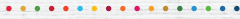




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Humanitarian Coordination and Collaboration in Bangladesh

Office of the UN Resident Coordinator in Bangladesh

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Handbook: Humanitarian Coordination and Collaboration in Bangladesh

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Disclaimer

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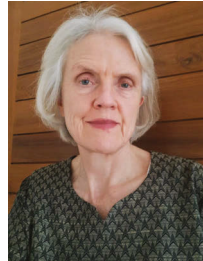
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FOREWORD



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The land of rivers has come a long way since its independence, to adapt and to build its resilience to countless climate and environment related disasters. Bangladesh developed mechanisms and invested heavily to successfully reduce the loss of lives and livelihoods as well as to limit damage to infrastructure during such events. However, the climate and environment emergency combined with rapid urbanization are major trends requiring continuous adjustments to risk management policies to protect the significant development gains achieved over the last decades. The COVID-19 pandemic affected the resilience of communities most exposed to climate-related disasters; often those who were also hit by Cyclone Amphan and very heavy monsoon floods. Bangladesh's humanitarian and development partners had to adapt their approaches to continue adding value to the overarching national resilience building efforts notably through creating a subtle and self-reinforcing humanitarian-development nexus.

The UN Resident Coordinator Office and UK Aid are long-standing partners on disaster risk reduction, preparedness (including for earthquakes), and response. This handbook presents collaboration and cooperation tools developed and honed over the last five years with the Government of Bangladesh and the humanitarian community in line with humanitarian principles as well as the New Way of Working principles to reinforce national and local systems, strengthen the humanitarian–development nexus, and anticipate crises. International best practice on disaster risk reduction, preparedness and response have been tailored to the Bangladesh context using the Strategic Preparedness for Response and Resilience to Disaster (SPEED) approach. The handbook takes into account the 2019 Standing Orders on Disaster (SOD) and how the impact of the pandemic is factored into partners' complementary humanitarian support with the aim of building resilience and capacity at national and community levels.

Used initially for the humanitarian response to Cyclone Amphan 2020, the handbook is expected to guide future climate and environment related disaster risk reduction initiatives to rebuild a resilient Bangladesh.

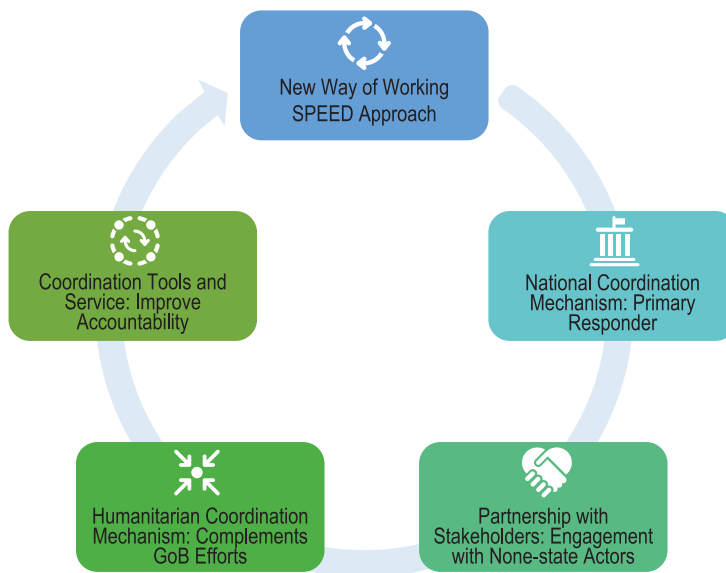
ABOUT THE HANDBOOK

This handbook presents collaboration and cooperation tools developed and honed over the last five years by the humanitarian community together with the Government of Bangladesh. These tools are in line with the humanitarian principles, Bangladesh’s 2019 Standing Orders on Disaster (SOD) and promote the New Way of Working. International best practice on disaster risk reduction, preparedness and response were tailored to the Bangladesh context using the Strategic Preparedness for Response and Resilience to Disaster (SPEED) approach.

What is this Handbook For?

Recognizing the great advancements made by Bangladesh on disaster risk management (DRM), this handbook is for any organization willing to support Bangladesh’s authorities and communities to prepare for, to respond to and to bounce back from shocks. It provides practical avenues of engagement respective of the Standing Orders on Disaster (SOD) and recommendations for increased partnerships between national authorities and the international community along mutually reinforcing components of the SPEED Approach.

Structure of the Handbook



New Way of Working: The new way of working has three objectives a. Reinforce—do not replace—national and local systems, b. Transcend the humanitarian–development divide and c. Anticipate—do not wait for—crises. To operationalize the new ways of working, the United Nations Resident Coordinator Office (UNRCO) uses the Strategic Preparedness for Response and Resilience to Disaster (SPEED) Approach in Bangladesh” aims to respond to the challenges of Bangladesh in a structured and collaborative way. The approach is easily scalable according to specific operational settings. The SPEED approach consists in four key components based on the objectives of the new ways of working - 1. Impact Analysis, 2. Priority Actions, 3. Institutional Capacity, and 4. Action Plan. Planning and policy decisions are never made in isolation from the wider context of events, societies and institutions. A continuous analysis of the context and situation will signal when interventions should adapt to the evolving context.





National Coordination Mechanism: The National Disaster Management Council (NDMC) is the highest-level decision-making body for disaster management in Bangladesh. The Ministry of Disaster Management and Relief (MoDMR) of the Government of Bangladesh (GoB) is responsible for coordinating national disaster management efforts across all ministries and departments. MoDMR is also the “Secretariat” of the (NDMC). The 2012 Disaster Management Act and associated Standing Orders on Disaster provide the basis of the national disaster management system and the strategies for risk management. Disaster management approach for both governmental and non-governmental agencies applies risk reduction model based on Sendai Framework for Action. This risk reduction model has large elements for residual risk management. Therefore, risk assessment and preparedness for response have become crucial for their strategies.



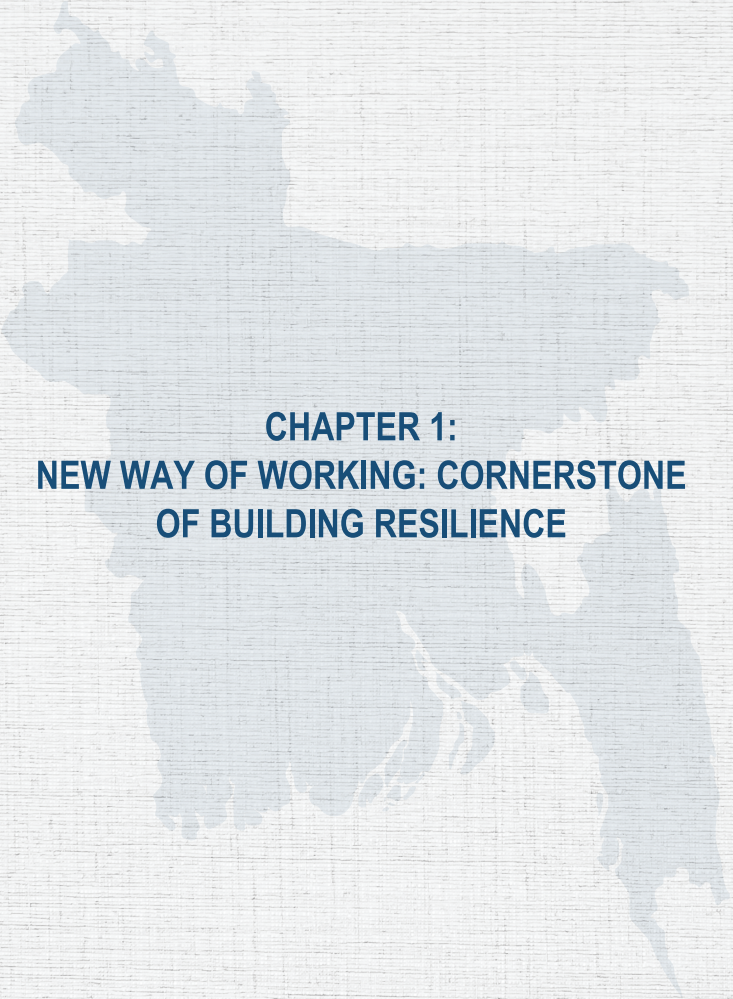
Partnership with Stakeholders: According to the Sendai Framework for Action, states have the overall responsibility for reducing disaster risk, it is a shared responsibility between Governments and relevant stakeholders. In particular, non-state stakeholders play an important role as enablers in providing support to states, in accordance with national policies, laws and regulations, in the implementation of the present Framework at local, national, regional and global levels. Collective action is needed for effective Disaster Risk Reduction (DRR) for resilience. To reduce the risk of countries relapsing into humanitarian crises, United Nations is working with partners to develop new approaches and coordination models that link principled humanitarian assistance. Many different actors have important roles to play, including local and national government, civil society organisations, the private sector, community groups or associations and international funding agencies. The major stakeholders are Non-government organisations, United Nations, Development Partners, Red Cross and Red Crescent Society.



Humanitarian Coordination Mechanism: The first responders in any emergency are crisis-affected people, their community-based and local organizations and their Government. While national legal systems are the main regulatory frameworks for protecting disaster-affected people, provision of international humanitarian assistance is guided by the UN General Assembly resolution 46/182 (1991) “Strengthening of the coordination of humanitarian emergency assistance of the United Nations”. The Humanitarian cluster system (small c) in Bangladesh was established in 2012 following a consultative process to review disaster preparedness and response arrangements considering the UN General Assembly resolution. HCTT’s support to and coordination of inter-agency humanitarian activities (policy and advocacy, coordination and localisation, anticipation and information management, preparedness and response efforts) in collaboration with national authorities. The 2019 Standing Order on Disaster (SOD) of Bangladesh recognized the present cluster coordination through the Humanitarian Coordination Task Team (HCTT) as a tool for effective coordination with international community.



Coordination Tools and Services: This section describes some of the most important tools and services available for disaster response to complement Government efforts. The Humanitarian Coordination Task Team (HCTT) is using three types of tools for improving coordination, collaboration and complementary. The three types of tools are a. emergency response preparedness, b. situation and needs analysis and c. monitoring and learning. Emergency response preparedness is based on the IASC guidance on Emergency Response Preparedness (ERP) which has three elements of risk analysis and monitoring, minimum preparedness action and advance preparedness action. The Office of the UN Resident Coordinator (UNRCO), clusters and Needs Assessment Working Group (NAWG) with the support of OCHA regional Office Asia and Pacific (ROAP) provides dedicated information management and needs assessment services in Bangladesh where there is an ongoing coordinated humanitarian need for complementary support to Government. The monitoring and learning of the response is performed in four stage: progress monitoring, quality and accountability monitoring, cash monitoring and localization monitoring to improve speed, volume and quality of the response.



**CHAPTER 1:
NEW WAY OF WORKING: CORNERSTONE
OF BUILDING RESILIENCE**

1. NEW WAY OF WORKING: CORNERSTONE OF BUILDING RESILIENCE

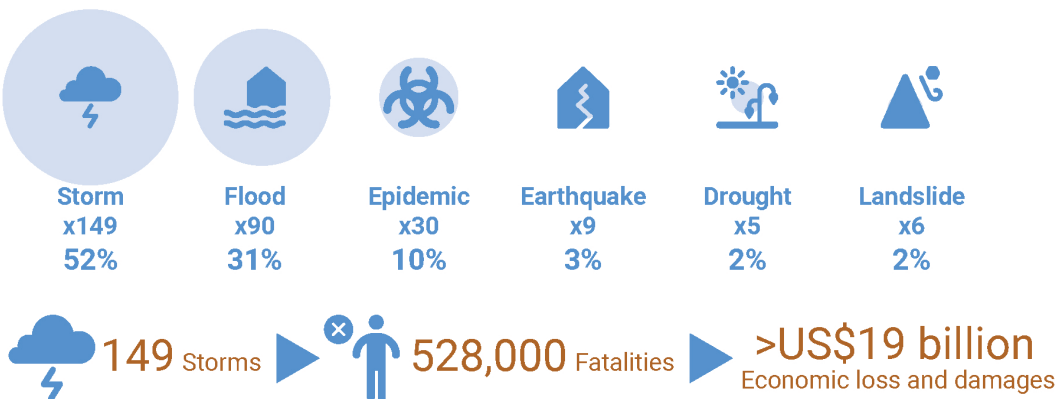
Over the years, Bangladesh played an increasingly influential role at both regional and international levels on disaster and climate change risk management discourse and, it contributed to shape related policies and international commitments. Several policies on environment, disaster, health, water resources, water supply and sanitation and agriculture and livestock have been developed over the years and incorporated climate change adaptation and disaster risk reduction for resilience. Most of the policies underscored the need for an integrated approach, mainstreaming disaster and climate change risk into the planning and implementation process¹.

Bangladesh has also signed the Comprehensive Framework on Disaster Management (2006-2015) of the South Asian Association for Regional Cooperation (SAARC), hosts the secretariat of the Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation (BIMSTEC) and it chair the Climate Vulnerable Forum and the V20 for the next two years. Bangladesh also joined the Risk-informed Early Action Partnership (REAP) created by the UK, Finland and the IFRC and which aims to make a billion people around the world safer from disasters by 2025, by bringing the humanitarian, development and climate communities together in their action. Moreover, Bangladesh uphold commitments of [the Sendai Framework for Disaster Risk Reduction \(2015-2030\)](#) adopted by UN member states and endorsed by the UN General Assembly in June 2015. According to the Sendai Framework for Disaster Risk Reduction (2015–2030), each member state has the primary responsibility to prevent and reduce disaster risk, including through international, regional, sub-regional, transboundary and bilateral cooperation. Bangladesh is also keen to pilot innovative approaches to continuously improve its systems in order to save lives and assets.

1.1 Overall Context of Bangladesh

According to the INFORM Report 2019, Bangladesh is ranked 22 out of 191 countries with a high INFORM Index for Risk Management which indicates that the risk of humanitarian crisis and disasters that would overwhelm national response capacity is high. Bangladesh has a long history of natural disasters and the predicted effects of climate change will only compound these impacts. Between 1970 and 2019, storms were the most frequent disaster to affect Bangladesh and it experienced 149 storms, causing 528,000 fatalities and over US\$19 billion economic loss and damage as depicted in the figure 1 below.

FREQUENCY OF DISASTERS: 1970-2019



Source: Emergency Management Database (EM-DAT), Centre for Research on the Epidemiology of Disasters- CRED, 2020

Figure 1: Disaster Economic Loss and Damage in Bangladesh 1971-2019

¹Bangladesh Delta Plan 2100, [Baseline Study volume 2](#), Disaster 2018, Page-45

A risk analysis was conducted by the Humanitarian Coordination Task Team (HCTT) in 2020. The cyclone, monsoon floods, flash flood, landslide, drought, tornado, social instability, lightning, cold wave, water logging, salinity intrusion, industrial hazards, earthquake and food contamination (including recent epidemics) were ranked according to their anticipated impact and likelihood. Multiplying these variables provided a value indicating the risk seriousness — negligible, low, moderate, high and critical — of a given likelihood (probability) of hazards²- shocks and stress. The outcome of the risk analysis is consistent with the agreed country risk profile of Bangladesh as shown in figure and will review time to time.

Risk Seriousness		Likelihood (Probability)				
		Range and Score				
Impact		<20%	20%-40%	40%-60%	60%-80%	80%-100%
Range and score		1 – Very Unlikely	2 – Unlikely	3 – Moderate Likely	4 – Likely	5 – Very Likely
Minimal impact on overall population	1 – Negligible					
Minor impact on overall population	2 – Low					
Moderate impact on overall population	3 – Moderate			Tornado Social instability Lightning	Landslide; Flash Flood; Drought Cold Wave	Saline Intrusion
High impact on overall population	4 – High				Monsoon Floods Water Logging Cyclone	Industrial Hazards
Critical impact on overall population	5 – Critical			Earthquake	Epidemics	Food Contamination

Figure 2 : Risk Profile of Bangladesh

Bangladesh holds 165 million people in an area of 147,570 sq. km. For tens of thousands of years, people living in the [vast Ganges Delta](#) accepted a volatile, dangerous landscape of floods and tropical storms as the cost of access to rich agricultural soil and lucrative maritime trade routes. Over the years, people have learnt to cope with floods and learnt to face dangers and losses. Climate change is disrupting traditional rain patterns—droughts in some areas, unexpected deluges in others—and it is boosting silt-heavy runoff from glaciers in the Himalaya Mountains upstream, leading to an [increase](#) in flooding and an accelerated riverbank erosion. The sea-level rise is pushing saltwater into coastal agricultural areas and is promising to permanently submerge large swaths. According to the [World Bank](#) the climate change could lead to the internal displacement of 13.3 million Bangladeshi by 2050.

As people flee vulnerable coastal areas, most are arriving in urban slums—particularly in Dhaka, one of the world’s fastest-growing and most densely populated megacities. The city is perceived as the country’s bastion of economic opportunity, but it is also fraught with extreme poverty, public health hazards, human trafficking, and other risks, including its own vulnerability to floods. Already, up to 400,000 low-income migrants arrive in Dhaka every year.

² Hazard is defined in the Hyogo Framework for Action as: “A potentially damaging physical event, phenomenon or human activity that may cause the loss of life or injury, property damage, social and economic disruption or environmental degradation. Hazards can include latent conditions that may represent future threats and can have different origins: natural (geological, hydro-meteorological and biological) or induced by human processes (environmental degradation and technological hazards).”

1.2 Bridging the Humanitarian - Development Divide

The “[New Way of Working \(NWOW\)](#)” launched at the World Humanitarian Summit (WHS) in 2016 calls for a major shift toward building the capacities and resilience of national and local to prevent, respond to, and resolve humanitarian emergencies. As stated in the One Humanity report, “The international community has an obligation to respect and further strengthen this capacity and local leadership in crises and not to put in place parallel structures that may undermine it³”. The new way of working has three objectives as shown in figure 3.

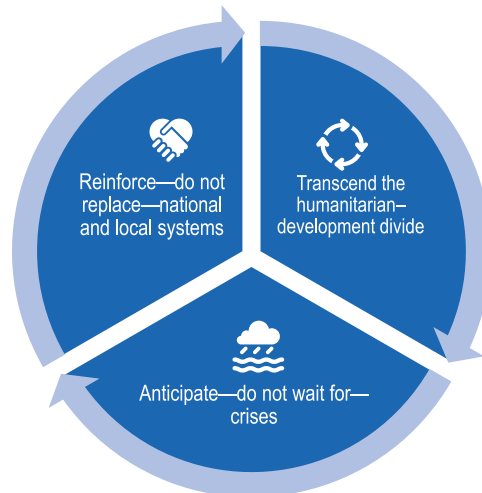


Figure 3: Objectives of New Way of Working

- **Reinforce—do not replace—national and local systems.** The Ban Ki-moon former Secretary-General’s “One Humanity, Shared Responsibility” report, first introduced the new way of working, which stresses that “from the outset, international actors should be looking for opportunities to shift tasks and leadership to local actors. This must be the mindset and a predictable part of any international response plan from the start of an operation.”⁴
- **Transcend the humanitarian—development divide by working toward collective outcomes, based on comparative advantages and over multi-year timelines.** The One Humanity report notes that “humanitarian actors need to move beyond repeatedly carrying out short-term interventions year after year towards contributing to the achievement of longer-term development results. Development actors also need to plan and act with greater urgency to tackle people’s vulnerability, inequality and risk as they pursue the Sustainable Development Goals.”⁵
- **Anticipate—do not wait for—crises.** It calls for “a step change in our efforts to anticipate better and then act to prevent crises.”⁶ As noted recently by Emergency Relief Coordinator Mark Lowcock: “What we need to do is move from today’s approach, where we watch disaster and tragedy build, gradually respond and then mobilize money and organizations to help; to an anticipatory approach where we plan in advance for the next crisis.”⁷

3 UN General Assembly, One Humanity, Shared Responsibility: Report of the Secretary-General for the World Humanitarian Summit, A/70/709 (February 2, 2016), para 111

4 Ibid, para. 113.

5 Ibid, para. 125.

6 Ibid, para. 118.

7 Mark Lowcock, “A Casement Lecture: Towards a Better System for Humanitarian Financing” (Lecture, Iveagh House, Dublin, March 23, 2018).

1.3 The SPEED Approach

To operationalize the new ways of working, the United Nations Resident Coordinator Office (UNRCO) uses the “Strategic Preparedness for Response and Resilience to Disaster (SPEED) Approach in Bangladesh” contextualized from OCHA ROAP’s [Rapid Response Approach to Disasters in Asia-Pacific \(RAPID\)](#). The SPEED Approach aims to respond to the challenges of Bangladesh in a structured and collaborative way. The approach is easily scalable according to specific operational setting in line with global guidance. It consists of four key components based on the objectives of the new ways of working - 1. Impact Analysis, 2. Priority Actions, 3. Institutional Capacity, and 4. Action Plan.



Figure 4: Strategic Preparedness for Response and Resilience to Disaster (SPEED) Approach

Impact Analysis: Conduct an analysis of hazards, threats, vulnerabilities and their causes. The United Nations Disaster Risk Reduction (UNDRR) presents “disasters impact” is the total effect, including negative effects (e.g., economic losses) and positive effects (e.g., economic gains), of a hazardous event or a disaster. The term includes economic, human and environmental impacts, and may include death, injuries, disease and other negative effects on human physical, mental and social well-being. A Disaster Impact Analysis provides an overall assessment of disaster

impacts, based on available data sets and forecasts (e.g. path and speed of a cyclone, weather forecasts). Disaster impact estimates are derived from detailed scenarios developed for the most likely high-impact hazards to which a country is exposed and vulnerable to. Data about vulnerability are generally available in most countries and, while vulnerability differs from context to context, people identified as vulnerable by development programmes are likely to require humanitarian assistance in time of disaster⁸.

Early warning and alert systems provide a wealth of data on e.g. earthquakes (shake maps), cyclone (GDACS, BMD), and floods (GLOFAS, FFWC). Overlaying impact data with specific population and housing data provides a sophisticated understanding of imminent risk of damages to infrastructures, of loss of lives and livelihoods. Impact Analysis improves evidence-based planning for sustainable development and the resilience of populations and institutions. In disaster preparedness, the Impact Analysis supports sound contingency planning and early actions. In disaster response, it helps national authorities and the international community to respond with speed before and/or while conducting needs and damage assessments.

The UN General Assembly Resolution 59/212 calls upon States, the United Nations and other relevant actors, as appropriate, to assist in addressing knowledge gaps in disaster management and risk reduction by identifying ways of improving systems and networks for the collection and analysis of information on disasters, vulnerability and risk to facilitate informed decision-making with a specific focus on data preparedness. The Inter-Agency Standing Committee (IASC) uses a simple risk analysis process widely accepted for understanding the seriousness of various risks. The risk analysis begins by identifying potential hazards that may affect the country. The recently UNDRR technical report⁹ grouped hazard according to eight clusters: meteorological and hydrological hazards, extraterrestrial hazards, geohazards, environmental hazards, chemical hazards, biological hazards, technological hazards, and societal hazards. Once hazards have been identified, they are ranked twice on a scale of 1 to 5. They are ranked once in terms of their perceived impact and once for likelihood of occurrence. Multiplying both variables provides a number that indicates the gravity (low, medium or high) of the risk in question. The table 'Impact and likelihood scales' below provides guidance on how to assess impact and likelihood and rating gravity. When a risk is ranked, it should be entered into the Country Risk Graph figure 5 that forms the basis of a country's risk profile.

		Likelihood					Seriousness = Impact x Likelihood
		Seriousness	1 - Negligible	2 – Low	3 - Moderate	4 – High	
Impact	1 – Negligible		1	2	3	4	5
	2 – Minor		2	4	6	8	10
	3 – Moderate		3	6	9	12	15
	4 – Severe		4	8	12	16	20
	5 – Critical		5	10	15	20	25
	Seriousness = Impact x Likelihood						

Figure 5: Risk Graph

⁸Disaster Risk and Vulnerability: The Role and Impact of Population and Society, William Donner and Havidán Rodríguez, Population Reference Bureau, 2011, <http://www.prb.org/Publications/Articles/2011/disaster-risk.aspx>

⁹Hazard definition and classification review 2020

To the extent possible, national authorities and other national actors should be engaged in the risk analysis process to ensure that understanding of risk is shared. The past risk analyses by national authorities, humanitarian or development agencies, and local or international research institutions, should be considered and taken into account.

The international humanitarian sector is progressively moving from a largely responsive approach to an anticipatory approach. Planning in advance for the next disaster, having the response plans and the funding in place before a disaster, releasing the funds to act to reduce the seriousness of the risk of a disaster i.e. the likelihood and/or impact of a disaster. That approach, if well-coordinated and implemented, would and therefore limit humanitarian suffering and associated needs.

An anticipatory approach also calls for a proper impact analysis process to be in place. The quality and timely impact analysis requires three elements: (1) managing information, (2) vulnerability index and; (3) a disaster impact model (geographical exposure).

Managing Information is the systematic process of collecting, collating, storing, processing, verifying, and analyzing data and information, and disseminating it to stakeholders. The sufficient information management capacity and the use of common tools – such as the Common Operational Datasets¹⁰, Fundamental Operational Datasets and other common tools are critical elements for successful impact analysis. Also, technology is central to improving information management including hazard risk monitoring systems i.e. early warning system to reduce the likelihood of death, injury and damage to property and the environment. The United Nations Disaster Risk Reduction (UNISDR, 2009) notes that early warning information systems necessarily comprises four key elements: knowledge of the risks; monitoring, analysis and forecasting of the hazards; communication or dissemination of alerts and warnings; and local capabilities to respond to the warnings received.

Vulnerability index is created based on vulnerability analysis considering many dimensions – economic, social, demographic, political/institutional and psychological – that affect people’s susceptibility to environmental hazards, in addition to their physical exposure to the hazards themselves. It identifies the groups who are vulnerable, the factors that make them vulnerable, how they are affected and their needs and capacities, and ensures that priority action address these needs. The data about vulnerability is generally available in most countries and while vulnerability differs from context to context, usually the same people identified as vulnerable by development programmes are likely to require humanitarian preparedness and risk reduction¹¹. It also considers the capacities, resources and assets people use to resist, cope with and recover from disasters and other external shocks.

A Disaster Impact Model¹² provides an overall assessment of the projected disaster impact, based on available data sets. Disaster Impact Estimates are derived from detailed scenarios developed for the most likely high-impact hazards to which a country is vulnerable. DIM is an estimate of the areas where the impact of the disaster is likely to be more severe, the total number of people affected by the disaster and, based on vulnerability criteria analysis, an estimate for the overall people in need for response, preparedness and risk reduction for resilience.

Examples of interventions which contribute to evidence-based impact analysis for improving resilience:

- Common operational dataset (COD) for risk preparedness, response and risk reduction;
- Multi-hazard risk index (contextualised Global INFORM index);
- Disaster risk and climate change Information Management System (IMS);
- Strengthen Early Warning Systems (EWS) to improve early action initiatives;
- Develop pre-crisis information platform to access information by stakeholders;
- Database of vulnerable people exposed and vulnerable to disasters;

¹⁰ IASC Guidelines for Common Operational Datasets in Disaster Preparedness and Response, 2010.

¹¹ Disaster Risk and Vulnerability: The Role and Impact of Population and Society, William Donner and Havidán Rodríguez, Population Reference Bureau, 2011, <http://www.prb.org/Publications/Articles/2011/disaster-risk.aspx>

¹² OCHA, A Guide to International Tools and Services 2018.

Priority Actions: Ensure that activities do not aggravate risks or vulnerabilities and are prepared for likely hazards and threats. Once the impact analysis has been used to estimate risk, impacts, affected populations, geographical areas, it is possible to begin a more detailed analysis of needs and priorities for the people at hazard risk or in disaster. The priority analysis aims to identify actions that meet the following criteria - (a) are time-critical and, of high-impact in terms of saving lives, reducing suffering and improving resilience; (b) can be realistically prioritized at scale and through market-based solution; (c) are specific enough to allow logistical and operational arrangements; (d) meet the stakeholders expectations and priorities identified by the communities at risk. The definition of the priority actions should be discussed and validated as widely as possible, with the Government, cluster partners, the communities themselves and other key actors including the military and the private sector. In humanitarian responses, a needs assessment process is undertaken to prioritize humanitarian needs, based on specific vulnerabilities, communities' capacities and preferences.

Analysis of the hazard risk or disaster is required to understand the priorities of people and action required. The humanitarian community in Bangladesh uses simple predictable steps to understand disaster affected communities' main concerns (i.e. priorities). They use the damage-disruption-distress caused by the disaster to set the coordinated priorities of assistance.¹³

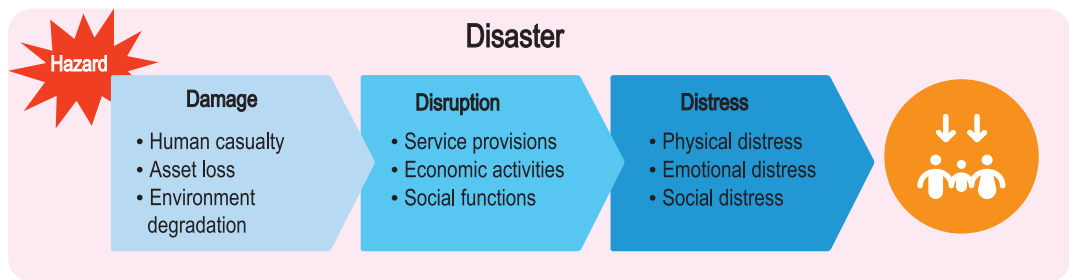


Figure 6: Damage -Disruption-Distress Caused by Disaster

Three elements are required for prioritizing actions: 1. community engagement, 2. needs assessment and 3. cost-benefit analysis:

Community engagement is central to disaster risk management, in order to share information about the hazards and risks that people face and the wide range of measures they can take to mitigate and prepare for potential disasters. Development and disaster professionals also need to know about the views and priorities of the people they are supporting and the risks those people are facing. The disaster risk reduction communications initiatives aim to create what is often called a 'culture of safety', where awareness of risk and adoption of risk-reducing measures are part of daily life. There are also opportunities to achieve social change by supporting community dialogue or collective action on issues of risk and vulnerability¹⁴.to establish a baseline for community preferences and forms part of a common service approach to the engagement with, and accountability to, affected communities. This could include integrated feedback mechanisms and two-way communication systems using a variety of media (radio shows, social media, in-person surveys, focus groups).

Needs Assessment is undertaken in order to prioritize humanitarian needs, based on specific vulnerabilities and respecting communities' capacities and preferences. Standard cluster-specific analysis of needs for different vulnerable

¹³ [Disaster and Vulnerability from People's Perspective, NIRAPAD 2015.](#)

¹⁴ [John Twigg, Disaster Risk Reduction 2015](#)

groups is improved with the combination of the disaster impact estimates and the outcomes of the community engagement to produce a more localized needs analysis. Once the overall sectoral needs are identified, it is critical to consider the appropriate phasing.

Cost-benefit Analysis is now being used increasingly in planning and, in particular, evaluating local-level disaster risk reduction initiatives. The agencies and donors want evidence that their projects and programmes are delivering good value for money. Evidence produced for the costs and benefits of disaster risk reduction for resilience frequently shows that investment brings greater benefits than costs. However, every case is different, specific to location, hazard and type of intervention, and hence cost–benefit ratios may vary considerably. The cost-benefit analysis can be used to identify which priority action will obtain the best benefits with the resources available. However, it is not a routine part of project appraisal or evaluation in small-scale projects.

The exact methodology of the setting priority actions is tailored to the specific context, where possible building upon a clear understanding and utilization of existing networks and systems. Examples of interventions to strengthen the prioritization process:

- Improvement of the national disaster assessment process using technology (presently SoS and D-forms collected manually by PIO and Union parishad without enough baseline data);
- Multi-sector preparedness and response modalities engaging key ministries as per the 2019 SOD;
- Development of the national disaster risk reduction and response monitoring system (MIS system) at national and divisional levels;
- Community life and asset protection initiatives as an alternative to traditional emergency shelters.

Disaster risk reduction and preparedness efforts in Bangladesh concentrates mostly on preventing the loss of lives through early warning, evacuations and cyclone shelter support. However, people impacted by a climate-related disaster suffer from various distresses. Displaced people for instance may suffer from emotional distress due to the loss of their homes and their dignity. Currently, the capacities to assess emotional distresses (e.g. fear, anxiety or trauma) or social distresses (e.g. women's or children exposure abuse, violence and exploitation) are very limited. Therefore, the following intervention is also required:

- Strengthen capacities to assess the full range of distresses faced by vulnerable communities impacted by climate-related disasters

Institutional Capacity: Strong institutional capacity is to contribute to building local capacities so that the most vulnerable can cope better with shocks. Institutional capacity is the capability of an institution to set and achieve social, environment and economic goals, through knowledge, skills, systems, and institutions (UNISDR). Development of institutional capacity for the disaster preparedness, response and disaster risk reduction is a whole-of-society matter, not the concern of a particular institution, professional discipline or stakeholder group. It is important for the institutions to acknowledge people's ability to anticipate, to cope, to resist and to recover from disasters, rather than focusing on vulnerabilities that limit them. The capacity to cope requires continuing risk awareness, resources and good management, both in normal times as well as during crises or adverse conditions (UNISDR, 2017). Coping capacity also depends on adequate household assets and supportive social and governance relations (DFID, 2004) and can be thought as a component of wider capacity development for disaster risk reduction for resilience.

Institutions apply their capacity in different contexts to build resilience of the community by maintaining well-being, building back better and sustaining economy. The institution promotes the systematic development and application of policies, strategies and practices that reduce risk before disaster as well as throughout disaster response management. It is essential for the institutions to understand community resilience better to develop institutional capacity to take

actions based on the humanitarian rights perspectives. Figure 7¹⁵ presents that a strong institutional capacity to take actions for preparedness, response and disaster risk reduction entails strengthening resilience of people and institutions.

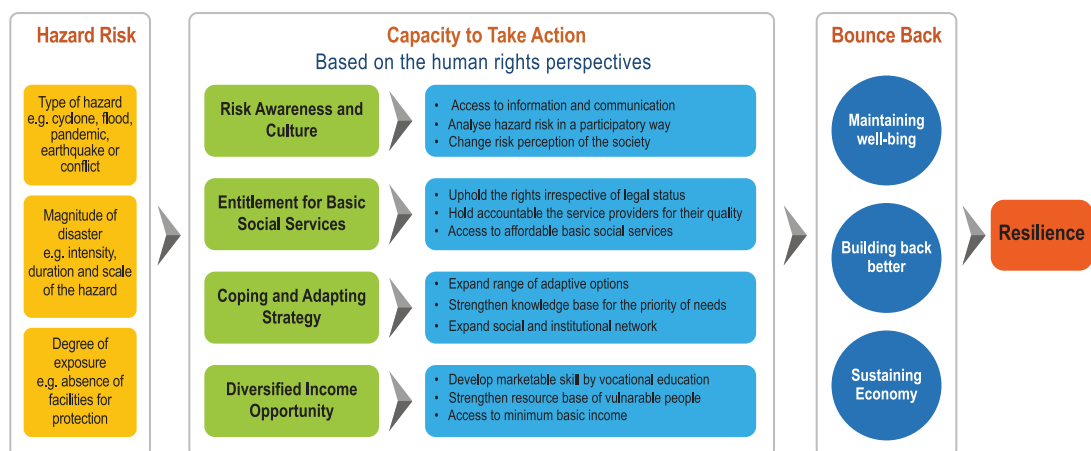


Figure 7: Resilience Building of Bangladesh

Three elements are required for institutional capacity for disaster preparedness, response and risk reduction for resilience: 1. human capacity, 2. logistics management and 3. collaboration structure.

Human Capacity in disaster preparedness, response and disaster risk reduction for resilience needs to be developed, either by recruiting specialists or providing existing staff with the relevant technical, planning and management skills. Both resources require the investment of time and money. In case for disaster teams are generally deployed in large and sometimes medium-scale disasters such as the United Nations Disaster Assessment Team (UNDAC) and Urban Search and Rescue Teams (USAR).

Logistics Management is generally seen as either interchangeable or a sub-set of functions within supply-chain management (SCM), which is understood in the humanitarian sector as: The process of planning, implementing and controlling the efficient, cost-effective flow and storage of goods and materials as well as related information, from the point of origin to the point of consumption for the purpose of meeting the end beneficiary's requirements¹⁶. Logistics management include assessing demand, procuring goods, receiving, sorting, storing, tracing and tracking deliveries, and determining priorities.

Coordination Structure relies on shared responsibilities between agencies working in relief, development and DRR. The scale, frequency and complexity of disasters, as both physical and social phenomena, can only be addressed by deploying a wide range of knowledge, skills, methods and resources. The shared responsibilities can be of many different kinds: for example, between official/government and civil society organisations, professionals and the public/communities, academics and practitioners, donors and beneficiaries. Therefore, it is important to remember that power – the ability to control or influence other people's behaviour and actions – is a component in all relationships between different organisations or groups. Working together, particularly between international and national actors, can lead to a better understanding of affected people's perceptions of their needs and priorities.

The main strategy for disaster risk reduction in Bangladesh consists in the engagement of volunteers disseminate early warning messages, implement massive evacuation orders, construct emergency shelters, construct and maintain of

¹⁵ Disaster Clinic NIRAPAD, *Resilience Building of Bangladesh-In line with SFA and SDG 2018*.

¹⁶ ALNAP, *Making humanitarian response more flexible: Challenges and questions 2018*.

embankments and keep safety net allocations for emergency response. The Government of Bangladesh (GoB) has the cash for works mechanisms, a programme for resilient housing, road/culvert construction and trainings. The capacity to plan and manage rapid urban growth and adapt to emerging hazards does not keep up with the rapidly changing landscape. Governance and system failures to support regulatory functions have further undermined the quality of building controls and created significant vulnerabilities to natural and other hazards. There is a need for strengthening institutional capacity to implement priority actions. Examples of interventions that would contribute to develop high-level DRM institutional capacity:

- Strengthening of the national Sendai Framework monitoring and reporting capacity and coordination;
- Strengthen of effective DRR/Climate Change Adaptation (CCA)/Humanitarian coordination platform at global, national and local levels;
- Adoption and implementation of the National Logistics Preparedness Action Plan for large-scale disasters
- Improvement of the Disaster Legal framework (e.g. customs, visa)
- Support regional and international cooperation for better exchange of knowledge and expertise (Such as SAARC, BIMSTEC, Climate Vulnerable Forum, V20 etc.);
- Development of a pool of young professional volunteers in line with the international standards;
- Development of search and rescue and incidence management framework and capacity in line with international best practises.

Action Plan: The action plan includes a deliberate strategy to reduce future humanitarian needs. The action plan serves as a coordinated and common mechanism for all partners to engage in support of the GoB's efforts to mitigate successfully the impact and likelihood of climate-related disasters.

Disasters cause damage to life, asset and environment; disrupt life and livelihood and force affected communities in serious distresses (previous priority action session and figure 6). Disaster risk reduction for resilience is the *conceptual framework of elements* considered that minimize vulnerabilities, hazards and risks throughout a society, to avoid (prevention) or limit (mitigation & preparedness) adverse impacts of hazards, while building resilience within the broad context of sustainable development (UNDRR). Based on a solid disaster impact analysis, priority actions and a good understanding of the responders' institutional capacity to enhance resilience, a well-funded and coordinated Action Plan will contribute to minimizing damages, disruptions and distresses¹⁷.



Figure 8: Action Plan for Response and DRR

¹⁷Disaster Risk Reduction Pocket Book, Kazi 2012 based on Disaster and Vulnerability from People's Perspective, Zahid, NIRAPAD 2015

The Global Commission on Adaptation¹⁸ seeks to accelerate climate change adaptation by promoting triple dividend in action a. avoided losses through early warning systems save lives and assets worth at least ten times their cost, b. economic benefits by reducing flood risks in urban areas lowers financial costs, increases security, and makes investments that would otherwise be too vulnerable to climate risks more viable and c. social and environmental benefits from mangrove preservation and restoration are up to 10 times the costs. Also, it refers to the world bank suggested Three basic elements of Climate Change Adaptation (CCA) in below.

Basic Elements for Climate Change Adaption		
Reduce (and Prevent)	Prepare (and Respond)	Restore (and Recover)
<ul style="list-style-type: none"> ▪ Agriculture research and development ▪ Climate-proofing buildings and infrastructure ▪ Land-use planning ▪ Nature-based solutions to protect people and assets ▪ Permanent relocation (migration) 	<ul style="list-style-type: none"> ▪ Early warning systems ▪ Forecast-based action (contingency planning) ▪ Strengthen first responders ▪ Temporary evacuation 	<ul style="list-style-type: none"> ▪ Insurance and risk finance instruments ▪ Social safety nets ▪ Recovery services, including health and education ▪ Build back better
<small>Source: Authors, drawing on disaster risk management frameworks developed by the Global Facility for Disaster Reduction and Recovery, World Bank, and others.</small>		

It is widely recognized that reducing risk is fundamental to ending humanitarian needs and achieving sustainable development. Convergence of humanitarian development and peace building efforts through the humanitarian development peacebuilding nexus (HDPN) provide new opportunities to simultaneously end humanitarian needs, reduce existing risks and avoid the creation of new risks¹⁹. The main requirements for mainstreaming disaster risk consider plans and process developed in such a way that the development activities a) will sustain during the disaster, b) will not increase the disaster risks and c) will reduce the disaster risks at figure 9.



Figure 9: Humanitarian-Development Nexus

Three key elements are necessary for Action planning that build resilience: 1. operational plan, 2. monitoring and learning and 3. financial mechanism.

Operational Plan use the agreed resources to carry out the planned activities and achieve the objectives. An operational plan is an outline of what one organisation alone or coordinated ways to focus on for the near future—usually the upcoming year. The basic principles and elements of good planning are common to most development, disaster risk reduction, humanitarian or recovery initiatives. Most agencies work to geographical strategies and plans, at regional, country or district level; some plan their work sectorally (e.g. small enterprise development, health, education); others have both geographical and sectoral plans. Its ultimate purpose is to maintain quality and integrity of the activities by identifying gaps that need actions.

¹⁸ [Global Commission on Adaptation, Adapt Now: A Global Call for Leadership on Climate Resilience 2019.](#)

¹⁹ [UNDRR, Recommendations for integrating disaster risk reduction into humanitarian response 2019.](#)

[Monitoring and Learning](#) supports timely and evidence-based decisions. It allows humanitarian programmes to adjust to changing contexts. Monitoring and learning is an opportunity to develop greater accountability of the stakeholders through addressing inputs, activities and outputs. Monitoring systems are designed to meet the ongoing information needs and provide information for progress and effectiveness of the interventions. The organisation uses the learning to continually improve its interventions quality and accountability systems. Hence, it needs a systematic approach to facilitate appropriate integration of any learning from their interaction and engagement with the communities.

[Financial Mechanism](#) refers to local, national or transnational financing—drawn from public, private and alternative sources of financing—that seeks to support resilience actions that will minimize the loss of life and asset, lessen affected people's distress and keep life and livelihood functioning. Financial mechanism is necessary to accelerate action plan to reduce humanitarian needs and promote resilience of the people. In humanitarian sector [Grand Bargain](#) seeks to make significant improvements in the way aid is mobilized and delivered to ensure optimal use of funds. Also, the [Global Commission on Adaptation](#)²⁰ calls for revolutions in financial mechanism is needed for efficiency and value for money. The public sector, first, is an essential provider of finance to protect people and livelihoods across communities and sectors; and second, the private sector can increase investments on its own account, but it should also increasingly complement the public sector in sharing the costs and benefits of DRR investments, such as for infrastructure, contingency finance, and insurance. Finally, there is a critical need for higher levels of international financial support for humanitarian and disaster risk reduction for resilience.

With UN's collective engagement in supporting Bangladesh to remain a role model of Disaster Risk Reduction (DRR) for resilience, the fast-evolving global context and the country's rapid urbanization necessitate adjustments to ensure Bangladesh can benefit fully from international guidance/tools and services to respond to its needs. These adjustments would support Bangladesh and its partners to be up-to-speed with the localization of best practices while the country is on the way to Graduation from Least Developed Countries (LDC).

A quality Action Plan must be results-based and requires a clear risk communication strategy, realistic timeframes and quality control and multi-stakeholder partnerships. Examples of components of the Action Plan include:

- Develop pool fund for preparedness pays-off to make progress in Government and stakeholders' efforts;
- Strengthen GoB-NGO institutional partnership for DRR (e.g. on the use of micro-finance for housing service to poor and landless people);
- Strengthen GoB-Private sector institutional partnerships for DRR;
- Finalize Humanitarian Civil-Military Coordination guidelines;
- Develop appropriate DRR communication strategy;
- Integrate DRR in Humanitarian, Climate Change Adaptation and Development Actions;
- Work towards delivering on Sendai priorities (e.g. National and Local DRR plan/strategy in line with 8th 5-year plan);
- Adapt the disaster legal framework in line with Global standards and tools.

²⁰ [Global Commission on Adaptation, Adapt Now: A Global Call for Leadership on Climate Resilience 2019.](#)

Operational Setting

Planning and policy decisions are never made in isolation from the wider context of events, societies and institutions. In this sense, they are essentially 'political' decisions; certainly, they are not purely technical ones. In particular, the ideologies and policies of governments, donors and other institutional actors help to shape the context in which the work should take place and be analysed. Humanitarian preparedness, response and risk reduction for resilience takes place in vastly different contexts, ranging from urban to rural, and conflict to rapid-onset disaster, and often a combination of these over time. The effectiveness of the response in meeting the needs and reducing risk of the affected population depends on geographic, security, social, economic, political and environmental factors. A continuous analysis of the context and situation signals when interventions should adapt to a changing environment, such as new security issues or seasonal constraints such as flooding. The Sphere handbook refer to the following operational settings for humanitarian response;

- Supporting national and local actors
- Protracted crises
- Urban settings
- Communal settlements
- Settings with domestic or international military forces
- Environmental impact in humanitarian response

Source: *The Sphere Handbook 2018*



1.4 Anticipatory Action

Anticipatory action is any action taken in response to a trigger or alert before a disaster occurs²¹. Anticipatory Action also referred to as Forecast-based Action (FbA) is emerging among humanitarian and disaster risk management practitioners as an approach that can reduce the impact of shocks on vulnerable people and their livelihoods, improve the effectiveness of emergency preparedness, response and recovery efforts, and reduce the humanitarian burden. There is growing evidence and recognition that interventions undertaken before the full impact of a disaster can help save lives, mitigate suffering and lower the cost of responding to the humanitarian consequences of shocks. With forecasting and communication of early warnings improving over the years, work on financing solutions to translate early warning into anticipatory action has also advanced. Anticipatory action can help save lives, reduce human suffering, offset some of the economic impacts of disasters, improve the effectiveness of emergency preparedness, response and recovery efforts, and reduce reliance on ad hoc, slow and costly humanitarian aid after a disaster. To be effective, anticipatory action requires establishing and maintaining systems as well as capacity to implement. This means, more investment in preparedness and integration of early action plans or protocols with processes for preparedness and (early) response at national and local levels are needed²². The traditional response and anticipatory action in respect of time and action shown in the figure 10.

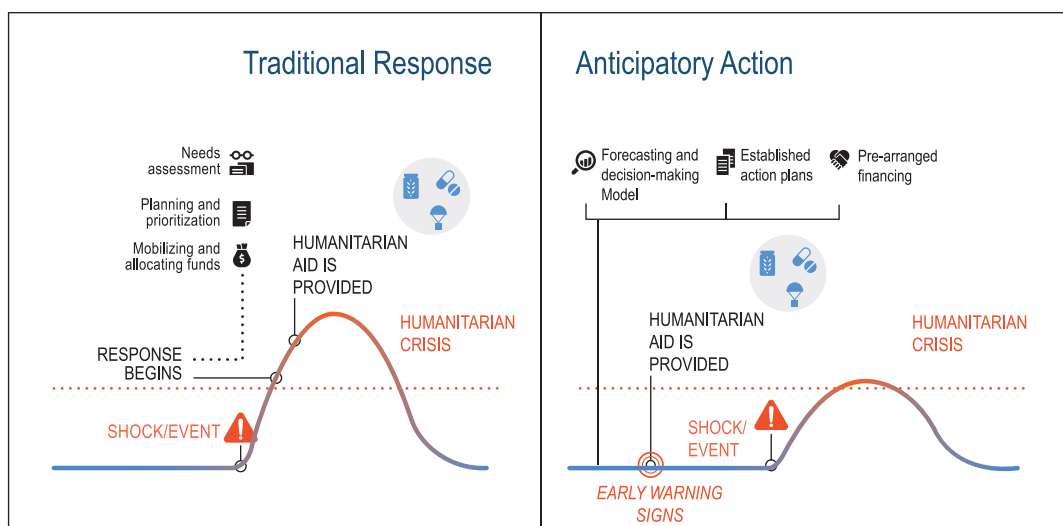


Figure 10: Traditional Response Vs. Anticipatory Action

The anticipatory action operations methodically combine five components:

1. Impact analysis based on forecast and trigger;
2. Feasible pre-agreed action plan/protocol;
3. Response capacity and delivery channel;
4. Pre-arranged finance (the resources for interventions);
5. Monitoring, learning and evaluation;

Anticipatory action planning relies on risk information, specifically: hazard forecasts; vulnerability and exposure data; and records of impacts from past emergencies. Ideally, this information is used to determine trigger levels, inform the selection of suitable actions and help target these actions to reach those most vulnerable to disaster impacts. Reliable, accurate forecasts may be available several months, weeks or days in advance of an event, depending on the type of hazard.

²¹ Centre for Disaster Protection, [Anticipatory Crisis Financing and Action: Concepts, Initiatives. And Evidence 2019](#)

²² Ibid

Example: Bangladesh Experience in Anticipatory Action

In Bangladesh, since 2015, the [Bangladesh Red Crescent Society \(BDRCS\) has been using a Forecast-based Financing \(FbF\) approach with support from the German Red Cross](#). As a result, when Cyclone Fani approached in May 2019, decision-makers could rely on an established system which provided them with robust forecast information and served as a basis to decide, when and where to act and with what resources. BDRCS with support from the German Red Cross and the Red Cross and Red Crescent Climate Centre, had developed an Early Action Protocol for cyclones. This plan clearly defines forecast thresholds and details which early actions are needed, and where, to protect the population. Several INGOs and UN Agencies such as WFP are implementing FbF actions.

In June 2019, the RCO convened a meeting to discuss FbA/FbF with experienced stakeholders. Among those, were the RCRC Movement representatives, Start Fund, CARE and WFP. Following the meeting with all interested parties, Bangladesh presented a united front at the 3rd Regional Dialogue on FbF which took place in the Philippines at September 2019 (Presentation made is made accessible [here](#) – p.60). Following that event and continued advocacy, the Bangladesh Red Crescent Society (BDRCS) led [the launch of a national working group on FbA/FbF in September 2019](#) under the auspices of the Ministry of Disaster Management and Relief (MoDMR).

MoDMR Senior Secretary advocated for the platform to work under the [Humanitarian Coordination Task Team \(HCTT\)](#) co-chaired by the MoDMR and the United Nations (RCO). It was also agreed that the RCRC Movement will (1) help partners to complement Government of Bangladesh (GoB)-led efforts in anticipatory lifesaving interventions; (2) ensure coherence of engagement with HCTT, clusters and working groups; (3) advocate towards GoB and development partners; (4) support information sharing and capacity building; (5) facilitate joint planning: disasters scenario, triggers, targeting, packages, division of labour and; (6) strengthen community engagement and learn from indigenous knowledge.

Early 2020, OCHA informed the Resident Coordinator's Office (RCO) about discussions at HQ level on the development of a pilot on anticipatory humanitarian action for the monsoon floods. The RCO worked together with OCHA for the development of a concept note. The concept note was finalized and shared in May 2020 by the Resident Coordinator to the United Country Team (UNCT). At that time, there had been technical meetings between the OCHA, WFP, GRC and IFRC and others to discuss how to move forward with the pilot, including with the support of the BDRCS-led Forecast-based Action working group under the HCTT. For the development of the pilot, numerous consultations took place at HQ, regional and national levels and additional partners came onboard and work for the preparation of this document.

On the side of the UN, the RC is responsible for the overall coordination and accountability of international assistance supported by the UN in Bangladesh, it includes CERF allocations to the country. The UN RC is also the main point of entry for liaison with the GoB including the Ministry of Foreign Affairs (MoFA) and the Ministry of Disaster Management and Relief (MoDMR). The UN RC and the MoDMR Senior Secretary as co-leads of the HCTT approved the [HCTT 2020 workplan](#) which includes the promotion of a coordinated *engagement on Forecast-based initiatives through FbA working group*.

Therefore, the anticipatory humanitarian action pilot (monsoon flood 2020) will follow existing protocols in order to reinforce existing coordination mechanisms including the BDRCS-led FbA working group, the Needs Assessment Working Group (NAWG), the clusters and the HCTT. The CERF Anticipatory Humanitarian Action Pilot will also be aligned with existing tools in country. Indeed, prior to the on-going monsoon season, the HCTT finalized a [contingency plan for climate-related disasters in the context of COVID-19](#) (which includes clear triggers for the activation of a response) and, a [Humanitarian Preparedness and Response Plan \(HPRP\)](#) which includes sectoral plans for the response. Both documents have already endorsed by the MoDMR in anticipation of future disasters. These tools were already used successfully in May 2020 for the [anticipatory response to Cyclone Amphan](#) and the preparation of a highly prioritized [Cyclone Amphan HRP](#).



**CHAPTER 2:
NATIONAL COORDINATION MECHANISMS**

2. NATIONAL COORDINATION MECHANISMS

The Disaster Management Act 2012 and associated 2019 SOD provide the basis of the national natural disaster management system and strategies. Institutional arrangements include the Department of Disaster Management (DDM) under the Ministry of Disaster Management and Relief (MoDMR) and disaster management committees at central, divisional, district, upazila and union levels for management and coordination. Along with the government system, many national and international NGOs, network and consortia are involved in DRM. The humanitarian assistance under the national disaster management system relies largely on safety net provisions. Disaster-affected people are added to the list of the people qualified for receiving safety net supports. Although disasters occur recurrently every year, annual budget does not include allocations for humanitarian assistance.

2.1 Organizational Structure

Three (3) fora coordinate natural disaster response in Bangladesh at the national level: The National Disaster Management Council (NDMC), headed by the Prime Minister, is the supreme body for providing overall direction for disaster management (DM) which includes disaster risk reduction, mitigation, preparedness, response and recovery; the Inter-Ministerial Disaster Management Committee (IMDMC), responsible for coordination across ministries; and the National Disaster Management Advisory Committee, responsible for policy development and advice. The NDMC is the highest-level decision-making body for disaster management in Bangladesh. Figure 4 shows the coordination structure for disaster management in Bangladesh. The NDMC sits at the top of the organizational chart with several departments, committees, and boards reporting to the NDMC.

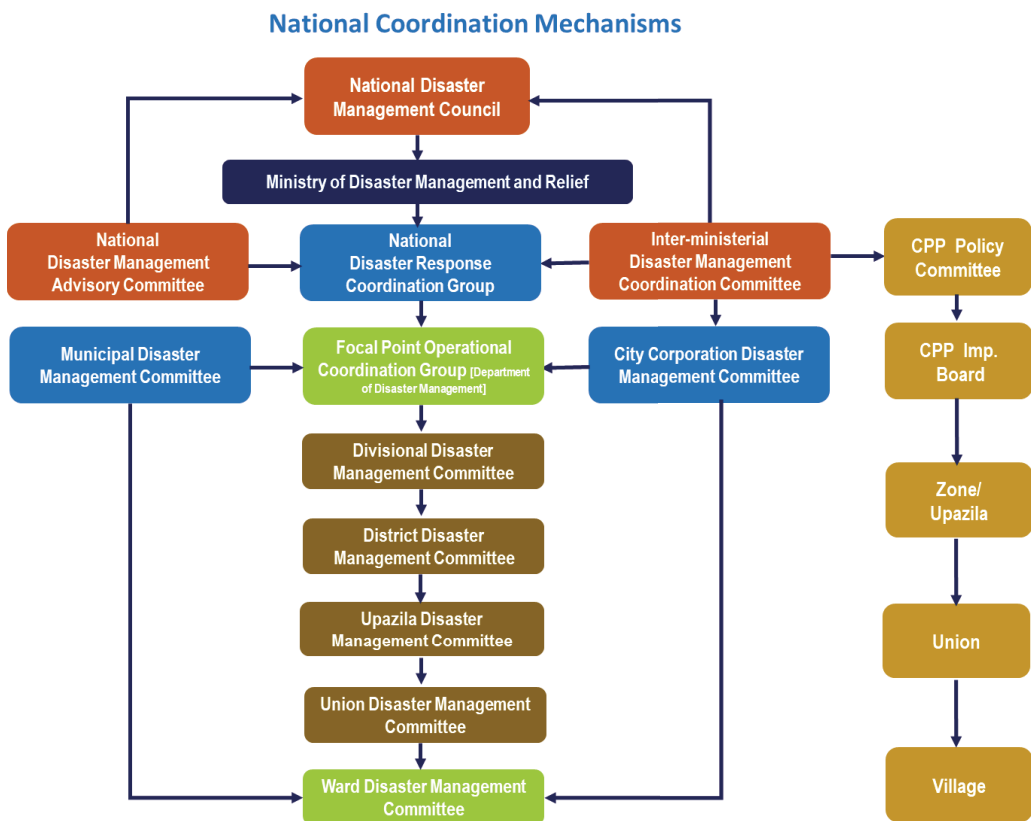


Figure 11: Disaster Management Structure in Bangladesh

The Ministry of Disaster Management and Relief (MoDMR) of the Government of Bangladesh has the responsibility for coordinating national disaster management efforts across all agencies. As Disaster Management is a multi-sectoral and multi-functional discipline, functional and hazard-specific planning and execution responsibilities are vested in agencies with primary technical /management focus on specific sectors, while MoDMR have an overall coordinating and facilitating role as “Secretariat” to NDMC. The Standing Orders on Disaster (SOD) issued by the ministry in 1997, revised in 2010, and updated recently in 2019 is an important milestone towards guiding and monitoring Disaster Management activities in Bangladesh. A series of inter-related institutions, at both national and sub-national levels, function to ensure effective planning and coordination of disaster risk reduction and emergency response management.

Following the 2015 Nepal Earthquake, the GoB decided to establish a National Emergency Operation Centre (NEOC) to respond effectively to the severe disastrous situations of the unanticipated event. In 2015, a NEOC, also called National Disaster Response Coordination Center (NDRCC), was established at the Secretariat of the MoDMR as a coordination mechanism for disaster response. Emergency operations centers can also be activated at the district levels for the management and coordination of the response through strategic deployment of staff to the field as well as coordination with various clusters and working groups. The Ministry of Foreign Affairs (MoFA) leads the coordination of incoming humanitarian assistance. It coordinates requests for international assistance as directed by the government and NDMC.

2.2 Laws, Policies, and Plan on Disaster Management

Disaster Management in Bangladesh is guided by a number of national and international drivers which, among others, include: a) Standing Orders on Disasters (SOD) 2019; b) Disaster Management Act, 2012; c) National Plan for Disaster Management 2016-2020; d) the Disaster Management Policy Act 2015; e) South Asian Association for Regional Cooperation (SAARC) Framework for Action (SFA) 2006-2015; f) Sendai Framework for Disaster Risk Reduction (SFDRR) 2016-2030; g) Asian Regional Plan for Disaster Risk Reduction (ARPD RR); and h) Sustainable Development Goals (SDGs). Additional information on Bangladesh’s national DM plans are listed below.

Disaster Management Act No. 34 (2012): Disaster Management Act, 2012 provides the legal basis for disaster risk reduction and emergency response management in Bangladesh. The Act also included the provision of punishment for perpetrators whose acts lead to disaster in an area. This Act defines the organizational structure of disaster management at national and local levels and details the responsibilities of all government departments and committees related to the disaster management system.

Communicable Diseases (Prevention, Control and Eradication) Act, 2018: Communicable Diseases Act 2018 aims at tackling public health emergencies caused by communicable diseases. checking and eradicating all contagious diseases. The bill was framed merging four existing laws – Epidemic Disease Act 1897, Public Health (Emergency Provisions) Ordinance 1944, Bangladesh Malaria Eradication Board (Repeal) Ordinance, 1977' and 'Prevention of Malaria (Special Provisions) Ordinance, 1978.

National Disaster Management Policy (2015): National Disaster Management Policy, 2015, defines the national perspective on disaster risk reduction and emergency management, describing the strategic framework, and national principles of disaster management in Bangladesh. It includes the broad national objectives, and strategies in disaster management.

Standing Orders on Disaster (2019): Standing Orders on Disaster (SOD) are an important part of the disaster regulatory framework in Bangladesh. Essentially SOD provides a legal basis to perform disaster management activities. The SOD was first issued in 1997, and revised in 1999, 2010, and 2019, and described detail the roles and responsibilities of each government body engaged in disaster management – ministries, committees, departments and other organizations. It also provides for the establishment of coordination processes at national and local levels. SOD 2019 has incorporated the humanitarian cluster system that increased the ability of the international community to complement and support GoB’s preparedness and response efforts.

National Strategy on the Management of Disaster and Climate-induced Internal Displacement (2015): The strategy outlines processes for the management of climate-induced internal displacement that supports the implementation of the Sendai Framework and the United Nations (UN) Sustainable Development Goals. The strategy focuses on internal displacement caused by natural disasters. It does not address cross-border displacement issues. Three phases are addressed: pre-displacement, displacement and post-displacement.

Disaster Management Plans: Bangladesh National Plan for Disaster Management is a strategic umbrella plan that provides the overall guideline for the relevant sectors and the disaster management committees at all levels to prepare and implement their specific plans. The National Plan for Disaster Management (NPDM 2016-2020) was prepared under the leadership of MoDMR and is aligned with national, regional and international frameworks, including the GoB's seventh 5-year plan, Asia Regional Plan for Implementation of the Sendai Framework for Disaster Risk Reduction, and Sendai Framework for Disaster Risk Reduction. The purpose of NPDM 2016-2020 is to guide implementation of the Disaster Management Act 2012, allowing GoB ministries and other agencies to use it to produce their annual work plans.

2.3 National Strategy for Disaster Risk Management

Disaster Management Act 2012 and associated Standing Order on Disaster provide the basis of the national disaster management system and the strategies. Institutional arrangements include Department of Disaster Management under the Ministry of Disaster Management and Relief and hierarchically placed disaster management committees at central, district, pourashava, upazila, union and ward levels for management and coordination. Along with the government system, many national and international NGOs, network and consortia are involved in disaster risk management.

Disaster management approach for both governmental and non-governmental agencies applies risk reduction model based on Sendai Framework for Action. This risk reduction model has large elements for residual risk management. Therefore, risk assessment and preparedness for response have become crucial for their strategies.

Understanding Disaster Risk: Understanding disaster risk and integrating risk reduction elements in both development and humanitarian intervention is the central issue for disaster management. To support that the Department of Disaster Management through Comprehensive Disaster Management Programme has developed tools and processes for assessing disaster at community level. Union Disaster Management Committees already have started risk assessment and risk mapping in their respective unions. Many national and international NGOs are supporting the Disaster Management Committees in this exercise. There are some unions in the country; and it would take considerable time to complete risk assessment and risk mapping for all the unions. Also, after completing its risk assessment, individual Union Disaster Management Committee has to engage Upazila Disaster Management Committee to integrate findings of the union into the risk map of the upazila. As advised in the SOD, there is a clear need to mainstream and integrate disaster risk reduction within and across all sectors. This process however has not started yet.

Response and Preparedness for Response: To manage the residual risks, for cyclone, the national humanitarian system activates Cyclone Warning and the procedures for rescue and evacuation. To conduct this exercise the country has an elaborate cyclone preparedness programme in the coastal region. To plan and deliver humanitarian assistance, the national system conduct assessment through local level Disaster Management Committees applying SoS form and D form. For mobilizing resources, initially, it relies on safety-net provisions; later, seeks assistance from the Prime Minister's Relief Fund. However, it has only few items in its list of relief items – i.e. rice/wheat, cash grant, warm clothe, blanket and corrugated iron sheet. Also, for targeting, it focuses on poor persons and poor households and economically weak institutions (e.g. school, mosque, temple).



CHAPTER : 3
PARTNERSHIP WITH STAKEHOLDERS

3. PARTNERSHIP WITH STAKEHOLDERS

To reduce the risk of countries relapsing into humanitarian crises, United Nations is working with partners to develop new approaches and coordination models that link principled humanitarian assistance and development programming into coherent action that can better meet humanitarian needs, help address the root causes of vulnerabilities at their early stage, and reinforce local capacities supported by appropriate financing streams. Many different actors have important roles to play, including local and national government, civil society organisations, the private sector, community groups or associations and international funding agencies. According to the Sendai Framework for Action²³, states have the overall responsibility for reducing disaster risk, it is a shared responsibility between Governments and relevant stakeholders. Particular, non-state stakeholders play an important role as enablers in providing support to states, in accordance with national policies, laws and regulations, in the implementation of the present Framework at local, national, regional and global levels.

3.1 United Nations Bangladesh

The relationship between Bangladesh and the United Nations (UN) started during the initial stage of liberation war in 1971. In March 1971, millions of people sought refuge in neighboring India and in April the Government of India requested the UN to provide humanitarian assistance to refugees who crossed the border from East Pakistan. Then the UN Secretary-General Kurt Waldheim initiated a UNHCR led response. The UNHCR took the lead in coordinating humanitarian assistance to 10 million Bengali refugees, in partnership with the Indian government and with the support of UNICEF, WFP, FAO, WHO and the League of Red Cross Societies. In December 1971 after Independence, the UN Secretary-General launched the United Nations Relief Operations in Dhaka (UNROD) to continue the relief operation of UNEPRO. This was the inception of the UN-Bangladesh relationship. The United Nations in Bangladesh, also known as the UN Country Team (UNCT), Bangladesh is made up of 23 UN agencies, funds and programs, convened under the UN Resident Coordinator. The UN Country Team is the UN's highest-level inter-agency coordination and decision-making body in Bangladesh. The UNCT drives activities at the country-level and allows for all UN entities with activities in-country to work as a team in formulating common positions on strategic issues, ensuring coherence in action and advocacy, in close coordination and cooperation with the Government of Bangladesh and the broader development community.

The UN system works in partnership with Ministry of Disaster Management and Relief (MoDMR) and with respective Government line ministries on emergency response preparedness and response. The country level UN system can coordinate disaster preparedness and response of the humanitarian actors that complement Government effort if Government agreed any joint national system of coordination. The Governments may also request external support from regional partners and/or the international humanitarian system.

3.2 Red Cross and Red Crescent Movement

The International Red Cross and Red Crescent (RCRC) Movement is the world's largest humanitarian network, comprising nearly 100 million members, volunteers and supporters in 190 National Societies. Structurally, the RCRC Movement has three core components:

1. National Red Cross and Red Crescent Societies
2. International Federation of Red Cross and Red Crescent Societies (IFRC)
3. International Committee of the Red Cross (ICRC).

The Bangladesh Red Cross and Crescent Society (BDRCS) is the leading national humanitarian organization in Bangladesh that can mobilize the power of humanity to prevent and reduce human suffering. The BDRCS was

²³ [Sendai Framework for Disaster Risk Reduction 2015 – 2030](#).

constituted on 31 March 1973 by the President's Order No. 26 of 1973 with retrospective effect from the 16th December 1971. The Society was recognized by ICRC on 20 September 1973 and admitted to the International Federation of Red Cross and Red Crescent Societies on 02 November 1973. The name and emblem were changed from Red Cross to Red Crescent on 4th April 1988 vide Act 25 of 1988. Presently, it counted 873,342 active volunteers, of which 61% were male and 39% female. In the areas of both cyclone and flood hazards, the Bangladesh Red Crescent Society (BRCS) and various red cross agencies play important roles.

After the devastating cyclone in 1970, the Cyclone Preparedness Programme (CPP) was established in 1972 by the Bangladesh Red Crescent Society with the assistance of the International Federation of Red Cross and Red Crescent Societies (IFRC). Considering the importance of the programme for saving lives and properties of the coastal people, the Government of Bangladesh came forward and took the responsibility of the programme with a view to continuing the programme with effect from July 1973. CPP, under the BRCS, has a joint management structure, with two committees, viz. a 7-member Policy Committee headed by the Minister of MoDMR, and a 15-member Implementation Board led by the Secretary of the MoDMR. The CPP with its 55,000+ volunteers in all 13 exposed coastal districts, has been operational with its mandate in the field of disaster management in Bangladesh, especially in early warning system, search and rescue, evacuation, sheltering, first aid, relief distribution and rehabilitation activities.

3.3 Non-Governmental Organization

The national and international NGOs constitute a vibrant sector in Bangladesh and have been acclaimed worldwide. NGOs and CBOs are actively involved, among others, in disaster management, micro-credits, family planning, and human rights protection. As a matter of fact, the advent of NGO activities in Bangladesh owes its origin to the rehabilitation works immediately after the devastating war of independence in 1971. Currently, large amount of foreign assistance to Bangladesh is channeled through the NGOs. Therefore, their contributions, particularly to the social service sector and the mobilization of the poor, are quite prominent. This has been acclaimed by the international community. Pre-disaster activities include advocacy, public education campaigns and training programs for personnel involved in disaster management from the national down to the union or local community level. NGOs also are active in emergency evacuation and in taking people to shelters.

3.4 Development Partners

Development Partners are central to disaster response. Governments assist directly through bilateral contributions to affected States, including through the mobilization of in-kind aid of Military and Civil Defense Assets (MCDA). They can also channel funding through multilateral agencies such as UN agencies, regional organizations, the RCRC Movement, and NGOs. In Bangladesh, many assisting Governments have established aid cooperation structures, often embedded in their respective Ministry of Foreign Affairs. The day-to-day management of the cooperation takes place through the embassies in the affected countries. Bangladesh belief that effectiveness of development cooperation is essential for the successful implementation of Sustainable Development Goal (SDG) and Vision-2021. In recent years, comprehensive reviews and actions are taking place nationally as well as internationally for aligning development cooperation with national goals and international aspirations and will continue further in future. The concept of Aid Effectiveness has widened being transformed to a new phenomenon of Development Effectiveness.

The Economic Relation Division (ERD), Ministry of Finance (MoF), Government of the People's Republic of Bangladesh serves as the technical unit of Economic Relations Division (ERD) providing policy advisory, networking and donor coordination role. It helps ERD to ensure that development cooperation is delivering best results for the development of the country in compliance with global aid effectiveness indicators. As the nodal point for coordination, it builds partnerships with different global and regional organizations and platforms dealing with development effectiveness agenda such as the Global Partnership for Effective Development Cooperation (GPEDC), International Aid Transparency Initiative (IATI), Asia-Pacific Development Effectiveness Facility (AP-DEF) etc.

The ERD organize high-level and functional level donor coordination and development dialogues on a regular basis

under a government-donor joint framework called Local Consultative Group (LCG). The overall purpose of the LCG Mechanism is to "...review progress on development issues, including national development strategies." In order to achieve "... more in-depth dialogue and collaboration on specific sectors or thematic areas. One of the major tasks of the ERD is to organize the Bangladesh Development Forum (BDF) periodically, a high-level policy meeting that brings headquarters senior functionaries of the development partner agencies and Ministers and Permanent Secretaries of the government. It generates different knowledge products to help different ministries and agencies of the government by adopting a whole of government approach to ensure that global commitments and declarations articulated in different high-level meetings concerning development and aid effectiveness are implemented on the ground while managing development cooperation.

3.5 Private Sector

Private sector is the key pillar of Bangladesh economy. The private sector is already a major contributor to humanitarian action. Local businesses as well as national and multinational companies possess critical knowledge, skills and resources that can contribute to a more effective humanitarian response. They are also major stakeholders in communities affected by disasters. When a disaster strikes, private sector employees, customers, markets and supply chains are affected. Therefore, it is in the interest of both the humanitarian and business communities to establish close links through networking and partnerships. Private sector actors wishing to participate in emergency preparedness and response can engage in a variety of ways. For example, local businesses can use their materials and resources to help people affected by crisis. As local markets recover and supply chains are repaired, people are able to regain access to basic goods and, in some cases, resume livelihoods.

The humanitarian community through financial support from European Civil Protection and Humanitarian Aid Operations (ECHO) try to engage and activate private sector working group within the HCTT, building on existing structures and strengthening the overall surge capacity of the government of Bangladesh (GoB) and humanitarian community by creating an interface between private sector and humanitarian actors. The activation of Private Sector Emergency Operation Centre (PEOC) to serve as a hub/interface for linking businesses across the private sectors for greater risk resilience and response capacity.





**CHAPTER 4:
HUMANITARIAN COORDINATION MECHANISMS**

4. HUMANITARIAN COORDINATION MECHANISMS

Humanitarian coordination seeks to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership. OCHA is leading the international community's efforts to develop a better architecture for the humanitarian system, including strong [in-country humanitarian leaders](#); representative and inclusive Humanitarian Country Teams; an effective and well-coordinated framework within which all humanitarian organizations can contribute systematically; and predictable [funding tools](#)²⁴. The cluster approach was adopted in 2005, following an independent Humanitarian Response Review, to address gaps and to increase the effectiveness of humanitarian response by building partnerships. It ensures that international responses to humanitarian emergencies are predictable and accountable and have clear leadership by making clearer the division of labour between organizations, and their roles and responsibilities in different areas. It aims to make the international humanitarian community better organized and more accountable and professional, so that it can be a better partner for affected people, host Governments, local authorities, local civil society and resourcing partners.

4.1 Guiding Principles

The first responders in any emergency are crisis-affected people, their community-based and local organizations and their Government. While national legal systems are the main regulatory frameworks for protecting disaster-affected people, provision of international humanitarian assistance is guided by the UN General Assembly resolution 46/182 (1991) "Strengthening of the coordination of humanitarian emergency assistance of the United Nations". The resolution provides the framework for emergency relief and informs the work of the humanitarian system today. It lays out the 4 core humanitarian principles of humanity, neutrality, impartiality and operational independence.

Figure 11: Humanitarian Principles

<p style="text-align: center;">HUMANITY</p> <p>Human suffering must be addressed wherever it is found. The purpose of humanitarian action is to protect life and health and ensure respect for human beings.</p>	<p style="text-align: center;">NEUTRALITY</p> <p>Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.</p>
<p style="text-align: center;">IMPARTIALITY</p> <p>Humanitarian action must be carried out on the basis of need alone, making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.</p>	<p style="text-align: center;">INDEPENDENCE</p> <p>Humanitarian action must be autonomous from the political, economic, military or other objectives that any actor may hold in relation to areas where humanitarian action is being implemented.</p>

Sphere Humanitarian Charter and Minimum Standards in Humanitarian Response ([Sphere Handbook 2018](#)) is an internationally recognized set of common principles and universal minimum standards for the delivery of humanitarian assistance. It improves both the quality of assistance provided to people affected by disasters as well as the accountability of humanitarian actors to the affected people, donors, and partners. Sphere standards guide humanitarian action across four primary areas: (1) water supply, sanitation and hygiene promotion; (2) food security and nutrition; (3) shelter, settlement and non-food items; and (4) health action. Sphere and six other humanitarian standard initiatives formally joined to establish the Humanitarian Standards Partnership (HSP)²⁵. The aim of the Partnership is to improve the quality and accountability of humanitarian action across all sectors and a harmonised approach to support users in the application of standards.

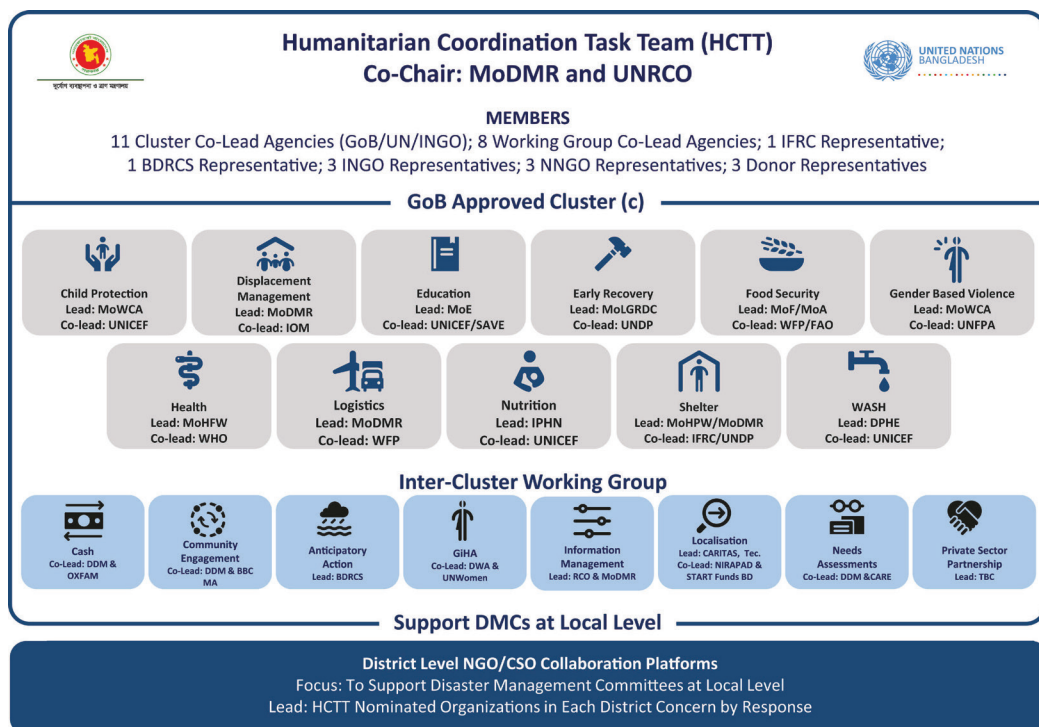
²⁴ [UNOCHA website](#)

²⁵ [HSP Brochure](#)

4.2 Humanitarian Cluster System

A cluster is a group of agencies that gather to work together towards common objectives within a particular sector of humanitarian response. The Humanitarian cluster system (small c) in Bangladesh was established in 2012 following a consultative process to review disaster preparedness and response arrangements. The review was jointly led by the MoDMR Secretary and by the then UN Resident Coordinator under the auspices of the Local Consultative Group Disaster and Emergency Response (LCG DER). Since its inception the HCTT has played an important role in coordinating humanitarian action. It has overseen responses to a range of disaster events in Bangladesh. In addition to its coordination function the HCTT plays a vital role in formalizing and strengthening the relationship between the Government of Bangladesh and national and international humanitarian organizations.

Despite being hit by numerous climate-related disasters, Bangladesh has not declared a humanitarian emergency, nor it has officially requested international humanitarian assistance for a humanitarian crisis since 1991. Therefore, and with the financial support of UK Aid, the RCO facilitates humanitarian coordination with the support of OCHA's Regional Office for Asia and the Pacific. The cluster system is aligned with IASC global standards and is supporting national authorities to deliver on their preparedness and response mandates as described in the Standing Orders on Disasters (SOD). The 2019 SOD recognizes the cluster coordination mechanism as a tool for effective coordination of humanitarian assistance with the international community. This recognition provides the required level of predictability in terms of preparing for and responding to disasters, predictability being a key result on humanitarian affairs. Indeed, given the high risk of mega disaster in the country, to mitigate the strong change that would imply an activation of IASC scale-up protocols, the RCO and partners with the financial support of UK Aid are working towards aligning the current coordination mechanisms to the maximum extent with international best practices/modalities.



Updated on 20 June 2020

**Aligned with Government of Bangladesh Standing Order on Disaster 2019

Figure 12: Humanitarian Cluster System in Bangladesh

The 2019 SOD recognized the present cluster coordination through the Humanitarian Coordination Task Team (HCTT) as a tool for effective coordination with international community. Today, the HCTT comprises of 11 Cluster Co-Lead Agencies (GoB/UN/INGO); 8 Working Group Co-Lead Agencies; 1 IFRC Representative; 1 BDRCS Representative; 3 INGO Representatives; 3 NNGO Representatives; 3 Donor Representatives. The priority activities of cluster and working group are described in Annex 1.

HumanitarianResponse.info is a humanitarian web-based platform to support inter-cluster coordination and information management of operational data. It is where the Bangladesh response community can share, find, and collaborate on information that informs strategic decisions

4.3 International Assistance Coordination Process

Inter-Agency Standing Committee (IASC) is an inter-agency forum for coordination, policy development and decision-making involving key UN and non-UN humanitarian partners according to the General Assembly Resolution 46/182. The IASC works to improve the effectiveness of the humanitarian system as a whole. In addition to meeting at the Principals level, the IASC has a number of subsidiary groups. The IASC Working Group is composed of the directors of policy (or equivalent) of the IASC organizations. IASC Scale-Up activation is a system-wide mobilization in response to a sudden onset and/or rapidly deteriorating humanitarian situation in a given country, including at the subnational level, where capacity to lead, coordinate and deliver humanitarian assistance does not match the scale, complexity and urgency of the crisis²⁶. The Scale-Up activation is based upon an analysis of five criteria: scale, complexity, urgency, capacity and risk of failure to deliver effectively. Scale-Up activation procedures for infectious disease events build on the Inter-Agency Standing Committee (IASC) Scale-Up activation protocols, with adjustments to reflect the potential evolution of an infectious event, the roles of the World Health Organization (WHO) and its Director-General and Member States under the International Health Regulations (IHR) (2005)²⁷. Based on the Scale-Up activation, the existing HCTT humanitarian coordination structure is flexible enough to transform the international coordination structure as per figure 13.

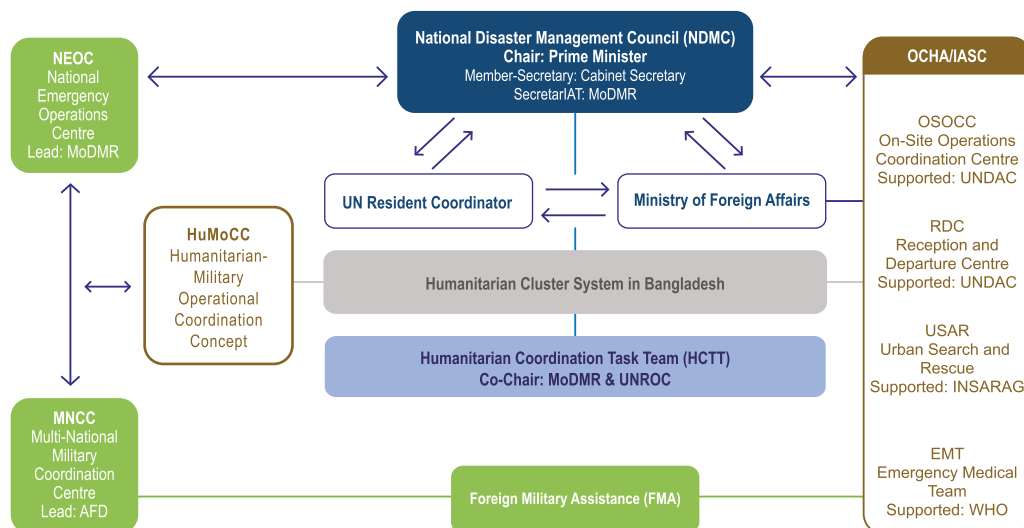


Figure 13: System-Wide Scale-Up Activation in Bangladesh

²⁶ [IASC Humanitarian System-Wide Scale-Up Activation 2018](#).

²⁷ [IASC Protocol for the Control of Infectious Disease Events 2019](#).

The UN Resident Coordinator (UN RC) is the designated representative of the UN Secretary General in a country and the leader of the UN Country Team (UNCT). The Resident Coordinator is supported by the UN Resident Coordinator Office (UNRCO), and s/he is accredited by letter from the UN Secretary-General to the Head of State or Government. The UN RC/HC is responsible for the strategic and operational coordination of response efforts of UNCT member agencies and other relevant humanitarian actors. Effective disaster risk reduction, preparedness and response requires careful coordination at global, regional and national levels. The UN has established a number of interdependent coordination mechanisms designed to facilitate the interaction between humanitarian stakeholders, Governments and other partners to promote the delivery of coherent and principled assistance to crisis-affected people. Figure 3 depicts the international assistance coordination process.

Foreign Military Assistance (FMA) may either be requested or accepted by the Government of Bangladesh. FMAs should be determined by government agencies and the clusters, in coordination with the Prime Minister's Office, NDMC, the Inter-Ministerial Disaster Management Coordination Committee (IMDMCC) and MoDMR. Once FMAs are accepted, the mission structure is established as either joint and combined operations, or a multinational force (MNF). International military assistance is coordinated bilaterally through the AFD and the Ministry of Defense in consultation with NDMC. If a significant number of FMAs are deployed, a Multinational Coordination Center (MNCC) may be activated.

The [2017 IFRC-led consultation on the status of the legal preparedness](#) of the country (i.e. Domestic facilitation and regulation of international disaster relief and initial recovery assistance) which is meant to assist GoB to become better prepared for the common legal problems in international response operations provided several recommendations. The study identified that although the Ministry of Foreign Affairs (MoFA) is primarily entrusted with the responsibility of seeking international assistance as per the instructions of the GoB/NDMC, there is no comprehensive legal or policy framework which adequately addresses the timeline or criteria for initiating such request. There is no specific provision specifying the level of detail to be included in such requests. Moreover, it is not clear whether declaration of state of disaster under the Disaster management Act of 2012 is needed for initiating such request. Besides, Bangladesh Red Crescent Society (BDRCS) is also entrusted under Article 5.6 of 2010 SOD with the responsibility of initiating request for international assistance via International Federation of the Red Cross and Red Crescent Societies (IFRC). However, the coordination mechanisms between such request and the request initiated by the Ministry of Foreign Affairs is absent in the legal framework.



Example: Humanitarian Civil-Military Coordination in Bangladesh

Bangladesh has developed a strong civil-military coordination mechanisms as it tackles recurring natural and manmade disasters such as cyclones, floods, landslides, fires and chemical accidents. On disaster response, civil and military actors have been working together in many areas, but especially for search and rescue, debris removal or the restoration of bridges and roads. In addition, since 2010, MoDMR and Armed Forces Division (AFD) have been organizing annual regional and international Disaster Response Exercise and Exchanges (DREE) for improving its level of preparedness to respond to mega disasters. Based on this long-standing civil-military coordination experience in the country, alongside annual DREEs, Bangladesh is enabled to contribute substantially to the [Regional Consultative Group on Humanitarian Civil-Military Coordination for Asia and the Pacific \(RCG\)](#) by nurturing strong partnerships and developing mutual understanding with regional and international stakeholders. The RCG platform is of great importance to Bangladesh to learn from other countries' lessons and robust coordination mechanisms for ensuring effective disaster response. The Government of Bangladesh is glad to have the strong support from RCG members and RCG Secretariat to further develop civil-military coordination strategies and identify gaps specific to local context.

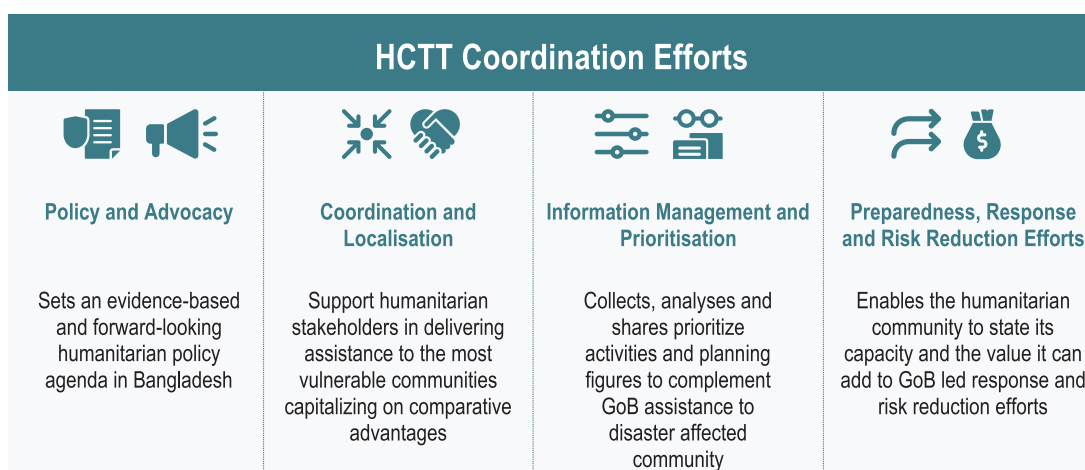
In 2017, a UN CMCoord regional workshop, national UN CMCoord workshop and a Senior Leaders Seminar (SLS) were organized and facilitated by the RCO with the support of OCHA ROAP and the UK Defence Department. In recognition of its strong efforts on CMCoord, Bangladesh was nominated chair of the RCG during its 3rd annual session that took place in Singapore in December 2017. Bangladesh authorities organized and chaired the RCG 4th Annual Session which took place in Dhaka in January 2019. It reported on the event during February 2019 Humanitarian Networks and Partnerships Week (HNPW). With the continuous support of the UK Defense Department, RCO facilitated the development of a new partnership between UK Defense and WHO on a complementary issue of high relevance to the CMCoord agenda, in line with the HCTT workplan and which concerned the training of [Emergency Medical Teams \(EMTs\)](#). The training was conducted in March 2019. To help national authorities in organizing the DREE, RCO made several presentations on international humanitarian tools and services, UN CMCoord concepts and best practices. Bangladesh (MoDMR and AFD) co-authored an article on Humanitarian CMCoord in the [Liaison Magazine published by the Center for Excellence in Disaster Management and Humanitarian Assistance \(CFE\) of the US Asia Pacific Command](#). The country does not have approved national CMCoord guidelines, but the revised SOD are expected to formally recognize CMCoord as an element of disaster preparedness and response.

Bangladesh co-organized with Singapore national authorities, the [Ex COORES 2019](#) which took place from 2-4 April 2019 at Changi Regional HADR Coordination Centre (RHCC) following approximately one year of preparation. RCO participated to the Final Planning Conference, 3-4 March 2019 which took place in Dhaka, Bangladesh. Bangladesh's objective was to test its draft concept of Multi-National Coordination Centre (MNCC) with the support of Singapore's Changi Regional HADR Coordination Centre (RHCC), the US Centre for Excellence in Disaster Management and Humanitarian Assistance (CFE-DM) as well as 45 representatives of national military and civilian institutions, NGOs, UN and Bangladesh academia. The Ex COORES 2019 was built around the scenario of a large earthquake affecting Dhaka. The MNCC concept is part of the CMCoord best practices promoted by the RCO.

Multi-National Coordination Centre (MNCC) is the mil-mil coordination platform set-up during an emergency which requires Foreign Military assistance for assisting the national civilian-led response. The MNCC is the platform that coordinates Foreign Military Assistance provided by assisting states to the affected state. It is also the platform that will inform which Foreign Military Asset (FMA) will be allocated for which purpose in case civilian and national military capabilities are insufficient and/or unique capabilities of the foreign military are needed.

4.4 Humanitarian Coordination Core Functions

The Humanitarian Coordination Task Team (HCTT) in Bangladesh coordinates disaster preparedness, response and recovery interventions according to the SPEED Approach. The approach is in-line with the global policy guidance pertaining to both the [Sendai Framework](#) and the [Agenda for Humanity](#), notably the United Nations Disaster Risk Reduction (UNDRR) guidance on Disaster Risk Reduction (DRR) mainstreaming, and the Inter-Agency Standing Committee (IASC)'s Emergency Response Preparedness (ERP) guidelines. Moreover, these efforts undertaken jointly with the GoB are in-line with Bangladesh's national legislation including the 2019 Standing Orders on Disaster (SOD). Furthermore, HCTT's efforts consider the recommendations from major events such as the national Disaster Response Exercise and Exchange (DREE) events, the earthquake exercises organized by the International Search and Rescue Advisory Group (INSARAG) and the outcomes of annual sessions of the Regional Consultative Group (RCG) Humanitarian Civil-Military Coordination and other capacity building events such as various Logistics workshops.



Policy and Advocacy: The HCTT is mandated to support national authorities in preparedness for, response recovery from climate-related disasters (floods, cyclones, landslides). HCTT's mandate relates also to supporting national earthquake preparedness efforts. In 2019, the HCTT agreed to work on Environmental Disasters such as spills (as it occurred in 2014 Sundarban Oil Spill) and industrial disasters (as it occurred in 2019 chemical fire in Old Dhaka). The HCTT is not mandated to work on the Rohingya refugee crisis nor on Public Health Emergencies.

As part of the preparedness efforts, the need to promote a predictable coordination system in case of emergency was required. HCTT partners advocated for the recognition of the cluster system in the SOD as well as for the recognition of the traditional disaster management in the Chittagong Hill Tracts and the institutionalization of a Humanitarian Civil Military Coordination modality.

Coordination and Localisation: Coordinators of the humanitarian clusters and working groups are working with their respective Government technical counterparts and their NGO partners. HCTT's work is defined by consensus among the humanitarian community and undertaken in agreement with the MoDMR. HCTT's work is related to a [workplan](#) approved by all concerned stakeholders. The clusters workplans developed with respective GoB partners forms the foundation of the HCTT work plan. Response activities follow a well-defined protocol which starts with a joint need's assessment approved by DDM and MoDMR. Any response plan is developed with the consent of MoDMR based on evidence of a need to complement GoB-led efforts qualitatively and/or quantitatively.

Localisation of humanitarian action benefits from an important focus since 2017. Bangladesh was selected as the first ‘demonstrator country’ for the Grand Bargain Localisation Workstream Field Mission in September 2018. Various partnerships, initiatives and research efforts focused on progressing on the Localization commitments such as the Grand Bargain and Charter for Change.²⁸ In April 2020, NIRAPAD in collaboration with the Humanitarian Advisory Group, and the UN Resident Coordinator’s Office completed a baseline [study of localisation](#). The report provides the humanitarian stakeholders with a reference point for measuring progress on localisation in future humanitarian responses²⁹. In July 2020, following extensive consultations and with the support of START Fund, NIRAPAD and RCO, a technical working group on Localization (LTWG) was established as part of the humanitarian coordination architecture to monitor and to accelerate progress on Localization efforts.

Information Management and Prioritisation: Information management supports the reduction and the alleviation of people’s suffering as it helps the informed prioritization and planning of preparedness, DRR, response and recovery. With RCO’s support, the Needs Assessment Working Group (NAWG) provides information management services to the humanitarian community to inform a rapid, effective and principled response. It supports information gathering, processing, analysis and dissemination for effective preparedness and response.

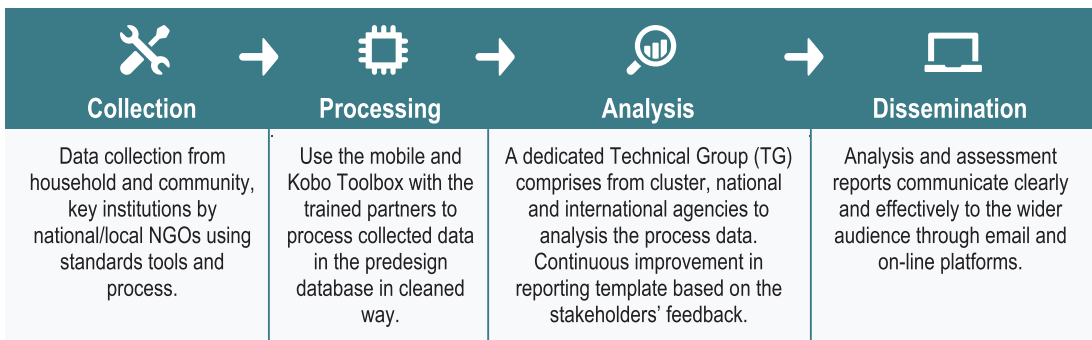


Figure 17: Information Management Flow

Recently, Anticipatory Analysis of information provides a new opportunity for humanitarian stakeholders to design anticipatory response actions. Furthermore, based on available information after the 1-3 days of disaster impact, the NAWG with the members of clusters, working groups, NGO Network and START Fund Bangladesh provides an analysis of actual preliminary impact and key immediate needs. The JNA is undertaken under the coordination of the NAWG (CARE and DDM) for the HCTT according to agreed set of tools and procedures.

Preparedness and Response Efforts: The RCO supports the readiness of response actors to rapidly respond to climate related humanitarian emergencies. In partnership with the GoB and in collaboration with the wider humanitarian stakeholders, the RCO promotes innovative approaches to emergency preparedness and response and ensures that international counterparts can access and coordinate effectively with international and national responders when necessary. Through implementation of Emergency Response Preparedness model, UNRCO through Humanitarian Coordination Task Team (HCTT) is supported the preparedness of the humanitarian stakeholders and national authorities. The ability to deliver speed,

²⁸ For example these include: Bangladesh being selected as a Localisation Demonstrator Country for the Grand Bargain Field Mission, the Start Fund Bangladesh initiative, Oxfam’s Humanitarian Response Grant Facility (HRGF), and research including Oxfam and ODI, Money Talks: A synthesis report assessing humanitarian funding flows to local actors in Bangladesh and Uganda, March 2018; and HAG and NIRAPAD, When the Rubber hits the Road: Local leadership in the first 100 days of the Rohingya response, 2018.

²⁹ HAG, NIRAPAD and UN RCO in Bangladesh, Elevating Evidence: Localisation in the 2019 Bangladesh Flood Response, published in April 2020

volume and quality in a response is dependent on working strategically with Government, community and local civil society partners to build an understanding of best practice that can be implemented in disaster risk management. There is a significant opportunity to improve this linkage, principally by placing a greater emphasis on pre-disaster planning with the involvement of national, regional and international responders and by doing more to understand risk, vulnerability and need prior to a disaster in order to deliver a more robust initial response.

The HCTT promotes build-back better initiatives through its humanitarian interventions. While such interventions complement GoB's efforts in saving lives and restoring livelihood, they are largely insufficient to build the resilience of the populations at levels required to face both the on-going pandemic and the Climate Emergency (re. April 2020 JNA Report). Moreover, considering the overall context of increased level of risks (e.g. urbanization, COVID-19 socio-economic impacts, exposure to earthquakes, Climate Emergency), the humanitarian community must continuously update its contingency plans to adapt to the evolving circumstances.



Example: Cyclone Amphan Cluster Coordination Process

The Humanitarian Coordination Task Team (HCTT) co-led by the MoDMR and the UN Resident Coordinator’s Office met on 20 May 2020 to be ready to complement GoB-led response efforts. The Needs Assessment Working Group (NAWG) led by the Department of Disaster Management (DDM) and CARE coordinated a rapid joint assessment of the situation in collaboration with national authorities and partners with presence in the most impacted areas. COVID-19-sensitive [community engagement materials](#) for cyclone Amphan (including post-cyclone) were already made available. [Situation Analysis and Anticipatory Impacts Assessments](#) were issued in the day’s prior cyclone landfall. It activated the [Humanitarian Preparedness and Response Plan \(HPRP\)](#) in line with the [HCTT contingency plan](#) for climate-related disasters in time of COVID- 19 pandemic. The anticipated impact of the cyclone also triggered pre-agreed Early Actions protocols by BDRCS and an emergency allocation of IFRC’s Disaster Relief Emergency Fund (DREF) for anticipatory actions to alleviate early on the distress faced by communities.

An inter-cluster meeting was organized on 23 May 2020. During the meeting, the humanitarian community undertook a prioritization process for the humanitarian response to the impact of Cyclone Amphan. As recommended by the MoDMR which co-chairs the HCTT together with the UN, the clusters liaised closely with their national technical government partners in order to analyse jointly the situation and to identify possible areas where a complementary support from the humanitarian community would add-value to the government-led response.

The HRP prioritization process led to the targeting of 7 districts among the 9 districts most severely affected: Khulna, Satkhira, Bagerhat, Patuakhali, Barguna, Bhola and Jashore. The meeting also led to a sectoral prioritization for the HRP. Priority sectors are: WASH, Shelter, Food Security, Protection and Nutrition. The meeting also helped the humanitarian community to agree on the overall targeted population for the [Humanitarian Response Plan to Cyclone Amphan](#) (HRP): 700,000 persons most impacted and destitute communities (Men: 203,713; Women: 205,158; Boys: 144,943; Girls: 146,186) including 213,545 people with disabilities. The HRP valued US\$ 25 million has the following three strategic objectives:

1. Ensure an effective, principled and equitable humanitarian response which does no harm and abides by the duty of care (SO1);
2. Support national authorities and CSOs in delivering assistance to most vulnerable communities capitalizing on comparative advantages (expertise, field presence) (SO2);
3. Reduce vulnerabilities and restore the safety, dignity and resilience of the most vulnerable populations (SO3).

The development of the already highly prioritized HRP considered other existing and upcoming plans in the country including those related to COVID-19 Health Emergency Response and the upcoming Socio-Economic Recovery Plan to ensure that there is no duplication across plans (e.g. on Health, Education and Recovery).

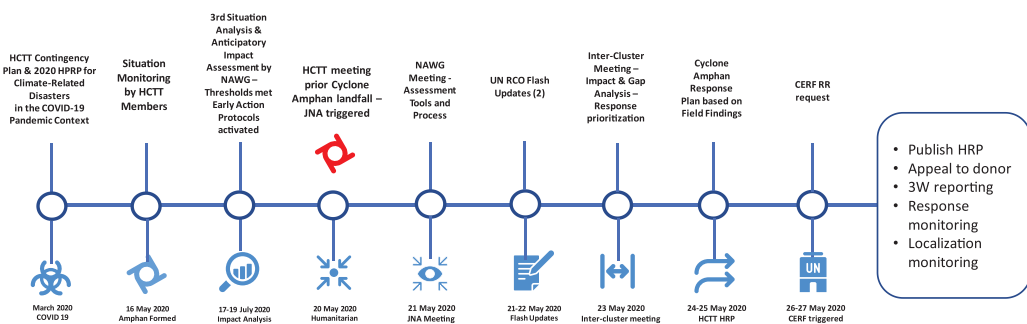


Figure 15: Timeline of Key Inter-agency Actions in Cyclone Amphan



**CHAPTER 5:
COORDINATION TOOLS AND SERVICES**

5. COORDINATION TOOLS AND SERVICES

HCTT is working as a coordination platform to strengthen the collective capacity of the government, national and international actors to ensure effective humanitarian preparedness for, response to, and recovery from the impacts of disasters in Bangladesh. Humanitarian clusters, working group and agencies are complementing government efforts, clusters liaison with their national Government partners for information-sharing on preparedness measures and possible complementary support if/when needed. They also liaised with their international/national/local partners for ensuring the pre-positioning of relief items, the sharing of standard assistance packages agreed with the Government, and for the activation of their district focal. Response activities follow a clear protocol which starts with joint needs assessments approved by DDM and MoDMR. Any response plan is developed with the consent of MoDMR and will be done if there is a clear need to complement GoB-led efforts (either volume or quality of the response).

5.1 Emergency Response Preparedness

The aim of Emergency Response Preparedness (ERP) is to optimize the speed and volume of critical assistance delivered immediately after the onset of a humanitarian emergency. It provides practical guidance to assist GoB and inter-cluster members (UN, RCRC movement, INGO and NNGO/CSO) when they collectively prepare for responding to potential emergencies with appropriate humanitarian assistance and protection. HCTT ERP is based on the IASC guidance on [Emergency Response Preparedness \(ERP\)](#) which has three elements of risk analysis and monitoring, minimum preparedness action and advance preparedness action shown in figure 16.

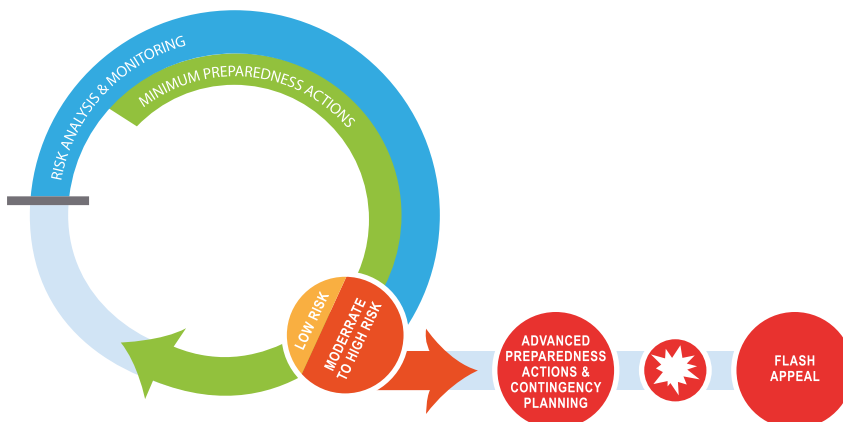


Figure 16: Emergency Response Preparedness

Risk Profiling and Monitoring: A risk profile identifies and ranks risks according to seriousness. It generates a country risk profile that includes indicators and triggers that can be monitored using early warning mechanisms and tools. Risk analysis should identify groups and populations that are particularly vulnerable, and their likely needs after an emergency. Once a risk profile has been established, monitoring, using indicators and triggers, allows the country team to assess whether the likelihood of a particular crisis is increasing.

Minimum Preparedness Actions (MPA): MPAs focus on the main elements of the humanitarian programme cycle. They identify steps that need to be taken ahead of time to ensure that the SPEED Approach can be implemented effectively if indeed when a crisis occurs. MPA's are not specific to any particular risk, require minimal resources, and represent, as the name suggests, the minimum arrangements which need to be in place ahead of time should any emergency occur.

Advanced Preparedness Actions (APA) and Contingency Planning: Advanced Preparedness Actions are designed to increase the level of readiness in response to a specific risk or risks. They should be undertaken in conjunction with the development of a Contingency Plan.

Products and Services: HCTT's work is defined by consensus among the humanitarian community and with the agreement of MoDMR. HCTT's work is directly in line with a workplan approved by MoDMR. The clusters workplans developed with key GoB key partners forms the foundation of the HCTT work plan.

The MPAs focus on practical actions to improve emergency response, accountability and predictability. MPAs are based on a multi-hazard approach and are not risk specific. MPAs ensure that roles and responsibilities and effective coordination are defined at inter-agency and sector levels. In 2019 HCTT develop Minimum Preparedness combining the earthquake, flood, cyclone and landslide. There is a provision for yearly review of performance monitoring as well as updating the actions in line with the HCTT agreed work plan. ERP in Bangladesh which focuses on practical and concrete preparedness, response actions and responsibilities, and it seeks to harmonize the overall coordination in regard to emergency preparedness and response at inter-agency level.

Response activities follow a clear protocol and any response plan is developed with the consent of MoDMR. The response plan is developed if there is a clear need to complement GoB-led efforts (either volume or quality of the response). As per the [HCTT 2020 work plan](#), the significant steps undertaken by the BDRCS-led Forecast-based Action working group launched in 2019 under the auspices of the Ministry of Disaster Management and Relief (MoDMR). A localisation technical working group lead by local NGOs with technical support by STRAT Fund BD and NIRAPAD for ensuring representation of HCTT local and international NGOs is in place to discuss and contribute to progress in localisation agenda in Bangladesh. In 2020, in line with the [HCTT Contingency Plan for Climate-related disasters in the context of COVID-19](#) and the related [Humanitarian Response and Preparedness Plan \(HPRP\)](#), the humanitarian community is implementing the [Humanitarian Response Plan for Cyclone Amphan](#) and preparing for a possible response to the monsoon floods.

Tools for Response Preparedness

- a. Humanitarian Coordination Work Plan (example: [link](#))
- b. Cluster Work Plan (example: [link](#))
- c. Minimum Preparedness Action (example: [link](#))
- d. Contingency Plan (example: [link](#))
- e. Anticipatory Action Protocol (example: [link](#))

5.2 Situation and Needs Analysis

Situation and needs analysis provide the evidence base for humanitarian response. At the outset of an emergency, they provide the information needed to define the strategic objectives, and later for operational planning, staffing and resource requirements. To enable inter-agency and inter-sectoral planning, it is important to coordinate assessments so that they are conducted jointly or through a harmonized approach. In a joint assessment process the information and analysis generated is collected using a single approach and shared and available to all humanitarian stakeholders³⁰.

The Bangladesh Joint Need Assessment (JNA) is an agreed approach under the Department of Disaster Management (DDM) which includes a flexible suite of tools for assessing needs after any disaster event, it brings stakeholders together around a common assessment approach to achieve a shared understanding of needs based on evidence and thus is the foundation for a coordinated emergency response. The Needs Assessment Working Group (NAWG) is mandated to come up with a brief assessment report on the needs in the affected community using JNA tools immediately after a disaster takes place in Bangladesh. The [Needs Assessment Working Group \(NAWG\)](#) has been established under the [Humanitarian Coordination Task Team \(HCTT\)](#) to support GoB's efforts and, to ensure complementarity. The NAWG in Bangladesh is co-chaired by CARE Bangladesh and Department of Disaster Management (DDM) under the Ministry of Disaster Management and Relief. The NAWG Secretariat is composed of dedicated cluster representatives (Min/1 per cluster/sector), 2 representatives each from national and international NGOs. The NAWG networks presently composed of 140 humanitarian agencies among them 80 percent are national

³⁰ [JASC, the implementation of the humanitarian programme cycle 2005.](#)

and local NGOs. The NAWG meetings are also open for participation of relevant stakeholders (NGOs, INGOs, UN, IFRC, BDRCS etc.). Experts and donors are invited as observers to provide technical input. If needed (considering the type and scale of emergency), UNRCO and OCHA is providing support for information management related activities including guidance and linkages with other UN agencies (e.g. OCHA).

Products and Services: NAWG provides dedicated situation and needs analysis service with the support from Office of the UN Resident Coordinator (UNRCO) in Bangladesh. This includes technical staff who serve the humanitarian community by developing and promoting common standards that enable data exchange between organizations. Situation report, flush updates, and anticipatory analysis is critical for disaster preparedness and response. There is a phased approach for JNA as per figure 17;

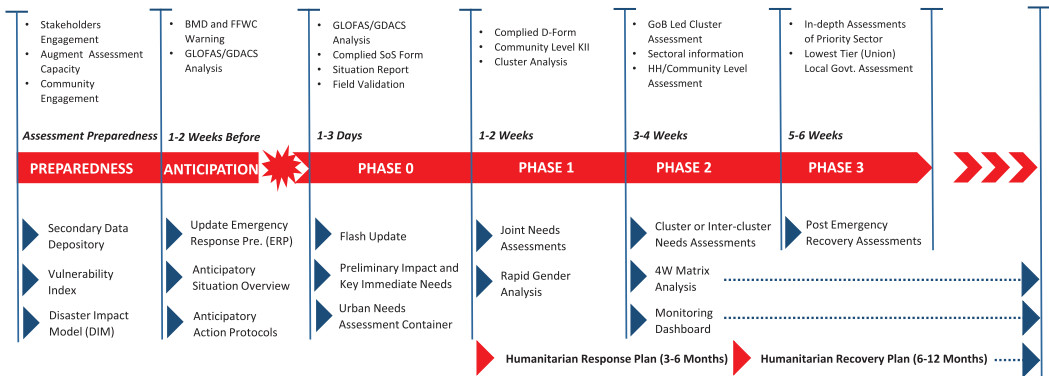


Figure 17: Situation and Needs Analysis Process Flow

The different self-explanatory phases are considered for in the situation and needs analysis process flow a. preparedness, b. anticipation (1-2 weeks before), c. phase 0 (1-3 days), d. phase 1 (1-2 weeks) e. phase 2 (3-4 weeks) and f. 5-6 weeks (5-6 weeks).

The urban needs assessment approach has been developed by the NAWG with the support of ACAPS as an addition to the JNA tools recognizing that urban disasters require a way of understanding needs that is different from the way the JNA is used in rural areas. The focus is on congested informal urban settlements, more commonly referred to as slums. Informal settlements are prioritized in the Urban Assessment Approach as the characteristics of these areas make them the most prone to disasters and because the people residing in them, being poor and owning few assets, are vulnerable and will find it difficult to recover from a disaster without assistance. The suggested approach however can be applied to any urban area as per figure 18.

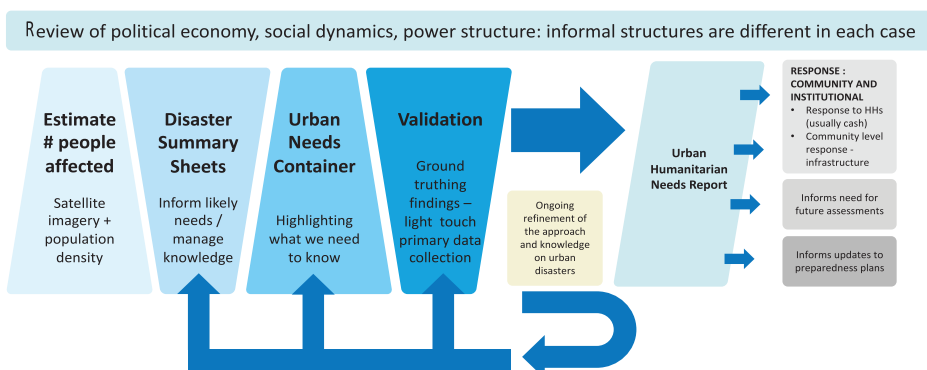


Figure 18: Urban Needs Analysis Approach

The Urban Assessment Approach is designed to be flexible and continually evolving as it is used to assess the impact of urban disasters. The key elements of the approach are:

- a. Estimating the number of people affected using existing population data and satellite imagery of the affected area. From this deciding if (based on underlying vulnerabilities) all people affected are also in need.
- b. Making informed assumptions about the type of needs there will be. Using knowledge and lessons learned from past urban disasters which have been organized and made accessible in Disaster Summary Sheets.
- c. Collating the key information required to make decisions about responding in the Urban Needs Container.
- d. Validating, or ground truthing, the findings about the disaster through light touch primary data collection.
- e. Each time the urban assessment approach is used the relevant disaster summary sheet should be updated with new information and any adjustments to the approach should be made.

Tools for Situations and Needs Analysis

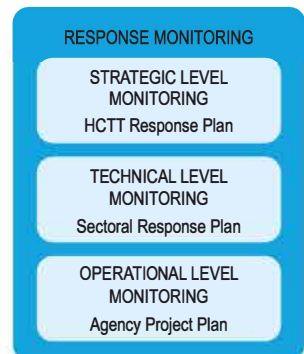
- a. Risk and Vulnerability Index (example: [link](#) p-18)
- b. Flash Update (example: [link](#))
- c. Anticipatory Situation Overview (example: [link](#))
- d. Anticipatory Impact and Key Immediate Need (example: [link](#))
- e. Joint Needs Assessments (example: [link](#))
- f. Urban Needs Assessment Approach (example: [link](#))
- g. Rapid Gender Analysis (example: [link](#))
- h. Cluster or Inter-Cluster Needs Assessments (example: [link](#))
- i. Post Emergency Recovery Assessment (example: [link](#))

5.3 Monitoring and Learning

Humanitarian response monitoring is necessary to: help HCTT examine whether sufficient progress is being made in reaching response plan strategic objectives and cluster sectoral objectives; provide an evidence base for taking decisions about the future direction of the response; and support resource mobilization. The HCTT response plan monitoring exercise done at three level- strategic level, technical level and operational level. There is a very clear needs for shared accountability for effective monitoring of the response plan. Monitoring is a continuous process that records the aid delivered to people in need, measures result against the objectives set out in the humanitarian response plan and examines what was delivered versus the resources allocated. The aim is to establish whether aid is actually delivered to affected people as intended and to analyse how and why gaps, if any, have occurred. The purpose of response monitoring and learning against the coordinated humanitarian response plan is three-fold:

- To provide humanitarian actors with the evidence they need to take decisions and adapt short and long-term strategies;
- To ensure that organizations involved in the response remain accountable to affected people, national authorities, donors and the general public; and
- To support the efficiency and effectiveness of the collective response, as necessary, and to identify good practices or learning to share with other operations to promote the value for money;

In Bangladesh clusters and United Nations Resident Coordinator Office with the support of different technical working groups (i.e. needs assessment, cash and localisation etc.) make monitoring information available through different channels: reports, websites, and so forth. Humanitarian community undertake monitoring exercises and report against indicators as agreed in the response monitoring framework. The Response monitoring and learning answers the questions: “has the humanitarian community done what it committed to do in the response plan, and, if not why, and



what should be done to address those shortcomings". HCTT response monitoring and learning is performed in four stages: progress monitoring, accountability monitoring, cash monitoring and localization monitoring shown in figure 18.



Figure 18: HCTT Response Monitoring and Learning

Progress Monitoring: Progress monitoring is a continuous process that tracks the humanitarian assistance delivered to affected populations compared to targets set out in the humanitarian response plan (HRP).

Quality and Accountability Monitoring: The AAP framework included four well-reasoned elements for accountability monitoring such as information provision, participation, feedback and complaints, and learning and adaptation. Accountability monitoring need for tools, key actions and statement of commitments.

MPCG Monitoring: Indicators and data-collection methods and tools using in multi-purpose cash grant (MPCG) need to be flexible and adapt according to trends revealed by monitoring data. It is important to monitor how household expenditure and income has changed in relation to the Minimum Expenditure Basket (MEB).

Localisation Monitoring: The processes and the impact of localisation of humanitarian action in the Pacific have prioritised the areas of leadership, participation, coordination and complementarity, partnerships, capacity and funding as critical areas in which evidence of change is needed³¹.

Products and Services: To support monitoring and learning efforts of the HCTT, the clusters and inter-cluster coordination group apply agreed monitoring plans. Also, HCTT support the enhancement of the collective response, as necessary, and to identify good practice and learning, including with regards to: leadership arrangements; key obstacles affecting operation; coordination mechanisms; accountability to affected people; and implementation of the humanitarian programme cycle.

The RCO lead and continuously support the cluster and working group efforts to monitoring the progress of the overall coordinated response and preparedness efforts throughout the SPEED approach (discussed in section 1.3). The aim of the progress monitoring is to establish whether aid is actually delivered to affected people as intended and to analyse how and why any gap, have occurred. The NAWG-CARE and UN RCO produce [4Ws report](#) and a [Monitoring Dashboard report](#) to strengthen accountability mechanisms, to support decision-making processes. The clusters produce report through periodic review of cluster performance monitoring to improve cluster coordination and collaboration. Also, Gender in Humanitarian Action (GiHA)- UNWomen support the realization of gender responsive

³¹ [Tracking Progress on Localisation: a pacific perspective 2017](#)

programming by mainstreaming gender equality in the work of each of the thematic clusters, inter-cluster working groups.

The humanitarian community upholds a commitment that humanitarian actors and agencies to use power responsibly by taking account of, giving account to, and being held to account by the people they seek to assist'. The HCTT through the clusters and inter-cluster coordination group promote the implementation of the outcomes of the December 2019 report on a mechanism for strengthening accountability to affected populations during rapid responses, the [AAP Framework](#) developed by Start Fund with technical support of NIRAPAD. It includes four elements: provision of information, participation, feedback and complaints, and learning and adaptation. In addition, the humanitarian community through Sphere Community Bangladesh promotes greater learning and sharing of resources and knowledge. An operational peer review is helping humanitarian community to determine whether they need to adjust or improve the collective humanitarian response in order to meet its objectives or reduce gaps.

The Cash Working Group (CWG) led by Oxfam Bangladesh support for collaboration, harmonization for appropriate and efficient cash and voucher programming and dissemination of learning related to multiple sectors' CTP in emergency preparedness and response activities in Bangladesh. The humanitarian community through Cash Working Group (CWG) monitors the multipurpose cash grant interventions and promotes transparency and the inclusion of people receiving aid in making the decisions that affect their lives.

The localisation monitoring is based on the outcomes of the [2019 Localization Baseline Assessment](#) undertaken as part of the Rapid Response to last years' Monsoon Floods and the subsequent list of indicators identified to track progress on Localization commitments included in the HRP for each sectoral response through the Localisation Technical Working Group (LTWG).

Tools for Monitoring and Learning

- a. HCTT Agenda for Events Tracking (example: [link](#))
- b. HPRP for Climate-related Disasters in 2020 (example: [link](#))
- c. Humanitarian Response Plan (example: [link](#))
- d. 4W Matrix (example: [link](#))
- e. Monitoring Dashboard (example: [link](#))
- f. Cluster Performance Monitoring Tools (example: [link](#))
- g. Shongjog CwC message library ((example: [link](#))
- h. Accountability Assessment (example: [link](#) p-48)
- i. Community Feedback (example: [link](#) p-46)
- j. Unified Household Survey checklist (example: [link](#), [presentation](#), [guidance](#))
- k. Operational Peer Review (example: [link](#))
- l. Cash Transfer Monitoring (example: [link](#))
- m. MPCG Post Distribution Monitoring (example: [link](#))
- n. Localisation Monitoring (example: [link](#))

ABBREVIATION

AAP	= Accountability to Affected Population
AFD	= Armed Force Division
APA	= Advanced Preparedness Actions
ARPDOR	= Asian Regional Plan for Disaster Risk Reduction
BDRCS	= Bangladesh Red Cross and Red Crescent Society
BIMSTEC	= Bay of Bengal Initiative for Multi-Sectoral Technical and Economic Cooperation
BMD	= Bangladesh Meteorological Department
CCA	= Climate Change Adaptation
CERD	= Centre for Research on the Epidemiology of Disasters
CERF	= Central Emergency Relief Fund
CFE	= Center for Excellence in Disaster Management and Humanitarian Assistance
COVID19	= Coronavirus Disease
CP	= Convergency Plan
CPP	= Cyclone Preparedness Programme
CSO	= Civil Society Organization
CWG	= Cash Working Group
DDM	= Department of Disaster Management
DFID	= Department for International Development
D-Form	= Damage Form
DGHS	= Directorate General of Health Services
DM	= Disaster Management
DoF	= Department of Fisheries
DPHE	= Department of Public Health Engineering
DRR	= Disaster Risk Reduction
ECHO	= European Civil Protection and Humanitarian Aid Operations
EM-DAT	= Emergency Events Database
EMT	= Emergency Medical Teams
ERD	= Economic Relation Division
ERP	= Emergency Response Preparedness
FAO	= Food and Agriculture Organization
FCDO	= Foreign, Commonwealth and Development Office
FFWC	= Flood Forecast and Warning Centre
FMA	= Foreign Military Assistance
GDACS	= Global Disaster Alert and Coordination System
GiHA	= Gender in Humanitarian Action
GLOFAS	= Global Flood Awareness System
GoB	= Government of Bangladesh
GRC	= German Red Cross
HC	= Humanitarian Coordinator
HCTT	= Humanitarian Coordination Task Team
HDPN	= Humanitarian Development Peacebuilding Nexus
HRP	= Humanitarian Response Plan

IASC	= Inter Agency Standing Committee
ICRC	= International Committee of the Red Cross
IFRC	= International Federation of Red Cross and Red Crescent Societies
IHR	= International Health Regulations
IMDMC	= Inter-Ministerial Disaster Management Committee
INGO	= International Non-Government Organization
IOM	= International Organization of Migration
IPHN	= Institute of Public Health Nutrition
JNA	= Joint Needs Assessment
LDC	= Least Developed Countries
LTWG	= Localisation Technical Working Group
MCDA	= Military and Civil Defense Assets
MEB	= Minimum Expenditure Basket
MIRA	= Multi-Cluster/Sector Initial Rapid Assessment
MIS	= Management Information System
MNCC	= Multinational Coordination Center
MNF	= Multinational Force
MoA	= Ministry of Agriculture
MoDMR	= Ministry of Disaster Management and Relief
MoE	= Ministry of Education
MoF	= Ministry of Finance
MoF	= Ministry of Fisheries and Livestock
MoF	= Ministry of Food
MoFA	= Ministry of Foreign Affairs
MoHFW	= Ministry of Health and Family Welfare
MoPME	= Ministry of Primary and Mass Education
MoWCA	= Ministry of Women and Children Affairs
MoWCA	= Ministry of Women and Children Affairs
MPA	= Minimum Preparedness Actions
MPCG	= Multi-Purpose Cash Grant
MSP	= Multi-stakeholder Platform
NAWG	= Needs Assessment Working Group
NDMC	= National Disaster Management Council
NDRCC	= National Disaster Response Coordination Center
NEOC	= National Emergency Operation Centre (NEOC)
NGO	= Non-Government Organisation
NIRAPAD	= Network for Information, Response and Preparedness Activities on Disaster
NNGO	= National Non-Government Organisation
NPDM	= National Plan for Disaster Management
NWOW	= New Way of Working
OCHA	= United Nations Office for the Coordination of Humanitarian Affairs
PIO	= Project Implementation Officer

RAPID	= Rapid Response Approach to Disasters in Asia-Pacific
RC	= Resident Coordinator
RCG	= Regional Consultative Group on Humanitarian Civil-Military Coordination for Asia and the Pacific
RCRC	= Red Cross and Red Crescent
ROAP	= Regional Office Asia and Pacific
RR	= Rapid Response
SAARC	= South Asian Association for Regional Cooperation
SAG	= Strategic Advisory Group
SCM	= Supply Chain Management
SDG	= Sustainable Development Goals
SFDRR	= Sendai Framework for Disaster Risk Reduction
SITREP	= Situation Report
SOD	= Standing Orders on Disasters
SoS Form	= Save Our Soul Form
SPEED	= Strategic Preparedness for Response and Resilience to Disaster
SRH	= Sexual and Reproductive Health
TG	= Technical Group
UN	= United Nations
UNCT	= UN Country Team
UNDAC	= United Nations Disaster Assessment Team
UNDP	= United Nations Development Programme
UNDRR	= United Nations Disaster Risk Reduction
UNFPA	= United Nations Population Fund
UNICEF	= United Nations Children's Fund
UNISDR	= United Nations International Strategy for Disaster Reduction
UNRCO	= Office of the United Nations Resident Coordinator Office
UNROD	= United Nations Relief Operations in Dhaka
UNROD	= United Nations Relief Operations in Dhaka
UNWOMEN	= United Nations Entity for Gender Equality and the Empowerment of Women
UP	= Union Parishad
USAID	= United States Agency for International Development
USAR	= Urban Search and Rescue
WFP	= World Food Programme
WHO	= World Health Organization
WHS	= World Humanitarian Summit

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ANNEXES


Annex 1: Priority Activities of Cluster and Working Group



Cluster	Lead and Co-Lead	Priority Activities (Adjusted in COVID19 Pandemic)
Child Protection 	Lead: Ministry of Women and Children Affairs (MoWCA) Co-Lead: United Nations Children Fund (UNICEF)	<p>The overall child protection response strategy aims to support the GoB mitigate the negative short and long-term effects on children as a result of the COVID-19 outbreak, preventing and responding to abuse, neglect, exploitation and violence against children including adolescents, promoting safety, mental and psychosocial well-being of children especially the most vulnerable including children living with disabilities, children on the move, those living on the streets and in residential care. Due to COVID-19 caregivers may fall ill, be quarantined, be hospitalized or die. Alternative care solutions need to be identified for children starting when a caregiver is reported sick (before hospitalization or death). Children in need of alternative care/support solutions may fall under any of the below categories;</p> <ul style="list-style-type: none"> ▪ Children who have lost one or two parents or a primary caregiver due to COVID-19 ▪ Children who are survivors of COVID-19 ▪ Children in quarantine situations (home, community, care centres) ▪ Children who are living in communities heavily affected by COVID-19 ▪ Other vulnerable groups; including children with disabilities, children on the move, those living on the streets and in residential care. ▪ Financial support to be determined
Displacement Management 	Lead: Ministry of Disaster Management and Relief (MoDMR) Co-Lead: International Organization of Migration (IOM)	<ul style="list-style-type: none"> ▪ Develop SOP on handling existing and suspected COVID-19 cases in cyclone shelters. ▪ Develop SOP for door to door relief distribution instead of centralized distribution. ▪ Engage with cyclone shelter management committee for reducing risk of COVID-19 transmission. ▪ Adapt mass displacement and evacuation best practices to country context ▪ Identify gaps – assess, verify, and map emerging assistance needs, responses (4W) and protection issues conduct regular 'gap analyses' based on verified needs e.g. Multi cluster Initial Rapid Assessment (MIRA). ▪ Support shelter closure initiatives and ensure disinfection of shelter; ▪ Support various levels of administration to plan for mass evacuation considering mitigation measures for COVID-19 risk; ▪ Support in operationalization of the evacuation and shelter guideline developed by CPP & IFRC.
Education 	Lead: Ministry of Primary and Mass Education and Ministry of Education	Phase 1 <ul style="list-style-type: none"> ▪ Support alternative arrangement of education process/distribution of EiE kits which will include distance learning activities and tools, including radio, TV and ICT Informed online lessons which should be accessible to children and youth with disabilities


	<p>Co-Lead: United Nations Children Fund (UNICEF) and Save the Children</p>	<ul style="list-style-type: none"> ▪ Monitor school attendance in the most affected schools with particular emphasis on children from the vulnerable families ▪ Organize community mobilization campaign among parents, School Management Committees and other key stakeholders on importance of restoring education process interrupted during emergencies and climate-related disasters ▪ Support pre-service and in-service teacher training programs to ensure teachers are qualified and equipped to teach and support their students when schools reopen. <p>Phase 2</p> <ul style="list-style-type: none"> ▪ Support in rolling out upazila education emergency preparedness plans ▪ Support local and national education authorities with improved tools for reliable data collection on school infrastructure damages to enable timely disbursement of Education in Emergency block funds. ▪ Before reopening the school, support ensuring policies and protocols for infection prevention and control in place to maintain a safe environment and prevent future outbreaks
<p>Early Recovery</p> 	<p>Lead: Ministry of Local Government, Rural Development and Co-operatives (MoLGRDC) and Ministry of Disaster Management and Relief (MoDMR)</p> <p>Co-Lead: United Nations Development Programme (UNDP)</p>	<ul style="list-style-type: none"> ▪ “Cash for Work “on repair and maintenance of embankment, steep slopes, link road to cyclone shelters etc. ▪ Support local entrepreneurs to generate income through self-employment in the form of ‘start-up grants’ or ‘start-up packages’ ▪ Training on alternative job facilities for informal and migrant workers. ▪ Awareness building on psychosocial needs and improved social cohesion. ▪ Training of local volunteers to augment response during disaster. ▪ Awareness building on social cohesion and improve security.
<p>Food Security</p> 	<p>Lead: Strategic Advisory Group (Ministry of Agriculture, Ministry of Food, Ministry of Fisheries and Livestock, Department of Fisheries, Ministry of Disaster Management and Relief)</p> <p>Co-Lead: World Food Program (WFP) and Food and Agriculture Organization</p>	<ul style="list-style-type: none"> ▪ Supporting the most vulnerable groups with in-kind and cash support to ensure that they have adequate access to essential food items. ▪ Immediate interventions to ensure fair pricing to safeguard producers and consumers, as well securing and supporting the food value chain and market distribution system ▪ Activate the FSC district level focal point to get firsthand information from the field. ▪ Needs assessment, Response planning and coordination ▪ Ensure restoration of agricultural production and livelihood ▪ Provide agricultural inputs like (tools, seeds, fertilizer, cash for labor, pesticide) to ensure agriculture production ▪ Distribute local variety of seeds, alternatives of chemical fertilizer. ▪ Inputs to ensure agriculture, poultry, fisheries, livestock production ▪ Support the Supply chain for food, trade and agricultural inputs ▪ Transportation and marketing support to boost up the value chain of agricultural products


		<ul style="list-style-type: none"> ▪ Market monitoring and ensure market functionality ▪ Ensuring access and availability of key agricultural inputs (seeds, labor, fertilizer, machinery, etc), by keeping input supply chains functioning to ensure timely production for the planting season coming up and providing special permits for migrant labor; ▪ Continuation of Food Assistance for the extremely vulnerable group with MEB ▪ Reviewing regulations to permit closed food service establishments (restaurants, food centers, e-commerce companies) to redeploy their equipment and assets to deliver essential foods to areas needing it the most ▪ Supporting informal and formal food-related Small and Medium Enterprises to maintain cash flow and survive potentially catastrophic drops in demand so they can recover when the crisis is over. Community approach can be adopted where feasible.
<p>Gender Based Violence</p> 	<p>Lead: Ministry of Women and Children Affairs (MoWCA)</p> <p>Co-Lead: United Nations Population Fund (UNFPA)</p>	<ul style="list-style-type: none"> ▪ Multipurpose dignity kits complemented with selected COVID19 IPC items for women of reproductive age, adolescent girls, sex workers, transgender. ▪ Remote case management of GBV survivors, including psychosocial support (PSS)/psychosocial first aid (PFA), telemedicine services and ensuring effective referral. ▪ Mental health and psychosocial support virtual services (MHPSS) by counsellors for survivors of gender-based violence. ▪ Alternate modalities of legal and protection support to GBV survivors. ▪ Capacity building front line non-GBV actors (police, army, PIO/DDRO, field officials, volunteers including adolescents and youth,) on how to respond to survivors in absence of GBV services, and to the needs and vulnerabilities of adolescent girl survivors. ▪ GBV awareness and sensitization through targeted information, education and communication (IEC) and social and behavioral communication change (SBCC) materials on prevention, risk mitigation and response. Virtual/alternate modalities of communications are highly recommended. ▪ GBV risk mitigation activities targeted towards key population (sex workers, transgender) with first priority to the ones without shelter or home. ▪ GBV risk mitigation activities targeted towards adolescent and youth through promotion of healthy coping strategies, psychosocial support, suicide prevention, and risk communication including information on life-saving GBV and SRHR services. ▪ Support to national government in strengthening GBV response, particularly case management, PSS, referral and shelter home support. ▪ Support to minorities and marginalized communities, particularly in densely populated urban areas to ensure these communities



		GBV response services and be included in the GBV risk mitigation measures.
<p>Health</p> 	<p>Lead: Ministry of Health and Family Welfare (MoHFW)/ Directorate General of Health Services (DGHS)</p> <p>Co-Lead: World Health Organization (WHO)</p>	<p>Health System and Services</p> <ul style="list-style-type: none"> ▪ Activate Health Emergency Operations Centre and Control Room of DGHS for cyclone / flood /landslide response. ▪ Deploy Mobile Medical Team/Rapid Response Team with emergency drugs and equipment to the affected areas ▪ Distribute emergency drugs, PPE, medical and lab supplies in affected areas for replenishment ▪ Establish Temporary/Makeshift hospital ▪ Intensify health education and surveillance system ▪ Surveillance and Laboratory Support ▪ Contact Tracing and Mitigating Community Transmission ▪ Points of Entry and Quarantine ▪ Infection Prevention Control ▪ COVID-19 Case Management ▪ Procurement, Logistics, and Supplies ▪ Risk Communication and Community Engagement ▪ Research and Information Management
	<p>Sexual and Reproductive Health (SRH) sub-cluster under the health cluster supported by UNFPA</p>	<p>Sexual and Reproductive Health (SRH)</p> <ul style="list-style-type: none"> ▪ Distribution of reproductive health (RH) kits and menstrual health management (MHM) kits to implementing partners, female health workers, and to those who are quarantined for prevention, screening, and treatment in affected areas, with particular attention on areas with high rates of child marriage and adolescent pregnancies. ▪ Provide PPE to midwives and HCW to mitigate the risk of spreading COVID-19 and to protect health care staff and patients. ▪ Ensure that the MISP is being rolled out in crisis affected areas when needed. ▪ Capacity building of midwives, HCW, and implementing partners on SRH, including adolescent and youth SRH and adolescent/youth friendly health services in a context of COVID-19 and climate-related disasters. ▪ Deployment of midwives who are trained to work in disaster affected areas to ensure the provision of lifesaving SRH, including adolescent and youth SRH and adolescent/youth friendly health services. ▪ Awareness raising and information sharing to reduce the risk of stigma and to share knowledge on SRH, including adolescent and youth SRH, in relation to COVID-19 for targeted groups such as communities, midwives and HCW. ▪ Advocating for hospitals, health facilities, midwives and HCW to provide evidence-based care and prioritizing women of reproductive age, pregnant women, lactating mothers, and adolescents and youths. Ensuring separate areas in health facilities for COVID positive and non-positive patients seeking SRH care.




		<ul style="list-style-type: none"> ▪ Support and strengthen existing health care facilities and hospitals to support functioning referral mechanisms for women and girls of reproductive age, pregnant women and lactating mothers, and adolescents and youth with particular attention on areas with high rates of child marriage, and adolescent pregnancies. ▪ Ensure access 24/7 SRH services, including life-saving Comprehensive Emergency Obstetric and Newborn Care (CEmONC) care, e.g., treating women in labour with severe bleeding, prolonged or obstructive labour, eclampsia or infection. ▪ Support national government and local authority in strengthening SRH services, including adolescent/youth friendly health services, in disaster affected locations and prioritize the health needs of women and girls of reproductive age, pregnant women and lactating mothers, adolescents and youth, as well as SRH and GBV cross cutting areas such as clinical management of rape (CMR). ▪ Support the Ministry of Health to deliver innovative, online, and mobile SRH, including adolescent and youth SRH, and family planning education and counselling with particular attention on areas with high rates of child marriage and adolescent pregnancies. <p>Target population: Midwives and other health care workers, pregnant women, lactating mothers and women of reproductive age, adolescents and youth, and special attention should be given to vulnerable populations such as persons with disabilities, HIV-positive persons, and the elderly, indigenous people, refugees, and migrants.</p>
<p>Logistics</p> 	<p>Lead: Ministry of Disaster Management and Relief (MoDMR)</p> <p>Co-Lead: World Food Program (WFP)</p>	<ul style="list-style-type: none"> ▪ Mapping of nationwide logistics resources, assets, facilities and capacities belongs to Government and humanitarian agencies ▪ Developing a common inventory of relief goods transporters and suppliers to be used during an emergency ▪ Advocate and liaise with MoDMR for establishing a Fast-Tracking process for speedy humanitarian cargo release and customs clearance, both at sea and airport, during emergency ▪ Create stockpiles by prepositioning of logistics resources like MSUs, generators, prefabricated offices accommodation and other logistics NFI equipment ▪ Make arrangement with commercial aviation services to ensure movement of relief goods, if required ▪ Enhance logistics response capacity of humanitarian actors by technical trainings and simulations ▪ Assess logistics needs in country and liaise with the Government to initiate necessary action to establish priority logistics facilities and resources ▪ Advocate with Government to establish Humanitarian Storage Hubs at several strategic locations throughout the country ▪ Operationalize the MIS of logistics capacity assessment for easy access to critical logistics data and information on port/ airport

		capacities, road/rail/waterway networks, storage facilities, transportation resources etc.
<p>Nutrition</p> 	<p>Lead: Institute of Public Health Nutrition (IPHN)</p> <p>Co-Lead: United Nations Children Fund (UNICEF)</p>	<p>IMMEDIATE (Day 1-7):</p> <ul style="list-style-type: none"> ▪ Immediate life-saving emergency response: ▪ Infant and Young Child Feeding in Emergency interventions in case of displacement (Breastfeeding corners and tents in mass displacement shelters). ▪ Zinc/ORS for children with diarrhea (ensure with Health Cluster). ▪ Monitor the application of the code on marketing of breast milk substitutes. <p>SHORT-TERM (Week 2-8):</p> <ul style="list-style-type: none"> ▪ Rapid Nutrition Assessment e.g. Rapid SMART; IYCF assessment ▪ Community outreach for screening, identification, and referral of malnourished children in addition to deliver nutrition services using community support groups at the community level to build awareness with a focus on IYCF, maternal and adolescent nutrition and good nutrition practices. ▪ Management of Severe Acute Malnutrition (SAM). In Patient, Outpatient as appropriate and applicable. ▪ Ensure supply (Therapeutic food, F-75 & F-100) and logistics (Anthropometric materials, Nutrition Kit) for SAM center ▪ Supplementary feeding (Child Food Package distribution, context specific: Targeted supplementary feeding, blanket supplementary feeding for children below 5 years, pregnant and lactating women). ▪ Treatment/prevention of micronutrient deficiency diseases through home-based approaches <ul style="list-style-type: none"> - Provision of high-dose vitamin A supplementation (children 6-59 m) and deworming to children (2-5 years) - IFA to PLW and adolescent ▪ Promotion and support for optimal Infant and Young Child Feeding Practices (IYCF). ▪ Monitor the application of the code on marketing of breast milk substitutes. ▪ Support case management of Severely Malnourished children with Cash package (3,000 BDT per child per treatment event) to cover referral and in-patient expenditure. ▪ Cash package to cover for additional needs of pregnant and lactating women. (To be defined). <p>MEDIUM TERM (2-6 months):</p> <ul style="list-style-type: none"> ▪ Emergency Nutrition interventions continue as identified above. ▪ Detailed nutrition survey using SMART methodology.
<p>Shelter</p> 	<p>Lead: Ministry of Housing and Public Works (MoHPW) and Ministry of Disaster</p>	<ul style="list-style-type: none"> ▪ Need assessment ▪ NFI support ▪ Emergency Shelter support to damage households and displaced people ▪ Shelter Recovery assessment

	<p>Management and Relief (MoDMR)</p> <p>Co-Lead: United Nations Development Programme (UNDP)</p>	<ul style="list-style-type: none"> ▪ Permanent Shelter support on recovery period ▪ Capacity development and technical assistance to construct shelter at recovery period ▪ Repair and maintenance of alternative shelters (school, public buildings etc.) for temporary shelter / camps for vulnerable communities in selected vulnerable COVID19 Hots Spots areas. ▪ Developing Shelter technical assistance guidelines on minimizing congested living for people living in higher density areas and with increased risk of COVID19.
<p>WASH</p> 	<p>Lead: Department of Public Health Engineering (DPHE)</p> <p>Co-Lead: United Nations Children Fund (UNICEF)</p>	<p>Phase 1</p> <ul style="list-style-type: none"> ▪ Rapid assessment with the JNA involving all WASH cluster members in the affected districts with the joint need assessment tools provided and selection of the most vulnerable peoples including people with disabilities ▪ Rehabilitation/installation of water facilities (tube wells or water treatment plants) to provide safe drinking water based on national /SPHERE standards (All beneficiaries have access to 2.5 L safe drinking water/day, ≥ 80% of affected people have access to safe drinking water within 500m or 15 minutes walking distance from their dwelling; ▪ Ensure water quality tests and disinfection of water points with water quality complying to norms and standards; ▪ Strengthening local level coordination mechanism ▪ Emergency construction/rehabilitation of sanitation facilities (latrine & bathing chamber) (All beneficiaries have access to adequate sanitation facilities and need separate bathing place for adolescent girls and women thereby ensuring their security) ▪ Emergency construction/rehabilitation of water facilities (raised platforms, operation & maintenance and established water treatment plants) ▪ Distribution of hygiene kits and water purification tablets (All affected families should have at least: water containers, soap, and other basic NFIs, ≥ 80% of affected people demonstrate practice of key hygiene behaviours); ▪ Procurement of NFI (Hygiene Kits) for replenishment of existing stock ▪ Ensure environmental hygiene to control water borne vector-borne disease ▪ Conduct hygiene promotion sessions and ensure community engagement with involvement of local leaders and other government institutions to adhering to social distancing recommendations <p>Phase 2</p> <ul style="list-style-type: none"> ▪ Local authorities, national/international agencies and NGOs understand sustainable WASH interventions and coordination ▪ Reinforcement of activities related to access to water and sanitation facilities including operation and maintenance of such facilities and hygiene promotion sessions;

		<ul style="list-style-type: none"> ▪ Responses are coordinated with other sectors and Joint distribution ▪ Ensure that WASH interventions are based on a robust assessment and analysis of disaster risk ▪ Provide guidance and support solid Waste Management and Fecal Sludge Management and Menstrual Hygiene Management ▪ Initiate a gap analysis of local and national capacities in water and sanitation, and ensure integration of capacity strengthening with focus on disaster risk reduction ▪ Planning for sustainable and resilient water and sanitation facilities ▪ Preparation of development activities linked to humanitarian intervention
Technical Issues		
Working Group	Lead and Co-Lead	Priority Activities (Adjusted in COVID19 Pandemic)
<p>Cash</p> 	<p>Lead: Oxfam</p> <p>Co-Lead: Department of Disaster Management (DDM)</p>	<ul style="list-style-type: none"> ▪ Developed Cash packages, guidelines and monitoring tools in order to achieve a harmonized and standard of faster delivery procedure; ▪ Delivered timely and cost-effective cash assistance to the disaster affected populations. ▪ Delivered aid in a way that empowers vulnerable people, supports local markets and helps to stimulate the economy ▪ Developed beneficiary selection guidelines, highlighting the appropriate process of selection and basic criteria based on best practices of organizations in CWG. ▪ Developed and implemented a work plan for CWG members at national and divisional level; focusing on capacity building, action research and dissemination of lessons. ▪ Developed and maintained a roaster/emergency contact list of Humanitarian agencies with experience of cash/voucher transfers in Bangladesh, as well as financial service providers (banks and telecommunication companies) as part of the contingency planning process; ▪ Stock tacking of the planned and ongoing interventions of the humanitarian organizations 4Ws (Who, What, Where, When) Reporting format and share with members of the CWG. ▪ Gender mainstreaming in cash programming, as well as inclusion of the most vulnerable segments (men, women, members of the transgender community, children, elderly, minority groups, disabled, and chronically sick) ▪ Monitored prices of basic food and non-food items to ensure correct value of transfers; ▪ Ensured the usage of correct wage rates and number of working hours in Cash for Work (CFW) interventions, keeping in consideration the rate of labour in the local markets. Engaged of local NGOs (especially those based in the field), government bodies and financial service providers to draw on existing knowledge, practice and programming, and potentially establish partnerships with humanitarian and government agencies;

		<ul style="list-style-type: none"> Where possible, negotiate with financial service providers to harmonize the cost of transaction when partnering with humanitarian organizations in cash-based programming; Explored opportunities for voucher programming Shared information relevant to cash and voucher interventions across partners and other sectors (such as research documents, global best practices and surveys).
<p>Community Engagement</p> 	<p>Lead: Department of Disaster Management (DDM)</p> <p>Shongjog Secretariat: BBC Media Action</p>	<ul style="list-style-type: none"> The Shongjog Multi-Stakeholder Platform (MSP) on Communication with Communities (CwC) will aim to ensure that there are identified credible sources of information, where information is managed and updated. The MSP will also aim to promote trust between communities and the disaster response sector by recognising voices of the community and reflecting them in strategies, policies and decision-making processes. Shongjog itself means 'Linkage'. The Shongjog MSP will put special emphasis on reaching the most vulnerable groups, such as children, women and girls, widows, persons with disabilities, elderly and socially excluded groups as well as use appropriate, inclusive and diverse channels of communication to reach all groups. It will also establish close feedback loops so that communities are aware of this commitment and how information is used.
<p>Anticipatory Action (FbA/FbF)</p> 		<ul style="list-style-type: none"> Establish a common narrative on FbF/FbA for general understanding; Identify and map key actors and stakeholders on FbF/FbA; Organise regular meetings: once every two months plus additional meetings as deemed necessary by the Working Group members; Organise and coordinate capacity strengthening trainings/orientations/refreshers on FbF; Organise National Dialogue Platforms on FbF/FbA with the support of all the group's members; Provide and facilitate access to meetings/trainings/conferences/workshops/field studies and missions on FbF/FbA as well as government-led process depending on each other's strengths and respective networks; Support the joint planning, review and reflections, wherever required; Bridge communication with the Humanitarian Coordination Task Team (HCTT), clusters and other working groups; Organise sharing and advocacy meetings with the Government and other stakeholders- at least once a year; Form Technical Committees as deemed necessary for achieving any special tasks. Establish contacts and coordination with the regional disaster management agencies and forecasting centres in South Asia.
<p>Gender in Humanitarian Action</p>	<p>Lead: Department of Women Affairs</p>	<p>The working group is established to support the Government of Bangladesh's response and recovery effort inclusive.</p> <ul style="list-style-type: none"> A detail gender analysis planned as more data and information are available and accessible

	<p>Co-Lead: UNWomen</p>	<ul style="list-style-type: none"> ▪ Provide technical support to cluster and working groups with regards gender marker and PSEA ▪ Capacity building of Women affairs officers and social welfare officers so that they can influence and contribute to inclusive local level COVID response and recovery plan ▪ Develop prevention messages on COVID-19 from the perspective of women and girls, including addressing prevention of GBV, hate speech and advocating for shared care burdens ▪ Awareness building on psychosocial needs for the special groups.
<p>Localisation</p> 	<p>Lead: NGO/CSO in Rotation</p> <p>Technical Co-Lead: NIRAPAD and Start Fund BD</p>	<p>Strengthen data-driven transparency</p> <ul style="list-style-type: none"> ▪ Establish Digital Platform with necessary technical tools & processes for tracking coordinated humanitarian response related spending and activities in line with HRP; ▪ Support in forming a working group under the HCTT to discuss and contribute to promoting localisation agenda for six months. <p>Enhance participation of local actors in humanitarian coordination</p> <ul style="list-style-type: none"> ▪ Provide technical support to the local collaboration platform with tools, guidance and processes in line with the HRP; ▪ Support the local stakeholders for greater engagement in HCTT and cluster activities both at national and local level. <p>Promote Partnership practices for Localisation</p> <ul style="list-style-type: none"> ▪ Document good practices/ case studies regarding partnership practices for climate related disaster coordinated response; ▪ Support to establish informal feedback mechanism and accountability assessment of the local actors (using STRAT fund AAP Framework).
<p>Joint Needs Assessment</p> 	<p>Lead: Department of Disaster Management</p> <p>Co-Lead: CARE Bangladesh</p>	<ul style="list-style-type: none"> ▪ Information Management ▪ Updating secondary pre crisis information ▪ Preparedness for upcoming disaster event ▪ Develop agreed the methodology for assessment ▪ Provide anticipatory analysis ▪ Revision of tools for assessment based on the needs ▪ 4W matrix finalisation and monitoring ▪ Develop capacity of the assessment
<p>Private Sector</p> 	<p>Co-Lead: TBC</p>	<ul style="list-style-type: none"> ▪ The HCTT will designate a Private Sector Liaison to support coordinated engagement with the private sector and civil society and advise the HCTT on overall strategy. The Liaison will be supported by a private sector working group, as needed. The private sector liaison, with support from the Community Engagement Working Group and clusters, will convene regular coordination meetings for civil society and private sector actors (“community response coordination”); and support effective information flow between the international community and private sector and community responders, including by attending existing private sector and ad hoc coordination platforms. The Liaison will also help develop information products specifically targeted to private sector partners and support the collection of information on private sector engagement from clusters. The Private Sector Liaison will also work closely with the Community Engagement Working Group on messaging and outreach, particularly in regard to small and medium business and volunteer groups.-

Annex 2: Terms of Reference of the HCTT

Rationale

Since 2012, the Humanitarian Coordination Task Team (HCTT) under the DER worked as a *coordination platform to strengthen the collective capacity of government, national and international actors to ensure effective humanitarian preparedness for, response to, and recovery from the impacts of, disaster in Bangladesh*. In 2016, the HCTT decided find ways to improve its functionality and to revise its 2012 ToRs accordingly.

HCTT's mission

In its overall efforts to strengthen preparedness, response and recovery efforts, the HCTT will support advocacy and resource mobilization efforts, promote humanitarian principles and ensure inter-cluster coordination. To undertake its mission, the HCTT can decide on the establishment of ad-hoc/temporary tasks forces that could work on specific issues and report to the HCTT for facilitating decision-making processes. The HCTT can also decide to develop tools to plan for and to monitor on progress of its activities (e.g. annual work plan). The HCTT should be flexible and adaptive to the context it operates.

HCTT's tasks

- Support to and coordination of inter-agency humanitarian activities (preparedness, response, post-response (after action reviews)) in collaboration with national authorities;
- Support to the mainstreaming of cross-cutting issues.

HCTT Governance

The HCTT is co-chaired by one (1) official representing the Ministry of Disaster Management and Relief (MoDMR) and one (1) official of the United Nations (UN) nominated by the UN Resident Coordinator. HCTT meetings are called by the co-chairs in consultation with each other. They should be regular (e.g. on a monthly basis), however, ad-hoc meetings can be organized depending on the needs (e.g. in case of a disaster). HCTT members are expected to attend HCTT meetings. HCTT co-chairs can invite any nonHCTT member organization to participate in a particular meeting depending on the meeting agenda (e.g. representatives of inter-agency working groups). Minutes of each regular HCTT meeting will be prepared by the RCO, reviewed by HCTT co-chairs for their submission and adoption by HCTT Members. A meeting standing agenda point will concern an update of the actions implemented from the previous meeting. Any particular request from the Local Consultative Group (LCG)-Disaster Emergency Relief (DER) will also be part of the agenda. The HCTT co-chairs will share the outcome of the HCTT meetings with the LCGDER and provide any relevant information to LCG-DER and, when needed, seek guidance from the LCGDER.

HCTT Membership

Beside its co-chairs, HCTT comprises: 11 Cluster Co-Lead Agencies (GoB/UN/INGO); 7 Working Group Co-Lead Agencies; 1 IFRC Representative; 1 BDRCS Representative; 3 INGO Representatives; 3 NNGO Representatives; 3 Donor Representatives.

HCTT Members are expected to participate actively and continuously to HCTT meetings and to represent their constituents in a fair and transparent manner. It implies having regular meetings with their constituents, having agreed on ToRs, a work plan and activities related to emergency preparedness and response. Therefore, HCTT Members shall not speak on behalf of their respective agency but on behalf of the constituencies they represent. If needed, HCTT Members can inform the HCTT of current challenges and/or foreseen issues and request support from the HCTT and, the RCO.

In case of dysfunction or with the view of adapting to a changing context and ensuring relevance, efficiency and effectiveness of HCTT's mandate, HCTT co-chairs can recommend to change, to increase or to decrease the representation of particular groups and, consequently, HCTT Membership. Inclusive, fair and transparent and consensus decision-making process will always be sought.

Annex 3: District Level NGO/CSO Collaboration

Introduction

The COVID-19 pandemic is having a multiplier effect in communities in countries exposed to climate-related disasters including in Bangladesh. The health emergency could be compounded further by upcoming crisis like dengue outbreak, cyclones, floods and displacements situation. Ref. [NAWG report](#). While it is important for the local administration and health facilities to have the right logistics and human resources in place to control the spread of the virus and to combat the pandemic, civil society organizations (CSOs) need to have the required level of preparedness to assist local authorities. Therefore, a consensus on the most effective way to provide support to local administration is required. Such an approach is in line with the "whole of society approach" principle and the call for increased solidarity. It would facilitate CSOs to provide a coordinated complementary support to individuals and communities impacted by the socio-economic consequences of COVID-19.

The recommendation to establish District Level NGO/CSO Collaboration Platform is in-line with a decision made during the special meeting of the Humanitarian Coordination Task Team (HCTT) in August 2018, concerning the CSO/NGO collaboration of disaster preparedness/response at district level.

Considering (1) that there is a recognized need to strengthen the linkages within the cluster system at central and local levels for the information from the field to guide decision-making processes at central level and, for the decisions made at central level to be implemented at local level; (2) that clusters do not necessarily have "cluster focal point" at local level, (3) that most clusters' partners at local level are the same for all clusters; (4) that all coordination fora must be respective of the Disaster Management legislation; (5) that introducing a platform that cannot be sustained could eventually be damageable, humanitarian partners are proposing the following: the establishment of light informal technical information-sharing group on disaster risk reduction/preparedness/response³² in risk prone districts, referred to as "NGO/CSO Platform". The platform does not intent to duplicate and/or to replace and/or infringe on the role of existing NGO coordination mechanism and/or of district development committee at local level.

Moreover, bringing inter-partner and inter-sectoral coordination and collaboration at district level is one of the prime agenda on localisation of the HCTT (Humanitarian Coordination Task Team) and included in the 2020 HCTT workplan. Over the years, the HCTT promoted and tested different mechanisms to improve collaboration at local level through several humanitarian response operations. Recently, a Localization Baseline Assessment was published in line with 2019 HRP for the Monsoon Floods. The assessment reveals that progress is required for the coordination of responses at local level.

As part of its core humanitarian mandate, the HCTT is planning to develop a Humanitarian Response Plan (HRP) for COVID-19 through a rigorous consultation process. This plan will consider 9-12 months response focusing on reducing socio-economic risk for the most vulnerable and prioritized communities as well as a 3-month emergency response for any other small-medium scale disasters. The HCTT which comprises cluster/sector lead and co-lead will perform its mandate as per its ToRs i.e. ensure the coordination and the follow-up of the implementation of the activities at the central level. However, coordination and collective leadership at local level is required on the side of the NGOs/CSOs. Therefore, a district level CSO platform is required.

Objectives

The purpose of District Level Collaboration Platform is to maintain close cooperation with CSO/NGO partners involved in humanitarian activities and support and complement Government humanitarian effort during any natural disaster. The platform will support community involvement and participation and it will establish mechanisms to enhance accountability to the affected populations. It supports the District Commissioner coordination effort through effective communication and information sharing by promoting accountability in humanitarian actions.

Key Tasks

To ensure effective district level collaboration the district level CSO platform will carry out the following tasks:

³² Disaster Risk Reduction (DRR), Disaster preparedness and response and Recovery/Transition

Participation

- Organize regular meetings to share information on COVID 19 and weather relevant disaster matters (projects, preparedness and response actions, on-going interventions etc.);
- Discuss issues of interest to all humanitarian partners at district level and, to promote community engagement;
- Support GOB local level efforts by develop NGOs/CSOs safe Emergency risk reduction and response Programming in line with agreed SOP within the COVID 19;

Communication

- Elevate the voices from the field at national level for facilitating informed decision-making and two-way communication;
- Act as a focal point for donors' visits in the field and organize visits in partnerships with partners in the district;

Advocacy

- The DC and/or DMCs and/or UMCs members could also suggest elements of discussions among humanitarian partners to gather their perspective on DRM-related issues. The DC and/or DMCs and/or UMCs members could also be invited if the agenda concern an area of specific interest to them;
- All interested humanitarian organizations present in a district would be welcome to meet and to exchange that include support visiting missions that would have an opportunity to join the meetings as well;
- Ensure one voice communication to respective DC and to the humanitarian coordination forum on behalf of the partners in respective districts;
- The NGO/CSO host would then inform the DC of key elements discussed at the meeting for the DC to raise them with DMCs members for decision-making processes, if/when required;
- Advocate for cross-cutting issues (in HRP) and the inter-cluster area of work related to community engagement – specifically for seeking community feedback;

Reporting

- Be able to report on progress, constraints, resources engaged/mobilized to DC and HCTT on behalf of the partners in respective districts; (to have a work plan and district-based 4W can help);
- Support sub-national cluster operational coordination work and close collaboration with HCTT;
- Support NGOs/CSOs for COVID-19 safe Emergency Response Programming in line with existing SOP's developed by different agencies/clusters;

Secretariat support

- Facilitate the platform mechanism by allocating minimum resources related to the collaborative operations.
- Influencing and collaboration with the existing humanitarian architecture through initiatives like 'One District One SitRep' and 'One District One List' of affected community;
- The NGO/CSO should also update the technical line Ministry District Focal Persons of on-going discussions/progress.

Criteria for Selection

Under given COVID 19 situation and upcoming monsoon flood, cyclone, landslide and under-the-radar crisis, the NGO/CSO platform collaboration mechanism is voluntary for the agencies. It would be expected that existing NGO/CSO network/forum and UN agencies support the role of the NGO/CSO where and when required. The hosting of the group could be on a rotation basis as well as the location of meetings to ensure that all humanitarian organizations in all District have the possibility to participate.

- Proven and long presence and capacity at district level
- Have sufficient response program at District level and demonstrated ability to response in previous disasters
- Demonstrated capacity to contribute strategically and to provide practical support
- Established linkage and relationships with DDMC and District GoB officials, networks and other formal & informal structures
- Accepted reputations and have demonstrated accountability to the affected population (capacity / willingness to dedicate time required)

Annex 4: Cluster System in Standing Orders on Disaster (SoD)

Humanitarian assistance activities for emergency response will be implemented in cluster approach under the leadership of the Ministry of Disaster Management and Relief. For this, relevant ministries/department will act as lead and non-government organization/UN organizations will act as support agency in the respective clusters. Ministry of Disaster Management and Relief will be informed regularly with the updated list of the support organizations of the respective cluster. The main activities of the cluster include assistance in providing service, take strategic decisions in humanitarian response activities, formulate planning and implementation strategy, advocacy, monitoring and evaluation and increase effectiveness of disaster risk management.

(A) Early Recovery and Shelter Cluster

1. Provide assistance to different ministries and departments in formulating fast recovery plans;
2. Assess the needs for recovery;
3. Provide assistance in formulating guideline for shelter management;

(B) Food Security and Nutrition (FSN) Cluster

1. Provide assistance to the Ministry of Disaster Management and Relief and other ministries/departments in food aid packaging based on the food and nutrition needs of the children, pregnant women along with different aged groups;
2. Provide assistance in packaging food for different groups by following the SPHERE Standard;
3. Enhance capacity of the government and non-government organizations under this cluster.

(C) Health Cluster

1. Form required number of medical teams and establish temporary health care centers during disaster period to provide urgent health care services;
2. Arrange trainings on health emergency issues for doctors, paramedics, nurse and midwives so that they can render emergency health care services effectively;
3. Prepare for preventing possible epidemic and establish treatment facilities;
4. Increase capacity of Directorate General of Health Services on trauma management, hygiene and reproductive health care and to resist pestilence;

Sexual and Reproductive Health (SRHE) cluster will work as a sub cluster of health cluster during disaster period or urgent situation and perform following duties:

1. Identify Sexual and Reproductive Health risk in disaster/emergency situation and provide recommendation to take effective measures including preparation of contingency plan for prevention;
2. Formulation of Sexual and Reproductive Health Care principles/guidelines and advocacy with the concerned governmental and non-governmental partners for effective implementation;
3. Preparation of SRHE related Minimal Initial Service Package (MISP) and enhance capacity for implementation;
4. Provide assistance to local disaster management committee to select focal point on this issue.

(D) Wash Cluster

1. Arrangements of safe water supply and sewage system in the shelters and disaster affected areas;
2. Provide assistance for the youths with necessary health care tips along with wash and hygiene kit;
3. Ensure participation of the disaster management committee at national and local level for formulating emergency wash guidelines,

(E) Logistic Cluster

1. Provide assistance to formulate logistics guidelines and activate the cluster;
2. Co-ordination among the logistic providing organizations at national and local level.

(F) Education Cluster

1. Advocacy to continue the education activities in the disaster affected educational institutions through alternative arrangements and provide necessary technical support;
2. Provide assistance to supply necessary education materials.

(G) Child Protection (CP) Cluster

1. Mapping the child service providing organizations and assist in formulating their roles and responsibilities;
2. Play effective role in the coordinated effort of the institutions on psycho-social service for orphan children;
3. Advocacy for the inclusion of the vulnerable children issue for the initiatives for emergency recovery, response and rehabilitation program.

(H) Gender Based Violence (GBV) Cluster

1. Identify gender risk during disaster and provide recommendations for effective measures;
2. Advocacy to implement Gender Safety Policy;
3. Assist to select focal point for local disaster management committee.

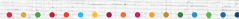
(I) Displacement Management (DM) Cluster (later adapted by MoDMR)

1. Advocacy & resource mobilization
2. Preparedness and capacity development
3. Response and coordination
4. Monitoring and reporting
5. Phase-out and rehabilitation capacity

--End--



**UNITED NATIONS
BANGLADESH**



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