



Impact Evaluation
of the
Community Based Disaster Preparedness Project
in Cox's Bazar, Bangladesh

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Final Version

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List of Abbreviations

BCDPC	Building Community Disaster Preparedness Capacity
BDRCS	Bangladesh Red Crescent Society
CBDPP	Community Based Disaster Preparedness Programme
CBFA	Community Based First Aid
CPP	Cyclone Preparedness Programme
CXB	Cox's Bazar
DP	Disaster Preparedness
GRC	German Red Cross
MG	Micro Group
NHQ	National Headquarters
RC	Red Crescent
RCY	Red Crescent Youth
TBA	Traditional Birth Attendant
VDPC	Village Disaster Preparedness Committee

Table of Contents

Executive Summary	1
1 Background Information	3
1.1 <i>Short Description of the CBDPP CXB</i>	3
1.2 <i>Purpose of the Evaluation</i>	4
1.3 <i>Methodology and Composition of the Team</i>	4
1.4 <i>Constraints and Limitations of the Evaluation</i>	5
2 Findings	6
2.1 <i>General knowledge on the project purpose and main activities</i>	6
2.2 <i>Community Level Disaster Preparedness</i>	6
2.2.1 <i>Village Disaster Preparedness Committees (VDPCs)</i>	7
2.2.2 <i>DP Squads</i>	8
2.2.3 <i>Micro Groups</i>	9
2.2.4 <i>DP Fund</i>	10
2.3 <i>Family Level Disaster Preparedness</i>	11
2.3.1 <i>Behaviour during the last Cyclone Warning</i>	11
2.3.2 <i>Cyclone Preparedness during normal times</i>	13
2.3.3 <i>Equipment provided to Households</i>	14
2.4 <i>Shelter Use and Maintenance</i>	14
2.4.1 <i>Use of the Shelters</i>	15
2.4.2 <i>Equipment provided to shelters</i>	16
2.5 <i>Capacity Building of BDRCS and Phasing Out Strategy</i>	17
3 Recommendations for similar projects	19
3.1 <i>Community level DP</i>	19
3.2 <i>Family level DP</i>	20
3.3 <i>Shelter use and maintenance:</i>	20
3.4 <i>Phasing out and sustainability at institutional level:</i>	21
Annexes:	
<i>Annex I: Map of Cox's Bazar District</i>	22
<i>Annex II: Terms of Reference of the Impact Evaluation</i>	23
<i>Annex III: Guidelines for questions at shelter sites and communities</i>	32
<i>Annex IV: DP Fund Guidelines</i>	35
<i>Annex V: Summary of DP Fund Monitoring through CBDPP Project Team (2002)</i> ..	37

Executive Summary

The Evaluation Team consisted of eight members and visited 10 out of 30 cyclone shelters and communities. Since luckily no cyclone hit the area directly and unfortunately no baseline data on the situation before the project was available, the findings of the evaluation are based on individual and group discussions with various parts of the communities on their behaviour and actions during the cyclone warnings since project end as well as on physical observations by the evaluation team.

The general outcomes of these indicate that the purpose of the project has been achieved: Disaster preparedness has become an integral part of the target population's way of life. Most of the communities remember the project and its main activities well. Though in most places project activities were not continued in an organised manner for more than one or two years after the project ended, they had the desired long-term impact. The former target population pointed out that the project was very useful and that there is a need for refresher trainings or new trainings for the younger generation and the replenishment of equipment.

The groups formed under the project, **Village Disaster Preparedness Committees (VDPCs), DP Squads and Micro Groups (MGs)**, were said to "still exist". Though they seem inactive during normal times, they played exactly the role they were trained for during the last cyclone warning in May 2009: They disseminated the warning to individual households, convinced and assisted especially women, children and elderly to go to the shelter and took charge of crowd control inside the shelter. With one exception, all communities used the shelter during this cyclone warning. Women and children had the priority to go and stay inside.

Equipment provided by the project to the DP Squad, such as gum boots, rain coats, torches and radios are still used as far as functioning and available. There is also an effort to repair and maintain this equipment. Part of the equipment is stored in the shelters, some is stored in the houses. A considerable part, however, got lost or is damaged. Plastic containers to store food and water during cyclones were found the most durable and also the most useful equipment provided to households. Also saplings were found beneficial and are now grown up trees around homesteads and the shelters. They provide the families not only with fruits, timber and construction material, but can also be climbed during cyclones to escape the deadly tidal wave.

The establishment of a **DP Fund**, which was done through collection of contributions from Micro Group members in their monthly meetings, was another important project component. The project managed well to disseminate its purpose to the communities: For emergency relief after a disaster and for minor shelter repair. The success of the DP Fund is questionable and would need further investigation. It was used only in two of the ten communities visited: In one case according to its guidelines for shelter maintenance, but in the other cases it was misused, as a large part of it was donated to a local religious institution. The impact of the establishment of this fund seems rather negative to date as it causes a certain conflict in the communities. Mostly, only some male VDPC members know its present amount. Especially female members of the communities complained that they would like to know what happened with their contributions over the years; most of them did also not know the amount of the existing fund. Contribution to the DP Fund has also stopped in all communities with end of the project.

Most of the **households** interviewed in individual or group discussions **are well disaster prepared**: With the means and knowledge available and gained through the project, they undertook all necessary and possible steps to protect themselves and their livelihood during the last cyclone warning in May 2009. They fixed shelves and other movables with ropes, tied the roof to surrounding trees, stored valuables and food in the plastic container provided by the project and dug it under ground. Then women, children and some men left for the shelter with dry food, water and some other important items. Other men helped to disseminate the warning further or stayed behind to secure the house. They would have moved at a higher warning signal. It is important to mention that though it was only the warning level 7 people moved to the shelter, though according to project learning this would have been necessary only from signal number 8 onwards. At one shelter, people even already went at signal number 4 as they felt highly in danger due to their proximity to the sea.

All **cyclone shelters** visited are **not only used during cyclone warnings, but also during normal times**. Eight out of ten are used as schools which were originally started by the project. Other ways of use are for meetings, vaccination campaigns and other community level events. Most of them were considerably clean and the VDCP Secretary, Chairman or the teachers are said to be responsible for this.

Shelter maintenance remains the main challenge. When asked to whom the shelter belongs, most people replied with "it is ours". Yet the feeling of ownership does not go to the degree that they undertake minor repair works which are needed at all shelters visited. Four out of the ten shelters also need urgently major repair of cracks in the ceiling, floor or pillars. There seem two reasons why the communities do not carry out minor repair: a) During project life time BDRCS did (and it still does) not have a concept and policy on how to maintain its cyclone shelters and the role of the communities in this. b) Minor shelter maintenance by using the DP Fund or other sources was never exercised and practiced by the project during the project life time. Instead, all equipment and repair work was provided for free. That all shelters are available to be used by the community during normal and disaster times and not used as storage of an individual family or even as residence is another indicator for the feeling of common ownership for the building. People, even women who hardly leave the house, clearly know the purpose of the shelter during disasters. It was also commonly known for what the shelter was used during normal times.

The project had an **impact** on various levels **on BDRCS** as an organisation: Since it was a pioneering approach on community based disaster preparedness, awareness material and training modules were developed and are still used in an improved manner for current DM projects. The documents as such are also still available at the Cox's Bazar RC Unit and BDRCS HQ. Five out of eight staff that was on the CBDPP management level continues working with BDRCS and are in key positions. Through CBDPP and other DP projects, BDRCS had developed high expertise in this field in the country and beyond.

The **link between the RC Unit and the former target population** continues to exist, mainly through the fact that one former project staff has been working as Unit Level Officer since the project ended. Through the enrolment of life members during the last phase of the project, this link is further strengthened. With the very limited financial and human resources it would however be unrealistic to expect that the Unit could have provided continuous support to the former target population.

1 Background Information

1.1 Short Description of the CBDPP CXB

The Community Based Disaster Preparedness Programme was implemented from 1996 to 2002 in the District of Cox's Bazar in Bangladesh by the Bangladesh Red Crescent Society (BDRCS) with technical and financial support from the German Red Cross (GRC). It targeted communities and individual families within a radius of 1,5 km around 30 cyclone shelters in the five Sub-Districts Cox's Bazar Sadar, Moiscal, Kutubdia, Teknaf and Chakaria. The project covered in total 90.000 direct and 120.000 indirect beneficiaries.

The table shows the coverage of shelter communities during the project's seven years. Those underlined were visited by the evaluation team.

Year	No. of Shelters Covered	Sub-District	Name of the Shelter
1996	3	Moiscal, Chakaria and Teknaf	Materbari, Mognama and <u>Dangorpara</u>
1997	6	- ditto -	3 more: <u>Charpara</u> , <u>Badarkali</u> and Chandaliapara
1998	13	- ditto -	7 more: Dhalghata, <u>Taziakata</u> , Fakirakata, <u>Alierdail</u> , Katabonia, Harun Matbarpara and <u>Pokkhali</u>
1999	13	- ditto -	- ditto -
2000	24	Moiscal, Chakoria, Teknaf and Kutubdia and CXB Sadar	9 more: Sonadia, Hariarchara, Chaykuri Tekkapra, Rajakhali, Purbo Notunghona, Napitkhali, <u>Koiarbeeel</u> , South Dhurong, <u>Kurushkul</u>
2001	32	- ditto -	8 more: Zafua, Kakpara, Kariardia, South Miazipara, <u>Tablarchar</u> , North Dhurong, St. Martins, <u>Gomatoli</u>
2002	32	- ditto -	- ditto -

The phrasing of the overall goal, project purpose and specific results have changed over its seven years as they were adjusted to emerging realities and learning of the project team. Since it was a pilot project for BDRCS as well as for GRC, the team had to develop various kinds of awareness material and training modules and took decisions on which equipment would be useful for the groups and households in a process over the years.

The Impact Evaluation was using the revised log frame according to which the overall goal of the project was: "The community is able to deal with the impact of cyclone related disaster". The project purpose was "Cyclone related disaster preparedness (DP) has become an integral part of the target people's way of life."

The project had the following results:

1. Disaster preparedness measures are known to and continuously practised by the community.
2. Families are aware of and continuously practice disaster preparedness measures.
3. Cyclone shelters are properly managed by VDPCs (equipped, maintained and utilised).
4. The capacity of the BDRCS, CXB is further strengthened and capable to manage post phase out activities of CBDPP.
5. Phasing out of CBDPP is being carried out in an organised manner.

The findings of the Impact Evaluation will be presented along these results and analyse the sustainability and impact of the activities to date. Since result number 5 was only added in the last year and is closely linked to result number 4, they will be presented together in one section.

1.2 Purpose of the Evaluation

The purpose of the evaluation was to assess the impact of the CBDPP CXB on the target population. Basically, the question was which activities introduced by the project had the desired impact (both negative and positive) and to which degree the target communities continued the activities for their disaster preparedness after the project team had withdrawn from the field. The specific objectives for the evaluation were:

- To assess the impact the CBDPP CXB has had on the communities' preparedness for cyclones (taking the various small cyclones after the project ended as reference)
- To assess the feeling of ownership for the shelters by the communities and their use and maintenance
- To assess in how far BDRCS NHQ and the BDRCS Cox's Bazar Unit are still active in the former project area and the link between the communities and BDRCS staff and volunteers
- To assess which project activities have contributed to the sustainability of DP activities in view of recommendations for other projects
- To take the view and recommendations from the former target communities for future and similar Red Cross /Red Crescent programmes, especially for the phasing out period of the current BCDPC project

Especially with regard to the last point, the last stage of the "Building Community Disaster Preparedness Capacity (BCDPC) Project", this evaluation should help to have lessons learned from a similar project at hand to achieve sustainability. The BCDPC started in April 2005 and will end in 2011 and is funded by the European Community and the Consortium partners, the British, German and Swedish Red Cross.

1.3 Methodology and Composition of the Team

The Evaluation Team consisted of eight members, three from GRC and five from BDRCS (three from HQ and two from the CXB Unit). Five members of the team had been closely involved in the project in different ways and thereby were acquainted with its activities and the target population.

The team visited in total 10 cyclone shelter communities in all five Sub-Districts out of the 30 covered by the project. Emphasis was put on quality instead of quantity time spent with each community. The sites were selected based on previous experience with the communities: Those which were doing well during the project life time and others which were more difficult to work with. Two to three hours were spent in each community with guidelines for questions (see Annex). The team split into three groups: One group carried out a group discussion with VDPC members and other (mainly male) representatives of the community at the cyclone shelter; the second group carried out interviews and group discussions mainly with women in the homesteads and the third group interviewed people met in tea shops, in front of the

mosque etc. Apart from that, one RC Volunteer carried out a standard questionnaire on which activities the former target population remembered and how useful they found them.

A secondary data review on project documents, evaluation and workshop reports of the project and other DP projects, literature on disaster risk reduction etc. was carried out before the evaluation. Amongst them were also the Lessons Learned Reports on the CPP and CBDP (2003), the DM Strategy of BDRCS and evaluation and assessment reports from DM Delegates and consultants since 2000.

1.4 Constraints and Limitations of the Evaluation

The evaluation team encountered three constraints:

First of all, no baseline data was available on the disaster preparedness of the target population before the project started. Hence, a comparison of the situation before and after the project was done through statements of the target population itself and observations of former project staff.

Secondly, as (luckily) no cyclone hit the area directly since the project ended. Consequently, the behaviour of the communities and individual households could only be analysed by referring to the three cyclone warnings which occurred since 2003 (Sidr, Nargis and Aila). The last cyclone warning occurred in May 2009 (Aila) which hit the South Western part of the country. One community reported some damage of trees and houses, but in general the target population defines a cyclone as a combination of tidal wave, very strong winds and destruction of trees and houses.

The third constraint relates to a new project which has been launched about six weeks before the evaluation. It is a DIPECHO funded project in the same communities and BDRCS project staff has just been visiting the communities during the same period as the evaluation team with the message that a 15-member committee will be formed. This caused considerable confusion amongst present VDPC members as they objected a reduction of members from previously 21. The team needed to set aside some extra time to listen to the people and to promise to address this issue at higher levels.

Though not a constraint, but a limitation of the evaluation was the short time the team had at BDRCS HQ to assess the impact of the project on the organisation and its capacity building component. Hence, this report covers these aspects not in full depth.

2 Findings

2.1 General knowledge on the project purpose and main activities

The communities remember the project well. They also can point out the project purpose – that it was to enhance their awareness, knowledge and practice on disaster preparedness for cyclones. Despite that the project also introduced some activities which were not directly related to disaster preparedness (such as training on income generation for women) it did not divert the target population from its main purpose. All interviewed pointed out that the project was very useful as they learned how to interpret the different cyclone warning signal numbers, which steps to take at different stages, how to behave during a cyclone and how to minimise its impact on their livelihoods as well.

Activities which were remembered most and found most useful were trainings on Disaster Preparedness, First Aid, Search and Rescue, Micro Group meetings, distribution of equipment and tree saplings. Well remembered were also the main awareness raising activities, such as evacuation drills, rallies, video shows, dramas and the distribution of education material on disaster preparedness. The establishment of the DP Fund was also listed as one of the main activities, but rather in a negative sense as most community members claim that they do not know the amount and whether it was used.

The project was so far the only DP project for the communities. In some of them, NGOs are working on credit schemes and at one place World Vision recently started to implement DRR activities. “Red Crescent” or “Red Cross” is very much present for the communities. They continue to have a very positive attitude towards the organisation and pointed out that it did some “very useful work for us” compared to many NGOs which mainly focus on micro credit.

In the following sections, more details are given on the impact and sustainability of the project approach and its main activities.

2.2 Community Level Disaster Preparedness

Result 1 of the log frame of CBDPP CXB was: “Disaster preparedness measures are known to and continuously practised by the community”. To achieve this, the following main activities were carried out:

- Formation of male and female Micro Groups (MGs), facilitate meetings
- Formation of Village Disaster Preparedness Committees (VDPCs), facilitate meetings
- Formation of Disaster Preparedness Squads (DP Squads), facilitate meetings
- Basic orientation on disaster preparedness and RC Movement to VDPC members
- Gender orientation for MGs and VDPCs
- Establishment of a DP Fund in each community by collection of contribution from each Micro Group member/household
- Awareness dissemination campaign through the use of posters, bill boards, leaflets, booklets, calendars, films, drama (“Sonar Char”), T-shirts, aprons and badges
- Evacuation drills, mass gatherings and rallies
- Leadership trainings for VDPC members and MG leaders
- Training of Trainers for selected VDPC members

- Training of DP Squad on Community Based First Aid (CBFA), Search and Rescue Operation and Warning Dissemination
- Development of contingency plans
- Linkage of VDPCs with other local service providers (government and non-governmental agencies)

The formation of groups and their guidance on disaster preparedness were core components of the project. Three types of groups were formed: VDPC and DP Squads at community level and Micro Groups at family level. Important questions of the evaluation were whether these groups still exist and comply with their roles and responsibilities and what is (or was) their impact with regard to community preparedness. The findings are elaborated in detail in this section after summarising in a table the set-up of each kind of group during the project life time.

2.2.1 Village Disaster Preparedness Committees (VDPCs)

<i>Village Disaster Preparedness Committee (1 per shelter)</i>	
<i>Membership</i>	21 members (10 female + 11 male representatives from 21 MGs ;1 per MG)
<i>Roles and Responsibilities</i>	<ul style="list-style-type: none"> ❖ All shelter based DP/DM activities ❖ Proper use, management and maintenance of shelter, equipment and DP fund ❖ Co-ordination with CBDPP Cox's Bazar ❖ Selection of trainees/DP Squad members in co-operation with CBDPP Cox's Bazar
<i>Activities</i>	<ul style="list-style-type: none"> ❖ 1 monthly meeting ❖ Identification and selection of DP Squad Members ❖ Use, management of shelter, equipment and DP Fund ❖ Community awareness on DP, Gender, Health etc. ❖ Community contribution to DP Fund ❖ Co-ordination with outsiders (e.g. religious leaders) ❖ Supervision of village level DP activities

That establishment of VDPCs was a key component of the project is still very obvious: In all communities visited members of the VDPC expected us at the shelter. When women in their households were asked about the VDPC, they could list a number of names. In general, also the roles and responsibilities of this group as still clear to the VDPC itself and other community members. However, the number of members as according to the guidelines was mostly not known or a wrong number was given.

The VDPCs were said to “still exist”. However, when asked about their activities they could not specify them. It seems that some of the male members of the VDPC are meeting from time to time, especially during cyclone warnings. However, the female members claimed not to participate as “we were not informed”. Hence, VDPCs appear to be inactive during normal times and if they meet, it is a small group of male members. Nevertheless, the VDPCs are found very useful and also essential as a body to be responsible for shelter maintenance and community level disaster preparedness activities.

However, during cyclone warnings the VDPCs, or rather its members, play a vital role: Villagers told that it was from VDPC members they learned about a cyclone warning, that it was them who convinced people to go to the shelter and also assisted them to do so. It is also the VDPC who is said to be in charge of crowd control and the use of equipment.

VDPC members are said to be responsible for shelter maintenance and use. Whilst all shelters were found clean, some more and others less, the team found only one shelter where some maintenance was carried out (see section on Shelter Use and Maintenance below). However, all shelters are usable and with one exception locked when not used. The key is in most cases with a VDPC member.

Linkage to and coordination with other agencies in relation to community development, shelter maintenance and general disaster preparedness seemed to have decreased after project end. But in how far this is indeed the case can only be accessed through a more thorough analysis on the development of facilities and infrastructure in the communities.

The VDPCs themselves found their group important and regretted that it is dormant during normal times. At some places, the members requested the Evaluation Team to assist them in re-organising or re-forming the VDPC.

2.2.2 DP Squads

<i>Disaster Preparedness Squad (DP Squad)</i> <i>(1 per shelter)</i>	
<i>Membership</i>	❖ 32 members: 10 for Warning and Dissemination, 10 for Evacuation & Rescue, 10 for First Aid, 2 Traditional Birth Attendants (TBAs)
<i>Roles and Responsibilities</i>	❖ Help villagers as per training during and after disasters according to the Contingency Plan and also in normal times (e.g. First Aid)
<i>Activities</i>	❖ Participation in village level DP activities ❖ Assistance to villagers as per training when needed (e.g. First Aid) ❖ participation in training's

Different from the VDPC, the DP Squad was not met as a group. Whilst some members explained straight forward to belong to the DP Squad, others could only be identified when we asked which kind of training he or she attended. Obviously, the DP Squad does not have the feeling of a corporate identity as the VDPC does. This may be due to the fact that the DP Squad was not guided to have its own meetings, but to function under the auspices and commands of the VDPC.

However, when we asked villagers who would be responsible for activities such as Warning Dissemination and Search & Rescue, they listed names of DP Squad members. Same as for the VDPC, DP Squad members played their role during the last cyclone warning. In most cases however villagers did not differentiate between the VDPC and the DP Squad when asked about their members' activities during the last cyclone warning.

In most communities, many of DP Squad members have left the community for work, marriage or other reasons. Some VDPC and DP Squad member said that only 50% of the

DP Squad members are still in the community. Related to this, there was a strong request for trainings of the young generation and a refresher for the still existing members.

2.2.3 Micro Groups

Micro Groups (21 per shelter)	
<i>Membership</i>	Ca. 20 males or females (no mixed groups)
<i>Roles and Responsibilities</i>	<ul style="list-style-type: none"> ❖ Household awareness ❖ Gender roles in Disaster Preparedness ❖ Representation of community in the VDPC ❖ Household level contribution to DP fund ❖ Liaison with outsiders
<i>Activities</i>	<ul style="list-style-type: none"> ❖ 1 monthly meeting ❖ DP and DM activities all over the year (rallies, evacuation drills etc.) ❖ Contribution to DP Fund ❖ Maintenance of shelter premises ❖ Participation in various training programmes

When asked about the Micro Groups the answer was usually similar as for the VDPC: “They still exist”. However, the answer on the question on their activities, for example about the monthly meetings, revealed that the groups as such are inactive. Why? “Because we are so busy with our household”, “nobody calls for a meeting”, and “because there is no collection of the DP Fund anymore” were the usual replies. Especially the statements that they would need an external person to organise a meeting and the lack of collection of the contribution to the DP Fund were repeating. Some MG members also uttered frustration as they contributed to the DP Fund for years but since project end do not know what has happened with it.

Same as VDPCs, Micro Groups were found very useful and people said that even if the group as such does not meet anymore they still are in touch with each other for mutual advice and help in problematic situations. The meetings were also found useful to discuss about health and family issues, apart from DP. Trainings on income generation for women gave them some ideas on how to earn their own money. Some women also put it into practice through poultry farming and tailoring, which would need further analysis on the cost-benefit however.

Quite a number of MG members expressed the wish to revive the groups, especially for the younger generation to get aware and knowledgeable on disaster preparedness. Though parents try to pass on knowledge to their children, they find this more fruitful and efficient through Micro Groups and the use of awareness material. But they would need an outsider to organise the groups and the meetings as “when we call for a meeting nobody comes”.

2.2.4 DP Fund

Whilst the groups established by the project were seen all very positive, the DP Fund creates some conflict. Overall, it was the only negative point the target population raised in relation to the project. That all interviewed could point out exactly the purpose of the fund – for emergency relief after disasters and shelter maintenance – shows that the project managed to lobby well for this fund and disseminate its objective successfully. However, with two exceptions the fund was not used since end of the project, but remained the same amount at the bank (and thereby lost considerable value over the years due to inflation).

The Micro Group members remember very well that they have contributed to the DP Fund monthly at the meeting with 1 or 2 Taka. Whilst male VDPC and most other male community members knew the amount of the DP fund deposited at the bank, this was not the case for most women interviewed. They usually said that they had no idea about the amount and whether it was used. They would like to get this information but do not dare to ask. In one group discussion with women even the wife of the VDPC's treasurer was present and said she cannot ask her husband as this would be a demonstration of disrespect.

The Evaluation Team encountered two cases where the fund was used. In Taziakata (Moiscal), 60.000 of 90.000 Taka were donated to a local Koran school. This was well known by VDPC members and some male Micro Group members interviewed. The women participating in a group discussion heard the rumour, but were not sure. It was in the same community where some people said that they did not contribute to the Fund after the project ended as they did not trust the VDPC, but only BDRCS staff. The other case where the DP Fund was used, however in a positive way and according to its guidelines, was at Dangorpara (Teknaf): 7.000 out of 44.000 Taka was used for the repair of the toilet on the shelter compound and some earth works. In that case, the women knew about the work, but still were not aware that the money came from them through their contribution to the DP Fund.

In summary, the success of the DP Fund is questionable. But since no disaster occurred since the project ended, we could not assess whether the community would have used it for emergency relief. Apart from that, the use of the DP Fund for shelter repair was limited to 1.000 Taka annually, which is a very small amount. Still, the communities consider the DP Fund important as it was a dominating issue during group discussions and often referred to when talking about project activities. The establishment of the DP Fund had an impact in that sense that it seemed to be one reason and one agenda for Micro Group meetings. It may have contributed to the feeling of common responsibility for disaster preparedness and community organisation. Since a DP or similar fund for emergencies is a frequent activity in such kinds of projects it might be worthwhile to investigate the success or failure further. Interestingly, the project team faced problems with regard to the DP Fund during the project life time already and carried out an extra activity on its monitoring. The summary is attached to this report as well as the guidelines of the DP Fund.

2.3 Family Level Disaster Preparedness

Result 2 of the CBDPP's log frame was "Families are aware of and continuously practice disaster preparedness measures." The following were the main activities at family and household level:

- Establishment of Micro Groups (MGs) and facilitation of meetings by using awareness material; collection of DP Fund
- Basic orientation on disaster preparedness and RC Movement to MG members
- Supply of food and water storage containers to vulnerable households, demonstration of use during cyclone warnings
- Demonstration of measures to protect valuables and moveable assets
- Distribution of coconut and other saplings to individual households to promote tree planting on homestead land
- Demonstration of cyclone resistant housing
- Promotion of construction of platforms to keep cattle during a cyclone
- Support maintenance of tube wells in selected shelter communities to ensure safe drinking water

2.3.1 Behaviour during the last Cyclone Warning

As mentioned above, no cyclone hit the former project area directly since the project ended, but a number of cyclone warnings occurred. The most recent one was in May 2009 related to cyclone Aila which hit the South Western part of the country. The evaluation team did not meet any person who was not aware of this warning; most of them could also tell the signal number, which was 7.¹ Most of the people received it by megaphone from RC volunteers trained under the CPP project. Some others mentioned the radio, flags raised on the shelter and through oral communication by VDPC members as source of information. During this warning they undertook the following steps:

1. Listen to the radio and dissemination of warnings through megaphone by VDPC and DP Squad members
2. Fixing loose pillars, shelves etc. in the house with ropes
3. Fixing the roof of the house with ropes to trees
4. Making a small platform (killa) for livestock²
5. Preparing dry food such as flat rice and puff rice
6. Filled the plastic container with rice, lentils, important document etc. and dug it underground inside the house
7. Prepared a small bag with most necessary and valuable items (dry food, valuables, important documents, clothes)
8. Women and children left the homestead to seek refuge in the shelter at signal number 7;
9. Some men assisted them whilst one strong male household member stayed in the house to secure it;

¹ The Government of Bangladesh is in the stage of reviewing the number of warning signals and considers reducing them. BDRCS, mainly through CPP, is involved in the process and will need to undertake a comprehensive training and information campaign as soon as the new system is approved to ensure that people seek shelter at a lower signal number.

² Construction of small platforms made of earth was only mentioned by some communities. If enough labour is available, such a platform can be build within a few hours, but it needs good community self-organisation.

Women and children went to the shelter between 6 and 10 am. The only community which did not go to the shelter during this warning was at Alierdal where the women said that they took the above mentioned steps from 1 to 7 and would have gone at signal number 9 or 10. In Charpara, most of the people took refuge in a nearby school cum cyclone shelter. The rest of the communities visited went mainly to the Red Crescent cyclone shelter.

It is important to note that it were definitely the women and children who went first to the shelter and they were encouraged and assisted by men in doing so, as the women told. Before the project, many women did not dare to leave the house without the permission of the husband, who often was not at home during a cyclone warning. This was the main reason why almost 90% of the deaths from the 1991 cyclone were women and children.³

People explained that a strong male member of the family usually stayed behind to secure the house. He would leave for the shelter at a higher warning signal. Other men assisted the women, children and elderly to go to the shelter and to disseminate the warning.

The shelters are designed for 800 people, but much more fit into them if needed. People can also stay on the veranda outside the main room or on the platform downstairs if the winds are not too strong. Also the roof has space and is used when the shelter is completely full, but it does not protect people from rain. Most shelters were cramped during the last warning and hence it appears that around 1.500 people stayed there. At most places they stayed there the whole night, at others they left after three to four hours, but depending on the distance between the shelter and their homesteads.

Not only were women and children the first in the shelter, they had also the priority to stay in the main room. All interviewed explained that inside the shelter women stayed separate from the men. The women stayed either at one side of the shelter and the men at the other, or as it was the case in most places, women and children stayed inside whilst the men stayed outside on the veranda, on the roof, or on the platform downstairs. Women said that men helped to keep this gender separation and so there was no problem at all to keep their privacy at least to a certain degree. Before the project the situation would have been completely different. First of all, they hesitated to go to the shelter and once there, they felt very uncomfortable to stay amongst the men and were also harassed by them. Responsible for crowd control during the last cyclone warning were mainly VDPC and DP Squad members, both male and female. Though space was very little in most of the shelters during the night, women said that they did not feel intimidated by men as it has been the case before the project.

Since the cyclone Aila hit the South Eastern part of Bangladesh, no or very little damage was reported in Cox's Bazar District. On the question whether they take the burden to go to the shelter during the next warning despite that nothing happened this time, the people replied with "yes". Obviously, the project achieved to educate them that the behaviour of a cyclone, its unpredictability until a few hours before it makes landfall. That no cyclone warning is a "false warning" is well understood by the people and certainly a very positive outcome of the project.

³ See Chowdhury, A.M.R. et al.: The Bangladesh Cyclone of 1991: Why so many people died. In: Disasters (1993) Vol. 17, Nr. 4, S. 291-303;

Concluding from this, all households interviewed are well disaster prepared. Indicators are that they undertook all possible measures and steps at hand to protect their lives and livelihood. They even are better prepared than the project taught them to through its trainings and awareness activities: Seeking refuge in the shelter is only necessary from signal number 8 onwards, but people went there already at number 7. In Dangorpara women even went already at signal number 4 as the sea is very close, they explained (indeed, this community is just at the southern tip of the peninsula bordering Myanmar in the Sub-District of Teknaf). Also in theoretical terms, with regard to their knowledge, they are well disaster prepared: Individuals, men and women, could list the different steps and activities they should undertake at different warning levels from 1 to 10.

2.3.2 Cyclone Preparedness during normal times

To evaluate in depths in how far cyclone preparedness activities are carried out on a day-to-day basis would require an intense study, i.e. by staying in the communities for a couple of days. Yet some statements and physical observations revealed that to a certain degree cyclone preparedness has become an integral part of the target population's lives, which was the overall goal of the project: The houses are built in a way that damage from a cyclone is reduced – a technology also demonstrated by the project (though we do not have data whether an indigenous technology existed before). The cyclone resistant housing was especially obvious in Dangorpara, a village at the southern edge of the Teknaf peninsula. The walls of the houses are usually made of clay and rather low and the roofs are shaped in a way that strong winds cannot take them off easily. Trees, especially coconut, are planted around the homesteads and during interviews the people repeatedly pointed at them explaining that they were from saplings provided by the project. If a family can afford it, it covers the roof not only with local material (reed), but with a plastic sheet and then a fishing net on top of it. The plastic container and other equipment provided by the project are stored in the houses and there is an effort to repair it, as described more in detail below. The village paths seemed well maintained and especially the paths linking the village with the shelter was in good shape during our visits. In Baderkali the VDPC members explained that they managed to get it done through convincing the local government for support.

Community members explained that they gained knowledge for the above mentioned activities mainly through the following activities:

- The formation of Micro Groups enabled them to organise themselves, learn about disaster preparedness and discuss about it
- DP awareness material in forms of booklets, posters and calendars showed them the different methods and activities
- Demonstration of the use of food and water containers and cyclone resistant housing
- Trainings on disaster preparedness, First Aid and diarrhoea management helped them to address health issues also during normal life

2.3.3 Equipment provided to Households

Families could remember well what kind of equipment was provided to them. The plastic containers to store food and water were found most useful, followed by gum boots, rain coats, radios and torches (the latter were given to DP Squad members who store them in their houses). Tree saplings were also mentioned repeatedly to have been very beneficial. The awareness material was seldom explicitly mentioned, but when asked people confirmed that it was very useful.

The food and water containers were the most durable as quite a number of households visited could show them to the evaluation team. The same refers to the radios. Some gum boots, raincoats and aprons also still exist and stitches prove that there is an effort to repair and maintain them. First Aid and TBA bags are also available, but mainly without any content. What hardly exists to date is the awareness material, such as the booklets and posters, as it was destroyed or got lost, as the people explained.

The equipment is used during normal times, but also during cyclone warnings. As mentioned above, during the last cyclone warning households especially used the plastic containers to put their valuables and some food and dig it under ground.

It is interesting that gum boots were mentioned from all groups interviewed as one of the most useful kind of equipment: They enable to move fast on the muddy and slippery paths during heavy rain mud and protect the feet from injuries caused by objects in the mud such as branches of trees.

2.4 Shelter Use and Maintenance

The third result of the project's log frame was: "Cyclone shelters are properly managed by VDPCs (equipped, maintained and utilised)." The following activities were carried out to achieve this:

- Develop and disseminate VDPC guidelines
- Provision of first aid and rescue equipment for DP Squads
- Provision of water drums, steel cupboards, First Aid and TBA kits, signal flags, lanterns and warning lights
- Provision of toilets and tube-wells on first floor as well as grill gates
- Provision wooden partitions for the main shelter room to facilitate gender separation
- Support of construction of fence around shelters
- Repair of shelters

These activities were carried out to ensure that the shelter was providing a safe haven during disasters, but especially that it was used by the most vulnerable such as women, children and elderly. Through the provision of toilets and tube-wells upstairs and a movable wooden partition the project wanted these groups to feel it being the best option to seek refuge during a cyclone. First Aid, Rescue and TBA equipment was provided to the DP Squads to be stored in a separate room in the shelters, if possible in the lockable steel cupboard. Megaphones and flags for cyclone warning dissemination were not distributed, as they were provided by CPP. Major and minor shelter repair was also carried out during the

last two years of the project, not under the responsibility of the project team though but of BDRCS HQ. The proper equipment of all shelters should also enhance the feeling of ownership for the building to encourage the use during normal times as well. As mentioned above, the DP Fund guidelines also included a provision to use the fund for shelter repair.

2.4.1 Use of the Shelters

That all shelters are used during cyclone warnings has been elaborated in the section on family level preparedness. All shelters are used also during normal times, but by whom and for what is well known. The proper use seems to be supervised by the VDPC Chairman or Secretary. With one exception, where the lock was broken, all shelters are kept under lock and key. The key is usually with the VDPC Secretary or Chairman, or in case a school is running with its headmaster. Use and access to the shelter, however, does not seem restricted as also the women met in the communities knew well what it was used for during normal times. Apart from village meetings and events such as vaccination campaigns, eight out of ten shelters visited are used as school. These were Dangorpara, Charpara, Taziakata, Koiarbeel, Tablachar, Pokkhali (temporary registration), Alierdal (BRAC school), and Gomatoli (pre-school). This shows that all shelters are usable and accessible to the community, not dominated by a certain person or even being occupied by an individual family as residence or storage room.

The condition of the shelters and their cleanliness varies. All shelters however seem to be cleaned from time to time, some even more than once a week. There seems to be a systematic cleaning at some, i.e. at Dangorpara people explained that the students clean the shelter every Thursday afternoon. In most cases, the teachers, the VDPC Chairman or Secretary is said to be responsible that the shelter is cleaned.

All shelters need at least minor repair on windows and doors, plastering and painting. With few exceptions, the toilets installed upstairs and the tube-wells were out of order. Three out of ten visited shelters need urgent major repair of cracks in the floor or ceiling (Taziakata and Koiarbeel) and pillars (Tablachar). This was also pointed out by women of the communities who said there were afraid to go to the shelter during the last cyclone warning.

Also the wooden partitions provided by the project hardly exist, but as mentioned above, also in places without partition women and men stayed separate. As this was not the case at the beginning of the project, one can assume that the partition was a symbolic step to achieve the privacy and respect of women combined with the awareness sessions and other gender related activities. This assumption is further emphasised by the fact that none of the interviewed women complained about the lack of the wooden partition.

When asked to whom the shelter belongs, most people answered “to us”; only in one place some community members referred to “Red Crescent” or “the Government”. However, only in one shelter did the community (or the VDPC) undertake minor repair. Obviously, there is a feeling of ownership by the communities but not to the degree that they undertake maintenance work. In group and individual discussions however people expressed that minor maintenance should be carried out by the community but how to achieve this seems not to be clear.

The main reason for the DP Fund not being used so far for shelter maintenance might be that during the project period only the collection of contributions was exercised, but not the spending of the fund. The project team did not facilitate the decision making process on shelter repair. Apart from that, it was not made clear what kind of repair the community should carry out and what is the responsibility of BDRCS. As elaborated above more in detail, the purpose of the DP Fund is well known but the mechanism on how to use the fund in practice does not exist. This was especially revealed during one discussion with a VDPC who asked the evaluation team about the process to withdraw money from the bank.

Still, the evaluation team found some evidence for the effort of minor maintenance works:

In the community of Dangorpara a part of the DP fund was used for earth cutting works at the shelter compound. If this decision was taken through a formal VDPC meeting and other requirements as outlined in the VDPC guidelines is not clear however.

In Gomatoli, 10 families collected 200 Taka each to repair the tube-well upstairs and gave the money to the VDPC Secretary. But then he fell sick and died and the whereabouts of this money is now not clear.

In Pokhali one VDPC member explained that they arranged the repair of a tube-well downstairs beside the rice-field, but not upstairs. He said the repair upstairs would cost only 500 Taka, while the repair of the tube-well downstairs cost five times of this. One reason why the tube-well upstairs was not repaired is possibly that people prefer to get water downstairs during normal times instead of climbing the stairs.

In some cases, the VDPC undertook an effort for major maintenance by using its connections to the local administration, but this was only successful in one case. There was a strong request to the evaluation team to facilitate repair of the shelters.

2.4.2 Equipment provided to shelters

The members of the VDPCs and DP Squads met during group interviews in the shelter could list the equipment provided by the project. All equipment was found useful, especially the gum boots, rain coats, stretchers, radios and torches. As the evaluation team did not carry out a quantitative analysis on the number of equipment provided and still existing, it is not possible to give a clear figure on the availability and functionality to date. During shelter and household visits items distributed during project time was shown to the team. Clearly, only few of the equipment still exists and is usable, but the remaining rain coats, gum boots and torches are still used by VDPC and DP Squad members during cyclone warnings and also during normal times.

In eight out of the ten shelters visited, some of the equipment provided to the VDPCs and DP Squads still exists. The equipment was said to have been stolen in Taziakata and Kurushkul. Some of the equipment given for the DP Squad is stored in their houses, mainly items such as raincoats and gum boots. Bigger equipment such as stretchers, ropes, rescue kits and the water drum could still be found in more than half of the shelters either in the store room or locked in the steel cupboard which had been provided by the project.

There was a request at all sites for the provision of new equipment. Some mentioned that a manual siren for cyclone warnings would also be useful. Replacement of equipment was

obviously not done by the communities, but as mentioned already above the gum boots and rain coats shown to us were stitched and proved the effort to maintain them.

2.5 Capacity Building of BDRCS and Phasing Out Strategy

Result number 4 of the project's log frame was: "The capacity of the BDRCS, CXB is further strengthened and capable to manage post phase out activities of CBDPP." Efforts and activities to strengthen the capacity of the RC Unit in Cox's Bazar reduced during the years as except for a driver and a peon no paid staff working at Unit level. In fact, the CBDPP project team had a separate structure and also the office was not located inside the RC Unit premises mainly due to lack of space. Nevertheless, quite a number of activities were carried out for the RC Unit over the years:

- Trainings on RC Movement and Basic Disaster Preparedness for Executive Committee, selected life members and officers of CPP and RC Unit
- Basic management training for management and selected staff
- Training of trainers on CBFA for RCY
- Formation of DP Committees consisting of Life members of the RC and VDPCs at sub-District level
- Orientation to RCY school teachers and college lecturers on RC movement, disaster preparedness and leadership
- Training of trainers for RCY
- Support for income generation of CXB Unit, i.e. through provision of two speed boats
- Conduct CBFA training for RCY
- Orientation to RCY school teachers and college lecturers on RC movement, disaster preparedness and leadership
- RCY camps
- Support for RC Unit to celebrate Red Cross/Red Crescent Day
- Co-ordination meetings with District RC Unit, CPP and IFAD programme

Apart from this, the CBDPP project staff has been exposed to a variety of basic and advanced trainings and visits to other DP programmes. Capacity building has covered diverse areas related to community mobilisation as well as project management, monitoring and evaluation, report writing, and accounts keeping.

As many other projects, the CBDPP CXB did not have a phasing out strategy and so an additional result was added only in the last project year: "Phasing out of CBDPP is being carried out in an organised manner." Due to lack of the project team's experience on closing down a long-term project in an organised manner and weakness of the RC Unit, this result was a challenge. As can be seen from the table in the section 1.1, the project worked in eight of the shelters only for the last two years of the project. Especially here the sustainability of activities was a question. Apart from that, it was clear that the RC Unit did not have the capacity to provide support and monitoring after the project ended. The project team therefore needed to be creative and find other possible mechanisms to ensure a certain linkage between the Unit and the communities.

One strategy to strengthen the linkage between the shelter communities and the RC Unit was to encourage community members, especially the VDPC, to become RC life members. This was very successful. At the end of the project, 200 life members had been enrolled from the communities in Cox's Bazar District which, compared to other Districts, was far above average. One life member was appointed by the RC Unit as its representative in the VDPC. With the end of the project, BDRCS finally filled the position of the Unit Level Officer with a former CBDPP project staff. GRC supported his salary and monitoring costs for a period of three months after project end. In that way, the support to the communities was phasing out gradually. During the first year after project end, the Unit Level Officer facilitated the organisation of evacuation drills and other activities which needed no financial input. Due to lack of funds and time, he could not continue afterwards as his main task then was the Myanmar Refugee Operation. Nevertheless, he kept in touch with most of the shelter communities mainly through the RC Life Member. It was also through this membership that the communities had a representative at Unit Level during the RC Unit's annual meeting.

Since the time with the CXB Unit and BDRCS HQ was very limited, the impact of the project on the organisation could not be assessed properly within this evaluation. When visiting the Unit Office and BDRCS HQ however it becomes clear that the project has definitely contributed to the capacity building of the NS and that knowledge and material developed under the project are still used. Project documents and training manuals are still available with the RC Unit. The RC Unit Officer (who is mainly busy with the Myanmar Refugee Operation) was a former CBDPP officer and still keeps in touch with one or the other shelter community, mainly through RC life members. At BDRCS HQ five out of the eight staff who worked previously at the CBDPP on the management level are in key positions at BDRCS HQ. The presently running BCDPC is coordinated by one of them and lessons learned and experiences from the CBDPP CXB are automatically used. Former CBDPP project staff thereby also was closely involved in the formulation of BDRCS's DM Strategy and the formulation of new DRR projects. The institutional memory developed by and through the CBDPP continues to exist within BDRCS, but in how far it is indeed used depends on the involvement of the staff in the development of policies and new projects by IFRC and PNS Delegates in the country.

3 Recommendations for similar projects

At the end of the CBDPP CXB a Lessons Learned Workshop with the project staff and representatives of the communities was held instead of an external evaluation. The findings of the Impact Evaluation confirm that with few exceptions the recommendations developed in this workshop and laid down in the report are still valid. This chapter will complement and further specify the recommendations and correct them where necessary. The ToR for the evaluation include a summary of the recommendations (see Annex) and the CBDPP CXB Lessons Learned Workshop Report (October 2002) provides more details.

3.1 Community level DP

- Four years project duration should be sufficient to achieve a reasonable sustainability if awareness material and training modules exist (three years actual project activities and one year for preparation and phasing out);
- Explain the approach and strategy of the project to the community right from the beginning; discuss and develop the phasing out strategy together with the communities;
- Withdraw from uncooperative communities or focus only on certain parts of the communities and activities; share this approach openly before implementing it;
- Instead of forming, equipping and training three groups (VDCP, DP Squad and Micro Groups), form two groups: One responsible for shelter use and maintenance, another one for DRR awareness and activities at family and household level;
- In the longer term, groups formed under DRR projects of BDCRC should be harmonised: kind and name of groups, number of members and roles and responsibilities; develop guidelines with roles and responsibilities for groups based on existing experiences and in harmony with other BDRCS DRR projects; disseminate these guidelines amongst all community members in an early stage of the project
- If credit or other types of community mobilisation groups already exist, coordinate with the respective organisation and use the existing structure if possible;
- If after one year a group is not functioning by itself openly discuss with the group whether it should be continued or another mechanism of self-organisation should be found;
- Develop a curriculum/calendar for monthly group meetings, based on repeating climatic conditions for each month and respective DRR activities to be discussed and carried out; health and other important issues for daily life should also be included, though not dominating;
- Train community/shelter level group on First Aid, Search and Rescue, Evacuation in first year of project; necessity and usefulness of TBA training and equipment needs to be further explored;
- Conduct ToT on trainings for selected group members in third year of project based on engagement in project activities and probability that they stay in the community for the coming years;
- Conduct trainings in regular intervals (every three years?) after project end to ensure continuation of knowledge base amongst those already trained and for young generation

- Include gender awareness and equality in all meetings and trainings;
- Include flash floods, erosion, earthquakes and tidal waves/tsunamis in training curriculum and climate change related developments; promote environmental protection (tree plantation, mangrove protection etc.);
- Jointly with CPP train part of community/shelter level group on early warning; ensure that new warning system (reduction of signal numbers) introduced by the Government shortly is well understood and disseminated;
- Collection of DP Fund can be a major incentive to become and remain a member of the group, however its use needs to be more flexible (i.e. for other DRR activities, such as improvement of access roads to the shelter) and practiced during project life time;
- Continue with evacuation drills and dry rehearsals
- Improve cooperation with CPP and incorporate members in groups formed under the project;
- Paint cyclone awareness messages inside the shelter or downstairs at the platform on the staircase instead of on extra fabricated billboards outside the community
- Introduce other DRR techniques to improve the cyclone preparedness of the community, i.e. by jointly repairing certain roads and small bridges, digging out channels etc.

3.2 Family level DP

- Distribution of equipment for family level DP and saplings should only be done to group members through a small (symbolic) contribution in form of labour (i.e. repairing a road), or money
- If funds and proper logistic support are available, distribute food and water containers to households to store valuables and food during cyclones
- Train group leaders on CBFA and household level DP (storage of dry food, securing the house etc.);
- Improve awareness material based on community response/field testing and new developments (climate change, new cyclone warning signal system etc.); print on more durable material;
- Continue with demonstrating cyclone resistant housing technology with locally available material and based on already existing practices
- Continue to provide saplings, but through a small (symbolic) contribution by households;
- Include special sessions for children and teenagers on household level DRR;

3.3 Shelter use and maintenance:

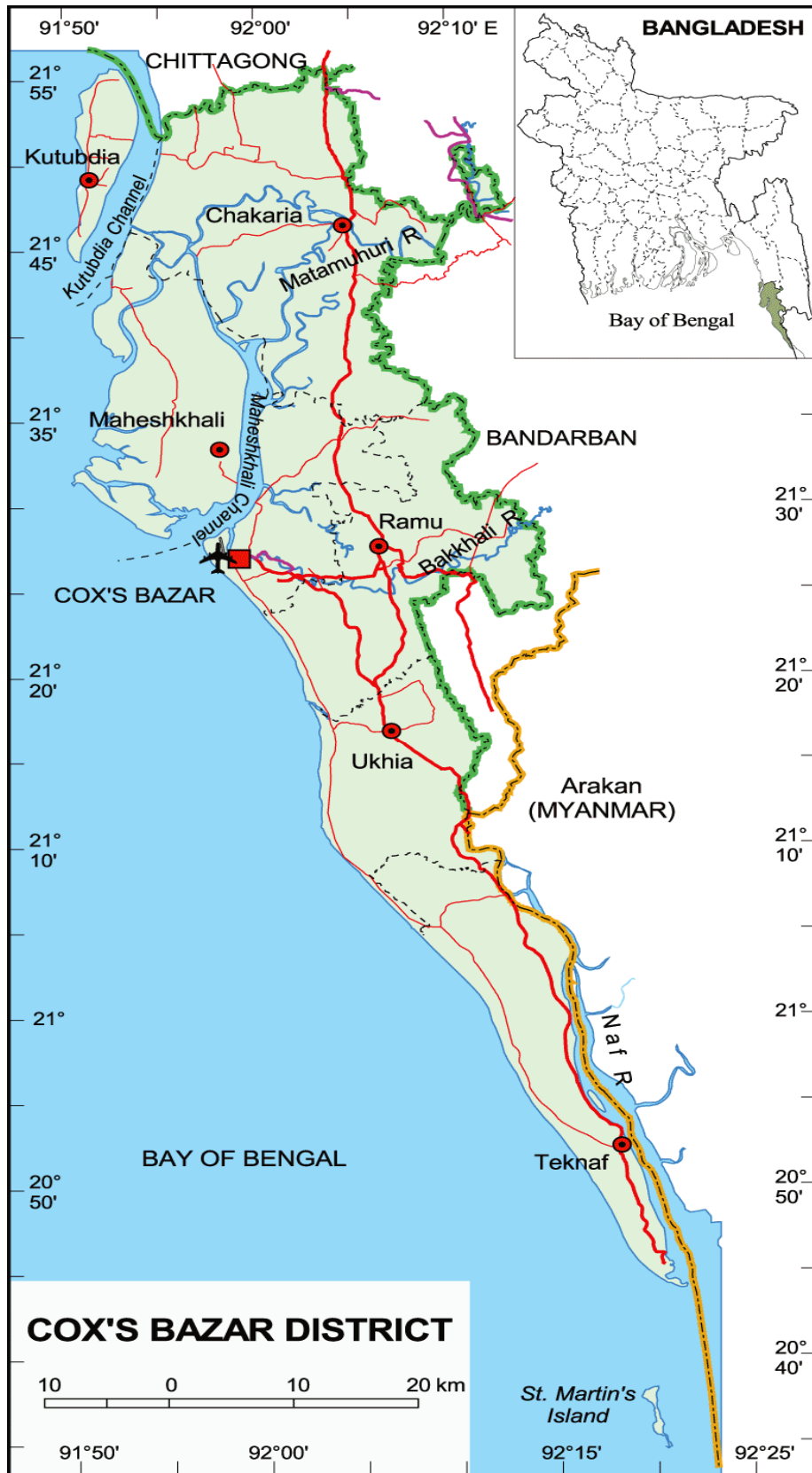
- Assessment on condition of shelters and repair works to be carried out urgently; BDRCS and Government to be aware of possible disastrous consequences if this is not done; IFRC and PNS to put pressure that work is done and cooperate with regards to financial and technical input;
- Together with communities, decide on definition of “minor repair and maintenance” based on locally available capacity and material recourses;

- Develop and adopt guidelines at BDRCS HQ for shelter maintenance where minor and major repair and the responsibility to carry them out is clarified; disseminate to RC Units and communities;
- BDRCS HQ to lobby at Government level for cost sharing of cyclone shelter repair
- Based on shelter maintenance guidelines, develop simple “Dos” and “Don’ts” for the use of shelter and its equipment and minor maintenance works
- Provide training to group responsible for shelter maintenance on simple assessment of damage and minor repair
- Institutionalise information by community to RC Unit on shelter damage and annual visit by BDRCS technician to shelters to assess damage and make cost estimate
- Exercise the use of DP fund/collect fund from households to undertake improvements of shelter compound and minor maintenance during project life time
- Carry out assessment on situation of DP Fund in all shelter communities and together with communities take a decision on its use; possibly revise DP Fund guidelines;
- Encourage the use of the shelter as school and facilitate registration by the Government; conduct sessions on disaster preparedness and drawing competitions on cyclone;
- Though wooden partitions in shelters are not sustainable, they might be a successful symbolic intervention for gender awareness in particularly conservative communities;
- Toilets and tube-wells upstairs are not sustainable; this might be different after a shelter management and maintenance policy has been developed and implemented;
- Instead of providing stretchers, train community on how to make stretchers from locally available material; this refers also to other Rescue Equipment (plastic bottles for water rescue etc.);
- Establish a system of replenishment of First Aid, TBA and Rescue Box, gum boots etc. through use of DP Fund or other means

3.4 Phasing out and sustainability at institutional level:

- Quarterly project progress briefing sessions at BDRCS HQ under the joint leadership of IFRC HoD and SG or Head of DM Division with mandatory participation of all BDRCS Departments and IFRC/PNS Delegates related to DM
- Define role and responsibility of CPP in the project and closely involve staff in all project activities at field and HQ level; together with Government orient CPP officers properly on their role and responsibility within the project;
- Baseline survey to be carried out in the first months of the project for development of measurable indicators and monitoring & evaluation system
- Unit Level Officer to be closely involved in the project and at least partly funded by it;
- End of project has to be known to communities from the beginning; project approach and strategy explained; phasing out strategy jointly discussed and decided with communities;
- Linkage between Unit and communities from an early stage through life membership, visits to shelter sites, Monitoring & Evaluation system established at Unit level;
- Cost sharing between BDRCS and external partner (RC Movement) for salary and monitoring costs of Unit Level Officer or other staff who will continue to provide minimal support and monitoring after project end;

Annex I: Map of Cox's Bazar District



Annex II: Terms of Reference of the Impact Evaluation

Terms of Reference

Impact Evaluation

of the

**Community Based Disaster Preparedness Programme,
Cox's Bazar, Bangladesh**

Project title:	Community Based Disaster Preparedness Programme, Cox's Bazar (CBDPP CXB)
Location:	Bangladesh, Cox's Bazar District
Total budget:	897.000 EUR
Project duration:	Phase 1: 1996 – 1998 covering 13 shelters Phase 2: 1999 – 2002 expanding to 18 more shelters + 1 service station
Responsible for implementation	Bangladesh Red Crescent Society (BDRCS)
Project partners:	German Red Cross (GRC)
Goal:	The community is able to deal with the impact of cyclone related disaster.
Purpose:	Cyclone-related disaster preparedness has become an integral part of the target population's way of life
Target groups:	Field areas in high risk cyclone prone villages & islands based around 30 cyclone shelters and 1 service station; Approx. 90,000 direct beneficiaries (about 450 families around each shelter) and 120.000 indirect beneficiaries

1. Background

Since the mid-eighties the BDRCS has followed an integrated approach to disaster risk reduction (DRR) that combines disaster relief, disaster mitigation, early warning and development but has a special focus on disaster preparedness (DP). One of the oldest and most important disaster preparedness programmes of the BDRCS is the Cyclone Preparedness Programme (CPP), which has been established in 1976 and disseminates warning signals to cyclone prone communities in coastal areas until now.

But after the large-scale cyclones of 1991 and 1994, and bearing in mind that of 140,000 people that died in the 1991 cyclone more than eighty percent were women and children, the BDRCS with support of their partners decided to strengthen the disaster preparedness of communities living in the vicinity of BDRCS cyclone shelters and to particularly address the specific vulnerabilities of women and children.

The Community Based Disaster Preparedness Programme (CBDPP) in Cox's Bazar (CXB) District of Bangladesh was implemented from 1996 to 2002 by the Bangladesh Red Crescent Society (BDRCS) with technical and financial support from the German Red Cross (GRC). In addition to pioneering the concept of community involvement in shelter maintenance, management and disaster preparedness, the CBDPP CXB exemplified gender awareness and responsive programming.

Taking into account the lessons learned from the Cyclone Preparedness Project (CPP) and different community based disaster preparedness programmes of the BDRCS, the National Society and three Partner National Societies – the British, German and Swedish Red Cross - worked on a new project design, incorporating CPP and community volunteers. As a result of this consortium approach the “Building Community Disaster Preparedness Capacity (BCDPC) Project” has started in April 2005 with co-funding from the European Community. This project is coming to an end in March 2010 and the consortium partners agreed on supporting an additional phasing out period until June 2011. To incorporate the lessons learned of the former CBDPP in Cox's Bazar into the planning for the phasing out period of the BCDPC project it was suggested to evaluate its impact seven years after the withdrawal of GRC support.

The impact evaluation of the CBDPP CXB is commissioned and lead by the German Red Cross in close cooperation with BDRCS, BRC, SRC and IFRC.

2. Information about the Community Based Disaster Preparedness Programme (CBDPP) in Cox's Bazar (CXB)

2.1 Project Goal/ Purpose

The objectives of the CBDP programme at Cox's Bazar at the start and in the final year of implementation are presented in the table below. The Project Planning Matrix (PPM) underwent several changes during the project lifetime. Expected results have been reduced from eight at the start of the programme to five in the final year. In the last year a result on 'phasing out' was added. The changed objectives of the programme had a greater community focus than the previous ones. Importance was given to disaster preparedness at household level and the equipment, maintenance and management of shelters.

Project Planning Matrix at the Start and in the Final Year:

1996 (Starting Year)	2002 (Final Year)
Goal	Goal (Overall Objective)
Impact of disaster and vulnerability of community is reduced; capacity of community for coping disaster is improved;	The community is able to deal with the impact of cyclone related disaster.
Purpose	Purpose
Cyclone disaster preparedness programme is developed for BDRCS at CXB and proved to be successful and sustainable;	Cyclone related disaster preparedness (DP) has become an integral part of the target people's way of life.
Results	Results
1. Awareness campaign is conducted;	1. Disaster preparedness measures are known to and continuously practised by the community.
2. Co-ordination with GOs and NGOs is established;	2. Families are aware of and continuously practice disaster preparedness measures
3. Trainings on disaster preparedness program to BDRCS wing and community are provided;	3. Cyclone shelters are properly managed by VDPCs (equipped, maintained and utilised).
4. Effective in-house monitoring and evaluation system is established;	4. The capacity of the BDRCS, CXB is further strengthened and capable to manage post phase out activities of CBDPP.
5. Approaches and methods for community based disaster preparedness are examined;	5. Phasing out of CBDPP is being carried out in an organised manner.
6. Unit is familiarised with professional project management;	
7. Program is co-ordinating DP activities among all wings of BDRCS;	
8. BDRCS on national level has approved that disaster preparedness programme is to be continued under the permanent structure;	

2.2 Activities

Various activities have been carried out over the course of the seven years and they fall into six categories:

- 1 Community mobilisation and organisation
- 2 Community awareness and capacity building
- 3 Equipping the shelters
- 4 Demonstration of DP measures and provision of DP related supplies to households
- 5 Building linkages with the Red Crescent District Unit and with other Red Crescent programmes in the district
- 6 Project set-up and staff development

2.3 Approach and Methodology

In the absence of a blueprint, the approach of the project evolved from experience. A series of gender sensitive community structures - Micro Groups (MGs), Village Disaster Preparedness Committees (VDPCs) and Disaster Preparedness Squads (DP Squads) - have been developed to ensure coverage of all households and appropriate distribution of leadership as well as roles and responsibilities within a radius of 1.5 km around a cyclone shelter. The programme has developed a set of techniques and relevant staff capacity to maximise community participation in the project cycle at village level, starting from needs assessment, planning, implementation, to monitoring and evaluation. The consistent use of the logical planning framework in project planning has ensured the participation of all key stakeholders including the community. Initially, the programme tried to work closely with the District RC Unit and the CPP. It also tried to co-ordinate with the Government and with NGOs. But this has not been very successful.

2.4 Coverage

The table outlines the progress of shelter coverage over the project period.

Year	No. of Shelters Covered	Thana	Name of the Shelters
1996	3	Moiscal, Chakoria and Teknaf	Materbari, Mognama and Dangorpara
1997	6	- ditto -	3 more: Charpara, Badarkali Block 1 and Chandaliapara
1998	13	- ditto -	7 more: Dhalghata, Taziakata, Fakirakata, Alierdail, Katabonia, Harun Matbarpara and Pokkhali
1999	13	- ditto -	- ditto -
2000	24	Moiscal, Chakoria, Teknaf and Kutubdia and CXB Sadar	11 more: Sonadia, Hariarchara, Chaykuri Tekkapra, Rajakhali, Napitkhali, Purbo Notunghona, Napitkhali, Hazampara, Koiarbeel, South Dhurong, Kurushkul
2001	32	- ditto -	8 more: Zafua, Kakpara, Kariardia, South Miazipara, Tablarchar, North Dhurong, St. Martins, Gomatoli
2002	32	- ditto -	- ditto -

2.5 Positive outcomes of the CDPP CXB

At the end of the project a workshop on Lessons Learned was held with the project staff and representatives of the communities. The participants found that the project purpose (to integrate cyclone related DP in the target people's way of life) as appropriate and relevant not only for the existing project in Cox's Bazar District; it has been recognised as applicable universal to cyclone prone areas as a whole.

The strategy of the project was built around a system of community organisation involving households, Micro Groups, VDPCs and DP Squads, management, maintenance and utilisation of shelters as well as on linkages with various agencies particularly the RC Unit of the District.

The community based approach has been identified as the most effective means of building sustained disaster preparedness that involves the maintenance and utilisation of shelters during cyclones. Detailed recommendations regarding different community structures are in

the report on the Lessons Learned workshop held with the project staff and some community members at the end of the project.

The promotion of gender equality and equity in participation and access to the services and benefits in the CBDPP has paid off and is worth emulation. Apart from that, the cyclone shelters as the nucleus of the CBDP programme have been made woman friendly.

2.6 Fields for improvement in future BDRCS DP (DRR) programming

To ensure continued shelter use and maintenance, the following recommendations have been stated in the “Lessons Learned Report” in October 2002:

- Continue and improve the community based approach in future DP programmes
- Ensure better coordination between different DP programmes implemented by BDRCS
- Ensure that planning for future projects includes clear entry and exit strategies
- Start linkage with local government bodies from an early planning stage, focussing on improvement of shelter infrastructure
- Restrict the focus of future interventions strictly to disaster preparedness (do not introduce additional objectless/erratic activities)
- Three years is considered to be a reasonable time for achieving sustainable community disaster preparedness
- Plan concrete and workable mechanisms for establishing linkage with the RC structure
- Encourage cost sharing arrangements as one means for better project involvement of all partners
- Develop a BDRCS strategy for major repair of the BDRCS cyclone shelters

3. Purpose of the Impact Evaluation

The purpose of the evaluation will be to assess the impact of the Community Based Disaster Preparedness Programme (CBDPP) in Cox’s Bazar (CXB). As mentioned above, the project officially ended in December 2002. A minimum of activities were supposed to be by BDRCS after that or carried out by the communities without external help. The evaluation team will assess which activities introduced by the project had the desired impact (both negative and positive) and to which degree the target communities continue activities introduced by the project for their disaster preparedness.

Special attention will be put on sustainable programme tools which shall then form a basis for the phasing out period of the “Building Community Disaster Preparedness Capacity (BCDPC) Project”. This BDRCS project is currently supported by a consortium of three National Societies (GRC, BRC and SRC), the main funding source is the European Commission.

4. Scope and Focus of the Evaluation

The impact evaluation team will be done in line with the revised project logframe, but also activities which may have been carried out and where not officially included in the logframe (“side effects”) will be considered.

Specific objectives for this evaluation will be:

- To assess the impact the CBDPP CXB has had on the communities' preparedness for cyclones (taking the various small cyclones after the project ended as reference)
- To assess the feeling of ownership for the shelters by the communities and their use and maintenance
- To assess in how far BDRCS NHQ and the BDRCS, CXB are still active in the former project area and the link between the communities and BDRCS staff and volunteers
- To assess which project activities have contributed to the sustainability of DP activities in view of recommendations for other projects
- To take the view and recommendations from the former target communities for future and similar Red Cross /Red Crescent programmes, especially for the phasing out period of the current BCDPC project

5. Evaluation questions

The impact and sustainability will be evaluated on three aspects:

- Household and community level disaster preparedness
- Use and maintenance of shelters and equipment
- Capacity building of BDRCS through the project (both NHQ and CXB Unit level)

All three aspects will be evaluated through observations by the evaluation team, results of the interviews and discussions, but as well from the views and opinions of the interviewed. The evaluation report will clearly give the source of the respective statement and observation (whether it is an observation and analysis by the team or a statement by the target population).

5.1 Household and community level preparedness

- What difference made the project in the lives of the target population?
- What has the target population benefited from the project?
- Which project activities have been the most relevant to the beneficiaries for better cyclone preparedness, which ones were less important, which ones were irrelevant?
- Which DP activities does the target population still carry out?
- Which DP activities did they carry out for a while, have then abandoned and why?
- Do the different parts of the communities feel that women are taking more actively part in decision making regarding cyclone preparedness after the end of the project? In general, in how far has the project changed the target population's view on gender equality?
- Which trainings does the target population still remember?
- Which trainings were found most useful?
- Which groups formed by the project do still exist?
- Did the group formation contribute to disaster preparedness and if yes how?
- Which link still exists between BDRCS and the target population?
- Which support has BDRCS provided to the former target population since the project has ended?
- Which DP activities should be supported by BDRCS in the former project area?

5.2 Use and maintenance of shelters and equipment

- In how far do the communities still have a feeling of ownership for the cyclone shelters?
- Which activities were useful to enhance the feeling of ownership and the use and maintenance of the shelters by the communities?
- What are the main damages of the visited shelters and the reasons for this?
- What are the main obstacles for appropriate use and maintenance of the shelters?
- Which actions could improve the use and maintenance of the shelters (actions taken by the communities on the one hand and BDRCS on the other)?
- Which of the equipment provided by the project does still exist? Which is still functioning? Which is still in use?
- Where is the equipment stored, who has responsibility and who is using it?
- What are the main obstacles for the maintenance of the equipment?
- Which equipment provided was necessary and which was not appropriate?
- Which equipment should be provided to a cyclone shelter/responsible group of people?
- Which equipment should be provided to most vulnerable households?
- Does the DP Fund still exist, how is it maintained, how much is it and what it is used for?

5.3 Capacity building of BDRCS through the project (both NHQ and CXB Unit level)

- What added value had the project for BDRCS?
- How relevant was (or still is?) the project for BDRCS?
- Does BDRCS still have a feeling of ownership for the former project and what are the indicators for this?
- Which link still exists between BDRCS and the target population?
- Has the input provided to the project (activities, number of staff, length of project) been adequate (too much or too little) in view of its impact to date?
- Which activities have been carried out by BDRCS after the end of the project and for how long?
- Which training and awareness material developed by the project is still available at BDRCS and which is used actively?
- How many former project staff are still working with BDRCS and how many from them are still working in the field of DM?

6. Methodology

The Evaluation Team will try to get answers to the above questions by various methods, mainly:

- Secondary data review: Project documents (as far as available), evaluation and workshop reports of the project and other DP projects, literature on disaster risk reduction etc.
- Individual and group interviews with BDRCS staff at HQ and field level (former project staff, other BDRCS staff, Unit staff, volunteers)
- Interviews with local government officials
- Interviews with target population: Specific target population (most vulnerable), wider target population (other community members, influential people of the community)
- Group discussions with target population

- Informal discussions with BDRCS staff, volunteers, target population during field visits and at BDRCS HQ
- Observations in the field when visiting the shelters and villages
- Standard questionnaire (if HR and time available) amongst target population

With regards to visiting shelter areas and communities the following factors should be taken in to consideration:

- communities included in the programme between 1996 and 2002
- communities which were affected by the small cyclones since end of the project
- areas where BDRCS CXB unit is still engaged and where it is not engaged
- communities which are well connected to infrastructure and more remote communities

7. Presentation of results of the Evaluation

The evaluation team will present its preliminary findings to the Cox Bazar Unit and at BDRCS HQ in formal meetings. Other Red Cross movement partners will be invited to join. Afterwards, the evaluation team will produce a report which will include an Executive Summary (max. 2 pages), a main part with findings and recommendations (max. 25 pages) and Annexes. The evaluation report will be available in hard and soft copy with GRC and BDRCS for further dissemination.

Apart from that, GRC HQ will facilitate a telecom de-briefing with Consortium partners to be followed up internally with Consortium and BDRCS for integration of results in planning of BCDPC project phasing out.

Based the BDRCS's mandate and capacity the recommendations of the report should provide answers to the following questions:

- What impact did the project had on household and community level disaster preparedness?
- What are the main challenges and recommendations with regard to present shelter use and maintenance for both - community and BDRCS level?
- Which main DRR activities should future projects in cyclone prone areas include?
- What experience (lessons learned) from the phasing out of the CBDPP CXB project can be used in the BCDPC project?
- What kind of engagement of Movement partners might be reasonable in this context?

8. Composition of the evaluation team and reporting lines

From GRC:

- Dr. Hanna Schmuck (consultant; Team Leader)
- Dr. Thorsten Klose (GRC HQ, DRR advisor)
- Mr. Simon Salman (GRC Dhaka, Head of Office)

The team members from GRC will report to the Team Leader during the evaluation. The Team Leader will report to the Desk Officer for Bangladesh at GRC HQ, but will closely cooperate with the coordinator of BDRCS for this evaluation. The GRC Head of Office will be in charge for arrangements regarding logistics and accommodation for the GRC team members. With regards to security, GRC team members have to follow IFRC Security Guidelines and the HoO will advise them on these.

From BDRCS:

- Mr. Ekram Elahi Chowdhury (BDRCS HQ, DD/Project Manager, counterpart of GRC Team Leader during this evaluation and coordinator on behalf of BDRCS)
- Mr M. A. Halim (BDRCS HQ, DD/In-charge, Intl. Relations)
- Mr Nurul Amin (BDRCS HQ, Training Department)
- Mr. Akram Ali Khan (BDRCS CXB Unit Level Officer)
- Volunteers of CXB RC Unit for field support (Saokat Iqbal Marshal)

9. Proposed Timeframe

The evaluation will take place in October. The Team Leader and GRC DRR Advisor will be in Bangladesh from October 6 to 18 for meetings at BDRCS HQ, BDRCS Cox's Bazar Unit and field visits. The Head of Asia of GRC HQ will also be in Bangladesh at the end of their mission, in particular to take part in the meeting of the Team with BDRCS at HQ when the preliminary findings of the evaluation are presented

The preliminary findings of the evaluation will be presented to BDRCS HQ and other Movements partners on October 17 or 18 in a formal meeting in Dhaka. The draft report will be made available to GRC and BDRCS for comments before finalising. The final report will be available at GRC by the end of 2009 for sharing it with BDRCS and others.

13. Suggested Reference Material

	file
CBDPP CXB	
Evaluation of CBDPP CXP, phase 1 (97/1998)	pdf
"Lessons Learned" report from the CBDPP CXP, phase 1+2 (10/2002)	doc
CBDPP CXB, VDPC Giudelines for 30 cyclone shelters	doc
CBDPP CXB, flyer (1996 – 2002)	pdf
CBDPP CXP, latest logframe not available any more at GRC/NHQ	
Others as suggested by former BDRCS staff on the spot in Dhaka	
BCDPCP (Consortium project) for comparison	
Assessment report, John Bales, 11/2005	doc
EC project proposal	doc
BCDPCP latest logframe (info to be provided by BCDPCP staff in Dhaka)	
Mid Term Evaluation (2008)	doc
Latest quarterly report	doc
Others as suggested by BCDPCP staff on the spot in Dhaka	
Other relevant documents	
BDRCS DM Strategy (2005 – 2008)	doc
BDRCS DM Strategy (draft 2009 – 2012) provided by BDRCS on the spot	
Lessons Learned from CPP (report 10/2003)	doc
Lessons Learned from CBDP (report 11/2003)	doc
Joint Lessons Learned from CPP and CBDP (report 11/2003)	doc

The reference material will be provided on a CD/DVD in advance.

Annex III: Guidelines for questions at shelter sites and communities

General information obtained through *physical* observation and first questions at a shelter:

Date of visit:	Time of visit:	Name of shelter/community, Union, Thana:
Number of households:	Main income sources:	
Condition of shelter:		
Main damages of shelter:		
General impression of maintenance of shelter and equipment:		
Month and year of last repair by community:		
Month and year of last repair by external agency (BDRCS etc.)		
Use of shelter during normal times as:		

Questions to be asked during unstructured interviews:

A. On the project and its activities:

- A.1 Do you remember the CBDPP CXB and what was the main benefit for you and the community?
- A.2 What were the main activities? (if time allows, use the attached list)
- A.3 Which activities did you carry out after the project ended (2003 to now)?
- A.4 Which activities would you like to carry out, but need external support? And what kind of support (HR, material, equipment, money)?

B. On the equipment:

- B.1 Which of the equipment do you remember was distributed?
- B.2 Which of the equipment is still used? By whom? For what?
- B.3 Can you show us the equipment? Who is responsible?
- B.4 Which equipment was most useful, which less?
- B.5 Which other equipment would have been useful for cyclone preparedness?

C. Dealing with cyclones:

- C.1 When was the last cyclone and what was the impact and damage?
- C.2 Did you know the cyclone was coming? If yes, from whom/how?
- C.3 What did you do as soon as you knew a cyclone was coming?
- C.4 What was the procedure to get people going to the shelter?
- C.5 What did you do during the cyclone?
- C.6 What did you do during the first days after the cyclone?

D. Use of shelter and maintenance:

- D.1 What is the shelter mainly used for during normal times?
- D.2 Who is taking a decision on shelter use during normal times?
- D.3 What equipment is stored in the shelter and who is responsible? (question + physical check)
- D.4 When was the last time (month and year) when people went to this shelter due to a cyclone warning and how many people were in there?
- D.5 How many of them were women and children?
- D.6 Did they bring anything with them and if yes what?
- D.7 How long did people stay in the shelter?
- D.8 Who took the lead in taking care that everything went smooth when people stayed in the shelter?
- D.9 Who cleaned the shelter afterwards and put things (equipment) back to place?
- D.10 Which equipment was used during the cyclone warning (and the cyclone, if any)?
- D.11 What kind of minor maintenance did the community carry out?
- D.12 (*Schools at shelter*: Is the shelter still used a school? Is the school officially registered? Are the teachers payed? If yes, by whom? How many students are taking part in the lessons?)

E. Groups / Coordination:

- E.1 Is the VDCP still existing? If yes, how many members and how many from them are women? What are the main tasks and activities?
- E.2 Same questions for DP Squad and Micro Groups (here to ask how many male and how many female Micro groups exist in the community)
- E.3 With whom (e.g. local authorities, BDRCS branch, NGOs) do you coordinate and how? (e.g. regular meetings)?

F. Household level preparedness (questions during household visits):

- F.1 What measures do you undertake to make your house cyclone resistant?
- F.2 What steps does your family take when you get a cyclone warning?
- F.3 What are the men in particular doing and what are the women doing?
- F.4 Who is taking care of children and old people during a cyclone warning/when a cyclone is coming?
- F.5 Show us equipment and material distributed by the CBDPP CXB and what is it used for?
- F.6 Any other organisation who carried out cyclone preparedness and which activities did they introduce?
- F.7 What are the main difficulties to prepare for cyclones and how could they be overcome?

List of main activities carried out by CBDPP CXB (as per Lessons Learned report):

(To be asked during structured interviews)

Activity	Community remembers	Community still carries out/uses	Usefulness (1 = very, 2 = quite, 3 = not so)	Wish for support
Micro Group formation and meetings				
VDPC formation and meetings				
DP Squad formation and meetings				
Use of DP awareness material: posters, bill boards, leaflets, booklets, calendars				
Community planning on disaster preparedness				
Video shows and dramas				
VDCP Action Plan development and implementation				
T-Shirts, aprons and badges				
Establishment and maintenance of DP Fund				
Evacuation drills, mass gathering and rallies				
Linkage of VDPCs with other local service providers (government and non-governmental agencies) at Union and Upazila level				
Nursery establishment for income generation				
Nursery management training for VDPCs				
Construction of pillars for anchoring boats during cyclones				
Training on DP and RC Movement				
Leadership training				
Training of Trainers				
Training on CBFA, Search & Rescue and Warning Dissemination				
Orientation on diarrhoea management				
Water drums, First Aid and TBA kits				
Wooden partition in shelter, grill gates, steel cupboards, signal flags, lanterns, warning lights				
First Aid and Rescue equipment for DP Squad				
Community contingency plans				
Construction of boundary and fence around shelters				
Maintenance of tube-wells in communities				
Distribution of coconut and other saplings				
Food and water storage containers				
Cyclone resistant housing				

Annex IV: DP Fund Guidelines

DP fund Establishment, purpose and its use

The DP fund will be established under the auspices of VDPC in the shelter area of the CBDPP, CXB and the source of the fund will be as follows – voluntary monthly subscription of the families living around the vicinity of 1.5 Km radius of the RC shelter, donation, and income from shelter land (cultivable land, ponds, tree etc.).

Ownership of the DP fund

The micro group members of the VDPCs who are depositing monthly subscription to DP fund are collectively owner of the fund. The DP fund does not belongs to any individual. The members who are contributing in the DP cannot ask refund of their contribution. It is necessary to take consent of the members for the use of DP fund for minor shelter repair or for any other development work.

Purpose of the DP fund

- a) To ensure provision of emergency relief to the affected population after a disaster
- b) For the minor repair/maintenance of cyclone shelter

Formation of DP fund

- a) Monthly subscription of the micro group members
- b) Opening of account in a nearby govt. bank to keep the subscription/income of the DP fund. Also to ensure that no one can keep the collected subscription with them.
- c) Any type of donation is accepted, but this clearly reflected in the cash book.
- d) The account will jointly operated with the signatures of the following persons, the concerned project officer of the CBDPP, CXB and any one of the following VDPC office bearers – Chairman, Secretary or Treasurer.
- e) After the phasing out of the CBDPP, CXB project and withdrawal of the concerned project officer the account will be jointly operated by the VDPC Chairman, Secretary and Treasurer.
- f) The fund from the bank can be drawn on the basis of the approved resolution of the VDPC monthly meetings where two/third members of the VDPCS are present and the purpose of the work for which fund is needed is clearly to be mentioned in the resolution. A copy of the approved resolution should be attached with the cheque sent to the bank for withdrawal of fund.
- g) A cash book should be maintained for the transaction of the fund.
- h) Receipt should be provided for the collection of monthly subscription from member, donation or for any other income.

Use of DP fund

- a) After the cyclone as per the decision of the Emergency General Meeting of the VDPC up to 35% of the fund can be withdrawn to provide emergency relief to the affected population.
- b) An amount of Taka 1000/- can be expended for the minor repair maintenance of the shelter annually.
- c) As per the decision of the VDPC after the year 2002 the VDPC who have exceeding deposited amount of Taka 20000/-. the additional deposit can be invested to purchase govt. saving certificates.
- d) The DP fund can not be used for micro credit scheme.
- e) The VDPC should provide all information regarding the DP fund to BDRCS.

- f) All vouchers related to expenditures for the purchase of emergency relief, minor repair/maintenance of shelter should be preserved properly.
- g) The DP fund should not be used for any purpose which is not in line of its objective.
- h) The annual accounts of the DP Fund should be checked and audited by the district RC Unit, BDRCS A/c. Dept. or by an external auditor.
- i) The annual audited accounts report should be submitted to the BDRCS NHQ.

Use and maintenance of income generating equipment

Beside the DP fund, the VDPC's should ensure the proper use and the generation of income for DP fund from the equipment (such as mike, pump machine, sewing machine etc.) provided by the CBDPP, CXB. Also ensure, that these equipment should not be used by individuals for personal purpose. The income generating equipment should be used in the following manner:

- a) Raising the money for DP fund by renting the equipment.
- b) Using the collected rent for the repair/maintenance of these equipment.
- c) Book the income into the cash book of DP fund, deposit the income in the bank account and place the account for the information of the members in the monthly VDPC meeting.

Annex V: Summary of DP Fund Monitoring through CBDPP Project Team (2002)

Source: CBDPP CXB Project documents

With the aim of helping the VDPC and micro group members to manage DP fund in the most effective and accountable way possible, the DP fund monitoring drive was conceived.

The DP fund is an imperative component of CBDPP and primacy of the fund is highly recognized in mitigating human sufferings in disaster situation and that all our actions needing to be directed to underpin the sustainability of the fund.

In fact the phasing out makes it necessary to launch a drive for collecting information on DP fund status and its management system on priority. A threadbare assessment in the DP fund was needed before execution of bank operation jointly signed by VDPC chairman, or Secretary and Treasurer following withdrawal of signature of project officer from DP bank accounts.

In this backdrop a voluntary drive on DP fund monitoring to each shelter based VDPC (not obligated by the APO-02) commencing from Aug/02 was carried out by the programme officers. Till writing this report, DP monitoring in the following shelter areas have reportedly been completed;--

--Dangorpara	Teknaf
--Aierdeil	"
--Chandalipara	"
--Katabonia	"
--Hajampara	"
--Pokkhali	Chokoria
--Taziakata	Moiscal
--Hariarchara	"
--Jaffua	"
--Purbanutughona	Chakaria
--Matarbari	Moiscal
--Charpara	"

The initiative of DP fund monitoring also provided the staff and member of VDPC an ample opportunity to gain access to the information about the status of DP fund, its trends, and accountability system etc. The DP fund situation has been substantiated by informative and independent reports of each VDPC.

Acknowledging this drive as one of the most appropriate step of CBDPP, the concern officer and VDPC have agreed that if such monitoring drive had been initiated earlier this year the transparency, accountability and overall management of the fund would have been more strengthened and well managed.

The reports that have collected from the respective shelter / VDPC as regards DP fund will be attached herewith. The remarks and recommendations based on the assessment reports are compiled from collected information, data and from discussion with VDPC leaders and micro group members.

Remarks:--

Status of DP fund--The updated collection of DP fund seems neither dis-appointing nor promising but it will be remained in an acceptable level if the propensity to rise in DP fund is increased further. It could also be a commendable effort on the part of the community if the propensity to fall in the DP fund as evidenced from the reports was prevented earlier. The DP fund has not been collected through subscription alone rather other sources also contributed to add a good amount of money into the DP fund. The most effective sources of DP fund were the distribution of DP materials, sapling, rescue materials, nursery etc. It is true, if no other sources were existed in the DP fund approach the present deposits would stand just half of the current status.

Trends:--

- (1) The VDPC chairman and Secretary have a tendency to hold cash in hand without proper receipt or document.
- (2) Beneficiaries are becoming less optimistic towards DP fund. As there is no sign of micro credit disbursement in the CBDPP rather the concept of prohibited credit activities laid down in the VDPC guidelines led to utter ambiguity and pessimism among the micro group members about viable use of DP fund in future.
- (3) Irregular payment of subscription and in some cases stopped paying is a common scenario in the most VDPC. As a result better management of DP fund could not be reinforced since the fund came into being. Moreover continued lack of persuasion, motivation and inadequate dissemination and sharing of DP information with the micro group member are obviously the main stumbling block for smooth functioning of DP fund.
- (4) VDPC and micro group meeting is one of the most supportive occasion for implementing the programme at the field level, which has a close connection with the collection of DP fund. Less priority has apparently been given in organizing micro group and VDPC meeting, as it was perceived from the records of staff deployment chart. Before recruitment of COs it was quite impossible to conduct minimum number of micro group meeting by F.O while they used to cover up to 4-5 shelter areas each.
- (5) Accounts & record keeping of DP fund in each VDPC have still been maintained in informal way, which should have been done in a formal and professional manner. Proper account keeping can't be possible on the part of VDPC members and treasurer unless they undergo an Accounts Training Programme suited to their level of education and knowledge.
- (6) There is no substantial ground for believing that the DP fund and bank operation under direct supervision of VDPC will always remain secured and free from misappropriation, embezzlement or will not be affected by ambitious plan of investing fund in the business or micro credit or involving in insidious activities in future.

The CBDPP during the last seven years could neither trained men and women in the VDPC/ community in financial management nor oriented them in dealing with cases of fund misuse and corruption. The CBDPP has got a long way to go particularly in making improvement in the management system of DP fund before it hand over responsibility to the community people.

In the concluding remarks of last "narrative report"(for April--June /02) it was mentioned that the sustainability of CBDPP is depends on;--

- (a) Perfect perception of VDPC guidelines by the member of VDPC and micro groups
- (b) Activating shelter-based life members (both old and new) in the CBDPP.
- (c) Proper orientation on management of shelter and DP fund.

In the backdrop of the above, the CBDPP started providing one-day orientation on VDPC guidelines in late JULY/02. And DP fund monitoring was initiated in AUG/02.

One-Day orientation on VDPC guidelines is not good enough to produce quality training or discussion consistent with the level of knowledge of community people. It should have been provided with the help of module needs to be specially designed matching with community people.

The CBDPP intending to establish linkage with R.C.Unit has already enrolled 200 new life members around the shelters. This initiative on the other hand is likely to open new arena for the CBDPP for working together with a pool of life members as an emergent leader.

The continued participation of nominated life members as representative to the VDPC will depend on how they have been oriented or being sensitized about CBDPP. Sensitization is the most basic need of any group or person before engaging in the new roles and responsibility can only be achieved through organizing convention, orientation.

The above mentioned issues are the major setback to the achievement of sustainability of the CBDPP programme. The CBDPP before completing its handing over formalities will require in particular to bring about;

1. An improvement in the management of DP fund,
2. To provide demonstrated understanding about VDPC guidelines to the VDPC and micro group member.
3. To sensitize the newly emerged pool of life members around shelter areas about CBDPP and future roles.