



Disaster Response and Recovery Facility Mid-Term Project Evaluation Bangladesh



**MTR Evaluation conducted by,
Stephanie Hodge
International Evaluation Specialist (ES)**

**Mohammad Abdul Wazed
National Consultant (IC)**

Project Information		
Project Title	Disaster Response & Recovery Facility (DRRF)	
Atlas ID	00112092	
Corporate Outcome and Output	<p>SP Outcome 1: Advance Poverty Eradication in all its forms and dimensions</p> <p>SP Outcome 3: Strengthen resilience to shocks and crisis</p> <p>SP Output 1.3.1: National capacities and evidence-based assessment and planning tools enable gender-responsive and risk-informed development investments, including for response to and recovery from crisis</p> <p>SP Output 3.1.1: Core government functions and inclusive basic services restored post-crisis for stabilization, durable solutions to displacement and return to sustainable development pathways within the framework of national policies and priorities</p> <p>SP Output 3.6.1: Women's leadership and participation ensured in crisis prevention and recovery planning and action</p> <p>UNDAF/CPD Outcome 3: Enhance effective management of the natural and man-made environment focusing on improved sustainability and increased resilience of vulnerable individuals and groups</p> <p>UNDAF/CPD Output 3.1: Government institutions have improved capacities, and institutional and legal frameworks to respond to and ensure resilient recovery from earthquakes, weather extremes, and environmental emergencies</p>	
Country	Bangladesh	
Region	Asia and Pacific	
Date project document signed	30.09.2018	
Project dates	Start	Planned end
	01.10.2018	31.12.2022
Total committed budget	51,150,000.00 USD (UNDP Fund 1,150,000.00 USD and Disaster Window 50,000,000.00 USD)	
Project expenditure at the time of evaluation	22,668,352.00 USD (September 2021)	
Funding Source	UNDP TRAC-1, UNDP TRAC-2, CERF, Australian Government (DFAT), JSB (Government of Japan), MoFCOM-China Aid, SIDA, German Embassy, UNHCR, IOM, EC (ECHO), DFATD-Canada, DFID,	
Implementing party	UNDP	
Evaluation Information		
Evaluation Type	Project Evaluation	
Final/Midterm/Other	Mid-term Evaluation	
Period under evaluation	Start	End
	September 2021	October 2021
Evaluators	Ms. Stephanie Jill Hodge, International Evaluation Specialist (ES) Mr. Mohammad Abdul Wazed, National Evaluation Consultant	
Evaluators email address	shodge1@gmail.com wazed.abdul73@gmail.com	
Evaluation dates	Start	Completion
	September 2021	October 2021

Draft Submission Date: 09/10/2021
Revised Submission Date: 20/12/2021

ACKNOWLEDGEMENT

The Evaluation Team would like to thank the UNDP Bangladesh and specially the Disaster Response and Recovery Facility (DRRF) for providing us with the opportunity to conduct this mid-term evaluation timely. We are indebted to the UNDP/ DRC officials for their flexibility and guidance in designing the research methodology, insightful comments during inception and discussions, sharing relevant documents and providing support in data collection through KIIs and FGDs in the project sites. We will remain grateful to Sudipto Mukerjee, Arif Abdullah Khan, Shah Zahidur Rahman, Kazuyoshi Hirohata, Tahmina Tamanna, Md. Amanullah bin Mahmood, Md. Golam Mostafa and Apurba Swatee Mahboob for their whole-hearted support and kindness to the Evaluation Team. We are grateful to Mir Asgar Ali and UNDP colleagues in Cox's Bazar, Marta Kucharski Duran and Mahatabul Hakim for their kind support in visiting their project sites and sharing their views on keeping social cohesion with the Forcibly Displaced Myanmar Nationals¹ and host community in Cox's Bazar.

We put on record our appreciation to Al-Markazul Islami Bangladesh, Uttaran and Shushilon, the partner NGOs in South –West and Mahmud of UNDP Swapna project in Jamalpur for their whole-hearted cooperation and sharing thorough views on COVID 19 response and disaster recovery projects being implemented or already completed.

Most importantly, the mid-term evaluation report recognizes the valuable contribution of the participants of FGDs and KIIs.

We hope that this report will serve as a useful guide for UNDP/DRRF and DDM/ MoDMR and the Donors to initiate comprehensive disaster response and recovery interventions and introduce appropriate benefit transfer mechanism to the disaster affected vulnerable communities in different parts of the country timely, quickly and efficiently.

Stephanie Hodge
International Evaluation Specialist (ES)
And
Mohammad Abdul Wazed
National Consultant (IC)

¹ The Government of Bangladesh defined the “Rohingya people” as “Forcibly Displaced Myanmar Nationals” instead of “refugees”. The word “Rohingya” appeared in this document reflects the content from various reference documents.

TABLE OF CONTENTS

ACKNOWLEDGEMENT	iii
LIST OF ACRONYMS AND ABBREVIATIONS.....	vi
1 EXECUTIVE SUMMARY	1
2 INTRODUCTION.....	6
2.1 Evaluation Context and Background to the DRRF	6
2.2 Audience and users of the Evaluation.	6
3 DRRF PROGRAM DESCRIPTION.....	7
3.1 DRRF Program Start and Duration, Including Milestones.	7
3.2 Development Context: Environmental, Socio-economic, Institutional, and Policy Factors Relevant to the DRRF Objective and Scope.....	7
3.3 Problems that the DRRF Sought to Address, Threats and Barriers Targeted	9
3.4 Immediate and Development Objectives of the DRRF	9
3.5 Expected Results	10
3.6 Partners and Key Stakeholders.....	12
3.7 Theory of Change	14
4 EVALUATION PURPOSE, OBJECTIVES AND SCOPE	16
4.1 Evaluation Purpose	16
4.2 Evaluation Objectives	16
4.3 Evaluation Scope	16
4.4 Evaluation Criteria	17
4.5 Evaluation Questions	17
5 EVALUATION APPROACH AND METHODS	18
5.1 Overall Evaluation Approach	18
5.2 Data Collection and Analysis Methods	18
5.3 Gender and Human Rights	19
5.4 Performance standards and Ethics.....	20
5.5 Limitations to the evaluation.....	20
6 ANALYSIS FROM EVIDENCE.....	21
6.1 Relevance/Coherence	21
6.2 Effectiveness: achievement of planned expected results – changes in log frame.....	27
6.3 Efficiency	38

6.4 Sustainability of the project:	44
7 CROSS CUTTING ISSUES	46
7.1 General: Gender, Persons with disability	46
7.2 Human rights	46
7.3 Poverty	46
8 RISK ANALYSIS	48
9 PARTNERSHIPS AND STAKEHOLDER ENGAGEMENT - CASE STUDY ANALYSIS	50
10 KEY FINDINGS	53
11 RECOMMENDATIONS	55
11.1 Relevance (Functioning and Fit for purpose)	55
11.2 Effectiveness	55
11.3 Efficiency	56
11.4 Partnerships	56
11.5 Sustainability	56
12 LESSONS LEARNED	57
13 CONCLUSIONS	60
Annex-1: Log Frame Rating and Evaluation Vet Results	62
Annex-2: Project management reported results - Cross referenced with outputs and project management statements above	71
Annex-3: Actual Expenditure and Conducted Activities	74
Annex-4: Mission itinerary, including summary report on field visits	80
Annex-5: List of key informants interviewed (KIIs)	94
Annex- 6: List of Focus Group Discussions (FGDs)	95
Annex- 7: Stakeholder participation (in Evaluation)	96
Annex-8: Donor financing table	97
Annex-9: Data collection Instruments (i.e. Questionnaire and checklists)	98
Annex-10: Evaluation questions and Matrix	103
Annex-11: Assessed MTR Project Log frame (Goes with findings concerning performance)	119
Annex-12: Project Management Set Up	123
Annex-13: Training activities	124
Annex-14: Ongoing and completed activities of the DRRF	129
Annex 15: Risk and Mitigation measures	144
Annex 16: List of documents reviewed	153
Annex 17: ToR for Mid-term Evaluation	155
Annex 18: Pledge of ethical conduct in evaluation	179

LIST OF ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
AWP	Annual Work Plan
APR	Annual Progress Report
BCCSAP	Bangladesh Climate Change Strategy and Action Plan
BCPR	Bureau of Crisis Prevention and Recovery
BIGD	BRAC Institute of Governance and Development, BRAC University
BRCS	Bangladesh Red Crescent Society
BUET	Bangladesh University of Engineering and Technology
CBO	Community Based Organization
CDMP	Comprehensive Disaster Management Programme 2010-2014
CO	Country Office
COP	Country Operations Programme
CPP	Cyclone Preparedness Programme
CPD	Country Programme Document
CSO	Civil Society Organisation
DCOS	Direct Country Office Support
DER	Disaster Emergency Response
DIM	Direct Implementation Modality
DFID	Department for International Development (UK)
DMB	Disaster Management Bureau
DMC	Disaster Management Committee
DMIC	Disaster Management Information Centre
DNA	Disaster Needs Assessment
DRF	Disaster Response Facility
DRR	Directorate of Relief & Rehabilitation
DRRF	Disaster Relief and Response Facility
DRRO	District Relief & Rehabilitation Officer
ECNEC	Executive Committee of the National Economic Council
ERD	Economic Relation Division
ERF	Early Recovery Facility
EWS	Early Warning System
EU	European Union
FFWC	Flood Forecasting and Warning Centre
GoB	Government of Bangladesh
GMS	General Management Service
HFA	Hyogo Framework for Action
HRT	Humanitarian Response Team
HQ	Head Quarter
ICT	Information Communication Technology
IFRC	International Federation of Red Cross and Red Crescent Society
INGO	International Non-Government Organization
KM	Knowledge Management
LPAC	Local Project Appraisal Committee
MDTF	Multi-Donor Trust Fund
M&E	Monitoring and Evaluation
MoDMR	Ministry of Disaster Management and Relief
MoU	Memorandum of Understanding
NDMAC	National Disaster Management Advisory Committee
NDMC	National Disaster Management Council
NGO	Non-Government Organization
NGOCC	NGO Coordination Committee on Disaster Management
OCHA	Office for the Coordination of Humanitarian Affairs (UN)

PDNA	Post-Disaster Needs Assessment
PIO	Project Implementation Officer
PMO	Prime Minister's Office
PPRC	Power and Participation Research Centre
PRSP	Poverty Reduction Strategy Policy
PSC	Project Steering Committee
QPR	Quarterly Progress Report
RRRC	Refugee Relief and Repatriation Commissioner
SAARC	South Asia Association for Regional Cooperation
SDG	Sustainable Development Goals
SFDRR	Sendai Framework for Disaster Risk Reduction 2015-2030
SIDA	Swedish International Development Cooperation Agency
SOD	Standing Order on Disaster
TA	Technical Assistance
ToT	Training of Trainers
UDMC	Union Disaster Management Committee
UNDP	United Nations Development Programme
UNDP CO	United Nations Development Programme Country Office
UN	United Nations
UNFCCC	United Nations Framework Convention on Climate Change
UNDAF	United Nations Development Assistance Framework
UNO	Upazila Nirbahi Officer
UzDMC	Upazila Disaster Management Committee
WB	World Bank

1 EXECUTIVE SUMMARY

Bangladesh has made considerable progress in managing disaster risks over the last 10 years. However, the large and recurrent nature of hazards poses a very different set of risks to an economy with both impressive economic growth and significant progress in human development. In line with the Sendai Framework for Disaster Risk Reduction 2015-2030 and the Government of Bangladesh's 7th Five Year Plan, renewed attention is required to develop the whole society's capacity on preparedness for disaster response & recovery. An efficient capacity would help Bangladesh achieve both Sustainable Development Goals and a developed country status by 2041.

UNDP's Disaster Response and Recovery Facility (DRRF) was set up to make a vital contribution towards this ambition. The DRRF Facility is the result of cumulative UNDP GOB partnership since 2000 and to take an "economy-wide" approach in addition to focusing on household and community-level recovery. The DRRF capacity building and financial support are conducted in partnership primarily with the Ministry of Disaster Management and Relief (MoDMR and then with its partner's sectors, NGOs, and donors. It is aimed at enhancing national capacity and supporting policy for resilient recovery. The DRRF objectives include providing appropriate, and adequate, and timely response and recovery assistance to the disaster-affected communities for livelihood recovery and business continuity.

The DRRF has been providing support in key areas: post-disaster needs assessment, pre-approved rosters, formulating recovery strategy and plans, financial instruments including cash transfer to the affected, and technological innovation on preparedness for disaster, and mobilizing resources in cooperation from development partners. Building on successes of the earlier Early Recovery Facility project, the DRRF is built on pre-approved funding mechanisms, flexible operational procedures, and engagement with an active pool of implementing partners and technical professionals. For ensuring rapid financial, coordination, technical, and capacity-building support, the DRRF follows the Direct Implementation Modality (DIM) of UNDP.

Mid-Term Evaluation

This mid-term evaluation is a legal requirement of the UNDP. It has focused on assessing the results generated by the DRRF initiative from the beginning to the mid-point of project implementation. The conduct of the evaluation was based on the intent, scope, and criteria set forth by the evaluation TOR (annex). The *specific* objectives have been: to assess the relevance and how effective the DRRF has been since the start. The evaluation focus has been to evaluate per the DRRF metrics provided how efficiently the results/outcomes and outputs have progressed in attaining their overall purpose (a better early recovery approach) and to document lessons learned, to identify good practices. The evaluation team would also assess the opportunities for sustaining the capacity building and provide some recommendations for the exit strategy. The MTR results are expected to feed into the second half of the DRRF project implementation. It should also inform the DRRF exit strategy with a date concordant to the graduation of Bangladesh to a middle-income country in 2025.

The evaluation was conducted by two consultants, one international and one national. Together the consultants covered the evaluation planning and data collection, analysis. The full scope of the methodology is provided in section 2. Given the unique nature of the facility, the evaluation employed a case study to ascertain the testimonials and benefits as perceived by those targeted by the DRRF interventions. These case studies are provided in the section on partnerships and stakeholders.

Summary of Findings

Relevancy

i) Needs-Based and Priority

In terms of overall relevance, Bangladesh is a disaster-prone country, and the rationale for quick standby financing and emergency recovery assistance including technical and capacity building and learning support about early recovery as part of the DRM cycle is justified based on the dynamic and protracted emergency context. In terms of the operating environment, impacts of climate change are enabling intensifying and more frequency in the disaster events, and secondly, the majority of the severity of the disaster, i.e., rapid onset and nature of the disaster are changing and increasing. DRRF provides support to the government and the HCTT as Shelter and Early Recovery Cluster lead. Financial, technical, and capacity building support DRRF, like previous phases (ERF), has shown a significant risk reduction and early recovery actions. In recent years there has been increasing demands for local NGO capacity building in the early recovery space. The flexibility of the DIM modality helps DRRF to deal with Cox Bazar humanitarian dislocation effectively and quickly. The localization of the response, e.g., digitation of the response measure, cash payments to the beneficiaries is an important area of DRRF.

ii) Global Relevance

Learning brought about by the DRRF and UNDP catalyzing interventions in Bangladesh is highly relevant nationally but also globally. UNDP through DRRF has been providing support to ongoing emergencies, building capacity as well as undertaking micro assessment and doing spot-check monitoring. DRRF is not just engaged with emergency support, it has been building a movement by coordinating all partners on early response and learning. The growth (results) are in improved early response together with government and partners who are most active in this space. Thus, DRRF has become a part of a national and global exercise to effectively bridge development and humanitarian work.

iii) Dual Capacity Building Modality – Addressing Early Recovery Learning needs for partners across the humanitarian and development spheres.

UNDP has already funded, using its core funding a roster for surge, and this experience has shown that there are also key projects ideas unfunded and not resourced. For example, inclusive access and digitation of cash transfers, the building of national NGO local capacities, mapping hotspots and vulnerable persons for prepositioning response to name a few. UNDP through DRRF has shown that investing in early recovery research is essential and also that packaging key knowledge products are essential to support a learning practice and policy change for the DRM cycle.

iv) COVID 19 Learning

- a. COVID 19 impacted aspects of the implementation of the work plans and taught the operational aspects about the total breakdown in supply chains. Before COVID 19, UNDP could bring in surge but the pandemic also illustrated the need to build local self-reliance and surge. Bangladesh found it no need to import surge and was able to respond with support of local NGOs and by repurposing and adapting manufacturing, for instance, to make PPE and cheapest ventilators in the world.
- b. However, a new complexity has arisen as elsewhere in the country's disaster management due to effects of the COVID 19 pandemic. This situation has brought new challenges in the contemporary response and recovery of appeared disasters that has been observed during the response and recovery actions of cyclone *Amphan*. Pandemic effects have delayed the livelihood recovery of marginal communities due to reduced economic opportunities. The country has observed 'reverse migration' and fall of 'vulnerable poor' to

'poor' category.² The year-round COVID 19 pandemic from the beginning of 2020 has seriously disrupted the delivery of the planned training to the government officials and other stakeholders. DRRF, as a project working for strengthening the disaster recovery capabilities of the country, should soberly consider this new dimension of the recovery issues and would provide the necessary guidance to face a situation which was not estimated before. An extension of 2-3 years of the project period will be required as a reality.

Effectiveness

i) Performance per plans

The overall actual performance per plan has been robust during the period (please refer to the fully vetted results framework in annex 1 and see the report on actual results under the effectiveness section). The evaluation shows that DRRF has implemented effective response and recovery work including extending cash and shelter support to flood and cyclone-affected female-headed households. DRRF has extended support to the Rohingya crisis and supported the Cox's Bazar UNDP Sub-office in implementing different activities towards the Rohingya Crisis.

In response to the COVID19 pandemic; DRRF has taken several notable initiatives, including raising awareness on preventive measures, distribution of PPE among cleaning workers of 16 municipalities, implementing partners and local governments; Capacity building of Al-Markaz ul Islami, Bangladesh, and support to develop 19 volunteer groups in 8 city corporation for managing the burial of COVID-19 deceased; awareness-raising on the safe burial of COVID-19 deceased from different religious groups, etc. DRRF project has ensured tremendous benefit and results in restoring the community infrastructure which is critical for quick recovery following the 'build the back better' concept of Sendai Framework for Disaster Risk Reduction (SFDRR 2015-30) by repairing the fragile embankment in the coast that are protecting tidal surge and saline water intrusion during the monsoon and cyclone season, saving poor and vulnerable people's livelihood and asset, and thereby the project has protected huge economic losses. There are many good stories of the women who have been benefitted from the Facility. More than half (55%) of the KIs interviewed revealed that the project had delivered excellent results while the rest of the respondents (45%) mentioned the project was able to deliver good results through implementing the target interventions, while 91% expressed their satisfaction on the projects in meeting the needs of disaster-affected communities.

ii) Capacity Building Efforts (DRM)

As a part of capacity building for effective disaster management, DRRF has provided training to high officials of the MoDMR and technical support to the Fire Service and Civil Defence (FSCD) towards its reform initiatives. DRRF has also supported the NRP project in formulating the National Plan for Disaster Management (NPDM) for 2021-2025 and the development of the Post-disaster Recovery Planning for Cyclone Amphan and Flood 2020. DRRF has supported the Ministry of Disaster Management and Relief (MoDMR) in developing a data management system on "Digitalization in beneficiary Selection." The DRRF has also undertaken a joint initiative with IOM on "Disaster and Pandemic Data Management for IDPs and Migrants

iii) Programming, Governance, and Partnering

The concept of DRRF is part of the UNDP portfolio aimed to support de-risking all the UNDP-supported sustainable development and poverty alleviation work. The DRRF is an important cog in the UNDP country program wheel. The DRRF plays an important risk governance role to identify needs and to influence between emergency response policy and bottlenecks to early response i.e. rapid assessment framework, focus on most vulnerable groups,

² PPRC & BIGD (May 2021): Livelihoods Coping and Recovery – During COVID-19 Crisis.

mechanism for transparent cash transfer. Partners interviewed included major donors who are receptive to being included programmatically with UNDP.

iv) Opportunities to improve the DRRF Effectiveness

In terms of DRRF's overall work on knowledge management, policy, and early recovery born learning (i.e. to support building back better), the facility can do much more by systemically planning and partnering for resourcing, knowledge management, capacity development, and policy advocacy. The evaluation finds the DRRF team is underreporting their actual results on learning and capacity-building support. It needs a stronger performance matrix for planning and monitoring and particularly for communicating the work on the learning and capacity building across the humanitarian and in the development space it covers.

v) Cox Bazar

While the Cox Bazar has received most of the DRRF funding to date 80%, it has also shown, that as a humanitarian and vulnerability hot spot, there is a clear division of responsibilities with government and other partners. As such, the lesson and learning speak to an area the DRRF can do better, which is to position the needs for capacity-building programs with partners by including key financing partners on the DRRF Project Board. In this way, UNDP can early identify funding with partners i.e. for hot spots, and provide inclusive digital access to cash transfers i.e. coastal areas and others.

Efficiency

The DRRF has been expressing value added through concrete support to training in addition to the coordination of the humanitarian partners and the intersectoral knowledge inputs for better and quicker recovery based on the practice (however the finding is this aspect can be better and systematized-KM). DRRF has done globally notable work on cash transfers and on stimulating the local economies post disasters. Additionally, DRRF has been mapping out the disaster hotspots and vulnerable communities before emergencies which adds efficiencies. This can continue the as good practice.

These examples illustrate the DRRF as a national and global good practice i.e. an innovative government – UN facility that is taking proactive action for preparedness and also building the capacity of a diverse group of stakeholders on the action in early recovery benefits. DRRF governance and management based on this project to date, however, can do better by building on the reporting and results monitoring skills to raise examples of how the 'preparedness' actions benefits are flowing and use this for greater policy level results. This can be achieved by developing more effective and targeted communications, becoming a more vibrant dynamic knowledge platform for the coordination of the government's early recovery partners including NGOs, and by developing targeted knowledge products for advocacy. Other key features are noted by the evaluators such as the UNDP's ability to convene donor partners and to resource mobilize as well as to raise evidence for an influencer on policies on key aspects like gender considerations, the need for focus on the most vulnerable, and mapping out the hotspots pre-disaster. In this regard, the evaluation found work is needed on the DRRF results metrics and monitoring.

Sustainability

With long-term advantages for the early recovery community in question, the evaluation shows that the DRRF as a facility for quick action and also a focus on the learning aspects of early recovery with a dual capacity-building approach (bridging humanitarian and development actors) is politically, socially, ecologically, and fiscally sustainable. The evaluation assessed factors that reveal however the need for work on the measurement of these rather intangible 'learning' benefits in this space, and of having a mechanism for quick action and financing recovery and the ability convene donors before emergencies, as well as for work on early response capacity building. I.e. appropriate metrics for early recovery learning and quick

response and the positive effects brought about by learning from the experiences in the early recovery period are needed.

In terms of the effectiveness of gender mainstreaming and its sustainability, women have been empowered and have shown their potentiality to do emergency recovery work along with men. These stories and cases must be raised through the DRRF knowledge platform as valuable learning mechanism that promotes gender favorable policies. Besides, the interventions, e.g., the “Cash for Work” program, the evaluation finds that the DRRF has ensured effective coordination between the government and NGOs while ensuring women are in prime participation. These are excellent policy and capacity building lessons for early recovery policy.

2 INTRODUCTION

2.1 Evaluation Context and Background to the DRRF

Bangladesh has made considerable progress in managing disaster risks over last 10 years. However, large and recurrent nature of hazards poses a very different set of risks to an economy with both impressive economic growth and significant progress in human development. In line with the Sendai Framework for Disaster Risk Reduction (SFDRR 2015-2030) and the Government of Bangladesh's 7th Five Year Plan, renewed attention is required to develop the whole society's capacity on preparedness for disaster response & recovery. An efficient capacity was anticipated to help Bangladesh achieve both Sustainable Development Goals and a developed country status by 2041. UNDP's Disaster Response and Recovery Facility (DRRF) (current project under review) is a vital contribution towards this ambition as proposed. The Facility would adopt an "economy-wide" approach in addition to focusing on household and community level recovery. It will primarily support Ministry of Disaster Management and Relief (MoDMR), and gradually expand its support to selected key sectors at all levels for enhancing national capacity and supporting policy making for resilient recovery.

Building on successes of Early Recovery Facility project, the new DRRF facility was thus expected to continue to focus on rapid financing, learning and scaling up that learning based on the responses for policies towards better development i.e. building back better- more inclusive and sustainable development climate resilient investments. To achieve, it will continue to be built on pre-approved funding mechanisms, flexible operational procedures and active pool of implementing partners and professional human resources. For ensuring timely support to the government in need, the project will follow Direct Implementation Modality (DIM) of UNDP.

The main purpose of the MTE is to assess the progress towards the achievements of the DRRF outputs/outcomes (as per the project result framework). Additionally, it would assess the project design and evaluate the capacity in attaining the results. This MTE is expected to draw lessons learned and provide recommendations, enabling to adjust based on the findings as required.

The Mid-term project evaluation has been conducted in September –October 2021, as agreed with project advisory board. The evaluation will cover the period from October 2018 that is beginning of the project to 31 May 2021, which is the halfway mark of the project's implementation phase.

2.2 Audience and users of the Evaluation.

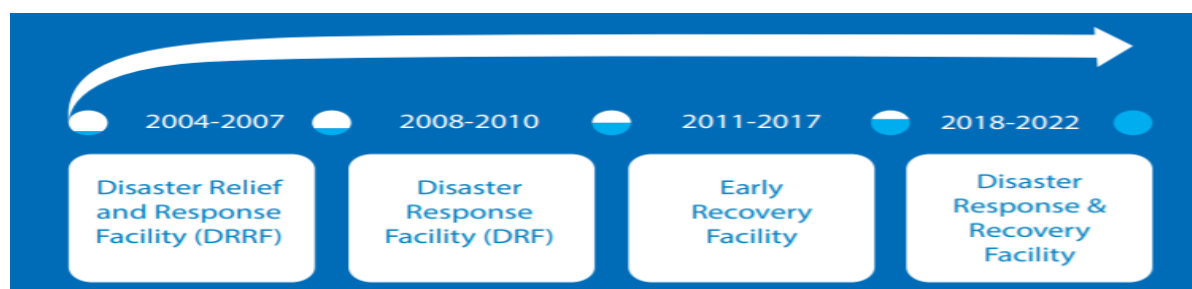
While the primary users of the evaluation results will be UNDP, but the evaluation results will also be useful to the relevant GoB ministries, development partners. In addition, the evaluation aims at critically reviewing and identifying what has worked well and what challenges the project faced during implementation. Furthermore, it will highlight lessons learned that can contribute to future DRRF programming. The evaluation will also generate knowledge for wider uses, assess the scope for scaling up the current programme, and serve as a quality assurance tool ensuring vertical and horizontal accountability. UNDP will take into consideration the findings, conclusions and recommendations from the evaluation, prepare a systematic management response for each recommendation, and shall implement follow-up actions as per UNDP Evaluation Resource Center guidance/policies.

3 DRRF PROGRAM DESCRIPTION

3.1 DRRF Program Start and Duration, Including Milestones.

The DRRF project was signed on September 30, 2018. The inception of the project was in October 2018. The evaluation has covered the period from October 2018 that is beginning of the project to 31 May 2021, which is the halfway mark of the project's implementation phase. The current DRRF has evolved from a legacy of support to emergency response activities carried out by UNDP and the government of Bangladesh since 2004. A timeline of prior DRRF initiatives follow in the attached table.

Figure 1: History of DRRF Facility and UNDP -GOB Emergency Recovery Support



3.2 Development Context: Environmental, Socio-economic, Institutional, and Policy Factors Relevant to the DRRF Objective and Scope.

Bangladesh has a good track record in making considerable progress in managing disaster management and the progress has been continued. This progress has been reflected in better disaster preparedness, well-functioning early warning system and swift on-time response to disasters. A dedicated ministry (Ministry of Disaster Management and Relief- MoDMR) and a department (Department of Disaster Management- DDM) have been established in 2012 for quick response to and recovery from natural, human induced and environmental disasters. DDM's 2012 Report³ on response and recovery reveals that almost 72% of response (mostly relief operation) was covered by the Government and the rest came from the I/NGOs including development partners (DPs). Following year I/NGOs relief response⁴ including early recovery rose to 35%. (No such report that combines both GO and NGO fund utilization in post disaster period was published. It may be mentioned that in 2013 Bangladesh faced cyclone Mahasen that caused serious damage to houses and crops in SW Bangladesh and DP and I/NGO engagement was laudable. UNDP led Early Recovery Facility (ERF)⁵, a pool fund started in 2011 and focused on building resilience to shocks and crisis, played a significant role in early recovery process of disaster risks over the last ten years. However, the situation analysis reveals a gap⁶ in Government's reluctance to undertake mid-term and long term recovery

³ Department of Disaster Management (DDM): Annual Report Disaster Response and Recovery 2012

Ibid, Annual Report Disaster Response and Recovery 2013.

[Both Reports can be downloaded from <http://www.ddm.gov.bd/site/page/bca200a7-aaa4-4a02-a803-6dccc383147d3/>]

⁴ <https://www.bd.undp.org/content/bangladesh/en/home/projects/early-recovery-facility--erf-.html%20/>

<https://www.bd.undp.org/content/bangladesh/en/home/projects/early-recovery-facility--erf-.html/>

/ Summary Report published by LCG_DER Secretariat (at ERF): Highlighting the Key Achievements of LCG-DER in 2012, February 2013.

⁵ <https://reliefweb.int/report/bangladesh/still-feeling-toll-cyclone-aila>; Islamic Relief: Bangladesh Still Feeling the Toll of Cyclone Aila, June 2014.

⁶ ELSVIER (Journal of Home Page: www.elsevier.com/locate/crm): Climate Risk management 10 (2015) 27-34.197_midterm.pdf" https://www.unisdr.org/files/18197_midterm.pdf

programme for the disaster affected communities and lacks in addressing slow-on disasters⁷ like water-logging in Satkhira and other areas of South-West region. Moreover, substantial loss of crops, housing, assets and livelihoods due to large and recurrent hazards pose a very different set of risks to the economy of Bangladesh. From 2007 (SIDR) to 2020 (Amphan) Bangladesh has faced five major tropical cyclones and floods almost every year. But the projects undertaken and implemented by the focal ministry (MoDMR) do not go with the recovery and reconstruction disaster community's livelihood and infrastructure build insignificant human development progress. In line with "build back better" – the prime theme of the Sendai Framework for Disaster Risk Reduction 2015-2030 where Bangladesh is a signatory.

During the second part of the implementation period of 10 year Hyogo Framework for Action (2005-2015) Bangladesh constantly worked for infrastructure development (Ministry of Disaster Management and Relief (MoDMR) and Department of Disaster Management -DDM) and formulated major parts of its legal framework for disaster management such as Disaster Management Act 2012, Disaster Management Policy 2015, Cyclone shelter Construction, Management and Maintenance Policy 2011, National Plan for Disaster Management 2010-2015, Revised Stranding Orders on Disaster (2010), Post- disaster Dead body Management 2016 etc. as the first priority of HFA⁸ was to "ensure that disaster risk reduction is a national and local priority with a strong institutional basis for implementation." But the country has achieved less progress in respect of other priority areas of the HFA especially in the use of knowledge, innovation and education to build a culture of safety and resilience at all levels and reducing underlying risk factors and strengthening disaster preparedness for effective response at all levels. MoDMR, the focal ministry, during the period was too engaged in implementation of projects, such as construction of cyclone and flood shelters, HBB on rural roads, resilient housing and small bridge and culverts on rural roads that costed BDT 34.83 billion over 10 years. The recent cyclone Amphan and the Pandemic -Covid-19 made the situation more precarious and called for more organized interventions by the Government and fill up gaps by the development partners. The same has been reiterated in line with the Sendai Framework Disaster Risk Reduction (SFDRR 2015-2030) and the Government of Bangladesh's 6th, 7th & 8th Five Year Plans which emphasize that Plan, renewed attention is required to develop the whole society's capacity to prepare for disaster response & recovery. Thus strengthening the country's capacity would help Bangladesh achieve both Sustainable Development Goals (SDGs 2015-30) and a developed country status by 2041. The overall objective of disaster management in the 7th Five Year Plan (2016-2020) is to reduce the exposure and vulnerability of the people specially the poor and disadvantage to geo-hydro-metrological hazards, environmental impacts and climate extreme events, man-made disasters, chemical hazards and to make the poor and vulnerable people resilient to all sorts of hazards and disasters through resilient human habitat, safe resources, constant economic growth and sustainable development. The Plan emphasized on equity and justice, inclusive growth with special reference to women's advancement as self- human beings, reducing discriminatory barriers by taking both developmental and institutional measures. Regarding risks, vulnerability from climate change, environmental degradation and disaster preparedness the Plan reiterates the Bangladesh Government's programmes to address climate change and disaster prevention as a part of its broader development effort. *Agricultural research, embankment and reforestation programmes, disaster preparedness etc. are its priority areas which, the Plan says, are already making important inroads in lowering the vulnerability of the population to climate change and natural disasters.* Longer-term programmes such as the planned Delta Region Development (Delta Plan 2021) can be of further benefit in this regard. It is praiseworthy to say that the 8th FYP (2021-2025) captures

⁷ Ministry of Disaster Management and Relief (MoDMR): Success and Development Story of 10 Years (2009 – 2018), published in October 2018

⁸ Bangladesh Planning Commission, General Economic Division (GED): Sixth FYP 2010-2015), Seventh FYP (2016-2020) and Eighth FYP (2021-2025).

MoDMR's vision, mission, strategies, policy and its five year plan, namely, National Plan for Disaster Management (2021-2025).

3.3 Problems that the DRRF Sought to Address, Threats and Barriers Targeted

The concept of disaster risk reduction has got priority in Bangladesh Planning Commission's Five Year Plans (FYPs) from Sixth FYP (2010-2015) which urged for a paradigm shift from conventional relief response to more disaster risk reduction programme with the target of building a resilient nation. Later the 7th FYP (2016-2020) 7th FYP emphasizes on mainstreaming Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA), strategies, preparedness, warning, immediate response, and post-disaster recovery, rehabilitation and reconstruction, the **four categories of goals** as the plan categorizes. These four goals are: i) mainstreaming DRR and CCA, ii) formulating DRR strategies, iii) disaster preparedness, warning and response, lastly, iv) post disaster recovery, reconstruction and rehabilitation. The Plan also highlights one **cross-cutting issue** to achieve the goals and targets, such as, a) Design and implement a comprehensive communication strategy to enable proactive communication to vulnerable communities, across government and to the wider DM community to support awareness raising for effective disaster resilience, and b) review and reform business processes within relevant ministries and departments focusing on financial management, monitoring and evaluation, human resource management, incentive structures and coordination/collaboration skills. Build human resource capacity to manage reformed processes as needed. The plan also reiterates that long-term planning and substantial public investment is a big challenge. So *this is the area that should be treated as the **entry point for UNDP led Disaster Response and Recovery Facility (DRRF)*** to work with relevant ministries and government implementing agencies to build their capacity as well as develop partnership for a good and wide range of mainstreaming DRR from preparedness and response to full recovery of the livelihoods of the affected communities and infrastructure reconstruction. As we have seen that during a ten year period (2009 – 2018) MoDMR, the focal ministry could not achieve the goals and targets due to lack of capacity and resource constraints.

3.4 Immediate and Development Objectives of the DRRF

The key objectives of DRRF are:

- Implement timely, appropriate, and adequate response and recovery assistance to the households, community, businesses for a quick return to sustainable development pathways & business continuity;
- Work with development partners, the UN/Cluster systems to support GoB to build its capacity at all levels and sectors for carrying out post-disaster needs assessment, formulating recovery strategy and plans, and mobilizing resources.
- Support making appropriate policies, financial instruments, and technological innovation on preparedness for recovery and provide coordination support and foster partnership in (early) recovery and shelter sector as part of national priorities in disaster management.
- Work as, when appropriate, a fund management facility for humanitarian and development agencies to foster a cost-effective and time-efficient mechanism.

3.5 Expected Results

The DRRF is implementing to achieve the four results/outcomes and seven respective outputs for attaining the objectives. Note these results and any adaptations to the project logical framework has been assessed in section on results and is provided in the **Annex – 1** (Log Frame Rating and Evaluation Vet Results) to this report. The results/outcomes per ProDoc are stated as;

Result 1: UNDP has an effective Disaster Response and Recovery Facility in support of the Government of Bangladesh.

Result 2: National capacity is further enhanced for resilient recovery to protect development gains from recurrent and extensive disasters.

Result 3: Disaster-affected people, communities, and businesses are supported, and the environmental ecosystem is restored to achieve a resilient recovery for a continuation of sustainable development goals (SDGs).

Result 4: Effective project management, monitoring, evaluation, and quality assurance services

DRRF is serving the affected communities, businesses and providing support to augment government capacity when large-scale recovery support is required following natural and man-made disasters and emergencies from the project's initiation to achieve the objectives. DRRF functions to respond rapidly with flexible operational procedures and an active pool of implementing partners and professional human resources under the UNDP Bangladesh Country Office's broad strategic direction. DRRF is built on pre-approved funding mechanisms; A window of USD 50 million (preapproved disaster window) has been created as UNDP can quickly mobilize a considerable volume of resources (support to national-level disasters in response to GoB appeal/request or extend complimentary support).

Result 1: UNDP has an effective Disaster Response and Recovery Facility in support of the Government of Bangladesh.

Output	Activity
Output 1.1: UNDP has technical and operational capability to manage the Disaster Response and Recovery Facility.	<ul style="list-style-type: none"> • Recruiting of Staff • Setting up of Surge capacity • Developing advocacy strategy • Planning trainings and workshops • Conducting periodic evaluation/s • Conducting a multi-stakeholder post-disaster needs assessment • Supporting GoB to develop Recovery Strategy and Plan • Assisting GoB to coordinate recovery interventions by national and international humanitarian and development agencies

Result 2: National capacity is further enhanced for resilient recovery to protect development gains from recurrent and extensive disasters.

Output	Activity
Output 2.1: MoDMR and selected sectoral ministries have capacity to carry out post-disaster recovery needs assessment, formulate strategy and plans; and mobilize resources.	<p>a) Training disaster management officials, CSOs, NGOs, UN agencies on: i) Post Disaster Needs Assessment (PDNA) ii) sectoral PDNA guidelines iii) recovery information management system and iv) upgradation of recovery planning and implementation mechanism of selected ministries to incorporate of BBB principles</p> <p>b) Developing Master Plan for Fire Service & Civil Defense as well search and rescue volunteers</p> <p>c) Building capacity of DRROs and PIOs on disaster response, early recovery, recovery and coordination</p> <p>d) Supporting Govt to prepare Action Plan to reduce the risk of lightning/thunder storm</p>

	<p>e) Developing software to enhance the coordination and management of DRROs and PIOs from the central level of national volunteer organizations on disaster response, early recovery, recovery and coordination</p> <p>f) Training and equipping volunteers for disaster response, early recovery and recovery interventions</p>
<p>Output 2.2: UNDP's capacity is enhanced to support coordination and foster partnership in (early) recovery and shelter sector</p>	<p>a) Developing roster for Consultants and NGOs</p> <p>b) Setting up of Surge Capacity</p> <p>c) Developing communication plan/strategy</p> <p>d) Preparing assessment tools & techniques</p> <p>e) Planning trainings and workshops</p> <p>f) Introducing simplified procurement process for speedy delivery</p>

For Result 3, a window of USD 50 million has been created as UNDP can quickly mobilize considerable volume of resources (support to national-level disasters in response to GoB appeal/request or extend complementary support). Additionally, Multi-Donor Trust Fund (MDTF) can be considered for meeting early recovery needs. While a dedicated fund could be set up for early recovery, DRRF needs to access critical funding sources. The most important planning and fund-raising tools for humanitarian activities are the **flash appeal** and the (inter-agency) **consolidated appeal** (CAP) led by OCHA. Donors emphasize on reflecting early recovery requirements more systematically and consistently in these mechanisms.

Central Emergency Response Fund (CERF) is another critical fund; CERF is a standby fund designed to enable more predictable, timely, and equitable responses to humanitarian agencies. Though the CERF is an emergency fund, time-critical early recovery needs can also be covered through the CERF if a proposal reflecting key early recovery priorities can be developed. In addition, DRRF can seek access to the CERF for shelter and other non-food basic needs during large-scale events.

Result 3: Disaster affected people, community and businesses are supported; and environmental ecosystem restored, to achieve a resilient recovery for continuation of sustainable development goals (SDGs).

<p>Output 3.1: Disaster affected households, communities, businesses are supported with timely recovery assistance</p>	<p>a) Providing appropriate recovery assistance to the worst affected people; this implies targeting and implementing recovery assistance initiatives in the worst affected areas through a community-centered approach to early recovery.</p> <p>b) Restoring community infrastructure critical for quick recovery following "build back better" principles.</p> <p>c) Providing livelihood and financial support to people and small and medium enterprises</p>
<p>Output 3.2: Sectoral ministries, local government institutions (LGIs), civil society, businesses and NGOs have capacity to coordinate recovery effort, continue development services and maintain social cohesion</p>	<p>a) Providing technical and logistic support to LGIs/Local Administration in affected areas</p> <p>b) Creating emergency employment and interventions for enterprise recovery</p> <p>c) Strengthening local governance processes for coordination and service delivery</p> <p>d) Addressing social risks through strengthened inclusion and participatory processes</p>

3.6 Partners and Key Stakeholders

To achieve results, per ProDoc the DRRF was expected to work in partnership with stakeholders across the Government, NGOs and private sector working on disaster risk management and recovery in Bangladesh:

- **Ministry of Disaster Management and Relief (MoDMR):** As the GoB body mandated to work disaster risk reduction and emergency response, MoDMR is considered DRRF's **Senior Beneficiary**. MoDMR coordinates activities related to disaster management and relief; as per the draft National Plan for Disaster Management 2016-2020, it is also implementing the Sendai Framework for Disaster Risk Reduction in Bangladesh. MoDMR is responsible for humanitarian relief operations, both for traditional hydro meteorological disasters and for new emergencies such as the Rohingya crisis. For humanitarian relief, MoDMR efforts are often complemented by the UN response. In the Sendai area of enhancing disaster preparedness for effective response and to build back better, MoDMR's focus for 2016-2020 is on developing capacity to respond to new and emerging hazards; it is receiving support from World Bank, JICA, and the UN National Resilience Programme (NRP). The *NRP* is also complementing the work through a long-term capacity development programme on loss and damage reporting, PDNA and recovery planning. In line with priorities, DRRF will augment MoDMR's technical and operational capacity to assess, manage and recover from the development impacts of disaster.
- **Department of Disaster Management (DDM):** As MoDMR's implementing arm, DDM distributes emergency relief, implements social safety net programmes, and constructs small bridges/culverts and disaster shelters. DDM maintains dedicated thematic cells at the central level in Dhaka; at the field level, it maintains a network of Project Implementing Officers (PIO) and District Relief & Rehabilitation Officers (DRRO). In the previous project, ERF provided extensive capacity development support to DDM following its establishment in 2012. **From 2018 onwards, NRP will continue to provide training support and long-term capacity development to the DDM; while DRRF will provide support as requested for the management and recovery for specific disasters.** The Facility will also continue working closely with PIOs and DRROs for implementing interventions on the ground, drawing on local knowledge to identify and target the most vulnerable affected households and communities (see Management section for more details).
- **Office of Refugee Relief and Repatriation Commissioner (RRRC):** An office under MoDMR, RRRC in Cox's Bazar is the long-established GoB body for handling Rohingya people in Bangladesh. It has been working closely with **MoDMR, the Bangladesh Army** and the Office of the **Deputy Commissioner, Cox's Bazar district** to manage the sudden increase in influx since 25th August 2017; the UN system, NGOs and INGOs are providing additional support to the GoB in response to the humanitarian crisis. UNDP was approved to join the UN response to the crisis, and DRRF would serve as one of its main vehicles for delivering support. UNDP and the Facility recognise the mandates and expertise of the agencies already involved in the humanitarian response, and does not seek to compete with or replace any of these.
- As disaster and emergency impacts can affect several sectors, the Facility will also **support other GoB Ministries and agencies if requested**. This can include technical support to the Ministry of Environment and Forests (MoEF) in assessing and managing environmental disasters, technical and operational support to restoration of local government functions following high-impact disasters, and technical and operational support to PDNA and national recovery planning in the event of a major disaster or emergency with nation-wide impact.

- **National Resilience Programme – Department of Disaster Management subproject (NRP-DDM):** One of UNDP Bangladesh’s key projects on disaster risk management, NRP is a joint UN programme. NRP has a project component on enhancing Govt capacity for resilient recovery. NRP will utilize DRRF’s project expertise as it has long standing experience on programme and policy support to MoDMR and other key ministries.
- **Humanitarian Coordination Task Team (HCTT):** HCTT is a coordinating body in the Bangladesh humanitarian coordination architecture for natural disasters and, under the guidance of the LCG-DER, is jointly chaired by Secretary, DMRD/MoDMR and the UNRC. Its key functions include providing advice to the LCG-DER and acting as a coordination platform for the humanitarian clusters. One of the laudable roles of HCTT is to trigger the operation of Joint Needs Assessment (JNA), a rapid response survey to understand whether humanitarian support will be required from the donors. JNA is funded by donors/ INGO but operation is led by the Govt. and I/NGOs jointly to prepare one assessment report owned and followed by all.
- **Early Recovery Cluster:** It is one of six standing clusters in the Bangladesh humanitarian coordination architecture for natural disasters, the Cluster covers issues related to livelihoods; governance; security and rule of law; and crosscutting issues such as environment. It is mandated to improve preparedness and coordination of early recovery interventions, and sensitizes and contextualizes early recovery concept in Bangladesh with broader stakeholders. UNDP chairs the Cluster with DDM as co-chair. Although a vital platform for coordinating recovery interventions and developing capacity among participating NGOs and agencies on recovery, the Cluster does not actively sensitize broader stakeholders. DRRF will enhance this function through greater communication with external actors to amplify advocacy efforts.
- **Early Recovery Network:** It is a network of six humanitarian coordination clusters, to be managed by the UN RC/HC; the network is currently defunct. DRRF will explore with the RCO if the network should be reactivated and if so, how it can be used to amplify advocacy for investment in recovery.
- **Shelter Cluster:** It is one of six standing clusters in the Bangladesh humanitarian coordination architecture for natural disasters; its mandate includes: i) providing non-food items and emergency shelter; ii) supporting permanent shelter for disaster-affected people iii) promoting cross-agency standards and resilient housing designs and iv) identifying solutions for displaced populations. It is co-chaired by IFRC and UNDP, with IFRC in charge of emergency shelter and UNDP in charge of long-term housing recovery. The Shelter Cluster has been successful in developing and promoting coherent design standards, providing emergency shelter support, and providing small-scale permanent housing. Limited funding and political complexity on land issues constrain scaling-up permanent housing and displacement solutions. DRRF will enhance these functions through greater communication with external actors and by conducting studies on disaster displacement and populations settled in chronically exposed areas to amplify advocacy efforts.
- **Senior Executive Group:** It is led by the UN Resident Coordinator’s Office (UN RCO) and comprises of the Heads of UN Agencies and key actors involved in responding to the Rohingya crisis. UNDP Bangladesh’s Country Director is a member of this body.
- **Inter-Sectoral Coordination Group (ISCG):** It is the coordinating body for Rohingya crisis response in Cox’s Bazar. The Group is coordinated by a secretariat led by a Senior

Humanitarian Coordinator and comprises of ten sectors, some with sub-sectors. UNDP is serving a role as technical advisor on disaster issues to the ISCG and its Emergency Preparedness Task Force.

- **Private sectors and Ministry of Finance, Ministry of Planning and other relevant Ministries:** for National Scale Recovery effort. The importance of private sector involvement in disaster risk reduction (DRR) has been recognized for several years at the national level in consultation with UN-OCHA. The primary incentives for the private sector in disaster management participation are ensuring business continuity during and after disasters and preparing for a wide range of disruptions before disasters happen. In addition, the private sector can contribute further through the development of their core business models and by exploring business opportunities. Multiple ways of private sector engagement are identified from consultations: Direct assistance to the communities through active engagement in disaster response and early recovery, Disaster preparedness for own business, for this, UNDP will work with Ministry of Finance to develop financial tools and instruments, therefore partnership with Ministry of Planning to accredit those instruments/tools for further mainstreaming in likewise initiatives. Moreover, developing innovative products based on business, technology, and expertise while UNDP will bring global knowledge and expertise through south-south partnership to promote new technology/innovations. Finally awareness creation at different levels on the co-benefits of private sector engagement towards disaster recovery and resilience.
- **NGOs/CSOs as partners:** Capacity building of NGOs and CSOs are important in line with mainstreaming disaster risk reduction. DRRF is working in the disaster affected communities through partner NGOs and CSOs. Shusilan, Uttaran, ESDO, GUK, WAVE Foundation, etc., have implemented DRRF projects in different fields that are commendable.

3.7 Theory of Change

The theory of change for the project (from ProDoc) is that, given that

- Bangladesh is facing an evolving, complex risk landscape of both natural and man-made hazards, including frequent recurring hydro-meteorological disasters and the risk of a major earthquake;
- Socioeconomic inequality and population pressure leads to disproportionate and repeat toll of disasters on the poorest and most vulnerable, and prevents resilient poverty graduation; and
- Direct support for the recovery of these most-vulnerable households and communities is limited due to complexity of coordination, capacity limitations of government, lack of investment, and weak knowledge base;

if UNDP invests in

- Providing timely, high-quality support to Government in assessing and managing the effects and impact of disasters and emergencies when necessary;
- Strategic, evidence-based advocacy and capacity building contributing to increased understanding of the disaster-recovery-development nexus and need for pro-poor recovery funding among government, development partners, and humanitarian actors;

- Developing ex-ante and ex-post partnerships with UN agencies, NGOs, and relevant private sectors (on the basis of prior consultation with MoDMR) that can support quick, predictable resource mobilization and implementation of interventions; and
- Maintaining readiness to quickly implement disaster and emergency response and recovery support in areas where UNDP can add value, targeting most-vulnerable affected people, communities, business and national economy;

then

- When necessary, Government capacity to manage, respond to and ensure resilient recovery from disasters and emergencies is augmented by technical input, bolstered capacity, and the socially inclusive, pro-poor development perspective;
- Innovative partnerships for recovery planning and solutions are created;
- Allocation of funding for the post-disaster and –emergency recovery of affected, vulnerable households and communities is increased; and
- Interventions supporting early economic revitalization, management of risks and environmental impacts, and targeted support to most-vulnerable affected people mitigate the disruptive impact of disaster.

Leading to

- Improved preparedness for response and recovery, which will enhance timely, appropriate and resilient recovery of households, communities, environment and business. The country will have the ability to return quickly to normal development after a disaster.

The theory of change of the Disaster Response & Recovery Facility builds on a number of assumptions, centrally:

- That key government bodies playing a role in response to disaster and emergencies such as Economic Relations Division, the Ministry of Disaster Management and Relief, the Ministry of Environment and Forests, the Ministry of Home Affairs, Local Government Division, and the Ministry of Foreign Affairs continue to see the value of UNDP technical support;
- That the close relationship between UNDP and the Government of Bangladesh allows UNDP to effectively advocate for recovery solutions and increased allocation for recovery support to most-vulnerable, affected households and communities;
- That long-term government capacity development for disaster response coordination, Post-Disaster Needs Assessment, recovery planning, and damage and loss data collection is taking place through the National Resilience Programme;
- That – as suggested by the Disaster Management Lessons Learnt Study (DDM 2015) - intensified advocacy building on explicit lessons learnt, gap analysis and evidence regarding the linkages between recovery and poverty reduction will trigger larger allocations from development partners for recovery action, and engagement on early recovery by humanitarian actors; and
- That increased knowledge about disaster recovery gaps and mutual collaboration can mobilize private sector actors in enabling the recovery of affected men, women, households and communities

4 EVALUATION PURPOSE, OBJECTIVES AND SCOPE

4.1 Evaluation Purpose

The main purpose of the Mid Term Evaluation (MTE) has been to assess progress towards the achievements of the project outputs/outcomes (as per the project result framework). It aims at critically reviewing and identifying what has worked well and what challenges the project faced during implementation. Additionally, it will assess the project design and evaluate the capacity in attaining the results. MTE is expected to draw lessons learned and provide recommendations, enabling to adjust based on the findings as required. The evaluation should provide credible, useful, evidence-based information that enables timely incorporation of its findings, recommendations and lessons into the decision-making processes of UNDP and key stakeholders, as well as assess the potential of the next phase of the project.

4.2 Evaluation Objectives

The mid-term evaluation has focused on assessing results generated by the DRRF from the beginning to the mid-point of the project implementation, based on the scope and criteria set forth (see below). The *specific* objectives of this evaluation have been to:

- Assess to what extent DRRF has contributed to addressing the needs and problems identified during programme design;
- Assess how effectively DRRF has achieved its stated objective; measure how efficiently the DRRF results/outcomes and outputs have progressed in attaining the development objective and purpose of the project;
- Assess challenges and opportunities that have facilitated and/or hampered progress in achieving the project outcomes, including external factors/environment;
- Assess the extent to which the application of gender mainstreaming/equality and rights-based approach is integrated within planning and implementation of the DRRF project;
- Identify and document substantive lessons learned, good practices and also opportunities for scaling up the future DRRF project in Bangladesh;
- Provide forward-looking programmatic recommendations (for any course correction) to achieve the intended outputs that have contributed to the outcomes and indicate if the s/outcomes are on **track**.

4.3 Evaluation Scope

Within a timeframe of September – October 2021 the mid-term evaluation had focussed on assessing results generated by the DRRF from the beginning to the mid-point of the project implementation, based on the scope and criteria set forth in the term of reference. To complete the assignment the consultants had performed a number of activities and followed a number of methods and approaches. These include:

- Draft and finalize the inception report with a detailed evaluation methodology and the elaboration of how each evaluation question would be answered along with proposed sources of data, and data collection and analysis procedures;

- Developed data collection tools and checklists for conducting FGD & KII and Questionnaires/questionnaires;
- Collected data/information using approved tools, methods, including desk review, Key Informant Interviews, and Focus Group Discussions;
- Developed draft mid-term evaluation report;
- Shared draft findings with UNDP and relevant stakeholders to solicit feedback in workshop;
- Revised the draft report to address necessary feedback;
- Finalized the mid-term evaluation report

In particular, the national consultant was responsible for field-level data collection and support the overall process of evaluation for an international consultant (team leader).

4.4 Evaluation Criteria

Per the TOR, the report would provide evidence-based information that is credible, reliable and useful. This evaluation basically asked, “What are we doing, how have we done it and what can we do better?” The results focused on distilling lessons learned—based on DRRF assessments, capacity building, technical support, and decision making arrangements.

This evaluation was evidence, theory and principled based. It was guided by the UNDP guidelines 2021 and international standards and criteria and guidelines of the OECD-DAC - relevance, efficiency, effectiveness, sustainability and lesson learned (guidelines/standards for conducting evaluation of development and humanitarian projects)

The team was collectively responsible for the conduct and the overall implementation across in sequence phases: inception report writing/ framework development, desk study research, data collection, data analysis and a final report writing process.

4.5 Evaluation Questions

The MTR evaluation was set up to answer key questions (**Annex – 10: Evaluation Matrix and key questions**). Strategic level questions were developed in order to frame the report for future DRRF implementations. An Evaluation Matrix and related tools were developed during the inception phase to guide the evaluators in creating key interviews questions (**Annex – 8: Data collection Instruments**).

5 EVALUATION APPROACH AND METHODS

5.1 Overall Evaluation Approach

Based on an evaluability assessment it was concluded that DRRF was ready for evaluation. The conclusion was based on the following reasons;

- There was a formal program design or model in place. That is, the program has a design or model lays out its goals and objectives, as well as its relationship to program activities.
- The program design or model was sound. That is, the program is designed to address specific needs or to solve specific problems. Furthermore, it has realistic and achievable goals, plausible objectives that can be measured, and activities related to those objectives.
- The program had the capacity to provide data for an evaluation even though the measures to assess their progress in achieving the goals and objectives are not clearly stated in some instances.
- The DRRF project was deemed evaluable and ready to be part of an evaluation. Generally, the TOC of DRRF is built on the achievements/lessons of the previous ERF-CDMP and earlier stages and is has a logical framework and monitoring plan to accompany.
- The overall methodological goal has been an appropriate triangulation of perspectives from perceptions of women in DRR, documentations of policy and legislation, and validations by stakeholders.

5.2 Data Collection and Analysis Methods

- The MTR was conducted by two consultants', including one international and one national. The responsibilities were shared equally for the quality of the final report and particularly for the evidence collected. The MTR team followed a participatory and consultative approach ensuring close engagement with the Program Teams, government counterparts (the Operational Focal Point), Implementing Partners, and the UNDP Country Office staff in general.
 - DRRF data was collected and where possible interviews were conducted jointly by consultants by zoom or teams. The interviews were recorded and the main points retained. The report and all sections were shared responsibility of both of the recruited consultants and there was a clear division of labor between the international and national to facilitate a smooth workload. The international consultant's work was commented on and augmented by the national and vice versa.
- ***Reading and Inception Phase Sept –Oct 2021-Desk Study***

This first phase clarified the task and confirmed DRRF-UNDP and the consultant's understanding of the TOR. This period supported the development of the evaluation questions (**Annex-10**). This step included obtaining expert and evaluation stakeholder agreement on chosen methods and drafting the appropriate evaluation framework and matrix (the correct questions to guide implementation). Survey tools were drafted in line with the core evaluation questions in order to gather primary data from all groups of stakeholders (TBA). A drop box folder for all stakeholder inputs of key documentation was created and shared.

- **Data Collection Phase - Sept-Oct 2021 Data Collection**

The data collection includes dissemination of a preliminary questionnaire/survey for all groups of project stakeholders (**Annex-9**). Key Informant Interview (KIIs) were conducted among the concerned persons i.e. Sub-district Chairman/ Upazila Nirbahi Officer (Chief Executive of Sub-district), Upazila Disaster Management Committee (UDMC) members, Local Government Officials, Deputy Commissioner, members of District Disaster Management Committee (DDMC), representatives of partner NGOs, in project areas to sharpen the analysis. KIIs were also completed with the higher ranking officials of MoDMR, DDM, FSCD, RRRC, representatives of UNRC, DFID, IOM, and other DPs. Learning from KIIs was to hone findings from overall policy analysis from literature reviews.

The evaluation collected primary data from a representative group of stakeholders including: Regional and National Project Management Units, other participating agencies, government agencies and financing partners. Focus Group Discussions (FGDs) was conducted with the target communities, beneficiaries and relevant stakeholders to capture the learning on functionality, relevancy, efficiency and effectiveness, potential impacts of different modalities in the project areas.

The pre-prepared checklists (**Annex-9**) considered the project objectives and was prepared in consultation with UNDP. A total of 8 FGDs {2 (1 inclusively with women) in 1 district level} in four districts were conducted. The districts for conducting FGDs and data collection were Rangpur /Gaibandha and Kurigram (Northern region), Patuakhali / Barguna and Satkhira (Southern region). The lists of KIIs and FGDs conducted are found in **Annex-5** and **Annex-6**.

The evaluation team captured the most significant changes as case studies during the data collection at the field (see **Section 8**). The UNDP field offices helped the team during the identification of the most significant changes. The identification was also conducted during the questionnaire survey and FGDs with target communities. The information of the most significant changes was captured following prepared checklists. The number of case studies and checklists were finalized in consultation with UNDP.

- **Analysis of Results Phase - (October 2021)**

The third phase involved data analysis. The stage included: developing relevant approaches for joint analysis (i.e. deciphering code from notes, organizing a reference group to review and study trends and expected results based on the comparative experiences and all aspects of evaluation data collected): reporting back on findings and incorporating comments. This stage included preparing a draft report - used to gather initial feedback after the initial presentation of evaluation results to governments, donors and other stakeholders.

- **Report and Dissemination Phase (October 2021)**

The final stage involved finalization and reporting back findings. This stage involved incorporating comments from the implementation team and relevant stakeholders. The evaluators prepared and shared a findings report and incorporate any final comment. The evaluators also completed a final audit report.

5.3 Gender and Human Rights

Gender and inclusion – Women, children, elderly people and persons with disability are the most vulnerable to disasters and become the first victims. Social inclusion can reduce the

vulnerability of the above mentioned segment of the community. UNDP has specific policy on gender and inclusion. The evaluation focused on whether the DRRF applied to gender and inclusion sensitive approaches, and whether this improved the rights of women and Persons with Disabled equality. The concerned approaches of UNDP were used as the indicators for verifying the implication of Child rights, gender and inclusion in the project. Related information has been collected from the prepared reports (i. e. QPRs, APRs, ROAR) and studies of the project, moreover, primary information was also collected through conducted KIIs and FGDs.

5.4 Performance standards and Ethics

The evaluators read and signed the UNEG Ethical Guidelines for Evaluators (**Annex 18**). The evaluators vigorously upheld these standards and had been accountable to them throughout the evaluation. Efforts had been taken to protect informants' rights and confidentiality including interview notes and/or transcripts created as part of this evaluation. We followed the general and acceptable principles of ethical considerations, e.g., informed consent, voluntary participation, do no harm, confidentiality and anonymity, etc. The interview list is appended to this report. There has been no direct attribution of any remarks in this report that could lead to the identification of the informant. No interviews were refused on the ground of reasonable fear for their safety or other security issues.

5.5 Limitations to the evaluation

This evaluation was limited by COVID 19. Normally, international travel would be conducted by the international consultant to program office and project sites. This evaluation however was conducted digitally and with in-person and cases, consultations facilitated by a longer engagement of a highly qualified and locally respected national consultant who conducted the field-work with stakeholders. Surveys were used to support data gaps and ensure understanding. A key challenge included the time difference for online joint zoom calls to stakeholders for the international consultant. The Evaluation consultants had maintained flexibility and used snowballing to identify relevant informants as the evaluation progressed.

6 ANALYSIS FROM EVIDENCE

6.1 Relevance/Coherence

i) Needs and or Priority Based –Dynamic and Flexible – Dynamic Changing Operating Context

In terms of overall relevance, Bangladesh is a disaster-prone country, and the rationale for quick standby financing and emergency recovery assistance including capacity building and learning about early recovery as part of the DRM cycle is entirely justified based on the dynamic emergency context. In terms of the operating environment, impacts of climate change are enabling more intensifying and frequency in the disaster events and secondly, the majority of the severity of the disaster, i.e. rapid onset and nature of the disaster are changing and increasing .i.e. mudslides and more drought.

The DRRF provides support to the government and also the HCTT as Shelter and Early Recovery Cluster lead. UNDP's early recovery engagement is complemented by its close collaboration with Inter-Agency Standing Committee (IASC). The DRRF does thus work closely with IASC members, including other UN agencies and NGOs, in support of the government. The Ministry of Disaster Management and Relief (MoDMR) with technical support from UNDP Early Recovery Facility (ERF) and funded by DFAT-Australia and UNDP's Early Recovery Facility commissioned a study on: 'Bangladesh's Disaster Management Lessons Learned Reviewing disasters over 10 years: 2005 – 2015'.

The evaluation team learned the basis for DRRF was that: (1) There was an inadequate focus on recovery in policy, practice and lesson learning. As such it was recommended that since the Sendai Framework has generated increased interest and commitment among the policy makers and practitioners in Bangladesh, the Government and the development partners should use DRRF as an opportunity to push forward resilient recovery agenda in Bangladesh building on past experiences. Secondly, the lesson surfaced that Bangladesh is committed to recovery activities which are supported by "Build Back Better" but there is a gap in terms of available resources to ensure this. That led to the recommendation for a recovery policy and practice that should strive to ensure that Building Back Better, the holistic concept used in HFA (2005-2015) and SFDRR (2015-2030) for post disaster response and recovery to improve community's physical, social, environmental and economic conditions, is a reality. Thirdly, Bangladesh is committed to implement Sustainable Development Goals (SDGs 2016-2030) where the DRR related Goals are: 1 (Target 1.5 related to building resilience), 6 (Target 6.2 related to sanitation and hygiene), 11 (11.5 related to reducing death and missing persons) and Goal 13 (Target 13.1 related to climate change impact and adaptation). Though goal 6 is related to water, sanitation and hygiene, hygiene has got its relevancy and importance as a tool to fight back COVID 19. Hence, a response and recovery facility DRRF is responsible for SDGs Targets 1.5, 11.5 and 13.1.

Comprehensive Disaster Management Programme (CDMP) (implemented in two phases-2004-09 and 2010-2015) focused on implementing the Hyogo Framework for Action in mainstreaming DRR throughout Government. However, CDMP did not work on disaster response or recovery. This "gap" will address by an increased focus on recovery, by MoDMR, with the support of UNDP's Disaster Response & Recovery Facility. Moreover, the key findings from the 7th meeting of the ERF Project Advisory Board held in October' 2017 also identified gaps in (1) Uneven progress in risk informed development (2) Engagement of Private sector in DRR and recovery (3) Poverty graduation is not risk proofed and (4) Livelihood scarcity aftermath a disaster and post disaster recovery capacity is still limited. These lead recommendations for designing the next phase of DRRF to (1) Support National capacity for resilient recovery (2) Implementing recovery intervention with pre-approved window (3)

Providing analytical service delivery to humanitarian players and (4) Bring Innovation in Recovery.

In terms of observable gains after years of previous UNDP financial and technical as well as the capacity-building and learning support through earlier phases of the DRRF, the country has witnessed a significant reduction in the loss of life and is witnessing a quickening of the disaster response and early recovery periods. The current phase of the DRRF 2018-2022 formulation (design) has thus been built on decades of UNDP and GOB Early Recovery and Humanitarian engagements and its work program currently sit near national moves towards DRM full-cycle governance and resilience. In recent years there has been increasing demands for local NGO capacity building in the early recovery space. More and more demand for early recovery capacity is coming from the local NGO sector and there is an expectation that these local NGOs will play a larger role. This was confirmed by the evaluators.

This new context requires more localization (capacity building) of the response. For instance, a movement is happening about the demand for greater digitation of the response measure i.e. cash payments and ease of transfer of finance. UNDP-DRRF has been building the capacity of the response for inclusive digital payments. DRRF already disbursed committed cash support to 28,402 beneficiaries in the last two years for emergency shelter and employment supports for food, cyclone *Amphan* and COVID affected h/hs. However, more is needed to build this technological capacity for inclusive digital payments and cash transfers i.e. access. For instance, inclusive digitization is an observed early recovery capacity gap that can be attended to with further partnership and resourcing. There are other gaps identified during the MTR that can be capitated and systemically operationalized and with greater synergies with the ongoing National Resilience Programme (also a project of UNDP and SIDA).

DRRF should undertake projects/ schemes in line with SFDRR and related SDGs. For Target 1.5 of Goal 1, Target 11.5 of Goal 11, and Target 13.1 of Goal 13 of the Agenda 2030 are important for disaster risk reduction and mainstreaming DRR, gender equity, upholding the rights of persons with disability for which DRRF is accountable to. These targets of the SDGs are related to mainstreaming gender, disable and climate sensitive approach for DRR, disaster resilience and disable friendly housing, policy formulation to integrate DM in district development plans, policy to establish partnerships for disaster resilience with the private sector focused roles, responsibilities, investment priorities and incentives Including regulations and inclusion DRR and CCA in development projects.

ii) COVID 19 Learning

The evaluators questioned COVID-19's impact on the operating context Stakeholder said, the recent COVID 19 impacted on some aspect of slowed implementation of the work plans. It also taught the operational aspects about the total breakdown in supply chains. Before COVID 19, UNDP could bring in surge but immediately with COVID 19 there was a local need to build self-reliance. Bangladesh did not need to bring in the surge and responded by repurposing and adapting manufacturing, for instance, to make PPE and cheapest ventilators in the world.

However, a new complexity has arisen as elsewhere in the country's disaster management due to the effect of the COVID-19 pandemic. This situation initiated new challenges in the contemporary response and recovery of appeared disasters that have been observed during the response and recovery actions of cyclone *Amphan*. Furthermore, pandemic effects are delaying the livelihood recovery of marginal communities due to reduced economic opportunities in the villages. DRRF, as a project working for strengthening the disaster recovery capabilities of the country, should soberly consider this new dimension of the recovery issues and would provide the necessary guidance to face a situation which was not estimated before.

Apart from many successful initiatives, it is observed that DRRF was also slow to deliver several intended capacity-building activities under “Outcome 2 and 3”. The year-round COVID-19 pandemic from the beginning of 2020 seriously disrupted the delivery of the planned training to the government officials and other stakeholders. DRRF required more time to complete the mentioned training activities considering the necessary pending training. Without completion of intended trainings and capacity-building activities, it would be difficult to achieve the mentioned outcomes perfectly.

However, mobilization of the remaining 56% within the rest of the project period (up to December 2022) has posed a real challenge. Slow mobilization of resources might be the result of impact of COVID 19 worldwide. Mobilization will also be a challenge in new normal. Moreover, Donor funding may be shrunken. Hence an extension of DRRF will be helpful to proper usages of the opportunity of the ‘disaster window fund’.

iii) Global Relevance and Global Corporate Requirements

Learning through the DRRF and UNDP catalyzing interventions is relevant globally. For instance, it is well known that normally the disasters affect the same people, the most vulnerable and marginalized and this is the same situation all over the world. Having pre-cleared rosters of partners and beneficiaries was essential and the UNDP office through DRRF has been building capacity while at the same time doing micro assessment and through spot-check monitoring. DRRF in this way is not just a contractor for emergency support, it is about the relationship on response and learning about the response and growth in improved early response together.

UNDP corporately is promoting a global accelerator lab project and advocating a mechanism for integrating emerging issues and a design thinking approach. The accelerator lab global learning network fits well with the DRRF intention to support global learning about the context i.e. Support to emerging disasters approach and so this synergy might also be tapped as a mode and network to scale up learning from Bangladesh. Here, the evaluators find a natural affinity between the accelerator lab and the DRRF country approach and this might be augmented in the office for future results.

The DRRF is a part of a global exercise to effectively bridge development and humanitarian work. There has been a recognition that the full cycle DRM is cross in the humanitarian and disaster practices and that there was a gap for bridging the learning from the early recovery period and integrating into the longer-term recovery planning, to build further resilience and better responses. Here, UNDP globally can do much better to highlight the Bangladesh disaster facility as a premier expression of the mechanism for protracted emergency crisis and capitalize on the value-added to the financing partners who have expressed that they are not clear as to what is the value-added and how they might gain visibility of this with their constituents and taxpayers.

Additionally, in terms of DRRF as a global procurement and building resilience from early recovery (humanitarian-development nexus) experiment, the resident representative has a delegation of authority that needs to be reconsidered carefully with the level of risk in terms of the bang lash risk profile and geography. For instance, for the DRRF to work effectively and per the nature of its high risk, the UNDP RR needs a greater delegation of authority. UNICEF Bangladesh has, for example, delegation of authority for over \$1,000,000 while UNDP has only \$150,000 as the delegation of authority for procurement to support programming.

iv) Logical Results Framework: Coherence /Assumptions and about the linkages between DRRF and other interventions within the sector.

The modality was set up as a DIM modality under the following assumptions:

- a) DIM modality is supportive to rapid response in ways NIM modality management, procurement, financial and other procedures are not. This will allow the Disaster Response & Recovery Facility to operate with procedural flexibility to respond quickly to disasters and emergencies and incorporate additional resources mobilized;
- b) Continuation of DIM modality will allow the risk of gap posed by the GoB project approval process for NIM projects. In light of the 2017 flood response and ongoing Rohingya crisis, avoiding a gap will be critical for UNDP to continue its support to GoB in managing the impacts of these, and to provide support to the most vulnerable affected people; and
- c) DRRF complements the nationally owned, capacity development-focused National Resilience Programme. The nationally implemented (NIM modality) NRP-MoDMR will be guided by its MoDMR-appointed Project Director to advocate for recovery within the GoB system and build sustainable capacities in MoDMR, DDM and key line Ministries. Meanwhile, DRRF will use DIM's procedural flexibility to provide rapid support to GoB when disasters and emergencies happen and tap into UNDP's unique position to advocate for recovery investment to development partners, the UN system and private sector. Through their separate modalities, the two can fully capitalize available avenues for promoting pro-poor resilient recovery to stakeholders and provide recovery support to most-vulnerable affected people.

The DRRF modality as a bridge in between the humanitarian – development - nimble and effective financing modality for early recovery - emergency response and learning and teaching about the responses, was found to be a convenient and effective modality for these purposes. DIM and the funding window are especially good for receiving the CERF funding but DRRF is a facility that aims to provide learning and capacity building from early recovery experiences both nationally and globally. Stakeholders say it can do better. Through experience, DRRF aspires to identify relevant needs for capacity building and to advocate policy changes in the national DRM work. The evaluators learned that while it identifies the need is for financing early recovery capacity work, donors are not interested to finance early recovery capacity building and don't often see the logic. UNDP DRRF can improve its monitoring as well as it is positioning and framing to rise to its comparative advantages. For instance, of the benefits of early recovery capacity building projects and policy advocacy needs in this area to the prospective donor. Additionally, evaluation learned that while knowledge management is a key feature of the DRRF design and modality, yet DRRF has not been effective at imparting the learning from monitoring or for communications and knowledge management, i.e. to package and disseminate the learning from the different responses. Improvement is recommended at MTR.

The DRRF project and performance measures were designated for 4 years but due to its rationale as a procurement and response mechanism, the results framework was not fully fleshed out to measure capacity building targets and impact. DRRF currently use ERF's achievements as its baseline. The scope of DRRF work is "constantly emerging and demand driven and need based" and so the team suggested the indicators change. For example, a revision and sets of new indicators were incorporated in the ProDoc and was duly approved by PAB in 2020. While this is true, evaluators feel the DRRF is designed based on this rationale but it needs stronger, smarter results Metric especially for the early recovery capacity building and learning aspects.

The team learned in a series of interviews with a wide group of representative groups involved in this evaluation that what might be improved are the monitoring, the learning and communication aspects. The learning generated from the experiences is in fact the 'bridging activity' between the humanitarian and development planning and thus the how to build back disaster governance better and so the DRRF actual emergency work and those experiences and capacity gaps areas are communicated for the broader early recovery stakeholder and community learning and policy changes. The evaluators learned about the national resilience program with the DRRF, share a common space about learning from early recovery capacity building and that if done systematically and intentionally they both might do a better job. The stated value-added of the DRRF modality is thus the ability to feed lessons and experiences and learning needs into the national capacity work and for informing the project ideas from all the actual experiences.

While UNDP funded with core funding a roster of the surge, key early recovery capacity building projects ideas also showed needs for funding, i.e. Inclusive access of refined digitation of cash transfers the building of national NGO local capacities as one example, mapping hotspots and vulnerable persons for prepositioning response i.e. cash is another. In this regard(resource mobilization and for learning purposes) UNDP DRRF is investing in early recovery research and packaging key knowledge products that support practice and policy change for the DRM cycle (These important aspects of the DRRF function was found to be weak and can be improved). A key problem with the DRRF effectiveness is not that it is not getting results but rather that it is weak on monitoring and reporting and communication for policy and learning. Related is a problem of UNDP country staff turnover and challenge to keep the capacities in the office that have been built. This is a global UNDP issue with competitively contracting and especially in situations where good staff is found and there is a big competition for these staff.

v) DRRF Concept as Modality - Flexible; Nimble; Learning

In terms of the modality, the flexibility that the DRRF has a DIM integrated with UNDP facility, is central to its ability to its function and rationale, that to provide emergency response quickly and nimbly. Flexibility is also needed in a situation where compounding disasters are concerned. For instance, cox Bazar started as a humanitarian dislocation but was also impacted by landslides and others. The DRRF was able to deal with this effectively and quickly. That experience illustrated need for capacity building of local NGOs to respond to the protracted crisis this way.

While the DRRF is staffed as a project, it was premised and built on the intention that it would integrate with UNDP operations and country program as a key part of the overall UNDP risk sensitizing development orientation of the country program work including support the CPD capacity-building approach. As a direct execution modality, it was built to support a dynamic shifting country context with protracted emergencies. The DRRF concept is thus an operational humanitarian and early response and capacity-building facility focused on providing nimble support during emergencies and also capturing and imparting learning for early recovery.

As a "cog in the UNDP wheel" according to the Resident Representative, the DRRF plays an important part of the entire UNDP portfolio and capacity-building approach to capacity change and promotes intersectoral planning for resilience and resilience for sustainable development. DRRF has a special role in UNDP country programming which is also focused on imparting learning based on its effective early responses and seamless engagement with both the humanitarian and emergency sectors. The DRRF thus cannot be viewed in isolation within the UNDP country program and portfolio. It sits under the concept of resilience. The project management and design have the benefits of the UNDP infrastructure including its communication, procurements, and knowledge management –learning functions. It has the

benefit of the early recovery cluster itself. It has the benefits of the UNDP in-house research facility to codify some of the knowledge products based on the learning from actual emergency responses and to influence DRM policies and planning as well as resource mobilization. Here the evaluation found the investigation needs more conscious and planned program work on early recovery to resilience KM and learning.

While it should therefore be fully integrated with the holistic UNDP portfolio in terms of risk sensation of all activities and plans, the evaluators found some aspects can be improved including the capturing and imparting learning aspects.

vi) Planned Partnerships and Stakeholder participation

According to the project Document, the following includes the key stakeholders to benefit and involved in the work of the DRRF.

a. Advisory Board

The Advisory Board is constituted by the following members:

- Chair: Country Representative, UNDP (or designate)
- Co-Chair: Representative, Ministry of Disaster Management and Relief
- Representative, Economic Relations Division
- Representative, Department of Disaster Management
- Representative, UN Resident Coordinator's office
- Private sector and NGO Representatives (one each)
- Representatives, Development Partners
- Member Secretary, Assistant Country Director & Cluster Head, UNDP Inclusive and Resilience Growth cluster

The Project Advisory Board composition is always flexible and will, with the addition of GoB or funding partners in the project, expand to include representatives of any additional GoB Ministries in whose sectors Disaster Response & Recovery Facility undertakes any substantial amount of work.

The Pro-Doc also asks to include Implementation, Monitoring and Evaluation Division (IMED) of the Ministry of Planning, relevant ministries and private as to be co-opted in the Project Advisory Board.

- The Board will be a high-level policy formation body that will:
 - I. Will meet at least once in every three months;
 - Review progress of the project and discuss policy implication;
 - Recommend actions to reflect new policy directions in national planning documents (GoB National Plan for Disaster Management 2016-2020, 7th Five Plan, Agenda 2030 etc.);
 - Provide proper p[policy guideline to overcome the problems of the project and assist UNDP to implement disaster reduction, priorities and emerging challenges related to disaster management in Bangladesh;
 - Advice regarding opportunities for inter-departmental/ministerial cooperation and coordination.
- The board will meet biannually to review the DRRF's strategic direction and functioning. The board will provide executive direction to the DRRF and approve its budget, work plan, the creation of new positions, and partnerships. In disaster situations, the board can meet more frequently and appraise the situation.

- Beyond the Advisory Board at the national level, there is a technical body at the Upazila level to guide implementation and monitoring of projects at the ground. Formation of local advisory board is mentioned below.

b. Technical Advisory Group at Field Level

To provide technical advice and monitor the project activities as and when implemented for smooth implementation of the projects/ schemes undertaken and for overall coordination, a Technical Advisory Group at Field Level (where necessary at the time of recovery programme) to be formed at the Upazila level. The formation of the TAG will be as follows:

TAG at the Upazila level

• Upazila Nirbahi Officer	Chair
• Upazila Engineer	Member
• Upazila Agricultural Officer	Member
• Upazila Fisheries Officer	Member
• Upazila Women Affairs Officer	Member
• Upazila Rural Development Officer	Member
• Concerned NGO Representative	Member(s)
• UNDP Representative	Member
• Upazila Project Implementation Officer (PIO)	Member-Secretary

6.2 Effectiveness: achievement of planned expected results – changes in log frame

This section outlined the progress towards DRRF stated objectives and expected outcomes as per the results framework. The fully assessed performance rating per result indicator is provided in **Annex-1**. In this table, 'Ratings' are considered as 'HS – Highly Satisfactory', 'S – Satisfactory', 'MS – Marginally Satisfactory', 'MU – Marginally Unsatisfactory' and 'U – Unsatisfactory'. Moreover, considering the project management reported results (**Annex-2**) and other associated information collected in both primary and secondary sources, an analysis on the achievements of expected outcomes/results provided below that justifies the extent of effectiveness of DRRF;

After the inception of the project in October 2018, DRRF has implemented several responses and recovery schemes including emergency shelter support to 5,402 female-headed households in north-western districts of Bangladesh affected by the flood of 2019; emergency shelter support to Cyclone *Amphan* affected 14,500 female-headed households in the coastal region of Bangladesh; creation of income opportunities for the most vulnerable 8,500 people affected by the compounded impact of Cyclone *Amphan* and COVID19 pandemic etc.

DRRF extended full support to the Rohingya crisis. It supported the Cox's Bazar UNDP Sub-office in implementing different activities. In response to the outbreak of the COVID19 pandemic; DRRF has taken several initiatives, including raising awareness on preventive measures, distribution of PPE among cleaning workers of 16 municipalities, implementing partners and local governments; capacity building of Al-Markazul Islami Bangladesh in safe burial of COVID-19 deceased, and support to develop 19 volunteer groups in 8 city corporation for managing the burial of COVID-19 deceased; awareness-raising on the safe burial of COVID-19 deceased from different religious groups, etc. DRRF also provided an emergency fund to 32 Upazilas in 7 cyclone *Amphan* affected districts to augment the Local Government's capacity in dealing with the COVID-19 pandemic under a natural disaster scenario. The fund

was utilized in arranging transportation in evacuating around 0.3 million people, cleaning about 1,400 cyclone shelters, and ensuring hand-washing facilities at more than 2000 cyclone shelters. Moreover, PPE, NFI, and dryfood at the cyclone shelters were also distributed.

As a part of national capacity building for effective disaster management, DRRF has provided training to high officials of the MoDMR. Currently, DRRF has provided technical support to the Fire Service and Civil Defence (FSCD) towards its reform initiatives for its improved performance in fire hazard and other emergencies. DRRF has supported the NRP project in formulating the National Plan for Disaster Management (NPDM) for 2021-2025 and the development of the Post-disaster Recovery Planning for Cyclone *Amphan* and Flood 2020. DRRF has been supporting the Ministry of Disaster Management and Relief (MoDMR) in developing a data management system on “Digitalization in beneficiary Selection.” It has also undertaken a joint initiative with IOM on “Disaster and Pandemic Data Management for IDPs and Migrants”.

Disaster risk reduction and DRM are the thematic areas where the DRRF performed per its mandate. The COVID pandemic interrupted results - DRRF could not achieve its output and outcome level objectives significantly. However, as per the analysis mentioned in **Annex – 1** the overall situation of the achievement is robust in respect of response and recovery programmes including shelter support, creation of income generating activities, transferring cash grants and wages to the beneficiary workers, mostly women, through mobile banking. The women headed households expressed their full satisfaction in receiving shelter materials and cash grants. So in emergency situation, for example during flood, the households can break their shelters into pieces to shift into a safe place. DRRF worked for localization of DRR and it leveraged technology in benefit transfer and digitization of beneficiary data. DRRF developed partnership and established itself as a *modality to bridge the humanitarian support and development*. The contribution of DRRF’s USD 50 million disaster window has significantly contributed towards an improvement in Rohingya crisis. The team reported stakeholders being the strong advocate for improving disaster government effectiveness in response and recovery and integrity in post disaster benefit transfer and overall resilient building. Low interest in resource mobilization for early recovery both from GoB and by major donors is one of the major contributing factors and impediments to enhance UNDP performance. UNDP DRRF is positioned for helping improve socio-economic development and inclusive growth at the local level, but DRRF is yet to develop any tools to measure its contribution towards change at national level. This is a major finding.

Analysis per ProDoc Expected Outcome

Outcome 1: UNDP has an effective Disaster Response and Recovery Facility in support of the Government of Bangladesh.

Result 1: UNDP has an effective Disaster Response and Recovery Facility in support of the Government of Bangladesh.		
Output	Activity	Findings
Output 1.1: UNDP has technical and operational capability to manage the Disaster Response and Recovery Facility	Recruiting of Staff Setting up of Surge capacity Developing advocacy strategy Planning trainings and workshops Conducting periodic evaluation/s Conducting a multi-stakeholder post-disaster needs assessment Supporting GoB to develop Recovery Strategy and Plan Assisting GoB to coordinate recovery interventions by national and international humanitarian and development agencies	<p>DRRF has a small unit to run the project activities. There is a Project Advisory Board with representation from relevant ministries and departments of the government. The Board approves the annual plans and projects to be implemented as response to any disaster or recovery programme in post disaster period. The Project Manager is the main person to guide a small team of six staff, namely, Capacity Building and Advocacy Specialist (SB4), Shelter Specialist (SB4), Resource Mobilization and Communication (UNV/ Intern), Programme Associate (SB3), and Admin and Finance Officer (SB3). Above the Project Manager, there is UNDP ARR/ Programme Analyst who is a UNDP staff monitors the activities of the DRRF management unit (Organogram attached). However, the PM position is vacant now and the Shelter Specialist is looking after that in addition to his job. The Unit also needs additional support staff for procurement, M&E, learning and communication.</p> <p>The shortage of staff makes the DRRF helpless to communicate properly and keeping liaison with Government offices and other partner organizations timely and effectively. It is evident from interviews with KIs in the DDM and MoDMR that the new officers joined on transfer know very little about DRRF functioning. The COVID 19 pandemic situation is a reason too for not regular meeting.</p> <p>Government has not prepared an early recovery plan as yet. During disasters and in post disaster period the Standing Orders on Disaster (SOD revised in 2019) is followed. The SOD is a book that tells government agencies, local government, NGOs and voluntary organizations what to be done before disaster, during disasters and during post disaster period.</p> <p>Training programmes organized at DDM and other organization, though piecemeal basis, are good</p>

		<p>But regular follow up is to be done. The Tsunami training and drill at Cox's Bazar was arranged on Japan Government's fund. Field evidence shows that the training programme was good. But regular drill was to be continued by the school management, which didn't happen. Of course due to COVID situation Schools were closed for 18 months. Such programmes as good practice need to be scaled up in other educational institutions of coastal strip. But who will do that? No step has been taken to bring such programme in the policy of education sector.</p> <p>DRRF as UNDP unit/ facility works in the early recovery cluster and provides technical and financial support. However, it can work with the MoDMR to formulate a more systemic emergency and early recovery and (full) recovery policy guide to be followed by all – the government agencies, the I/NGOs and Development Partners/ Donors.</p> <p>DRRF itself doesn't have such capacity or manpower; but it hires consultant/s for the purpose.</p>
--	--	--

Outcome 2: National capacity is further enhanced for resilient recovery to protect development gains from recurrent and extensive disasters.

Result 2: National capacity is further enhanced for resilient recovery to protect development gains from recurrent and extensive disasters.		
Output	Activity	
Output 2.1: MoDMR and selected sectoral ministries have capacity to carry out post-disaster recovery needs assessment, formulate strategy and plans; and mobilize resources.	a) Training disaster management officials, CSOs, NGOs, UN agencies on: i) Post Disaster Needs Assessment (PDNA) ii) sectoral PDNA guidelines iii) recovery information management system and iv) upgradation of recovery planning and implementation mechanism of	a) PDNA training has not been provided. In the SOD there is a provision of preparing D-Form for assessment within 3 weeks of the disaster occurrence that is a post disaster needs assessment process of MoDMR/ DDM. But not done always. Secondly, as per the form there is less scope of assessing actual loss and damage. From ERF training and capacity development training of field staff of DDM was conducted on PDNA and on preparing the D-Form correctly. DRRF could continue that programme as a follow up. Moreover, This D-Form/ assessment form is not practiced by other departments. So, DRRF could take a holistic approach for PDNA.

	<p>selected ministries to incorporate of BBB principles</p> <p>b) Developing Master Plan for Fire Service & Civil Defense as well search and rescue volunteers.</p> <p>c) Building capacity of DRROs and PIOs on disaster response, early recovery, recovery and coordination (NGO involvement).</p> <p>d) Supporting Govt to prepare Action Plan to reduce the risk of lightening/thunder storm</p> <p>e) Developing software to enhance the coordination and management of DRROs and PIOs from the central level of national volunteer organizations on disaster response, early recovery, recovery and coordination</p> <p>f) Training and equipping volunteers for disaster response, early recovery and recovery interventions</p>	<p>- Besides, just after a disaster HCTT triggers an assessment, known as Joint Needs Assessment, a Bangladesh approach to assess the loss and damage jointly by Government agencies and i/NGOs. Relevant departments except DDM should be brought under this platform.</p> <p>b) Bangladesh Fire Service & Civil Defense Directorate (FSCD) is a service-oriented government organization under the Ministry of Home Affairs. They remain alert for 24 hours a day; respond to all types of fire, disaster, and other emergencies to save life and property. The role of Fire Service also includes effectively preventing fire, creating awareness on fire safety, and enforcing the inbuilt fire protection arrangements for various types of occupancies in line with Bangladesh National Building Code. However, new risks have emerged owing to some major fire incidents, building collapses, unplanned urbanization, and industrialization. The FSCD is thriving to acquire competencies as one of the leading firefighting and disaster management organizations in Asia. To take on new challenges, tackle the emerging risks of the modern era and fulfill the mission and vision of the FSCD; there is an urgent need for enhancing the overall capacity of the organization including administrative and technical capacity. The need for a multi-disciplinary directorate is the need of time. A detailed study for organizational reform of FSCD encompassing modification of the existing organogram with well-defined human resource management, career planning, capacity building for tackling different types of disasters which can assure a reliable and strong workforce.</p> <p>The broad objectives of the study are:</p> <ol style="list-style-type: none"> To carryout review of existing organogram and needs of new organogram for capacity development and suggest organizational reform. To assess field station capacity and suggest capacity enhancement measures for different types of stations. To suggestion regarding organogram of new task group of suitable size specially trained to handle special task independently and/or in support of other Agency/Department's special task groups. <p>(C) As the project was run through vigorous participation of multi-level capacities from UNDP, PNGOs and Government Stakeholders, DRRF project has been able to evolve the capacity of engaged personnel and local level stakeholders a</p>
--	---	--

		<p>huge. Government level stakeholders i.e. PIOs and UNO acknowledged that project has been able to fortify the capacity building all the engaged human resources as a whole though they reported that capacity building is a continuous process, they are learning continuously from different project and program but they also spoke that they have learned many good things from project i.e. warehouse management, emergency distribution, how to control mass and crowd management and problem solving, beneficiary selection etc. were the area of their capacity building that will help government level stakeholders and project management team to implement such kind of disaster response, early recovery and recovery project more efficiently as well as effectively. PNGO & UNDP proved the capacity of good management & governance in executing & implementing the project at field level.</p> <p>On contrary, some government respondents have reported concerns that the project management team who were employed for managing and looking after the cash for work should have good field specific contextual knowledge i.e. scheme site selection, environmental challenges, social aspect and potential field tension or assumption & risk factors that may emerge from the field and can effect adversely on work quality and overall field level project execution.</p> <p>For example, beneficiary of cash for works in coastal district Satkhira didn't get cash money on time that made tension at field level and arise anxiety among them, even beneficiaries were started to show misperception towards union chairman and project management team that they may not get the money.</p> <p>d) Not started.</p> <p>e) Not started</p> <p>(f) Regarding training and equipping volunteer, DRRF project provided support on Tsunami Awareness Program in Cox's Bazar UDPD provided 2 days training to school teachers and education authority with a view to conducting Tsunami Awareness and Evacuation Drill at school. After receiving training respective</p>
--	--	---

		<p>school teachers form performer and volunteers group from school students and organized drill at school level ensuring the participation of multi of local, district and Upazila level stakeholders i.e. District Administration, Education Authority, Political Leader, Union Parishad Chairman. Again the schools possess some equipment and apparatus i.e. volunteer vest, stretcher, hand mike, protective head cap, and script for Drill. Respective local level CPP and Red Crescent Volunteers also took part in assisting the drill demonstration at school level.</p> <p>At community level, UNDP didn't form, equip and provide training who can employ in future disaster response, early recovery and recovery project.</p>
<p>Output 2.2: UNDP's capacity is enhanced to support coordination and foster partnership in (early) recovery and shelter sector</p>	<p>a. Developing roster for Consultants and NGOs b. Setting up of Surge Capacity c. Developing communication plan/strategy d. Preparing assessment tools & techniques e. Planning trainings and workshops f. Introducing simplified procurement process for speedy delivery</p>	<ul style="list-style-type: none"> • Roster for consultants and NOGs have been developed. • Surge capacity has not yet developed. So, in need other colleagues from UNDP are deployed, but they have their own assigned business. It might delays the activities. • One communication consultant is engaged to develop communication materials and plan. • Not done. PDNA can only be done after a big disaster when World Bank also comes to do disaster damage and loss assessment (DALA). PDNA is a joint programme of UNDP and World Bank and once done after cyclone SIDR occurred in 2007 in the country. There is scope to work in Joint Needs Assessment (JNA) process and conducting capacity building to use D-Form of SOD for disaster assessment. • Yet to be done. • The UNDP has procurement plan.

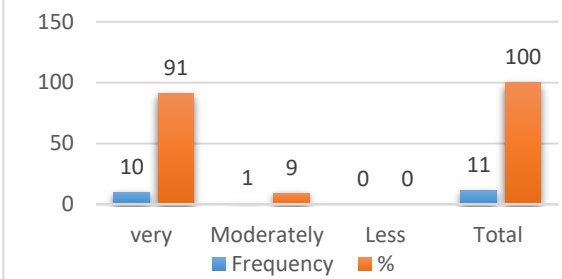
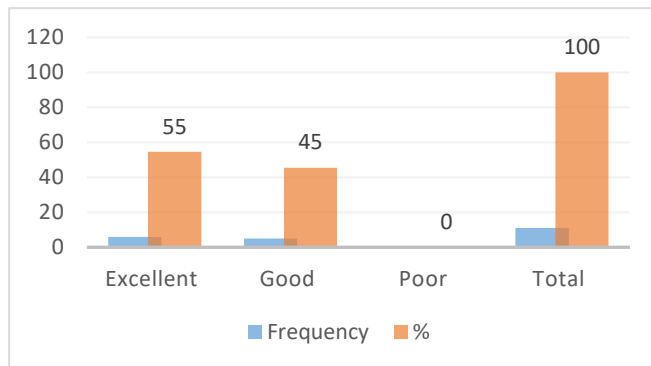
Outcome 3: Disaster affected people, community and businesses are supported; and environmental ecosystem restored, to achieve a resilient recovery for continuation of sustainable development goals (SDGs).

For Result 3, a window of USD 50 million has been created as UNDP can quickly mobilize considerable volume of resources (support to national-level disasters in response to GoB appeal / request or extend complementary support). Additionally, Multi-Donor Trust Fund (MDTF) can be considered for meeting early recovery needs. While a dedicated fund could be set up for early recovery, DRRF needs to access critical funding sources. The most important planning and fund-raising tools for humanitarian activities are the **flash appeal** and the (inter-agency) **consolidated**

appeal (CAP) led by OCHA. Donors emphasize on reflecting early recovery requirements more systematically and consistently in these mechanisms.

Central Emergency Response Fund (CERF) is another critical fund; CERF is a standby fund designed to enable more predictable, timely, and equitable responses to humanitarian agencies. Though the CERF is an emergency fund, time-critical early recovery needs can also be covered through the CERF if a proposal reflecting key early recovery priorities can be developed. In addition, DRRF can seek access to the CERF for shelter and other non-food basic needs during large-scale events.

Result 3: DIM Fund for Disaster affected people, community and businesses are supported; and environmental ecosystem restored, to achieve a resilient recovery for continuation of sustainable development goals (SDGs).		
Output 3.1: Disaster affected households, communities, businesses are supported with timely recovery assistance	<ul style="list-style-type: none"> a) Providing appropriate recovery assistance to worst affected people; this implies targeting and implementing recovery assistance initiatives in the worst affected areas through a community-centered approach to early recovery. b) Restoring community infrastructure critical for quick recovery following “build back better” principles. c) Providing livelihood and financial support to people and small and medium enterprises. 	<p>Regarding providing assistance to worst affected people, DRRF project has targeted the most vulnerable area and disaster affected people out of the selective targeted locality. In the coast people were in huge need as they are frequently affected by tidal surge, cyclone, and salinity intrusion, hardly able to meet basic needs especially during disaster season. The recovery assistance i.e., cash for work they were provided by are appropriate enough, as target people have been benefitted a huge to meet adverse impact cyclone Amphan which were community centered people were in need cash to meet their immediate basic needs and to tackle the shock. Some beneficiary used those money in different income generating initiatives i.e., buying livestock, started or added existing to small business, someone contributed in children education. In the coastal district Barguna and Patuakhali there were provided some seeds for homestead gardening which was also helpful for the recovery, supported beneficiary to meet their basics.</p> <p>DRRF project has ensured tremendous benefit and result in restoring the community infrastructure which are critical for quick recovery following build back better i.e., repairing the fragile embankment in the coast that are protecting tidal surge, tidal water during the monsoon and cyclone season, saving people livelihood and asset, protecting huge economic losses. Again, the project made short term employment for both poor women & men of the locality, repaired embankments that are protecting tidal water and reduced people vulnerability from tidal surge, flood and cyclone.</p>

		<p>In the northern districts Kurigram and Jamalpur, the project ensured support to flood affected internally displaced people by providing shelter raw material i.e., CGI sheet and protection gears i.e., trunk Swa to make them protective and relocate their houses when flood hit the community.</p>  <p>Figure 1 Project's Importance</p> <p>Above figure 1 demonstrates that most of the Key informants (91%) treated the project as very important while only few of the informants (9%) mentioned the project as moderately important in meeting the needs of affected community.</p> <p>After all the project has made possible to bring good result and impact in providing appropriate assistance to the worst affected people, restoring the community infrastructure that are critical for quick recovery following “build back better” and providing the livelihood and financial to people who are in acute humanitarian needs.</p>  <p>Figure 2 successful do you think the project has been at delivering results so far in your area</p> <p>Above figure 2 demonstrates that higher than half of the respondents (55%) revealed that project has delivered excellent result so far in the area while rest of the respondents</p>
--	--	---

		(45%) mentioned the project has been able to deliver good result through implementing the target interventions.
Output 3.2: Sectoral ministries, local government institutions (LGIs), civil society, businesses and NGOs have capacity to coordinate recovery effort, continue development services and maintain social cohesion	<ol style="list-style-type: none"> 1) Providing technical and logistic support to LGIs/Local Administration in affected areas 2) Creating emergency employment and interventions for enterprise recovery 3) Strengthening local governance processes for coordination and service delivery 4) Addressing social risks through strengthened inclusion and participatory processes 	<p>Now, early response and recovery roles are shifting to local NGOs, who are getting capacity building support from INGOs to take the principal lead in designing response project proposal and implementing humanitarian response and early recovery project in quickest possible time after hitting of any natural disaster applying their own contextual knowledge. As the UNDP has long term partnership mentioned local level NGOs, implemented some subsequent project since long before, all concerns NGOs found efficient in executing disaster response, recovery project in respective regions. All the PNGOs have sufficient technical, logistic resources and human resource i.e. DRM expert, even they meet good relation and rapport with govt. level stakeholders to implement disaster response and recovery project. All PNGOs have capacity to mobilize resources and create employment for disaster response and recovery project in the respective regions. They also found effective and efficient in coordination with govt. level stakeholders and mobilizing participation and resources of local level stakeholders i.e. District Administration, DRRO and allied LGIs i.e. Education Authority, Local Government Bodies i.e. Union Parishad Chairman and ensuring contribution of local resources i.e. facilitation of training by pertinent govt. officials i.e. Education Authority, PIO and DRRO all those participation proved of strengthening local governance process for coordination and service delivery and that also ensure the ownership local level stakeholders.</p> <p>Local NGOs meet social cohesion through ensuring the participation community people, pertinent local level stakeholders that ensure quality work and community satisfaction. All this thing are very much effective to address social risks through strengthened inclusion and participation stakeholders who helped to resolve the social tension and people satisfaction. DRRF project has been able to mobilize the local government in role to support and execute the project successfully at field through coordination of PNGOs. MTE revealed that most of KII respondents given optimistic answer in favoring the local NGOs and UNDP who met good coordination and collaboration in exacting the work at field level.</p>

		<div data-bbox="1158 202 1758 513" data-label="Figure"><table><thead><tr><th>Rating</th><th>Percentage</th></tr></thead><tbody><tr><td>Excellent</td><td>82%</td></tr><tr><td>Adequate</td><td>18%</td></tr><tr><td>Poor</td><td>0%</td></tr></tbody></table></div> <p>Figure 03: The rate of PIU s' Project management, communications, efficiency & general administration</p> <p>Above figure 03 demonstrates that most of the Key informants (82%) have marked the project excellent on project management ground by coordination and communication and general administration aspect while only 18% of respondents have mentioned this as adequate for the statement same with no one having any poor (0%) in performance rating. Again, it is found that project management team has accomplished all the activities very efficiently and completed all purchase and mobilization of resources that been done very appropriately though there had some management gaps in the project like releasing fund that might be happened in more appropriate time.</p> <p>While in few cases, it is mentioned from respondents that UNDP and PNGOs should meet proper coordination in case of selecting beneficiary, assistant support item i.e. food /non-food or CFW scheme to ensure effectiveness of supports and avoid the field tension and duplication of work.</p>	Rating	Percentage	Excellent	82%	Adequate	18%	Poor	0%
Rating	Percentage									
Excellent	82%									
Adequate	18%									
Poor	0%									

6.3 Efficiency

a. DRRF - monitoring, management, implementation/execution, coordination, and operational issues

DRRF as a facility differs from traditional development projects and has not been designed with a fixed multi-year plan. Rather it serves as a facility with pre-approved \$ 50 M disaster window to compliment the needs of Government as and when any disaster strikes. The planned results are continuously evolving over time. The existing result framework (in ProDoc) of DRRF was designed in a broader country context perspective with limited baseline information. As a first time with such a framework, new indicators surfaced during its project implementation over the years. However, the changes were vetted by the Project Advisory Board (PAB) annually. Eventually, the LOGFRAME was changed accordingly. This is being vetted at MTR (may be seen in annex 1). In the revised result framework, the DRRF team revised the indicator statements, established more realistic baseline and targets, established gender sensitive indicators and outcome and output-based indicators. This is what has been assessed at MTR. However, evaluators learned that indicators could not be measured due to COVID-19 and or priorities been shifted with repurposing the resources while keeping the DRRF's result same. While the DRRF team report these changes are suffice and no further change are perceived up to 2022, yet the MTR state that for its intended purposes the performance measure for the expected results of the capacity building is weak and need review. Additionally, the log frame is not enabling the reporting of key results.

The proposed DRRF model was to provide a cost-efficient and effective approach for UNDP to advocate for recovery approach and investment, mobilize resources and respond to disasters and emergencies. It includes mechanisms for quickly scaling up its capacity with funds mobilized through the pre-approved Disaster Window. The following issues were considered:

- The Facility will pursue a strategy involving many operational partners and sub-contractors, and requires dedicated human resource for project management and finance and administrative tasks;
- To conduct its work effectively and efficiently, the Facility requires human resources with specialized knowledge in recovery. Experience indicates that a lack of such knowledge hampers resource mobilization and the strategic quality of interventions.

Shelter is a signature product of UNDP Bangladesh in disaster response and recovery, and UNDP is recognized as an innovative actor in designing cost-effective housing solutions. The Facility requires human resources with housing-related knowledge to maintain this position, ensure the quality of partner NGO's work on shelter interventions and support the Shelter Cluster.

Depending on disaster and emergency incidence in any given year, the Facility was expected to support response and recovery to several different disasters and emergencies, often in diverse locations and targeting many individual beneficiaries. For example, the Facility has prepared or implemented interventions related to the monsoon floods, Chittagong Hill Tracts landslides, and cyclone Mora, as well as facilitated three in-depth assessments of the Rohingya crisis at the same time. The Facility must have the necessary standing human resources to collect and analyze the large volume of information and monitoring data resulting from diverse impact sites, work streams and implementation sites from day one of a disaster;

Experience from the ERF indicates that while it is possible to fund core DRRF personnel from funds mobilized through the Disaster Window throughout the project period, related

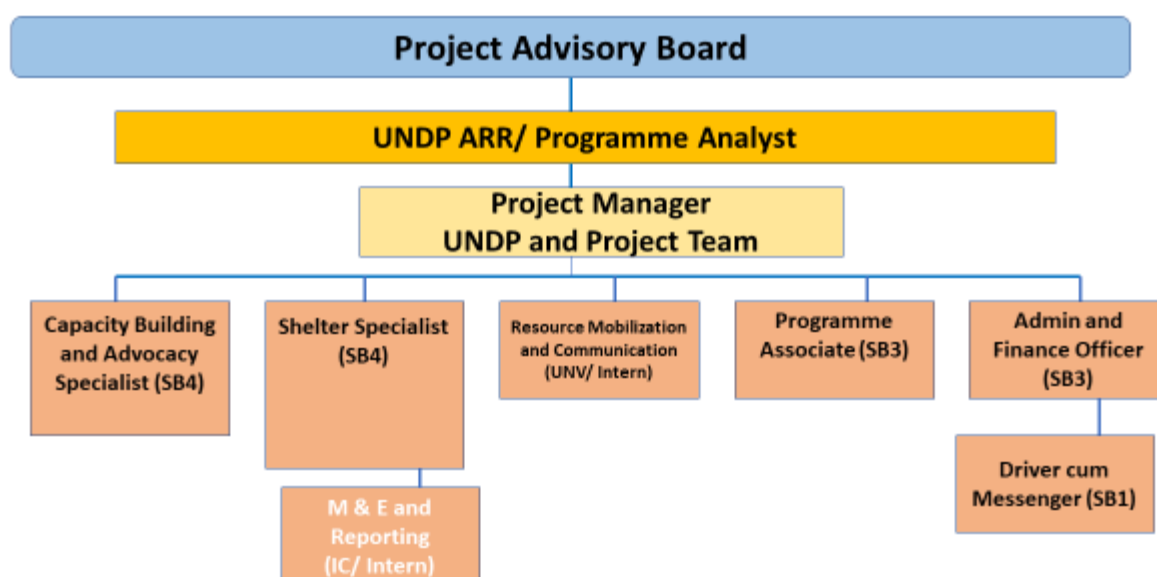
uncertainty of employment can lead to staff turnover resulting in reduced efficiency of the Facility; and

For the Facility to plan, pursue strategic advocacy and partnership goals, and strengthen UNDP disaster and emergency preparedness, a predictable albeit modest budget for operations, communications, and capacity building was to be guaranteed each year. To maintain a predictable, core DRRF with the required capacity to respond, advise and advocate, UNDP thus covers the costs of the core Facility from its internal resources. However, some of the operational costs can be recovered from funds mobilized through the Disaster Window and the UNDP funds reprogrammed according to needs. The core DRRF is co-located with the UNDP Country Office, which provides office space for the Project Manager and DRRF team. The project uses the vehicle used by previous iterations of the Facility, as well as furniture and equipment acquired then.

DRRF has a small unit to run the project activities. It is expected to be fully integrated with the UNDP office and country programme. There is a Project Advisory Board with representation from relevant ministries and department of the government. The Board approves the annual plans and projects to be implemented as response to any disaster or recovery programme in post disaster period. The Project Manager is the main person to guide a small team of six staff, namely, Capacity Building and Advocacy Specialist (SB4), Shelter Specialist (SB4), Resource Mobilization and Communication (UNV/ Intern), Programme Associate (SB3), and Admin and Finance Officer (SB3). Above the project Manager there is UNDP ARR/ Programme Analyst who is a UNDP staff monitors the activities of the DRRF management unit (Organogram attached). However, the **PM** position is vacant now and the Shelter Specialist is looking after that in addition to his job. The **Unit** also need additional support staff for procurement, M&E, learning and communication.

The actual management structure was as follows:

Revised Organogram



While some staff can be readily mobilized, more monitoring is needed for the actual activities. In addition, an assumption that the UNDP office would support all the emergency procurement and the knowledge packaging and communications have not held true. This needs more integration, resourcing. Additionally, there might be SOPS put in place for time when many disasters happen.

b. DRRF Risk Analysis and Management, including Social and Environmental Standards (Safeguards)

The evaluator learned this was not done systematically due to time constrain and it was not possible in an adequate manner. However, stakeholders say due diligence was given, and interventions were built on the learnings from other UNDP programmes.

c. Value for money and cost effectiveness

DRRF tried to ensure 'value for money' in regard to the extent of results delivery. DRRF also maintain LaA with different LGIs i.e. City Corporations, Union Parishads etc. It has undertaken programme with Bangladesh Scout too as volunteering engagement in order to quick response in emergencies. Several Long Term Agreement (LTA) with vendors are also practiced for different kinds of procurement. The unconditional cash transfer to the women headed households to reconstruct their damaged shelters, and use a portion of that money by some of the beneficiaries to restart small economic business, helped the affected households overcome the disaster shocks. Besides, the cash for work (CfW) programmes in post cyclone or post flood in one hand gives the beneficiaries access to market to purchase their necessities by choice, on other hand creates social assets.

d. Finance and Funding Modality Analysis

The funding window of US \$50 Million is a preapproved disaster window to meet the immediate emergency needs followed by a catastrophic disaster event within a time frame. Additionally, Multi-Donor Trust Fund (MDTF) was to be considered for meeting early recovery needs. While a dedicated fund could be set up for early recovery, DRRF needs to access critical funding sources. The most important planning and fund-raising tools for humanitarian activities are the **flash appeal** and the (inter-agency) **consolidated appeal** (CAP) led by OCHA. Donors emphasize on reflecting early recovery requirements more systematically and consistently in these mechanisms. An overall funding analysis is mentioned below and related detailed information is attached in **Annex 8**.

i) Central Emergency Response Fund (CERF)

CERF is a standby fund designed to enable more predictable, timely, and equitable responses to humanitarian agencies. Though the CERF is an emergency fund, time-critical early recovery needs can also be covered through the CERF if a proposal reflecting key early recovery priorities can be developed. In addition, DRRF can seek access to the CERF for shelter and other non-food basic needs during large-scale events.

For DRRF, the time frame was considered from 2018-2022 with a probabilistic immediate emergency needs in the event like a medium to catastrophic earthquake or a severe cyclone like Sidr. The basis for ERF was USD 60 m but remain unused since there was no catastrophic event. This preapproved fund is for immediate need before any bulk resources is needed. Fund sources, type, value, relevance remain unknown. Response to Rohingya crisis, or cyclone Amphan, flood in NW, COVID pandemic etc. was totally unknown when the facility was designed.

UNDP core resource of USD 1.15 m as TRAC-1 fund is a pledged resource for DRRF to manage the facility which also allows DRRF for CB of GOB, addressing limited disaster response and early recovery initiatives, innovation and piloting small projects etc.

So far USD 23.7 m has been mobilized against USD 51.15 m window by various donors and predominantly against Rohingya crisis. It could be more, if traditional donors, private sectors

or philanthropic institutions would have contributed through this 50 m channel in more response and recovery initiatives against various disastrous events. So resource mobilized is around 46%.

The overall DRRF delivery rate is to say more than 95%. Because what even resource DRRF has received, that has utilized fully. To augment the portfolio, the advocacy for DRRF in relation to its comparative advantage for quick resource mobilization-needs extensive dissemination among various donors.

ii) Financial Status as of September 2021

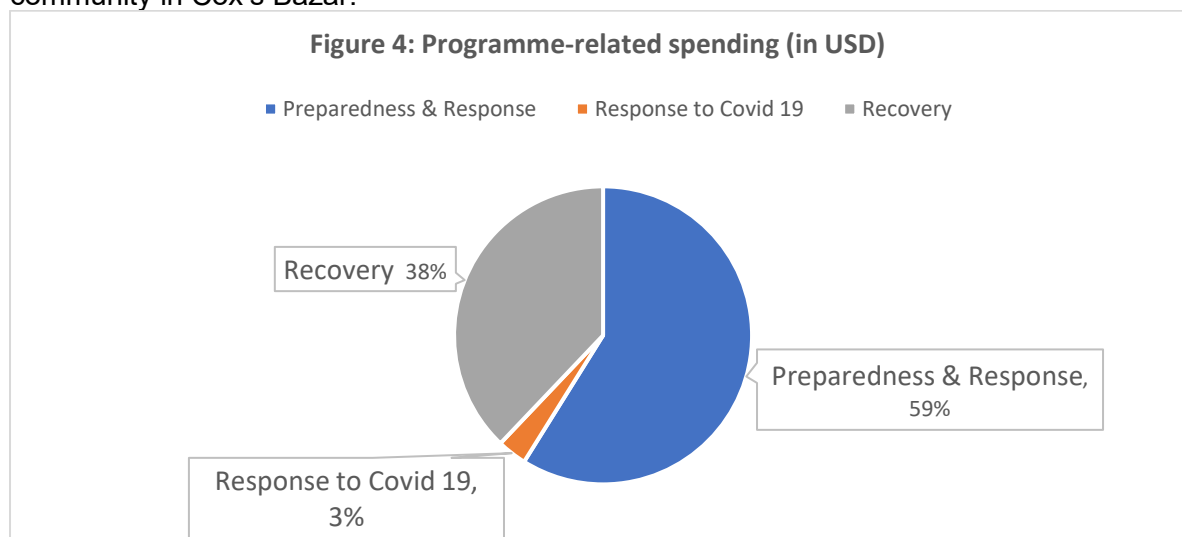
UNDP mobilizes several types of funds for quick response to disaster events.

- A. TRAC Fund: This fund is DRRF main project fund fixed for its establishment cost, capacity development of Govt. institutions related to disaster risk reduction, research study, policy /Guidelines, legislation and innovation.
- B. Disaster Window Fund: This pre-approved fund is mobilized through the support of Donors and INGOs. The design of the projects and selection of project areas are determined by UNDP and donors. It is observed that most of the donor-driven fund amounting to US\$ 18,170,505 is being utilized in Cox's Bazar targeted to support the host community for social cohesion and economic development through a project management office in Cox's Bazar.
- C. Central Emergency Response Fund (CERF): CERF is part of Disaster Window Fund. This fund is completely UN fund mobilized from different UN agencies. CERF may be treated as a standby fund designed to enable more predictable, timely, and equitable responses to humanitarian agencies. DRRF has utilized two such fund amounting to US\$ 1,689,946 provided by UN OCHA in emergency shelter support schemes after cyclone Amphan in the SW and flood in the North.

iii) Programme-related spending: US \$22,668,352

- Preparedness & Response: \$13,349,918
- Response to Covid: \$727,082
- Recovery: \$8,591,352

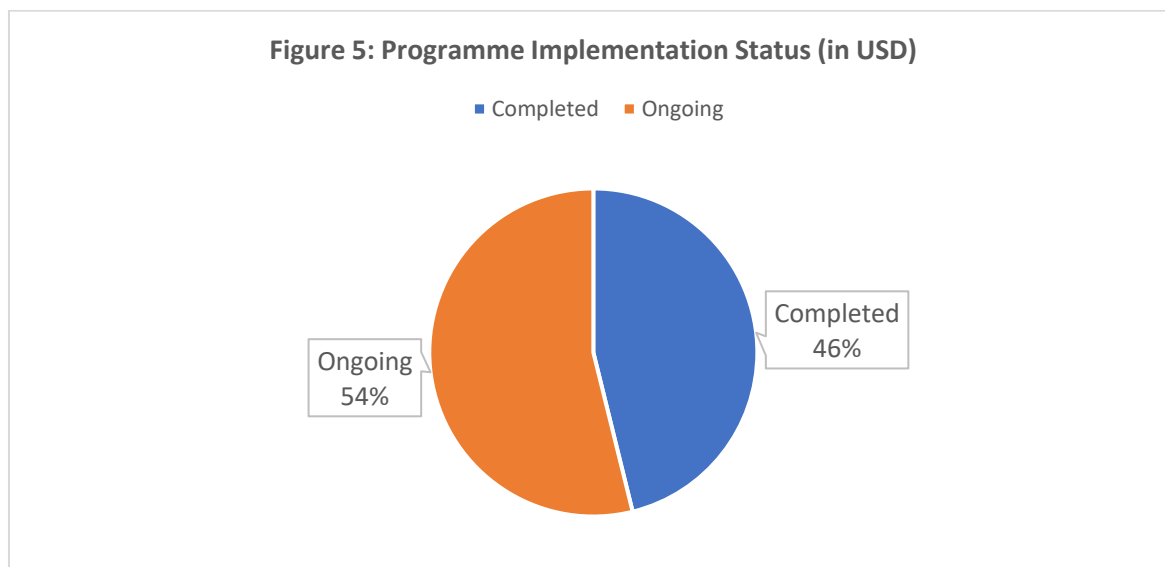
Figure below demonstrates the use of fund and reveals that 59% of rolled out fund is allocated for disaster preparedness and response while only 3% fund has been used for response to Rohingya crisis, and 38% allocated for recovery is mostly targeted to Rohingya and host community in Cox's Bazar.



iv) Programme implementation level

Fund Mobilization & Rolling out

- Total fund mobilized rolled out as on Sept'21: \$22,668,352
- Completed: \$10,461,051
- Ongoing: \$12,207,301

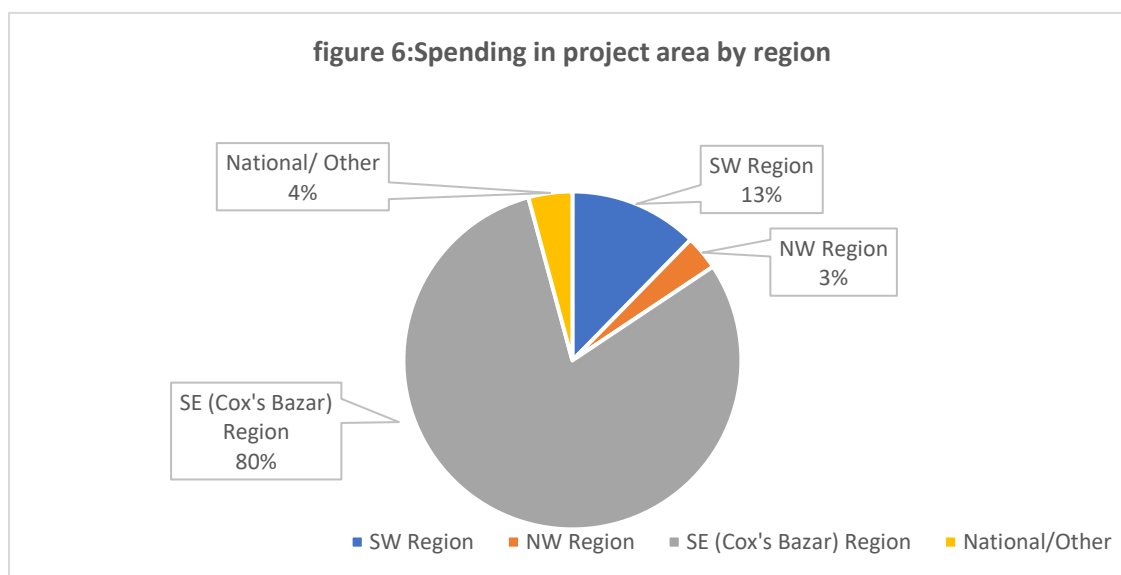


v) Spending per project area

This analysis has been carried out to see where the fund is used. The country is disaster-prone. Every year flood is a common threat. There is flush flood in north-east haor region, the frequency and severity of cyclones have increased. Drought is gradually making an adverse impact on agriculture where women's participation in crop production and non-farm activities is quite high in comparison to other regions. Region wise distribution may be seen in the figure below. Donors and Development Partners (DPs) should be convinced from the perspective of disaster and response.

- SW region (recovery from cyclone Amphan): \$2,795,232
- NW region (recovery from flood): \$750,000
- SE (Cox's Bazar) region: \$18,170,505 [\$18,140,505 + \$30000 (Tsunami Awareness Training)]
- National/Other (response to Covid 19 & Institutional capacity dev): \$952,615

Though the development partners (DPs) interest comes first, UNDP/ DRRF should appeal to the DPs to spend their money to other disaster affected areas. To support the Rohingya (SE-Cox's Bazar region) people and local host communities to reduce their sufferings is always welcomed, however, the resource should be distributed in other disaster-prone areas as a commitment of DRRF's own policy to support government and local government and other stakeholders to reduce disaster risks. DRRF can formulate a soft policy in this regard.



e. DRRF Oversight and Governance

DRRF is governed by the Advisory Board where the UNDP Country Representative is the chair and there are the participation of MoDMR, DDM and ERD representatives. The Board is a high-level policy formation body. Its Terms of Reference (ToR) are as follows:

- Will meet at least once in every three months;
- Review progress of the project and discuss policy implication;
- Recommend actions to reflect new policy directions in national planning documents (GoB National Plan for Disaster Management 2016-2020, 7th Five Plan, Agenda 2030 etc.);
- Provide proper p[policy guideline to overcome the problems of the project and assist UNDP to implement disaster reduction, priorities and emerging challenges related to disaster management in Bangladesh;
- Advice regarding opportunities for inter-departmental/ministerial cooperation and coordination.

It is mentioned in ProDoc that the Board will meet biannually to review the DRRF's strategic direction and functioning. The board will provide executive direction to the DRRF and approve its budget, work plan, the creation of new positions, and partnerships. In disaster situations, the board can meet more frequently and appraise the situation.

The Evaluation Team on review finds that the first meeting of the Advisory Board was convened after six months (on 21.03.2019) after approval (30.09.2018) of DRRF by the Government (ERD). Secondly, the Board sat for three meetings only in the last three years whereas the Board is supposed to meet at least once in three months. Meeting of the Board on a regular interval is important to give due respect to ministries and relevant members for developing partnership as well as follow up of the implementation of the schemes undertaken. Thirdly, the co-option of IMED and private sector, and NGO representative was not possible though in the first meeting there was a recommendation of inviting FBCCI as private sector representative, representation of BDRCRS/ IFRC as a partner organization, and Development Partners, Donors, JICA, EU, WB. However, the recommendation was not executed. The 2nd Board meeting was held on 11 November 2019 that the Embassy of the Kingdom of the

Netherlands agreed to take the membership of the Advisory Board. But we don't see the presence of the Netherlands in the 3rd meeting held on 10 December 2020.

The first responsibility of Advisory Board is to approve the Annual Work Plan of DRRF. But is observed that the participation of relevant ministries/ departments of the Government are really very poor. Inclusion of more members as stated in the ProDoc has not been executed. Normally the meetings have informed the progress of the project implementation. But selection of schemes/ projects are not discussed beforehand among the members. So, some members raised questions on projects and on taking more projects in Cox's Bazar. For Example, the evaluators would like to mention that in the 3rd meeting one of the members raised question on undertaking much more projects In Cox's Bazar and wanted to know the basis for more resource mobilization strategy which skewed towards Cox's Bazar. He wanted to know whether it was donor-driven or based on the needs of GoB or any other priorities. A pertinent question no doubt. UNDP answered by saying that the DRRF had been designed to complement the GoB's disaster response and crisis management efforts in any region of Bangladesh during any event of emergency or crisis. DRRF's contribution is not preplanned rather due to the ongoing Rohingya crisis with the cascading impact of the COVID-19 pandemic; more projects in Cox's Bazar were being acknowledged by GoB's interest and donors' preference. However, DRRF should be guided to undertake such types of projects which will supplement the GoB actions, and sometimes when Government response comes to disaster affected communities lately due to rules and regulations and bureaucratic red tape, as remarked by Reaz Ahmed, former DG of DDM during interview. It may be mentioned that Government's modality of implementing projects and benefit delivery is National Implementing Modality (NIM) whereas DRRF works under Direct Implementing Modality (DIM). The project document (ProDoc), in this regard, states that depending on disaster and emergency incidence the Facility may be supporting response and recovery to several different disasters and emergencies, often in diverse locations and targeting many individual beneficiaries.

f. Any other issues/factors related to efficiency i.e., procurement, HR recruitment

COVID-19 pandemic has slowed down the operation of DRRF. The management could not maintain liaison with relevant ministry and department. The training programmes and knowledge management couldn't be made successful online. The BFSCD's reform programme is yet to get the approval from the relevant authority. Some changes have been brought by UNDP/DRRF but need to be approved the Government (ERD).

DRRF at present is understaffed. The Shelter Specialist has been working as Manager in addition to his duties. Besides, field data reveals that the persons who are hired and deployed for managing and looking after the cash for work should have good field specific contextual knowledge i.e. scheme site selection, environmental challenges, social aspect and potential field tension or assumption of potential risk factors that may emerge from the field and can effect adversely on work quality and overall field level project execution.

6.4 Sustainability of the project:

With long-term advantages for the early recovery community in question, the current assessment has proven that the project as a capacity building project is socially, ecologically and fiscally sustainable. The evaluation assessed all considerable factors that reveal sustainability including the measurement of all the secured positive effects so far that have had a lasting impact to reduce the risk of dependency of the target communities, to identify the suitability drivers that contribute to bringing long term effects to the communities, to influence factors that bring achievements as well as losses regarding sustainability of the

project and finally to justify the critical services and effects that have prolonged effects beyond the duration of the project.

As the project is running through vigorous participation of multifold capacities from UNDP, PNGOs, and Government Stakeholders, the project has therefore been able to facilitate in upgrading the capacity of allied personnel and local level stakeholders by a huge margin. Many of the respondents said that sustainability is a continuous and long-term process; they have learned many good things from the project i.e., warehouse management, emergency distribution, how to control mass/crowd management, problem-solving and last but not the least, beneficiary selection, which are all parts of capacity building towards achieving sustainability.

Also in terms of sustainability, women have been empowered and have proved their potentiality to do such work along with men. Besides, the interventions, e.g., “Cash for Work” program, on one hand, have protected the embankments in the coastal region through the DRRF project that are giving the community continuous support to protect their farmland from the tidal surges. On the other hand, the cash empowered the workers' access to the market and purchase their necessities by choice. This is very important early recovery period after shock. In turn, the embankments are saving their livelihood in the long run. Repairing the embankments is also ensuring that the community enjoys short or medium-term benefits, though there is a great need for long impacted DRR initiatives to make the community sustainable in reducing disaster risk and to uplift as per living standards. Besides, the shelter materials provided to displaced people in the flood-prone area will be used when the target beneficiary will be relocated to another place due to flood and riverbank erosion (Gaibandha).

The study also finds that the project has ensured effective coordination between the government and NGOs to implement such kind of response & recovery works while ensuring women are in prime participation.

Cash grant was much beneficial for the cyclone affected people. Most of them used the money in household expenses, but a significant number of beneficiaries used the money, though not the objectives of the schemes, in launching small business, fishery farm (locally called “Gher”) and raising livestock/cattle, goats etc. Hence, the money was able to facilitate support during off seasons of work. Field visit reveals that those families are continuing their micro-level business, i.e., investing the money in starting a village shop, and it can be expected that this practice will remain.

Currently, the project team knows about the context and reality of field works. As a result, coordination with the local government has improved significantly. Technical knowledge and design of the “Cash for Work” program and other material distributions were highly coordinated, synchronized, and shared with GoB field administration, the local government bodies & other pertinent stakeholders. This will be useful to trigger future response and recovery projects. Further, the coordination between the government and partners of the project have ensured capacity building of partner NGOs PNGOs. As a result, changing features will help both beneficiary and PNGOs to continue ensuring effectiveness, efficient management, and positive impact of the project.

7 CROSS CUTTING ISSUES

7.1 General: Gender, Persons with disability

The evaluation team has found impeccable impartiality in case of women participation & engagement in every sphere of the project cycle. Women, youth girls get reasonable consideration and support from the project opportunities and even in case of critical services. The study finds that women are managing their received loan and investing that by their leadership, producing goods and selling that in local market. President of the women group said, ***“There is no partiality, those who have humanitarian needs they are being considered first duly discussing and decision by the committee”. She also added, “Our committed run in very elective process, meeting all the official formalities, take all decisions at the committee meeting and put note in resolution book, and we select the right households in considering and assessing their humanitarian needs and other inclusiveness factors (widow, elderly, disability etc.)”***. Along with those mentioned words, women led groups specially working for increasing the income of respective families through engaging in income generating activities led by women are also working for stopping child marriage, eve-teasing and other child protection gender issues. Again, women, girls look considerably proactive and participatory actions to lead the committees and social issues. Thus there has been created a shifting change of society culture through women’s forwardness in the community including decision making and leadership roles.

The project also aimed to ensure women's involvement in “Cash for Work” program, with an increase in the number of women involved and receiving benefits from the schemes as well as the project. A small number of persons with disability (PWDs) were also engaged in employment depending on their physical ability to work in the field. In all sites, beneficiaries were consulted, and it was discovered that women made up two-thirds of the workforce, or approximately 66%. All the shelter items have been recorded and distributed to the females. The program provided opportunity for work to the women alongside empowering them in their respective families and in the community as a whole.

7.2 Human rights

Women, especially women-headed households, and persons with disability (PWDs) are the most vulnerable in disasters. DRRF in undertaking projects and selection of poor and women-headed beneficiaries gives emphasis on gender equity and justice through women empowerment. In the SW region in post cyclone Amphan cash for work (cfw) programme, and in the North in post flood recovery programme, women headed households had been selected for cash grant and cfw schemes. The wages the women earned gave them access to market and procure their family necessities by choice. It also created scopes for income generating off-farm activities among the vulnerable women. In the project areas, the DRRF also paid a look to support the persons with disability. In the South-West (a case story has been prepared) such a person has received a house (shelter) to live with his family. This was a wonderful and useful support. More support of this kind is required.

7.3 Poverty

Poverty alleviation is not a mandate of DRRF; but through income generating activities (cash grant) and cash for work (cfw) programme the Facility paid equal wages to men and women beneficiaries. Such flow of money enhanced the purchasing power and access to market of the unskilled vulnerable families. Thus, the Facility has in fact ensured food security. It may be mentioned that ensuring food security is an important mission of GoB’s disaster management, only because the poor are more vulnerable during disaster. Experience shows that during disaster and post disaster period poor suffered much. After the independence in

1973-74 the northern districts faced severe flood which caused low harvesting and at the same time river-bank erosion made thousands homeless. The newly emerged country which suffered huge asset loss in her war of independence faced a famine- like situation, shortage of food and price hike of food-grain. Hence DRRF's cash for work and cash grant programmes have been welcomed by the beneficiaries and other stakeholders.

8 RISK ANALYSIS

In the project document (Annex 4 in Pp. 85-91) several risks have been identified and relevant actions for mitigation have been proposed. It was mentioned in the ProDoc that the Project Manager would ensure that the risks noted would not hinder the implementation of the project by ensuring the involvement of all relevant stakeholders at all stages/activities of the project, including decision-making, monitoring and evaluation, as well as engaging in sound, evidence-based policy efforts. The evaluators have reviewed the risk matrix and analyzed it based on the updated data and evidence collected from KIIs, discussions with UNDP/ DRRF management and related stakeholders and other secondary documents. The detailed risk analysis has been attached in the **Annex – 15**.

In the analysis, the following questions were assessed to understand the actual status of the risks identified:

- i) Did each risk materialized?
- ii) What was the impact?
- iii) How was the risk mitigated in last two years?
- iv) Whether any anticipated and potential risk/s arose during implementation of the project and how such risk/s had been managed and mitigated by the project management.

In summary, DRRF's categories of risk were analyzed as follows:

- **Political risk** that might cause delays in implementing activities or create conflict between Forcibly Displaced Myanmar Nationals and host communities was not actually materialized. The overall political situation of the country was comparatively better in the last few years and related security environment was also manageable, but, the political situation may deteriorate anytime. Considering this issue, the security risk still exists, however, no direct impact was found. The project management followed the regular UNDP/ UNDSS security brief and advisories in this regard.
- **Strategic risk** that might arise due to lack of coordination was not materialized. There was no significant impact since such a situation was managed by the implementing of several projects in supporting the host community through the DRRF funding window and good coordination with other donors, Forcibly Displaced Myanmar Nationals and host community.
- **Financial risk** was materialized by 50 million expected '*Disaster Window*' fund. Though the impact was minimum, it was mitigated by periodic budget monitoring and notifying the PAB and maintaining good coordination with UNDP top management.
- **Operational risk** materialized and minimum impact was found, however, mitigated by good partnership with a prepared roster of the NGOs.
- **Environmental risk**, though the risk still exists, no impact was found.
- **Human rights risk**, a potential risk with moderate impact, was mitigated by awareness campaign and maintaining transparency in benefit distribution.
- **Gender risk** though still exists, but no significant impact was found. However, most benefits were transferred to the women-headed household for inclusive DRR and development.

- **Unanticipated risk** of the COVID-19 pandemic in March 2020 and onward that caused delays in project implementation and the significant impact was weak and irregular field visits and monitoring by project management. The risk still exists; however, mitigated by establishing virtual communication and an adaptive approach.

9 PARTNERSHIPS AND STAKEHOLDER ENGAGEMENT - CASE STUDY ANALYSIS

DRRF is based on the lesson learned from ERF. The disaster response model of ERF was based on partnership - partnership with Government's relevant ministries and departments, partnership with Local Government Institutions (LGIs) and partnership with NGOs for implementing interventions at field level. Based on ERF's lessons DRRF as a small unit has engaged individual UNDP specialists with the partner NGOs to provide technical guidance and support. The Facility has also cooperated with other UNDP projects to access to temporary office space, vehicles and operational support.

Case Story 1

Response to COVID 19: Partnership with Al-Marzul Islami, Bangladesh and LGIs

In April 2020, during the early days of COVID 19 pandemic, fear factor was very high. The relatives, and even the family members of a COVID 19 positive person did not want to see him / her during medical treatment, and, sometimes, if the patient died his/her body was kept unattended and not claimed from the hospital due to fear factor. This is a story of a COVID 19 positive patient whose died at a hospital but none of his relative claimed the dead body for burial. Later Al-Markazul Islami, Bangladesh financially supported by DRRF came forward to take necessary steps for safe burial of the dead body.

During early April 2020, a young man got his COVID 19 positive father, who was in critical condition, admitted in "Kuwiat Bangladesh Friendship Government Hospital" in Uttara, Dhaka. After some days the patient (father) died. The young son had been attending his sick father in the hospital (out of COVID unit); but hearing the death news of his father he left the hospital unnoticed. Finding no other way to hand over the dead body, or to take consent of the close associates before disposal of the corpse the hospital authority requested Al-Markazul Islami, Bangladesh to dispose of the dead body. This NGO normally carries out such activities of dead body disposal through religious manner. On receiving the call Al-Markazul Islami, Bangladesh collected the dead body from the hospital and observing all legal and religious formalities buried it in a graveyard in Dhaka. The NGO so far buried more than 6500 dead bodies died of COVID 19. Then after more than a year very recently they received a phone call from a male person from Kustia, a south-western district. The man identified himself as the son of the deceased died of COVID 19 in Kuet Moitri (Friendship) Hospital in April 2020. And claimed a death certificate. However, after due inquiry Al-Markazul- Islami, Bangladesh managed a death certificate to the man.

It was a laudable emergency response programme initiated by the DRRF that to extend full support to the Al-Markazul- Islami, Bangladesh for safe burial of COVID 19 deceased during the fear factor and developed volunteer groups for advocacy and providing support to the communities to fight back COVID 19 pandemic.

Case Story 2

Jahangir's family got a safe and strong shelter on their own hut

In a tragic road accident Jahangir lost one of his legs when he was only an 11 year boy. He couldn't continue his education and begun to work as a day labor in his village Kewrabunia WARD 7, Burirchar union under Sadar Upazila of Barguna district. When he grew up as a young man he lost his parents and at that stage of life he took the responsibility of his three sister. Jahangir and his sisters used to live in a thatched hut on a small plot of land got from his maternal grandfather. However, he with hard earning arranged marriage of his sisters one by one and at last he also got married. Now he is 35 years old with three children.



His hut was built of bamboo stick pillar with poly paper shade and coconut leaf fence. His six member of family is living in this hut since along ago. His only earning source is monthly disable allowance and begging. He is an illiterate person, so he always wanted proper education for his children. He has three daughters and a son, his first girl read in class four and 2nd girl is in class one. Her wife, Mrs. Fahima, didn't agree to

beg on the street to earn their bread and butter. So she started working in neighbor's house as a maid servant. Their days went on anyway, but their living house couldn't stop rain water falling inside their poor dwelling hut during rainy season. All the things in the hut would get wet, even girl's books too. In post Amphan cyclone the condition of Jahangir's hut became very vulnerable, and little hope was there for the family to live in that thatched hut. Knowing his vulnerable condition Uttaran, a local NGO and UNDP staffs under Disaster Response and Recovery Facility (DRRF) visited the hut, enquired about Jahangir's financial condition nominated Jahangir's family for the emergency support under DRRF which was later implemented by Uttaran. They started building new house for the family on the same land engaging local labor. The new house was built and fenced with corrugated iron sheet having roof top with CI sheets and handed over to Jahangir and his family. Now Jahangir and his family are living in a newly built strong and safe shelter. Jahangir and his wife thanked UNDP DRRF and Partner NGO Uttaran for the safe home.

Case Story 3

Hamida Khatun lives in a small village down the embankment of eastern side of mighty river Jamuna under Patorshi union in Islampur Upazila of Jamalpur district. In 2019 all on a sudden flood water came due to breach on the embankment and submerged her and neighbors' homestead and very quickly several villages of that area. Government provided small cash and 20 Kg rice through union Parishad as relief. But that quick response with relief item was not sufficient for restoration of livelihoods of the community. It was a prolonged flood and the poor people were in deep shock. At that time DRRF undertook a recovery programme in that village. DRRF through Project Implementation Officer (PIO) of the Islampur Upazila and elected Chairman and members of the Union Parishad selected the women headed households for benefit transfer. Accordingly each of the beneficiaries received shelter materials and a cash support for reconstruction of their damaged houses of BDT 7500. Hamida's husband is a poor person with disability, can't move or work. But she is a clever women. She did not use the whole amount in purchasing relevant items. Rather she purchased two heifer goats and raised them keeping them in her living room. Both the goats by this gave birth. Hamida has now five goats in total. One goat is pregnant again. Hamida's children drink goat milk. In coming Eid festival she wishes to sale two male goats and plans to repair their living hut. Hamida and her family is now happy. Her story inspire others in the community.

Similar story of Morsheda Begum may be shared. Morsheda with her disable husband, two children and two in-laws lives in the same village. She had a small shop which before the flood which was damaged severely. The items kept in the shop were damaged too. She repaired the shop and purchased grocery items. Her shop is now running well. Her children are going to school. Morshada and her family members are also happy now.

Though the grant cash was transferred for reconstruction of shelters, however, some portion of it was used inr IGA by some of the beneficiaries. Of course the example has set an example of weak monitoring; but the stories have advanced an opportunity to work for early recovery cluster and shelter cluster simultaneously for the same households in the disaster affected communities.

10 KEY FINDINGS

Relevance

a. Needs-Based and Priority

- Bangladesh is a disaster-prone country, and impacts of climate change are enabling intensifying and more frequency in the disaster event. Secondly, the severity of the disaster, i.e., rapid onset, and nature of the disaster are changing and increasing. Hence, the rationale for quick standby financing as response to disasters and emergency recovery assistance including capacity building and knowledge sharing is justified based on the dynamic emergency context.
- DRRF provides support to the government and the HCTT as Shelter and Early Recovery Cluster lead. In respect of financial, technical and capacity building support DRRF has shown a significant risk reduction and early recovery actions. The flexibility of the DIM modality helps DRRF to deal with humanitarian support effectively and quickly.

b. Localization of DRR activities

- The localization of the response and recovery activities, e.g., capacity building support to GoB implementing agencies and NGOs at the operation level, digitation of the response measure, leveraging technology, e.g., mobile banking for cash transfer to the beneficiaries, developing database for beneficiary selection and Disaster and Pandemic Data Management for IDPs and Migrants are relevant and important areas of DRRF.

c. COVID 19 Learning and Rohingya influx

- As standby facility and ready response mechanism DRRF has undertaken several laudable initiatives on outbreak of COVID-19 pandemic, including raising awareness on preventive measures, distribution of PPE among cleaners of municipalities, support to develop volunteer groups in city corporations and municipalities for awareness-raising and support to Al-Markazul Islam Bangladesh for safe burial of COVID-19 deceased, etc. DRRF also extends its full support to Forcibly Displaced Myanmar Nationals people and host communities in Cox's Bazar to build coherence and peaceful co-existence.
- In the new complexity arisen as effects of COVID 19 pandemic that seriously disrupted the delivery of the planned activities including capacity building activities and mobilization of remain 56% of the 'disaster window fund'. DRRF, as a project working for strengthening the disaster recovery capabilities of the country, should soberly consider this new dimension of the recovery issues and would provide the necessary guidance to face a situation which was not estimated before. Hence, an extension of 2-3 years may be required to accomplish the rest of the result outcomes under 2 and 3.

Effectiveness

a. Performance per plans

- The overall actual performance per plan has been robust during the period. DRRF has implemented response and recovery work, e.g., cash for work, household equipment and cash grant for re-construction of shelters to flood and cyclone affected female-headed households. DRRF project has ensured tremendous benefit and result in

restoring the community infrastructure which are critical for quick recovery following 'build back better' concept of SFDRR 2015-30 by repairing the fragile embankment in the coast to protect tidal surge and saline water intrusion saving poor and vulnerable people's livelihood and asset. More than half (55%) of the KIs interviewed revealed that project had delivered excellent results while the rest of the respondents (45%) mentioned the project was able to deliver good results while 91% expressed their full satisfaction with the projects in meeting the needs of disaster affected communities.

b. Capacity Building Efforts and Partnering

- As a part of capacity building for effective disaster management, DRRF has provided training to GoB officials, technical support to the Fire Service and Civil Defence (FSCD) towards its reform initiatives, support in formulating the National Plan for Disaster Management (NPDM) 2021-2025, in developing Post-disaster Recovery Planning for Cyclone Amphan and Flood 2020, developing a data management system for MoDMR on Digitalization in beneficiary selection and has undertaken a joint initiative with IOM on Disaster and Pandemic Data Management for displaced persons. Partners interviewed including major donors who are receptive to being included programmatically with UNDP/ DRRF

c. Identify funding partners for recovery programmes in hot spots

- While the Cox Bazar, due to programmes for the Forcibly Displaced Myanmar Nationals and host communities, has received most of the DRRF funding to date 80%, it has also shown, that as a humanitarian and vulnerability hot spot, there is a clear division of responsibilities with government and other partners. The donor/ development partners need to be appraised keeping their commitment to Rohingya issues, that they should acknowledge the chronic disaster and climate change vulnerabilities of the people of other parts of the country where DRRF should have large interventions to supplement the government interventions and humanitarian needs.
- Financial partnerships should be mobilized in 'new normal' since slow mobilization of resources (only 44% of disaster window fund) might be the result of the impact of COVID 19 pandemic. Mobilization will also be a challenge due to shrunken donor funding. Hence an extension of DRRF will be helpful to proper usages of the opportunity of the 'disaster window fund' and completion of planned activities.

Efficiency

- The DRRF has been expressing value added through its programmes of training and human resources in addition to coordination of the humanitarian and inter-sectoral inputs for better and quick recovery. DRRF has done global work on cash transfers through mobile, and on stimulating the local economies in post disaster period. Mapping out hotspots and vulnerable communities before emergencies have been found very efficient. However, DRRF needs to build monitoring skills to see how the benefits are flowing and use this for greater results.

Sustainability

- With long-term advantages for the community in question, the current assessment has proven that the DRRF is both ecologically and fiscally sustainable. The current study also assess all considerable factors that reveal a clear picture of the sustainability of DRRF. In terms of the effectiveness of gender mainstreaming and sustainability, women have been empowered and have proved their potentiality to do cash for work along with men. The study also finds that the project has ensured effective coordination between government and NGOs while ensuring women are in prime participation.

11 RECOMMENDATIONS

11.1 Relevance (Functioning and Fit for purpose)

- 1) With regards to the DRRF logical framework and monitoring plan, the DRRF management can improve the DRRF performance metrics especially for early recovery to resilience capacity building. Multi-year monitoring and performance metrics are needed for expected results. This can be achieved with more systemic capacity-building activities for early recovery and to resilience planning with UNDP's other related projects, particularly the NRP, and including the relevant vested donors.
- 2) To rise UNDP to its comparative advantage – coordination and convening and to better position the DRRF for results, management must focus on rising visibility about the work that it is doing with regards to the capacity-building resourcing needs for early recovery.
- 3) The DRRF management can better raise UNDP as a platform for coordination of intersectoral stakeholders across humanitarian and emergency spaces with stronger focus on monitoring for learning, for early recovery policy learning, and for capacity development and learning and knowledge management.
- 4) DRRF should undertake projects/schemes in line with SFDRR and related SDGs. for disaster risk reduction and mainstreaming DRR, gender equity and justice, upholding the rights of persons with disability for which DRRF is accountable to.
- 5) As a project working for strengthening the disaster recovery capabilities of the country, DRRF should soberly consider the new dimension of the recovery issues that arose due to the effect of the COVID 19 pandemic and should provide the necessary guidance to address this situation. Moreover, DRRF needs to complete several unfinished capacity-building related activities that will add value in achieving the intended outcomes and try to mobilize the remaining 56% of the targeted 'Disaster Window Fund'. Considering these realities, an extension of the project is required and the UNDP may go for an extension of 2-3 years.

11.2 Effectiveness

- 1) The DRRF integration with the UNDP program can be operationalized much better. In this regard, the project management team can include UNDP senior management in all aspects of the oversight, work planning through the project board and map out how the UNDP back-office services that might support results.
- 2) DRRF Risk Analysis including Social and Environmental Standards (Safeguards) should be done systematically. Interventions built on the learnings from other UNDP programmes are laudable as alternative, but potential disaster, if any, must be identified with 'build back better' idea.
- 3) In terms of DRRF's overall work on knowledge management, policy advocacy and other learning, the facility can do much more by systemically planning and partnering for resourcing. It needs a stronger performance matrix for planning and monitoring its work on the capacity building across the humanitarian response and in the development space it covers, such as leveraging technology e.g., digital cash transfer, capacity building of local NGOs and mapping disaster hotspots across the country.

11.3 Efficiency

- 1) Based on the need for more streamlining with the UNDP processes in protracted emergencies as to not overwhelm the procurement, SOPs (e.g., SOPs for procurement) and stand-by short-term support are needed.
- 2) To address a profound weak part of DRRF, UNDP management can augment the monitoring, communication and learning skills of DRRF. DRRF team can review capacities at UNDP and map out where it can move staff to do more effective monitoring and support the creation of knowledge and project ideas that might be shared broadly based on the emergencies to development space. A third party monitor as the office is thinking might be instituted as well.

11.4 Partnerships

- 1) The DRRF partnership strategy needs to be revisited. Better partnering means giving visibility and inclusion to the partners. This will require inclusive DRRF activity work planning and monitoring and a learning plan for humanitarian actors and government with measures.
- 2) More donor resources for core capacity building and support activities, particularly UNDP work on early recovery, KM, and commutations. Though the development partners (DPs) interest comes first, UNDP/ DRRF should continue interactions with the DPs to spend their money to other disaster affected areas.

11.5 Sustainability

- 1) DRRF must focus its renewed capacity development and partnering plan on an exit strategy to 2025 when Bangladesh becomes a mid-level developed country.
- 2) DRRF should continue with gender mainstreaming exploring the potentiality of women's power to work along with men, e.g., cash for work, with equal wages in post disaster early recovery period with proper attention to both ecologically and fiscally sustainable.

12 LESSONS LEARNED

Learning on proactive response and early recovery actions to reduce the sufferings of the disaster affected communities helps to identify and map local adaptation activities to cope with the adverse situation. Successful disaster risk reduction (DRR) depends on knowledge of disaster and associated natural/social phenomena and methods of community involvement. The evaluators based on secondary and primary (qualitative) data convinced that DRRF is such a DRRF that can respond quickly, mobilize appropriate resources efficiently and can provide support to the disaster affected communities effectively. The Facility has set many examples of good practices that can be scaled up and its success stories can be shared and transferred to similar government, local governments (LGIs) and non-government organizations to follow and prepare similar action oriented programmes. UNDP/ DRRF should continue with such facility as one of the best mechanisms to respond and recovery in a disaster-prone country like Bangladesh.

As per the analysis in the previous section, and discussions with the UNDP/ DRRF project management, related stakeholders and beneficiaries following key lessons are identified:

- **Funding mechanism:** DRRF is built on pre-approved funding mechanisms, flexible operational procedures and an active pool of implementing partners and professional human resources. For ensuring timely support to the government in need, the Facility can follow Direct Implementation Modality (DIM) of UNDP.
- **Need and priority based dynamic and flexible system:** As a quick standby financing and emergency recovery assistance including capacity building and learning about early recovery DRRF provides support to the government and local NGOs by an increased focus on early recovery and risk-informed development.
- **Global relevance and global corporate requirement:** The accelerator lab global learning network fits well with DRRF intention to support global learning about the context of emerging disasters. The UNDP country representative should provide greater delegation of power for the DRRF to work effectively and per the nature of level of risk of Bangladesh risk profile and geography.
- **DRRF modality is a bridge between the humanitarian support and development:** DRRF is a nimble and effective financing modality for emergency response, early recovery and learning about the recovery. Through the experience, it aspires to identify needs for capacity building and to advocates policy changes in the national DRR activities. As a direct action modality, it is built to support a dynamic shifting country context with protracted emergencies.
- **Planned partnership and stakeholder participation:** The project advisory board is a good mechanism to engage UNDP leadership, key strategic donors, and government partners to become more programmatically engaged in emergency response and recovery.
- **Localization of responses and leveraging of technology:** The current phase of the DRRF 2018 -2020 was built on decades of UNDP and GOB early recovery and humanitarian engagements and partnership with NGOs towards DRM full-cycle governance and resilience. There is an expectation that these local NGOs will play a larger role. This new context requires localization (capacity building) of the response. For instance, leveraging of technology, the greater digitation of the response measure through digital cash transfer to the beneficiaries. DRRF has started better use of technology by transfer of grant (for shelter re-construction) and wages (cash for work), and by developing

database for beneficiary selection and Disaster and Pandemic Data Management for IDPs and Migrants.

DRRF has several good practices and success stories:

- **Robust performance per plan:** DRRF implemented response and recovery programmes including shelter support, creation of emergency employment activities, transferring cash grants and wages to the beneficiary workers, mostly women, through mobile banking. The women headed households expressed their full satisfaction on receiving shelter materials and cash. So in an emergency situation, for example during flood, the households can break their shelters into pieces to shift in a safe place.
- **Ready response to a situation not known as a disaster but disaster:** DRRF extends its full support to Forcibly Displaced Myanmar Nationals and host communities in Cox's Bazar. The project has been working to build coherence and peaceful co-existence so long the Forcibly Displaced Myanmar Nationals are staying. Another success story is about support in fight back COVID 19 pandemic in the country. In response to the outbreak of the COVID19 pandemic, DRRF has undertaken several initiatives, including raising awareness on preventive measures, distribution of PPE among cleaning workers of municipalities, support to develop volunteer groups in city corporations and municipalities for awareness-raising on the safe burial of COVID-19 deceased, etc.
- **Capacity building efforts:** DRRF has provided training to high officials of the MoDMR and technical support to the Fire Service and Civil Defense (FSCD) towards its reform initiatives. DRRF supported the NRP project in formulating the National Plan for Disaster Management (NPDM) for 2021-2025 and the development of the Post-disaster Recovery Planning for Cyclone Amphan and Flood 2020. DRRF supports the Ministry of Disaster Management and Relief (MoDMR) in developing a data management system on "Digitalization in beneficiary Selection." The DRRF had also undertaken a joint initiative with IOM on Disaster and Pandemic Data Management for IDPs and Migrants.
- **'Build back better' concept:** DRRF project has ensured tremendous benefit and resulted in restoring the community infrastructure which are critical for quick recovery following 'build back better' concept of Sendai Framework for Disaster Risk Reduction (SFDRR 2016-2030) by repairing fragile embankment in the coastal strips protecting tidal and saline water intrusion in post-cyclone situation, saving poor and vulnerable communities from loss and damage of their livelihoods and assets.

There are some shortfalls too:

- **Augmenting monitoring skills:** DRRF should continue to focus on the emergency response work as a supplement where GoB supports come after a delay due to legal procedure and bureaucratic norm but the project should augment the monitoring skills too. In Islampur Upazila under Jamalpur district shelter support, some equipment and cash money was provided to the women-headed households. But it was observed that some women beneficiaries had used the money in purchasing goats and items for re-opening corner shops in their village.
- **Spending in programmes and project area:** It is observed that 59% of DRRF fund has been used in disaster preparedness, 38% disaster recovery and 3% response to COVID-19 related programmes. On the other hand, 80% of fund has been directed to Rohingya crisis- related schemes. Out of the rest 20%, 13% of money has been spent for shelter and cash for work programmes in cyclone affected south-west region, only 4% for flood affected 4 northern districts, and 3 % for other response purposes. So, there should be a

rationality in mobilization of resources based on the support required. The donor/development partners need to be appraised keeping their commitment to Rohingya crisis issues, they should acknowledge the chronic disaster and climate change vulnerabilities of the other parts of the country where DRRF should have large interventions to supplement the government support and humanitarian needs.

During visiting project sites and conducting FGDs in the field the evaluators have noticed a very good example diverting support money for shelter re-construction to IGA by the beneficiaries:

- **Early recovery cluster and shelter cluster can undertake joint programmes for restoration of livelihoods:** As mentioned above for augmentation of monitoring skill of the project staff, spending in off-farm activities by the beneficiaries the cash provided for re-construction of shelters may be understood as a livelihood necessity of the beneficiaries. Diverting the cash earmarked for shelters in purchasing goats and in shops has created otherwise a good example of restoration of livelihoods. The women of Islampur upazila who purchased two goats had been bestowed with five goats in total by that time. Her babies now get milk from goat too. Goat raising is treated as a good investment in the country with small investment. Hence, for early recovery, the shelter cluster and the early recovery cluster can go side-by-side for livelihood restoration of the same households in the same disaster-affected communities.

13 CONCLUSIONS

This mid-term evaluation of DRRF, an operational humanitarian and early response and capacity-building facility focused on providing nimble support during emergencies and also capturing and imparting learning for early recovery, is a requirement of the UNDP project and programs and has focused on assessing results generated by the DRRF from the beginning to the mid-point of the project implementation, based on the scope and criteria set forth.

In terms of overall relevance of DRRF to DRM cycle is justified based on the dynamic emergency context. DRRF provides support to the government of Bangladesh and also the HCTT, a Bangladesh way of monitoring humanitarian activities. UNDP's early recovery engagement is complemented by close collaboration with Inter-Agency Standing Committee (IASC). The current phase of the DRRF 2018-2022 formulation (design) has thus been built on decades of UNDP and GOB Early Recovery and Humanitarian engagements and its work program currently sit near national moves towards DRM full-cycle governance and resilience. This new context requires more localization (capacity building) of the response. UNDP has been building the capacity of the response for inclusive digital payments however more is needed to build this technological capacity for inclusive digital payments and cash transfers i.e. access. For instance, inclusive digitization is an observed early recovery capacity gap that can be attended to with further partnership and resourcing. There are other gaps identified during the MTR that can be capitated and systemically operationalized and with greater synergies with the Government's ongoing National Resilience Programme (NRP). In terms of a shift in context and the recent Covid 19 while it impacted on some aspects of implementation of the work plans, it taught the operational aspects about the total breakdown in supply chains. Before Covid, UNDP could bring in surge but now there was a local need to build self-reliance. The review of the actual performance per activity has been robust during the period. DRRF project has ensured tremendous benefit and resulted in restoring the community infrastructure which are critical for quick recovery following 'build back better' concept of Sendai Framework for Disaster Risk Reduction (SFDRR 2016-30) by repairing the fragile embankment in the coast that are protecting tidal surge and saline water intrusion during the monsoon and cyclone season, saving poor and vulnerable people's livelihood and asset, and thereby the project has protected huge economic losses.

The DRRF can be programmatic by supporting the national capacity-building resilience planning with NRP through better partnering and resourcing opportunities. DRRF can improve to strategically identify and plan to monitor the early recovery capacity building projects in the early recovery space and fully cover these together with the national resilience program.

The DRRF showed impeccable impartiality in case of women participation & engagement in every sphere of the project cycle. Women, youth girls get reasonable consideration and support from the project opportunities and even in case of critical services. The study found that women are managing their received loans and investing that by their leadership, producing goods and selling that in the local market. Besides, there has been created a shifting change of society culture through women forwardness in community decision and leadership roles as women look considerably proactive and participatory to lead the committees and social issues.

In terms of DRRF's overall work on knowledge management, policy and other learning, the facility and team can systemically plan and partner better for resourcing, knowledge management, capacity development, and policy advocacy. DRRF project needs a stronger performance matrix for planning and monitoring especially capacity building. It was observed that the DRRF monitoring plan for capacity building is weak and it is missing where it can promote the capacity building as mentioned. This way its annual capacity-building work might be systematically synergized and shared between DRRF and the NRP.

While Cox's Bazar has received most of the DRRF funding to date 80%, it has also shown, that as a humanitarian and vulnerability hot spot, there is a clear division of responsibilities with government and other partners. DRRF decided to focus on the capacity building for the early emergency recovery support to the host communities and not work in the camps i.e. solid waste but also supports this. UNDP DRRF works on the risk management aspects. As such, the lesson and learning speak to an area the DRRF can do better, which is to position the needs for capacity-building programs with partners by including key financing partners on the DRRF Project Board.

In terms of the DRRF modality as a dual humanitarian –development as a nimble and effective financing modality for early recovery - emergency response and learning and teaching about the responses, it is a convenient and effective mechanism. While it identifies the need is for financing early recovery capacity work, donors however are not being tapped to finance early recovery capacity building as they state they often don't see the logic. While Knowledge management and policy communications are a key feature of the DRRF design and modality, it has not been effective, i.e. to package and disseminate/target the learning from the different responses. Improvement is a key recommendation at MTR.

The DRRF has been expressing value added through its work on emergency response, its training and human resources in addition to coordination of the humanitarian and inter-sectoral inputs for better and quicker recovery. DRRF has done global work on cash transfers and on stimulating the local economies post disasters. The data collection and prepositioned registries have been DRRF groundbreaking work. Mapping out hotspots and vulnerable communities before emergencies have been very efficient and can continue to be worked on and provided as a global good practice.