

German Red Cross (GRC)
National Headquarters (NHQ)
International Cooperation
Asia Unit



Consultancy Terms of Reference (ToR) **for the midterm evaluation of the project**

“Strengthening the resilience of refugees and internally displaced persons and host communities through disaster risk management, livelihood interventions and strengthening of the capacities of the National Societies in Bangladesh and Myanmar”

Countries of implementation:	Bangladesh and Myanmar
Assignment period	Apr-Jul2022
Commissioned by	German Red Cross (GRC)
Main partners	Bangladesh Red Crescent Society (BDRCS) and Myanmar Red Cross Society (MRCS)
Donor	Ministry for Economic Cooperation and Development (BMZ)
Contact person	Gaurav Ray, GRC HoO BGD Emilio Teijeira, GRC HoO MMR Kathrin Tomczyk, GRC Country Manager NHQ
GRC project no.	A219.397
Project duration	September 2019 until December 2023

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1. Context and project set up

The German Red Cross (GRC) and its Partner National Societies - the Bangladesh Red Crescent Society (BDRCS) and the Myanmar Red Cross (MRCS) - are jointly implementing a cross border project (see title on first page, Sep2019 until Dec2023) in Bangladesh (Cox's Bazar) and in Myanmar (Rakhine). Given the influx of people fleeing from Myanmar/Rakhine to Bangladesh/Cox's Bazar, and the increasing humanitarian challenges in both neighboring countries as well as the challenges of the neighboring National Societies to deal with this crisis, the project aims to use synergies; however, the project is in fact compiled of two sub-projects, with different activities, stages of development and challenging contexts.

With the increasingly challenging context on both sides, the GRC is aiming to review past and current activities, identify lessons learnt and potential synergies and utilize those for a concrete plan on how to continue. The findings of this midterm evaluation will serve as basis for a potential project revision application to the Donor.

To support this process, the GRC is seeking for an external consultant, who is familiar with the humanitarian contexts in Bangladesh and Myanmar as well as with the Red Cross and Red Crescent Movement. Due to travel limitations, the consultant should be based in Bangladesh, with possible field trips and remotely working for the Myanmar part.

1.1 Bangladesh

Bangladesh is one of the world's most densely populated countries, with a young population of about 165 Million people crammed into a delta of rivers that empty into the Bay of Bengal. Despite positive economic developments over the past few years, Bangladesh remains one of the poorest countries in the world. The latest economic advances have been hindered mainly by instability (political, religious, social), extreme vulnerability to disasters as well as the negative effects of climate change and impacts of COVID-19 pandemic to health and economy. These problems are exacerbated particularly by the high population density and constant increase in urbanization. Both factors combined have, most of all, forced people to settle in highly exposed areas with very limited and sometimes hampered access to essential government and social services and institutions. Furthermore, Bangladesh is home to the most serious forgotten humanitarian crises worldwide with almost one million stateless people from the neighboring Rakhine State in Myanmar seeking refuge in the southeastern part of Bangladesh, in Cox' Bazar.

The BDRCS is the largest humanitarian aid organization in the country with over 700,000 volunteers and a countrywide structure reaching down to the communities. As an auxiliary to the government in humanitarian action, it is a central part and actor in the government aid services system. In its role as a national aid organization, the BDRCS is represented in all governmental committees on its administrative levels (national, regional, local) relevant to the area of Disaster Risk Management (DRM). The resources and technical capacities available to the BDRCS, particularly in regard to the structures on the local office level, but also on the central level at headquarters, are existing, however, with several limitations.

The GRC has been supporting the activities of the BDRCS bilaterally since the 1970s, particularly in the areas of disaster response, rehabilitation, and development collaboration including anticipatory action. Since the mid-1980s, the GRC has a permanent office in Dhaka. A sub-office in Cox's Bazar was established in 2017 to manage the projects in support of operations for the displaced people from Rakhine.

The project team operates within the structure of BDRCS Population Movement Operation but with close coordination and collaboration with the BDRCS Cox's Bazar Unit and BDRCS Myanmar Refugee Relief Operation.

The project addresses to reduce the gaps in livelihood and disaster risk management capacities of selected host and guest communities, as well as strengthen the BDRCS unit to improve delivery of humanitarian services. Specifically, this involves facilitating participatory planning, asset provision, increasing knowledge and skills, mitigating risks through structural or non-structural measures, and establish linkage or improved cooperation among various actors.

Target group

The project aims to reach a total of 50,314 individuals or 9,500 households from the 10 host communities (4,000 households or 22,400 individuals), guest communities/camps (5,500 households or 26,534 individuals), schools (1,120 individuals) and host national society (260 individuals). Population to be indirectly supported is approximately 190,000.

Project locations

Interventions are primarily implemented in Teknaf Upazila due to lesser presence of and activities by RCRC actors compare to Ukhiya and to leverage on the gains from previous projects implemented by BDRCS/GRC. Few implementations in Ukhiya was carried out and are still being considered depending on the gaps and to complement the BDRCS programs.

The overall objective of the project is the strengthening of resilience of refugees and host communities through Disaster Risk Management, livelihood interventions and through strengthening of the operational and institutional capacities of the National Societies in Bangladesh and Myanmar.

Main stakeholders

The primary stakeholders of the project are project recipients and village leaders, local government authorities, BDRCS and GRC.

1.2 Myanmar

Myanmar is extremely vulnerable to natural disasters and negative effects of climate change. The country ranks 147th out of 188 countries in the Human Development Index (HDI), with about 25 percent of the population living in poverty. A number of disasters have hit the countries in the last fifteen years, most notably Cyclone Nargis in 2008, which killed an estimated 140,000 people, and extensive flooding in 2015 and 2019. In the 2021 INFORM Index for Risk Management, which calculates vulnerability to humanitarian crises, Myanmar falls under the highest risk class (very high). The unfavorable geographical, climate and topographical conditions are exacerbated by the very low institutional capacity in disaster risk management (DRM), advancing urbanization, structural inequalities and discrimination against many population groups on the grounds of gender, disability or ethnic and religious affiliation. Vulnerability increased in February 2021 with civil unrest and lockdowns, exacerbating the fragile economy and effecting the lives and livelihoods of the population.

As the National Relief Society, the MRCS is the largest humanitarian volunteer organization in Myanmar, supported by its 45,000 volunteers in all regions of the country. The new legal framework assigns roles to MRCS notably in the areas of DRM and first aid training. The MRCS has currently only insufficient capacities to fully follow its mandate as a central actor in the national aid system. The MRCS has institutionally responded to the objective of strengthening its groundwork by entrusting the headquarters' Organisational Development Department (OD Department) with the task of coordinating the forthcoming process of decentralising capacities within the organization, with the challenge to transfer the sectoral capacities developed under the auspices of the technical departments at headquarter level to the overall organisation structure and to the local branch level.

The GRC started its collaboration with the MRCS at the end of 2018 with a particular focus on capacity building/ organizational development in DRM/DRR. It later expanded to include more long-term recovery initiatives with a focus on cash, livelihoods, forecast based action and some aspects of shelter. The project, which the specific consultant is being recruited for is focused on central areas of Rakhine, a historically underdeveloped state in northeast Myanmar prone to civil unrest, economic stagnation and mass displacement.

The project aims to increase the overall resilience of vulnerable populations and the national society using a multi-faceted approach. Building on the experiences of the American Red Cross in Rakhine, the German Red Cross, is

Target group

The project will target numerous population types including IDPs (1,000 households), host communities (400 households) and 1,000 students at 60 teachers over 20 secondary schools. It will also target 260 persons from MRCS comprised of 200 RCV, 50 employees and 10 members from the senior management team. In addition to these direct beneficiaries, it is estimated that approximately 100,000 people will benefit indirectly from the programme.

Project locations

The project is located in Rakhine State. Whilst no specific townships are mentioned in the project document, to date activities have been implemented in Minbya, Myebon, and Kyauktaw Townships. The project is also operational in the urban area of Sittwe.

Overall objectives

The living conditions of vulnerable groups in host communities and displaced populations in Rakhine are improved

Vulnerability to disasters of vulnerable populations in Rakhine is reduced

Regional branches of the National Society MRCS in Rakhine have increased their operational capacities

Main stakeholders

The main stakeholders of the project will consist of internally displaced populations, host communities, school goers and teachers and red cross staff and volunteers. It is anticipated that through their work indirectly local authorities will improve their capacity and understanding of the work and role of the Myanmar Red Cross in Rakhine State.

2. Purpose and users of the consultancy

The findings and learnings of this midterm review would be a learning exercise for all partners and contribute to the improvement / adjustment of the last two years of the current project timeline.

With the increasingly challenging context on both sides, the GRC is aiming to review past and current activities, identify lessons learnt and utilize those for a concrete plan on how to continue. The findings and learnings of this midterm evaluation will inform the main user of the consultancy (GRC) and contribute to the improvement / potential adjustment of the next two years of the current project and serve as basis for a potential project revision application to the Donor.

The main purpose of the consultancy is to:

- 1) Review the project implementation for the period September 2019 to December 2021
- 2) Identify and document key lessons, lessons learnt, best practices and realistic and useful recommendations for the continuation and improvement of the project
- 3) Compile learnings and test suitability across both countries
- 4) Explore other organizations` activities in similar project contexts to find best practice examples
- 5) Develop a way forward, including concrete recommendations for adjusting the logframe and the activity plan
- 6) Develop a concept note as basis for a potential project revision application to the Donor

3. Task description

3.1 Consultancy scope

The external consultant will specifically concentrate on

- a. Lead the review process, covering the implementation time so far (2019-2021). The review will cover:
 - Project-related activities in Cox's Bazar and Teknaf Upazila (Bangladesh) and Myebon, Minbya, Kyauktaw and Sittwe Townships, Rakhine State (Myanmar)
 - Selected project target groups including beneficiaries, Red Cross / Red Crescent volunteers, BDRCS and MRCS NHQ and branch staff and volunteers, community

mobilisers (MMR), government and government agencies and departments related to the project implementation at provincial level

- b. Assess the conceptual feasibility and practical achievability of the cross-border project and its current intervention logic while keeping in mind its past, current and potentially medium to longer-term perspective until Dec. 2023 with a potential extension of two years until Dec. 2025
- c. Draw key lessons, best practices, potential synergies and realistic and useful recommendations to guide the current and final year of the current intervention (until 31.12.2023)
- d. Guide the planning process with a longer-term vision until 2025 which shall result in a feasible logframe
- e. Develop concrete recommendations for adjusting the logframe and the activity plan with a focus on conflict sensitive programming and linking the two countries' activities if feasible
- f. Develop a concept note as basis for a potential project revision application as well as for a potential extension application to the Donor

3.2 Review criteria including specific questions related to the project

The consultancy partially applies the standards of the Development Assistance Committee (DAC) in assessing the relevance, effectiveness, efficiency and sustainability of the project. The following questions shall guide the external review:

Relevance

Is the project consistent with the needs and priorities of the target groups?

Have any of the activities been modified to ensure that the most vulnerable (including persons with disabilities) can be successfully included?

Has the situation, dynamics and context changed since the inception of the project? If yes, was the project relevant with regards to current dynamics and responsive to context changes?

To what extent are the objectives of the project still valid? Are the activities and results of the project consistent with the overall goal / intended impacts and the attainment of its objectives?

Is the project and its results in line with the host national society (BDRCS and MRCS) strategic and/or response plan?

Effectiveness

To what extent have results and indicators been achieved (are likely to be achieved) and have they been realistically planned?

What were the major factors influencing the achievement or non-achievement of the activities and results?

What measures have been taken to reduce risks of tensions undermining the project, and how effective have they been?

How effective is the cooperation and coordination with other relevant stakeholders?

Have synergies been achieved and used effectively / sufficiently?

Efficiency

How well the project resources have been used to produce outputs and results?

Were activities cost-efficient?

Were activities achieved on time?

Was the project implemented in the most efficient way compared to alternatives?

Sustainability

Identify the factors that may influence project sustainability in the short, medium and long-term.

To what extent the benefits of the project to the target groups may likely continue after donor funding ceases?

In how far were the activities linked or connected to future action/plan of other actors?

Is the contribution to resilience of target groups sustainable? If yes, what are measures implemented to achieve potential sustainability?

Determine whether the project demonstrates sustainability in terms of institutional capacity building efforts within host national society.

4. Review design and methodology

The team composition as well as the design and methodology of the consultancy are subject matters of the negotiations with the evaluator/s.

4.1 Review team

The review will be conducted by an external consultant/s. The in-country work of the review will be supported by the National Society, project teams and volunteers. The consultant/s shall have:

- A university degree in a relevant field of study (disaster management, social sciences)
- Experience with technical knowledge of relevant program delivery, using community based and participatory methods.
- Solid knowledge of the Transitional Aid Funding (ÜH) concept and requirements of the German Federal Ministry for Economic Cooperation and Development (BMZ) as an asset
- Preferably knowledge of the DRM setup in Bangladesh and Myanmar.

- Solid knowledge and experience of project monitoring and evaluation methods and approaches.
- Solid knowledge on effective organizational structure and processes
- Proven experience in evaluating humanitarian assistance and preparedness/DRR programs
- Excellent analytical, writing and presentation skills (please provide a writing sample/previous work)
- Sound knowledge of the Red Cross and Red Crescent Movement and its way of working
- Excellent knowledge of written and spoken English
- Excellent understanding and knowledge about the operational context in Myanmar and Bangladesh
- Experience of cross border programmes and/or evaluations would be advantageous

The project team will support with the organization of field trips, envisaged interviews and workshops and with data collection in the field.

4.2 Participation of stakeholders

- Project Teams per country (delegate, project coordinators and officers, volunteers)
- BDRCS and MRCS Management at NHQ (Secretary General, technical units etc.)
- BDRCS and MRCS Branch Representatives
- GRC country offices Dhaka, Cox`'s Bazar, Yangon and Sittwe
- Representatives from the stakeholders (government at different levels, schools etc.)

4.3 Sources of information

The consultant will have access to all relevant project documents like project proposal, project management documents (Logframe, activity plan, budget), monitoring tools, project reports (narrative and financial), consultancy reports, audits etc. These documents are confidential but can be cited and used in the consultancy process. Information which could do harm to any stakeholder if published should be treated in a confidential way. The decision about the publication is the right of the GRC.

4.4 Methodology

The consultant should use the available secondary data for analysis. For the collection of primary data, participatory methods should be applied. The Analysis should be with a specific focus on conflict sensitivity and the interaction between the project and the context (interaction analysis)

and the outcome should be ideally developed with the help of a participatory conflict context, interaction and adaptation analysis (workshop with project team).

The choice of methods will have to be presented and described prior to any work taking place by the consultant and will be approved by GRC. The IFRC standards for evaluation¹ should be respected and are the framework and basis for any evaluation activity executed by a consultant under a GRC contract. The methods should aim at including a wide range of stakeholders to the projects into the consultancy.

The review shall consist of four stages: (1) preparatory work/desk study, (2) field visit to Cox's Bazar and Teknaf Upazila, Bangladesh, (3) remote liaising with a focal point in Myanmar (4) remote writing of concept note, logframe and supporting documentation.

During time spent in Bangladesh, key project stakeholders identified shall be consulted directly through visits as well as during the review workshop exercise. Tentatively the consultation of stakeholders should include government, non-government, CSO (external) as well as internal (BDRCS, Movement and GRC) stakeholders. A visit plan/ timetable is enclosed, reflecting the total number of consultancy engagement days.

- The consultant should primarily use a mixed methods approach, consisting of: A desk review of project documents, annual donor and HNS reports, developed logframe, M&E framework and relevant policies, prior to the mission.
- Based on semi-structured interview modalities key informant/ stakeholder interviews will be conducted
- Questionnaires

¹The IFRC Evaluation Standards are:

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

The consultant should liaise with the relevant staff on the content of these tools, prior to operationalization in the field.

5. Review process with timetable and reporting

The review process has different phases and is described in the following paragraphs.

The process will be guided by the contracting parties. The timetable will be agreed on by both parties. The consultant should deliver a concept for the review process in form of the inception report. Further reporting will consist of a preliminary report, which will serve as basis for a review workshop, the final review report, which will be the product to be delivered, including the validated workshop results.

5.1 Timetable

See attached

5.2 Reporting - OUTPUTS

5.2.1 Inception report

An inception report offers the opportunity for the evaluator and GRC to clarify the contract and the ToR after a first study of the existing project documentation. The inception report of the evaluator should not be longer than 5 pages. The evaluator will give feedback to GRC about the ToR and their feasibility. This is the point where the evaluator, based on the information from the secondary data, can clarify open questions and possibly change the content or direction of the review as well. The inception report should be delivered before the consultancy starts.

It should contain:

- The key data of the consultancy (Project title, project data, commissioner of the consultancy, Contractors)
- Feedback / Amendment of the ToR – suggestions for ToR amendments if necessary
- Status of the consultancy preparation (team, timetable, distribution of tasks, reporting)
- Consultancy design: Chosen methods, approach, steps for their implementation.
- Tools for their implementation (questionnaires, data processing and analysis etc.)
- A draft implementation plan for the consultancy

The inception report will be discussed with GRC and the evaluator. Any changes of the ToR need an agreement of both parties, because they might change the conditions and thereby the contract between GRC and the evaluator.

5.2.2 Preliminary findings

All findings, conclusions and recommendations including the methodology should be described and presented by the evaluator in a short preliminary report. The results of the preliminary report will first of all be discussed with GRC and the partner/s and will serve as basis for the preparation of the review/planning workshop. The key findings of the report will be presented by the evaluator in the final review/planning workshop (power point presentation).

5.2.3 Review and planning workshop

Representatives of stakeholders and the consultant will come together in the review and planning workshop. The workshop will be organized in order to discuss and validate findings, lessons learned, and recommendations proposed by the evaluator. Stakeholders might formulate additional recommendations if necessary. Possible content of the workshop:

- Presentation and discussion of the preliminary findings
- Validation of lessons learnt and recommendations by all stakeholders
- Collection of additional observations or recommendations
- Outline of the logframe for the follow up project Phase 2

It is expected, that the consultant presents a structure for the workshop as part of their preliminary report. GRC and partners are responsible for the workshop preparation and all related logistics.

5.2.4 Final report

All consultant works, inception-, preliminary- and final report should be delivered in English language.

The consultant will give his/her recommendations but should incorporate the validation process during GRC review of the final report, including additional recommendations from the workshop participants. The report will have to be approved by German Red Cross. The final report should, as a minimum, include the following elements:

- Key data of the consultancy (from the inception report)
- Executive summary – a tightly drafted, to-the-point, free standing document (about 3 pages max) with the following, fixed structure:
 1. Short project description
 2. Key questions of the consultancy

3. Key findings (structured along the OECD DAC criteria / leading questions)

4. Lessons learned

5. Major recommendations (Mainly general recommendations)

- Introduction – with purpose of the consultancy, scope, key questions, short description of the
- project to be evaluated and relevant framework conditions.
- Consultancy design, limitations and methodology
- Key findings regarding the questions pointed out in the ToR
- Conclusions based on evidence and analysis
- Recommendations as expected in the ToR, which are relevant and feasible and targeted to the respective audience
- Lessons learnt, as generalizations of conclusions for a wider use
- Management response plan
- Annexes (ToR, list of consulted persons/organizations, consults documentation, literature, etc.)

Key findings, conclusions and recommendations should be presented in a clear and transparent way, possibly put next to each other in a table to demonstrate the logic. The report can be extended by the evaluator by additional points if necessary.

GRC HQ, the project team and the partner will analyse the final report, especially the feasibility of the recommendations proposed by the evaluator.

5.2.5 New Logframe and Concept Note

- 1) Document key lessons learnt, best practices and realistic and useful recommendations for the continuation of the project
- 2) Develop a way forward, including concrete recommendations for adjusting the logframe and the activity plan
- 3) Develop a concept note as basis for a potential project revision application to the Donor

5.3 Responsibilities and duties

The GRC NHQ and the project teams (GRC/BDRCS and GRC/MRCS) will provide:

- All necessary /required project documents

- Logistics in country (Bangladesh) related to the implementation of the consultancy, including transport, meeting locations, workshop organisation etc.
- Staff and volunteers to support the final review process in line with the agreed methodology proposed by the consultants

The GRC NHQ as the contract holder with the consultant

- Will be responsible for the approval of the final report

Local consultancy: The project teams

- Will pay the consultants according to the agreed contract

Contact details of relevant GRC staff:

<p>GRC NHQ in Germany: Kathrin Tomczyk International Cooperation Carstennstr. 58 D-12205 Berlin Phone: +49 30 85 404 -417 Email: k.tomczyk@drk.de</p>	<p>GRC in Bangladesh: Gaurav Ray Senior Representative 684-686, Red Crescent Sarak, Bara Moghbazar, Dhaka-1217, Bangladesh Phone: +880 2 9330079, Mobile: +880 175 562 8346, Email: gaurav.ray@germanredcross.de Skype: raygaurav</p>	<p>GRC in Myanmar: Emilio Teijeira Country Representative Red Cross Building, 42 Strand Rd, Botahtaung Township, Yangon. Cell+95 (0) 996 161 9095 Email emilio.teijeira@germanredcross.de</p>
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The consultant:

- Will be responsible for the implementation, including workshops (physical and/or online), the methodology, data analysis and the reporting (outputs)
- Will follow the timeframe agreed with GRC and shall communicate any unforeseeable change as soon as possible to GRC country office and GRC NHQ
- Will prepare and facilitate the validation and management response workshop
- Will timely deliver the draft and final report, the concept note including the logframe(s) to GRC NHQ

6. Review quality and ethical standards

The evaluator/s should take all reasonable steps to ensure that the consultancy is designed and conducted to respect and protect the rights and welfare of people and the communities of which they are members, and to ensure that the consultancy is technically accurate, reliable, and legitimate, conducted in a transparent and impartial manner, and contributes to organizational learning and accountability. Therefore, the evaluator/s should adhere to the evaluation standards of the IFRC.

The final report will be evaluated by GRC based on a checklist of criteria. The consultant will receive feedback from GRC before the final payment of the consultant contract is approved.

7. Dissemination of results and their application

The following organizations will receive the final report and the concept note: German Red Cross, Bangladesh Red Crescent Society, Myanmar Red Cross, the project Donor – BMZ.

The executive summary of the report can be published on the GRC webpage.

The accepted recommendations should be used by GRC, BDRCS and MRCS to improve the implementation process of the next phase of the project and shall be shared with the partner organisations and stakeholders for their organizational learning.

The follow up should be organised and a respective plan should be developed and implemented in an agreed timespan, to ensure the application of the recommendations by the user group of the consultancy.

Activities	Target Dates	Working Days*
		Consultant
Process Requisition	3-5 Apr	
Re-advertisement for the Consultancy	24 May-2 Jun	
Interview and selection of Consultant/s	7-8 Jun	
Contract processing	9-19 Jun	
Briefing of Consultant	20 Jun	1
Collection and review of secondary data	21-23 Jun	3
Writing of inception report	26-29 Jun	4
Submission of inception report	29 Jun	
Review of inception report **	30 Jun-11 Jul	
Finalization of inception report	12 Jul	1
Pre-testing of data collection tools	13-14 Jul	2
Final translation of tools	17-18 Jul	2
Primary data collection (BGD)	19-28 Jul	8
Primary data collection (MMR)	19-28 Jul	
Analysis and writing of Preliminary Findings	31 Jul-8 Aug	7
Submission of Preliminary Findings	8 Aug	
Review of Preliminary Findings	9-15 Aug	
Finalization of Preliminary Findings	16 Aug	1
Review and Planning Workshop (joint?)	17-18 Aug	2
Drafting of MTE report	21-25 Aug	5
Review of MTE report	18 Aug-5 Sep	
Finalization of MTE report	6-7 Sep	2
Drafting of Management Response	8-14 Sep	
Approval of Management Response	15-19 Sep	

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Notes:

*Sunday to Thursday

**Major BGD Holiday