

Appeal 2001-2002

 International Federation
of Red Cross and Red Crescent Societies

Bangladesh (Appeal 01.35/2001)

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1. Institutional and Resource Development	1,735,253
2. Disaster Response	202,247
3. Disaster Preparedness	3,069,099
4. Health and Care	324,558
5. Humanitarian Values	125,298
6. Coordination and Management	404,494
Total	5,860,950



Introduction

National Context

After a devastating liberation war, Bangladesh became independent in 1971. The country continues to rely on international aid: 95 per cent of its development programmes are financed from abroad and 95 per cent of its budget is taken up in interest payments on its foreign debt.

With GNP per capita only USD 283, Bangladesh ranks 150th among the world's nations on the UN Human Development Index. Alleviating poverty is the number one national development objective. Sixty percent of the children experience moderate to severe malnutrition. Life expectancy is 58 years. With a population of nearly 130 million, Bangladesh still has an annual food deficit of about two million metric tons. Fifty-six per cent of children under the age of five are underweight and the under-five infant mortality rate is 109 per 1,000. In 1998, 38.9 per cent of the adult population was literate.

Bangladesh has achieved about 97 per cent coverage for safe drinking water and has reduced its rate of population growth to 1.75 per cent. Some universally-acclaimed innovations in poverty alleviation, primary health care and water supply originate in Bangladesh: micro-credits for the poor through the Grameen Bank, Oral Rehydration Salts (ORS) for the treatment of diarrhoea, and Tara pumps for the extraction of ground water.

Bangladesh is also extremely vulnerable to natural disasters and disaster mitigation is therefore one of the main concerns of the Government. Between 1987-1996, Bangladesh had an average each year of over 44,000 deaths from disasters - the highest average figure in the world. Because of its location, the country is one of the most disaster prone in the world. Placed between the Himalayas and the Bay of Bengal and crossed by large rivers draining rainwater from an area 11 times larger than its own, it is vulnerable to annual cyclones, tidal surges, tornadoes, floods, drought and cold spells. Rapid and severe river erosion aggravates conditions for people living along the great rivers. In 1998, Bangladesh was in the grip of the worst floods in its history, engulfing two-thirds of the country and affecting over 31 million people in 52 of the country's 64 districts.

The political situation in Bangladesh in late 2000 was calm and the economy was still growing at three to five percent a year. At the same time, intractable problems continue to hamper progress. They include: rampant student unrest, the growing gap between rich and poor, rapidly increasing population in cities and slums, legal justice that is out of reach of the poor, and politicians who remain provincial and partisan. Marginalized rural landless and farmers who lose their land because of river erosion move to land dangerously vulnerable to cyclone and flood. Arsenic-contaminated tube wells threaten and frighten people, while increased river control in the catchment areas creates floods and drought.

National Society Priorities

The Bangladesh Red Crescent Society (BDRCS), has a legacy of activities on the ground since 1920. Given the level, frequency and intensity of disasters in the country, it has been primarily involved in disaster response in the form of emergency relief operations, chiefly providing food and medical services. During the last four years, it launched Emergency Appeals for operations in every district of Bangladesh.

The curative side of health care is the main focus for its health programmes, run through 9 hospitals and health clinics, 60 MCH centres and 2 blood centres and -- increasingly -- community based services.

The country wide mandate of the National Society requires a strategy which focuses strongly on capacity building and disaster preparedness of all 68 branches, each of which is responsible for a population varying between 300,000 in the hill tracts to ten million in Dhaka city.

The BDRCS development priorities are as follows:

- To strengthen the overall organisation, the National Headquarters and the local Branch network, and its management, staff and volunteers, in order to achieve the characteristics of a well functioning and, eventually, self-supporting National Society.
- To increase protection and assistance to the most vulnerable people through appropriate response and disaster preparedness measures.
- To improve health and blood services, and to promote socio-economic development in the weakest sections of society.

Priority Programmes for Federation Assistance

The Bangladesh Country Delegation has been supporting the Bangladesh Red Crescent Society to build its capacity at all levels since 1986.

As larger numbers of the population become affected by worse disasters, disaster response becomes an increasingly important political issue, and the BDRCS and its internationally-supported relief operations become more attractive as a political platform and resource. This is a constant threat to the integrity of the National Society, at both central and district level, and the issue needs to be addressed through vigilance by the Federation and sustained support for institutional development.

Federation assistance focuses on five distinct spheres, maintaining priorities first established in 1995:

- Institutional development programmes and programme components at national headquarters and branches.
- Disaster response.
- Disaster preparedness programmes: the Cyclone Preparedness Programme (CPP) and the community-based disaster preparedness programme (CBDP).
- Community Service Programmes.

- Technical assistance in designing expanded health and blood services programmes.

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1. Institutional and Resource Development

Background and progress to date

After serious deficiencies in governance, management, accountability and performance of the Bangladesh Red Crescent Society (BDRCS) were identified in 1993, the Federation, acting on the recommendations of a donors meeting in 1994, engaged the international management consulting firm, Arthur D. Little (ADL), to carry out a thorough review of the Society. Its report proposed a range of measures designed to make the organization more effective. The BDRCS leadership, the main participating National Societies and the Federation Secretariat agreed to take this review as a base line for a reorientation strategy.

The ADL study focused on two obvious problems, governance and management. The institutional response to the ADL recommendations was the implementation of an Institutional Development (ID) programme. According to the Federation's definition, "Institutional Development includes the issues of identity and functions (mission, legal base and constituency), governance and organizations (structure, systems and procedures), as described in the *Characteristics of a well-functioning National Society*".

The Institutional Development process began gradually during 1995, and became firmly established with the assignment of an ID delegate to the Federation delegation in late 1995. One of the ADL report recommendations was to give high priority to ID in national headquarters and in the Units (Branches). Revitalization of the Units in all Districts was considered important in order to provide a firm foundation for the society as a whole.

ID programme planning used a participatory approach to ensure that both national headquarters and the Branches would develop activities that they could handle, and considered relevant. The Federation delegation has played an important role in fostering a culture in which the ID of the National Society is seen as the task of every delegate and national staff, including those with technical functions. ICRC adopted the same approach in its support for dissemination, tracing and information functions of the national headquarters and the Branches.

Currently, the BDRCS has two programmes focused on Institutional Development:

- National Headquarters Capacity Building programme
- District Branch Capacity Building programme.

In addition, its Chittagong Hill Tracts programme is designed to develop branches in this area.

National Headquarters programme

BDRCS drafted a 5-Year Plan of Action (1998-2002) seeking to modernize its governance functions, decentralize the decision making process, introduce a new financial management system, develop human resources and strengthen the capacity of both newly created departments and existing departments at national headquarters.

From 1996-1998 considerable progress was made despite a serious lack of funding, but in 1999 progress slowed, due largely to a large flood/river erosion relief operation and a lack of funding. Now there is a strong need to revitalise this process.

District Branch Institutional Development programme

The District Branch ID programme was linked to a Community Service programme (CSP) and it covered Branches located in less disaster prone districts. The programme started in 1997 with minimal funding, which shrank further in 1998. The strategy for Branch development was then changed, and institutional development of the Branches became an integral component of all programmes implemented through the Branches.

There is a component of Branch ID in the community based disaster preparedness programme being carried out in 23 Branches and in the Post-Conflict Rehabilitation programme taking place in three Branches in the

Chittagong Hill Tracts. Ten Branches are also included in the Community Service programme, although there is little activity. Branch ID is also integrated into the bilateral programme support provided by the Japanese and German Red Cross in three districts in the south. In total, therefore, there is an active ID component in 36 out of 68 districts.

A shift of focus from institutional development to capacity building occurred in 1999. Capacity building is a broader term that includes the four components: institutional development, financial resource development, human resource development and effective National Society programmes.

The BDRCS has had long exposure to the concept of ID/Capacity Building with large numbers of board members, staff, representatives from branches and volunteers participating in ID workshops and training sessions. The society has undergone a thorough self assessment, and there is a high degree of awareness, and a fair understanding of what needs to be done.

In the year 2000, no fewer than three management reviews -- a CBDP mid-term evaluation, and a DP and an ID review -- took place. The following recommendations from the ID review cut across all three, plus the ADL report. They provide the framework for the society's current and future capacity building efforts.

- Ensure that Capacity Building is understood by BDRCS Board and top management as a continuous process that needs to be constantly in focus, monitored and adapted to shifting realities.
- Top priority should be placed on finding a comprehensive set of actions that can realistically be financed and implemented according to a fixed time schedule.
- Appoint a task force responsible for implementing a POA based upon a revised set of prioritised objectives spelled out in a strategic Capacity Building Plan.
- Engage a long term consultant to help facilitate and monitor the capacity building process.
- Revise the constitution in order to give BDRCS an up to date, simple and flexible foundation.
- Increase in country financial resource development through property development and fund raising.
- Implement a scheme to terminate excess staff contracts, and attract qualified staff for key positions.
- Delegate more authority and responsibility in order to empower proportionately managers and officers at national headquarters and units in districts.
- Learn from other organizations in the country.
- Undertake an analysis of, and develop a systematic plan to address gender and class issues throughout the BDRCS.

Goal The overall goal is to transform the BDRCS into a "Well Functioning National Society" with a network of active Units (Branches) in all districts, capable of carrying out activities in accordance with the Principles of the Movement, and motivated to improve the lives of vulnerable people by mobilizing the power of humanity.

Objective 1 Appoint a Task Force responsible for implementing a Plan of Action (POA) based on a revised set of prioritised objectives spelled out in a strategic Capacity Building Plan by the end of 2001.

Activities to achieve objective 1:

- The BDRCS Chairman and Secretary General appoint a Task Force (and serve as task force members) to implement a plan of action based on a revised set of prioritised objectives spelled out in a strategic Capacity Building Plan. Representatives from the Federation and participating National Societies should be included on the task force.
- Facilitate a workshop on developing SMART objectives, milestones and indicators for BDRCS decision makers appointed to the task force.
- Organize regular meetings of the task force to prepare a revised Capacity Building Plan.
- Issue quarterly progress reports to key stakeholders.

Objective 2 Revise the constitution in order to give BDRCS an up to date, simple and flexible foundation.

Activities to achieve objective 2:

- Appoint a multidisciplinary task force, including representatives from management and governance, to propose a revision of the constitution and follow up with the proper authorities in order to obtain the approval of Parliament for the amendments.

Objective 3 To increase in-country financial resource development through property development and fundraising by 2003.

Activities to achieve objective 3:

- Develop a POA based upon the final report on the Property Development Feasibility Study and exploit BDRCS properties to develop a financial base for the society.
- Revise financial management policies and decentralize financial management in order to fully utilise funds for programme/staff support.
- Develop a marketing plan, strategy and materials focused on poverty alleviation, and target potential donors for community based programmes.

Objective 4 To implement a scheme to terminate excess staff contracts and attract qualified staff for key positions.

Activities to achieve objective 4 :

- Develop criteria for implementation of a staff redundancy scheme.
- Prepare a staff redundancy plan and apply for funding from participating National Societies.

Objective 5 To install greater delegation of authority and responsibility in order to empower managers and officers at national headquarters; to continue strengthening key management support systems.

Activities to achieve objective 5:

- Delegate responsibilities and authority to the Secretary General, Deputy Secretary General and Divisional Chiefs to enable them to realize the vision and missions of the society in all areas of activity.
- Empower the Directors with proportionate authority to carry out day to day implementation of the activities listed and scheduled, with a time frame.
- Delegate and assign district officers to follow instructions/orders in carrying out activities in the districts.

Expected results

- A revised Capacity Building Plan of Action, with particular emphasis paid to addressing gender and class imbalance issues, will have been developed by the BDRCS and implemented in every field of management and operation.
- A revised constitution that allows the BDRCS to reorient its activities to serve the most vulnerable in conformity with Strategy 2010 will have been developed, written and promulgated. This new constitution will also conform with the Movement's guidelines for National Societies' Statutes.
- BDRCS Financial Resource Development POA and policies will have been developed and implemented. Strategies and materials focusing on community based micro-credit schemes will have been developed, and donors approached for funding.
- A BDRCS staff redundancy plan will have been developed, funding secured from donors, the plan implemented and qualified staff hired.

Indicators

- Capacity Building Plan developed and implemented.
- New constitution written and promulgated.
- Society's financial base developed, based upon report recommendations; community based micro-credit donors approached and support materials/strategy targeting these donors developed.
- BDRCS redundancy plan developed, funded and implemented; qualified persons hired.

Critical assumptions

- BDRCS management and Governing Board maintain their commitment to reforming the BDRCS into a well functioning National Society by revising the constitution, and updating management, human resource and financial policies.

- Adequate resources are obtained from a broader range of participating National Societies to finance reform oriented programmes and fund core costs, plus engaging a long term consultant.
- The country remains politically stable (the year 2001 is an election year); politically motivated strikes (hartals) are likely and seriously disrupted work schedules and plans can be expected.
- No major natural disaster strikes Bangladesh, requiring a shift of resources to large scale relief operations.

Monitoring and Evaluation arrangements

A reporting system for district departments and divisions will be initiated on a monthly and quarterly basis. A long term external consultant will be hired to monitor and facilitate the capacity building process: the person will spend two weeks with the BDRCS on a quarterly basis. BDRCS management and key personnel from selected departments will regularly monitor programmes that they also coordinate.

Key Federation delegates including the head of delegation and finance/administration delegate will work with BDRCS to facilitate and monitor programme progress, using regular reporting mechanisms.

External evaluators/consultants will be engaged as needed to assist with programme monitoring and evaluation.

CHITTAGONG HILL TRACTS DEVELOPMENT PROJECT

Background and progress to date

The Chittagong Hill Tracts (CHT), in the only mountainous region of Bangladesh, is a region inhabited by about 1 million people, representing 13 ethnic groups. It endured more than 22 years of internal insurrection during which some 60,000 tribal people sought refuge in India, before the signing of a Peace Accord in December 1997 between the government of Bangladesh and Parbatta Chattagram Jana Sanghati Samity (PCJSS) freedom fighters brought the conflict to an end. The accord undertook to uphold the political, social, cultural, educational and economic rights of all the people of the CHT region and to expedite the socio-economic development process in the area.

Today, besides having even worse problems of poverty, disease, and illiteracy than other parts of Bangladesh, the CHT must also struggle against civic inertia, a sense of discouragement and inter-group tensions that are part of the aftermath of the conflict.

The BDRCS, in co-operation with the International Federation, provided relief assistance to the returnees and members of PCJSS during the process of the peace treaty and continued relief until late 2000. The Federation launched an Emergency Appeal in February 1998 to fund the relief and rehabilitation of returnees, the development of community services for an additional estimated 120,000 beneficiaries and the introduction of disaster preparedness and health programmes benefiting a very large part of the total CHT population. The successful implementation of the relief operation by the BDRCS, supported by the Federation, earned them the respect of the tribal people, while the government saw the BDRCS as a dependable partner in its relief effort and potentially a leading development player.

During the course of the relief operation, The BDRCS/Federation recognized the need for socio-economic development programmes aimed particularly at the ethnic communities.

Rather than rush in and start development in a haphazard way, the BDRCS used the relationship built up with various tribal communities during the relief operation. It began its development programme with a series of two-day participatory workshops in each of the three districts of the CHT in November 1999.

An experienced local Facilitator was employed and the services of the Federation's coordinator (trained in the Local Capacities for Peace (LCPP) Methodology) were utilised to ensure that the Development Programme planning was designed in partnership with the people of the CHT, in a manner which will enhance cooperation between communities.

Representatives from all political parties, from NGOs, government Health and District Public Health Engineering department, the CHT Development Board, the Parbattya Chattagram Jana Sanghati Samity (PCJSS), the tribal groups, the Bengali settlers, women's groups and BDRCS and Federation took part in the workshops. Often verbal conflicts broke out between tribal groups and Bengali settlers as old hurts were

raised and debated. This acted as a conflict resolution process and many wounds were healed. Finally, through the workshop, BDRCS was able to come up with a well planned and coordinated Plan of Operation for sustainable development, in which people representing all sectors of the CHT population had participated.

During the past two years the capacity of the BDRCS in the CHT and at national headquarters has been gradually developed. The BDRCS has a Unit Office in each district with a Unit Level Officer and a Unit Executive Committee. The Secretary General in national headquarters is in overall charge, and the Director of the Disaster Management Division keeps programme oversight, with authority delegated to a project director and deputy director and a project team.

Local Capacities for Peace Project: (LCPP)

An integral part of this programme is using the Local Capacity for Peace framework in every aspect of the programme to ensure that 'No Harm' is done to the sentiment and interest of any group living in CHT, and that implementation supports the reduction of tension between the ethnic groups. (The Federation currently assists in post conflict rehabilitation in 22 countries including Bangladesh. The Local Capacities for Peace Project has been launched in 3 countries, Ethiopia, Tajikistan and Bangladesh, with the objective of closely studying the post conflict situations in these countries, analysing the impact of Federation supported activities and developing programming tools and strategies to guide future operations.)

The LCPP in Bangladesh was linked with the CHT programme and started modestly in March 1999. It was initiated by the Federation primarily to look into the impact of aid in conflict areas and see if it does any harm at any stage. The "do no harm" approach is part and parcel of the whole BDRCS/Federation approach to the CHT development programme.

An Orientation Workshop on concept and methodology was held in March 1999 and a LCPP workshop/seminar was held in September 1999 in the 3 Hill Tracts Districts. A Refresher Course on LCPP for over 30 senior officials of the BDRCS, Federation and bilateral Red Cross staff was held in May 2000.

Goal The overall goals are to improve the living conditions of people in the Chittagong Hill Tracts through encouraging livelihood security and to use the Local Capacities for Peace methodology to ensure that all programmes contribute significantly to lasting peace.

Objectives and Activities planned

Objective 1 To recruit 2000 BDRCS volunteers and trainers by the end of 2001, and to train them in health and first aid, planning, implementation and evaluation of health, income generation, water/sanitation and education programmes in the rural communities. (By Sept 2000, 285 volunteers had been recruited and trained). To strengthen the capacity of the three BDRCS district offices, executive committees, unit level officers and Upazilla supervisor in implementing the project activities, training and motivating volunteers, and reporting on activities.

Activities to achieve objective 1:

- Continue capacity building of the three district branches and the CHT directorate in national headquarters, to enable the recruitment of volunteers to continue, and the appropriate degree of training, support and evaluation to be provided This will ensure that the CHT Development Programme has well defined planning, management and operational structures.

Objective 2 To encourage income generating activities through providing skills in local resource based technologies, by the end of 2002.

Activities to achieve objective 2 :

- **Family Income Generation:**

(Target of activities in each district under the programme by 1 July 2001. The same number will be serviced in the second half of 2001.)

Animal Husbandry: Provide:

20 Families with 2 Pigs each
4 Families with 2 Cows each
20 Families with 2 Goats each
5 Families with 10 Rabbits each

Poultry: provide

20 Families with 20 Chickens each
20 Families with 20 Ducks each
5 Families with 6 Geese each
10 Families with 4 pairs of Pigeons each

Agro-based : support the following

20 Families - Banana plantation
20 Families - Papaya plantation
20 Families - Pineapple cultivation
20 Families - Lemon/Orange plantation
20 Families - Guava plantation
100 Families - Vegetable cultivation

Small Scale Industries: assist

40 Families with existing handloom and craft development
100 Families with Bamboo/Cane Craft production
10 Families with Pickle Production.

Objective 3 To provide vulnerable communities with access to basic low cost health services including first aid, by end of 2002.

Activities to achieve objective 3:

- Train 200 volunteers in First Aid in each district. Only qualified volunteers in First Aid Training will be provided with a First Aid Box and will be eligible to be recruited as a health worker. All qualified volunteers working in other activities will render first aid services in the communities along with the Red Crescent health workers. Health workers are also responsible for creating awareness on health through health education services.
- Fix a monthly target for health workers for promoting health awareness among rural mothers, school children and the general public: each will visit at least 20 houses every month, take stock of health information, weighing the under fives and determining those under weight, sharing of information on preventable diseases such as malaria, diarrhoea, TB.
- Upgrade the skills of existing Traditional Birth Attendants (TBA).

Objective 4 To create access to safe water and minimum sanitation facilities for people in remote areas.

Activities to achieve objective 4:

- Conduct a random survey of water and sanitation by Red Crescent WATSAN volunteers.
- Continue awareness endeavours to ensure beneficiaries properly understand the importance of sanitation, health and hygiene in their daily life.
- Install 20 tube wells.
- Repair 20 tube wells.
- Install 2 ring wells.
- Repair 4 ring wells.
- Install 6 piped water systems.
- Construct 4 rain water harvesting systems.
- Construct 2 cross dams.
- Supply 400 sets of latrines.

Objective 5 To extend opportunities for education facilities, particularly in under-served areas and for school dropouts.

Activities to achieve objective 5:

- Assess the need for literacy services in unserved areas and study the feasibility of expanding such services. Each CHT district has 2 RC education workers who have been tasked with providing services in the schools (Primary/High) if deemed necessary and requested by the community.

Objective 6 To create awareness in the communities of the CHT of humanitarian values and humanitarian practices, using the local capacities for peace methodology.

Activities to achieve objective 6:

- Conduct two Local Capacities for Peace Programme (LCPP) refresher courses in each district in the CHT in 2001 and 2002. Continue analysis of programme implementation through the LCPP lens.
- Conduct dissemination courses promoting Red Cross/ Red Crescent principles and humanitarian values for all volunteers.
- Complete a 60 page photographic booklet on CHT (photographs are available, taken by professionals) which will be both an advocacy and marketing tool. Design promotional pamphlets in Bangla and English.
- Make a video on BDRCS/Federation work in CHT for promotional purposes.

Objective 7 To endeavour to link the activities of the vulnerable communities with external service providers (business associates, government extension service, NGOs).

Activities to achieve objective 7:

- Conduct a survey, in each of the three districts, of the business communities, the NGOs working there, government support schemes and non-formal education opportunities, so that communities can be linked to potential support systems and at the same time be trained to advocate for their rights as citizens of Bangladesh.
- Train the three CHT BDRCS district executive committee members to link community projects to community support, so that projects will gradually become sustainable.

Expected results

Objective 1

- There will be three well-functioning branches in Khagrachari, Rangamati and Banderban, supporting and training 2000 volunteers who will be working in partnership with the most vulnerable, to improve their lifestyles. The 2000 volunteers will also be a resource available for natural disasters and other important health campaign work.

Objective 2

- The livelihood security of an initial 908 families will have been improved through income generation programmes by the end of 2001. These will serve as a role model for the expansion of the programme to reach another 5000 families in 2002.

Objective 3

- First aid facilities will be available and improved health awareness will have led to a reduction in TB and malaria in rural communities where BDRCS volunteers are working.

Objective 4

- Improved water and sanitation facilities will have produced a reduction in diarrhoeal diseases and generally improved health in the communities where volunteers are working.

Objective 5

- The BDRCS education volunteers will have encouraged communities to start non-formal education and literacy programmes by linking up with NGOs with responsibility in this subject and other government funded programmes. Some education volunteers will be assisting traditional schools where there are no teachers or understaffed schools.

Objective 6

- Through using the Local Capacity for Peace methodology, communities will be living more cooperatively and volunteers will be ensuring that the programmes connect people, instead of dividing them.
- Communities will better understand the aims and activities of the Red Crescent through the dissemination of the Movement's principles and humanitarian values.
- Publications will have created a greater awareness of the CHT programme which will attract further funding.

Objective 7

- The programme will have become more self-sufficient through support from the business community, wealthier citizens and local Government. Executive committee members will be promoting support for the programme.
- Village people will have become more aware of their rights, and because of this, will seek to improve their situation.

Indicators

Objective 1

- By the end of 2002, 2000 well trained volunteers improving the lives of the most vulnerable in the CHT; an supported by three well functioning district Red Crescent branches and a strong CHT department at national headquarters.

Objective 2

- Family livelihood security doubled for those families receiving income generation support.

Objective 3

- The incidence of TB and malaria reduced by 40 per cent in communities where there are BDRCS first-aid/health workers.

Objective 4

- Through the water and sanitation programme, diarrhoeal diseases decreased by 50 per cent and other water related diseases reduced by a similar percentage.

Objective 5

- Literacy rates in the 5-15 age group increased by 15 per cent by the end of 2002.

Objective 6

- Former communities in conflict working more cooperatively and through constructive projects; peace becoming increasingly stable..

Objective 7

- By the end of 2002, 25 per cent of programme funding raised locally and the BDRCS viewed by the CHT population as the leading voluntary organisation.

Critical assumptions

- The situation in the CHT remains stable or improves.
- BDRCS management and the Governing Board maintain their commitment to reforming the BDRCS into a well functioning national society.
- The country remains politically stable.

Monitoring and Evaluation Arrangements

Monitoring will be done through field and national headquarters staff, the Federation delegation and external consultants, drawing on monthly, quarterly, half yearly and annual reports produced by BDRCS and Delegation. The project will develop a monitoring and evaluation system adapted to the local situation and nature of the programme activities. The monitoring efforts will seek to determine the extent to which the planned activities are actually being implemented, areas of success and reasons for set backs. A mid-term

evaluation of this project will be carried out in early 2001. An integral part of the evaluation will be to assess the initial impact of the LCPP.

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2. Disaster Response

Myanmar Refugee Relief Operation

Background and progress to date

An influx of over 265,000 refugees from Myanmar into Bangladesh began in December 1991, the second of its kind since 1978.

The Bangladesh Red Crescent Society (BDRCS) started an emergency relief operation in January 1992 for the first refugees, numbering around 7,500 in the coastal district of Cox's Bazar. When the flow increased rapidly, the BDRCS sought the Federation's assistance. An Appeal was launched in February 1992, and since then Federation's successive Annual Appeals have included funding requests for the Myanmar Relief and Rehabilitation Operations (MRRO). The 1999 Appeal sought CHF 165,963 for the programme.

The Federation maintained a sub-delegation in Cox's Bazar till mid-1996 with a staff strength of up to 185 persons, plus over 200 volunteers. Twenty refugee camps with basic infrastructure were set up to provide shelter to the refugees. With the support of the UNHCR, the BDRCS undertook responsibility for transportation, on-site storage and the distribution of relief materials on behalf of the government and the donors, including the UNHCR. Subsequently it also took on the distribution of items supplied by the World Food Programme (WFP) and became involved in the UNHCR's supplementary and therapeutic feeding programme.

Repatriation began almost immediately, in September 1992. A Memorandum of Understanding (MOU) was signed between the Myanmar government and the UNHCR on 5 November, 1993 in Yangon for the smooth repatriation of all the refugees. By July 1997 the number of refugees had dropped to 21,117 and only two camps remained. These figures have remained almost unchanged until today, increasing slightly through a higher birth rate than death rate. As of 31 August 2000, the refugee figures stood at 21,534 persons belonging to 3,425 families.

Although the Myanmar government approved another 7,000 persons for repatriation, there has been little movement. The UNHCR set a deadline in June 1999 to close its operation but was compelled to extend it. The BDRCS and the Federation also continued relief operations in the refugee camps through a field staff of 22 persons, headed by a co-ordinator.

Goal The overall goal is to continue the MRRO programme, ensuring food and hygiene security for the remaining 21,500 Myanmar refugees in two camps in the Cox's Bazar District who are expected to remain in Bangladesh throughout 2001.

Objectives and Activities planned

Objective 1 To provide the refugees with relief parcels comprising food and very basic non-food items.
Relief Distribution

Activities to achieve Objective 1:

- Carry out relief distributions consisting of food and non-food items on a weekly and biweekly basis. The daily food ration will consist of 1900 kcal and 33.17 gr. protein per person. The items will include rice, dal (pulses), sugar, cooking oil, salt, spices and baby food. Non-food items will include compressed rice husks as a substitute for fuel, soap and kerosene. A two-week food ration will be supplied to each returnee before departure.

Objective 2 To maintain a skeleton staff of 24 staff and 31 volunteers to manage the operations from Cox's Bazar.

Activities to achieve objective 2:

- The proposed manpower includes a programme co-ordinator and 23 support staff from BDRCS. Additional assistance in distribution will be provided by 31 volunteers receiving a small daily allowance. The programme includes training and development of BDRCS personnel on technical aspects of relief management.

Objective 3 To identify an appropriate exit strategy.

Activities to achieve objective 3:

- The BDRCS/Federation, in co-operation with the government of Bangladesh, the WFP and UNHCR, will identify and implement an appropriate exit strategy.

Expected results

- The BDRCS and the Federation will have continued distributing food and other basic relief items to the refugees for as long as required.
- By discharging these responsibilities efficiently, BDRCS/Federation will have maintained the positive image of the Movement created by the operation.
- The continuation of the programme will create further opportunities for the BDRCS to operate in a cross-cultural, multi-national and multi-agency environment.
- The BDRCS/Federation will successfully complete its mission and exit from the operation.

Indicators

Objective 1

Good nutritional state of refugees, particularly children; low incidence of infectious diseases.

Objective 2

An observable level of skills improvement in BDRCS staff and volunteers.

Objective 3

BDRCS/Federation successfully exits from the operation following repatriation of the Myanmar refugees.

Critical assumptions

The entire MRRO project is linked to the repatriation process of the refugees. The volume of the operation would reduce or increase in size, should the camp population decrease or increase. The critical assumptions therefore are:

- There is no abrupt change in the current trend of refugee repatriation.
- The required funding is available to carry out the distribution of relief procured by UNHCR/WFP and others.
- The current staff strength is maintained.
- The Government /UNHCR want BDRCS to continue.
- The law and order situation in the camps does not deteriorate.

Monitoring and Evaluation arrangements

The field co-ordinator will continue to produce a monthly monitoring report. Quarterly reports will be produced by the Federation Delegation on the operation. The MRRO will also be included in the Six-Monthly and Annual Activity Reports of the delegation.

Regular monitoring will be done by the BDRCS as a continuing process. The co-ordinator based in Cox's Bazar submits a monthly report to NHQ which is shared with the Delegation. The UNHCR also produces a detailed field report. Based on these reports and its own collection of information, the Federation delegation will produce a quarterly report on the MRRO. Programme activities will also be incorporated in the six-monthly reports and in the annual activity report of the delegation. Geneva will share these reports or abstracts from them with donors.

Periodic evaluations will be made through special missions, and spot inspections. Federation delegates and senior staff will visit the programme, as will representatives of the external support agencies. Their reports will evaluate the programme at different points in time.

Specific evaluations would be done by appointed consultants if desired by the Federation or donors.

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3. Disaster Preparedness

Background and progress to date

Bangladesh is one of the most disaster prone countries in the world. Its geographical location and topographical features expose it to a variety of natural hazards, which include cyclones, flood, accelerated river erosion, tornadoes, tidal waves, drought and earthquakes. In many areas of the country, aquifers are contaminated by high levels of arsenic. Such circumstances and events, the majority of which are sudden in their onset and widespread in their effect, are a frequent occurrence. The severity of their impact, exacerbated by endemic poverty, is usually immense and often exceeds the capacity of local coping mechanisms.

Reflecting this situation, disaster preparedness has been a major focus of the activity of the Bangladesh Red Crescent Society (BDRCS) since its establishment in the early 1970s. In the formative years, emphasis was placed on initiatives related to cyclone warning and mitigation, with the creation of a cyclone preparedness programme (CPP), supported in part by the Bangladesh Government. The CPP's aim is to decrease local vulnerability to cyclonic activity by increasing response capacity at community level. This activity was augmented in the mid 1980s by the introduction of a disaster preparedness programme (DPP), primarily concerned with promoting community participation in the construction and maintenance of cyclone shelters. Alongside these programmes, two (geographically discrete) community oriented disaster preparedness initiatives were begun. Restricted by their nature to the coastal regions, the CPP and DPP programmes lacked clear perspectives with regard to long-term sustainability and their organisational and programme structures rendered them insufficiently flexible for effective, locally determined response to other types of disaster.

The limitations of what was, in effect, a single issue approach were acknowledged in the mid-1990s, when effective disaster preparedness and mitigation became recognised as essential strategic prerequisites for sustainable development. In 1996, an interdisciplinary Task Force recommended the formation of a BDRCS Disaster Management Division (DMD), headed by the Deputy Secretary General, with a mandate to co-ordinate all of the National Society's activities related to disaster preparedness, response and relief.

In order to extend the geographical range and programmatic scope of its disaster related work, to encourage more inclusive community participation and to embrace other types of disasters in areas beyond the cyclone belt, a community based disaster preparedness programme (CBDP) was introduced in 1997. Incorporating some of the activities of the earlier DPP and learning from experience gained through implementation of the bilateral programmes, the CBDP programme was envisaged as a means of facilitating a more flexible, decentralised and cost-effective approach to disaster preparedness at grassroots level. This Federation supported CBDP programme aims to reduce vulnerability to the impact of disasters by the promotion and development of effective, locally managed disaster preparedness and mitigation initiatives within susceptible communities.

At the current time, BDRCS disaster preparedness essentially consists in the activities undertaken by the more than 40,000 volunteers associated with its CBDP and CPP programmes - supported by DP programme staff of the DMD at national level and Unit Officers.

In the context of disaster management, generally, the disaster preparedness programmes collaborate with other, similarly engaged, organisations and agencies (governmental, UN and NGOs), through participation in the NGO Disaster Forum and co-operation in the field.

In the period 1997-1999, development of the CBDP was limited by institutional and operational constraints. Periodic uncertainty with regard to funding, organisational weakness (at both national and Unit level), together with extensive involvement of programme staff in emergency flood relief initiatives significantly diminished performance in relation to the programme's specific objectives. This was particularly the case with regard to the formation of CBDP Squads at Unit and Thana level and of CBDP Volunteer Groups in

identified communities. Progress improved in 2000, by the end of BDRCS anticipated that CBDP Squads would have been established in 28 of 35 identified Districts and in 36 Thanas. It is also expected that CBDP Volunteer Groups will have been created in 69 of the 105 communities indicated in the programme's original 5-year plan. All of these entities will either have completed or be undergoing training and, to a consonant degree, be functioning effectively in their respective local contexts.

Local fund-raising is another area of historical weakness. To some extent, this reflects the general situation that prevails within the BDRCS, which is chronically reliant on external support. A more focussed approach to locally sustainable income generation, particularly at community level, will be adopted in 2001 and 2002.

To date, limited progress has been achieved with regard to the establishment of Disaster Advance Response Teams (DARTs). In part, this may be due to the compartmentalisation of specific issues within BDRCS strategic plans for disaster response. Institutionally, responsibility for DART is identified as a disaster response, rather than disaster preparedness, issue. Accordingly, it proved difficult to fit logically into the implementation framework of the CBDP programme. However, conceptual and planning difficulties have now been resolved and DARTs will progressively be established in the course of the next two years. At HQ level, the Deputy Directors of all DMD Departments will constitute a Standing Group for disaster response, with a collective mandate to nominate and direct response to specific disasters through 21 staff members of the DMD Division, acting in DARTs. The CBDP Squads will assume a similar role at Unit level. Equipment necessary to facilitate this has already been procured and training in these supplementary roles was to begin before the end of 2000.

The Federation supported CBDP programme is complex in nature and extensive in its reach. It is being implemented in a context that includes other (albeit smaller) models of disaster preparedness. The introduction of regularly scheduled Divisional co-ordination meetings, together with the recent appointment of a new CBDP Director (who also retains key responsibilities within the CPP) have created a climate more favourable to inter-programme co-operation, experience sharing and eventual integration.

In the year 2000, the institution and operations of the BDRCS were subjected to intensive scrutiny. A mid-term, external evaluation of the Federation supported CBDP programme was followed, later in the year, by a comprehensive review of all disaster preparedness programmes currently implemented by BDRCS and, finally, by a substantial review of BDRCS institutional development. While acknowledging the significant strengths and potential value of the disaster preparedness programmes, these exercises identified conceptual and structural issues of common concern and made a number of recommendations. Principally, these related to programme sustainability (local fund-raising potential), the concept of vulnerability (in particular, class and gender awareness), communication and co-ordination (duplication of DP models and delegate responsibilities), human resource management (staff development and decentralisation of authority), and membership participation (involvement of youth and class/gender bias).

These recommendations shape the disaster preparedness objectives integrated within the recently drawn up CAS for Bangladesh, and will be used by the Federation to promote structural reforms.

Goals To prevent loss of life and minimise the extent of damage, by enhancing the capacity of vulnerable village communities to prepare for and mitigate the impact of floods, cyclones and other natural disasters.

To develop, maintain and extend the BDRCS community based disaster preparedness (CBDP) and cyclone preparedness (CPP) programmes, with a view to covering 50 cyclone and flood-prone Districts by the end of year 2002.

Objectives and Activities planned

Community Based Disaster Preparedness (CBDP) Project

Objective 1 To reduce the vulnerability of village communities, by strengthening their capacity to withstand the impact of natural disasters.

Activities to achieve objective 1:

- Establish, train and equip CBDP Squads in 7 additional Units and Volunteer Groups in 49 additional communities by the end of 2001.
- Establish Disaster Contingency Plans (DCP) and a Disaster Emergency Fund (DEM) in 7 Units and DCPs in 49 communities.
- Provide, from national headquarters, matching grants up to the value of Tk 50,000 to each of these Unit DEM funds.
- Train and equip 49 community CBDP volunteer groups in 24 vulnerable communities.
- Provide refresher training and continued technical support to 28 existing CBDP Squads at Unit level and 69 Volunteer Groups in vulnerable communities.
- Review and revise Disaster Contingency Plans in 56 communities.
- Alongside the provision of training and advice in the local generation of funds, provide matching grants from national headquarters up to the value of Tk 10,000 to each of 69 locally established Community DP Assistance Funds.
- Organise, train and equip CBDP Squads in each of 70 identified thanas in 35 Districts.
- Conduct training courses in first aid, water and sanitation issues for 625 community volunteers.

Objective 2 To improve BDRCS institutional capacity for effective disaster response.

Activities to achieve objective 2:

- Revise the BDRCS Disaster Preparedness Policy.
- Provide resources to strengthen human and material capacity within the Disaster Management Division (DMD).
- Co-ordinate planning of all disaster preparedness programmes through the DMD.
- Facilitate the participation of two programme staff in DP training courses at the Asia Disaster Preparedness Centre in Thailand.
- Conduct 2 training courses for DART members.

Objective 3 To promote volunteerism, by integrating dissemination of the Movement's principles and humanitarian values into all disaster preparedness activities.

Activities to achieve objective 3:

- Promote and organise a national RCY Conference related to disaster preparedness.
- Include gender and class issues in all awareness raising and training events.
- Include dissemination of the Movement's humanitarian principles and values in all programme activities.
- Create guidelines for the management of volunteers.
- Introduce a methodology for the evaluation and appreciation of volunteer commitment to the programmes.

Objective 4 To ensure and maintain access to safe refuge for communities vulnerable to cyclonic events.

Activity to achieve objective 4:

- Sustain the maintenance of 90 cyclone shelters in the Districts of Noakhali, Borguna, Chittagong and Bhola.

Objective 5 To develop and strengthen linkages between the BDRCS and local, regional and international agencies engaged in disaster preparedness and management.

Activities to achieve objective 5:

- Regularly participate in meetings of the Disaster Forum.
- Identify, establish links and network with other agencies and institutions engaged in disaster management practice and training.
- Organise and conduct a National Disaster Preparedness Seminar.

Cyclone Preparedness Programme (CPP) Project

Objective 1 To maintain and strengthen the Cyclone Preparedness Programme (CPP), by extending its coverage in the coastal region.

Activities to achieve objective 1:

- Upgrade communication equipment by replacing 15 HF and 40 VHF transceivers and by providing 15 solar panels.
- Provide 400 transistor radios for use by volunteers associated with the cyclone warning initiatives.
- Regularly maintain and repair, as necessary, all programme transceivers, solar panels and antenna masts.
- Implement an additional 5,000 flag warning systems.
- Provide and maintain 5 motorcycles at Thana level and supply 500 bicycles and 200 large megaphones to community volunteer groups.
- Train and equip 5,484 female volunteers to provide first aid in their respective communities.
- Provide 450 first aid kits and 150 rescue kits to community volunteers.
- Organise cyclone preparedness training for 100 Union and 30 Upazila Team Leaders.
- Organise pre- and post-cyclone special meetings at Union level, for 5,484 volunteers and 2,742 volunteer Team Leaders.
- Conduct leadership training courses in 30 thanas.
- Conduct 30 workshops to provide basic training to 5,000 volunteers.
- Organise volunteers to carry out 260 mass awareness generation rallies (to include video shows and folk song events) in Unions vulnerable to cyclones.
- Print and distribute 40,000 calendars illustrating cyclone preparedness issues.
- Systematically determine the preparedness capacity of families particularly vulnerable to cyclones.
- Develop evacuation plans for high risk communities.
- Link the CPP staff and volunteer network with BDRCS Units for relief operation training.
- Complete management training of CPP Programme Officers.

Expected results by the end of 2002

Community Based Disaster Preparedness (CBDP) project

Objective 1

- Trained CBDP Squads in 35 Units and 70 Thanas, together with CBDP Volunteer Groups will be functioning effectively in 105 communities identified as being particularly vulnerable to natural disasters.

Objective 2

- Warning, preparedness and response functions will have been integrated within an effective Disaster Management Division.
- DARTs will have been trained and equipped at national headquarters and in 35 Units.

Objective 3

- There will be active participation of 75,000 volunteers, of whom at least 30 per cent women, in BDRCS disaster preparedness initiatives.

Objective 4

- There will be fully equipped and functional cyclone shelters in 11 Units of the coastal region.

Objective 5

- There will be regular networking between national and regional agencies engaged with disaster management issues.

Cyclone Preparedness Programme (CPP) Project

Objective 1

- 40,000 volunteers will have been trained and equipped to provide emergency assistance and safe refuge in 260 Unions of 45 thanas in 11 Units.
- Community members will be taking a leading role in local cyclone preparedness and mitigation activities.

Indicators

Objective 1

- Demonstrated self-sufficiency of targeted vulnerable communities to withstand and cope with disaster.
- 35 Units participating in disaster preparedness activity, with 35 CBDP Squads organised and activity evident.
- 105 communities mobilised to implement development of 2,100 tubewells and 2,100 latrines, through participation in CBDP activity.
- Improved health and sanitation of 126,000 people in the targeted communities.
- Disaster preparedness and first aid training of staff and volunteers associated with the DM Division in 35 Units completed.

Objective 2

- Effective DMD disaster management capability demonstrated by improved implementation performance.
- CBDP and CPP Departments of the DM Division staffed and resourced.
- Deployment, training and organisation of Disaster Advance Response Teams (DARTs) at national headquarters and Unit level completed.

Objective 3

- Awareness and commitment to the CBDP approach to disaster preparedness demonstrated at Unit and community level by increased active participation in CBDP activities by members of the RCY and other volunteers.
- Significant increase in the number of women volunteers participating in CBDP and CPP activities.

Objective 4

- Acceptance of cyclone shelter maintenance and management responsibility by 90 Shelter Management Committees.

Objective 5

- Network of DP organisations established and BDRCS communicating regularly with DP colleagues in Bangladesh and the region.
- Active, regular participation of DMD in meetings of the NGO Forum.

Cyclone Preparedness Programme (CPP) Project

Objective 1

- A trained, and appropriately and effectively equipped network of volunteers delivering cyclone warnings in targeted communities of 11 Units.

Critical Assumptions

- Given the relatively low rate of success in project implementation at community level in preceding years, any new work proposed by the DMD should not compromise efforts to fulfil the programme's existing plans and objectives.
- Communities will agree and accept the potential value of voluntary, collective action for disaster preparedness.
- Volunteers with appropriate skills, capacities and commitment can be recruited.
- Endeavours to strengthen the DMD Division and to integrate and co-ordinate Departmental responsibilities and activities are successful.
- BDRCS will acknowledge, and be able to assume, a greater degree of institutional responsibility for the provision of appropriate and locally sustainable resources. This will apply particularly to staffing levels, the supply and maintenance of basic equipment and appropriate working facilities.
- The incidence and duration of *hartals* (politically imposed work stoppages) and energy failures decreases.
- The onset of major natural disasters and the subsequent need to address their impact does not detract resources and personnel from programme activity.

Monitoring and Evaluation arrangements

CBDP Squads will regularly visit Community Volunteer Groups in their Unit and present verbal progress reports to the BDRCS Unit Officer. These will be collated and produced in the form of a written report to be

submitted monthly to the CBDP Department at national headquarters. The monthly reports will constitute the basis of quarterly reports which, with the support of delegation staff, will be compiled at national headquarters and submitted to the Federation and donors on a quarterly basis.

Monitoring will be an ongoing process, using the annual activities plans and impact indicators as points of reference. It will be a key objective of CBDP Squad visits to Community Volunteer Groups and of a regular (two monthly) enquiry, in the Unit, by visits of national headquarters programme support staff to verify the accuracy of submitted reports. These enquiries will be augmented during the production of quarterly reports and by observation and enquiry in the course of field visits to be undertaken by the Federation DP delegate and programme officer.

The CBDP programme was subjected to a formal, external mid-term evaluation in 2000. A similarly structured final evaluation will be carried out at the programme's planned conclusion by the end of 2002. Participatory annual reviews will be conducted at the close of 2000 and 2001. These will take the form of national workshops, to which representative national stakeholders, from all levels - internal and external - will be invited to contribute.

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4. Health and Care in the Community

Background and progress to date

The planning process initiated by the Bangladesh Red Crescent Society (BDRCS) three years ago, aimed at decentralizing and technically developing all health activities, with a particular focus on its 60 Maternal and Child Health (MCH) centres, hospitals and clinics, is under way. The BDRCS continues to use the detailed plan of action that followed on the comprehensive review of its health activities in 1998 as a baseline planning tool, but it places increased emphasis on community participation in MCH activities following completion of the Country Assistance Strategy (CAS). This slight shift brings BDRCS in line with Strategy 2010.

The objectives of Federation support are to develop and upgrade existing existing community based maternal and child health programmes and strengthen emergency health preparedness and response (disaster medicine).

The Federation will continue to provide assistance aimed at reinforcing the management and organizational capacity at the national headquarters to provide operational advice, supervision and support for Branches in managing and raising funds for health programmes with the active participation of the community. The Federation will use recommendations from three major BDRCS programme reviews carried out in 2000 as the basis for organizational and management reforms in the National Society's Health Division. The success or failure of any proposed reforms is predicated upon the provision by participating National Societies of a financial and technical support package for a reduction of personnel at the BDRCS headquarters. In addition, funding must be secured for an external technical consultant to compile the recommendations from the above mentioned reviews into one concrete plan of action for management reform.

Goal The overall goal is to improve the health status of underprivileged people through the active participation of the community and volunteers.

Objectives and Activities planned

Objective 1 To reduce maternal and child morbidity and mortality through the provision of the community based Essential Service Package (ESP), in line with the Health and Population Sector programme (HPSP) of the Government of Bangladesh, in 48 BDRCS Mother and Child Health (MCH) centres by the end of 2003.

Activities to achieve objective 1:

- Develop facilities for the delivery of the Essential Service Package and Reproductive Health (RH) services at MCH centres.
- Conduct baseline survey.
- Develop mechanisms and set indicators for monitoring and evaluation.
- Counsel men and women on ESP and RH issues.
- Provide drugs, equipment and family planning materials.
- Provide child based curative care.
- Provide antenatal care, safe delivery, postnatal care, family planning and Respiratory Tract Infection (RTI)/STD services.
- Develop behaviour change communication.
- Organize and promote Expanded Immunisation Programme (EPI) with the government.

Objective 2 To rehabilitate and improve the facilities of 12 rural MCH centres not provided for under the terms of bilateral projects, by the end of 2003.

Activities to achieve objective 2:

- Renovate 12 MCH centres.

- Provide refresher training for staff.
- Conduct baseline Knowledge, Attitude, Practice, Behaviour (KAPB) in the catchment area of the 12 centres.
- Recruit and train Village Health Workers.
- Implement a primary health care programme in the catchment area of the 12 centres.

Objective 3 To establish MCH services in the underserved Northern District through the establishment of six new MCH centres by the year 2006.

Activities to achieve objective 3:

- Undertake a baseline KAPB stressing maternal and child health and nutrition in the project area.
- Establish six rural MCH centres in the Northern areas.
- Recruit and train Village Health Workers.
- Establish linkage with the BDRCS hospital, eye clinics and outdoor clinics.

Objective 4 To increase awareness and promote the prevention of HIV/AIDS and STDs in the community.

Activities to achieve objective 4:

- Adopt a HIV/AIDS Training of Trainers prevention protocol consistent with Government of Bangladesh protocols.
- Conduct a Training of Trainers course on HIV/AIDS behaviour change communication for BDRCS health staff and Red Crescent volunteers at headquarters and Unit level.
- Select community based peer trainers and give them a Training of Trainers course.
- Develop a HIV/AIDS and other STI prevention training schedule.
- Promote and distribute Information, Education & Communication (IEC) materials.

Objective 5 To increase the availability of countrywide first aid training and establish Unit and highway first aid posts, to be fully operational by 2003.

Activities to achieve objective 5:

- Training of Trainers for first aid trainers at national headquarters and Units.
- Develop a first aid training schedule targeting professional groups, industrial workers, drivers, Red Crescent members, Red Crescent Youth, students and the public.
- Establish first aid Units at all 68 unit offices.
- Establish first aid posts on major highways at strategic locations, including petrol pumps and service stations.
- Develop standardized models for first aid training and CBFA training.
- Establish a cell at national headquarters to monitor and coordinate first aid Services and maintain first aid-related data.

Expected results

- Twelve of the 48 BDRCS MCH centres will have been renovated, equipped with appropriate drugs and equipment to implement the Essential Service Package, in line with Government of Bangladesh policy. ESP training will be provided for selected BDRCS midwives based in the community clinic.
- Funding will have been secured for the 12 MCH centres not covered under bilateral assistance programmes to be renovated and equipped to provide community based ESP services in line with GOB HPSP. (This presupposes the development and implementation of a local fund raising strategy targeting local donor resources.)
- Baseline KAPB surveys will have been undertaken in six Northern target areas assessing the feasibility of establishing BDRCS MCH centres.
- Selected BDRCS staff and Red Crescent volunteers at the Headquarters and Unit level will have begun a Training of Trainers course to promote behaviour change in the community in order to prevent the spread of HIV/AIDS and other STIs. (BDRCS will cooperate and collaborate with the government, international agencies and NGO partners to ensure the development of an HIV/AIDS prevention Training of Trainers programme in compliance with accepted best practices.)
- Training of trainers for national headquarters and selected Unit based first aid trainers will have been organized according to standard modules of regular first aid training and CBFA training. A cell will

have been established in national headquarters to monitor and coordinate first aid services and maintain data related to first aid.

Indicators

Objective 1

- Number of MCH centres renovated and equipped to provide ESP services.
- Number of midwives trained to implement ESP services.
- Percentage reduction in maternal morbidity and mortality.
- Percentage reduction in infant morbidity and mortality.
- Percentage reduction in child morbidity and mortality.

Objective 2

- Funds raised and renovation plan developed.

Objective 3

- Baseline KAPB survey planned, implemented and analyzed in target area.

Objectives 1 to 3 :

- Number of health care providers trained to use Participatory Rural Appraisal (PRA), Participatory Planning Process (PPP) and other community based planning and management tools.
- Number of community members trained to use PRA, PPP and other community based planning and management tools.
- Number of communities assuming managerial and financial responsibility for MCH centres.
- MCH centre management decentralization policy adopted by BDRCS and implemented.
- BDRCS Health Policy Committee formed and working.
- Number of midwives trained in ESP and reproductive health.
- KAPC baseline survey on Maternal/Child health focusing on reproductive health completed.

Objective 4

- Baseline KAPB done.
- HIV/AIDS training curriculum adapted and developed
- Number of staff selected and trained as trainers.
- Number of peer educators identified and trained.

Objective 5

- First aid and highway safety cell organized at national headquarters.
- Appropriate first aid training of trainers curriculum developed.
- National headquarters and Unit level first aid trainers identified and trained in batches.
- Training schedule planned.

Critical assumptions

- The political situation remains stable (2001 is an election year in Bangladesh).
- The BDRCS continues to undertake the key reforms outlined in the Federation sponsored ID Mini Review and the Khulna Primary Health Assessment (PHA) self-reliance study. (These reforms include adoption of a policy of decentralization of MCH centre management with transfer of managerial responsibility including policy/planning and financial responsibility to the MCH centre Community Organizing Committees (CoC). Reform of the management structure, health policy development, and written job descriptions prepared for the Health Division are essential for the successful implementation of the strategy proposed. Reduction of Headquarters based personnel is also required, as per previous reviews, for the overall development of a well functioning national society.)
- Financial support for a planned large-scale reduction of personnel materializes, allowing implementation of reforms.
- No major floods, cyclones, earthquakes or other natural disasters hit Bangladesh requiring major retrenchment of resources.
- A formal communication mechanism with the national Ministry of Health, placed within the Health Division, needs to be developed in order to facilitate regular dialogue and ensure a real partnership,

dedicated to establishing community based clinics, between BDRCS and the Government of Bangladesh.

- The BDRCS commits to developing unit level training capacity in order to create a sustainable HIV/AIDS prevention programme in the community and at the same time to positively exploit the comparative advantage of the Red Crescent volunteer network.
- There is a willingness to work in transparent partnership with the community, Government and NGOs.

Monitoring and Evaluation arrangements

Monitoring of this programme will be carried out by the Federation health delegate together with the German Red Cross and Japanese Red Cross health delegates and in consultation with the Head of Delegation.

Evaluation of this programme will be carried out through reporting on the implementation of planned activities required by programmes. External consultants will be identified and recruited as needed and as funding become available.

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5. Promotion of Humanitarian Values

Background and progress to date

The Bangladesh Red Crescent Society (BDRCS) is well known and respected in the country due to its high visibility and efficiency in providing relief in times of disaster. The Society has also demonstrated its competence in developing community-based programming, such as its disaster preparedness programmes.

Yet, despite the Society's popularity, professional efficiency and the dedication of its staff and volunteers, the Bangladesh public has limited knowledge of the humanitarian programs and impact of the Red Crescent. The public is also not aware of the humanitarian principles which drive the organization, and key stakeholders are not aware of the potential to donate or to become partners of the BDRCS in the delivery of humanitarian service. In a charity environment that grows more competitive by the day, this 'lack of awareness' of the BDRCS key benefits is a threat to the organization's present position as the premier humanitarian organization in the country.

The Bangladesh Red Crescent Society (BDRCS) Information Department Action Plan - 1997-2001 is limited in scope. To support the further development of the department, Country Assistance Strategy (CAS) 2000 included a section on 'Promotion of Fundamental Principles and Humanitarian Values', developed in consultation with the National Society and the ICRC. However, staffing levels in the department were not increased to address the strategies detailed in CAS 2000 and few improvements, if any, occurred in the first eight months of 2000.

In July 2000, the BDRCS, together with the Federation and German and Japanese Red Cross bilateral delegations, held a two-day CAS workshop which set the basis for compiling CAS 2001. Its conclusions on public opinion and BDRCS attitudes to it identified the following problems:

- lack of an in-depth understanding, internalization and appreciation of the International Red Cross and Red Crescent Movement ideals and Fundamental Principles.
- inability to relate the moral and legal mandate and relevance of humanitarian values, in particular International Humanitarian Law (IHL), to the Movement's objectives, actions and limitations.
- public misinterpretation of the BDRCS as a government-funded or government-staffed agency, creating an image of a partisan and politically-motivated organization.
- BDRCS's tendency to become donor-driven because of the support it enjoys from sister Societies, the Federation, the ICRC and other international organizations.

Goal To increase visibility and funding in a way that promotes humanitarian values and encourages people to think more humanely, act more compassionately, and increase their respect for human life.

Objectives and Activities planned

Objective 1 To make the Bangladesh Red Crescent better known, understood, appreciated and respected as an impartial, neutral and independent humanitarian organization by BDRCS governance, management staff, field personnel, volunteers, supporters and the public as a whole.

Activities to achieve objective 1:

- Produce 15 - minutes F (Audio-Visual Presentation).
- Produce 30-second TV spot.
- Produce a booklet on the BDRCS work on Chittagong Hill Tracts as an example of getting communities working together.
- Launch a special BDRCS "Media Month" and organize BDRCS friends from the media.
- Recruit one or two members from the media for the Board.
- Organize a one-hour weekly radio programme.
- Produce special brochure on BDRCS profile.

Objective 2 To convey the ethos of respect for human life and impartiality of RC/RC action through the promotion of principles and humanitarian values to at least 25% of the public.

Activities to achieve objective 2:

- Creation of Humanitarian Values/Information Committee of the Board.
- Dissemination seminar among management key personnel including local units.
- Trainers' training course on dissemination among Red Crescent Youth (RCY) and other volunteers.
- seminar of IHL for Law Professors.
- Integration of IHL in college curriculum (one day orientation among college deans).
- Develop visual aid on dissemination (flip chart, comics etc.).
- Dissemination seminar among teachers/principals.

Objective 3 To repackage the image of the Society as the primary humanitarian organization in the country, and one to which people are eager to belong.

Activities to achieve objective 3:

- Create souvenir items for sale (sun visor, hat, car sun screen, school bags, notebooks etc.).
- Produce monthly newsletter (computer generated).
- Produce Red Cross/Red Crescent Comics.
- Integration of Red Crescent subject in elementary education.
- Hold one day orientation among selected school heads.

Objective 4 To motivate the Society to become self reliant.

Activities to achieve objective 4:

- Obtain the following personnel for the Information Department:
 - one information writer
 - one dissemination officer
 - one artist/photographer
 - one overhead projector
 - one service vehicle (special provision).

Expected results

- BDRCS will have well trained and highly motivated staff, management board and volunteers who take every opportunity to promote humanitarian values in all aspects of their work.
- Through the various programmes designed to promote humanitarian values the public will be well informed about the Red Crescent, its principles and work. In turn, it is hoped that that they, as members of civil society, will be motivated to uphold the dignity of human life.
- The citizens of Bangladesh will see the BDRCS as the most efficient, caring and active humanitarian organization in Bangladesh, and will be motivated to join and support its activities and programmes.
- Through well trained and motivated members and the support of its citizens and the corporate sector, the BDRCS will be self sufficient and have sustainable programmes.

Indicators

By the end of 2001, 30% of the population of the country reached with the key messages outlined in this plan. A survey consultant will be employed to do random sampling.

Critical Assumptions

- Determination of the Information department to succeed, through maximum efficiency and professional excellence at all times.
- Full support by the BDRCS management.
- The Federation obtains all the funding support and resources required.
- No large disasters prevent the Information dept. from participating in its programs as planned and approved within the given time frame.

Monitoring and Evaluation arrangements

For monitoring purposes, BDRCS Information Department will keep a weekly or monthly list of scheduled activities that should serve as basis or reference during regular weekly or monthly meeting with Department staff. This will include districts' performance or reports in order to have a complete picture of the overall accomplishments.

The Information Department will submit a monthly summary report of their activities based on the approved plan of action and budget, to the Federation. The report will include activities on training, publication, media publicity documentation. The report will also indicate percentage of performance and explain shortfall.

The Federation and BDRCS will have a joint monthly meeting with all concerned officials and key staff, at which everyone will report on monthly performance.

Evaluation will be based on the indicator mentioned above and will also be incorporated into the quarterly budget review when budget vis-a-vis performance is assessed.

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6. Coordination and Management

Background and progress to date

At the beginning of the 1990s, after serious deficiencies in governance, management, accountability and performance of the Bangladesh Red Crescent Society (BDRCS) were identified, the National Society formulated a changed strategy, promoting a country wide community based disaster preparedness approach and systematic institutional development. Following a recommendation from a donor's meeting in 1994, the Federation appointed the consultants Arthur D. Little and its local associates to carry out a thorough review of the BDRCS in the beginning of 1995. BDRCS leadership, the main participating National Societies and the Secretariat agreed to regard this review as a base line for a reorientation strategy. BDRCS has since then undergone several administrative reorganisations. Programmes based on long term perspectives, such as the Community Based Disaster Preparedness Programme (CBDP), the Institutional Development (ID) Programme for the national headquarters (ID national headquarters), and the Community Services Programme (CSP) have been introduced.

In late June 1999, a new management board was elected for the coming three years, mainly comprised of experienced and well motivated people. The BDRCS has since strengthened a number of its programmes and the outlook for the next few years is encouraging, provided that the outstanding recommendations of the Arthur D. Little report are implemented, and are those of a Federation-sponsored Mini ID Review 2000.

Under its Five Year Plans of Action, which are rolled on every year, BDRCS seeks to modernise its governance functions, decentralise decision-making processes, introduce a new financial management system, develop human resources and strengthen capacities of newly created as well as old departments at national headquarters and the branches. It has become increasingly clear that the country wide mandate of the National Society requires a strategy which focuses strongly on capacity building and disaster preparedness of all 68 branches, each of which is responsible for a population varying between 300,000 in the Chittagong Hill Tracts and ten million in Dhaka city. The main rationale for this is that large scale disasters are likely to occur in all districts, as was demonstrated during the last four years, when the BDRCS launched emergency appeals for operations in every district of Bangladesh.

One of the Society's most innovative programmes, the Chittagong Hill Tracts Development Programme, is a vital Post-Conflict Rehabilitation Programme which will do a significant amount to improve the livelihood security of many thousands of poverty stricken people in the three hill districts, while at the same time strengthening the capacities of the three BDRCS Hill Tract branches.

A very strong relationship between the Federation, government representatives, UN agencies, international organisations and NGOs has been developed, to the point where the BDRCS is contacted by these agencies at times of disaster, rather than the other way round. At the same time a strategic dialogue has been developed with a number of these organisations, including the Asian Development Bank, USAID and the European Union, in order to discuss longer term regional issues and their solutions.

Goal The overall goal of this programme is to coordinate support to build the capacities of the BDRCS in a strategic manner, so that the BDRCS will be self sufficient in 7-10 years, meeting most of the characteristics of a well functioning national society.

Objectives and Activities planned

Objective 1 To work with the BDRCS to build its capacity to effectively govern and manage its programmes.

Activities to achieve objective 1:

- Work with the governance and management authorities of the BDRCS and relevant participating National Societies to improve governance and management practices through the implementation of the nine recommendations of the Mini ID Review 2000.
- Through the provision of technical assistance focusing on the four core areas as defined by Strategy 2010 (disaster response, disaster preparedness, health and care in the community and promotion of the Movement's Fundamental Principles and humanitarian values), improve the capacity of the BDRCS to manage core programmes.

Objective 2 To represent the Federation and build good relations with national authorities, international and national organisations, donor Governments, international and national media, and the ICRC.

Activities to achieve objective 2:

- Facilitate and participate actively on coordination meetings with both the components of the Movement.
- Organize joint workshops and other social activities with the three components of the Movement.
- Participate actively in all coordination meetings of international and national humanitarian organizations.
- Prepare and send regular situation reports.
- Visit embassies of donor movements at least twice a year and provide them regularly the Delegation's Situation Reports.

Expected results

Expected results for objective 1:

- The BDRCS will have taken ownership of planning and implementing the reforms required over the next nine years to develop the into a national society that has a majority of the characteristics of a well functioning national society.
- The BDRCS will have developed a clear framework for specific activities for capacity building that will result in the reforms recommended to move the society towards self sufficiency and the goal of a well functioning national society.
- Governments, bilateral and multilateral donors, and other actors with humanitarian agendas such as national and international organisations and the media, will use the Federation and the BDRCS as reliable sources of information, and as trusted partners in coordinated programme objectives
- A greater number of long term strategic funding partnerships will be in place and allow the BDRCS to develop its competencies and increase its long term impact in community level programmes.

Expected results for objective 2 :

- The capacity of the BDRCS to develop, implement and manage programmes focusing on the four core areas will have been enhanced.
- Community stakeholders, particularly the most vulnerable, regard BDRCS as a leading partner in disaster response, disaster preparedness in the community, health and care in the community and the promotion of humanitarian values.
- Local, international and bilateral donors regard BDRCS programmes as technically sound and worthy of investment.

Indicators

- Positive feedback from National Societies on the performance of country delegates, specifically the head of delegation, finance and other technical delegates, ID consultants and others assisting in the progress towards regional programming.
- Positive feedback from stakeholders on the Federation's ability to assist the BDRCS to develop the its capacity to plan and implement necessary reforms.
- Cooperation agreements between the BDRCS, Federation and relevant participating societies to finance and implement the nine recommendations of the Mini ID Review 2000 have been reached.
- A timetable for reform and support between the BDRCS, Federation and relevant participating societies has been agreed.
- The BDRCS makes noticeable and measurable progress towards developing the "Characteristics of a Well-Functioning National Society " through the implementation of clear reform strategies.

- A diverse financial base is developed through the judicious exploitation of BDRCS property and other assets.

Critical Assumptions

- The unstable political situation in the countries surrounding Bangladesh does not deteriorate, creating a new influx of refugees. Besides the situation in Rakhine in Myanmar, insurrection and unrest in Assam, Nagaland and Tripura could increase again, and the communal polarization in India along religious, ethnic and socio-economic lines might lead to new humanitarian disasters that could affect Bangladesh.
- The National Society's development remains unhampered by political pressures. Although the political situation in Bangladesh is calm at present and the economy is still growing, the large number of worsening disasters that affect the country, and their effects on increasing numbers of people has made disaster relief an increasingly important political issue, and the BDRCS and its internationally-supported relief operations a potentially attractive political platform and resource. This is a constant threat to the integrity of the National Society, both at central and district level, and the issue needs to be addressed through vigilance by the Federation and sustained support for institutional development.
- The situation in the Hill Tracts remains stable.

Monitoring and Evaluation Arrangements

Monitoring of this programme will be carried out by regular assessments done by the head of delegation, technical delegates and finance delegate, as well as through feedback from the ID consultant and select Federation experts.

The evaluation of this programme will be undertaken jointly by Federation regional delegates, country-based technical delegates, National Societies, Federation Secretariat technical services, Participating National Society representatives and other supporting agencies, as applicable.

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DELEGATION: BANGLADESH							
PROGRAMME	Disaster response	DP	Health & services	Human. values	IDRD	Coord. & mgt	TOTAL
Shelter & construction	0	341,124	0	0	33,520	0	374,644
Clothing & textiles	0	0	0	0	0	0	0
Food & seeds	0	17,892	0	0	173,551	0	191,442
Water	0	8,700	0	0	0	0	8,700
Medical & first aid	0	15,393	11,644	0	36,360	0	63,397
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	1,400	0	0	0	0	1,400
Other relief supplies	0	0	0	0	0	0	0
Sub total supplies	0	384,509	11,644	0	243,431	0	639,583
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	144,032	0	0	34,063	0	178,094
Computers & telecom	0	144,390	0	0	73,125	9,681	227,196
Medical equipment	0	0	0	0	0	0	0
Other capital expenses	0	30,820	393	636	26,578	7,499	65,926
Sub total capital	0	319,242	393	636	133,766	17,180	471,217
Programme management	13,638	206,949	21,885	8,449	117,008	27,275	395,204
Technical services	4,082	61,950	6,551	2,529	35,026	8,165	118,303
Professional services	4,527	68,702	7,265	2,805	38,844	9,055	131,197
Sub total programme support	22,247	337,601	35,701	13,783	190,878	44,494	644,704
Transport & storage	16,014	102,110	12,158	0	19,050	17,328	166,661
Personnel (delegates & expatriates)	0	121,054	123,804	0	117,394	203,698	565,950
Personnel (local staff)	134,836	1,031,402	119,584	54,005	732,837	58,240	2,130,904
Sub total personnel	134,836	1,152,456	243,388	54,005	850,231	261,938	2,696,854
Travel & related expenses	4,262	62,968	6,700	0	53,122	14,241	141,293
Information expenses	0	103,570	0	52,188	42,812	1,500	200,070
Expert fees	0	3,666	7,530	0	70,087	0	81,283
Admin. - general expenses	24,888	602,976	7,044	4,688	131,876	47,814	819,285
Training workshops / seminars	0	0	0	0	0	0	0
Sub total travel, training, general exp.	29,150	773,181	21,273	56,875	297,897	63,555	1,241,931
Total budget	202,247	3,069,099	324,558	125,298	1,735,253	404,494	5,860,950