md Jane Alam, Deputy Director, BDRCS Sylhet Unit
25. Konica Talukdar, Unit Level Officer (ULO), BDRCS Sunamganj Unit
26. Shamsul Alam, Ex-Member, Uttar Ronikhai, Companyganj, Sylhet
27. Mamun Nur, NDRT Member Deployed in Sylhet
28. Mr. Tareq, NDRT Member Deployed in Sunamganj
29. Mr. Mahfuz, NDWRT Member Deployed in Sunamganj
30. Polash Goon, Red Crescent Youth Chief, Sylhet
31. Saleh Ahmed Riyad, Red Crescent Youth Chief, Sunamganj
32. Mr. Barkat, Community Organizer, Kanaighat Upazila, Sylhet
33. Faruque Hossain, Local Businessman, Kanaighat Upazila, Sylhet

ANNEX TWO: LIST OF IFRC/BDRCS DOCUMENTS REVIEWED

BDRCS. 2021. Strategic Plan 2021-2025. Bangladesh Red Crescent Society. Dhaka, Bangladesh.

BDRCS. 2022. Flooding in Sylhet, Sunamganj and Netrakona Districts Initial Situation Assessment and Flood Response Update Report 28. June. 2022

BDRCS Gender & Diversity Policy with Guidelines

BDRCS PSEA Policy

IFRC. 2022. Bangladesh Country Plan. MAABD001

IFRC. 2022. Emergency Appeal. Bangladesh, Asia Pacific | Flood

IFRC. 2022. Emergency Appeal, Operational Strategy. Bangladesh, Asia Pacific | Flood

IFRC. 2022. Emergency Plan of Action (EPoA). Bangladesh: Flash Flood.

IFRC. 2022. Operation Update: Bangladesh Flood. Operation update #1 (6-month update)

IFRC. 2023. Operation Update: Bangladesh Flood. Operation update #2 (6-month update)

IFRC. 2023. Pledge-based report Flood 2022 Operation. 30 April 2023.

IFRC, 2023. IFRC Pledge-Based Final Report for Hong Kong Red Cross.

IFRC Protection, gender and inclusion policy

ANNEX THREE: DETAILED SUPPORTS PROVIDED IN SYLHET AND SUNAMGANJ DISTRICTS

Provided Supports	Item list	Number of HH in Sylhet	Number of HH in Sunamganj
Tarpaulin		1,450	7,720
Hygiene kits		1,700	
Dignity Kit		142	
Plastic Mat		2,450	
Bucket		1,500	
Jerrycan		2,610	
Hygiene Promotion Session			720
PSS			197
Medical Support			5,758
Emergency Latrine		70	30
New Tube well with Platform raising	BDT. 40,000/- for Tube well installation		4
Tube wall Disinfection & Repairing		200	100
Sapling	Guava, Coconut, Mango, Jack-Fruit, Mahogany, Neem		740
Saline		3,000	
Water Purify Tablet.		18,430 Pcs	12,000 Pcs
Water		85,450 Liter	50,000 Liter
Dry Food		6,500	5,500
Dry food (BDRCS)	(Rice, Dal, Oil, Sugar, salt, Semolina)	1,200	9,224
Dry Food	(Chickpeas, Chickpeas, Lentils, stick Noodles Chili)	1,200	

Provided Supports	Item list	Number of HH in Sylhet	Number of HH in Sunamganj
7 Days Food Package	Powder Turmeric Powder, Cumin Powder, Garam Masala, Milk Power, Flour, Plain Semai, Semolina, Sugar)	1,250	
Food Package (Grameenphone)		500	
15 Days Food Package (DRC)		1,500	
Food Package (Qatar)		1,200	
Cooked Food		8,400	6,100
Cash grant & Vegetable seeds	MPCG at BDT. 4500/- & 1 packet Seeds	6,508	6,400
Conditional Cash grant	BDT. 20,000/- for Shelter & 30 CGI Sheet per HHS.	480	720
	BDT.10,000/- for Latrine & 9 CGI Sheet per HHS.		
	BDT. 25,000/- for Livelihood	238	377
Assistive Devices & Cash grant for Persons with Disabilities	CASH 5000/= TK & Assistive Device	12	14

ANNEX FOUR: TERMS OF REFERENCE

TERMS OF REFERENCE (TOR) Bangladesh Flood 2022 - Final Evaluation

This document outlines the terms of reference for the final evaluation and the hiring of a consultancy firm or consultant to lead and carry out the evaluation.

1. SUMMARY

Purpose	The aim of this final evaluation is to evaluate the achievements/outcomes made towards the operational strategy and actions implemented under the IFRC Emergency Appeal for the Bangladesh Flood 2022 (MDRBD028). This evaluation will assess the relevance, effectiveness, and efficiency of response and recovery interventions undertaken by the Bangladesh Red Crescent Society (BDRCS). Also, to gather lessons learned and best practices, key areas of improvement and formulate recommendations to inform future response to similar operations.
Commissioners	This final evaluation is being commissioned by the IFRC Head of Country Delegation of Bangladesh.
Audience	The primary audience for this evaluation would be the BDRCS, IFRC Bangladesh Country Delegation, Asia Pacific Regional Office, Secretariat in Geneva, and Movement partners involved in the response. The secondary audience would be donors and the government as well as other local and international humanitarian actors.
Duration	The consultancy is estimated to take 30 working days in duration from the start date to submission of the final report.
Timeframe	Estimated timeframe 20 May – 20 June 2023.
Methodology Summary	The Evaluation team is expected to carry out the final evaluation through a mix of qualitative and quantitative approaches including review and analysis of secondary data, key informant interviews, and focus group discussions.
Location	BDRCS National Headquarters (NHQ) in Dhaka and supported communities in Sylhet, Sunamganj, Habiganj, Netrokona, Kishoreganj and Moulavibazar districts.

2. BACKGROUND

Torrential rain and incessant downpours from upstream regions since 15 June 2022 resulted in the worst flooding in living memory in the north-eastern districts of Bangladesh. Cherrapunji and Mawsynram in India's Meghalaya district, bordering the northeast part of Bangladesh, have registered record-breaking rainfall which has resulted in overflowing of the Surma-Kushiyara river basin and flooded 80 percent of the north-eastern region of Bangladesh. An estimated 7.2 million people were affected by the flood in nine northeastern districts of Sylhet, Sunamganj, Moulvibazar, Habiganj, Kishorganj, Netrokona, Brahmanbaria, Mymensingh and Sherpur. Among these nine districts, the most severely affected districts were Sylhet, Sunamganj, Netrokona and Habiganj district. The affected people were forced to leave their inundated or near-to-inundated houses to take refuge elsewhere as the water level in nearby rivers continued to rise. The Ministry of Disaster Management and Relief (MoDMR) reported more than 481,827 people were evacuated to 1,615 flood centres as of 21 June 2022. The government called in the army troops, the navy, coast guard and air force to assist the civil administration in evacuating people or reaching affected people, particularly in the hardest-hit Sylhet region.

Communications with Sunamganj district was cut off for a few days, including mobile communication, due to disruption of the electricity supply for several days since 16 June. At the same time, access to Sylhet district by air and rail became unavailable. Rail communications were re-established on 20 June. There were fears of road communication disruption if heavy rains continued.

The flood has increased food insecurity in the north-eastern districts as it has damaged 113,297 hectare croplands mainly Aman paddy, seedbed, maize, and vegetable and cash crops. Public, private and household grain storages were severely affected, further deteriorating the food security outlook according to news reports. Livestock and fisheries were facing significant challenges as the fishing hatcheries and farms were washed away. The majority of people in these districts were dependent on agriculture for their livelihoods and employment, hence, their primary means of making a living were hugely impacted during this crisis.

Due to the floods, more than 40,000 tube wells and more than 49,000 latrines were damaged. In the collective centres, water points and sanitation facilities were enormously overburdened. In Sunamganj and Sylhet districts, most of the water supply and sanitation services were submerged. According to the WASH cluster, many women and adolescent girls were facing problem in using the WASH facilities at the collective centres.

The National Health Emergency Operations Centre and Control Room of the Directorate General of Health Services (DGHS) recorded a total of 2,492 cases of diseases and injuries as at 20 June 2022. Among these cases, 1,229 were acute watery diarrhoea (AWD) cases. According to the health cluster, there is a possibility of increased prevalence of communicable diseases, particularly waterborne disease outbreaks as the floodwaters recedes.

According to the Situation Overview and Anticipatory Impact Analysis of Need Assessment Working Group (NAWG) dated 20 June 2022, around 3.7 million people were expected to be impacted by monsoon floods in the Northern districts of Bangladesh while the peak of the monsoon floods was likely between 25 to 30 June 2022.

Earlier in May 2022, before this recurrence of heavy rainfall, due to continuous rains in India's Meghalaya district since 17 May 2022 and the onrush of upstream hilly waters, the low-lying areas of Sylhet and Sunamganj districts of Bangladesh including the cities were inundated initially. The BDRCS requested the IFRC for a Disaster Relief Emergency Fund (DREF) allocation of CHF 404,434 for scaling up the local response in those two districts and later launched an Emergency Appeal with a funding requirement of CHF 7.5 million, which helped BDRCS to expedite the response operation without any delay.

3. EVALUATION PURPOSE AND SCOPE

3.1 Purpose:

The purpose of this final evaluation is to evaluate the relevance, appropriateness, effectiveness, and efficiency of the response and recovery interventions undertaken by the Bangladesh Red Crescent Society (BDRCS) as part of the Bangladesh flood 2022 operation supported by the International Federation of Red Cross and Red Crescent Societies (IFRC), and to capture learning and identify key areas for improvement and formulate recommendations to inform future response to similar operations. The evaluation will specifically focus on shelter; food security and livelihoods; and water, sanitation and hygiene (WASH) sectors in recovery.

It is expected that the findings, key lessons and recommendations from this evaluation will guide both BDRCS and IFRC in ongoing as well as future operations and contribute to broader Red Cross Red Crescent learning, particularly to better address needs in emergency, relief and recovery, considering long-term impact and sustainability.

3.2 Scope:

This internal evaluation will assess the relevance, appropriateness, effectiveness, and efficiency of the response and recovery interventions undertaken under the Bangladesh flood 2022 operation. The geographical coverage of the final evaluation will include BDRCS NHQs and IFRC Country Delegation; and the communities in Sylhet, Sunamganj, Habiganj and Netrokona districts with the following scope:

1. Assess BDRCS **disaster response and recovery strategies and systems** (including planning process, targeting, information management and decision making).
2. Assess the **relevance, effectiveness, efficiency and sustainability** of cash-based Intervention (the primary modality used in the three key areas: shelter, WASH and livelihoods). BDRCS staff,

volunteers, IFRC programme team, PNSs, relevant government departments, local authorities and other stakeholders may be contacted and interviewed as appropriate.

4. EVALUATION OBJECTIVES AND CRITERIA

4.1 Objectives

The evaluation aims to:

- Assess the achievements and outcomes based on the operational strategy and interventions implemented under the Emergency Appeal operation.
- To assess the **effectiveness** of recovery planning process, beneficiary targeting, information management and decision making.
- Assess the **relevance, appropriateness, effectiveness, and efficiency** of response and recovery activities under flood 2022 operation against the planned outcomes.
- Assess the **sustainability** of the recovery programme interventions.
- Document **lessons learnt, best practices** used or developed in the operation, key areas of **improvement** and **recommendations** for future operations in a similar context.

4.2 Criteria

In line with these objectives, the final evaluation will use the following criteria:

- Adherence to Fundamental Principles and Code of Conduct.
- Relevance and appropriateness of the operation in delivering assistance based on needs and context.
- Effectiveness of the interventions in meeting the needs of the target population, identify successes and challenges in implementation.
- Sustainability of the interventions in developing the organizational capacity of BDRCS.

5. EVALUATION METHODOLOGY

The team will carry out the final evaluation through mixed quantitative and qualitative approaches, including:

1. Desktop data analysis (DREF and Emergency Appeal Operation Strategy and Operation Updates, Situation Reports, in-country documents, Post Distribution/joint Monitoring report, Exist survey report, achievement data, Dashboards, etc).
2. Data collection methods and pace are to be decided by the evaluator, in consultation with the BDRCS and IFRC CD focal person(s). key informant interviews (KIIs), FGDs and are encouraged.
3. Key informant interviews with BDRCS, IFRC (current and former staff), partners (PNSs), Government representatives and representatives from communities who have been engaged in the operation.

4. Focus group discussions (FGD) with communities in six districts.
5. Household surveys within a sample group of people were reached in six districts.

Challenges or limitations influencing data collection or analysis should be highlighted.

The evaluation team will present its preliminary findings to the BDRCS and its partners, including the IFRC country delegation, and IFRC regional and global stakeholders.

6. EVALUATION DELIVERABLES

The following are the key deliverables or outputs from the final evaluation:

1. **Inception report:** An inception report demonstrating a clear understanding of the ToR with a realistic work plan for the evaluation is required. The inception report should include the proposed methodologies, a data collection and reporting plan with identified deliverables, activities and timeframe, draft data collection tools such as interview guides and evaluation questions, team members' roles and responsibilities, and propose travel and logistical arrangements for the evaluation.
2. **Debriefing:** Debriefing to BDRCS and IFRC to discuss the initial findings before the submission of the draft report.
3. **Draft report:** The consultant will produce a draft report which will be reviewed by the BDRCS and IFRC respective key persons which should include key findings/results, lessons learned, and recommendations for the current and future operation.
4. **Presentation** of findings and recommendations
5. **Final report:** A The final report will contain a short executive summary (no more than 5 pages) and the main body of the report (expected to be no more than 25 pages). The body of the report will cover the background of the intervention evaluated, a description of the evaluation methods and limitations, findings, conclusions, lessons learned, and recommendations. Recommendations should be specific, feasible and evidence based. Additionally, this report should provide an annex with ToR, cited resources or bibliography, a list of those interviewed, questionnaires and any other relevant materials.

The final report will be made available on [IFRC's Evaluation Databank](#). It will also be used by IFRC and BDRCS management to reflect and decide on actions related to the recommendations.

7. PROPOSED TIMELINE

Indicative timetable for the final evaluation:

Activities	W 1	W 2	W 3	W 4
Desk Review				
Data collection				
Consultations – FGDs, KII, Surveys				
Data consolidation & analysis				
Draft report shared				
Debriefing on initial findings, validation				
Final report				

8. EVALUATION QUALITY AND ETHICAL STANDARDS

The evaluators should take all reasonable steps to ensure that the evaluation is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the evaluation is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluation team should adhere to the evaluation standards and specific, applicable practices outlined in the [IFRC Evaluation Framework](#) accompanying this ToR.

The IFRC Evaluation Standards are:

1. Utility: Evaluations must be useful and used.
2. Feasibility: Evaluations must be realistic, diplomatic, and managed in a sensible, cost- effective manner.
3. Ethics & Legality: Evaluations must be conducted in an ethical and legal manner, with particular regard for the welfare of those involved in and affected by the evaluation.
4. Impartiality & Independence; Evaluations should be impartial, providing a comprehensive and unbiased assessment that takes into account the views of all stakeholders.
5. Transparency: Evaluation activities should reflect an attitude of openness and transparency.
6. Accuracy: Evaluations should be technically accurate, providing sufficient information about the data collection, analysis, and interpretation methods so that its worth or merit can be determined.
7. Participation: Stakeholders should be consulted and meaningfully involved in the evaluation process when feasible and appropriate.
8. Collaboration: Collaboration between key operating partners in the evaluation process improves the legitimacy and utility of the evaluation.

It is also expected that the evaluation will respect the seven Fundamental Principles of the Red Cross and Red Crescent: 1) humanity, 2) impartiality, 3) neutrality, 4) independence, 5) voluntary service, 6) unity, and 7) universality. Further information can be obtained about these principles at: www.ifrc.org/what/values/principles/index.asp

9. EVALUATION TEAM AND QUALIFICATIONS

The following qualifications are required for the consideration of the external consultant (team leader):

1. Proven experience in conducting and leading emergency response evaluation or research and evaluation in humanitarian or similar contexts. (5 to 7 years).
2. Experience in conducting quantitative and qualitative data collection and analysis.
3. Experience in participatory approaches to evaluations.
4. Experience with remote methodologies for consultations is a plus.
5. Familiarity with different data collection and analysis tools and software.
6. Master's degree in international development, social sciences, humanitarian assistance or other related fields.
7. Good knowledge of strategic and operational management of humanitarian operations and an ability to provide strategic recommendations to key stakeholders.
8. Excellent writing and communication skills in English (reference and production of at least one sample required).
9. Familiarity with the Red Cross Red Crescent Movement and its disaster management system.
10. Knowledge of response and protection mechanisms is preferred.
11. Knowledge of cross-cutting issues, including protection, gender and inclusion (PGI) and community engagement and accountability (CEA) would be of interest. Knowledge of cash and voucher assistance (CVA), health in emergencies, and humanitarian diplomacy is also desired.
12. Strong analytical skills and ability to clearly synthesize and present findings, draw practical conclusions and to prepare well-written reports in a timely manner.
13. Good team player and familiarity with working with people from different cultures/contexts.
14. Experience in managing teams remotely and comfortable working with online platforms.
15. Should not have been involved or have a vested interest in the IFRC operation being reviewed.

10. APPLICATION PROCEDURES

Interested candidates and/or teams should submit their applications to info@ifrc.org by 10 May 2023.

The email subject line: Consultancy

- Team Leader for the Final Evaluation of Bangladesh Flood 2022

Application materials should include:

1. **Technical Proposal** should include cover letter (expression of interest), firm/individual evaluator’s profile, previous experience, summary understanding of the assignment, detailed methodology, analytical frame, work plan, team profile including Curricula Vitae.

2. **Financial Proposal** which contains breakdown of all costs (e.g., consultancy fee per day, VAT/Tax deduction).

Applicants are required to provide 1 example of a previous evaluation report they have authored.

Application materials are non-returnable. We thank you in advance for understanding that only short-listed candidates will be contacted.

11. APPENDICES

Provides additional information relevant to the ToR, such as the IFRC Framework for Evaluations, a suggested Evaluation Matrix or Evaluation Questions, a bibliography of documents, maps, a detailed evaluation schedule, etc.

A. Link to the IFRC Evaluation Framework: <https://www.ifrc.org/document/ifrc-frameworkevaluation>

B. Suggested Evaluation Questions:

Focus	Guiding Questions
<i>Relevance and appropriateness</i>	<ul style="list-style-type: none"> • How effective were the interventions in identifying the most vulnerable among the affected population and responding appropriately to their circumstances? • How is information identified regarding the capacities and activities of other actors working with the same vulnerable groups, or in the same sectors and geographic areas? • Was the beneficiary selection process fair, appropriate and effective to the context, based on assessed risks/ vulnerabilities? • What are the strategies used to ensure appropriate quality and timeliness were maintained in delivering the goods and services

	<p>to target beneficiaries including mechanisms to capture beneficiary complaints/feedback?</p> <ul style="list-style-type: none"> • Was the assistance provided appropriate and sufficient to meet intended needs of women, men and children, and is of a quality and scale that meets RC commitments and expectations? • To what extent were the beneficiaries, in terms of the participation of men, women, children and Person with Disabilities, involved in the assessment, planning, design, implementation, and monitoring of the interventions? • Were intervention strategies and priorities in line with local customs and practices of the affected population, the priorities of the Government authorities and other key humanitarian actors? • Were the interventions in line with BDRCS and IFRC strategies, standard operating procedures and guidelines? • What problems and constraints were faced during implementation and how did the interventions manage/adapt to changes in need, capacities and context? • What important lessons have been identified that can improve the provision of humanitarian assistance /future interventions to better respond and recovery in Bangladesh and be shared more widely?
<p><i>Effectiveness</i></p>	<p>Implementation of the areas of intervention (looking at priority areas):</p> <ul style="list-style-type: none"> • Do you see any change (positive or negative consequences) in the organisation as a result of the response? • To what extent were the most critical needs addressed across the affected areas? • To what extent were the activities and outputs of humanitarian responses monitored in order to adjust actions as needed? • What were the potential constraints and challenges that hindered the operation and the progress towards achievement of planned results? <p>Processes and institutional capacities (looking at priority areas):</p> <ul style="list-style-type: none"> • How effective was the collaboration and coordination with BDRCS and branches and volunteers (internal), as well as externally with partners (IFRC, PNSs, other humanitarian actors)? • What were the enablers and challenges for effective coordination and communication with relevant stakeholders? How did these affect the operations? <p>What are the actions required to increase coordination with stakeholders for future intervention?</p>

<p><i>Sustainability</i></p>	<ul style="list-style-type: none"> • Did the interventions result in enhanced institutional capacity of the BDRCS in terms of: a) ability to implement recovery programmes, b) ability to prepare for and respond to disasters in a timely, efficient, and coordinated manner; and c) ability to mobilize communities at risk to cope with future disasters? • How is the intervention (response and recovery project), in an inclusive way, triggering to enhance the capacity of local community response capacity and local organizations?
	<ul style="list-style-type: none"> • Did the support of the IFRC strengthen and complement the response of BDRCS and coping mechanisms, or hinder them? • Has the impact of programme activities, particularly in shelter and WASH been sustained following completion of the interventions?